12. Ministry of Labor

- Secretariat
- Labor Administration Bureau
- Labor Standard Bureau
- Women's and Minor's Bureau
- Employment Security Bureau
- Labor Statistics and Research Bureau

- Secretariat——Labor Statistics and Research Div.
- Labor Administration Bureau
- Labor Standard Bureau
- Women's and Minor's Bureau
- Employment Security Bureau

13. Ministry of Construction

- Secretariat (Chief)
- General Affairs Bureau
- River Bureau
- Road Bureau
- City Bureau
- Building Bureau
- Special Construction Bureau——Government Building Div.
- Headquarter of Construction Works

- Secretariat
- Control Bureau——Government Building Div.
- River Bureau (Deputy chief)
- Road Bureau
- City Planning Bureau
- Housing Bureau

Promulgated 5/2/49

Cabinet Order No. 85.
Cabinet Order concerning Local Personnel under charge of National Treasury.

The Cabinet hereby establish this Cabinet Order in accordance with the provision of Article 14 of the Local Finance Law (Law No. 109, 1948.)

Article 1. The authorized number classified of personnel, the expenses of whom are borne by the national treasury in whole orin part (hereunder called (the local personnel under national charge)), and the ratio that the national government shall share concerning the relevant expenses shall be as per prescribed in the separate list.

Article 2. The items of expenses that the national government shares amongst the expenses required for local personnel under national charge shall be salaries, wages, travelling expenses, family allowances, regional allowances and office expenses (including the expenses required for accommodation of the initial equipment entailing establishment of the personnel), as well as the allowances relating to retirement required in the event of retirement of personnel concerned (according to the amount estimated at the average rate of every fiscal year), and the computing basis of the expenses shall be the amount to be fixed for every fiscal year by the Prime Minister in consultation with Minister of Finance.

2. Among the expenses to be borned by the national government in accordance with the provision of the preceding paragraph, the amount to be appropriated for salaries, wages, family allowances and regional allowances and the resources of holiday allowances to be paid in case he is ordered to work in the regular hours of service on holiday (to mean the holiday which prescribed in Law concerning the National Holidays (Law No. 178)) may beappropriated for the funds of overtime allowances to be paid to personnel concerned in case he is ordered to work over the regular hours for the purpose of conducting any relevant business.

Supplementary Provision.

This Cabinet Order shall come into force from the day of its promulgation and shall apply as from the 1949-50 fiscal year. Provided that with regard to the expenses required for anti-disease supervisary officials and anti-disease medicians, the national government shall share the part of expenses as after the 1st of June 1949.

Description of personnel	Authorized number of personnel			Ratio of charges
	Officers	Personnel other than officers	Total	
1. Personnel for examination of public service qualifications	276	268	544	Full amount
2. Personnel for function for To, Do and prefectural statistics (full-time service)	1,563	2,782	4,345	"
3. Personnel for function for city, ward, town and village statistics (full-time service)	10,894	600	11,494	"
4. Personnel for enforcement of law of control political party funds	347	--	347	"
5. Personnel for administration of commodity price	251	-	251	"
6. Personnel for investigation of former military and naval officers	138	-	138	"
7. Personnel for invesgigation of various bodies	435	-	435	"
8. Personnel for custory	218	-	218	Full Amt.
9. Personnel for registration of political parties	46	-	46	"
10. Personnel for registration of foreigners	992	130	230	"
11 Personnel for supervision of purgees	149	-	149	"
12. Personnel for investigation of repatriates	60	90	150	"

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13. Personnel for control of cultural and educational materials	92	92	184	Full amount
14. Personnel for guidance in improvement of nutrition	55	-	55	1/2
15. Personnel for supervision on food sanitation	1,767	-	1,767	"
16. Personnel for facilities for stabilizing people's livelihood	414	-	414	"
17. Personnel for guidance of welfare workers	230	-	230	"
18. Personnel for officer of welfare workers	492	984	1,476	"
19. Personnel for good sections of local bodies (To, Do, Fu and Ken)	1,534	3,657	5,191	Full amount
20. Personnel for national health preservation	92	92	184	1/2
21. Personnel for resident inspectors for epidemics prevention in prefectures	639	-	639	Full amount
22. Personnel for operations exterminating rats and insects	20	46	66	1/2
23. Personnel for inspectors of public sanitation	1,560	-	1,560	"
24. Personnel for prevention of epidemics	1,382	-	1,382	"
25. Personnel for health centers	8,203	9,130	17,333	1/3
26. Personnel for statistics of sanitation	153	204	357	Full amount
27. Personnel for rationing articles such as medicines chemicals, etc.	195	148	343	"

28. Personnel for lead and supervision on drugs and other similar things	57	57	114	1/2
29. Personnel for control and supervision on narcotics	215	137	352	Full amount
30. Personnel for control and supervision on critical narcotics	6	18	24	"
31. Personnel for juvenile welfare of local public bodies (full service)	232	218	45-	1/2
32. Personnel for juvenile welfare	568	-	568	1/2
33. Personnel for juvenile affairs consulting office	598	138	736	8/10
34. Personnel and adjustment of demand and supply of vegetables	475	-	475	1/2
35. Personnel for distribution of fertilizers	138	46	184	Full amount
36. Personnel for distribution of designated agricultural materials	201	121	322	"
37. Personnel for distribution of designated agricultural products	6	5	11	1/2
38. Personnel for adjustment of farm land (related to tilled fields)	2,144	1,207	3,351	Full amount
39. Personnel for registration of fishing boats	56	47	103	"
40. Personnel for collection, shipping and distribution of aquatic products	77	-	77	1/2
41. Personnel for collection, shipping and distribution of fresh fishes and shell fishes	92	46	138	"

42.	Personnel for distribution of processed aquatic products	49	27	76	1/2
43.	Personnel for reformation of fishing industry	276	184	460	Full amount
44.	Personnel for reformation of fishing industry (related to inland waters)	92	-	92	"
45.	Personnel for the research on serecultural and silk cultural economy	21	-	21	1/2
46	Personnel for examination and certification of cocoon	44	-	44	"
47.	Personnel for shipping and distribution of edible meats	17	-	17	"
48.	Personnel for improvement on integrated demand and supply of foods for suckeings and infants	34	-	34	"
49.	Personnel for distribution of foodstuffs	81	101	182	"
50.	Personnel for quota delivery of oil and grease	42	-	42	Full amount
51.	Personnel for distribution of fodders	46	-	46	1/2
52.	Personnel for distribution of designated fodders	46	46	92	"
53.	Personnel for prevention of cattle epidemics	70	150	220	Full amount
54.	Personnel for adjustment of farm land (related to non-cultivated land)	1,009	2,090	3,099	"
55.	Personnel for control of staple foodstuffs	150	-	150	1/2

56.	Personnel for guidance of charcoal production	40	-	40	1/2
57.	Personnel for distribution of charcoal cf civil forests	52	46	98	"
58.	Personnel for planning on indistrialization	50	-	50	"
59.	Personnel for projects on hydrological control of forestry	38	-	38	"
60.	Personnel for the enforcement of law for creation of forestry resources	46	-	46	"
61.	Personnel for agricultural cooperative insurance	92	-	92	Full amount
62.	Personnel for enterprise reconstruction and reorganization	23	46	69	"
63.	Personnel for inspection and certification of machines and tools for weights and measurements	336	124	520	"
64.	Personnel for rationing of textile products	299	322	621	1/2
65.	Personnel for control on arms, gunpowder and the like	34	-	34	Full amount
66.	Personnel for control on compressed and liquefield gas	26	15	41	"
67.	Personnel for supervision on gas enterprise	18	18	36	1/2
68	Personnel for local labor administration	1,649	891	2,540	"
69.	Personnel for local labor committees	659	617	1,276	"

70.	Personnel for allocation of materials for public works	201	141	342	Full amount
71	Personnel for disposal of special objects	115	207	322	"
72.	Personnel for procurement of materials for rehabilitation of dwelling houses	74	13	87	"
73.	Personnel for counter-plans for dwelling houses	111	39	150	"
74.	Personnel for distribution of materials for construction of dwelling houses for coal-mine workers	21	15	36	"
75.	Personnel for control of buildings and distribution of materials for construction	2,410	757	3,167	"

1) Renkaiso

CIVIL SERVICE DIVISION
Government Section

4 March 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Administrative Management Agency

A conference was held this afternoon among Mr. Onogi, Mr. Nakagawa, two staff members of the Administrative Management Agency and Mr. Salter, on proposed organization and ceiling control legislation.

There was submitted a draft of the Ministry of Finance Establishment Law as a sample of the legislation required under the National Government Organization Law. This particular bill has the usual faults of being too general in spots and too specific in other spots. One error which they were asked to guard against was the failure to properly indicate in the legislation the supervisory relationship between field offices and institutions and their appropriate central office organs. The tendency has been in the Japanese government to have all field offices and institutions report directly to a vice-minister even though the administrative supervision was by a bureau. This was a method of elevating the prestige value of these field organizations and consequently indicated the need for higher level officials to head such agencies. This idea was not received too well.

It was stated that the Japanese government had decided that these organization bills would not have to be submitted to the Diet prior to June 1, 1949. The National Government Organization Bill at the moment requires the submittal of these documents prior to April 1, 1949. It was pointed out that GHQ might not be in sympathy with such a proposal.

The draft of a ceiling control bill was also presented. It was proposed that each ministry and independent agency submit such a bill. This obviously is an impractical matter and it was strongly suggested that a single piece of legislation be developed in which the maximum number of full-time regularly employed personnel be set by the Diet as a single item supported in the document by the detailed break down by ministries, and if felt advisable by independent agencies. They desired to split this fixed number by officials and Koin. They were advised that this was not necessary despite their arguments that certain legal requirements in the Pension Law related to such classification. This is merely a law to set the maximum number of personnel that may be employed at any time during the fiscal year and needs no reference to any class of personnel. It may be necessary to exclude from the numbers established in this bill per diem types of employment which would include laborers, consultants, committeemen, etc. This is a matter they were instructed to consider and present their own solution in terms of their own practices.

It was indicated that the government today in a Cabinet meeting had decided to reduce the number of personnel throughout the government by

30 per cent. This will be based probably on the fixed number of positions as reported by the Administrative Management Agency on January 1, 1949. This of course leaves a substantial cushion in many agencies who were not up to full strength as compared with the fixed number as of that date.

There is included in the sample organization bill the following article with respect to the handling of personnel:

> "Article 29 with respect to the appointment and demotion, promotions, disciplinary punishment and other matters concerning personnel administration of the personnel to be placed in the Ministry of Finance, the provisions of the National Public Service Law (Law No. 120 of 1947) shall be followed".

This appears to be a fairly inclusive statement; the only suggestion that was made at the moment was that after the listing of certain actions the broad phrase "and other matters" be slightly changed to read "and all other matters".

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

Draft of Law for the Fixed Number of Personnel of the Prime Minister's Office.

March 2, 1948

Administrative Management Agency

1. The fixed number of personnel who are regularly employed by the Prime Minister's Office shall be as shown in the list attached here to.

2. The Prime Minister and the head of each independent organization of the Prime Minister's Office shall fix the number of personnel for each of the internal subdivisions and organs within the fixed number provided for in the preceding Paragraph, unless otherwise provided for by Law.

Supplementary Provision

The present Law shall come into force as from June 1, 1949.

Attached list

Administrative organs	Fixed numbers
Office Proper	
(Name of first independent organization)	- - - - - - - - -
(Name of second independent organization)	- - - - - - - - -
(- - - - - - - - - -

Strictly Confidential

Reorganization of Administrative Structure and Reduction of Personnel.

