General Administration

(No. 43) A number of organizations require the approval of the ministry on all actions originating in the local offices as contrasted with the alternate procedure of delegating this authority. This ministerial review and approval is frequently unsatisfactory to the local authorities. In general, the most frequent reason for this dissatisfaction is

1. As the result of tempermental differences between ministry and local offices, an unreasonable delay in approving actions is involved.
2. That the ministry may lack the information necessary for approving these cases.
3. That local offices only submit data which suit their own convenience.
4. That certain sections give an immediately reply in hurrying review without sufficient consultation.
5. That the number of subdivisions involved is large in most ministries.

(No. 44) An agency of the National Government has a bureau which employs technical experts and gives technical guidance to field stations.

Its local offices employ no technical experts but provide overall supervision of the field stations. The one of the following administrative problems that will most probably result from this administrative arrangement is

1. the development of additional staff needs for the field stations.
2. inadequate supervision of the field stations.
3. the by-passing of the local offices.
4. the lack of information in the local bureau on operations of field stations.
5. the difficulty in establishing standards of performance by the local bureau for operations of field stations.

(No. 45) From the point of view of good administration, a state director of a national organization with complex problems could most effectively use the services of the technical specialists from the national office in obtaining

1. assistance in evaluating the technical aspects of his program.
2. support for an increase in his budget.
3. sufficient information in the fields of the specialists so that he may acquire technical competence.
4. information as to the opinion of the national office in regard to his performance.
5. notification of technical changes in national office procedures which he can transmit to his staff.

General Administration

(No. 46) The hypothesis has been suggested that "Subordinate organizations are apt to see only the resources of their own group, while a superior organization is more apt to be aware of the resources of the several groups at its command."

Which one of the following administrative regulations or statements about administration conforms most closely to this hypothesis?

1. A technical staff should be provided for all large field offices of an organization.
2. All requests for technical information from one field office to another shall be routed through the headquarters office.
3. Authority should accompany responsibility as frequently in field office as in headquarters administration.
4. Appointing rights for supervisory personnel should be held by the headquarters office.
5. Work reports required by headquarters shall be uniform among all field offices.

(No. 47) Upon his assumption of office a new minister has issued a statement of his administrative policies. The extent to which this statement succeeds in its primary purpose ordinarily depends particularly on the extent to which it

1. serves as a guide to correct decisions in individual instances.
2. defines conclusively the course of action to be taken under particular circumstances.
3. develops satisfactory relationships between the minister and his parliamentary vice minister.
4. lists specific rules and regulations.
5. outlines in detail practical methods by which objectives are to be achieved.

(No. 48) The principal value of the budget of a public agency in addition to indicating the amount of money which is requested for the agency is that it

1. serves as a guide to administrative officials and as a basis for controlling expenditures.
2. affords a basis for comparison with similar agencies in other jurisdictions.
3. safeguards funds by removing discretion from the hands of the agency head.
4. furnished information to the legislative body as to the amount expended for the year.
5. is instrumental in securing the confidence of the people.

General Administration

(No. 49) The one of the following which is not a purpose of budgetary accounts is to

1. reflect current budget operations and conditions.
2. furnish a basis for keeping expenditures within the limitations of available appropriations.
3. show the actual financial condition.
4. check improper expenditure of funds.
5. provide information essential to the preparation of succeeding budgets.

(No. 50) Which one of the following statements is justified in respect to compensation of employees of an experimental and research institute?

1. Since the chief of the institute is responsible for coordination and integration of researches of the research staff, he should be given higher pay than any researcher.
2. It is possible that the pay of the chief of the institute may be lower than a researcher.
3. One of the elements in determining the pay of a researcher should be the number of employees in the institute.
4. If the pay of a researcher is higher than that of a newly appointed chief of the institute, such researcher should be transferred to some other institute.
5. All researchers should be paid equally, even if there is a difference of degree of difficulty in their respective work.

(No. 51) Which one of the following procedures would be most effective in obtaining maximum usefulness from employee production records?

1. Records are maintained so that comparison is possible for different periods of the year.
2. The employees are informed of their production rates only when their performance is unsatisfactory.
3. Promotion to supervisory positions is limited to those with the highest production rates.
4. The classification of employees' positions is based on their production rates.
5. Employee production rates in comparison with a standard are periodically and publicly posted.

General Administration

(No. 52) Which of the following solutions to a personnel problem is <u>least</u> objectionable?

1. Because of the inability of obtaining a suitable person to fill a vacancy in a position of head of a government organization, a very popular head of another government agency is appointed concurrently to the vacant post.
2. After a unit head has resigned, the unit is split in two and the two assistant heads of the former unit are made heads of the two new units (each of the two assistant unit heads would have resented working under a new unit head).
3. A local branch office is abolished in order to terminate the appointment of an unacceptable head, and its territory is amalgamated with that of a neighboring branch office.
4. Because of objections to the personality of the research section chief, the research function is divided among the operating divisions and integrated with operating functions.
5. An agency to which a liaison officer is assigned objects to his methods of operation: consequently, another liaison officer is given this assignment, despite the fact that this agency's functions are related to the general assignment of the first liaison officer.

(No. 53) Of the following statements given to supervisors to use as guides in rating employee performance, which is most acceptable?

1. The employee's rating should not be influenced by his previous rating.
2. The classification grade of the employee should not be taken into consideration.
3. The standards of performance should be adjusted when distractions in the employee's home environment have definitely affected the quality of his work.
4. The distribution of ratings, in terms of numbers of "Excellent", "Very good", "Unsatisfactory", and so forth, should correspond closely with that of other raters in the same organization.
5. Length of service should be considered in rating each employee.

General Administration

(No. 54) Which one of the following administrative situations would most clearly indicate close working relationships between the budget and personnel offices of an organization?

1. The personnel office keeps the budget office informed of division or section requests for additional personnel.
2. The personnel office reports to the budget office the actual facts concerning the increase or decrease of personnel in each division or section.
3. The budget office consults with the personnel office on the budgets for personnel expenditures.
4. The personnel office conducts a training course for junior budget officials for the budget office.
5. The classes of positions in the budget and personnel offices are given a similar allocation as far as possible.

(No. 55) Suppose that you have been directed to submit a recommendation as to the advisability of having your department utilize computing machines, to be operated by office appliance operators, for work now performed manually by clerks. Of the following factors which would be least influential in determining the nature of your recommendation?

1. Seniority rights of the clerks.
2. Adequacy with which the displaced clerks can be assigned to other work.
3. Initial and operating costs of the machines.
4. Relative accuracy of the two methods.
5. Total salaries required for the machine operators compared with those of the clerks.

(No. 56) "Modern legislation is often compelled to forego detailed enactments of exact rules in favor of a general statement of policy to be definite by subsequent executive orders, rules or regulations, or decisions individual cases. In this way, officials of government agencies participate immediately in the actual determination of policy within the broad orientation fixed by law." The central thought of the foregoing statement is most nearly that

1. government officials frequently contribute directly to the formulation of policies because of the exigencies affecting modern legislation.
2. policy-making is the function of government officials, because modern legislation cannot be expected to take individual cases into account.
3. a general statement of policy should be followed by subsequent executive orders with which government officials have an opportunity to concur.
4. the trend of modern legislation toward allowing government officials authority to determine policy is conducive to a bureaucratic setup.
5. within the broad orientation fixed by law, government officials should develop rules which reflect their influence on poli c ies.

General Administration

(No. 57) If one of your employees disagrees with you on a matter of policy viewpoint, the best way for you to handle the situation is to

1. Let him have his way even though you disagree.
2. Gather the employees' s colleagues and let them study the point.
3. Compel him to accept your viewpoint.
4. Let him explain his viewpoint fully.
5. Show a superior the opinions and request his decision.

(No. 58) The most important factual relationship which the department head should watch from the viewpoint of the evaluation of his subordinates is the ratio between

1. average work accomplished per individual and total value i of work accomplished by all individuals.
2. total volume of work received and total volume of work considered necessary.
3. Average work accomplished per individual and an average assigned quota of work.
4. Total volume of work received and total volume of work done.
5. Total volume of work accomplished by each unit and the number of employees.

(No. 59) After having been in an office only a week, an employee submits to his supervisor several impractical suggestions for the improvement of the work. Which one of the following procedures would be best for the supervisor to follow?

1. Suggest that the employee think out his ideas more carefully before presenting any other proposals.
2. Suggest that it would have been wise to wait several months before proposing changes.
3. Have the employee write out another set of suggestions which are more practical.
4. Preserve a good relationship with the employee by letting him try out his ideas.
5. Spend some time in helping the employee to recognize the flaws in his plans.

(No. 60) As a supervisor, which one of the following should be the most important principle for you to use as a guide in delegating authority?

1. Delegate as much authority as you effectively can.
2. Make certain that all administrative details clear through your desk.
3. Have all decisions confirmed by you.
4. Make no delegation of authority on matters of basic policy.
5. Delegate as little authority as possible.

General Administration

(No. 61) There are two types of organization for personnel administration. In the first type, there is a personnel officer reporting to the head of the agency whose staff performs such personnel functions as recruitment, placement, classification, etc., for the entire organization.
In the second type, the personnel officer reports to the head of the agency, but there is this difference from the first type in that he has a very small staff, and to compensate for it there are personnel officers under the administrative direction of the heads of the major bureaus and field offices, the personnel officer in the headquarters office merely exercising supervisory control over such personnel officers.
In which of the following organizations is the first type preferable?

1. The organization has five bureaus, each with 2,000 employees.
2. The organization has about 500 employees at headquarters and about 800 employees in each of the 12 field offices.
3. The organization has 2,000 employees at headquarters and about 1,000 employees in each of eight field offices.
4. The organization has 3,500 employees in the headquarters office, divided evenly among three bureaus, and has 12 field offices, with about 4,000 employees in each.
5. The organization has five bureaus, one with 5,000 employees and four with 400 employees each.

(No. 62) Which of the following is the most desirable organizational relationship between the research and operating personnel in a large governmental agency with many bureaus, each of which has distinct and complex operating problems?

1. The organization should establish research units for each of its organization entities, including all sections, divisions, and bureaus.
2. Each division should have its own research staff, and coordination should be achieved by the establishment of a committee consisting of the directors of research for each of the divisions, with the director of research of the largest division acting as chairman.
3. The organization should have one research staff which is sufficiently large so that it can promptly meet the research needs of the bureaus.
4. Each large bureau should have its own research division, and in addition there should be a research director reporting direct to the head of the entire organization and furnishing direction and supervision over the research work of all bureaus.
5. All research work should be integrated with line operating functions with no separate research division so that the research work would be based directly on line needs.

General Administration

(No. 63) Which one of the following statements is most nearly correct about the work of both personnel and purchasing units?

1. Specifications are used as a basis for operations.
2. Effectiveness can be adequately expressed in terms of money saved.
3. Decentralization is undesirable.
4. Line officials' participation should be kept at a minimum.
5. The directors of the activities should usually be directly responsible to the head of the organization.

(No. 64) Which <u>one</u> of the following determines most appropriately the greatest number of subordinates which should be assigned to one person for his immediate supervision?

1. Whether business or governmental organization.
2. Personality of the supervisor.
3. Degree of administrative decentralization in the organization.
4. Kind of positions involved.
5. Size of the organization.

(No. 65) "Long experience in all large-scale organizations of men has brought about substantial agreement that one of the fundamental conditions of success is manpower; success in finding men and women of character and superior ability, in unlocking their full capacity, and in retaining them over long periods of time." According to the quotation, what should be done to promote the success of a large organization?

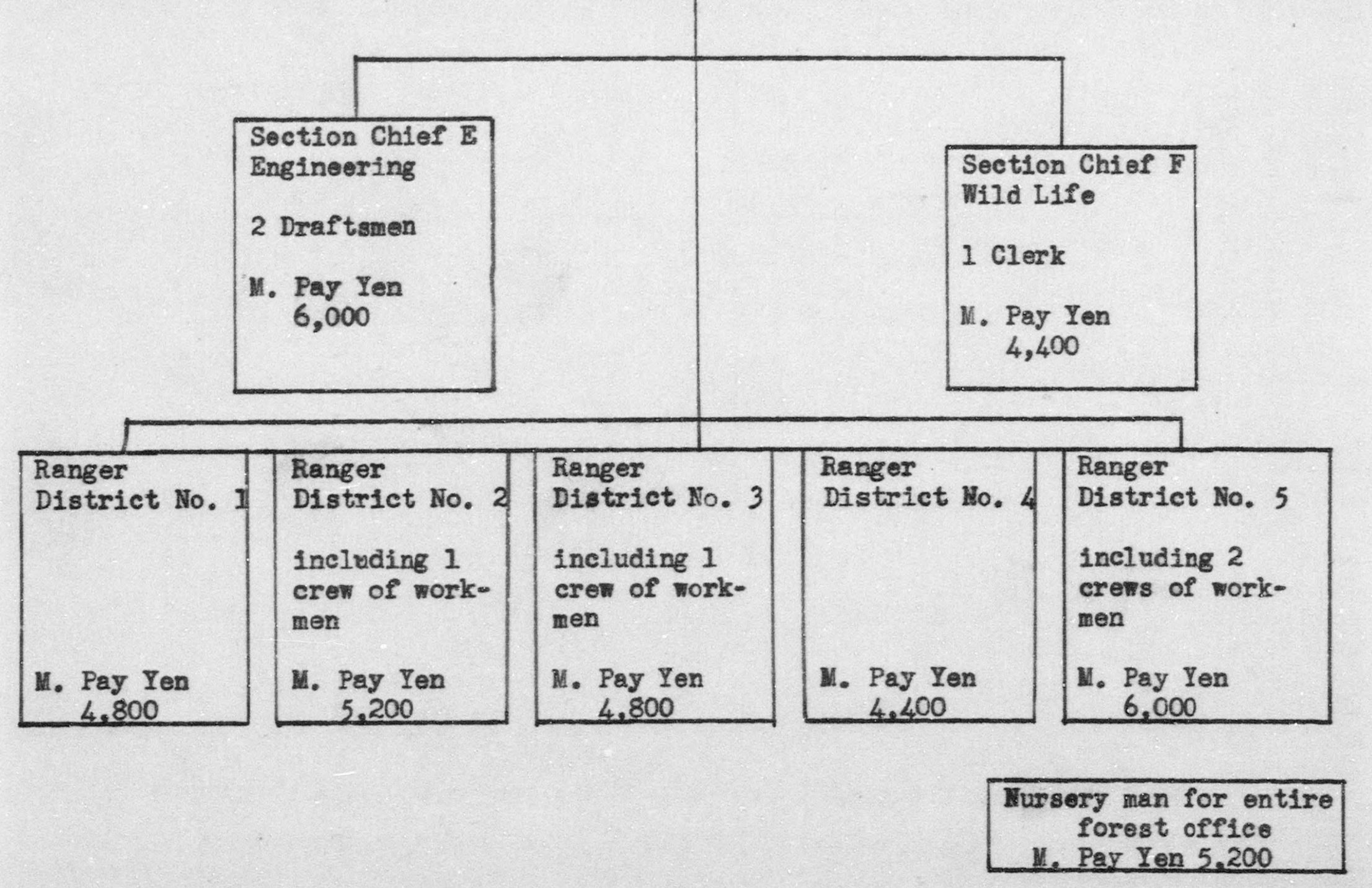
1. Increasing the administrative competence and leadership of the top staff of the organization.
2. Adopting the policy of delegating authority.
3. Developing clean-cut areas of responsibility for staff and line units.
4. Limiting the number of staff members reporting to the head of the organization.
5. Developing the authority of the personnel office.

(No. 66) "The bureau chief is the center, but not necessarily the source of all ideas for procedural improvement." Considering this principle, which one of the following is the most adequate?

1. Before procedural improvements are introduced, they should be approved by a majority of the staff.
2. It is the unique function of the bureau chief to derive and introduce procedural improvements.
3. Other bureaus which have a good reputation for working efficiency should be taken as reference.
4. The bureau chief should consider that procedural improvements are a matter of secondary importance.
5. The bureau chief should collect materials for procedural improvements from many sources and give his decision.

General Administration
(Chart for reference Questions No. 67 to 70)

The organization of a forest office is shown below:



General Administration

Questions No. 67 to 70 are based on the following:

Since the forest office is a new one, the bureau chief has requested the chief of forest office to save at least three-fourths of his time for public relations work. The forest office, however, is probably not large enough to enable him to appoint an assistant chief at ¥7,600 a month.

The amount of authority given section chiefs in the forest office generally is determined by the chief of the office. He may allow them to give orders to the rangers, or not, as he wishes.

The rangers are generally familiar with the work of the section chiefs in the forest office. Moreover, when a ranger is in charge of a work crew he has a great many contacts with the chief of office services section C in the forest office. Timber management and fire control also bring the rangers in close touch with the forest office. Land acquisition, however, is difficult technical work with which the average ranger does not come into much operation contact. Ranger district headquarters average 60 km in distance over poor to medium roads from forest office headquarters.

(No. 67) If the chief of forest office is unable to secure approval for appointment of an assistant chief, which one of the following should he do?

