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bureaucracy was a natural ally of both the militarists and the Zaibatsu, a ready, willing and effective instrument for carrying out the policies ~~of foreign expansion and domestic suppression which ruled the destinies~~ of ~~the Japanese people until the Occupation began.~~ those groups.

The decision to utilize the existing Japanese governmental machinery to effect the Occupation's purposes inevitably involved the risk that Occupation policies or the programs of Japanese political leaders evolved pursuant thereto would be nullifi~~ed~~ by administrative sabotage ~~at the hands of~~ idealogically hostile bureaucrats. To guard against this risk ~~was minimized, of course, by the~~ required constant vigilance and surveillance. To some extent the risk was reduced ~~exercised by the Occupation authorities~~ by the ~~program for the~~ removal of identifiable militarists and ultranationalists from public life, and ~~the~~ enhancement of the power, prestige and effectiveness of the Diet ~~the effort~~ (created within Japan ~~the~~ force which ~~could~~ most successfully bring the bureaucracy under democratic control) to make it truly "the highest organ of state power". Since the bureaucracy would outlast the Occupation, however, a fundamental reform of the system was early recognized as necessary. ~~[redacted]~~

This information came from Government officials, university professors and other sources. In the process, the Government Section found a few informed individuals who were aware of the existing system's shortcomings and who would welcome changes. Some concrete proposals for reform were submitted by Japanese experts.

It soon became apparent that basic reform would require the continuing efforts of a sizable staff of experts to make the studies and develop the recommendations for reform legislation and to supervise its implementation. No such body of experts being available in the Government Section*, for that matter, in General Headquarters,

the Government Section in January 1946 seriously considered initiating a formal SCAP memorandum directing the Japanese Government to appoint a special Commission of experts to draft proposals for basic reform of

* Only one member of the Government Section, Lt. Nelson J. Esman, AUS, was engaged in his task at the time.

(c) The Books or Publications Section

This agency had charge of censorship of all books, magazines and newspapers, including the restriction of foreign publications.

(d) The Police Affairs Section

The Police Affairs Section administered the police system through control over prefectural and municipal police departments. In the same manner, direct authority over local fire-fighting agencies was exercised by this section.

(e) The Foreign Affairs Section

The Foreign Affairs Section had charge of water police, whose duties included supervision of ports and steamships, river and lake traffic, as well as coastwise trade vessels. It also administered medical and quarantine regulations at ports.

The Economic Peace Preservation Section

The Economic Peace Preservation Section included economic police whose function was price control enforcement and control of the black market.

Bureau of Public Works

The Bureau of Public Works had charge of the construction of national highways and boat and river improvement. It consisted of six sections: a harbor section, a road section, a river section, and three technical sections.

2. Early ~~Measures~~ Steps

While reform was recognized as necessary, it was also recognized that an institution so pervasive and so firmly established as the Japanese bureaucracy could not be reformed by summary measures, that superficial tinkering would produce only superficial results. Existing studies on the Japanese Civil service were scanty. ~~As it~~ The first requirement was a survey of the scope of the problem itself. This was undertaken in November 1945 concurrently with the Section's studies of the organization and structure of the Government. ~~These early~~

These early inquiries, conducted by the Government ~~one~~ ~~member of the~~ Section with the collaboration of officers of other SCAP staff sections interested in the Japanese Government ~~civil~~ personnel administration ~~service~~ from the points of view of their respective functional responsibilities, ~~covered~~ yielded much valuable information on such features ~~of the~~ civil service as: ~~the~~ legal basis; organization and procedures; recruitment, examination, placement and promotion of all ranks; classification of positions and individuals; pay, allowances and bonuses; retirement and welfare provisions; training, pre-service and in-service; sources of personnel; morale; attitudes, toward the public and toward their offices; discipline, tenure, employee rights.

The Planning Bureau

This agency was responsible for planning and research work in the fields of flood control prevention, remedies for adequate district and normal community planning and building construction.

Attached Agencies of the Ministry of Home Affairs

Three additional institutions of national importance were attached to the Ministry.

(1) **Metropolitan Police Board**

This Board served as a modal of police administration for the whole of Japan. It was organized into six departments and a secretariat. It was concerned not only with police activity, but also with public health, censorship, fire department, and a police training school.

Committees

The Ministry of Home Affairs maintained various special advisory committees embracing virtually all fields of activity in which the Ministry engaged.

Supervised Institutions

The Ministry controlled a series of national institutions, of which the following are examples:

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II. The United States Personnel Advisory Mission ~~to Japan~~

In response to the Japanese Government's request, approved by General MacArthur, the United States Personnel Advisory Mission to Japan was constituted by the War Department and sent to Japan in November 1946. ~~The Mission was instructed to study the entire personnel~~ ~~the purpose of the~~

II The Object of the Mission was to study the personnel system of the Government of Japan including all laws, policies, practices and procedures through which personnel operations were carried out, and on the basis of its findings to make recommendations designed to effect improvement in the overall personnel administration of the Japanese Government.

~~The composition of the Mission was as follows:~~

Mr Blaine Hoover, President, Civil Service Assembly of the United States and Canada, was appointed chairman of the Mission. The other members were Mr Manlio F. De Angelis, Chief, Program Planning Staff, U.S. Civil Service Commission; Mr Robert S. Hare, Chief, Field Classification, U.S. Civil Service Commission; and Mr. Pierce MacCoy, Director of Personnel, U.S. Dept. of State.

The Marine Products Bureau also supervises fishery guilds. These are organized for those who manufacture fish products in a particular district. In the same manner the Bureau supervises societies of fishermen, organized to protect the fishing rights of villages.

The Marine Products Bureau consisted of five sections:

(a) Control Section

(b) Marine Products Section

(c) Fisheries Administration Section

(d) Ocean (high seas) Section

(e) Fishing Craft Insurance Section

<u>The Bureau of Animal Husbandry</u>

The Bureau of Animal Husbandry has been responsible for a program of scientific breeding in various types of livestock and fowl. In addition, it has established stock farms and developed management aids for associations and individuals. The Bureau maintains a field staff of veterinarians, supervisors, inspectors, and specialists for particular breeds of animals and fowl. The Bureau consists of four sections:

(a) Animal Husbandry Administration Section

(b) Animal Insurance Section

(c) Animal Husbandry Section

(d) Management Improvement Section

II.

~~Chapter I~~ The United States Personnel Advisory Mission To Japan

During November 1946, as a result of requests made by the Japanese Government and approved by the Supreme Commander for the Allied Powers, The United States Personnel Advisory Mission to Japan was constituted by the War Department and sent to Japan.

Mr. Blaine Hoover, President of the Civil Service Assembly of The United States and Canada, was appointed Chairman of the Mission. The other members of the Mission were Mr. Manlio F. DeAngelis, Chief, Program Planning Staff, United States Civil Service Commission; Mr. Robert S. Hare, Chief, Field Classification, United States Civil Service Commission; and Mr. W. Pierce MacCoy, Director of Personnel, United States Department of State.