Cabinet decision of Feb. 22, 1949

In consonance with the requirements for enforcing the Nine-point Program of Economic Stabilization, and for the purpose of establishing forceful but proper-sized administrative organization on the basis of the Report submitted by the Administrative Organization Renovation Council, the structure of various Ministries and Government agencies (including Kodans and the Special Procurement Board) will be simplified and their personnel correspondingly reduced in accordance with the following lines:

1. Simplification of Administrative Organization.

a) Ministries and agencies will reduce about 30% of ~~its~~ their size by abolishing or amalgamating some of their bureaus and divisions according to a plan to be decided separately by the Cabinet meeting.

b) The plan mentioned above, after being decided, will be submitted to GHQ for approval by the Cabinet. Ministries and agencies will draft concrete plans on the basis of the above and will submit the drafts of establishment laws or the drafts of laws for revising the existing establishment laws to the Cabinet meeting by approximately March 15.

In drafting these bills, Ministries and agencies will consult with the Administrative Management Agency.

c) Establishment laws and laws for revising establishment laws of Ministries and agencies will come into force as of May 1, 1949. The enforcement of the National Government Organization Law, the establishment laws of the Postal Service Ministry and of the Tele-communication Ministry, the Japanese National Railways Law and the Japan Monopoly Public Corporation Law will be postponed to June 1, 1949.

(Remarks):

i) Local branch offices of Ministries and agencies with jurisdictions covering the area corresponding to Prefectures or less will be, as a general rule, abolished with their functions taken over by Prefectures.

ii) For the purpose of ensuring smooth operation of the present program of stream-lining government structure, a revision will be made in the National Government Organization Law to the effect that in case of special necessity, divisions may be established within bureaus.

2. Reduction of Personnel.

a) Concurrently with the simplification of their organization, Ministries and agencies will effect the reduction in the number of their personnel through reducing the volume of the business handled, enforcing the 48 working hours system and adopting efficient and scientific method of management. As a principle, such reduction will be made with the aim of dropping 30% (in the case of the Government Enterprise Special Accounts, 20%) from the fixed number of personnel as of March 1, 1949.

In regard to the personnel to be transferred to the Japanese National Railways and to the Japan Monopoly Public Corporation, similar reductions will be made.

b) The measures mentioned above will not be applied to police officials, procuratorial officials and prison personnel.

c) In regard to the Kodans and the organs the personnel of which are paid from National fund, reductions of approximately 20% will be made in their personnel in line with the paragraph a) above.

d) Ministries and agencies will consult with the Administrative Management Agency and the Budget Bureau of the Ministry of Finance in effecting the reduction of personnel mentioned in the preceding paragraphs. On the basis of such results, laws for the fixed number of personnel for various Ministries and agencies will be submitted to the Cabinet meeting by approximately March 15, 1949.

e) Laws for fixed number of personnel mentioned above will be put in force as of June 1, 1949. In effecting the actual reduction of personnel, adjustment period of certain duration will be provided for after that date and during such time supernumerary personnel will be allowed to remain in office.

f) The problem of retirement pay and measures dealing with unemployment problem will be decided separately.

(Remarks):

The Diet, the judicial courts, the Board of Audit, the National Personnel Authority and the local autonomous entities will be asked to co-operate by effecting similar simplification of structure and reduction of personnel.

Law Concerning the Positions and their Fixed Number in the Ministry of Finance (Tentative Draft)

Chapter I Positions

Section I General Provisions

(Positions)

Article 1. The Ministry of Finance shall have regular positions provided for in Article 20 of the National Government Organization Law (Law No.120 of 1948) and other necessary positions.

2. Unless otherwise provided for by this or other law, existing rules concerning positions in the Ministry of Finance will be in force as heretofore.

(Advisers)

Article 2. The Ministry of Finance shall have advisers.

2. The advisers shall participate in the planning important ministerial affairs.

Section II Positions in the Ministry Proper

(Positions in Internal Subdivisions)

Article 3. The internal subdivisions of the Ministry

proper shall have following positions in adition to chiefs of bureaus and chiefs of sections in the case of creating sections.

Chief of Secretariat one

Vice-chief of Budget Bureau one

Accountant officer not exceeding ten

Financial inspectors not ~~exceeding~~ ___

2. The chief of secretariat shall deal with affairs in Minister's Secretariat by orders of his superiors.

3. The Vice-chief of Budget Bureau shall assist the Chief of the Bureau and deal with affairs of the Bureau.

4. Accountant officers shall deal with affairs provided for by Items __ to __ of Article __ of The Ministry of Finance Establishment Law (Law No.) having relation to more than one ~~Office or Ministry~~, by order of his superiors.

5. Financial inspectors shall inspect and supervise the businesses and ~~properties of banking~~ institutions.

Section III Positions in the Attached Organs
of the Ministry Proper.

(Positions in the Higher Public Finance Training Institute)

(Positions in the Taxation Training Institute)

Chapter II Fixed Number

(Fixed Number of Positions)

Article __. The fixed number of positions to be stuffed with full-time personnel, other than positions in the special government service, Vice-Minister and positions provided for by the following Article __, shall be as shown in the attached list.

(Fixed Number of Advisers etc.)

Article __. The Fixed number of advisers, Associates, Commissioners and other similar positions to be placed in the Ministry of Finance shall be determined by the Minister of Finance within the limits of budgetary appropriations, unless otherwise provided for by law or order establishing such positions.

Supplementary Provisions

1. The present law shall come into force as from April 1, 1949.

2. In case it is found that the provisions of this law is in contrdiction with the position classification plan to be set up by virtue of the National Public Service Law (Law No. 120, 1947), such provisions will be revised or deleted.

Attached List (Draft I)

Positions \ Administrative organs	Ministry proper	Attached Organs (A)	Attached Organs (B)	Local Branches (A)	Local Branches (B)	Local Branches (C)
Chiefs and assistant-chiefs of Bureau, chiefs of Division in the Ministry Proper and Other positions corresponding to above.						
Chiefs and assistant-chiefs of Section in the Ministry Proper, and other positions corresponding to above.						
Other positions						
Total						

Attached List. (Draft II)

Administrative organs / Positions	
Positions of 13th grade and above	
Positions of 9th to 12th grade.	
Positions of 5th to 8th grade.	
Positions of 1st to 4th grade.	
Total	

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

16 February 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Plan for Reorganization of Japanese Government

The attached plan was submitted to Government Section by the Administrative Management Agency, 15 February 1949, with the statement that it was prepared by the non-government members of the Administrative Organization Renovation Council. The Agency further stated that the plan is regarded by the Cabinet as unofficial and has been submitted to the Prime Minister for reference purposes only. It has been marked "strictly confidential" by the Japanese Government.

The plan embraces every Ministry of the National Government and the Prime Minister's Office. Drastic changes and reductions in the structure are proposed.

Although this has been described as an unofficial plan prepared by non-government members of a temporary council, it may have far greater significance.

Recommendations

That this plan be circulated to various SCAP Sections along with the general policy plan submitted by the Council to the Prime Minister with notation that it represents a plan of the Japanese Government that will be considered in the near future by the Cabinet.

T. Diamantes
CAPT. T. DIAMANTES

1 Incl:
Plan for Reorganization
of Japanese Government

TENTATIVE PLAN FOR THE REORGANIZATION OF THE MINISTRIES

AND OTHER ADMINISTRATIVE AGENCIES

10 February 1949

(Prepared by the Civilian Members of the Administrative Organization Renovation Council and submitted to the Prime Minister as a reference only.)

I. PRIME MINISTER'S OFFICE

(Internal Subdivisions)

1. Bureau of Pensions - To be incorporated with the National Personnel Authority.

2. Bureau of Statistics - Statistics Agency is to be established as an independent organization in the Prime Minister's Office by uniting the present Statistics Bureau and the Statistics Commission. Bureaus and Divisions handling statistics in various Ministries will be incorporated with this new Agency.

(Independent Organizations)

1. Bureau of Decorations - To be made a Section in the Secretariat of the Prime Minister's Office.

2. Prisoner of War Information Office - to be made an attached organ of the Ministry of Foreign Affairs.

3. Economic Stabilization Board - To be reorganized and simplified strictly as a combined planning organ. The planning function of the Price Board will be incorporated with it. The remaining part of the Price Board will be simplified in its structure.

4. Economic Investigation Board - To be abolished, its functions being transferred to the police.

5. Special Procurement Board - To be abolished, its functions being amalgamated with construction activities carried out by other agencies.

6. Agency for Allocation of Paper for Newspapers and Publications - To be drastically simplified.

7. Reparations Board - To be transferred to the Ministry of Foreign Affairs, of which it will form one of the internal subdivisions.

8. Fair Trade Commission - The number of commissioners is to be reduced; its secretariat also to be drastically simplified.

9. Liaison and Coordination Office - To be abolished, a simplified liaison office being set up under the Chief Cabinet Secretary.

10. Local Finance Commission - To form a Local Autonomy Commission (or an Autonomy Agency) by uniting with the Autonomy Section of the Secretariat of the Prime Minister's Office.

11. National Public Safety Commission - (a) National Rural Police and municipal police are to be amalgamated; (b) National Fire Prevention Agency is to be incorporated with the new Local Autonomy Commission.

II. MINISTRY OF FOREIGN AFFAIRS

To be reduced and simplified according to the set standard, in line with the general policy.

III. MINISTRY OF FINANCE

To be reduced and simplified according to the set standard, in line with the general policy.

IV. ATTORNEY GENERAL'S OFFICE

a. Structure to be largely reduced and simplified; the positions of Assistants to the Attorney General to be abolished and replaced by one Deputy Attorney General.

b. The bureaus of Legislation and those of Research and Advice to be merged into one agency and made an independent organization of the Attorney General's Office.

c. Remaining bureaus to be consolidated into three bureaus - civil, criminal and reformation.

V. MINISTRY OF EDUCATION

a. This ministry is to be characterized as an organ for assisting and promoting the development and propagation of culture - science, arts, physical culture, social education, etc., and its organization is to be drastically reduced and simplified.

b. In connection with the reorganization of the Ministry, professors and teachers are to be paid better and the standard of their quality raised. In the schools of lower grades, the number of teachers per class to be reduced by 20% and their pay and quality should be raised.

VI. MINISTRY OF WELFARE

In line with the general policy, its structure is to be reduced and simplified according to the set standard, but cares are to be taken not to hamper the working of its functions regarding public health, social insurance and social security.

VII. MINISTRY OF AGRICULTURE AND FORESTRY

a. Drastic reorganization is to be made in line with basic division of its functions.

b. Beside the above, Fisheries Agency is to be made one of the internal subdivisions of the Ministry and the local offices of the Ministry are to be reduced and reorganized drastically.

VIII. MINISTRY OF COMMERCE AND INDUSTRY

a. To be reorganized as a Ministry of Industry and Foreign Trade, incorporating the Board of Trade.

b. The economic control businesses are to be re-examined and reduced, and on that basis the ministry's structure is to be largely reduced and simplified.

c. Agency of Industrial Science and Technology and Agency of Smaller Industry are to be abolished.

IX. MINISTRY OF TRANSPORTATION

a. The structure of the present Ministry is to be drastically reduced

and simplified with the creation of the Japanese National Railway as a public corporation. The ministry thus reduced is to form a new Ministry of Traffics by incorporating the business relating to roads now handled by the Construction Ministry.

b. The Japanese National Railway is to be largely reduced, but adequate measures, such as the transfer of personnel from the management division to the technical division, should be taken to prevent the loss of technical efficiency of the corporation.