1. Since his load is light, order the section chief F in charge of wildlife to pass on all instructions which any section chief may wish to send out to the ranger districts.
2. Appoint one of the other two section chiefs C or D to act as an assistant chief of forest office to pass instructions which any section chief may wish to send out to ranger districts.
3. Ask the section chief B, in charge of land acquisition who already has some supervising responsibilities, to pass on all instructions which any section chief may wish to send to the ranger districts.
4. Require all letters to the ranger districts to be sent to the chief of forest office for signature 1 week in advance of their issuance.
5. Bring the rangers in for 1 out of every 6 weeks to receive instructions that must be issued.

(No. 68) If the chief of forest office is able to secure approval for appointment of an assistant chief of forest office he should:

1. Ask that all written instructions to ranger districts shall be sent out only after clearance with an approval by the assistant chief of forest office.

2. Request the assistant chief of forest office to issue written instructions to all section chiefs who are going on field trips, so that he may prevent the issuance of conflicting orders to rangers by the other section chiefs.

3. Ask the assistant chief of forest office to arrange and preside over semiweekly meetings of all rangers and section chiefs at which policy differences can be threshed out.

4. Ask the assistant chief of forest office to take charge of all policy matters, referring only public relations questions to the chief of forest office.

5. Ask the assistant chief of forest office to preside over a committee of the section chiefs to determine weekly what instructions should be sent to ranger districts.

(No. 69) If the chief of forest office can appoint an assistant chief of forest office, but is requested to eliminate one position of ¥6,000 or above from his office, he should:

1. Combine the functions of section chief C and section chief E.

2. Combine the functions of section chiefs A and C.

3. Order the assistant chief of forest office to take over the land acquisition program in addition to his general responsibilities, thus eliminating section chief B in charge of land acquisition.

4. Ask the section chief E in charge of engineering to take on as additional duties the job of the ranger who is in charge of district 5.

5. Eliminate chief of office service section and place his duties under section chief F in charge of wildlife.

General Administration

(No. 70) Fire suppression is a high priority job in the park. In the event that he does not secure an assistant chief of forest office, the chief of forest office should:

1. Assign the least busy section chief to fire control work as the occasion arises.

2. Since most fire fighting is done by the crews, place Section Chief C in full charge of all fires.

3. Designate the ranger in whose district the fire occurs to control completely all facilities for fire control.

4. Place section chief D in charge of fire prevention in full charge of all rangers and crew superintendents whenever necessary for fire control.

5. Ask the three ¥6,400 section chiefs to act as a committee to determine who is to be in charge in case of a serious fire.

(Interpretation of Data - Four Groups)

Use the following code to indicate the degree of truth or falsity of each statement and question numbers 71 through 90.

<u>These data alone</u>

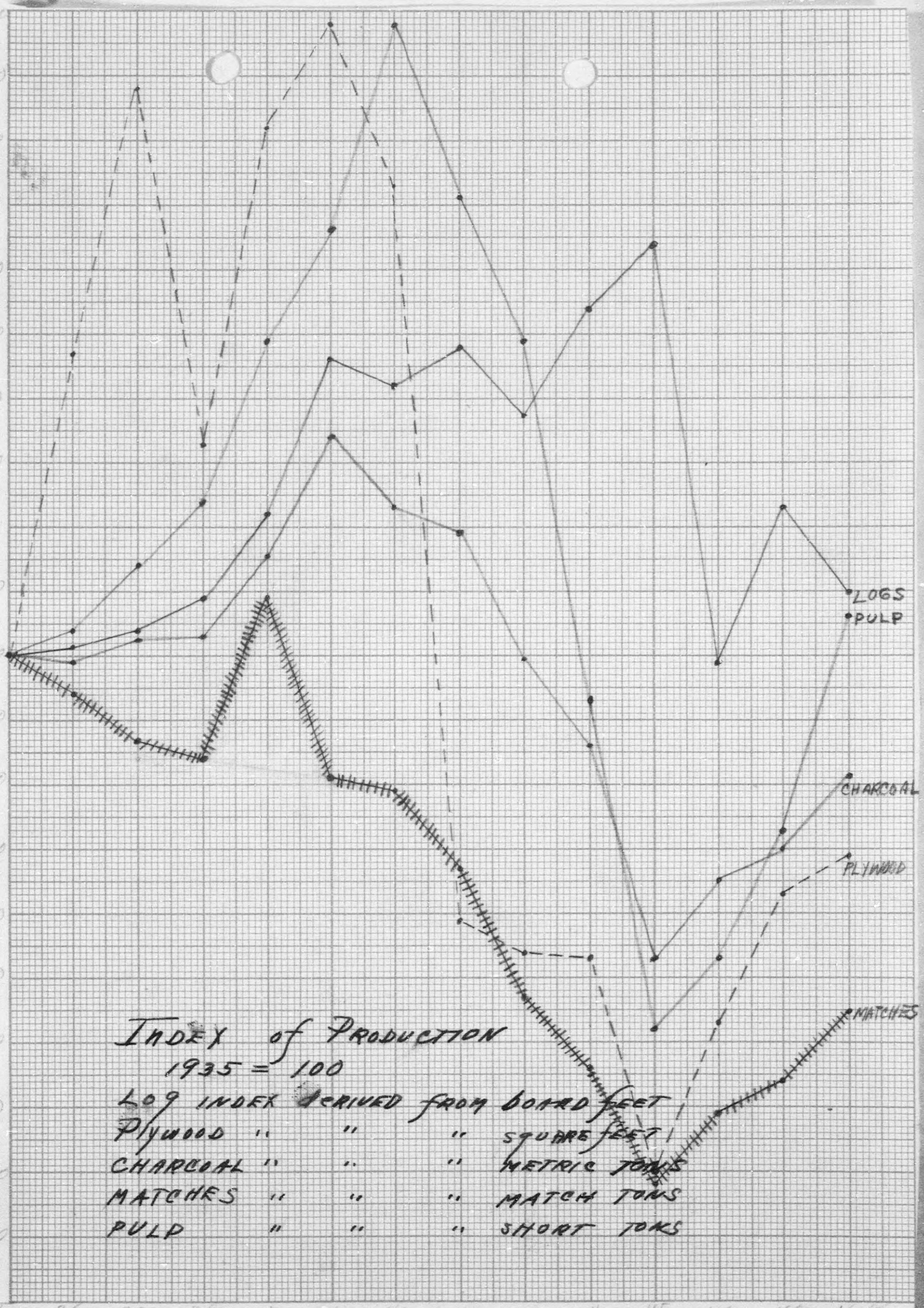
1. are sufficient to make the statement true.

2. are sufficient to indicate that the statement is probably true.

3. are not sufficient to indicate whether there is any degree of truth or falsity in the statement.

4. are sufficient to indicate that the statement is probably false.

5. are sufficient to make the statement false.



SOURCE: JAPANESE ECONOMIC STATISTICS P58-59
BUL. No. 32, APRIL 1949, ESS. GHQ. SCAP

General Administration
(Interpretation of Data - First Group)

The chart indicates production index for lumber and related products between 1935 and 1948 (1935 = 100).

(Legend indicating derivation of indexes omitted)

Statements:

(No. 71) Between 1944 and 1948 more wood was used for charcoal than for plywood.

(No. 72) In the 14 years between 1935 and 1948, the production of logs was comparatively more even than that of the other four products.

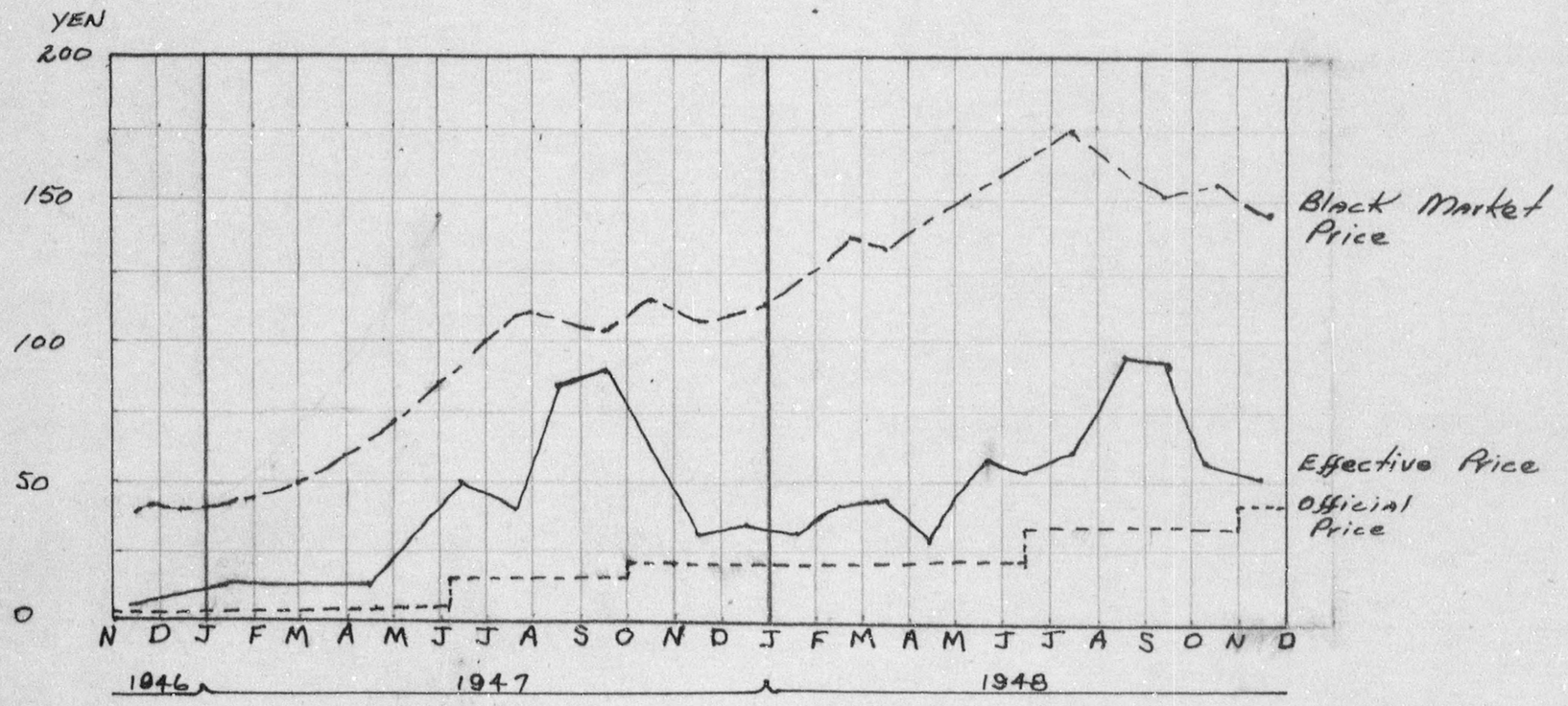
(No. 73) 1935 was the year in which production of the five products was average production.

(No. 74) The decrease in pulp production was due to the shortage of logs.

(No. 75) The production of plywood will reach the 1935 level sooner than that of matches.

PRICE of RICE

Average Monthly Price per Kilogram



From: Japanese Economic Statistics
Bulletin No. 32, April 1949
ESS, GHQ-SCAP
Page 136-137

General Administration
(Interpretation of Data - Second Group)

The foregoing chart gives average monthly rice price per kilogram from November 1946 to December 1948

Statements:

(No. 76) In the time covered by this chart, the effective price is most easily affected by the seasons, compared to official and black-market prices.

(No. 77) In 1947 the amounts of rice bought at blackmarket prices gradually increased.

(No. 78) After September 1948 there was a fall in the proportion of rice bought at blackmarket prices compared with rice bought at official prices.

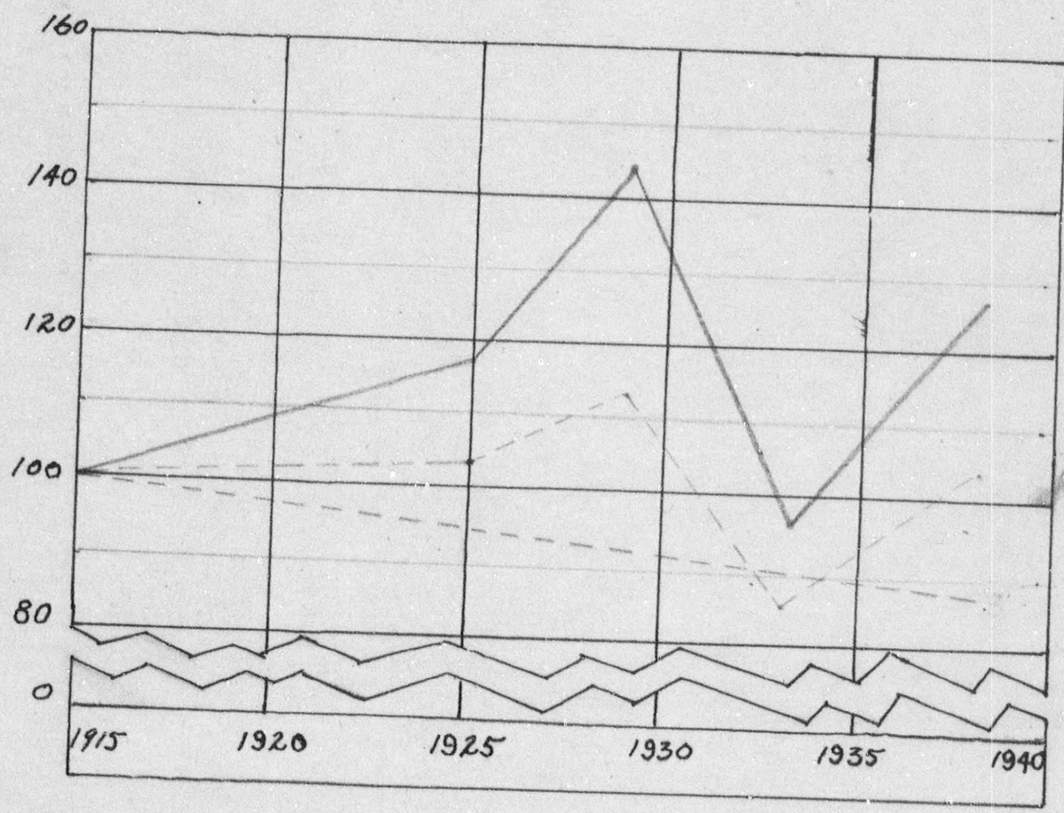
(No. 79) In December 1948 the number of people buying blackmarket rice was 3 to 4 times the number of people who bought only at official prices.

(No. 80) In both 1947 and 1948 the range of blackmarket prices was greater than that of the effective price.

SECRET

Percent relative to Year 1915

——— Volume of industrial production
- - - - Av. weekly hours employment
– – – Per capita weekly earnings



SECRET

General Administration
(Interpretation of Data - Third Group)

The foregoing chart gives data for one plant 1915 - 1938

Statements:

(No. 81) Average weekly hours of work were less in 1939 than in 1929.

(No. 82) Since 1910 changes in per capita weekly earnings were more closely related to changes in production amounts than were average weekly working hours.

(No. 83) The decrease in amount of production between 1929 and 1932 was to bring about a balance in supply-demand.

(No. 84) Per capita weekly earnings in the plant increased between 1920 and 1929 and per capita weekly earnings in another given plant increased at the same rate.

(No. 85) If amount of production were up to 135 in 1940, then per capita weekly earnings would not be less than 105.

General Administration
(Interpretation of Data - Fourth Group)

Data: The following is a summary of a report of anti-epidemic meningitis inoculations for horses in 1948.

I. Vaccine was produced from May to August 1948.
II. Method was, as a rule, hypodermic; 5cc the first time and after 5 to 7 days 5 cc again; total 10 cc.
III. Time - it was planned to enforce inoculation prior to any epidemic, but it was carried out in July and August, partially in September.
IV. Enforced on young horses under 4 years.
V. Results of prevention inoculation:
102 horses of 91,046 inoculated were infected, a percentage of 0.11.

55 of the 102 showed symptoms between first inoculation and 13 days after the second; the other 47 were stricken 14 or more days after completion of inoculation - 0.05%.

Non-inoculated horses - of 286,151; 1,269 were stricken - 0.44%.

Statements:

(No. 86) The epidemic period for meningitis among horses is between about May to October.

(No. 87) The 102 horses were stricken because they were infected prior to the preventive inoculation.

(No. 88) The 47 horses were stricken within 30 days after completion of inoculation.

(No. 89) Supposing 2,000 horses under 4 years were inoculated in July and August; at least one horse would be stricken between the first inoculation and 13 days after completion of inoculation.

(No. 90) Percentage of stricken horses taking both inoculated and non-inoculated groups together is 0.275%.

RBRobinson
26-6427

Subject: Examinations for the Position of
Chief of a Local Postal Saving s Office

From: CCS To: GS Date: 20 Dec 49
Attn: Mr. M. Shirven

1. It has come to the attention of this section that the position of Chief of Local Postal Savings Office, Ministry of Postal Services, has not been designated for examination under the provisions of Supplementary Article 9 of the National Public Service Law.

2. In the opinion of CCS Postal Specialists this position is of equal importance, in every respect, with the positions of Section Chief in the Ministry proper, Division Chiefs in Local Postal Services Bureaus and Local Postal Inspection Bureaus, and Chiefs of Local Post Office Life Insurance Offices, all of which have been designated for examination.