The Mission was instructed to study the entire personnel system of the ~~Japanese~~ Government of Japan. Its study was to include all ~~the~~ laws, policies, practices, and procedures through which personnel operations were carried out. On the basis of its findings, the Mission was to make recommendations designed to ~~improve the operation of the system to the end that the efficiency of the new democratic government of Japan would be enhanced~~ effect improvement in the overall personnel administration of the national government.

Arriving in Tokyo [redacted] on November 30, 1946, the Mission [redacted] set about orienting itself to the situation then existing in Japanese public administration. [redacted] This orientation started with a conference with [redacted] General [redacted] Whitney, Chief of the Government Section, ~~General Headquarters, Supreme Commander for the Allied Powers.~~

In [redacted] which General Whitney summarized the fundamental problems, policies, and accomplishments of the Occupation. The use of the administrative facilities of the Government Section was accorded to the Mission and the Mission was invited to draw freely on the accumulated experience and information of the Section's staff and files.

~~The Mission then took steps to acquaint itself with the Japanese situation.~~ With the cooperation of members of the staff of General Headquarters, a series of lectures and question periods was scheduled which gave the Mission an organized review of Japanese history, Occupation policies, the organization of the national government, the organization of the local governments, the political parties, the judiciary, labor problems and the Japanese character and psychology. The Mission was much indebted to the members of staff of General Headquarters, and particularly of the Government Section, who participated in these conferences. All participating were men of eminent ability who, despite the burden of heavy personal work schedules, gave fully of their time and knowledge as a contribution to the work of the Mission. In this connection, grateful acknowledgment is also made to Dr. E. H. Norman, Head of the Canadian Liaison Mission, who contributed much to an understanding of the Japanese people.

The Mission also made a study of information in the files of General Headquarters dealing with personnel administration in the Japanese Government. For many months prior to the arrival of the Mission in Japan, members of the Government Section staff had made studies of Japanese personnel practices. These studies, while not in all cases exhaustive, were fairly well documented and exceedingly helpful in portraying significant conditions, and useful in determining the Mission's approach to the major problems presented.

Following these preliminary studies, the Mission opened conversations with the representatives of the Japanese Government. That government had, on October 26, 1946, by Imperial Ordinance, established an Administrative Research Bureau. The Administrative Research Bureau, under the jurisdiction of the Prime Minister, was authorized to conduct investigations, do research, and

formulate plans for the reformation of the organization, the personnel system, and the administrative procedures of the Japanese Government. ~~The Mission had met the Bureau officials on a previous occasion for the purpose of making introductions and exchanging amenities.~~ Organized conferences between the Mission and the President and Division Directors of Staff of the Administrative Research Bureau were instituted December 24, 1946.

The work of the Mission and the Bureau ~~two bodies~~ was integrated and for technical purposes decentralized. Committees under the advisorship of the Mission members and including Division Directors of the Administrative Research Bureau were set up to conduct investigation in designated areas of personnel administration within the Japanese Government. These committees immediately launched their programs.

A General Committee was ~~also~~ established to receive and consider reports of the advisors to the special committees and on the basis of such reports to (1) promote progress of the work of the special committees, (2) coordinate work of the special committees and (3) consider major problems developed by the special committees.

The first meetings of each of the special committees were devoted to the clarification of basic concepts of merit system administration. Although a great many of the concepts had no counterpart in Japanese experience, the committees quickly grasped the basic ideas and terms pertaining to their special study areas. These preliminary group discussions, although primarily devoted to the explanation ~~clarification~~ of basic principles, were of great benefit to the Mission as well as to the Japanese committee members. Through the exchange of ideas, the Mission members, acting as committee advisors, gained valuable insight into the practices and attitudes prevailing in those areas of Japanese public administration ~~most closely corresponding to the~~ in the particular areas of ~~merit~~ personnel administration under study.

Accordingly, the Mission entered the new year having (1) informed itself as well as possible, within the limitations of time, concerning the broad aspects of the Japanese governmental situation, (2) reviewed the studies previously made of personnel administration in the Japanese Government, (3) established relations with the Japanese officials as a basis for work and (4) launched a series of special studies.

~~Para. B.~~

~~The Mission through~~ its Special Committee on Position Classification and Pay had, meanwhile, set the Administrative Research Bureau to work on a limited position classification survey. Although relatively few positions were involved, the survey was designed to include positions in each of the more important ministries and agencies of the National Government and to cover as wide a variety of classes of employment as possible.

The objectives of this "pilot" position classification survey were threefold:

1. To secure specific detailed information as to the relationship of pay to the duties performed among the various classes of employment in the Japanese Government.
2. To develop effective methods of making position classification surveys in the Japanese Government and to try them out.
3. To develop and train a staff of Japanese technicians which, with the benefit of outside technical advice, would be competent to ~~carry~~ assist in carrying out position classification activities.

The survey was launched in March, 1947~~, and was successfully brought to a close in July of the same year~~. It was an undertaking of special interest and significance and required the utmost in tact of execution. ~~As the reader will have realized,~~ The Japanese government service had never based ~~their~~ its personnel administration on the relative evaluation and classification of the duties and responsibilities of positions, but had conducted personnel assignments and transactions according to a rigid, complex system of assigning official rank to individual persons without particular reference to their posts of duty.

There was inadequate provision for the maintenance of discipline and the equitable ~~and~~ treatment of employees.

~~system administration under study.~~

The findings of the special committees were, quite generally, negative. That is, the Japanese counterparts of many of the key elements of a ~~merit~~ modern personnel program were either lacking, or were based on tenets and traditions inefficient and entirely foreign to ~~modern~~ democratic principles of public personnel administration. The bu~~reaucratic~~ administration of Japan was found to be particularly weak in the program areas of recruitment, including examination, position classification, compensation, including ~~and~~ employee safety, employee utilization and evaluation ~~and~~ recreation and retirement. On the other hand, in the areas of personal e~~valuation~~, training, health and welfare, Japanese administrators had gained some experience which, though neither consistent on a service-wide basis nor modern in conception, could ~~conceivably~~ be utilized in building a modern personnel program.

~~As a result of studies made during the first months of its work, the Mission had identified most of the major problems to be dealt with in reforming public personnel administration in Japan.~~ In general It was apparent, ~~for example,~~ that the bureaucracy through which the former Imperial Government had operated was still firmly entrenched and had not essentially changed its allegiance to feudalistic methods and principles of operation.

Officials in the controlling positions were seldom technically qualified to carry out their responsibilities. They were the product of a system of "higher examinations" in which the rote memorization of highly elaborated

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Effective progress had already been made by the Occupation authorities in eliminating from positions of influence persons whose previous military political and economic activities and associations had demonstrated their lack of sympathy with Japan's efforts to democratize her institutions.