X. MINISTRY OF COMMUNICATIONS

a. The Ministry of Postal Service will be set up, but its structure is to be reexamined. The personnel in the operational field is also to be reduced, as far as possible, according to the set standard in line with the general policy.

b. The establishment of the Ministry of Tele-communication is to be suspended. In its stead, a public corporation is to be created as a step toward transferring the business to private enterprise.

XI. MINISTRY OF LABOR

a. Central organization is to be reduced and simplified according to the set standard in line with general policy. However, care is to be taken not to hamper the progress of labor administration.

b. The present local offices of labor standard, employment stabilization and labor administration are to be merged into one system and made a part of prefectural administrative organ.

XII. MINISTRY OF CONSTRUCTION

To be abolished as a ministry and replaced by a new Construction Agency to be established in the Prime Minister's Office.

The business relating to roads will be transferred to the new Traffic Ministry, and the remaining businesses concerning rivers, city planning and construction will be handled by the new Agency.

1) Rankin Ak
2) Files
Org. I. 3
Admin. Inspn
Agency.

CIVIL SERVICE DIVISION
Government Section

February 15, 1949

MEMORANDUM FOR: The Record

SUBJECT : Administrative Management Agency

1. A conference was held yesterday morning among Mr. Salter, Captain Guida and Mr. Nakagawa of the Administrative Management Agency.

2. One part of a two-part report was submitted to the Prime Minister by the Management Renovation Council. It was pointed out that this reported the general principles for reduction in staff. The second report will be summarized and submitted at a later date. This report is a more detailed presentation on specific recommendations for reduction in the size of the government and the staffs.

3. The Prime Minister is not in agreement with all the items presented in this second report and has withheld it from publication. In fact, it was indicated that he does not intend to release it since it contains what he considers certain impracticable and unsound recommendations.

MacSalter

MACDONALD SALTER
Chief, Classification and Compensation Branch

MS:vr

Files
Gen. V-3
Prime Minister's Office
Administrative Agency

CIVIL SERVICE DIVISION
Government Section

15 February 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Administrative Management Agency

Conference was held between Mr. Nakagawa of the Administrative Management Agency and Mr. Salter this morning. Mr. Nakagawa submitted Part II of the report by the Administrative Renovation Council to the Prime Minister. This second part was endorsed by the Council itself and did not include the endorsement of the Ministers of State, also participating in the Council's deliberations.

A copy of the summary of these recommendations is attached hereto. The general content of these recommendations were briefly discussed with Mr. Nakagawa. It appears that a number of them are quite sound and in view of the pressure for reduction in size of organization and staff some of the recommendations which might appear impracticable probably could be implemented under such pressure.

MacDonald Salter

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

Att.

Strictly Confidential

TENTATIVE PLAN FOR THE REORGANIZATION OF THE MINISTRIES AND OTHER ADMINISTRATIVE AGENCIES

February 10, 1949

Prepared by the Civilian Members of the Administrative Organization Renovation Council, and submitted to the Prime Minister as a reference only.

I. Prime Minister's Office

(Internal Subdivisions)

1. Bureau of Pensions
   To be incorporated with the National Personnel Authority.
2. Bureau of Statistics
   Statistics Agency is to be established as an independent organization in the Prime Minister's Office, by uniting the present Statistics Bureau and the Statistics Commission. Bureaus and Divisions handling statistics in various Ministries will be incorporated with this new Agency.

(Independent Organizations)

1. Bureau of Decorations
   To be made a Section in the Secretariat of the Prime Minister's Office.
2. POW Information Office
   To be made an attached organ of the Ministry of Foreign Affairs.
3. Economic Stabilization Board
   To be reorganized and simplified strictly as a combined planning organ. The planning function of the Price Board will be incorporated with it. The remaining part of the Price Board will be simplified in its structure.
4. Economic Investigation Board
   To be abolished, its functions being transferred to the police.
5. Special Procurement Board
   To be abolished, its functions being amalgamated with construction activities carried out by other agencies.
6. Agency for Allocation of Paper for Newspapers & Publications
   To be drastically simplified.
7. Reparations Board
   To be transferred to the Ministry of Foreign Affairs, of which it will form one of the internal subdivisions.
8. Fair Trade Commission
   The number of commissioners is to be reduced, its secretariat also to be drastically simplified.
9. Liaison & Coordination Office
   To be abolished, a simplified liaison office being set up under the Chief Cabinet Secretary.

10. Local Finance Commission

To form a Local Autonomy Commission (or, an Autonomy Agency) by uniting with the Autonomy Section of the Secretariat of the Prime Minister's Office.

11. National Public Safety Commission

a) National Rural Police and municipal police are to be amalgamated.
b) National Fire Prevention Agency is to be incorporated with the new Local Autonomy Commission.

II. Ministry of Foreign Affairs

To be reduced and simplified according to the set standard, in line with the general policy.

III. Ministry of Finance

To be reduced and simplified according to the set standard, in line with the general policy.

IV. Attorney General's Office

a) Structure to be largely reduced and simplified. The positions of Assistants to the Attorney General to be abolished and replaced by one Deputy Attorney General.
b) The bureaus of Legislation and those of Research & Advice to be merged into one agency and made an independent organization of the Attorney General's Office.
c) Remaining bureaus tc be consolidated into three bureaus-civil, criminal and reformation.

V. Ministry of Education

a) This ministry is to be characterized as an organ for assisting and promoting the development and propagation of culture--science, arts, physical culture, social education, etc., and its organization is to be drastically reduced and simplified.
b) In connection with the reorganization of the Ministry, professors and teachers are to be paid better and the standard of their quality raised. In the schools of lower grades, the number of teachers per class to be reduced by 20%, and their pay and quality should be raised.

VI. Ministry of Welfare.

In line with the general policy, its structure is to be reduced and simplified according to the set standard, but cares are to be taken not to hamper the working of its functions regarding public health, social insurance and social security.

VII. Ministry of Agriculture & Forestry

a) Drastic reorganization is to be made in line with basic division of its functions.
b) Beside the above, Fisheries Agency is to be made one of the internal subdivisions of the Ministry and the local offices of the Ministry are to be reduced and reorganized drastically.

VIII. Ministry of Commerce & Industry

a) To be reorganized as a Ministry of Industry & Foreign Trade, incorporating the Board of Trade.
b) The economic control businesses are to be re-examined and reduced, and on that basis the ministry's structure is to be largely reduced and simplified.
c) Agency of Industrial Science and Technology and Agency of Smaller Industry are to be abolished.

IX. Ministry of Transportation

a) The structure of the present Ministry is to be drastically reduced and simplified with the creation of the Japanese National Railway as a public corporation. The ministry thus reduced is to form a new Ministry of Traffics by incorporating the business relating to roads now handled by the Construction Ministry.
b) The Japanese National Railway is to be largely reduced, but adequate measures, such as the transfer of personnel from the management division to the technical division, should be taken to prevent the loss of technical efficiency of the corporation.

X. Ministry of Communications

a) The Ministry of Postal Service will be set up, but its structure is to be reexamined. The personnel in the operational field is also to be reduced, as far as possible, according to the set standard in line with the general policy.
b) The establishment of the Ministry of Telecommunication is to be suspended. In its stead, a public corporation is to be created as a step toward transferring the business to private enterprise.

XI. Ministry of Labor

a) Central organization is to be reduced and simplified according to the set standard in line with general policy. However, care is to be taken not to hamper the progress of labor administration.
b) The present local offices of labor standard, employment stabilization and labor administration are to be merged into one system and made a part of prefectural administrative organ.

XII. Ministry of Construction

To be abolished as a ministry and replaced by a new Construction agency to be established in the Prime Minister's Office.

The business relating to roads will be transferred to the new Traffic Ministry, and the remaining businesses concerning rivers, city planning and construction will be handled by the new Agency.

2/15/49

Strictly Confidential

TENTATIVE PLAN FOR THE REORGANIZATION OF THE MINISTRIES AND OTHER ADMINISTRATIVE AGENCIES

Feb. 10, 1949
Prepared by the Civilian Members of the Administrative Organization Renovation Council, and submitted to the Prime Minister as a reference only.
"state ministers" do not endorse this.

I. Prime Minister's Office

(Internal Subdivisions)

1. Bureau of Pensions
   To be incorporated with the National Personnel Authority.
2. Bureau of Statistics
   Statistics Agency is to be established as an independent organization in the Prime Minister's Office, by uniting the present Statistics Bureau and the Statistics Commission. Bureaus and Divisions handling statistics in various Ministries will be incorporated with this new Agency.

questionnaires

(Independent Organizations)

1. Bureau of Decorations
   To be made a Section in the Secretariat of the Prime Minister's Office.
2. POW Information Office attached
   To be made a ~~subsidiary~~ organ of the Ministry of Foreign Affairs.
3. Economic Stabilization Board
   To be reorganized and simplified strictly as a combined planning organ. The planning function of the Price Board will be incorporated with it. The remaining part of the Price Board will be simplified in its structure.
4. Economic Investigation Board
   To be abolished, its functions being transferred to the police.
5. Special Procurement Board
   To be abolished, its functions being amalgamated with construction activities carried out by other agencies.
6. Agency for Allocation of Paper for Newspapers & Publications
   To be drastically simplified.
7. Reparations Board
   To be transferred to the Ministry of Foreign Affairs, of which it will form one of the internal subdivisions.
8. Fair Trade Commission
   The number of commissioners is to be reduced, its secretariat also to be drastically simplified.
9. Liaison & Coordination ~~&~~ Office
   To be abolished, a simplified liaison office being set up under the Chief Cabinet Secretary.
10. Local Finance Commission
    To form a Local Autonomy Commission (or, an Autonomy Agency) by uniting with the Autonomy Section of the Secretariat of the Prime Minister's Office.
11. National Public Safety Commission
    a) National Rural Police and municipal police are to be amalgamated.
    b) National Fire Prevention Agency is to be incorporated with the new Local Autonomy Commission.

II. Ministry of Foreign Affairs

30%

To be reduced and simplified according to the set standard, in line with the general policy.

III. Ministry of Finance

30%

To be reduced and simplified according to the set standard, in line with the general policy.

IV, Attorney General's Office

a) Structure to be largely reduced and simplified, the positions of Assistants to the Attorney General to be abolished and replaced by one Deputy Attorney General.
b) The bureaus of Legislation and those of Research & Advice to be merged into one agency and made an independent organization of the Attorney General's Office.
c) Remaining bureaus to be consolidated into three bureaus-civil, criminal and reformation.

V. Ministry of Education

a) This ministry is to be characterized as an organ for assisting and promoting the development and propagation of culture--science, arts, physical culture, social education etc., and its organization is to be drastically reduced and simplified.
b) In connection with the reorganization of the Ministry, professors and teachers are to be paid better and the standard of their quality raised. In the schools of lower grades, the number of thachers per class to be reduced by 20%. and their pay and quality should be raised.

VL. Ministry of Welfare

In line with the general ploicy, its structure is to be reduced and simplified according to the set standard, but cares are to be taken not to hamper the working of its functions regarding public health, social insurance and social security.

VII. Ministry of Agriculture & Forestry

a) Drastic reorganization is to be made in line with basic division of its functions.
b) Beside the above, Fisheries Agency is to be made one of the internal subdivisions of the Ministry and the local offices of the Ministry are to be reduced and reorganized drastically.