3. It is requested, therefore, that GS/CSD duly consider and pass to proper Japanese authorities, the recommendation of CCS Postal Specialists that the position of Chief of Local Postal Savings Office be designated for examination.

CSA Aun

- -G.I.B. - - - - - - - - - - - -

2 From: GS To: CCS Date: 27 Dec 49
Attn: Mr. R. B. Robinson

M. Shirven
26-6924

1. The position of Chief of the Local Postal Savings Office, Ministry of Postal Services, was designated for examination by the National Personnel Authority on 19 December 1949.

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

Recommendation and Assistance Requested from SCAP Sections

1. (a) Prepare a list of all positions in the Japanese Government supervised by your organization and at the level to be covered by the examination. Include both central and local offices.
   (b) Group the positions into broad occupational areas (such as Forestry, Fisheries, etc.) keeping the number of such areas as small as possible.
   (c) Indicate which positions, if any, should be exempted from the technical tests, giving reasons for such recommendations.

2. A Statement of minimum qualifications for the occupational area. (An occupational area is a group of positions constituting a technical field which can be covered by one basic test of technical knowledge. In the Agriculture and Forestry Ministry, for example, Forestry would be one of the occupational areas; Fisheries would be another.) The minimum qualifications should be stated in terms of so many years of training or experience of designated type and level of responsibility, etc. The qualifications or prerequisites should permit anyone with a reasonable chance of success to take the test. They are minimum qualifications, not optimum qualifications.

3. A Statement of minimum qualifications for each position. Inasmuch as the written technical test will be rather broad and will cover an occupational area, specific prerequisites must be drawn up for each position so that appropriately qualified eligibles can be selected for specific positions. These minimum qualifications should consist of requirements of so many years of training or experience of designated types and levels of responsibility and any other qualities or background factors deemed necessary to satisfactory performance of the job. A realistic appreciation of the calibre of available candidates should be taken into account when setting up the prerequisites.

4. A written technical test for each occupational area. This should be of the objective type, preferably multiple-choice items (no True-False) of from 80 to 100 items in length. Depending on an agreement with Civil Service Division representatives, assistance in developing the test will consist of some combination of the following:

- ☐ a. Prepare an outline of the contents of the test, indicating the number of items to be devoted to each subdivision.
- ☐ b. Construct objective-type test items in English for translation and review by Civil Service Division and the National Personnel Authority.
- ☐ c. Furnish reference material, either in Japanese or English to assist National Personnel Authority technicians in writing test items.
- ☐ d. Review for practicality and appropriatiness English translations of test items written by National Personnel Authority technicians.

5. The two attached forms (one for occupational areas and one for each position) may be used as guides in assembling and organizing the required information.

Ministry of: _____ | POSITION

Name of position

Occupational area

Summary of basic duties and responsibilities

Minimum qualifications for the position

Please use the back of this sheet for remarks

Designation Criteria

a. Positions of assistant section chief and higher in central government.

b. Administrative positions in local offices equivalent in rank to those in a above.

c. Positions at pay grade 11 or higher whose duties are primarily administrative rather than technical.

d. Positions at pay grade 9 or 10 which are organizationally equivalent to those in a or b above or are of special importance.

e. Exceptions:

(1) Positions for which examination is not practicable, either because of the special character of the position or because of the limited number of potential candidates, for example: liaison sections, Imperial Household, Supreme Court Section, positions directly under the Diet, positions normally filled by procurators, and the Board of Audit.

(2) Positions primarily professional, technical or investigative rather than administrative in nature.

(3) Institutional positions, for example: all training schools except those of importance such as police and tax; laboratories and scientific and technical installations.

(4) Other: Post offices, telecommunication offices, part-time and advisory positions, and few positions which exist in fact but not in law.

S-1

4,500 OFFICIALS
EXPECTED TO SIT FOR EXAMS

JIJI PRESS

TOKYO, December 25. - Some 4,500 public service employes were expected to sit for the coming higher civil service examinations, in Tokyo alone according to an estimate by the National Personnel Board which stopped accepting applications for the examinations at 3 p.m. yesterday.

Officials of the examinations division of the N.P.B. said today that 1,300 officials including one woman who now hold the designated positions (α i.e. sectional chief and above) will compete with 2,400 officials below these positions as well as some 800 non-public servants and local public service personnel including two women.

1/c

END EVENING EDITION

Sunday, December 25, 1949

OVER 2,000 APPLICATIONS
FOR GOVT PERSONNEL EXAMS

JIJI PRESS

TOKYO, December 24. - As of 9 a.m. this morning, a total of 2,200 applications for high-level Government personnel examinations were accepted by the National Personnel Board.

The Board officials observe in this connection that the applicants for the exams to be held in January next year, will total over 10,000 by the 5 p.m. deadline today.

Of a total of 1,096 applicants in Tokyo, the officials revealed, 374 came from the Government posts not designated by the NPB for examinations, 361 from the designated posts and the rest from local public services and private circles.

Almost none of the high officials of the Finance Ministry, Attorney-General's Office and the Local Autonomy Board, who are in opposition to the examination, has turned in applications, while those of the International Trade and Industry Ministry and the Maritime Safety Board were quick enough in submitting their applications to the Board.

k/o

Editorial - YOMIURI SHIMBUN - 23 December 1949

The Examination of Higher Officials and the Democratization of the Bureaucracy

The considerable lapse of time since the examination of higher officials by the National Personnel Authority first became a point of issue between the NPA and the Cabinet has brought no meeting of minds on the problem. There have been attempts recently by the Cabinet to have the examination postponed one year but the NPA would not consent and there the matter rests.

Various opinions in opposition to the examination have been given by the Democratic Liberal Party and the Cabinet, to say nothing of the higher officials themselves. In most cases these opinions seem to boil down to a point which opposes the principle of the examination - that it is outrageous to try to determine the qualifications of the incumbent bureau; section chiefs, etc. in one examination - and another which says that there is nothing wrong with giving the examination but that the method of the examination is extremely stupid. These two points must be clearly set apart.

Since the first point - that which attacks the giving of the examination - is a negation of the scientific personnel administration adopted under the National Public Service Law which is now in force, we cannot but think it is strongly influenced by the type of thinking which would preserve the pre-war type of bureaucracy with its "Emperor's officials".

It is obvious, of course, that scientific personnel management is not perfect and poses many technical difficulties. It is a fact that present-day science cannot perfectuly measure human ability to the point where it will bring out a person's character and personality. However, that does not lead to the conclusion that we should abandon all scientific methods and stick to the old system of personnel work which took up a person's college and KOBUN record and left the rest to his superior's sentiments.

The reasons behind the adoption of scientific personnel methods and the merit system are not simply that they are used in the United States. They were taken up in the United States because that country could no longer endure the spoils system and wanted to ensure the political neutrality and technical excellence of its officials. They were adopted in Japan because unscientific and clique-ish personnel work combined with favoritism to form the basis of feudalism in the government service.

We cannot allow ourselves to forget the part played by bureaucratic forces in pre-war Japan. Leaving aside considerations of the Meiji era, we know that after the Manchurian Incident the bureaucratic power came to the forefront as the political parties decayed and, grasping hands with the military, ran the country. No statesmanship worthy of the name could be attributed to these men who in most cases were motivated solely by the desire to get ahead or acquire power, and no good government resulted from their rule. The people were saddled with the evils of bureaucracy in the worst sense.

After the war the military and ZAIBATSU were dissolved and the search for democracy caused the purging of pre-war leaders in the political, financial and cultural worlds but the ~~case~~ core of the bureaucracy alone survived except for some elements of the Home Ministry for reasons of their part in the Special Higher Police, the Imperial Rule Assistance Association, etc. As survivors, the old bureaucracy still retains a powerful political power and say-so, especially since the political parties remain undeveloped.

So long as democratization remains as an ideal we cannot keep extending the period for the democratization of the bureaucracy. We, for one, shall recognize the worth of any policy which is of use in that drive for democracy in the government and, in that sense, desire scientific personnel management and, its inevitable comcomitant, the examination.

The NPA has already come out and said that it will not give the higher officials a quiz-show sort of examination (this is one of the weapons used against the giving of the examination) and the classification of positions and grouping of occupations will be alright if they are designed to meet actualities. That type of argument does not dispose of the examination. After all these years, many efforts must be made toward many reforms before the evils of bureaucracy, present in every phase of national life, can be done away and public servants, in the true sense of those words, can be created. We must realize that the resistance coming from a powerful bureaucy will be very strong.

It is difficult to understand the attitude of the Democratic Liberal Party throughout this problem to say nothing of those Cabinet members who are being propelled by the pressure from the higher officials. There is justification indeed for the criticism that the party is being led by the bureaucrats and is rapidly turning into the bureaucrats' party. It is significant that a partial fault of the examination method is being used against the democratization of the government system.

Evening

OFFICIALS EXEMPTED
FROM EXAMINATION

JIJI PRESS

TOKYO. Dec. 22. - Six bureau and section chiefs of the National Personnel Board are exempted from the higher public service examination which is scheduled to be held on January 15 as administrators of the examination, it was learned.

The six posts excluded from the examination include those of the chief of the Secretariat, chief of the Appointment Bureau, chief of the Examination Section, Chief of the Investigation Bureau, chief of the Personnel Section and the Chief of the Investigation Section.

It is recalled that at a public hearing at the Personnel Committee of the House of Representatives Tuesday, seven high officials of various Ministries who are to undergo the examination including a vice-Minister were inclined to believe that the NPB as the examiner of their qualifications was "untrustable."

(more)

Evening

Although the Cabinet reportedly is planning to either postpone the examination or change its nature, the NPB considers that it has to conduct the test at its own responsibility and without any interference from the Cabinet, it was also learned.

s/t

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S-1
file

Article from
YUKAN YOMIURI
(YOMIURI Evening Edition)
dated 21 December 1949

EXAMINATION OF OFFICIALS POSTPONED ONE YEAR
- Cabinet Decision -
Bill to be Presented Before Diet Recesses

As the result of deliberations at a Cabinet meeting held on the 20th, it appears that Prime Minister YOSHIDA, who, being opposed to the open examination for higher government officials had already put underway a study of practical means to abolish the examinations, will take steps to postpone the examination for one year as a preliminary move. The examination, scheduled to be given by the National Personnel Authority on 15 January 1949, is strongly opposed by the examinees and much criticized in general. For this reason, the Government in the person of the Premier has been pushing political negotiations in order to stop the examinations by some means. Attorney General UEDA, as the result of negotiations during a call on GHQ on the 19th, has now ascertained the possibility of a one-year postponement as an interim solution, the immediate abolition being as yet unattainable. Since at the Cabinet meeting of the 20th Finance Minister IKEDA expressed his desire for an early abolition of the examinations for personnel reasons in his ministry and since time is running short, it was decided to hasten concrete negotiations to present the necessary bill before the present Diet session recesses and consider practical measures for the abolition of the examinations after obtaining a one-year postponement.

To this end, the Government at 2:00 P.M. on the 20th called an emergency vice-minister's conference to consider administrative preparations.

Press Release by President of National Personnel Authority

December 21, 1949

The National Personnel Authority hereby declares that, for the purpose of breaking down the bureaucratic system heretofore in force, it will resolutely administer the examination for higher level government positions as already planned.

~~As to the reception of applications, we have also no intention of extending the deadline date for applications beyond December 24 this month.~~ Candidates in the government service qualified for taking the examination and citizens desiring to participate in the examination must therefore submit their applications in time for the ~~aforementioned~~ deadline date, 24 Dec.

Further, it is also added here that this statement is made with the perfect understanding of GHQ, SCAP.

5-1

Copy

To: Mr. A. C. Carpenter, Legal Section, General Headquarters of the Supreme Commander for the Allied Powers

From: Attorney-General

Subject: The Stand of the Attorney-General's Office in the Examination of the National Personnel Authority for Section Chiefs and Other Higher Ranking Officials in Government Service

AGO No. 142 (4B) 16 December 1949

1. On 12 November last the National Personnel Authority made an announcement to conduct examination according to the provision of Article 9 in the Supplementary Provisions to the National Public Service Law on 15 and 22 January 1950.

According to this announcement, all section chiefs and other higher ranking officials in the service of the Attorney-General's Office, with the exception of those connected with the Public Procurators' Office, the Sales Commission of Dissolved Organizations' Properties, and the Research and Training Institute, have to submit themselves to the open competitive examination together with all other candidates, and, in case of failure to pass, to resign office. This fact seems seriously affect on the personnel organization of the Attorney-General's Office due to the peculiarity of its function and will bring very deplorable consequences in future on the functioning of the Attorney-General's Office as it should be. Such being the case, a frank representation is hereby made of reasons for provision of excluding the Attorney-General's Office in the enforcement of the examination, for which your sympathetic consideration is earnestly solicited.

2. The number of the section chiefs and higher ranking officials in the Attorney-General's Office totals 65, including 3 Assistants to the Attorney-General, 1 Secretary-General, 13 bureau and division chiefs, 3 chiefs of the Offices of the Assistants to the Attorney-General, and 46 section chiefs. From the peculiarity of character of the duties charged with the Attorney-General's Office, which, in many of the positions, makes the knowledge and experience possessed by the judge and the public procurator indispensable, the appointment of personnel to such positions are made from personnel in the court and the public procurator's office. The Law for the Establishment of the Attorney-General's Office, in its Article 17, provides that for a certain number "The post of personnel may be filled by public procurators". This is because of consideration of meeting the actual requirements, and, in the legislation, it is intended that a public procurator should fill in important position in the Attorney-General's Office retaining his status of public procurator. Similarly, concerning the personnel of the Secretariat of the Fair Trade Commission, Article 35 par. 3, of the Law relating to Prohibition of Private Monopoly and Methods of Preserving Fair Trade provides that "the personnel shall contain a public procurator, or a lawyer practising or a person qualified as such at the time of appointment". As a matter of fact, the offices of division or section chiefs are filled by judges and public

procurators by transference. The same circumstances are taken into consideration when the high ranking administrative offices in the General Secretariat of the Supreme Court are filled by judges. It is to be pointed out here that the personnel of the Fair Trade Commission and that of the General Secretariat of the Supreme Court are exempted from the forth coming examination of the National Personnel Authority.

3. A Classification of the 65 section chiefs and other higher ranking officials of the Attorney-General's Office follows:

Judges	27
Public Procurators	17
Lawyers	1
Others	20
Total	65

Classified by office they are:

(1) Offices filled by judges:

Criminal Administration Assistant to the Attorney-General

Civil Affairs Assistant to the Attorney-General

Chief of First Legislation and Opinion Bureau

Chief of Fourth Legislation and Opinion Bureau

Chief of Civil Litigation Bureau (appointment not yet announced)

Chief of Administrative Litigation Bureau

Chief of Civil Affairs Bureau

Chief of the Office of the Civil Affairs Assistant to Attorney-General

Chief of General Section, Prosecution Bureau

Chief of Investigation Section, Prosecution Bureau

Chief of Labor and Social Welfare Section, Prosecution Bureau

Chief of Second Economic Section, Prosectuion Bureau

Chief of First Section, Civil Litigation Bureau

Chief of Second Section, Civil Litigation Bureau

Chief of Third Section, Civil Litigation Bureau

Chief of First Section, Administrative Litigation Bureau

Chief of Second Section, Administrative Litigation Bureau

Chief of Fourth Section, Administrative Litigation Bureau

Chief of First Section, Civil Affairs Bureau

Chief of Second Section, Civil Affairs Bureau

Chief of Third Section, Civil Affairs Bureau

Chief of Fourth Section, Civil Affairs Bureau

Chief of Fifth Section, Civil Affairs Bureau

Chief of Sixth Section, Civil Affairs Bureau

Chief of Second Section, Civil Liberties Bureau

Chief of Secretarial Section, Attorney-General's Secretariat

Chief of Information Section, Attorney-General's Secretariat
(appointment not yet announced)

(2) Offices filled by public procurators:

Secretary-General of the Attorney-General's Office

Chief of Prosecution Bureau

Chief of Special Examining Bureau

Chief of the Office of the Criminal Administration Assistant to Attorney-General

Chief of Laws and Regulations Section, Fourth Legislation and Opinion Bureau

Chief of Criminal Affairs Section, Prosecution Bureau

Chief of First Economic Section, Prosecution Bureau

Chief of Second Section, Special Examining Bureau

Chief of Third Section, Special Examining Bureau

Chief of Fourth Section, Special Examining Bureau

Chief of Fifth Section, Administrative Litigation Bureau

Chief of First Section, Civil Liberties Bureau

Chief of Personnel Affairs Section, Attorney-General's Secretariat

Chief of Accounting Division, Attorney-General's Secretariat

Chief of Accounting Section, Accounting Division,
Attorney-General's Secretariat

Chief of Building and Repairs Section, Attorney-General's Secretariat

Chief of Supplies Section, Attorney-General's Secretariat

(3) Offices filled by lawyer:

Chief of Civil Liberties Bureau

(4) Others:

Legislation and Opinion Assistant to Attorney-General

Chief of Second Legislation and Opinion Bureau

Chief of Third Legislation and Opinion Bureau

Chief of Correction and Rehabilitation Bureau

Chief of the Office of the Legislation and Opinion Assistant
to Attorney-General

Chief of Data Section, Fourth Legislation and Opinion Bureau

Chief of Statistics Section, Fourth Legislation and Opinion Bureau

Chief of General Affairs Section, Correction and Rehabilitation Bureau

Chief of Safety Section, Correction and Rehabilitation Bureau

Chief of Industry Section, Correction and Rehabilitation Bureau

Chief of Medical, Scientific, and Classification Section,
Correction and Rehabilitation Bureau

Chief of Education Section, Correction and Rehabilitation Bureau

Chief of Personnel Section, Correction and Rehabilitation Bureau

Chief of Budget Control Section, Correction and Rehabilitation Bureau

Chief of First Section, Special Examining Bureau

Chief of Third Section, Administrative Litigation Bureau

Chief of Sixth Section, Administrative Litigation Bureau

Chief of Third Section, Civil Liberties Bureau

Chief of General Affairs Section, Accounting Division,
Attorney-General's Secretariat

Chief of Liaison Section, Attorney-General's Secretariat

The foregoing are about the personnel organization of the Attorney-General's Office proper, and there are a considerable number of offices, such as the chief of the Secretariat of the National Offenders Prevention and Rehabilitation Commission, members of District Adult (Youth) Rehabilitation Commissions, chiefs of juvenile Detention Homes, chiefs of the Legal Affairs Bureaus, chiefs of the Litigation Division of the same, etc. which are filled by judges and public procurators. The positions so far specified, as has already been mentioned, require expert knowledge and experience as judges or public procurators an! high order of legal knowledge in specialized fields in order to functioning, and the number are scarcely sufficient for filling them by request from the Attorney-General to the Supreme Court or any other Government agency or by his order to the chiefs of public procurators' offices to send out the right persons for the positions. Here is special difficulty in respect of salaries. The court pays the highest Salaries and those paid by the public procurator's office are correspondingly high, but the Attorney-General's Office is not always in a position to allow equally high salaries. This makes it all the more difficult to obtain competent persons for its service.