Of no lesser degree of danger to the successful democratization of Japan's institutions of public administration were the vast majority of old-line Japanese bureaucrats. To have allowed ~~this group of~~ these officials to perpetuate themselves and their like-minded subordinates in power would have meant the courting of continuous attempts to sabotage principles of efficiency and merit in public administration.

The United States Personnel Advisory Mission to Japan recognized and accepted its share of responsibility for breaking up this clique of reactionary bureaucrats. The approach taken by the Mission was to create, by the legislative enactment of a National Public Service Law, such standards of merit and equitable treatment in public personnel administration that, with few exceptions, old-line officials of the pre-democratic Japanese bureaucracy would be forced out of their posts. ~~And, paradoxically,~~ At the same time application of the same standards for civil service administration would enable the selection and appointment of objectively qualified replacements.

It was not ~~the intention of the Mission~~ envisaged that the Government of Japan should attempt any single system of personnel administration in its entirety simply because such a system had elsewhere operated successfully. Neither did the Mission assume that certain personnel administrative activities were to be regarded as unsuited to Japan simply because Japan was not currently utilizing them. Such an assumption would have been fatal to progress anywhere. The Mission went on the assumption rather, in its approach to drafting a ~~National Public Service Law for~~ program of public personnel administration for Japan, that the collective experience in the

development of public personnel administration in jurisdictions ~~countries~~ having progressive democratic institutions of government had shown the worth ~~in a well-rounded public personnel program~~ of a ~~series of~~ certain services and ~~certain~~ techniques. ~~Notable among the services and techniques which are of common occurrence in public personnel administration are:~~ In this connection the Mission gave special attention to Recruitment, training, position-classification, compensation, employee evaluation, health, safety, welfare, recreation, employee relations, retirement and employment statistics. The ~~Mission's~~ analysis of the Japanese situation was made in terms of these techniques and services. However, ~~its~~ The interest was not in form or terminology, but rather in assuring the existence of administrative devices of some sort adequate to produce the results which our more familiar services are designed to obtain.

In drafting a constructive program ~~the National Public Service Law~~, ~~numerous~~ several of general applicability objectives were borne in mind, ~~several of which extend beyond the immediate objectives of establishing standards for the national civil service and setting up a central personnel agency to enforce the standards~~ and should be mentioned.

Adequacy. Any proposed system of personnel administration must envision the future of the nation and lay a foundation sufficiently broad, strong and progressive to support an efficient administration of the Government personnel under conditions of modern operation in the years ahead.

Simplicity of Standards. In constructing a basic civil service law, considerable specific detail is necessary if adequate safeguards against violations ~~of its intent, and even the letter, of its provisions, whether intentional or not,~~ are to be maintained, particularly if it must, as it were, speak for itself in an administrative environment which is potentially if not actively hostile to its purposes. Accordingly the Mission endeavored ~~to~~ so to state standards of personnel administration in the Law that their ~~quick~~ unmistakable comprehension and easy recollection by legislators, government employees and the public generally would be possible even in the absence of trained and experienced public personnel administrators.

Recognition of the Individuality of Japan. Technical studies ~~undertaken by the Mission~~ revealed many areas of administration in which methods and procedures for accomplishing the objectives of the Law would need to be characteristically Japanese if they were to be practical. The Law, as drafted and recommended by the Mission, provided ~~sufficient~~ flexibility in the rule-making powers of the Japanese National Personnel Authority ~~Commission to make rules~~, sufficient to make possible ~~and to enable Japanese administrators to make~~ such appropriate ~~necessary~~ adaptations in the technical programs as would facilitate the attainment of the basic standards. ~~operated pursuant to the Law.~~

Practicality in Introduction. Although the Law, as proposed by the Mission, envisaged a comprehensive, modern program of public personnel administration for the Japanese Government, this objective was not ~~and is not~~ considered possible ~~practicable~~ of sudden attainment. To require immediate full-fledged operation of the complete program provided for by the National Public Service Law would be to over-load and confuse both the personnel agency and the administrative agencies of the government with the result that the personnel program would probably fail to acquire efficiency, momentum and effectiveness and would suffer loss of prestige. Accordingly, the Law, though by no means encouraging unnecessary delay ~~procrastination~~ in the application of certain of its more complex and unfamiliar programs, provided for their gradual application subject to ~~at~~ the discretion of the National Personnel Authority ~~Commission.~~

With the principles and objectives summarized above, in mind, the Mission started to formulate a ~~the~~ National Public Service Law ~~in order~~ in such a way as to encompass the many related objectives dependent upon this particular Law. The Mission devoted continuous and intensive effort to the organization and exact phraseology of each provision of the Law and to the relationships of the various provisions to each other and to the whole. Passage of the resulting draft of the National Public Service Law was recommended ~~by the Mission~~ to the Supreme Commander for

the Allied Powers in an interim report, dated April 24, 1947.

This interim report was submitted ~~by the Mission due to~~ because of the urgent necessity of destroying the feudalistic bureaucracy and initiating in its stead with a minimum of delay the development of a modern system of Civil Service Administration.

Several recommendations were contained in the report. Essentially these ~~Mission's~~ recommendations were, first, the creation within the Japanese Government of a powerful central personnel agency; second, action to secure enactment of the proposed National Public Service Law providing ~~which provided~~ service-wide standards of personnel administration under which a democratically oriented merit service could be established and the efficiency of the service promoted; and third, the establishment of a Civil Service Division in the Government Section ~~General Headquarters, Supreme Commander for the Allied Powers~~ to advise the Supreme Commander for the Allied Powers on programs, policies, and procedures relative to the reform of the personnel system of the Japanese Government.

The need for a central personnel authority to enforce, on a service-wide basis, the standards and policies of a modern merit system and to provide guidance to Japanese administrators in deriving maximum benefits from the system's operation was appreciated by the Mission within a month after their arrival in Japan. Further, the Mission firmly believed that such a central authority should be set up as promptly as possible in order that its staff might gain experience and insight into the techniques and objectives of merit system administration under the leadership and instruction of technically competent Occupation personnel ~~the Mission itself~~.

A final report to the Supreme Commander [redacted] under date of June 16, 1947 marked the official termination of the Mission. Thereafter its work was continued by the Civil Service Division ~~of~~ ~~the~~ of the Government Section, organized on June 1, 1947 in accordance with the Mission's recommendation [X].

[X] Mr Blaine Hoover, Chairman of the Mission, was designated Special Assistant to the Chief, Government Section and appointed Chief, Civil Service Division. ~~On July 1947 he succeeded [illegible]~~

program. It maintains relations with the Imperial Aeronautical Association and serves as the government's representative in International Aviation Affairs, including relations with the International Aviation Federation and the International Aviation Commission.

Central Aviation Research Institute

This Institute conducts research in all types of aerial mechanics.

The Light House Bureau

The Light House Bureau maintains and supervises the marine service of coastline lighthouses for ships. In addition, it controls the aerial beacon services for airline groups.

The Regional Communications Bureau

These Bureaus have been established in all parts of Japan to maintain communications equipment and facilities in outlying areas.