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b) The Japanese National Railway is to be largely reduced, but adequate measures, such as the transfer of personnel from the management division to the technical division, should be taken to prevent the loss of technical efficiency of the corporation.

X. Ministry of Communications

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To be abolished as a ministry and replaced by a new Construction Agency to be established in the Prime Minister's Office.

The business relating to roads will be transferred to the new Traffic Ministry, and the remaining businesses concerning rivers, city planning and construction will be handled by the new Agency.

Pub. Housing & Pub Wks

Const.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

14 February 1949

MEMORANDUM FOR EXECUTIVE OFFICER, GOVERNMENT SECTION

SUBJECT: Administrative Management Agency

ORGANIZATION

The Administrative Management Agency was established 1 July 1948. It is an independent organ of the Prime Minister's Office. Its primary function is to plan and coordinate matters dealing with the organization and structure of the Japanese Government. It also reviews proposed changes and modifications to the existing organizational structure. It is headed by a Minister of State (Minister without Portfolio) and has the following internal subdivisions:

1 Minister (Director) (formerly KUDO Tetsuo)
1 Deputy Director (ONOGI Katsushiko)
1 Chief, Management Division (NAKAGAWA Toru) - In charge of matters pertaining to the planning of the administrative system in general; coordination and review of matters pertaining to the organization structure, personnel requirements and proposed changes.
1 Chief, Inspection Division (YAGISHITA Masao) - Conducts inspections dealing with administrative management within each Ministry.

BACKGROUND AND CHRONOLOGY

At the time of the establishment of the Administrative Management Agency, the Civil Service Division objected to the law and proposed changes in the establishment law that prevented the Agency from having jurisdiction over the National Personnel Authority. As a consequence, the Attorney-General's Office and the Board of Audit were also enumerated in the law as exceptions over which the Agency would not have jurisdiction. This action, of course, placed the Agency in the position whereby it could not completely carry out over-all management functions, even though it is headed by a Minister of State and answers only to the Prime Minister.

The Administrative Management Agency, since its establishment, has worked with all ministries in their basic organization Laws. It assists the ministries primarily in carrying out the provisions of the new National Government Organization Law. Rather than formulating policy, it acts as a coordinating body. As evidence of this fact, on 1 January 1949 the Prime Minister established a temporary "council" made up of the various ministers of the Cabinet and seven non-government members to review the various

problems of administrative management and to submit recommendations to the Prime Minister (Tab "A"). The Administrative Management Agency acted as the "secretariat" for this temporary body. It now has received the recommendations and reports that the new Cabinet will act upon these recommendations. Those recommendations accepted by the Cabinet will be coordinated by the Agency.

IMMEDIATE PROBLEMS

The entire executive branch of the government is preparing basic organization laws (called ministerial organization laws) as required by the National Government Organization Law. This law requires that each ministry and independent agency of the Government prepare by 1 April 1949 a bill that specifically spells out all functions, responsibilities and the internal structure of each individual ministry.

The Administrative Management Agency is of course the agency of the Government to assist each ministry and to coordinate the work in accordance with the standards set forth by the National Government Organization Law.

The responsibility for preparing these laws in time and for the correctness of each law rests with the Japanese Government. Should the Administrative Management Agency be "taken over" by any Section or Division of GHQ for the purpose of expediting these bills or for the purpose of assuring the correctness of the bills, this headquarters would find itself dealing directly with each ministry of the Japanese Government and at the same time bargaining with each section of GHQ.

RECOMMENDATIONS

1. That Government Section notify the Japanese Government that it is very much interested in seeing that the provisions of the National Government Organization Law are carried out; expecting that basic organization laws will be prepared in sufficient time for interested SCAP sections to review them.

2. That basic organization laws be worked out by the Ministry concerned and with the interested SCAP Section, as usual.

3. That the Administrative Management Agency continue to function as at present, reporting to Government Section with the official views, decisions or recommendations of the Cabinet on matters dealing with administrative reform.

T. Diamantes
CAPT. T. DIAMANTES

Final recommendations made to Prime Minister by the Administrative Organization Renovation Council, 10 February 1949 (Rec'd 14 Feb)

Report of the Administrative Organization

Renovation Council (Feb. 10, 1949)

This Council has had nine meetings since January 14th, and has deliberated on basic measures to be adopted in streamlining the present enlarged and complicated government organization and giving it a proper size in line with the principles set forth by the Nine Points of Economy.

As the result of such deliberation, the Council has adopted the following basic principles for the renovation of administrative organization.

We submit this as our report.

Basic Principles for the Renovation

of Administrative Organization.

In order to execute energetically the Nine Points of Economy, to balance the National Budget, and thereby to lighten the burden of the people, a drastic streamlining of the administrative structure and the businesses handled by it, and a corresponding cut in the number of government personnel are imperative. The measures necessary for the economic recovery of the nation must be effectively executed by a proper sized administrative machinery matched to the national wealth. In regard to the administration of economic affairs, a new angle and orientation is being called for - that of encouraging foreign trade.

TAB "A"

A number of changes were made in the administrative structure since the adoption of the New Constitution, but they lack uniformity and

coordination if looked as a whole. As a part of the reconstruction program of Japan, we have to reorganize the administrative structure and give it a uniformity. Today is the most opportune moment for doing such reorganization since establishment laws and laws for fixed number of personnel of various government agencies are now being prepared. The Cabinet should utilize this opportunity and put in effect the following items:

1. Streamlining of Government Structure

The size and the number of personnel of the administrative organs are increasing year after year. For example, in regard to the number of regular official (1st, 2nd and 3rd class) appropriated in the general and the special account budget, if the figure for 1932 is taken as 100, that for 1941 is 188, that for 1945 is 233 and that for January, 1949 is 469. Also in the number of bureaus and divisions of the central government the present is approximately the double of that of August, 1945.

Such enlargement in the administrative structure and personnel is of course attributable in large part to the increase in the volume of business such as the strengthening of the economic control, repatriation of a large number of oversea Japanese nationals and the business related to the Allied Forces etc. However, it cannot be denied that the present structure is over-sized if we consider the figures of former years and also those of other countries. Moreover, for our nation which has lost nearly one-half of its land possessions and a considerable portion of its national wealth, the present enlarged administrative structure is beyond its financial ability.

From such point of view, it may be argued that the present government structure could be reduced by one-half. However, a simple argument of this nature is not applicable to the actual situation. Taking the various administrative organs as a whole, it is appropriate to reduce its size by about 30% and to make a corresponding cut of at least 30% in the number of personnel.

Such reduction in the size and the personnel must be decided separately for each ministry or agency by considering the facts relating to the businesses handled by such organ. In this connection, the following items are to be considered:

(1) In regard to each ministry or agency, a study must be made in the nature of the businesses handled by it. Businesses which are out-dated, especially control businesses the necessity for which has diminished and also businesses related to financial assistance should be reduced as much as possible. The manner of handling business should also be simplified. On the basis of such reduction in the volume of business handled, a reduction in the number of bureaus and divisions as well as in the number of personnel should be made.

Businesses handled overlappingly by more than two ministries or agencies must be drastically rearranged, while closer co-ordination between various agencies is to be established.

(2) A simple but effective planning organ should be established directly under the Prime Minister. On the other hand actual businesses of administration are to be handled entirely by various ministries and agencies, and thus to avoid the occurrence of "double administration".

The Economic Stabilization Board and other planning organs now existing are to be drastically reorganized based on the above principle.

Businesses relating to research and statistics should be amalgamated as much as possible, with a view to increase efficiency.

(3) The nature and volume of businesses handled by the so-called independent organizations should be examined carefully. Only those organs which need independent character in handling business and personnel affairs should be retained as independent organizations. The rest are to be incorporated into respective ministries and agencies.

(4) The system of administrative commissions should be re-studied. Only those commissions which handle business specially requiring fair and independent judgement should be retained. Their size, however, must be drastically reduced. In regard to those organs which handle general administrative business requiring promptness of management and exactness of responsibility, the commission system should better be abolished.

(5) The system of "KODAN" should be re-examined. Only those which are still necessary are to be retained. The rest are to be either abolished or amalgamated.

(6) In regard to Councils established in various ministries and agencies, only those which are absolutely necessary are to be retained. All the others should be abolished.

In regard to Institutes and Laboratories, measures are to be taken to strengthen the absolutely necessary ones and to amalgamate small ones. Petty organs of research with practically no efficiency should be abolished.

2. Re-arrangement of Functions between the Central and Local Governments and the Reduction of Local Branch Offices.

With a view to substantializing the priciple of local authonomy embodied in the New Constitution,

the division of powers between the central and local governments should be re-considered.

The businesses which could better be handled by local governments should be transferred to them as much as possible. Correspondingly, the branch offices set up by the Central Government should be reduced or handed over to local governments.

In this connection, a fundamental revision in the local finance system is to be made. National tax should be transferred in large proportion to the local governments and the current practice of subsidizing by the Central Government should be stopped.

In enforcing the above, following items are to be kept in consideration:

(1) As a general rule, local branch offices with jurisdictions corresponding to Prefectures or a part of Prefectures, are to be abolished and their businesses are to be handed over to Prefectures.

(2) In regard to local branch offices with jurisdictions covering more than two Prefectures, a re-examination should also be made. Only those which are absolutely necessary would be retained and the rest are to be abolished or amalgamated. Care should be taken not to allow the establishment of several branch offices at the same place by the same ministry.

In regard to branch offices which are to be retained, powers should be delegated as much as possible to them by the ministry, so that the local population do not have to come so often to Tokyo for petitioning.

(3) Measures listed above may tend to enlarge the volume of business and the size of the structure of local governments. In order to prevent such tendency, local governments should also reduce the size of their administrative structure following the example of Central Government.

(4) With a view to fostering and strengthening the local autonomy, the Central organs dealing with the affairs of local autonomy are to be amalgamated and consolidated.

3. Efficiency of Administration

Together with the reduction in the volume of administrative businesses, a rationalization and simplification of the manners in handling them should also be enforced. In this way the people will get much convenience.

For this purpose, the following items are to be considered:

(1) "Administration by person" should be replaced by "administration by organization".

Filing system and other methods of scientific management should be adopted. The current system of handling business mechanically from bottom to top should be changed, and direct handling of business by top officials and their assistants should be encouraged. By this way, a vast number of lower grade officials could be dispensed with.

(2) Matters requiring official license or permission should be drastically reduced. Only absolutely necessary ones are to be retained, the rest being either abolished or changed to reporting system.

(3) In dealing with the people, care must be taken so that the people do not have to apply to a number of government agencies for a single matter. Practice of requiring reports from people and private companies should be aboided as much as possible.

(4) Audit system should be rationalized and simplified. Account examination by reports should be replaced, as far as possible, by field inspection.

4. Measures regarding Unemployment Problem.

As an effect of the measures listed above, a great number of persons will inevitably be separated from service. The Cabinet must do its utmost for the measures to cope with the unemployment problem arising thereby. Under present circumstances, the question is certainly a very difficult one. However, the following items are to be put in effect in this connection;

(1) A dequate separation allowance should be paid which, however, must be balanced with the practice of private companies persons who resign voluntarily are to be accorded special consideration.

(2) Persons separated should be encouraged to work in the constructive labor. Public construction works should be planned in large scale in this connection.

(3) For assisting the separated persons in establishing their livelihood, a special financing measure should be considered.

(4) For the purpose of ensuring the minimum livelihood, a revision in the Unemployment Insurance System and a raise of allowance by the Livelihood Protection Law should be made.