4. Speaking of judges and public procurators, they are those who have chosen to serve with the court or the public procurator's office. Their consent in staying in the service of the Attorney-General's Office in the past and at present is solely motivated by the spirit of sacrifice, in which, at the earnest request or order of the Attorney-General, they have filled or are filling the positions for the proper functioning of the Attorney-General's Office having as it does intimate connection with the work of the court or the public procurator; with which they have personal knowledge and experience. Such being the case, such persons are desirous to go back to the court or the public procurator's office, as the case may be, at the first opportunity when suitable successors have been found to engage in work at their present posts. The Attorney-General appreciates their situation and desires to have their wish fulfilled, but is obliged to retain them for difficulty of obtaining suitable successors under the circumstances. This is a matter for deep regret to me. The reason for exception to the imposition of examination proposed by the National Personnel Authority to such personnel may fairly be same with those engaged in administrative business in the General Secretariat of the Supreme Court. I wonder if the imposition of the examination intended by the National Personnel Authorities is indispensable for the Attorney-General's Officials in considering the fact that the administrative officials of the General Secretariat of the Supreme Court are exempted from the examination. There exist strong apprehensions that the examination to be imposed on the Attorney-General's Office officials would have the effect that personal interchange between the Attorney-General's Office on one hand and, public procurator's office and the Supreme Court on the other becomes more difficult. The present incumbents of offices in the Attorney-General's Office

will all the more find it difficult to return to the service of the court or the public procurator's office. In such cases, if their desires of going back to the agencies to which they belong are complied with by the Attorney-General, the positions occupied by them will become vacant, and the greater part of the activities of the Attorney-General's will be made difficult considerably. The exemption of such persons from examination as in the case of their service with the court or the public procurator's office will make it easy to counteract above mentioned difficulties. We believe there are cogent reasons for such disposition. Moreover, there is apprehension of possibility, as, for instance, in the causes of the chief of the Special Examining Bureau and its section chiefs, of a penetration with political intent and in disguise of a competitor for the post differing in principle. It is confidentially expected that your understanding may be obtained for the necessity of giving to this matter a special consideration due to it.

5. Mention will next be made of the lawyer who quitted his job and became a member of the Attorney-General's Office. He is Mr. Ryoichi Omuro, chief of the Civil Liberties Bureau. Mr. Omuro complied with the earnest request of Mr. Yoshio Suzuki, the then Attorney-General and undertook to work at the time of establishment of the Attorney-General's Office. In doing so, however, he sacrificed his position of a lawyer which he attained with many years' experience in practice and at the same time he abandoned a handsome income accruing from such a position. Since his assumption of duties he has devoted his efforts to the job of civil liberties as pioneer in this field of activities. In all appearances I am not sure if he might willingly take the test set by the National Personnel Authority in order to remain at his present post of office. If the proposed examination would lose the Attorney-General's Office the service of such a man, the loss in the civil liberties activity in Japan will be greatly handicapped. Besides it would be extremely difficult to find a man to succeed to the position of the chief of the bureau which has been fitly occupied by Mr. Omuro.

6. As for those officials in other positions they have all been appointed strictly in accordance with the Memorandum of 4 February 1947, under the subject, "Clearance of Nominees for Responsible Positions in the Public Service". This memorandum has been followed all the more carefully because of the special nature and function of this office, and in every instance of such appointment close contact has been made with the Legal Section and there has been none but that what they have been appointed under full understanding of the said Section. All of these officials are part and parcel of the Attorney-General's Office with whose services I am satisfied.

Especially at this juncture when laws are being rennovated, respect should be given to these expert officials who are engaged in handling matters of judicial technicalities and legislate and give opinions in assisting the Attorney-General. In the system of such examination special consideration should, I consider, be given in the cases of such officials and naturally they should be afforded the same treatment that is given to judges and public procurators in view of the special nature of the organization in personnel and function of the Attorney-General's Office.

7. Wordy as it has been, the above has been to make clear what results the test of the National Personnel Authority would bring about upon the personnel organization of the Attorney-General's Office and what measure would be desirous to be taken. Far be it from us to cavil at the test system proposed by the National Personnel Authority but sincere concern is being felt that the test would result in undesirable situation to the personnel management of the Attorney-General's Office. I entertain apprehensions lest I should lose many of officials on account of the test and fear that there will be a great difficulty in finding successors who will be fain to take test.

It would be very much appreciated, therefore, if special considerations would be given in connection with the enforcement of the said examination.

S. Ueda

Attorney-General

CIVIL SERVICE DIVISION
Government Section

15 December 1949

MEMORANDUM FOR: Mr. W. Pierce MacCoy,
Acting Chief, Civil Service Division

SUBJECT : Examinations for Administrative Positions
(Supplementary Article 9, National Public Service Law)

1. Three factors enter into the subject examinations, namely, (1) experience standards, (2) written tests, and (3) personal investigations. The candidate must meet the prescribed standards for each of these factors in order to attain eligibility. If he attains eligibility in factors (1) and (3), his rank order will be determined by his rating on factor (2).

2. The distinction between different levels of positions is made on the basis of factor (1), experience standards. In general, in order to qualify for a given level, the candidate must have had at least a year of successful experience at the next lower level in addition to a prescribed length of experience within the occupational field. This is the usual standard applied in the United States. For example, for the position of bureau chief, the candidate must have had at least 7 years of experience in an appropriate occupational field and at least one year of administrative experience at the division chief level or 3 years at the section chief level.

3. The distinction between kinds of positions is also made on the basis of factor (1), experience standards. For each position, a certain quantity of relevant experience in the same or a closely related occupational field is required. This is also the usual practice in the United States when high-level positions are to be filled.

4. Two types of written tests are used for most of the designated positions. (1) There is a test designed to measure administrative knowledge and ability. Competitive ratings will be assigned on this test, since it measures the qualities that are most important to administrative success. (2) There are tests of technical knowledge. These are designed to determine whether the candidate possesses the minimum technical knowledge required by a particular position. These tests will be rated on a pass-or-fail basis, since the positions involved are primarily administrative rather than technical in nature.

5. A translation of the general administrative test is attached, together with a translation of the technical test for public health officer. The latter test has the concurrence of Public Health and Welfare Section, GHQ, SCAP.

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

S-1

CIVIL SERVICE DIVISION
Government Section

9 December 1949

MEMORANDUM FOR : Maynard Shirven
Chief, Examination Branch

SUBJECT : Critical Examinations - Attorney General's Office

On Friday, 9 December, Judge Opler, Legal Section, called to raise a question concerning the people designated to take the critical examination in January who are now employed in the Attorney General's office. As you know, the Attorney General's office happens to be one of the hot spots of opposition to the critical examinations. Judge Opler is defending our stand for the critical examinations and has ridiculed both the Attorney General and the chief of the personnel section on the reasons which they have presented as to why their employees should be exempt from the examinations. He has told them that, in the first place, if the men are as qualified as they insist they are then they need have no fear of the examination. Secondly, when they presented a threat that if the men were forced to take the examination they would either resign or return to their former positions on the basis that they would lose face by being elder men having to prove themselves at this late date, the Judge pointed out that in his opinion they would lose more face in the public eye by running away from the examinations.

I give you this background merely to indicate that the Judge is not attempting to sabotage the examination. However, he points out that, as will always be the case in the Attorney General's office, there are quite a few individuals who are merely borrowed for short periods of time, not in excess of a year, to fill positions temporarily in the Attorney General's office and come from positions which are normally, I believe, outside of our examination sphere. There are 65 people designated as filling positions for which examinations have been established. Of the individuals filling these positions, 29 are accredited, examined and approved judges who are borrowed from their benches for temporary assignments in the Attorney General's office to assist in preparation of legal digests and to act as assistants to the Attorney General in preparing legal opinions for publication. There are also 17 public procurators who have been formerly tested and approved by the Board of the Supreme Court who are in similar positions and doing similar types of work in the Attorney General's office.

Judge Opler recommends that these 46 individuals be officially exempt from taking the examinations since they are accredited and approved individuals from other phases of the judicial machinery only on temporary

loan to the Attorney General's office and will return following the period of loan to their respective positions. He says that, without question, if an individual was selected from the outside to permanently fill one of the positions vacated by these individuals on loan that such an individual should of necessity pass the examinations of the NPA. He likewise stated that there was no justification at all for the other 19 to be exempt from NPA's examinations.

I am inclined to agree with the Judge. However, I would appreciate your technical advice on this point.

W. PIERCE MacCOY
Acting Chief

WPM:ger

S-1 File

12-12-49

CIVIL SERVICE DIVISION
Government Section

9 December 1949

MEMORANDUM FOR : Maynard Shirven
Chief, Examination Branch

SUBJECT : Meeting with Ministry of Postal Affairs Personnel on Critical Examinations.

On Friday, 9 December, Mr. Robinson called to advise that on Monday, 12 December, his office is holding a meeting with the Vice Minister and Bureau Chiefs of the Ministry of Postal Affairs to discuss the coming critical examinations. This meeting will be held at 1000 on the date indicated in Room 316, Dai Ichi building.

It will be appreciated if you will attend this meeting and attempt to explain the critical examinations with the primary purpose of (1) allaying the fears of the Vice Minister and the Bureau Chiefs and (2) attempting to straighten them out on certain points which may have serious repercussions if the men involved are not a little more careful and serious-minded in the way they approach this examination. Mr. Robinson has requested that you explain to this group the purpose of the examinations and what they are expected to accomplish. He advised me that some of the officials of the Ministry are apparently going out of their way to try to discourage others within the Ministry and outsiders from applying for the examinations. He feels that the reason for this activity is because the individuals themselves are so afraid of the examinations that they don't want any competition for the jobs. I understand that, in some cases, some of the individuals now filling key positions are employing instructors from universities to give them a brush-up course on their college work.

I have told Mr. Robinson that you will return from the field on Monday and will represent the Civil Service Division at this meeting.

W. PIERCE MACCOY
Acting Chief

WPM:ger

Done
mwl

Mr Shivers
Here's the memo with
note I promised you
WRW
12/13/49

10 Dec 49
no penalties for
service in enforcing
Japs during war in
Occupied Territories
1 carbon of memo
already passed

CIVIL SERVICE DIVISION
Government Section

9 December 1949

MEMORANDUM FOR : Brigadier General Courtney Whitney
Chief, Government Section

SUBJECT : Credit for Wartime Service in Critical Examinations

QUESTION: On my recent field trip I encountered one question repeatedly from among Japanese officialdom which concerns credit to be given to applicants for the coming critical examination for civilian wartime service.

BACKGROUND: The question, of course, was originally directed to the civilian who had accepted a civilian administrative position with the Japanese wartime government. This sounds simple on the face of it but has certain factors inherent in the question which can possibly create an embarrassing situation, both for the National Personnel Authority and for SCAP.

The Civil Service Division has previously been advised that it is SCAP's wishes that no veterans' preference be established on the basis that taking an active part in the recent war against the United States is to constantly and psychologically be considered to the discredit of the Japanese participants. While we recognize that men could have been drafted against their will into the enlisted ranks of the Japanese military organization, I don't believe it can be as clearly defended that citizens were drafted into civilian service. On the other hand, however, psychologically to the Japanese people at that time, working in the service of the Emperor was considered an honor not necessarily connected with the country's war effort.

There is an attendant problem, however, which will immediately arise if credit is given for civil administrative positions in the government in that many cases followed the same procedure as in our own country wherein military men in uniform were assigned to fill civilian administrative positions and it would be an almost impossible task for the Examining Board to separate those who were strictly civilians not necessarily connected with the military organization, and therefore not in uniform, from those who were directly connected with the military organization, and in uniform, but who headed civilian components of the government service in civilian administrative capacities.

ADDITIONAL FACTS: It has been tentatively recommended by the National Personnel Authority that all men who held key posts from Vice Minister to Assistant Section Chief, inclusive, during the period from 7 December 1941 up to and including the surrender date, be given one-half credit for their period of service during this time. I vetoed this suggestion on the basis that this begs the question without giving a satisfactory answer to anyone. I feel that if there is a question of SCAP policy involved, hinging around dishonor which should be attached to this wartime service, then the question should be faced and an honest, final decision given on the point. Either the individual should receive full credit for filling a civilian post, regardless of whether he was in uniform or not, or it should be decided that those individuals filling these positions during the period indicated should be given no credit whatsoever for this period of service. I am convinced that it should be on an all-or-none basis. I do not think a part-time credit is defensible under any standards.

RECOMMENDATION: It is recommended that no credit be given to any individual for the period from 7 December 1941 up to and including the surrender date, who filled a position from Vice Minister to Assistant Section Chief, inclusive, regardless of whether the individual was in uniform or not.

W. PIERCE MacCOY
Acting Chief

WPM:ger

5-1 file 12-16-49

CIVIL SERVICE DIVISION
Government Section

7 December 1949

MEMORANDUM FOR : The Record

SUBJECT : Conference Held Between Mr. Masuda, Chief Cabinet Secretariat, and Mr. MacCoy, Acting Chief, Civil Service Division

Mr. Masuda, Chief of the Cabinet Secretariat, together with his interpreter, Mr. Shimanouchi, called on Mr. MacCoy, Acting Chief of the Civil Service Division, at approximately 2:00 o'clock on the 25th of November for the purpose of discussing the critical examination problem primarily and the classification program. After assuring Mr. MacCoy that the Japanese government was in full agreement with the examination program in principle, and the subsequent weeding out of incompetent personnel, Mr. Masuda, on behalf of the Japanese government, hoped that other measures could be adopted like selection based upon such requisite factors as leadership, character, service record and administrative capability. He thought administering examinations to the incumbents would result in total disgrace for the unsuccessful candidates. Mr. Masuda then told Mr. MacCoy that he had already met General Whitney regarding this same problem and that he was told to further study this matter and discuss it with Mr. MacCoy. He then presented Mr. MacCoy a written draft in order to save time. He then asked Mr. MacCoy whether his understanding that this examination was to take place only once was correct. To this, Mr. MacCoy replied he was 50 percent right and 50 percent wrong. It was 50 percent right because it will not be necessary to give it again for those persons who have successfully passed it, but to say it will not be given again is wrong because from now on anyone aspiring to become a section chief, or above, will be required to take these examinations. Mr. Masuda then asked whether or not a section chief, after a five-year tenure in the capacity of a section chief, would be required to take another examination to prove his competence. Mr. MacCoy replied "no, he would be required to take an examination only for promotional purposes." Mr. Masuda again reiterated the government stand on selecting the candidates on the basis of evaluation. Mr. MacCoy pointed out that this plan was designed to give each individual a fair opportunity to hold government positions based upon democratic and scientific methods. By administering an open, competitive examination legally, democratically and scientifically it would serve to remove the shadow of incompetence from these men. Mr. MacCoy then assured him that the examination was designed specifically for high government officials based upon the technical advice and assistance rendered by highly skilled technicians from America and that the example he mentioned to General Whitney was a far inferior level to those which will be used for the high government officials. Mr. MacCoy also told him that the examination would not include problems of a highly academic nature. It was pointed out that this examination would be to the advantage of the government officials themselves

as it would prove to the public and to the world that Japan has a good competent government. In order to clarify some issues which had misled the Japanese people, Mr. MacCoy told him that a press release on the subject of the examinations was now in the process of being prepared and that it was to be released very shortly.