Secretariat

The Secretariat conducts the administrative and clerical work of the Ministry.

The Marine Higher Court

The Marine Higher Court has jurisdiction over merchantmen.

[redacted]

III. Initial Operations

~~[illegible]~~

The recommendations of the United States Advisory Mission were presented to high officials of the Japanese Government, including Prime Minister Katayama and his Cabinet ~~who expect to~~ early in July 1947. In October the National Public Service Law, based on these recommendations, was passed by the Diet, ~~In~~ ~~a number of important respects the law as passed differed from the Mission's draft recommended by the Mission.~~ laying the legal basis for a fundamental reform of the ~~Jap~~ ~~civil se~~ Japanese Government's civil service ~~had, however, been~~ ~~had~~.

(L) In a number of important respects, however, the law as passed differed from the ~~Mission's~~ draft recommended by the Mission.

Attached Agencies of the Ministry of Communications

The Deposit Bureau

A Deposit Bureau operates the postal savings system of Japan. Control of postal savings funds are under the joint jurisdiction of the Ministry of Communications and the Ministry of Finance. In addition, contracts for Post Office life insurance are a responsibility of this Bureau.

The Office of Electricity

The Office of Electricity controls and regulates the generation and transmission of electricity throughout Japan. It supervises the Japanese Electrical Power Generation and Transmission Company - a war-control company created by the absorption of all important private electric companies.

The Electric Experiment Laboratories

This agency conducts all types of tests and experiments in the communications field and maintains an elaborate system of records and files on its work. In this regard, it maintains close relations with the experimental laboratories of the Imperial University.

The Aviation Bureau

The Aviation Bureau has immediate control over aircraft manufacturing companies, air fields, and air ports. It also conducts a licensing and inspection

Chapter III Initial Operations

Simultaneously with the establishment of the Civil Service Division, ~~effective~~ June 1, 1947, Mr. Blaine Hoover was designated as Chief, Civil Service Division, ~~and also as~~ Special Assistant to the Chief, Government Section.

Upon Mr. Hoover's return to the United States in July, he ~~embarked on a nationwide tour~~ initiated a nation wide recruiting effort lasting through the summer months for the purpose of ~~acquainting the~~ building up a staff for the Civil Service Division. Mr. Hoover was fortunate in securing the return to duty with the Civil Service Division of Messrs. Robert S. Hare and W. Pierce MacCoy. These assignments made the knowledge of the Japanese situation gained by these men in their service with the Mission for the operation.

Upon the return of Mr. Hoover and Mr. MacCoy to Japan in October, 1947, ~~they found that~~ the National Public Service Law had been passed by the Diet ~~only a few days prior on the 21st of October~~. The law as passed was essentially different in many respects from the law recommended by the Mission.

Strengthen

The Law provided that a Temporary National Personnel Commission was to take office by November 1, 1947. It was thus necessary to make a final selection of the three Commissioners of the Temporary National Personnel Commission in order that they might be ~~fittingly~~ installed in office on November 1st.

The three men chosen to be Commissioners were Dr. Kiyoshi Asai, Chairman, ~~of the Temporary National Personnel Commission,~~ Mr. Okiie Yamashita, and Mr. Yoichi Ueno. ~~The appointment of these men to the positions of Commissioner had been thoroughly deliberated upon by the United States Personnel~~

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~~Advisory Mission to Japan prior to its termination in June, 1947.~~

Arrangements were then made for the formal administration of the Oath of Office to the three Commissioners on November 1, 1947. It was an occasion of historical significance in Japan since the Oath of Office administered to the Commissioners by the Chief Justice of the Supreme Court was the first civil Oath of Office ever subscribed to by a Japanese public official.

Shortly after ~~the arrival of Mr. Hoover and Mr. MacCoy~~ ~~in~~ November 1947, members of staff of the Civil Service Division recruited in the United States began to arrive in Tokyo. ~~Upon their assignment to the Division, members of staff pursued generally three lines of activity.~~ All members of staff were initially given for intensive study background material relative to the organization and functions of the Government of Japan. ~~for intensive study.~~ Simultaneously, questionnaires were being forwarded through the Temporary National Personnel Commission to various ministries and agencies of the Japanese Government requesting information relative to organizational structure, functions, and key personnel. As replies to these questionnaires were returned to the Division, careful analyses were made of their content in preparation for a project of charting the upper levels of the National Government which was to be undertaken in January 1948.

Much preparatory work was done by the Training Branch of the Civil Service Division in the development and planning of training course materials and course outlines for the

training of the technical staff of the Temporary National Personnel Commission in an institute which was to commence in February 1948.

As the staff of the Civil Service Division stabilized, attention was directed to a searching and comprehensive analysis of the National Public Service Law as enacted. It was found to have been considerably altered, both as to the internal sequence and as to content, from the draft which had been painstakingly planned and developed by the United States Personnel Advisory Mission to Japan. Much of the detailed specification considered by the Mission to have been essential was omitted as well as several crucial substantive and administrative provisions.

One such provision which was omitted in the enactment of the Law was the prohibition of employees in the government service from engaging in strikes or other forms of concerted work stoppage which would be detrimental to the conduct of the governmental activities. The law as enacted applied to less than one-fourth of the employees of the government.

Another provision which was omitted from the Law would have given the National Personnel Commission special status similar to that enjoyed by the Japanese Board of Audit in the presentation of its annual operating budget for Diet approval. This provision had been deemed necessary in order to prevent possible financial sabotage of the National Personnel Commission's program by the budget authority of the Government of Japan which is located organizationally in the Finance Ministry and is thus subordinate

to the administrative direction of the Minister of Finance.

The ~~proposed~~ name of the central personnel agency which was to be set up under the National Public Service Law was to have been the National Personnel Authority. As the law was enacted, the name of the central personnel agency was changed to the National Personnel Commission. The term "commission" had been intentionally avoided by the Mission in selecting a name for the personnel agency since the character used by the Japanese to express "commission" is also understood by them to mean "committee" and To characterize numerous ~~and other such~~ administrative bodies often unimportant and of a relatively temporary nature.

The United States Personnel Advisory Mission to Japan had included carefully phrased ~~and highly essential~~ specifications as to the qualifications of and the division of responsibilities among the Commissioners of the National Personnel Commission and its Chairman. Justifiably high and necessarily specific ~~[redacted]~~ qualifications had been set forth as a basis for the selection of the Commissioners by the Cabinet. These qualifications were ~~had been~~ largely omitted in the Law as it was passed by the Diet. The Mission had intended that there should be vested in the Chairman of the National Personnel Commission considerable executive responsibility in order that the commonly observed weaknesses in administrative decisiveness of a three-man commission might be, to a great extent, avoided. None of this type of executive responsibility was given to ~~retained by~~ the President ~~Chairman~~ in the ~~final~~ Law as passed.