(5) Preferential treatment in utilizing the employment agencies and other similar establishments is to be accorded to the separated persons, and thus to ensure the early settlement of their livelihood problem.

(6) Separated persons are to be accorded same treatment as regular personnel for the period of 6 to 12 months in utilizing the welfare establishments (such as hospitals and clinics) of their respective ministries or agencies.

5. Matters to be Kept in Mind in Effecting the Above Measures.

The drastic simplification of administrative organization and the resulting reduction of personnel mentioned in the preceding paragraphs are measures supported by the general public, and the Cabinet is hereby advised to put them into effect with strong determination.

However, in their effectuation following items are to be kept in mind in order to ensure its smooth operation;

(1) The Cabinet is to exercise strong control over various ministries and agencies and have them conform to the basic principles.

(2) The Cabinet should ask the cooperation of the Diet, the Judicial Courts, the Board of Audit and the National Personnel Authority in this connection so that these independent organs would also reduce and streamline their structure and personnel in the similar manner, in view of the urgent necessity of the moment.

(3) In separating the personnel, a close contact with the National Personnel Authority should be maintained in view of the fact that that Authority is now working to establish a democratic and efficient system of personnel administration.

Especially, in order to ensure the smooth operation of this program, the assistance and help from the GHQ is of absolute necessity. In this respect, the Council expects the utmost endeavor on the part of the Cabinet and the Prime Minister.

files
V 1.

Mr Simpson
Please see
me re

2/10/49

CIVIL SERVICE DIVISION
Government Section

7 February 1949

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

SUBJECT : Administrative Management Agency

In view of the work program outlined last Friday and your indication that you would notify the NPA concerning these assignments, I think it would be advisable to also contact the Administrative Management Agency. This agency has been consulting with Mr. Hauge, Capt. Diamantes, and with members of this staff in accordance with their needs.

MacDonald Salter

MACDONALD SALTER
Chief, Classification &
Compensation Branch

MS:jd

11 Feb. 1949 - Memo of work assignments to NPA.
GP.

File V.I.

Please return Mrs. Salter

CIVIL SERVICE DIVISION
Government Section

4 February 1949

MEMORANDUM FOR THE RECORD*

SUBJECT: Administrative Management Agency

WPB 2/16/49

A conference was held among Mr. Salter, Capt. Guida, Capt. Novotany of the Legal Section, and Messrs. Onogi and Nakagawa and other staff members of the Administrative Management Agency, this afternoon. The purpose of the meeting was to discuss certain questions that the Administrative Management Agency was raising concerning their program.

The Administrative Management Agency had prepared a series of nine questions, copy of which is attached hereto. The content of these questions in general reflected:

1. The Agency did not fully understand the National Government Organization Law contained two separate and distinct programs.

   Reply: It was pointed out that the two programs were, one dealing with the basic organizational structure for all agencies of the government and the other dealing with the problem of establishing ceiling controls over personnel.

2. The Agency was not clear on the management relationship between vice-ministers and "independent agencies" located within the respective ministries.

   Reply: Discussion was first directed to the status of vice-ministers within the government itself and the fact that they had been considered permanent government employees and were now within the regular service under the NPSL. Secondly, the status of "independent agencies" was questioned from a management point of view. While the practice is to have agencies located within a ministry operate on an almost autonomous basis, under good management there should be substantial control exerted by the vice-minister.

3. The Agency was not clear on the relationship between local offices of the national government and local government affairs.

   Reply: Reference was made to the Local Autonomy Law which now provides independence of operation between local governments and the national government. It is perfectly within the province of the national government to establish local offices for the administration of those affairs directly within the jurisdiction of the national government. Local offices, as such, must be established with Diet approval. These offices should not infringe upon local government activities.

* Copy to Capt. Guida.

4. The Agency was seeking a clear-cut decision that commissions be restricted to quasi-judicial functions.

Reply: It was pointed out that there are many reasons for the establishment of "commissions". These reasons and circumstances determine in general the character of the function of the commission itself. The practice, however, of appointing, as they do in Japan, exceedingly large commissions, is not generally considered advisable under good management. Commissions normally can be limited to 3-5 members.

5. There seemed to be some confusion by them in reference to "fixed number of positions" in Article 19 of the National Government Organization Law and "fixed number of personnel" in the National Public Service Law, Article 78, paragraph 4.

Reply: "The fixed number of positions" under the National Government Organization Law is the number established by Diet action as the ceiling employment for a ministry. "The fixed number of personnel" in the National Public Service Law refers more specifically to the numbers established by management decision as the ceiling employment for organization units within a ministry. The effect of these established numbers may result in reduction in force. This is what is referred to in Article 78 of the NPSL.

6. The Agency was distinctly interested in knowing when the personal classification of officials would be eliminated and the new position classification inaugurated.

Reply: At the earliest possible date.

7. The Agency discussed the matter of the establishment of Personnel Bureaus and wanted to know which independent agencies would have Personnel Directors who would probably head Personnel Divisions in such agencies.

Reply: The requirement that there be a Personnel Bureau is tied up with the concept of good personnel management in which the Director of Personnel was recognized as a right-hand man of the head management official of an agency. Within the Japanese structure of government it seemed advisable to establish a Personnel Bureau in order to reasonably assure this development as part of improved management. It was pointed out that the NPA had under consideration a rule indicating which offices of the Japanese government should have Directors of Personnel. These Personnel Directors would then constitute the National Personnel Council which it was hoped to get under way shortly. It seemed reasonable to consider Personnel Directors as heads of divisions where they were located in agencies other than ministries proper.

8. The Agency did not fully realize its position with respect to the determination of where and to what extent personnel cuts should be inaugurated after action by the Diet.

Reply: It was clearly pointed out that the initial ceiling controls would be established by Diet action, probably in a single bill establishing the maximum amount of employment for each ministry. From that point forward it would be a matter of management decision in which the Administrative Management Agency would participate heavily on the distribution within the agency of maximum employment.

9. Considerable interest was expressed in establishing a policy and practice with respect to separation pay.

Reply: The Agency was told that considerable study was presently under way within SCAP concerning separation pay. The Agency was requested to contact this office at the earliest possible date with any and all information concerning separation pay and to clear no actions for Cabinet decision on separation pay until they had contacted this office.

10. The Agency raised a question as to what references should be included within the various organization bills on the control of personnel within the respective agencies under the NPSL.

Reply: It was suggested that a standard phrase be developed which could be included in all such bills covering personnel management and the extent to which personnel were subject to the NPSL.

11. Article 20, paragraph 2, of the National Government Organization Law in Japanese implies that the new classification plan provided under the NPSL will, "set the scope and functions of positions" referred to in this Article.

Reply: It was pointed out that the classification plan was based on an evaluation of duties and responsibilities of positions. Reference in this Article was to the fact that this process would be followed and the level of these positions would be established according to the classification plan. There was no intent at all to imply that the plan would establish the scope and functions of the positions. Since there is an apparent possibility of misinterpretation, this matter should be reconsidered and if necessary legislative action initiated.

MacDonald Salter

MacDONALD SALTER
Chief, Classification &
Compensation Branch

MS:jd

Some Problems Concerning Public Administration

(Administrative Management Agency)

Feb. 4, 1949.

1. Relation between the Government and the Diet.

2 pts to this
a) Org down to Bur
b) No of pers to bur only

How far the Diet should act concerning the Government organization and the number of personnel?

2. Relation between the Central Government and the local autonomous entities.

more as estab by law

(a) How far the Central Government is authorized to act in the local matters?

local ord/laws

(b) Question of ~~the local branch offices~~ of the Central Government.

Question of Independent Organizations

(16)

(a) Independent organizations in the Prime Minister's Office.

Their number is increasing. Should'nt they be confined to those which function as the brain of the Prime Minister?

those that cannot fit elsewhere

(b) Independent organizations attached to the various Ministries.

Is the name "independent organization" appropriate? Or is it better be termed "external bureau"?

should be "dependent"

(c) Should not the establishment of independent organizations be carefully scrutinized inasmuch as the heads of such organs ~~are vested~~ with the ~~power~~ of appointing

NPSL.

Problem of superstatus of Vice-minister

authority by indep agencies"

since Cons's do not have ministers as heads they are not represented in the Cabinet in presenting their ideas & request, and thus lose their effectiveness

Possibility of eliminating "ties"

their own personnel? (Nat. Pub. Service Law, Art. 55)

need for moving B&B from under min. of Fin. to ?

4. Question of Administrative Commissions.

each one must be considered separately

Sometimes they are found to be cumbersome in handling regular administrative functions. Should they rather be limited to quasi-judicial organs?

5. National Government Organization Law.

need study

Is it satisfactory in the present form?

6. Establishment Laws of various Ministries.

no. Use term of Postal Service, term of Telecommunications

Is the model form tentatively decided last fall for the Ministry of Finance satisfactory?

7. Laws for Fixed Number of Personnel for various Ministries

Diet has control

detail or control in RIF

E.P.D.

(a) What is the difference between the "fixed number of position" (Nat. Gov. Org. Law, Art. 19) and the "fixed number of personnel"? (Nat. Pub. Service Law, Art. 78 § 4).

(b) When will the present classification of 1st, 2nd and 3rd class officials disappear?

(c) What will be the new classification?

separate bills no.

(d) Tentative plans for the laws for fixed number of personnel. (Prepared by the Adm. Man. Agency)

8. Problem of Personnel Bureaus.

Policy

(a) Is it necessary to have Personnel Bureau in every ministry regardless of its size? (Nat. Pub. Service Law, Art. 25)

shortly determined

(b) What independent agencies must have Personnel Divisions?

(c) Cannot the chiefs of personnel section appointed as the Director of Personnel?

9. Problem of Decreasing the Number of Government Personnel.

Diet

(a) To what extent the number should be decreased?

(b) Is any new legislation necessary for the cut? (Or is the provision of Art. 78, 4, of the Nat. Pub. Service Law sufficient?)

NPA rule on RIF.

(c) What will be the role of the National Personnel Authority in regard to the cut in personnel?

Separation pay.

(d) Necessity of giving enough compensation to the retiring personnel.

* need a standard phrase in all bills with respect to personnel being subject to NPSL

Art 20 §2 needs clarif. how reads in Japanese as though NPSL would set scope & functions of pers.

Rule No. 8-1 of the National Personnel Authority

(Effective date:)

Appointment and Classification of Personnel

Pending the enactment of additional rules to bring into full force the provisions of the law relating to the method of filling vacancies in the service and the classification of positions on the basis of duties and responsibilities, temporary procedures for the appointment of personnel of the service shall be as follows:

1. First and Second class officials shall be appointed only after review and approval of the proposed appointments by the National Personnel Authority.

2. Third class officials shall be appointed in accordance with basic standards established by the National Personnel Authority.

3. Other employees shall be appointed in accordance with basic standards established by the appointing officer.

4. No appointments shall be made to positions of the kind for which the National Personnel Authority is currently conducting or will subsequently conduct examinations, except by selection of appointees from appropriate eligible lists or otherwise as prescribed by the Authority.

Law No. 77 - July 1, 1948

The Administrative Management Agency Establishment Law.

a. The Administrative Management Agency is established as an independent organization of the Prime Minister's Office.

b. Pertinent functions are:

(1) To make coordination and integration of organization structure, personnel requirements and management of administrative organs.

(2) To survey, plan and develop programs and recommendations concerning organization structure, personnel requirements and management of administrative organs.

(3) To review proposed new or modification or abolition of old organization structure of each administrative organ as well as the establishment of the fixed number of personnel, its increase or decrease, and abolition.