Citing an example where a former Finance Ministry official who took the highest grade in a recent NPA sponsored examination proved incapable as an administrator, Mr. Masuda asked that too much weight should not be placed on the examination alone and that other factors should be considered as well. Mr. MacCoy explained that the examination was only one phase of the whole examination process and that other factors would also be considered. Mr. Masuda was relieved to hear this and asked Mr. MacCoy for some examples of the problems in view of the great apprehension the examination has brought about to the government officials. Mr. MacCoy told him this was contrary to the principles of good examination procedures and that inasmuch as the problems followed a certain sequence, it was impossible to draw one out of the middle and expect it to make any sense. Mr. Masuda said he merely asked because General Whitney suggested it.

Mr. Masuda then discussed the problem created by men on loan to other agencies. He asked that the classes be made more broad in order to make it more flexible. He gave the Economic Stabilization as an example, stating that its members were made up of officials who had come from other ministries on loan. He feared that unless classes were made broader, these members might find themselves at a lower level than their subordinates upon recall from their respective ministries after completing their tenure there. Mr. MacCoy explained this situation.

Mr. MacCoy then asked him if he was aware of the Diet's proposal to set up an advisory committee on classification. Mr. Masuda said he did and stated that the Diet, in accordance with Article 29 of the NPSL, felt that it should handle the technical and detailed part of the classification program. Mr. MacCoy replied this would not only throw a technical burden upon the legislative body but also would stop the machinery of the government if this were permitted. He also told him that it would be absurd to have an advisory committee above NPA technicians who had all undergone intensive training specifically for this purpose. In conclusion, Mr. Masuda said since this was a Diet matter, he would convey this message back to them. Before departing, he once again pointed out that the government was not opposed to the principles of the examination.

WPMcC

W. PIERCE MacCOY
Acting Chief

(Memo prepared by Justin Harami)

Omasida S-1

WPR ~~1 - Dec FBI~~ ~~2 - Dec Cos~~ 3 ~~Dec Shivers~~ Mac

Rec'd from Dr.
11/25/49 WPR

The Japanese Government is highly in favor of eliminating incompetence and time-worn conventions from its various administrative departments and in this sense fully concurs with the spirit of the examination of senior government officials projected by the National Personnel Authority. Such being the case it desires that the examination be so worthwhile that it will serve the purpose for which it is intended.

The Government is of the belief that in order to accomplish its purpose the examination should not be a matter between the examiner and the examinee alone but one for the fullest consideration by the general public and by the National Diet as well.

The accompanying observations are given to show some of the points of doubt entertained and are intended to assure that the examination be really effective and worthwhile in creating a better and more efficient civil service in Japan.

It is hoped, therefore, that the fullest opportunity is provided to produce a method which would insure the attainment of the purpose intended.

OBSERVATIONS

SUBJECT: NPA Examination for Senior Positions in the Japanese Government

1. The following defects are to be found in the method of examination projected by the National Personnel Authority:

a. In view of the importance of the position and responsibilities of government personnel above the rank of chief of section, careful consideration should be given from every possible angle in conducting an examination. That is to say, due regard should be given not only to knowledge and experience, but also to such essential qualities as capacity for leadership, ability to organize and plan, ability to conduct external negotiations, and personality. It is therefore absolutely necessary to make an overall evaluation of the service record of the personnel examined over a considerable period of time. It is considered doubtful whether a mere written examination of a few hours' duration and an investigation of the private affairs and circumstances of the examinee, which is likely to end in no more than a formality, would produce sufficient data to permit evaluation in the light of the requisite factors indicated above. It is obvious which is the more useful in finding the right man for the right post, a person's daily service record over a period of years or a brief written examination.

b. The following points of doubt exist with regard to the proposed method of examination:

(1) Application of the same uniform examination to vice ministers, chiefs of bureau and chiefs of section ignores their different degree of responsibility and is a negation of the system of position classification.

(2) It is believed that the multiple-choice-answer type of examination as well as similar types of questions as employed in the public service entrance examination will be adopted in the proposed examination. In this connection (1) there are doubts whether such a type of examination is appropriate for evaluating the competence of civil servants who now occupy positions of chief of section and above; and (2) there are some test questions with regard to which there are doubts as to the correctness of the answer.

Although the National Personnel Authority may deny the illustrations given below since, for reasons unknown, the contents of public service entrance examinations have not been made public in the past; a few instances, based upon the recollections of persons who have taken the entrance examination in the past as well as those reported in the press, are here cited to show the meaninglessness of some of the types of questions used.

Illustration No. 1

Four replies are given to the question of what a section personnel

should do when his chief enters the room and finds him reading the newspaper during work hours. They are: (1) Continue rading; (2) stop reading; (3) go out of the room; and (4) show the newspaper to the chief and say that there is such and such an item in it. The last answer (4) is said to be correct.

In connection with the above question, the Asahi Shimbun of 15 November published the following comment:

"The replies might to some extent serve as a clue in judging character. The first reply indicates insolence; the second, obsequiousness; the third, defiance or insubordination; and fourth, currying favor. But in no case can it be accepted that (4) is correct and all the others wrong.

"It appears that the government is asking as public service personnel fellows who are dishonest, adept at cunning and have the knack of pandering to their superiors. If persons of this kind become public officials they would exploit the privilege of their position, accept bribes and putting on the mantle of authority act haughtily before the people. Woe be unto us if there is an increase in officials like this. We wonder what the government and the National Personnel Authority think to be the qualifications of national public service personnel. We don't believe they have become the branch shops of the "Fountain of Knowledge" (The Japanese version of "Information Please")

or "Tonchi Kyoshitsu" (Radio's "Room of Wit"), but viewed as a whole the questions are so silly that they are hardly worth talking about."

Illustration No. 2

To the question what a section chief should do when the office boy spills a cup of tea there are four replies: (1) remain silent; (2) scole; (3) report his name to the employees' association; and (4) report to the employees' association without mentioning the boy's name. Reply (4) is said to be correct.

Illustration No. 3

Keeping in mind the spirit of majority rule in a democracy, point out the reply which you consider to be the most proper among the following: (1) It can be said that the opinion of the majority is always right; (2) You do not have to submit to the decision of the majority if you think your own opinion is right; (3) Deprivation of freedom of speech by the rule of the majority should be permitted; (4) even if it is the opinion of the minority an opinion that is right should be respected; (5) the results of a majority vote are absolutely never changed no matter how long a time passes. Reply (4) is said to be correct.

This being the method of examination, persons of high competence do not necessarily come out on top. To cite an instance, an official sent by a certain Ministry to serve in the National Personnel Authority

came out on top in the NPA examination, but because of his utter lack of administrative ability the Ministry was asked by the NPA to take him back.

2. Points Relative to the Examination Which Require Further Consideration.

a. Quite apart from the advisability of an open competitive type of examination as a question of policy, there are doubts whether such an examination can be conducted on the basis of the provisions of Paragraph 9 of the Supplementary Rules of the National Public Service Law or whether the examination can be decided and conducted with a mere public notice. On page 129 of his book "The Revised National Public Service Law" Mr. Kiyoshi Asai, President of the National Personnel Authority states, "The examination in this instance is of a special nature and will be held for the present incumbents in office. In view of the importance of positions above that of assistant to chief of section, it is to consider whether the incumbents are competent or not."

b. In respect of persons in private walks of life who take the examination no clarification has been made as to their prerequisites for certain government positions and to the method of computing length of experience in determining their appointment qualifications.

c. There are many instances in which the classification of positions and prerequisites do not conform with actual conditions, necessitating, thus, a re-examination of position classifications.

Take, for instance, the position of chief of the Work Section of the Correction and Rehabilitation of the Attorney General's

Office. Although the occupant of this position is required to have a specialized knowledge of correction and rehabilitation, knowledge of general administration is all that is prescribed as a prerequisite for this post.

Persons holding responsible positions in the Local Autonomy Agency must have adequate knowledge and experience regarding both local administration and local finance, but in this instance the examination is divided into one on general administration and another on finance. From the standpoint of protecting the interests of local public bodies it is not considered advisable to impose two different kinds of examination.

d. The projected examination will be given to 60 different position classifications of which a large number will apply to the Ministry of Transportation and the Ministry of Welfare, indicating thus a great disproportion to other ministries. In the Ministry of Welfare for instance the positions of chief of the nursing section and chief of the narcotics section will each be given an entirely exclusive examination. It is considered therefore that there seems to be a great lack of balance in the classification of examinations.

3. Some Evils Which Would Result from the Present System of Examination.

a. In such a temporary agency as the Economic Stabilization Board which is staffed with personnel sent by several different ministries a wide difergence arises between the position classification of personnel

now in the ESB and that in their ministry of origin, judging from the classification given in the NPA's public notice. For instance, the chief of the Production Bureau and the chief of the Power Bureau belong to the finance and economics classification, but in their ministry of origin, the Ministry of International Trade and Industry, there is no finance and economics classification except for two lower level posts of chief of section. To cite another example, the present deputy chief of the Trade Bureau is placed in the finance and economics classification but in the Ministry of Foreign Affairs from which he was sent there is no such classification. A situation such as this would in the future render interchange of personnel impossible.

In the Attorney General's Office, experience in legal affairs is necessary; hence, its administration is being conducted with judges from the courts, procurators from the procuratorial offices and other qualified personnel. In view of the fact that judges and procurators are exempted from the proposed examination, there is every likelihood of the judges and procurators who now staff the Attorney General's Office of returning to their career positions, leaving the AGO bare of competent legal officials.

Another instance is the Special Examining Bureau of the Attorney General's Office. Special selection should be made of the chief of this bureau, for his qualifications cannot be screened or

judged by an open competitive examination alone. Notwithstanding the fact that ideology, career, experience and other factors should be weighed in selecting an official for this position, it is open to public competitive examination just as are other positions, completely ignoring the special nature and requirements of the position.

b. Interchange of personnel with private institutions and employment of persons of superior ability from private fields of endeavor will be rendered impossible.

In such agencies as the Ministry of International Trade and Industry and the Economic Stabilization Board the special nature of their mission requires the employment of highly qualified personnel from private fields. If under the proposed examination system personnel cannot be appointed except from among those who have passed the examination, it is not likely that persons of ability in private fields of work will care to take the examination. Moreover, persons from private fields who now hold positions were especially requested to take them because of their knowledge and experience. Should these persons be required to take an examination to determine their competence, it is quite likely that they would resign and return to their former work.

c. If the appointing officer is required to make appointments from such a small number as three appointment candidates, cases might arise where he would not be able to find among them a person whom he

could acknowledge as fit for the position. Practically speaking, it is difficult if not impossible to judge the matter of superiority or inferiority between a person who ranked third and a person who ranked fourth in an examination. If, as a result of the appointment of an unsatisfactory person by the appointing officer, the smooth functioning of administrative business is impeded, the unreasonable situation would arise where the appointing officer will have to bear the responsibility for the appointment.

d. If personnel appointments are determined by the preference of the examinees themselves, the situation may arise where many will be taking the examination for certain positions and none for some positions. Personnel administration would, in such a case, be disorganized and it would become difficult to place the right man in the right post.

e. *By the projected examination personnel appointments will be more or less fixed for the next two years. It would be difficult to find among good public servants anyone who would show a preference for such positions as that of chief or secretariat, chief of the secretarial section or the chief of the personnel section whose duties involve negotiations with unions. If preference for these positions is shown it will be shown by persons who have an unusual interest in union movements and activities. In such an event the consequences to personnel administration would be undesirable.

f. At the time of the personnel retrenchment program the policy actually adopted was to discharge non-cooperative personnel, but in

the proposed NPA examination the possibilities are that the screening of applicants will be no more than a formality (Application Form 17) and because it is an open competitive examination the policy of excluding non-cooperative persons is not being taken. Hence, there is a contradiction of policy between the personnel lay-off program and the projected examination and concern is felt over the possible consequences.

6. Japanese mentality prevents a person from showing preferences for a position already held by his colleague or by his superior. It is another matter if the competition is for a vacant position, but sense of fair play dictates otherwise when a position already occupied is involved. Hence, if there should be any one who would seek an occupied post, there may be many persons of inferior character among them.

4. Aspects Regarding Which Improvements are Requested.

a. In view of the points of doubt with regard to the classification of positions and method of examination indicated above, it is desired that upon full consideration of them the views of the various ministries and of the Diet as well as the public also be heard and studied and that an opportunity be provided to make the proposed examination really worthwhile.

b. In order to give the appointing officer a wider latitude of choice in making appointments, it is desired that

(1) In addition to the projected examination a system be provided

which would allow for full consideration of an examinee's past service record, personality, career, and demonstrated administrative competence; and

(2) Instead of limiting the appointment candidates to the three top examinees a system be established under which appointments could be made from among examinees who have passed a specified passing grade.

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CIVIL SERVICE DIVISION
Government Section

6 December 1949

MEMORANDUM FOR : Brigadier General Courtney Whitney
Chief, Government Section

SUBJECT : Reply to "Aide Memoire" dated 2 December 1949

1. An "Aide Memoire" dated 2 December 1949 has been submitted to this office for comment. The subject deals with the critical examinations now being planned by NPA under the provisions of the NPSL for the top administrative positions in the Japanese National Government. Article 9 of the first Supplementary Provisions of the NPSL specifically provides that persons holding positions of "Administrative Vice-Ministers, Chiefs and Assistant Chiefs of Bureaus, Section Chiefs and Assistant Section Chiefs, and other similar positions as designated by the Authority" are deemed as holding temporary appointment not to exceed 3 years from July 1, 1948. Prior to the expiration of this temporary appointment "for the purpose of proper administration of the public service, the Authority may give appropriate examinations to any employee holding any government position whatsoever and make transfers or removals." In regard to these positions specified above, "the Authority shall administer the necessary examinations under this law within 2 years after July 1, 1948."

It is the consensus of the opinion of this Division that "Aide Memoire" represents an attempt at the highest legislative and administrative levels by the bureaucrats to nullify the critical examination program. Thus the bureaucrats with the assistance of their Diet adherents are exerting the strongest pressure at their disposal to perpetuate themselves in their government positions.

If the suggestions or requests as contained in "Aide Memoire" were to become actual amendments to said Article 9, they would serve to completely destroy the objectives of the critical examinations and at the same time cause to be abandoned one of the goals of the Occupation.

This attempt and the reasoning behind it indicates that the bureaucratic incumbents are fighting for the maintenance of their power and undoubtedly this action represents the opening gun in their campaign to abolish any necessity for requiring them to prove their competence before the Japanese people.

2. The opening statements made in the "Aide Memoire" challenge the decision that these examinations should be made on an open, competitive basis. Mr. MacCoy, Acting Chief of the CSD, in a recent press conference

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indicated a number of technical purposes behind these examinations consistent with the basic policy decided by the Japanese Government that these examinations should be conducted on an open, competitive basis. The Hoover Advisory Commission in its Report clearly pointed out that the top bureaucracy of the Japanese Government was not democratic in its practices or in its method of securing personnel. In fact, it was estimated at that time that approximately 80 percent of the top level positions were held by graduates of a single University. The Japanese Government sought the assistance of this Headquarters in installing a democratic and efficient civil service for their government. To implement this installation, the NPSL was enacted and provided specifically for the conduct of the examinations for the higher bureaucracy.

In contrast to the figures shown in past recruiting procedures, recent examinations held on an open, competitive basis by the NPSL resulted in 240 appointees being selected from 25 different Universities and 46 prefectures. It is hoped that as a result of the critical examinations the higher administrative positions will be filled in the same manner wherein all those who are qualified are given an equal opportunity to compete.

3. The first request is that the NPA should prepare the lists of employment eligibles in consultation with appointing officers. It is well known to this staff that there is a desire to eliminate objective and written examinations in the selection of candidates as required by Article 9. The bureaucracy would much prefer to have an individual evaluation made of their training and experience and personal qualifications which, if coupled with the advice and influence of their appointing officers, could be accomplished in such a manner that their appointment would be assured. The suggestion wherein the selection of incumbents would depend entirely upon a consultation between NPA and an appointing officer obviously would violate the impartiality and scientific basis on which these open, competitive examinations are to be conducted. The primary basis for the decisions as to whether a candidate has succeeded in the examination and in what order candidates should be certified to an appointing officer will rest largely on short-answer, objective written examinations. The examination includes not only a section involving written and assembled test material but also evaluation of their administrative abilities and personal characteristics. It moreover includes a probationary period for those who subsequently are appointed to positions as a result of the examination. The probationary period offers the supervisor six months in which to observe the ability and leadership of his employee and is considered a working test period, a basic part of the examination process. The appointment of no new appointee is deemed permanent until he has satisfactorily passed the probationary period.

All successful condidates in the examinations are to be investigated relative to their administrative abilities and personal characteristics. It is not planned to "consult" with appointing officers in the American

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sense of the word. To do so would be contrary to the principles of the merit system in that obviously the facts or information given by superiors in relation to competing subordinates may be unfair both to said subordinates and candidates from private employment. It must be borne in mind that the appointing officers and supervisors, in most instances, must also take the examinations in question. The usual technique is to make an impartial investigation of all candidates who successfully pass the required written examinations. Such investigation may include a personal interview with the candidate's superior or may be a reference verification in the form of a printed questionnaire depending on the level of position and the duties and responsibilities. Such investigation will vary slightly according to the level of position for which the candidate is being examined.