WRM

Under these changes

The entire law had been re-written in such a manner as to make the Commission entirely responsible to the whims of the Prime Minister. The Commission could not, issue rules to implement the law or change existing rules; ~~already issued~~, could not make recommendations to the Diet concerning the pay schedules or confer with members of that body; could not issue orders or directives to facilitate the performance ~~conducting~~ of its legally authorized functions; could not inaugurate new fields of personnel studies; could not initiate disciplinary action on high ranking officials without the approval and sanction of the Prime Minister. In the field of disciplinary action on high ranking government officials, the Commission was restricted to merely investigating the matter and making recommendations to the Prime Minister. ~~even though the National Public Service Law was involved wherein specific penalties were provided governing certain types of conduct held illegal by the wording of the law.~~ #Also a careful and clever change had been made that would permit the appointment of three men as Commissioners who were all graduates of the law school of Tokyo Imperial University.

The cumulative effect of these weaknesses made the Law a feeble instrument, and ~~[illegible] to effect a democratization of the well entrenched feudal bureaucracy of Japan and~~ important revisions in it would have to be made before it could be relied upon to effect a democratization of the well-entrenched feudal bureaucracy of Japan

Similar changes from the Law as it was originally proposed by the Mission took place with respect to the position of Director-General of the National Personnel Commission. The Mission had conceived of this position as having full administrative and technical supervision over the operations of the Commission and its field offices, under general direction from the Commissioners in matters of program policy. These administrative powers and responsibilities were largely stripped from the position and its title changed to Executive Director in the Law as it was finally passed.

By January 1, 1948, the staffing of the Division was substantial[redacted] and its recently recruited members of staff had received brief and intensive but quite comprehensive orientation in the organization and functions of public administration in Japan.

Accordingly, a schedule of operations for the Division ~~which had been developed,~~ was put into effect with the beginning of the new year. Relative priorities among the scheduled projects were determined with reference to July 1, 1948, this being the date after which all provisions of the National Public Service Law would come into force, subject to the discretion of the National Personnel Commission and the Commission's readiness to implement them. ~~With a view to readying~~ ~~preparing~~ program and regulatory materials for the use of the National Personnel Commission in effectuating the standards of merit system administration provided for in the Law, essential areas of project work were assigned to the several Branches of the Division. Not only was the preparation of essential program

This schedule of operations ~~follows~~:
appears on page — 98

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~~material urgently required, but other extremely practical and possibly even more urgent problems had to be dealt with. Such a problem was the selection--and training--of a technical staff for the Commission. Another practical necessity was the securing of adequate and appropriate office accommodations for the Commissioners and the Commission staff.~~

Each project, whether of an administrative or managerial or program nature, presented peculiar and difficult aspects which had to be allowed for in the overall timing and coordination of the ~~Division's~~ program of operations. Characteristic of many of the projects was the desirability and the practical necessity of closely coordinating and collaborating with the staff of the temporary National Personnel Commission, and frequently, through the Commission's offices, with officials of other agencies of the Japanese Government. Having to accomplish certain portions and stages of projects by so-to-speak "remote control" characterized by a major language difficulty has not infrequently led to unforeseeable delays in project completion, in spite of the ~~hard work and best intentions and~~ planning and effort of all concerned.

Another factor in the progress of the Division's schedules of operation was the change of Cabinet in the Spring of 1948 with its attendant uncertainties of government program and policy.

One of the first major projects of the Division was to clarify the organizational structure of the upper levels of the Japanese civil service. Surprising though it may seem

to one accustomed to the American practice of charting organizations and work operations, the Japanese had not, prior to the Occupation, attempted to chart their vast and complex organizations of government. There was, therefore, great need on the part of the Civil Service Division for a chart showing the organizational and functional relationships of the various Japanese Ministries and other administrative agencies to each other, to the Prime Minister and Cabinet, and to the Judiciary and Legislative Branches of the Government. Early completion of this project was essential, since it formed the basis for such other projects as the identification of critical positions for examination and classification purposes.

Progress on this project was piecemeal and at times slow due to the scattered sources of data which had to be utilized and the need for accuracy. Although members of the staff of the Temporary National Personnel Commission cooperated in the gathering and checking of organizational information, they also were faced with the problem of digging necessary data out of unindexed official ~~publications~~ documents, and facts from officials whose concepts of organization were ~~set but imperfect~~ often vague. While the urgent charting and description of the functions of all of the major administrative organizations and their principal subdivisions has long since been completed, this work cannot be considered closed. The rapidly changing national needs of postwar reconstruction and rehabilitation appear not infrequently to necessitate ~~not infrequent~~ changes in both "old line" and

temporary administrative functions with corresponding changes in the organizational structure of the Government. In May 1948 the Civil Service Division was charged with a new responsibility. The drafting of a proposed law providing for the establishment of a merit system of personnel administration in locally autonomous governmental bodies such as prefectures, cities and towns, constitutes one of the division's most significant and interesting projects. Clear-cut local autonomy in Japanese administration was virtually non-existent prior to the enactment by the Japanese Diet in 1947 of the Local Autonomy Law. Such local self-determination as existed was almost inextricably complicated and vitiated by its involvement in respect to finance, selection and control of staff, and lines of administrative control with the highly centralized National Government. Accordingly, the first objective to be accomplished in drafting personnel legislation for local Japanese government bodies was to extend the ~~political~~ autonomy provided for in the Local Autonomy Act to the area of local public personnel administration. The second major objective was one which all public service laws in a democracy hold in common; that is, the promotion of efficiency of public administration along lines consistent with democratic administration, ~~through the operation of a merit system.~~

With this general background in mind, the Division proceeded to develop more specific studies of the circumstances and requirements of local public administration. Due to the fact that there have existed no personnel agencies at the local level, there were problems to be considered such as the

provision of expert ~~central~~ guidance, technical training, and interim technical supervision and control. Provision was made for These matters ~~were provided for~~ in drafting the proposed law by assigning such responsibilities for over-all supervision and assistance to the National Personnel Commission on a strictly ~~an~~ interim basis. In a further effort to educate and assure high standards in local public personnel administration, considerable detail was included in the provisions of the proposed law which would in the American situation ordinarily be left for incorporation in administratively promulgated rules and regulations. ~~A particularly interesting and valuable feature incorporated in the draft is a provision encouraging and enabling cooperative activities between and among all Civil Service agencies in Japan, including the National Personnel Commission.~~

← a "Local Public Service Law" applicable to ~~all~~ prefectures and municipalities throughout Japan has been drafted and will be ~~pres~~ advanced for consideration in due course.

Meanwhile work proceeded in recognition of the fact that laws were only first steps and that bureaucratic reform in Japan would be a façade unless the laws were immediately, expertly, and fully ~~administered~~ enforced.

~~First priority in the Division Schedule of Operations~~ was given to the selection and training of a "skeleton staff" for the Temporary National Personnel Commission.