These functions shall not include matters placed under the jurisdiction of the National Personnel Commission.

Law No. 247 - December 18, 1948

Law Concerning the Provisional Measures and Others for the Establishment and Increase of the Fixed Number of Personnel in Administrative Organs.

The purpose of this law is to regulate and prevent the increase in the number of personnel in administrative organs until Law No. 120 of 1948, the National Administrative Organization Law comes into force (June 1, 1949).

Definition: Personnel means all officials, all persons treated as officials, and all other persons who are regularly employed by the Government.

The law provides that:

a. On and after January 1, 1949, no establishment or increase of the fixed number of personnel in administrative organs may be made except by law. This shall not apply, however, to the establishment or increase of the fixed number of personnel for which the budgetary appropriation has already been approved by the Diet prior to 31 December 1948.

b. Among the personnel in administrative organs, in regard to those

of whom the number is not fixed by law or order (or, in case it is authorized by law to fix the number of ordinances or other special orders, by such ordinance or order - hereinafter the same shall apply), their number shall be fixed within the limits of the budgetary appropriations, by law or order, not later than December 31, 1948.

Law No. 120 - July 10, 1948

National Government Organization Law

Article 19 states that the fixed number of positions for each administrative organ shall be provided for by law from the date the position classification plan becomes effective under the National Public Service Law. Until that date, the fixed number of personnel for administration organs shall be provided for by law effective June 1, 1949.

Budget of General Account for the Fiscal Year 1949 - 1950

Chapter III, Article 10, provides that the budgeted number of government employees belonging to the General Account for the fiscal year 1949-50 as shown in the Detail of Estimates of Appropriations shall prevail until after the administrative adjustment has been effected (The National Government Organization Law becomes effective 1 June 1949). After the administrative adjustment the fixed numbers shall be as provided for by law regardless of the budgeted number.

Article 11 - Prohibits the increase in the number of government employees beyond the budgeted number or as limited by future laws even if funds are available for such increase. Furthermore "betterment of salaries" cannot be made out of such available funds.

Law No. 77 - July 1, 1948 Administrative Management Agency Establishment Law

Functions of Administrative Management Agency

1. Organization structure

2. Fixed number of personnel

Law No. 120 - July 10, 1948

1. Sets up organization of government

2. Method of providing for fixed number

3. Goes into effect 1 June 1949

Law No. 247 - December 18, 1948

1. Effective 1 January 1949 to 31 May 1949

2. Provides method of recording fixed number through 31 December 1948

3. Provides method of recording fixed number from 1 January 1949 to 31 May 1949

Budget of General Account for Fiscal Year 1949 - 50

1. Fixed number of employees as shown in the Detail of Estimates of Appropriations shall govern until after the administrative adjustment. After the adjustment, legislation will set fixed numbers. This legislation must refer to Law No. 120, 1948 which goes into effect 1 June 1949.

2. No increase in salary may be given even if funds are available.

YUKAN-CHUGAI

Court File

4-4-49

The Standards of Administrative Adjustment

Under Consideration of National Personnel Authority

While indications are that the Government has intention to ask National Personnel Authority for cooperation, Commissioner Ueno declared at the press conference on Saturday, touching upon the problem of administrative retrenchment.

He said: "The National Personnel Authority is thinking of issuing a rule to unify the orders of lay-off, lest lack of a uniform policy should give rise to inequalities among various ministries. And we are thinking of making some recommendations on retirement allowance, if the government requests us for our opinion."

YOMIURI

More Retrenchment Necessary
Commissioner Ueno Declares

President Asai is, for the moment, indifferent to the problem of administrative retrenchment, but Commissioner Ueno expressed his opinion at the press conference on Saturday. The gist is as follows:

1. The National Personnel Authority will not make any recommendations about the standards of retrenchment so long as the government does not ask for them. But, in my personal opinion, the standards of retrenchment would better be unified, lest the lack of uniformity among the various ministries should give rise to inequality and injustice. If the N.P.A. should take up this problem, it would issue a N.P.A. rule.

2. As for the target of retrenchment, I, for my part, think the government personnel would better be ~~more~~ further cut down, for I believe one-third of present personnel will do, if American management system is applied to the administrative business in Japan.

YUKAN-CHUGAI

The Standards of Administrative Adjustment ~~Is~~ Under Consideration of National Personnel Authority

While indications are that the Government has intention to ask National Personnel Authority for cooperation, Commissioner Ueno declared at the press conference on Saturday, touching upon the problem of administrative retrenchment.

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NIHON - KEIZAI

Older Employees ~~Said~~ Laid off

Commissioner Ueno Declares

At Press Conference

As regards the administrative retrenchment, Commissioner Ueno declared at the press conference on Saturday he would like to have older employees laid-off first as a rule.

He said: "The N.P.A. is thinking of issuing a rule unifying the retrenchment policies of various ministries now under preparation after the N.P.A has finished the investigation. We are ready to answer for the inquiry by the government about the standards of retrenchment. In my personal opinion, retrenchment should start from older employees rather than from inexperienced younger ones. It is impossible to train older employees into democratic ones, and bureaucratic attitude of old type might be infected into the younger generation. Once Mr. Korekiyo Takahashi said one-third of personnel was enough. I agree with him at present But, this measure presupposes ~~administrative~~ scientific management of administration, for which experts are very scarce in Japan.

13 Jan 49

Mac:

1. I can see nothing in the substance of Rule 8-1 of the National Personnel Authority which conflicts with the Project 17 study.

2. As regards formal methods of changing the Common Rules concerning personnel heretofore in force - Article 25 of National Government Organization Law (Law No 120, July 10, 1947) prescribes change either by law or cabinet order. The proposed change is thru rule of the National Personnel Authority.

3. The National Public Service Law prescribes rules of the N.P.A. in administering the position classification plan, but mentions nothing about the personnel classification system.

4. I question the method of changing the personnel classification system by rule

Al H. Angelis

P.S. Rule 1-4 of NPA abolishes Order No 190 eff. 15 Jan 49.

Employment

/ Temporary art 3, 12, 65, 109, Sup art 9, 10, 11

CIVIL SERVICE DIVISION
Government Section

12 January 1949

MEMORANDUM TO: Mr. MacDonald Salter WS 1/19/49
Chief, Classification and Compensation Branch

SUBJECT : Project No. 17.
Authority under which the Personnel Classification system is established.

Imperial Ordinance No. 190, April 1, 1946 (Ordinance for the appointment and classification of Government Officials) is the governing law with respect to classification of first, second and third class officials. Parts of the ordinance have been rescinded or are no longer in effect.

1. It provides in Article 1 that government officials, with the exception of those appointed through the ceremony of Personal Investiture by the Emperor, shall be divided into first-class, second-class, and third-class. Article 7 of the Japanese Constitution does away with personal investiture. The Emperor now attests the appointment of officials as provided by Law.

2. Qualifications for classification and appointment are contained in Articles 4, 5, 6, and 7.

a. Qualification standards for classification to first-class administration official listed in Article 6, no longer apply. One requirement was to have passed the administrative type test of the Higher Civil Service Examination Committee. Another requirement was to be selected by the first-class Government Officials Selection Committee. Both of the above committees were abolished by Article 12 of the National Public Service Law (Law No. 120 of 1947 as amended).

b. The qualification standards for appointment to first-class Judge or Public Prosecutor still apply, i.e., passing judicial type Higher Civil Service Examination plus required length of service.

c. Qualification standards for classification to second-class administrative government official that no longer apply are:
(1) To pass the administrative type test of the Higher Civil Service Examination.
(2) To be selected by High Civil Service Examination Committee as having knowledge and experience.

The Higher Civil Service Examination Committee was abolished by Article 12 of the National Public Service Law. (Law No.120 of 1947 as amended).

d. Qualification standards for classification to second-class administrative government office still in force are:
   (1) To have held position of Judge or Public Prosecutor for not less than two years.
   (2) To have held position of first-class or second-class Administrative Officer for not less than four years.
   (3) To have qualified for B. A. Degree, having studied in the faculty of Universities, under the University Ordinance of which the principal subjects taught are related to the official functions to be performed, and have held, for not less than two years, administrative Government posts.
   (4) To have studied and graduated from Higher Technical Schools coming under the Higher Technical school Ordinance, or from other schools recognized by the Minister of Education as equal thereto or higher or where the principal subjects taught are related to the official functions to be performed, and have held for not less than four years, administrative posts.
   (5) To have held for not less than eight years, positions of third-class Administrative Government office fulfilling official duties similar to those to be performed.

e. Qualification standards for classification to third-class government official that no longer apply are:

   (1) To have passed the Civil Service examination.
   (2) To have qualified to take the preliminary examination of the Higher Civil Service Examination.
   (3) To be exempted from taking the preliminary examination of the Higher Civil Service Examination.
   (4) To have passed the Higher Civil Service Examination.
   (5) To be selected by the Civil Service Examination Committee on basis of knowledge and experience.

The Ordinary and Higher Civil Service Examination Committees were abolished by Article 12 of the National Public Service Law, (Law No. 120 of 1947 as amended).

f. Qualification standards for classification to third-class Government office still in effect are:

   (1) To have held positions of government officials for not less than two years.
   (2) To have held for not less than three years, post which entitles a person to be treated as a regular official.

(3) To have been a government employee for not less than four years.
(4) To have held for more than four years, stipendiary public posts in Tokyo Metropolis, Hokkaido, Prefecture, Cities, Towns, Villages or Corporations analogous thereto.

g. On the basis of what is contained in sub-paragraphs a thru f, first-class officials cannot be appointed as standards for such classification do not appear in current law. Also fewer classifications to second and third grade can be made as a result of abolishment of the Higher and Ordinary Civil Service Examination Committees, and the first and second class Government Officers Selection Committees. The number of methods by which a person may qualify as an official has been reduced.

However, Article 25 of National Government Organization Law (Law No. 120, July 10, 1948) makes up this deficiency by authorizing until the position-classification plan becomes effective, that the types of personnel for administrative organs, unless otherwise provided for by law, or Cabinet Order, shall be in accordance with the common rules concerning personnel, heretofore in force. (i.e., in accordance with the laws abolished by the National Public Service Law).

3. The general procedure for classification of first, second, and third-class officials is authorized in Article 5 of Imperial Ordinance No. 135, December 1889, amended to 1946. (The Regulations governing the organization of the Cabinet). Article 5 requires that matters pertaining to appointment, bestowal of grades and classes, and decision upon the course of an official shall pass through the Cabinet Council.

Specific procedure for recommending classification of second-class Government officials by the Prime Minister to the Emperor is contained in Article 2 of Imperial Ordinance No. 190, April 1, 1946, (Ordinance for the appointment and classification of Government Official). Although Article 2 remains in the law, in practice the Prime Minister is the final approving authority for promotions to second-class officials.

No specific procedure for recommending classification to first or third-class officials appears in the written law. However, Article 6 of the abolished Imperial Ordinance No. 8, January 18, 1918, as amended provides that detailed regulations concerning the Junior Civil Service Examinations shall be determined by the Junior Civil Service Committee and reported to the Higher Civil Service Examination Committee.

4. This study indicates that Imperial Ordinance No. 190, April 1,1946 (Ordinance for the appointment and classification of Government officials) appears in the Japanese Law and is the authority under which the personnel classification system operates.

Qualification standards for classification to first class administrative official contained in Imperial Ordinance No. 190 no longer apply. The qualifying standards require action by the Higher Civil Service Examination Committee or the First-Class Government Officials Selection Committee. Both committees were abolished. Present classifications to first-class administrative officials are made on the authority of rescinded activities.