Consultation as is used in the "Aide Memoire" would be obviously unfair from the viewpoint of the public and many candidates in the examinations who are not incumbents. The public could be quick to criticize the purpose of the consultation in that they may hazard the guess that this gives the incumbent an undue advantage tending to perpetuate the present bureaucracy in their positions. The incumbents themselves, on the other hand, if competing against an appointing officer for his position, may be given an unfair and derogatory evaluation if the appointing officer were fearful of their replacing him through the examination process. On the other hand, if a bureau chief desired to perpetuate the incumbents in their positions, he could also be unfair to outside candidates by giving the incumbents undue build-up.

4. The second request is that certification of eligible candidates for each vacancy be expanded and not limited to three candidates. The recommendations of the Herbert Hoover Report on "personnel management" for the federal service is cited in support of this request.

The Japanese may interpret the Herbert Hoover Report to suggest that all successful candidates be certified to the appointing officer. Nothing would please the bureaucrats more than this procedure. This technique alone could serve to perpetuate every incumbent in his position who successfully passes the necessary examinations. The examinations in that instance would simply be qualifying in character.

It should be pointed out that the Herbert Hoover Report is simply a suggestion and has almost no, if any, basis for fact in American practice today either on the federal, state or municipal level. The procedure of certifying either the three top eligibles or only the top eligible is the prevailing practice.

Considering the bureaucracy as it exists today and the purposes and objectives of the critical examination program, it is absolutely essential to place only those who are found to be the best qualified in the top level administrative positions in the Japanese Government. To do this, it was felt necessary to restrict the selection of the appointing officers to but three eligibles.

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It must be remembered that the number of potential candidates for these high level positions will be restricted in number due to the high entrance qualifications and the limited available number of people in Japan who could possibly possess these qualifications. Under such circumstances, if the appointing officer were to have a wider choice of eligibles, such as a list of five or more, or even the entire list of successful candidates, it might well result in perpetuating a majority of incumbents in their positions and defeat the purposes of the examination. If the critical examinations relative to top level positions are to accomplish their purpose, it is necessary to recognize that only the best qualified persons are to be considered. Under valid testing procedures, the candidate who places highest on an eligible list is the best qualified and those who rank lower on the list are correspondingly less desirable or less qualified for one or more reasons. Therefore, because it is held that differentiation can be made through the ranking of candidates on an eligible list, it has been deemed advisable to certify the three highest persons from each list to the appointing officer.

5. The third point requested is that <u>appointing officers be permitted to review with NPA its decisions on examinations</u>. This item could be the most vicious of the three requests. It is our understanding that the Japanese would interpret such a review on the part of the appointing officers to actually mean that even after an eligible list has been formally promulgated, possible review of the rankings of the eligibles could be effected. Thus, if an appointing officer were not satisfied as to where an incumbent were ranked on an eligible list, it would be possible for him to request reviews, possibly indefinitely. Put more bluntly, it reduces the standings of persons on an eligible list on the basis of "negotiations" between the appointing officer and the NPA. If NPA stood its ground, it could mean months of delay before an eligible list would be finally determined and the rankings of the incumbents agreed upon.

The reaction to such "negotiations" by the public as well as the participants from private employment would be such that the entire examination program would be discredited and future examinations for other positions in the Japanese Government would undoubtedly be held in a similar light.

"Review" in Japanese implies a re-evaluation of an existing situation with the probable result of concurrence to cause a change in the original decision. In any public examination program, the integrity of the examining process must be protected. Every effort has been made by NPA to conduct an adequate and scientific public examination for these high level positions consistent with American practices and experience. Short-answer, objective tests leave no room for bargaining or negotiation.

FOSTER B. ROSER
Acting Deputy Chief
Civil Service Division

CONFIDENTIAL

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2 December 1949

AIDE MEMOIRE

It is the understanding of the Japanese Government that the purpose of the projected examination of higher officials is to examine the competence of those who presently hold positions in the government in accordance with the provisions and the purport of Article 9 of the Supplementary Provisions of the National Public Service Law. However, in a press release issued a week ago, Mr. MacCoy, Acting Chief of the Civil Service Division, indicated that these examinations are intended to

(a) Provide for confirmation of those officials who are best suited for their present positions.

(b) Provide for the promotion of those officials who are best suited to assume higher positions.

(c) Provide for the selection and appointment of those private citizens who are best suited for responsible government positions.

It is considered that this explanation is somewhat at variance with the understanding of the Japanese Government as mentioned above. However, if in view of the various circumstances it is deemed necessary to modify the examinations and make them open and competitive, it is desired, in carrying them out, that special consideration be given so that the intended object will be attained and the examinations will be consonant with actual conditions.

1. Since the appointment of a public official is made on the basis of an overall evaluation of the "result of his examination and the merit of his performance of duties or other demonstrated abilities" as prescribed in Article 33 of the National Public Service Law and since in the case of the present incumbents especially their ability for leadership, organization, planning and external negotiations, their character and their performance of duty are under daily examination by their appointing officers, it is desired only in connection with this particular examination that the National Personnel Authority prepare the lists of qualified candidates for appointment upon consultation with the appointing officers in order that their views on these requisite points may be given full weight.

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2. Since it will be difficult to obtain the right man for the position if the number of qualified candidates is limited to only three, it is desired that the scope be expanded as much as possible.

In this connection the Report on "Personnel Management" by the Hoover Commission on the Organization of the Executive Branch of the Government might be cited. Its pertinent points are as follows:

On Page 16 (Chapter III, Problems and Proposed Remedies) the Report says:

> Under the merit system as it operates in the Federal Government, appointing officers are generally required to select persons for jobs from among no more than three names of qualified applicants. This rule is, in our judgment, unnecessary from the standpoint of insuring that selections will be made on the basis of merit and, at the same time, it often operates so as to keep the government from getting the right man for the job.

On Page 18 (Recommendations) the Report further states:

> All applicants for civil service posts should be grouped into categories such as "outstanding", "well qualified", "qualified" and "unqualified".
>
> Appointing officers should . . . start with the highest category of qualified applicants and select anyone in that category for vacancies.

3. In view of the fact that the projected examination is a totally new experience both to the examiner and the examinees and unforeseen situations which call for appropriate adjustment might arise, it is desired that if and when an appointing officer asks the National Personnel Authority for review and the National Personnel Authority deems there exists reasonable justification therefor steps be made available for such review.

PRESS TRANSLATION.

1- ~~Mr. Shimoda~~ Mrs
2 ~~Mr. Tanaka~~ HK
3- file

NISHI NIPPON -- 6 December 1949

Mr. Mac Coy, GHQ, Civil Affairs Officer, Emphasizes Fair Method of Civil Service Examination.

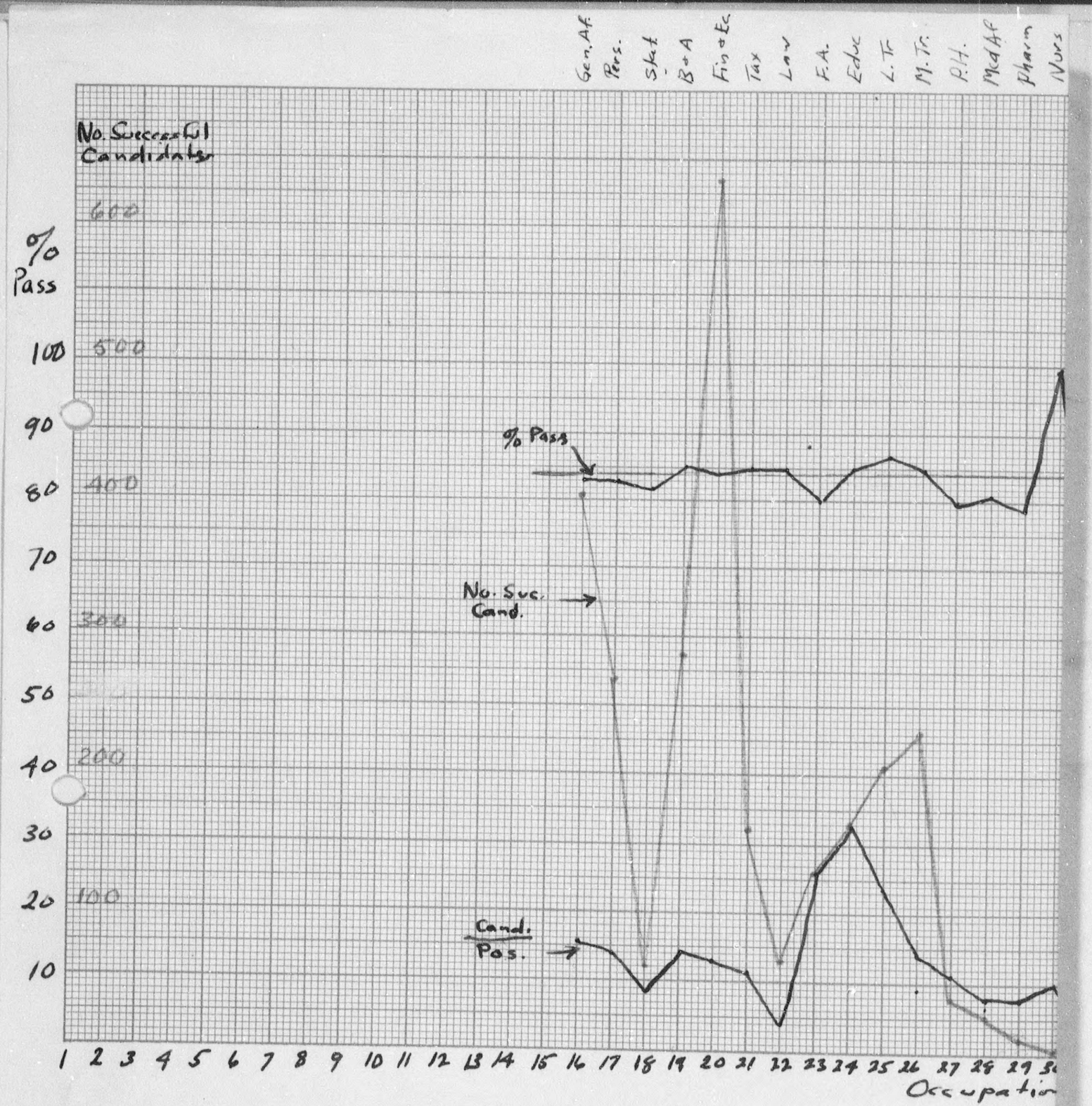
Mr. Mac Coy, acting Chief of Civil Service Division, Civil Administration Section, GHQ arrived at Fukuoka to inspect Personnel Board, Kyushu Branch Office and held a press interview at Kyushu Civil Affairs Region on 5 December.

WPB 13/15

As to the scheduled examination which is to be imposed upon high class Japanese government Officials early next year, he stated as follows:

"The examination for high class government officials which has already been carried out in the United States and Australia, is considered the first step in making the Japanese public officials increase their efficiency. The questions which will appear in the examination aim at testing the real ability of each official. However, the questions might be different from those being rumored now. Hitherto 82% of high class government officials from vice-ministers down to assistant section chief, have been Tokyo University graduates. This unfair fact might be attributed to the fact that Tokyo was the only place in Japan where the examination had been held. However, local branch offices of the Personnel Board have recently been established at several places throughout Japan where the same examination will hereafter be held. Morever, priority system which had been given to those who took law courses, will be abolished. Now chance has come for examinees to utilize their own special ability. I hope the young generation, in Kyushu specially the young women, should take the examination to become public officials.

Greetings from Kyushu.
Rowe.



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Niéces 5-1 Jan Shimomura

27 November 1949

Mr. Pierce MacCoy:

WFB
12/9/49

Dear Sir:

I am at present employed by the Government and occupy a position in grade 10 and have applied for the coming examination to be held in about a month.

Before going any further, I would like to express my whole-hearted support of this examination which I feel is most certainly a democratic one and which is going to be executed on a very equitable basis.

In the past, appointments to the positions of section chiefs were restricted to graduates of State Universities and individuals graduating from Technical and Private Universities had little chance to obtain these positions. There were exceptions, but these were very few and far between and furthermore, to get advancement to bureau chief or to a vice minister's post was almost non-existent.

Individuals going to technical schools and to night classes of private universities were compelled to take these courses due to financial reasons but this did not in any way deter nor prevent them from acquiring the necessary qualifications for these positions.

The point upon which we are at present dubious about concerns the distribution of weight on the written examination and the investigation of personal character. Present incumbents are making a strong representation to N.P.A. that greater stress or points be given on their background. The reason for this, I am quite sure, is that if this is so, a greater number of points can be amassed in the final analysis over persons who are in grade 10 or persons from the private industries.

I would like to stress this point to the officials of GHQ that this matter be very carefully weighed and a fair solution to the problem be devised.

I sincerely apologize for this very informal letter,

I remain,

A PUBLIC SERVANT.

No. 1

はパネラの従来の階
突然ながら、私を差し失礼の段お容赦下さい。
私は現在某官庁に勤務している十給職の者で、年令
一月施行せられる高等文官試験を受験
いたしたいと希望している者であります。
先ず私は今回施行せられる試験は、真の民主々義
に基く公平な試験であると
あります。
従来課長以上の上級官職は帝大卒業生の者で占められ、その内学校や
又大学生の者で治んど全部
私立大学夜間部出の者は
パスした者でも縁故採用されることは
課長に任命されることはあっても

No. 2

更に局長や次官になるには皆無といってもよい位です。
多くの学校や私立大学夜間部を卒業した者は経済的な
理由から昼間部を卒業した者が多く、従って能力中心
主義ですので多くの学校や私立大学夜間部出身の者に
とっては非常に有利にたちますのでこの試験は能力
唯心配のない場合が多いのです。このような試験は能力
なく人物考査が情実によって
支配されるのではないかという一点です。現在課長以上の
官職に就任している人々は人物考査を重視し、人事院
が成績順を決定するに際しては筆記試験よりも人物考査に重きを置くべきだとの意見をもち猛烈に
人事院に運動している模様です。その理由は、現

No. 3

課長以上の官職にある者は、現に二千等の官職にについていない者（十級職の者や民間人）より上位の者をかち得ることが出来るとにおいて有利な点、教育上の予想をもっているからだと思われます。

私はこの人物考査が公平に実施せられるよう希望し令部の特別の考慮を願いする者です。

失礼ながら申上げます。

敬具

十月二十七日

W・ピアース・マツコイ様

一官吏より

PRESS RELEASE

By W. Pierce MacCoy, Acting Chief, Civil Service Division, GHQ, SCAP. (Not to be released prior to 1000 hours 26 November 1949).

The Japanese National Personnel Authority has announced the examinations for certain key positions in the Japanese National Government as required by Article 9 of the Supplementary Provisions of the National Public Service Law (Law 120 of 1947). These examinations are to be held on January 15 and 22 of 1950. To make it convenient for all Japanese citizens to take these examinations in order to prove themselves adequately qualified to fill key posts in their National Government, the National Personnel Authority has established fourteen examination centers throughout Japan.

Not only General Headquarters, but all the democracies of the world are watching this coming examination with interest. They all realize that this examination constitutes one more step which a revitalized Japanese Government is taking to prove to its own citizens and to the world that it is earnestly striving to establish democracy firmly in Japan. Through this process every citizen has an equal opportunity to be considered for a job in his National Government and to be judged solely on the basis of proven abilities as displayed in an open competitive examination.

It is heartening in the extreme to note that the Diet members, who are the elected representatives of the people of Japan, considered and weighed this matter carefully when they were considering the National Public Service Law. They decided that it was necessary to assure the people of Japan that their public servants were properly qualified to serve the country's best interests and that the most efficient way to prove this was to require all would-be public servants entrusted with the Government's business to pass modern type examinations conducted by an impartial body. Further, the Diet realized that it must first establish qualified leadership throughout the structure conducting the business of the country for its citizens in the most modern and efficient manner and within the concept of the new democracy. The Diet's expression of its thought became Article 9 of the Supplementary Provisions of the National Public Service Law.

At the time this section of the National Public Service Law was being considered, it was fully realized that there would no doubt be a few individuals within the Japanese Government who had gained their appointments or had been promoted to positions of prominence through favoritism who would object very strenuously to any change in the Government's personnel laws. Such officials had been appointed or promoted without any regard as to whether they were technically qualified to perform the duties required in their positions or whether they were capable of leading or directing competent technicians in specific technical fields.

These factors were fully discussed between the Personnel Committees of both Houses of the Diet and GHQ, SCAP, and full approval and encouragement were given by GHQ to the Diet Personnel Committees when the provision was inserted into the law requiring the executive officials in the upper levels of the Japanese National Government to prove their competence to hold positions of responsibility in the National Government by taking and passing appropriate modern examinations conducted under modern democratic methods by an impartial body.

It is generally agreed that the majority of the present government officials are able, competent men and women and, therefore, this group has nothing to fear from modern examination techniques or any examination, or series of examinations, given by an impartial body under modern personnel methods. It would only be the incompetent, the administrative misfit, and the technically unqualified who would have anything to fear from such impartial examinations employing modern personnel techniques. Neither the Diet, GHQ, SCAP, nor the National Personnel Authority have been surprised by the protests of this small group.

The National Personnel Authority has prepared to carry out the Law with courage, integrity and vigor. It has made a careful analysis of the problem and has made comprehensive and detailed plans which are well designed to accomplish the objectives of Article 9 of the Supplementary Provisions of the National Public Service Law. Its attitude has been objective and impartial, completely free from bias or favoritism.