Early in January an open competitive examination was developed by the Examination Branch of the Civil Service Division. ~~Primary emphasis in this examination was upon general factors of intelligence and reading comprehension~~. Out of the approximately 1,000 persons who took the examination, a quarter was selected from the top of the list, ranked according to scores made on the examination, to take the first basic training course for the staff of the National Personnel Commission.

The first basic training course in public personnel administration was given to the staff of the National Personnel Commission and representatives of the various ministries from 2 February 1948 until 14 May 1948. The objectives of the course were to give the trainees the primary concepts of personnel management, to arouse their enthusiasm for the task ahead, and to give them some sense of security in their new work. By the results of examinations and through personal observations, it is concluded that these objectives have been met.

Total attendance at this training course was somewhat in excess of 400 trainees. Those persons who attended the course representing other ministries and agencies of the Japanese Government were to form a nucleus of personnel directors and technicians upon the activation of the public personnel program and establishment of "operating" personnel offices under the provisions of the National Public Service Law.

In the development of a work program for the installation of a national personnel system in the Japanese Government, early consideration was given to organizing the functions of the Commission, drafting rules for the administration of the program, establishing the Commission in ~~dignified~~ suitable quarters, and developing its technical and administrative staff.

In all these activities, the existing National Public Service Law became the guide. In certain instances, however, it was felt that a broad interpretation of the Law permitted the recognition of certain functions and the establishment of certain practices which would strengthen the operation of the National Personnel Commission. For instance, the concept of the Executive Director, literally interpreted from the Law, would not constitute a position of sufficient strength and stature to head up the administrative operations of the National Personnel Commission. Interpreting the provisions of the Law in a liberal manner, it was possible to recognize a strong chief executive for the National Personnel Commission.

At the time that the organizational pattern of the Commission was being developed, ~~dignified~~ appropriate office space was sought and secured. The ex-Ministry of Home Affairs Building was assigned to the National Personnel Commission and immediate renovation of the first floor was undertaken, stressing those factors of office lay-out and equipment which would reflect efficiency in administration.

Insert if available otherwise insert blank page

In organizing the functions of the Commission, the work was divided into clear-cut units of operation. These were labeled "sections" and were coordinated through a level of bureaus headed up by the Executive Director who reported to the Commission. These sections were conceived as units which could be established in the order of their importance and urgency in the development of the Commission's program without the necessity of establishing all units simultaneously. This simplified the presentation to the Japanese Government of the proposed organization and assisted in the development of its staffing.

Insert G (Weilgel letter)

Concurrent with securing office space for the Commission, a training program was undertaken to indoctrinate a staff of personnel in public administration and modern practices of personnel administration. This group of trainees was recruited by transfer from other Government positions and from outside by open competitive examination. Upon the completion of the training program, analysis was made of each trainee and in accordance with his capacity and interest each was assigned to one of the sections which was being established at that time.

A set of rules was drafted based upon the National Public Service Law. These rules implement the Act but at the same time do not include a great deal of procedural information. This latter type of information will be covered by procedural memoranda issued by the Commission. It was felt that a simplified set of rules would be more understandable and more readily administered by the Commission and the operating personnel offices.

DECLASSIFIED E.O. 12958 SEC. 3(E) AND 3(B) OR (E) AND 7 715 012

Normal procedure in the installation of a merit system would call for the early identification and survey of the "critical" positions of the organizations falling within its scope for the purpose of classifying such positions and developing examinations for the selection of qualified incumbents. ~~Two imperative reasons have caused~~ The Civil Service Division ~~to~~ held in abeyance this part of its schedule of operations. ~~In the first place,~~ Extensive reorganizations throughout most of the ministries and major agencies of the Government of Japan were being proposed in the Spring of 1948 for legislative enactment by the Diet. To have attempted to identify and evaluate specific existing positions at such a time of structural fluidity would have undoubtedly resulted in much lost motion and unnecessary disturbance to the officials and organizations involved. ~~Secondly, the "critical" positions, consisting as they did for the most part of administrative posts fairly high in the organizational hierarchy, were occupied very largely by old-line bureaucrats. A number of factors in the general situation, which were at that time undetermined, were of considerable significance to the launching of the new government personnel program and to the future soundness and security of merit system administration in Japan.~~

Nevertheless, general preparations for the identification and examination of critical administrative, technical, and professional positions were possible and were accomplished by

the Position Classification and Compensation and the Examination Branches of the Civil Service Division. Continuing studies were made of the structure and functions of the various governmental organizations, and ~~some 7,000~~ thousands of test items, drawn from ~~American~~ general experience in examining for positions in the public service, were compiled and conveniently indexed. This groundwork would greatly facilitate the prompt development of examinations as soon as it might become advisable ~~to attempt~~ to identify specific "critical" positions in the Japanese Government.

On July 1, 1948 The Temporary National Personnel Commission assumed responsibility under the National Public Service Law for personnel administration in the Government of Japan. The situation was bad, in the extreme. On July 6, 1948 the situation with recommendations was discussed at length with General Douglas MacArthur, Supreme Commander for the Allied Powers. On July 22, 1948 General MacArthur addressed the following letter to the Prime Minister of Japan

letter

This letter ~~assisted the~~ tipped the scales on the side of efficiency and democracy in ~~administration of the~~ public personnel administration

Now the Civil Service Division proceeds with the long hard job of making democracy and efficiency ~~a reality~~ in the bureaucracy of Japan

(Weak ending, Mr Kanner suggests a change).

8

High priority in the Division's schedule of operations was given to the revision by amendment of the National Public Service Law. A careful analysis of the Law as it had been enacted the previous Autumn had uncovered a number of serious weaknesses, several of the most critical of which have already been mentioned; viz., the omission of the "anti-strike" and budget management provisions, the inappropriate re-naming of the Central personnel agency, and the impairment of the pattern of administrative responsibility and qualifications for selection and appointment of the Commissioners and the Executive Director of the National Personnel Commission.

Contemporary events, particularly the injurious effect of an almost continuous series of strikes and other labor dispute tactics on the part of organized government employees, gave practical demonstration of the importance of strengthening the provisions of the Law the effectiveness of which had been nullified or reduced in the version enacted by the Diet. Accordingly, a comprehensive revision of the Law in the form of a series of proposed amendments was completed in May 1948. This revision, designed to restore the Law's original force and administrative efficacy and to adjust it where necessary to the latest developments in the Japanese situation, was forwarded through channels with recommendation that it be given the force of law at an early date. The proposed revisions and the law so revised and cast in Japanese format were as follows:

Memo H

was delayed by serious

Coordination of these proposed amendments in General Headquarters ~~disclosed irreconcilable~~ differences of (which devel[illegible]) ~~between~~ opinion between the Government Section's Civil Service Division and the Economic and Scientific Section's ~~Division~~ Labor Division on such questions as scope of coverage of the ~~civil~~ National Public Service Law, the meaning of collective bargaining as applied to government workers, and ~~the right to strike of workers to strike~~ the use of strikes or dispute tactics against the government. ~~The differences were On July 1, 1948 when the Temporary~~ Concrete suggestions to the Japanese Government were withheld pending reconciliation of these intra-mural differences in GHQ.