Qualification standards for classification to second and third class administrative officials have been reduced as a result of abolishing the Higher and Ordinary Civil Service Examination Committees.

No specific procedure for recommending classification to first or third class appears in the written law. The present personnel classification operates under Law No. 121, October 21, 1947. This law indirectly revises laws previously rescinded. In particular it provides that matters concerning appointment, removal, promotion of class, status of government officials, salaries, allowances shall follow the examples of the old law. Which examples and which old laws apply, are not indicated.

***

Authority for control of the number of First, Second and Third class officials.

The Administrative Management Agency establishment Law (Law No. 77, July 1, 1948).

1. Law No. 77, July 1, 1948 establishes in the Executive Branch, the Administrative Management Agency. Its functions in the personnel field are:

a. To make coordination and integration of organization structure, personnel requirements and management of administrative organs.

b. To survey, plan and develop programs and recommendations concerning organization structure, personnel requirements and management of administrative organs.

c. To review proposed new or modification or abolition of old organization structure of each administrative organ as well as the establishment of the fixed number of personnel, its increase or decrease, and abolition.

2. The law further provides that the Director's Secretariat of the Administrative Management Agency shall administer the affairs concerning personnel provided they shall be conducted in conformity with the National Public Service Law.

National Government Organization Law - (Law No. 120, July 10, 1948)

1. Article 19 of Law No. 120, July 10, 1948, as amended by Law 235, December 10, 1948, states that the fixed number of positions shall be provided by law from the date the position classification plan becomes effective under the National Public Service Law. However, until that date the fixed number of personnel for administrative organs shall be provided for by law effective ~~1 April 1949.~~ 1 June 1949

2. Pending the date, Law No. 120, July 10, 1948, comes into force, the following provisions of the Law No. 247, December 13, 1948, concerning the Provisional Measures for the establishment and increase of the fixed number of personnel in Administrative organs apply:

a. On and after January 1, 1949, no establishment or increase of the fixed number of personnel in administrative organs shall be made except by law. This shall not apply, to the establishment or increase of the fixed number of personnel for which the budgetary appropriation has already been approved by the Diet prior to December 31, 1948.

b. Among the personnel in administrative organs, in regard to those of whom the number is not fixed by law or order (or, in case it is authorized by law to fix the number by ordinances or other special orders), their number shall be fixed within the limits of the budgetary appropriations, by law or order, not later than 31 December 1948.

3. From the above, it follows that the Administrative Management Agency is responsible under Law No. 77, July 1, 1948, for establishing the fixed number of personnel for administrative organs. Law No. 120, July 10, 1948, modifies Law No. 77 somewhat by making the legislature the final approving authority for setting the fixed number of positions and personnel. Law No. 120 becomes effective 1 April 1949. Law No. 247, December 13, 1948 clarifies that part of Law No. 120, July 10, 1948 which refers to fixed number of personnel. It provides that after 1 January 1949, fixed number of personnel in administrative organs shall be determined by law. Any increase in the fixed number of personnel must be authorized by law. Law No. 247 shall apply until Law No. 120 goes into effect.

Albert R. de Angelis
ALBERT R. DeANGELIS
Classification Specialist

ARD:rr

Government Section
Civil Service Division

11 January 1949

MEMORANDUM FOR: Mr. Maynard Shirven
Acting Chief, Examination Branch

SUBJECT : Relations with Administrative Management Agency

Replying to your communication of 11 January 1949 on this subject.

We have requested a ruling as to where in Government Section control of AMA is lodged and will be in a position to deal with your suggestions on receipt of reply.

BH:mta

BLAINE HOOVER
Chief, Civil Service Division

CIVIL SERVICE DIVISION
Government Section

11 January 1949

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

SUBJECT : Relations with Administrative Management Agency

1. Pursuant to your instructions, the Examination Branch requested the Administrative Management Agency to undertake a survey of shokutaku still employed by the Japanese Government. This survey has been completed and final analysis is well under way. Preliminary information indicates that all shokutaku have been converted to rinji shokuin (temporary employees) and that in general those having economic interests which might be conflicting have been eliminated. The total number has been reduced perhaps fifty per cent, and the remainder are considered by the employing agencies to be essential. As soon as all necessary information is available, measures will be taken to regularize the status of the rinji shokuin; that is, they will be given permanent, temporary, or part time employment as the circumstances warrant.

2. The conduct of this project has raised some questions as to our relationships with the Administrative Management Agency. The work of this Agency is obviously closely related to our work, and it appears desirable that we should retain control in order to forestall the possibility of conflicts with our program, either from the Japanese side or the SCAP side. It further appears that the closest relationship between the NPA and the AMA will be through the Recruitment Bureau of NPA, since that Bureau will handle all personnel actions, including those arising out of reduction in force. However, classification functions are certain to be involved to some extent. Consequently, the primary responsibility within the Civil Service Division should be clarified. In view of the circumstances, I believe that direction of the AMA should be placed with the Examination Branch, and that other branches should clear through that branch when dealing with the AMA in order to prevent confusion.

(Note: This memo is submitted in accordance with your conference with Mr. Marsh and me on the subject.)

Maynard N. Shirven

MAYNARD N. SHIRVEN
Examination Specialist

MNS:jb

1-11-49 Asked Maj. Napier for information as to where in Government Section control of A. M. Agency is lodged.

- State Properties Bureau
- Financial Bureau
  - Research Div.
  - Foreign Captical Div.
- Banking Bureau——Inspection Div.
- Administration Bureau——Financial Affairs Div.
- Salaries and Allowances Bureau

(Independent Organizations)

- Securities Exchange Commission
  - Administration Div.
  - Management Div.
- Public Accounts Administration Commission
- Monopoly Bureau
  - Secretariat
  - Tobacco Div.
  - Manufacturing Div.
  - Salt and Camphor Div.

(Note) Salaries and Allowances Bureau will be made a Section in the Budget Bureau

(Independent Organizations)

- Securities Exchange Commission

(Note) Secretariat will be simplified

- Administration Div.
- Management Div.
- Public Accounts Administration Commission
- Monopoly Bureau
  - Secretariat
  - Tobacco Div.
  - Manufacturing Div.
  - Salt and Camphor Div.
  - Accouting Div.
- Printing Bureau
  - Management Div.
  - Paper Manufacturing Div
  - Labor Div.
  - Accounting Div.
- Mint
  - General Affairs Div.
  - Operation Div.

(Note) Secretariat will be simplified

- Printing Agency
  - Secretariat
  - Management Div.
  - Manufacturing Div.
- Mint
  - General Affairs Div.
  - Operation Div.

4. Attorney-General's Office

- Secretariat of A-G. (Chief)
- Prosecution Assistant to A-G.
  - Prosecution Bureau
  - Special Examination Bureau

- Secretariat of A-G. (Chief)——Accounting Div.

- Legislative Assistant to A-G.
  - First Legislative Bureau
  - Second Legislative Bureau
  - Third Legislative Bureau
- Research and Opinion Assistant to A-G.
  - First Research and Opinion Bureau
  - Second Research and Opinion Bureau
  - Date and Statistics Bureau
- Litigation Assistant to A-G.
  - Civil Litigation Bureau
  - Tax Litigation Bureau
  - Administrative Litigation Bureau
- Executive Assistant to A-G.
  - Civil Affairs Bureau
- Legislative and opinion Assistant to A-G.
  - First Legislative and opinion Bureau
  - Second " "
  - Third " "
  - Fourth " "
- Criminal Administration Assistant to A-G.
  - Prosecution Bureau
  - Special Examination Bureau
  - Corection Bureau
  - Protection Bureau
- Civil Affairs Assistant to A-G.
  - Civil Affairs Bureau
  - Civil Litigation Bureau
  - Administrative Litigation Bureau

- Second Research and Opinion Bureau
- Date and Statistics Bureau

Litigation Assistant to A-G.
- Civil Litigation Bureau
- Tax Litigation Bureau
- Administrative Litigation Bureau

Executive Assistant to A-G.
- Civil Affairs Bureau
- Civil Liberties Bureau
- Correction and Rehabilitation General Affairs Bureau
- Adult Correction and Rehabilitation Bureau
- Juvenile Correction and Rehabilitation Bureau

- Prosecution Bureau
- Special Examination Bureau
- Correction Bureau
- Protection Bureau

Civil Affairs Assistant to A-G.
- Civil Affairs Bureau
- Civil Litigation Bureau
- Administrative Litigation Bureau
- Civil Liberties Bureau

(Note) Protection Bureau will be retained to the duration of one month.

5. Ministry of Education

- Secretariat
- School Education Bureau
- Social Education Bureau
- Scientific Education Bureau
- Physical Education Bureau
- Text Books Bureau
- Research Bureau
- Educational Facilities Bureau

- Secretariat
- Local Education Bureau
- Universities and Academic Studies Bureau
- Social Education Bureau
- Research and Welfare Bureau (Propagatim)
- Administration Bureau (Control) ——— Educational Facilities Div.

6. Ministry of Welfare

- Secretariat
- Public Sanitation Bureau——
  National Parks Div.
- Medical Affairs Bureau
- Disease Prevention Bureau——
  Sanitation Statistics Div.
- Pharmaceutical Affairs Bureau
- Social Affairs Bureau
- Children Bureau
- Insurance Bureau

(Independent Organization)

- Repatriation Relief Agency
  - Secretariat
  - Relief Bureau
  - Repatriation Bureau

- Secretariat——Statistics and Research Div.
- Public Sanitation Bureau——Environment Sanitation Div. National Parks Div.
- Medical Affairs Bureau (Deputy Chief)
- Pharmaceutical Affairs Bureau
- Social Affairs Bureau
- Children Bureau
- Insurance Bureau

(Independent Organization)

- Repatriation Relief Agency
  - Secretariat
  - Relief Div.
  - Repatriation Div.

7. Ministry of Agriculture and Forestry

- Secretariat
- General Affairs Bureau
- Agricultural Administration

- Secretariat (Chief)
- Agricultural Administration Bureau

- Repatriation Relief Agency
  - Secretariat
  - Relief Bureau
  - Repatriation Bureau

7. Ministry of Agriculture and Forestry
  - Secretariat
  - General Affairs Bureau
  - Agricultural Administration Bureau
    - Agricultural Land Div.
    - Agricultural Cooperatives Div.
  - Raw Silk Bureau
  - Food Bureau
  - Live Stock Bureau——Horse Race Div.
  - Land Development Bureau
    - Miscellaneous Affairs Div.
    - Planning Div.
    - Guidance Div.
    - Construction Div.
    - Process Research Div.

- Repatriation Relief Agency
  - Secretariat
  - Relief Div.
  - Repatriation Div.

- Secretariat (Chief)
- Agricultural Administration Bureau
- Raw Silk Bureau
- Live Stock Bureau——Horse Race Div.
- Agricultural Land Bureau (Deputy Chief)
- Agricultural Improvement Bureau
  - Statistics and Research Div.
  - Studies Div.
  - Propagation Div.

- Statistics and Research Bureau
- Agricultural Improvement Bureau
  - Technical Studies Div.
  - Economic Studies Div.
  - Propagation Div.

(Independent Organization)

- Staple Food Management Bureau
  - General Affairs Div.
  - Accounting Div.
  - Management Div.
- Forestry Bureau
  - Forest Administration Div.
  - Forest Affairs Div.
  - National Forests Div.
- Fisheries Agency
  - Fishery Administration Div.
  - Production Div.
  - Research and Studies Div.