The large majority of competent officials who now staff the Government look with disdain on the objections raised against the examination process, fully realizing that open competitive examinations of a practical character related to duties of the various positions and administered by an impartial body, are the only means by which the public can be assured of the competence of its officials. The main fear of this majority is that the examinations will not be held.

It should be brought to the public's attention that these examinations accomplish 3 major purposes:

1. They provide for confirmation of the qualifications of those officials who are best suited for their present positions,

2. They provide for the promotion of those officials who are best suited to assume higher positions, and

3. They provide for the selection and appointment of those private citizens who are best suited for responsible government positions.

The Japanese people have a deep and direct interest in the accomplishment of these three major purposes by the Japanese Government and the consequent appointment of officials of demonstrated competence, free from the taint of favoritism and nepotism. Therefore, these examinations should be held as scheduled.

S-1

Article for "Kokusai" (December issue)
Y. Kasuya.

Approved
16 Nov '49

Examinations as provided by Article 9 of the Supplementary Provisions of the National Public Service Law

1. Object of the National Public Service Law

In the first place, the object of the National Public Service Law is to assure the people democratic and efficient administration of their public affairs by establishing basic standards which are to be applicable to all personnel who are national public employees and by providing that personnel are to be so selected and directed by democratic practices as to promote maximum efficiency in the performance of public duties. In a word this law is designed to establish a civil service of such type as may effectuate democratic and efficient administration of public affairs.

In order to establish such a civil service, the National Public Service Law provides therein various basic principles.

In the field of recruitment, the Law has adopted the great principle of a merit system and lays down the rule that appointment of all personnel is to be made on the basis of the result of examination, the service record or other demonstrated abilities. Consequently, initial appointment and promotion will, as a rule, be made by competitive examination. Particularly in the case of an entrance examination, it is a prime requisite that it be open equally to the people at large so that persons who will show the superior abilities may be appointed in government service. This is referred to as the principle of being open with equal opportunities to all. It is only by providing thus that it is possible to assure efficiant administration of public affairs on a democratic standpoint.

2. Significance of Article 9 of the Supplementary Provisions of the National Public Service Law

In Article 9 of its Supplemantary Provisions, the National Public Service Law provides as follows:

"Persons actually holding, on a date which shall be established by the

Authority, government positions as Administrative Vice-Ministers, chiefs and assistant chiefs of bureaus, section chiefs, and assistant section chiefs and other similar positions as designated by the Authority shall, as provided by rules of the Authority, be deemed as having received temporary employment in such government positions. Such temporary employment shall not exceed three years from July 1, 1948 and may be sooner terminated by rules or directives of the Authority. The Authority shall from time to time designate additional government positions similar to these government positions which shall be subject to the provision of this Article. For the purpose of proper administration of the public service the Authority may give appropriate examinations to any employee holding any government position whatsoever, and make transfers or removals.

In regard to the government positions as specified in the preceding paragraph, the Authority shall administer the necessary examinations under this Law within two years after July 1, 1948."

After all it need hardly be said that, in order to assure efficient administration of public affairs, it is essential to secure persons with superior abilities to various positions in government service, and this is one of the reasons why the National Public Service Law has adopted the great principle of the merit system. Generally speaking, in any administrative setup, the role of top-level executives, such as administrative vice-ministries, chiefs and assistant chiefs of bureaus, section chiefs, etc. is extremely important, and it is a sine qua non to secure qualified persons for such government positions for the purpose of assuring democratic and efficient administration of public affairs.

The purport of the provisions of Article 9 of the Supplementary Provisions is also to administer necessary examinations in respect to such top-level government positions as those mentioned above and to appoint persons possessed of the most superb qualifications for those positions, thus leaving nothing to be

desired in the way of realizing democratic and efficient administration of public affairs aimed at by the National Public Service Law.

3. Rule and directive of the National Personnel Authority governing the examinations and others as provided by Article 9 of the Supplementary Provisions

On November 12, for the purpose of administering the examinations as provided by Article 9 of the Supplementary Provisions, the National Personnel Authority established a necessary NPA rule, and also issued a NPA directive. The gist of their subject matter follows:

(1) Rule 7-4 of theNational Personnel Authority - "Examinations as provided by Article 9 of the Supplementary Provisions of the National Public Service Law"

Examinations for the appointment of personnel to the government positions designated by the National Personnel Authority in accordance with the provisions of Article 9 of the Supplementary Provisions of the National Public Service Law will be conducted by the National Personnel Authority, and necessary qualifications of candidates to take the examination will be separately provided by rules of the National Personnel Authority.

(2) Rule 8-10 - "Temporary employment as provided by Article 9 of the Supplementary Provisions of the National Public Service Law"

1) The designation of the government positions and the date as provided by Paragraph 1, Article 9 of the Supplementary Provisions of the National Public Service Law will be made by the National Personnel Authority by its directives.

2) Personnel actually holding designated government positions on thedate of designation will be deemed as having received temporary employment in such designated positions as from

the date of designation.

3) Such temporary employment will terminate when eligibles who are certified from employment eligible lists prepared as the result of the examinations are appointed to the government positions involved.

(3) Directive No. 18 of the National Personnel Authority - "Designation of the National Personnel Authority under the provisions of Article 9 of the Supplementary Provisions of the National Public Service Law

By this directive 2,618 government positions have been designated covering administrative vice-ministers, chiefs and assistant chiefs of bureaus, section chiefs, etc. of central administrative agencies and those of organizational levels similar to the foregoing in local branch offices and November 12 has been made the date of designation in respect to all those positions.

(4) Rule 8-11 of the National Personnel Authority - "Appointment of personnel to government positions designated by the National Personnel Authority under the provisions of Article 9 of the Supplementary Provisions of the National Public Service Law"

1) With a view to providing for appointment of personnel to designated government positions, the National Personnel Authority will prepare employment eligibles lists based on the result of examinations as provided in Rule 7-4 of the National Personnel Authority and certify the names of eligibles to an appointing officer who will appoint personnel from among the eligibles thus certified.

2) Requests of an appointing officer for certification in the case when he intends to appoint personnel to designated government positions forthe first time will all be considered to have been filed with the National Personnel Authority

on the date of adoption of the employment eligible list involved.

3) The appointment of personnel under an employment eligible list will be made from among three aspirants for one vacancy in the order of their priority based on the result of the examination out of those entered in the employment eligible list involved and approved by the Director-General as being qualified therefor in the light of qualification requirements as separately specified by the National Personnel Authority.

4) As to the certification of eligibles, the Director-General will select the aspirants who are to be candidates for appointment to the designated government positions involved and certify the names of eligibles equal in number to the number of the designated government positions to be filled plus two.

4. Public announcement of examinations as provided by Article 9 of the Supplementary Provisions of the National Public Service Law

On November 12 the National Personnel Authority established the NPA rule referred to above and issued the NPA directive, and at the same time made public announcement of the examinations as provided by Article 9 of the Supplementary Provisions of the National Public Service Law. The gist of this announcement follows:

(1) With a view to securing capable persons widely from both government and non-governmental circles, the examinations will be administered on an open competitive basis. Consequently, not only persons who are at present in government service but also those in non-governmental circles may take the examination provided that they meet the qualification requirements.

(2) The government positions for which the examinations are to be held are those (2,681 as of November 12, 1949) designated by the National

Personnel Authority. However, it is impracticable to conduct examination individually for each of these positions, and, therefore, to meet the requirements in the administration of examinations, these positions will be divided into 60 kinds of occupations according to the similarity of the duties and responsibilities involved and other factors.

(3) All the designated government positions are top-levels in the administrative setup of our country, and it goes without saying that certain specific qualifications are required for making appointment to each of those positions. Such being the case, for the purposes of appointments to be made possible by the examinations, the positions for which this examination is to be given will be divided into four levels according to the degrees of responsibility of the positions, etc.

(4) The examination will be held for each kind of occupation, and as qualifications for taking the examination it is necessary that candidates should be a full 30 years of age or over on the deadline date for applications and should have certain specific qualifications for appointment to one of the positions belonging to the occupation for which he intends taking the examination.

(5) Qualifications for appointment consist of general and special qualifications, necessary experience and qualifications being specified for each of the levels in respect to general qualifications and for each of the positions in respect to special qualifications. However, persons occupying on the deadline date for applications the government positions for which this examination is to be given may take the examination even if under 30 years of age, and, moreover, notwithstanding the provisions for general and special qualifications, may be appointed to such positions or those

requiring the same qualifications for appointment.

(6) The examinations will be divided into the first and second examinations. The first examination will be the same for all kinds of occupations and will consist of a test of general administrative ability, while the second examination will consist of a test of technical knowledge for each kind of occupation involved. The second test, however, will not be given for certain kinds of occupations.

The government positions for which the examination is to be held are all top-level positions in administrative agencies of this country, and it is only right and proper that persons to be appointed to such positions should possess not only technical knowledge in respect to those positions but also full-fledged general administrative ability.

(7) The date of the first examination is January 15, 1950 and of the second January 22 of the same year. Outside Tokyo the examination centres are the places where a regional office of the National Personnel Authority is located, namely, Sapporo, Sendai, Nagoya, Osaka, Takamatsu, Hiroshima and Fukuoka, and, in addition, Obihiro, Akita, Niigata, Kanazawa, Matsue and Kumamoto - a total of 14. The reception period of applications is from November 21 to December 24, 1949.

Successful candidates of the examination will be entered on the employment eligible list as provided by Rule 8-11 of the National Personnel Authority and, after considering their personal preferences, will be certified to appropriate designated government positions, while the appointing officers will make appointments from among the eligibles thus certified.

5. Conclusion

The government positions of administrative vice-ministers and below designated by the Director No. 18 of the National Personnel Authority in accordance with the provision of Paragraph 1 of the Rule 8-10 of the National

Personnel Authority are top-level positions in administrative setup of this country, and it is an unprecedented thing that an open competitive examination like the present is to be conducted for such positions. However, as already described above, the appointment of most qualified persons to such top-level positions is a sine qua non for the purpose of assuring democratic and efficient administration of public affairs.

It is presumably with such idea in mind that the Diet had purposely made these provisions of Article 9 of the Supplementary Provisions.

Now, thanks to these provisions the door for appointment in government service has been opened to the general public. It is our sincere wish that persons qualified for taking the examination, regardless of whether they be in government service or private employment, will make effort to apply to sit at the examination, so as to accomplish the objectives aimed at by the National Public Service Law.

(Furthermore, as to detailed information concerning this examination, reference is invited to the pertinent rule and directive of the National Personnel Authority as well as the public announcement of examination (Official Gazette of November 12, 1949), and, if there be still any doubtful points, please address your enquiries to the National Personnel Authority or its regional office).

12 Nov. 1949

Press release by the President of the National

Personnel Authority

Administrative officials in the regular service should be loyal and hardworking advisors to the Diet and the Cabinet, possessing a great deal of knowledges and skills.

The examinations which will be soon administered as provided for by Article 9 of the Supplementary Provisions of the National Public Service Law are designed to remove the evils of our old bureaucracy and find employees who are really excellent in this sense for executive positions.

The examinations are administered on an open and competitive basis in order to seek capable persons far and wide from among the people according to the principles of equal treatment and renew the atmosphere in the government service.

8

Press Release 11/8/49

Concerning Examination pursuant to Article 9 of the Supplementary Provisions of the National Public Service Law.

November 12, 1949

Released by Secretariat

of the National Personnel Authority

Now, the N.P.A. administers an open competitive examination in order to appoint personnel to the designated positions by Directive No. of the NPA pursuant to the provisionsof Article 9 of the Supplementary Provisions of the National Public Service Law. The purpose of this examination is to appoint the best qualified persons to the higher positions of the administrative organizations of our country and, thereby, to realize the democratic and efficient operation of public service in accordance with the spirit of the National Public Service Law.

The designated positions are the Administrative Vice-Ministers, Chiefs of Bureaus, Deputy Chiefs, Chiefs of Divisions and Sections etc. in the central administrative organizations and corresponding positions to these in local branch offices, including all of them except those which are very ~~much~~ technical and special.

They number 2620 as of November , 1949.

These positions are divided into 60 occupations according to the similarity and other elements of their jobs owing to the necessity of the operation of examination, and are divided into four grades according to the degree of their responsibilities and other elements owing to the necessity of the appointment.

The examination is held according to each occupation. The qualifications for taking examination are those who are over 30 full years of age as on the deadline day of the application and who have a certain qualifications required to be appointed at one of the positions belonging to the occupation of which they want to take the examination. Not only those who are national public

service employees at present, but also anyone of those who are out side the government, if they have the required qualifications, can take the examination. It goes without saying that both sexes are not discriminated. The qualifications of appointment are the general qualifications and the special qualifications. Necessary experiences and qualifications are regulated according to each step in case of the general qualifications, and ~~while~~ according to each position in case of the special qualifications. However, those who are at the positions which are the objects of this examination may take the examination even if they are under 30 full years of age and may be appointed to the positions or ~~the~~ positions which require the same qualifications disregarding the provisions of the general qualifications and the special qualifications. The examination is divided into the first one and the second one. The first examination is to test the general administrative ability through the examination items common to each occupation, while the second examination is to test the technical knowledge of each occupation according to each occupation. However, the second examination is omitted in a certain occupations. The first examination is scheduled to be held on January 15, 1950, while the second examination from January 22 to ~~January~~.

For those incumbents of the designated positions who can not take the examination owing to disease and so on, the ~~supplementary~~ follow-up examination may be conducted according to the separate regulation in case the NPA permits.

The examination centres are fourteen places, that is, Sapporo, Obihiro, Akita, Sendai, Tokyo, Niigata, Nagoya, Kanazawa, Osaka, Takamatsu, Hiroshima, Matsue, Fukuoka and Kumamoto.

The successful candidates of this examination shall be registered on the employment eligible list pursuant to Rule No. 8-3 of the NPA and certified to proper designated positions after their wishes are considered, then the appointing officers appoint persons out of those certified eligibles.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

File No.: Subject: National Public Service Examinations for Higher Level Positions in the Japanese Government — Mr. MacCoy 26-8925

Note No.: 1

From: GS To: ESS Date: 3 Nov 1949

1. In order to inform all concerned sections of the various aspects of examinations for higher level positions within the Japanese government, including vice ministers, bureau chiefs, and section chiefs, a conference is being held at 1400, on 10 November 1949, in Room 600 J of the Dai Ichi Building.

2. Based on past conferences held on this subject, it is felt that the following divisions of your section will be primarily concerned: Fair Trades and Practice; Japanese Finance;Foreign Trade and Commerce; Foreign Exchange Funds; Industry; Internal Revenue; Labor; Price and Distribution; Programs and Statistics; Scientific and Technical; Textile; Tourist and Service; and Utilities and Fuel Divisions. Other divisions of your section which may be interested are also invited to attend.

3. It is requested that the names of the section representatives, who will attend this conference, be furnished to Chief, Government Section, Attention: Civil Service Division (26-8932) prior to 1500, 8 November 1949.

C. W.

WFM/EAJ/CMH/csk
C. M. Hamm, 26-7406
8 November 1949

2. From: ESS To: GS

The following named individuals from the divisions of ESS as indicated are listed to attend the conference to be held at 1400 on 10 November 1949 in Room 600 J of the Dai Ichi Building.

Mr. John Capron	Foreign Trade & Commerce
Captain D. W. Ivey	Textile
Mr. C.W. Becker	Tourists and Service
Mr. M. M. Class	Industry
Dr. B. C. Dees	Scientific & Technical
Dr. H. C. Kelly	" "
Miss R. Z. Chambers	Utilities & Fuel
Mr. W. M. Walker	" "
Mr. S. T. Baron	Japanese Finance
Capt. W. F. Ganow	Foreign Exchange Funds
Mr. James E. Monroe	Internal Revenue
Mr. R. M. Gillies	Fair Trade Practices
Mr. Russell Boner	Price & Distribution
Mr. Bernarr Mazo	Labor

for W. F. M.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

File No.:

Subject: National Public Service Examinations for Higher Level Positions in the Japanese Government

Mr. MacCoy 26-8925

Note No.: 1

From: GS To: CTS Date: 3 Nov 1949

1. In order to inform all concerned sections of the various aspects of examinations for higher level positions within the Japanese government, including vice ministers, bureau chiefs, and section chiefs, a conference is being held at 1400, on 10 November 1949, in Room 600 J of the Dai Ichi Building.

2. Based on past conferences held on this subject, it is felt that the following divisions of your section will be primarily concerned: Land Transportation Division; Programs Division; and Water Transportation Division. Other divisions of your section which may be interested are also invited to attend.

3. It is requested that the names of the section representatives, who will attend this conference, be furnished to Chief, Government Section, Attention: Civil Service Division (26-8932) prior to 1500, 8 November 1949.

C. W.

From: CTS To: GS Attn: Civil Service Division Date: 4 Nov 49

2

The following representatives will attend the conference noted in C/N 1:

Col Miller, Chief, CTS and/or C. S. Woods, Executive Officer.
Mr. W. L. Ogden, Director, Programs Division.
Mr. P. E. Richers, Deputy Director, Water Division.
Mr. E. E. Braden, Chief, Traffic Branch, Land Division.
Mr. E. V. Breitenbach, Accounting Consultant.