11 By July 1, 1948, when the Temporary National Personnel Commission assumed responsibility under the ~~Law~~ National Public Service Law for personnel administration in the Government of Japan, the situation, ~~was~~ from the point of view of successful civil service reform, was decidedly unfavorable. ~~[illegible]~~ ~~[illegible]~~ the points of view of the two staff sections proving irreconcilable, the issues were laid before the Supreme Commander ~~who after studying them and~~ and discussed

(and further delay might have rendered it irretrievable.)

before him

at length ~~in a several hours conference~~ on July 6, 1948.

The decisions of the Supreme Commander (on the disputed issues) formed the basis of a letter which he addressed on July 22, 1948 to the Prime Minister of Japan

~~suggesting~~ suggesting revisions in the National Public Service law which would (1) broaden the scope of its coverage to include all government employees except a relatively small number engaged in certain monopoly enterprise operations, ~~(2) deny all government employees the~~ (2) forbid the use of strikes or other dispute tactics by government employees while permitting them ~~to organize~~ the right of self-organization

in which he called attention to ~~certain~~ weaknesses in the National Public Service Law and ~~suggested revising the law in accord with basic principles of government principles which should govern~~ suggested that it be revised in accord with basic principles governing public service in a democratic government.[31] The way was now open for the ~~[illegible]~~ Civil Service Division, ~~[illegible]~~ direct dealings with the Japanese authorities, to advise on necessary revisions of the ~~National Public~~ law and the implementation of it so as to make the Japanese civil service both democratic and efficient.

31 ~~See~~ Appendix B & C / Genl. MacA. letter etc.

The Telegraphic Bureau

Like the post offices, Japanese telegraphic offices are classified into first, second, and third classes. The country is divided into seven zones for administration of the telegraphic system: Tokyo, Osaka, Nagoya, Hiroshima, Kurimoto, Sendai, and Sapporo.

The Telegraphic Bureau also controls the Japanese telephone service. Telephone offices are divided into first and second classes.

This Bureau also controls radio communications throughout Japan. The Japan Broadcasting Corporation, created by an amalgamation of all radio stations, controls and administers broadcasting stations and all domestic programs. Radios for the population operate under a subscription system.

The Telegraphic Bureau operates through five sections:

Business Section

Estimate and Planning Section

Foreign Telegrams Section

Wireless Section

Investigation Section

26 April 1949

EXCERPTS FROM GPR T7.7 DATED 22 DECEMBER 1948 RE SEPARATION ALLOWANCES

ELIGIBLE EMPLOYEES

Determinations of eligibility under section 7.2, appendix II, will be made by the local officials to whom authority is delegated under paragraph 1-2. Such determinations will generally not be necessary in individual cases, but will follow policy statements made in connection with classes or grades of employees who are not permitted to have their families with them, or determinations of posts at which it has been determined to be in the best interests of the individuals concerned not to permit families in the area. It is to be noted that the separation allowance is payable only to husbands and not to wives or widows.

WHEN GRANTED

The separation allowance may be paid only at the places specified in section 9.7b, appendix II.....When there is no restriction on having families at a post of assignment, the separation allowance may not be granted for any period, regardless of difficulties in obtaining suitable quarters or ordinary family or business requirements.....If it is necessary to remove the family, but not the employee, from an area under conditions which would authorize a grant of a separation allowance.....the separation allowance would be paid from the date on which the family leaves the country of assignment.

DEFINITION

The term "family", when used in connection with separation allowances, means the wife of an officer or employee and his children who are unmarried and under 21 years of age. The term "children", includes step-children or adopted children.

WHEN GRANTED

A separation allowance may be granted whenever the head of an agency determines that an officer or employee of the agency is compelled to maintain his family, or

influence not only the legal form but the substance of government-sponsored legislation, thus ~~through~~ shaping national policies with the least amount of responsibility to the people's ~~or their~~ representatives in the Diet.* Since the top officials of the Bureau included some of the leading lights of the Japanese bureaucracy — all of them skilled practitioners and staunch exponents of legalistic formalism in government, such ~~their~~ influence was invariably ~~strongly~~ reactionary. Naturally the ~~The~~ Bureau's response to the Government Section's suggestions was not such as to arouse sanguine expectations of substantial reforms on the government's initiative.

In ~~By~~ April 1946 the Government Section again had under consideration a proposal, concurred in by, to initiate a formal SCAP directive on civil service reform. Five other interested staff sections of GHQ ~~General Headquarters were not in accord with the proposal~~. The use of a ~~formal~~ directive at that stage of the Occupation would have been ~~represented~~ a departure from the technique ~~method~~ of leadership as opposed to direction ~~by suggestion and persuasion~~ employed by the Government Section beginning about March 1946. At this critical point, ~~expectedly~~ the cause of civil service reform received unexpected support within the Japanese Government in such form as to bring about decisive action. On May 3, 1946 the Minister of Finance personally submitted to an official of the Finance Division of SCAP's Economic and Scientific Section a letter requesting that a commission of American experts ~~on position classification~~ be invited to study the

* ~~See Section~~ See Section III, The New Constitution of Japan, and Section V, The National Diet.

Japanese civil service ~~organization~~ and draft a plan for the "fundamental and thoroughgoing revision" of the salary and allowance system in conformity with a position classification plan based on American experience." This letter was entirely unsolicited and unexpected, although it may have been stimulated by a brief description of the American classification system presented by the Labor Advisory Mission to SCAP which was in Tokyo at that time. The letter was forwarded to the Government Section for appropriate staff action.

Inquiry disclosed that the Bureau of Legislation had not been informed of the Finance Minister's letter. Because of its stubborn resistance to fundamental civil service reform, the Bureau found the letter embarassing. Its officials considered it a tricky and irresponsible violation of their jurisdiction by the Finance Ministry's Bureau of the Budget, which had advocated a more scientific approach to the personnel classifaction and pay and allowance systems than the conservative Bureau of Legislation was willing to accept. This intra-government discord was aired at a Cabinet meeting on May 14, 1946. The Minister of Finance relieved the tension by apologizing to the Director of the Bureau of Legislation for his haste, but not until he had prevailed on his Cabinet colleagues to support the request contained in his letter. This support was evidenced in an "understanding" reached by the Cabinet on May 14, 1946 of which slightly different versions--similar, however, in substance--were submitted to Government Section by the Cabinet Bureau of Legislation and the Ministry of Finance.