H. T. M.

4875

999

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

File No.:

Subject: National Public Service Examinations for Higher Level Positions in the Japanese Government

Mr. MacCoy
26-8925

Note No.: 1

From: GS To: CCS Date: 3 Nov 1949

1. In order to inform all concerned sections of the various aspects of examinations for higher level positions within the Japanese government, including vice ministers, bureau chiefs, and section chiefs, a conference is being held at 1400, on 10 November 1949, in Room 600 J of the Dai Ichi Building.

2. Based on past conferences held on this subject, it is felt that the following divisions of your section will be primarily concerned: Postal Affairs and Postal Division; Office for Deputy for Telecommunications; Telephone and Telegraph Division; Research and Development Division; and Radio Division. Other divisions of your section which may be interested are also invited to attend.

3. It is requested that the names of the section representatives, who will attend this conference, be furnished to Chief, Government Section, Attention: Civil Service Division (26-8932) prior to 1500, 8 November 1949.

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(2)

From: CCS To: GS Date: 7 Nov 1949
Attn: Civil Service Division

In compliance with C/N #1, the following personnel of CCS will attend:

Mr. N. Ralph Cherrigan
Mr. John L. Vandegrift
Mr. Frank A. Polkinghorn
Mr. Raymond B. Robinson

for G.I.B.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

File No.:

Subject: National Public Service Examinations for Higher Level Positions in the Japanese Government — Mr. MacCoy 26-8925

Note No.: 1

From: GS To: CI&E Date: 3 Nov 1949

1. In order to inform all concerned sections of the various aspects of examinations for higher level positions within the Japanese government, including vice ministers, bureau chiefs, and section chiefs, a conference is being held at 1400, on 10 November 1949, in Room 600 J of the Dai Ichi Building.

2. Based on past conferences held on this subject, it is felt that the following divisions of your section will be primarily concerned: Education Division; Information Division; Public Opinion and Sociological Research Division; and Religious and Cultural Resources Division. Other divisions of your section which may be interested are also invited to attend.

3. It is requested that the names of the section representatives, who will attend this conference, be furnished to Chief, Government Section, Attention: Civil Service Division (26-8932) prior to 1500, 8 November 1949.

2

From: CIE To: GS C. W. Mr. Brown, 26-5012
Date: 7 Nov 49

Reference paragraph 3, c/n 1 above, the following representatives of CIE Section will attend conference at 1400,10 November, room 600 J of the Dai Ichi Building:

Dr. A. Loomis, Education Division
Mr. J. O'Brien, Information Division
Mr. W. Woodward, R & CR Division
Mr. H. Passin, POSR Division

D.R.N.

5824

National Public Service Examinations
for Higher Level Positions in the
Japanese Government

Mr. MacCoy
26-8925

OS PHAW Sec 3 Nov 1949

1 1. In order to inform all concerned sections of the various aspects of examinations for higher level positions within the Japanese government, including vice ministers, bureau chiefs, and section chiefs, a conference is being held at 1400, on 10 November 1949, in Room 600 J of the Dai Ichi Building.

2. Based on past conferences held on this subject, it is felt that the following divisions of your section will be primarily concerned: Health and Welfare Statistics; Medical Services; Narcotic Control; Nursing Affairs; Preventive Medicine; Social Security; Supply; Veterinary Affairs; and Welfare Divisions. Other divisions of your section which may be interested are also invited to attend.

3. It is requested that the names of the section representatives, who will attend this conference, be furnished to Chief, Government Section, Attention: Civil Service Division (26-8932) prior to 1500, 8 November 1949.

C5D

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

S-1

CONFIDENTIAL

CIVIL SERVICE DIVISION
Government Section

20 October 1949

MEMORANDUM FOR: Mr. W. Pierce MacCoy,
Acting Chief, Civil Service Division

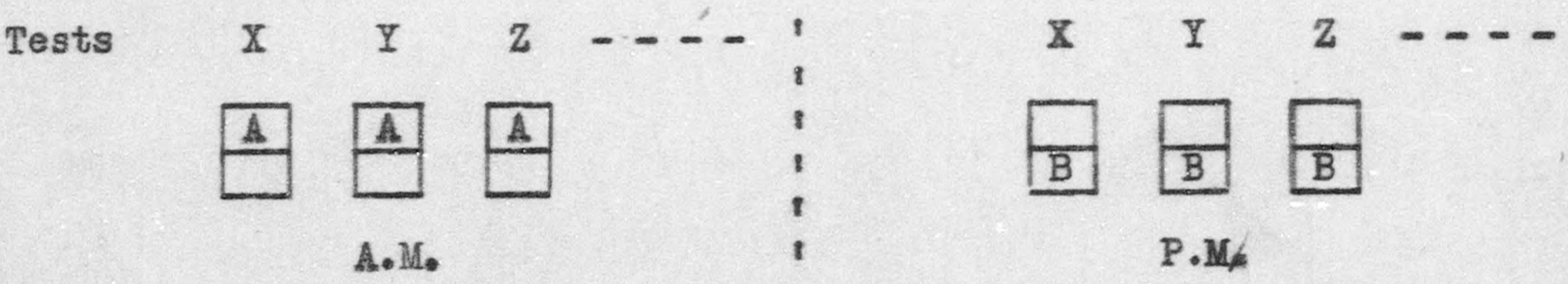
SUBJECT : A Plan for administering all S-1 Technical Tests in one day without loss of test security and without imposing arbitrary restrictions on the number of tests an applicant may take.

1. Each test will be printed in two booklets: Part "A" consisting of the first 40 items, and Part "B" consisting of the last 40 items.

2. Part "A" of all tests will be administered in the morning session. This will mean taking 40 items if an individual chooses one occupational area; 80 items if he chooses two areas; and 120 items if he chooses three areas. These are all possible in a half day. No applicant can qualify to take more than three tests in different occupational areas because of the minimum qualifications as explained in paragraph 5.

3. Part "B" of all tests would be administered in the afternoon session. The candidates would take the second half of the tests they began in the morning.

4. Because only Part "A"'s were given in the morning, the Part "B"'s in the afternoon, no one taking the test in the afternoon could gain any knowledge of the items he is to take because no Part "B" items in any test were given in the morning.



5. The following minimum requirements which have been established, as will be seen from the table below, do not permit anyone to qualify for more than three occupational areas. Thus no arbitrary restriction of the number of tests each applicant may take is necessary.

Group	Required Experience in the Occupational Area	No. of tests an applicant could possibly qualify for	
		Incumbent	Outsider
I	8 years within last 15 years	2	1
II	7 years within last 15 years	3	2
III	6 years within last 10 years	2	1
IV	5 years within last 10 years	3	2

CONFIDENTIAL

6. Thus all applicants can be given all the technical tests in one day without any loss of test security and without arbitrary and illegal restriction on the number of tests he can take.

Joseph L. Speicher

JOSEPH L. SPEICHER
Examination Specialist

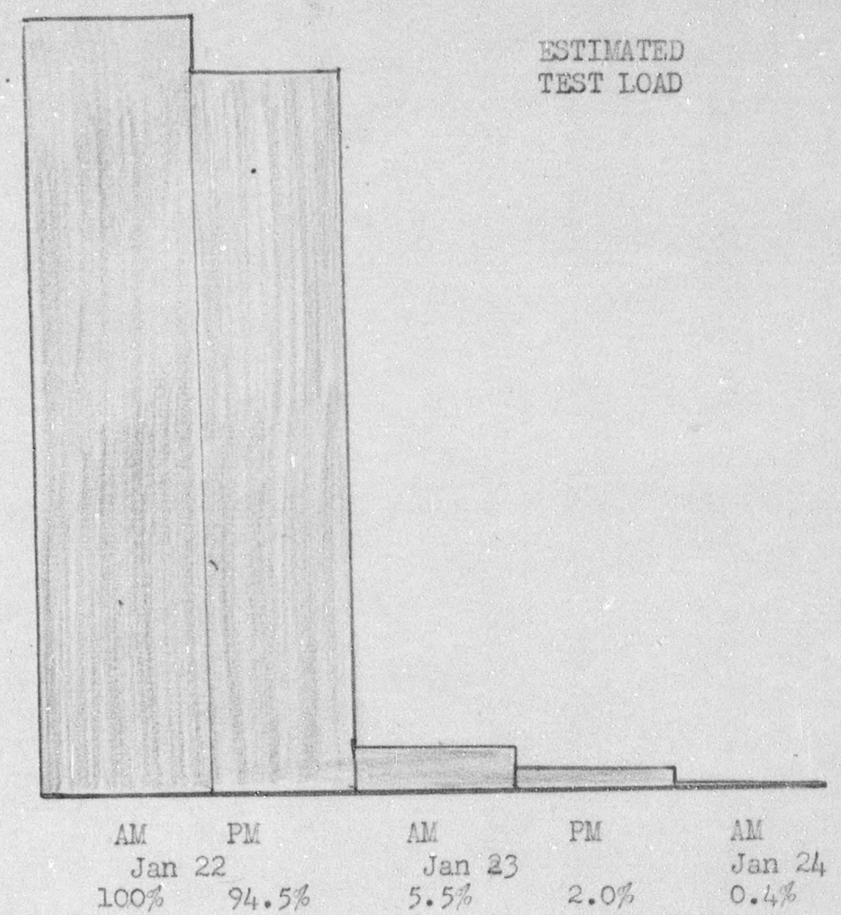
JLS:rp

Number of designated positions

Business Specialist

81 Economics
48 Mining
28 Construction
15 Chemistry
14 Mechanics
14 Elec. Power
13 Textile
7 Iron & Steel
3 Commun.Mach.
1 Elec. Mach.

224 Business Specialist positions
2614 Total positions



	Jan 22	Jan 23	Jan 24
AM	Part "A" of all tests	Part "B" Bus.Sped. Mining Construction Chemistry	Part "B" Bus. Spec. Iron & Steel Comm Mach Elec Mach
PM	Part "B" of all tests except Bus. Specialist. Part "B" of B.S. Economics	Part "B" Bus. Spec. Mechanics Elec Power Textile	

National Personnel Authority

October 19, 1949

To:

Mr. W. Pierce MacCoy,

Acting Chief of Civil Service Division,

Government Section, GHQ, SCAP

1. Relationship with the provisions of the National Public Service Law of restricting the occupational groups which candidates may be permitted to apply to two types.

(1) Does the restriction referred to above conflict with Article 46 of the law?

a. The proposed restriction to two occupational groups is applicable to all the people and is not imposed on any particular people. Consequently, all the people are treated on equal terms.

b. It is possible that there may be a case where candidates qualified for three occupational groups, say A, B and C, could not take examination for group C due to the restriction of the groups to two. In this case, however, it cannot be construed that the examination has not been open. If the candidate concerned wishes to take examination for group C, all he has to do is not to compete for either group A or group B. And he can choose any two groups entirely by his own free will. Consequently, it may be said in a legal sense that groups A, B and C are all open to him.

(2) Does the restriction confliet with Article 41 of the law?

It is construed that Article 41 of the law clearly refers to

the case of obstructing the taking of examination or the appointment for particular individuals. A requirement which is applicable equally to all candidates is not an obstruction. For instance, it is possible that there may be cases where prerequisites for examination, the period or the place of an examination are such that they may make it impracticable for certain individuals to take the examination. It is, however, not appropriate to say that this obstructs the taking of examination of individuals who lack the prerequisites for examination or who cannot present themselves on the day or at the place of the examination, and, similarly, the proposed restriction to two occupational groups which is applicable equally to all the people can by no means be said as obstructing the taking of examination.

From the aforementioned viewpoints, we consider that the proposed restriction does not in any way conflict with Articles 46 and 41 of the law.

Further, in the first national public service examination already administered by the National Personnel Authority or the second which is about to be administered by it in the near future, the examination for technicians is provided in such a way that the examination of various types of subjects is held on the same day so that candidates can compete for one subject only. If this method is held to conflict with the National Public Service Law, the National Personnel Authority is not in a position to administer any examination on the one and same day, and the administration of an entrance examination for university graduates alone will take nearly one month.

2. Kinds of examination and the number of days for examination.

The kinds of examination comprise 60, and excepting those on general administration, there are 45 kinds, and in order that all candidates may

unfailingly take two or more of these examinations, it will take 22.5 days, even assuming that two examinations are administered per day (one each for morning and afternoon). If, to shorten this period, we group together those which do not have any inter-relationship and make up, say, 14 groups, it will be possible to administer the examinations within a week.

What may be anticipated in this case is that it is difficult to determine which kinds are not inter-related to one another.

For example, section chiefs of the National Personnel Authority have qualifications not only for general administration and personnel but also for various other kinds (those currently holding such positions are qualified for one or more of the following: land transportation, marine transportation, budget and accounting, general affairs, finance and economy, foreign affairs, labor, mining, civil engineering, machanics, pharmacology, medicine, education, electricity, communications, administration of communications, law, statistics, agriculture and dendrology). It is therefore extremely risky to speak of inter-relationship of the kinds from the concept merely given by their names, and if we anticipate that each candidate will take examination for two or three kinds, the grouping of their choice would probably make it inevitable to hold 45 separate examinations.

Accordingly, if we reduce 45 kinds of examinations for 22.5 days to 14 groups of examination for seven days, it is certain that there would be cases where the candidates are unable to take all the examinations they wish to. To relieve this situation, aspirants for more than two groups which are administered simultaneously should be permitted to continue to take, in a separate room on the same day, one or more examinations from which they have been precluded. For example, if examinations for A, B and C are administered in the morning and D, E, and F in the afternoon, aspirants for A, B and C or those for D and E will have to be examined during night, and if we are to do so on the following day, we will have to prepare another set of examination papers: in any case, we

consider that it would be impracticable to administer the examinations in this way. In the final analysis, there is no alternative but to administer 45 kinds of examinations separately.

As there still remain the examinations for administrative positions other than the aforementioned 45 kinds of examination, it will require 23.5 days to complete all the examinations.

In this case, the following difficulties are anticipated:

(1) If we avoid week days and conduct the examinations on every Sunday owing to the Diet session, it will take about six months. Of course this is impossible as a practical problem.

(2) In case the examinations are enforced on week days, the following difficulties are anticipated:

a. Government delegates and other employees connected with the Diet who are holding the designated positions will be frequently hampered in sitting for the examination at the request of the Diet, which will result in additional work for making arangements for supplementary examinations and increase of expenses. When a large number of candidates are left out to sit for the supplementary examinations, they could obtain an undue advantage by getting information, etc. concerning the examination proper, and thus it runs further counter to the purport of fairness and equality.

b. It will oblige the employee of the NPA regional office to stay in the places of examinations for 24 days, and the necessary expenses, including also the rent of the examination halls, compensation for assistant examiners, travelling expenses for liaison, fuel expenses in cold areas and miscellaneous expenses, will exceed our budget by Yen 2,000,000.

c. As examination halls, we desire to make use of high-class buildings superior in point of equipment and others, but it will be exceedingly difficult to rent such buildings for a long time. Specially, in a war damaged area, the only available buildings will be either a university or an assembly hall, but often it is impossible for us to rent them because they are needed for lectures or meetings.

d. Because of personnel and expenses involved, we consider that such a long term examination program would be detrimental to the smooth administration of the examination of police which is due to be conducted after the present examination.

Asai Kiyoshi
President

Yamashita Okiie
Commissioner

Uyeno Yoichi
Commissioner

CIVIL SERVICE DIVISION
Government Section

12 September 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. Loomis, CI&E, concerning S-1 Examination

1. In a conference with Mr. Loomis on 9 September the current plans and policies relative to theS-1 examination were reviewed and agreement was reached as to CI&E's immediate participation in the program.

2. An outline of the minimum qualifications policy was presented to Mr. Loomis and met with his general approval. It was agreed that the specific NPA prerequisites schedule for the educational field would be presented, probably during the coming week, for review and discussion.

3. Mr. Loomis agreed to be responsible for the construction of an objective technical test of basic knowledge of the general field of education. He also agreed that a single occupational area would be sufficient for the Education Ministry provided certain officials take appropriate tests in personnel, budgeting, statistics, etc. in lieu of the education test and that some officials may be exempt from technical tests if their positions do not fall within areas where written tests are feasible for this examination.

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

15 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. W. L. Wardell, CCS, re S-1 Exam

1. A conference was held with Mr. W. L. Wardell, Deputy for Telecommunications, Civil Communications Section, to acquaint him with the examination for critical positions and to plan the participation of his office in developing prerequisites, test materials, etc. for examining officials of the Telecommunications Ministry. Colonel Chadwick, Deputy Chief of CCS, who has been contacted on the same matter had left for the United States and Mr. Wardell had no first hand information concerning the project.

2. Mr. Wardell expressed himself as being in total sympathy with the objectives of the examination, but was somewhat disturbed at the magnitude of the task and the short time in which it had to be accomplished. He also had been making a study of certain aspects of the problem and the Japanese Ministry had just completed developing an extensive personnel plan for submission. Mr. Wardell requested that we wait for the translation of the Japanese plan and then have a conference on the overall subject. In the meanwhile he would study our program. It was decided that he would call this office sometime next week and arrange for a conference.

3. Although there may be difficulty in persuading CCS to adopt the main points of our program, because of the extensiveness of their own plans, Mr. Wardell's attitude is cooperative and there is no doubt he will put forth considerable effort once the line of action has been established.

Joseph L. Speicher

JOSEPH L. SPEICHER
Examination Specialist

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