~~For copies of this~~ Correspondence ~~see~~ appendix B b:1 from Japanese Government Regarding Request for Civil Service Mission

5

The Japanese Government was officially on record as requesting with complete Cabinet accord the assistance of a [redacted]mission of American experts to study and draft plans for a fundamental reform of its civil service system. True the Japanese request was motivated by a desire for higher efficiency and morale, while the Occupation's basic aim was democratization. [redacted] There was a risk that the Japanese might attempt by adopting limited reforms in position classification and compensation to avoid a fundamental democratic recasting of their feudal bureaucratic system. To offset this risk, however, was the great advantage of initiating the operation on the basis of a voluntary request of the Japanese Government, the likelihood that as one result of the [redacted]mission's efforts there would be created a group of [redacted] Japanese converts to a modern (and democratic) civil service system, and the possibility of winning sufficient support among influential Japanese to gain voluntary ~~endorsement~~ institution of an adequate reform program. The advantage of Japanese sponsorship was deemed of sufficient value to warrant granting the Government's request. Accordingly, [redacted]on the recommendation of the Government Section, the Supreme Commander transmitted the Japanese Government's request to the War Department with request for favorable consideration.

I. EARLY PHASE — centered on Cap

~~PREPARATORY~~

~~II. DEFINITIVE MOVES~~

1. Why Reform ~~the Japanese Civil Service~~ was Necessary.

~~With~~ Were the reform of the Japanese civil service entirely a matter of introducing modern principles of scientific personnel management into the Japanese government in the interest of efficient governmental administration, it might well be hailed as a great service to Japan but its relationship to the Potsdam Declaration, to the ~~declared objectives of the~~ purpose of the Allied Occupation or to the functions of SCAP's Government Section might be difficult to perceive. ~~The~~ Such relationship becomes apparent at once, however, when it is considered that a successful reformation of the Japanese civil service will not only enhance governmental efficiency but will break up one of the ruling cliques of pre-surrender Japan--the tightly knit, exclusive and self-perpetuating bureaucracy which exercised the powers of government over the people in the feudal concept of dynastic rule by divine right--and will substitute therefor a body of democratically selected officials who will administer the laws in the concept of service to the people.

~~Many years~~ Before the Occupation it was recognized by Japanese as well as Western students that the Japanese bureaucracy (was a key instrument in the) ~~dominated many official~~ totalitarian regimentations ~~phases~~ of the ~~national~~ people's life. The attitude of the ~~[illegible]~~ members of the bureaucracy toward the public, to whom they felt little obligation, was (one of pride and) arrogance. Since In their official acts they spoke for the Emperor, the public's role was but to obey. Protected (as it was) by police vigilance, this authority went unchallenged. As the government multiplied and tightened its controls over ~~[illegible]~~ political, social and economic activities, the nation's dependence on the administrative decisions of government officials increased and so did the power of the bureaucracy. Undemocratic by composition and conviction, the

3. Bureaucratic ~~Japanese~~ Reaction

civil service system under SCAP guidance pursuant to standards to be set up by SCAP.[1] This proposal was set aside, however, in favor of inducing the Japanese by suggestion to initiate the necessary action in the interest of more efficient government.

In February 1946 the Cabinet Bureau of Legislation, which at that time handled government personnel policy matters at Cabinet level, submitted to the Government Section for approval a plan for the "reform" of the civil service, whose main constituents were some simplification of the hopelessly complicated pay and allowance scales, modification of the elaborate system of personal ranks, changes in the content of the higher civil service examination and the establishment of three categories of classifications. The Bureau's representatives were sufficiently candid to admit that the plan made no fundamental changes, but claimed that it represented an initial break in the traditional system and was a forerunner of more basic changes. It was obviously an effort to soften the impact of the Government Section's ~~efforts~~ interest in the civil service field and to appease vigorous newspaper criticism of bureaucratic abuses which were then making their appearance. ~~about that time.~~ The plan was cleared by the Government Section as non-objectionable and as a step in the right direction with the reservation that it could in no way be considered to take the place of ~~but that the Section still expected~~ fundamental reforms considered desirable ~~to follow~~. The plan was adopted in April 1946.

In other sections of this report it has been noted that the Cabinet Bureau of Legislation occupied a strategic position in the Japanese governmental machinery and that it frequently used this position to

[1] See Appendix B.8a, Memo for Chief, Govt Section, 30 Jan 46: "Japanese Civil Service Reform", by [illegible], PHS

1 July 1947.

A SCAP Spokesman today said:

"Various statements which have been reported in the press to the effect that the decisions made by the United States Government on the Antarctic Whaling and Anguar Fertilizer projects were made without due discussion with the Australian and British Governments, are incorrect. Both these subjects were matters of discussion between interested governments before SCAP was authorized by the United States Government to approve the projects. No new Allied policy resulted from these discussions and administrative action by the United States therefore followed. Decisions on these matters were made on the basis of supplying a food deficit in Japan, the burden of which would otherwise have rested upon the American taxpayer. An added burden of approximately 21 million dollars would have resulted if these available resources had been allowed to lie idle. With the full concurrence of the great powers concerned, almost the entire burden of the occupation has fallen on the United States. By Allied agreement the United States acts on necessary matters in the absence of Allied policy. It is accordingly incorrect to say that the United States is acting unilaterally when it merely fulfills its administrative obligations.

"It is patently ridiculous to charge that these temporary and Allied controlled and supervised projects threaten the economic or military security of any of the Allies."

Immediate Release: 22 June 1947

A second SCAP-controlled and Japanese-manned Antarctic whaling expedition has been authorized by the Supreme Commander pursuant to instructions from the United States Government.

The reasons for this action are obvious. The last whaling expedition produced for Japanese consumption some 21,000 metric tons of needed protein foods which helped make up the food deficit in Japan. It also produced for the world market, which is in short supply, over 12,000 tons of whale oil and 11 tons of Vitamin A and D oil. It is expected that the second expedition will produce an equivalent amount of needed oils for allocation to other parts of the world by the International Emergency Food Council.

There is a continuing food shortage in Japan. The burden of supplying the deficit imports of food continues to fall upon the United States, which is also endeavoring to meet demands for goods from many other countries. With their whaling fleets and trained crews the Japanese possess a means of providing additional food for themselves and of helping to meet a world deficit in oils. These utilities at this moment of need must be used.

Not to do so would mean a direct cost to the United States of over U.S. $10,000,000, the equivalent of approximately 40,000 tons of wheat and an additional loss of approximately U.S. $6,000,000 in foreign exchange from the sale of whale oil. There was no Antarctic whaling during the war and the supply of whales there has accordingly increased so that no undue diminution of the whaling potential is involved.

The second expedition, as was the case with the first, is being organized under the immediate supervision of Colonel Hubert G. Schenck, Chief of SCAP's Natural Resources Section. Allied observers will supervise as before. The Antarctic waters in which the whaling is to be conducted are international. The SCAP observers accompanying the vessels will submit full radio reports daily and will require implicit observance of international whaling regulations.

As SCAP-controlled Japanese-manned ships operating to repatriate 5-1/2 million Japanese prisoners of war and civilians have during the past 18 months entered numerous Allied ports in the West and Southwest Pacific without incident, it is believed that no problem of security is involved in this second whaling expedition.