(Independent Organization)

- Food Agency
  - General Affairs Div.
  - Staple Food Div.
  - Food Div.
  - Accounting Div.
- Forestry Agency
  - Forest Administration Div.
  - Management Div.
  - Research and Studies Div.
- Fisheries Agency
  - Fishery Administration Div.
  - Production Div.
  - Research and Studies Div.

8. Ministry of Commerce and Industry

- Forestry Bureau
  - Forest Administration Div.
  - Forest Affairs Div.
  - National Forests Div.
- Fisheries Agency
  - Fishery Administration Div.
  - Production Div.
  - Research and Studies Div.

8. Ministry of Commerce and Industry
- Secretariat
- General Affairs Bureau
  - Reparations Executing Div.
  - Liaison Div.
  - Special Materials Div.
  - Mine Safety Div.
- Machinery Bureau——Automobiles Div.
- Electrical Communication Equipment Bureau
- Chemistry Bureau——Chemical Fertilizer Div.
- Textile Bureau
- Mining Bureau

- Accounting Div.
- Forestry Agency
  - Forest Administration Div.
  - Management Div.
  - Research and Studies Div.
- Fisheries Agency
  - Fishery Administration Div.
  - Production Div.
  - Research and Studies Div.

Ministry of International Trade and Industry
- Secretariat (Chief)——Research and Statistics Div.
- International Trade Bureau (Deputy Chief)
- International Trade Encouragement Accounting Bureau — Accounting Div.
- International Trade Enterprises Enterprises Encouragement Bureau
  - Reparations & Special Materials Div.
- International Trade Machinery Bureau——Electrical Communication Equipment Div. Vehicles Div.
- International Trade Chemical Bureau — Chemical Fertilizer Div.
- International Trade Iron Bureau
- International Trade Textile Bureau (Deputy Chief)
- International Trade Miscellaneous Articles Bureau

- Iron and Steel Bureau
- Electric Power Bureau
- Living Necessaries Bureau
- Research and Statistics Bureau

(Independent Organizations)

- Board of Trade
  - Secretariat
  - General Affairs Bureau
  - Export Bureau
  - Import Bureau
  - Account Bureau
- Coal Board
  - Secretariat
  - Control Bureau
  - Production Bureau
  - Development Bureau
  - Materials Bureau

(Note) An International Trade Councillor will be stationed within the Ministry.

(Independent Organizations)

- Resources Agency (Deputy Director)
  - Secretariat
  - Coal Control Div. Bureau
  - Coal Production Div. Bureau - Equipments Div.
  - Coal Development Div.
  - Mine Div. Bureau
  - Mine Safety Div. Bureau
  - Electric Power Bureau

- Import Bureau
- Account Bureau

- Coal Board
  - Secretariat
  - Control Bureau
  - Production Bureau
  - Development Bureau
  - Materials Bureau
  - Distribution Bureau
  - Lighite Bureau

- Patent Bureau
  - Secretariat
  - General Affairs Div.
  - First Patent Div.
  - Second Patent Div.
  - Judgement Div.

- Agency of Smaller Enterprises
  - Secretariat
  - Encouragement Bureau
  - Guidance Bureau

- Agency of Industrial Science and Technology
  - Coordination Div.
  - Standard Div.

- Coal Development Div.
- Mine Div. Bureau
- Safety Div. Bureau
- Electric Power Bureau

- Patent Agency
  - Secretariat
  - General Affairs Div.
  - First Patent Div.
  - Second Patent Div.
  - Judgement Div.

- Agency of Smaller Enterprises
  - Secretariat
  - Encouragement Div.
  - Guidance Div.

- Agency of Industrial Science and Technology
  - Coordination Div.
  - Standard Div.

9. Ministry of Transportation

- Minister's Secretariat (Chief)
- Railway Board
  - Secretariat of the Director-General
  - General Affairs Bureau
  - Labor Bureau (Deputy Chief)
  - Traffic Bureau
  - Operation Bureau
  - Construction and Maintenance Bureau
  - Electricity Bureau
  - Rolling-stock & Machinery Bureau
  - Government Motor Transportation Bureau
  - Material Bureau
- Maritime Board
  - Secretariat of the Director-General
  - Maritime Transport Bureau
  - Ship Bureau
  - Seamen Bureau
  - Secretariat (Chief) — Sightseeing Div.
  - Railways Supervision Bureau
    - National Railways Div.
    - Private Railways Div.
  - Motor Transportation Bureau
    - Management Div.
    - Equipment Div.
  - Maritime Transport Bureau — Coordination Div.
  - Ship Bureau
  - Seamen Bureau
  - Port and Harbour Bureau
  - Sightseeing Bureau

- Rolling-stock & Machinery Bureau
- Government Moter Transportation Bureau
- Material Bureau

- Maritime Board
  - Secretariat of the Director-General
  - Maritime Transport Bureau
  - Ship Bureau
  - Seamen Bureau
  - Port and Harbour Bureau
  - Material Division

- Highway Traffic & Private Railway Supervision Bureau
  - Moter Transportation Division
  - Private Railway Supervision Div.
  - Equipment and Supplies Div.

(Independent Organization)

- Maritime Safety Board
  - Secretariat
  - Safety Bureau
  - Waterway Bureau
  - Lighthouse Bureau
- Marine Disasters Adjudgement Board

- Ship Bureau
- Seamen Bureau
- Port and Harbour Bureau
- Sightseeing Bureau

(Independent Organization)

- Maritime Safety Agency (Deputy Director)
  - Secretariat
  - Guard and Rescue Div.
  - Inspection Div.
  - Waterway Div.
  - Lighthouse Div.
- Marine Disasters Adjudgement Board.

10. Ministry of Postal Service

- Secretariat
- Postal Inspection Bureau
  - First Div.
  - Second Div.
  - Third Div.
- Postal Bureau
  - Administration Div.
  - Management Div.
  - Facilities Div.
- Postal Savings Bureau
  - Administration Div.
  - Management Div.
  - Account Div.
- Post Office Life Insurance Bureau
  - Administration Div.

Transportation Council

- Secretariat
  - Personnel Div.
  - Materials Div.
  - Construction Div.
- Postal Inspection Bureau (Deputy chief)
- Postal Bureau (")
- Postal Savings Bureau (")
- Post Office Life Insurance Bureau (")
- ~~Personnel and~~ Accounts Bureau

- Management Div.
- Facilities Div.

- Personnel and Accounts Bureau
- Postal Savings Bureau
  - Administration Div.
  - Management Div.
  - Account Div.
- Post Office Life Insurance Bureau
  - Administration Div.
  - Management Div.
  - Finance Div.
  - Statistics Div.
  - Personnel Bureau
  - Accounts & Finance Bureau
  - Supply Bureau
  - Building and Repairs Bureau

11. Ministry of Tele-communications
    - Secretariat of the Minister
    - Director-General's Secretariat
    - Business Operation Department
      - Director's Chamber
      - Advertising & Public Relations
      - Commercial Engineering Bureau

- Traffic Engineering Bureau
- Commercial Operation Bureau
- Traffic Operation Bureau
- International Telecommunications Div.

Plant Department

- Director's Chamber
- Plant Engineering Bureau
- Construction and Installation Bureau
- Maintenance Engineering Bureau
- Supply Bureau
- Building and Repairs Div.
- Personnel Bureau
- Accounts and Finance Bureau
- Telecommunication Laboratory (Independent Organization)

Minister's Secretariat——Personnel Div.

- Business Operation Bureau
  - Advertising and Public Relations Commercial Engineering Div.
  - Traffic Engineering Div.
  - Commercial Operation Div.
  - Traffic Operation Div.
  - International Telecommunication Div.
- Plant Bureau
  - Plant Engineering Div.
  - Construction and Installation Div.
  - Maintenance Engineering Div.

Telecommunication Director

- Supply Bureau
- Building and Repairs Div.
- Personnel Bureau
- Accounts and Finance Bureau
- Telecommunication Laboratory

(Independent Organization)

- Radio Regulatory Agency
  - Secretariat
  - Legal and Economic Div.
  - Facilities Inspection Div.
  - Technical Div.
  - Inspection Div.
- Aeronautical Aids Agency
  - Management Div.
  - Technical Div.

Telecommunication Director (Director's Room)

- Commercial Operation Div.
- Traffic Operation Div.
- International Telecommunication Div.
- Plant Bureau
  - Plant Engineering Div.
  - Construction and Installation Div.
  - Maintenance Engineering Div.
  - Supply Div.
  - Building and Repairs Div.
  - ~~Personnel &~~ Accounts Bureau
  - Telecommunication Laboratory

(Independent Organizations)

- Radio Regulatory Agency
  - Secretariat
  - Technical Inspection DIV
  - Management Div.
  - Equipments Inspection DIV
  - Technical Div.
  - Legal & Economic DIV
- Aeronautical Aids Agency (Deputy Director)

2/15/49

Strictly Confidential

TENTATIVE PLAN FOR THE REORGANIZATION OF THE MINISTRIES AND OTHER ADMINISTRATIVE AGENCIES

Feb. 10, 1949
Prepared by the Civilian Members of the Administrative Organization Renovation Council, and submitted to the Prime Minister as a reference only.
"State Ministers" do not endorse this.

I. Prime Minister's Office

(Internal Subdivisions)

1. Bureau of Pensions
   To be incorporated with the National Personnel Authority.
2. Bureau of Statistics
   Statistics Agency is to be established as an independent organization in the Prime Minister's Office, by uniting the present Statistics Bureau and the Statistics Commission. Bureaus and Divisions handling statistics in various Ministries will be incorporated with this new Agency.

questionnaires

(Independent Organizations)

1. Bureau of Decorations
   To be made a Section in the Secretariat of the Prime Minister's Office.

museum Bill.

2. POW Information Office attached
   To be made a ~~subsidiary~~ organ of the Ministry of Foreign Affairs.

G.I. interested.

3. Economic Stabilization Board
   To be reorganized and simplified strictly as a combined planning organ. The planning function of the Price Board will be incorporated with it. The remaining part of the Price Board will be simplified in its structure.
4. Economic Investigation Board
   To be abolished, its functions being transferred to the police.
5. Special Procurement Board
   To be abolished, its functions being amalgamated with construction activities carried out by other agencies.

8th army.

with this new Agency.

(Independent Organizations)

1. Bureau of Decorations
   To be made a Section in the Secretariat of the Prime Minister's Office.
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   To be abolished, its functions being transferred to the police.
5. Special Procurement Board
   To be abolished, its functions being amalgamated with construction activities carried out by other agencies.
6. Agency for Allocation of Paper for Newspapers & Publications
   To be drastically simplified.
7. Reparations Board
   To be transferred to the Ministry of Foreign Affairs, of which it will form one of the internal subdivisions.
8. Fair Trade Commission
   The number of commissioners is to be reduced, its secretariat also to be drastically simplified.
9. Liaison & Coordination ~~&~~ Office
   To be abolished, a simplified liaison office being set up under the Chief Cabinet Secretary.
10. Local Finance Commission
    To form a Local Autonomy Commission (or, an Autonomy Agency) by uniting with the Autonomy Section of the Secretariat of the Prime Minister's Office.
11. National Public Safety Commission
    a) National Rural Police and municipal police are to be amalgamated.
    b) National Fire Prevention Agency is to be incorporated with the new Local Autonomy Commission.

II. Ministry of Foreign Affairs

To be reduced and simplified according to the set standard, in line with the general policy.

III. Ministry of Finance

To be reduced and simplified according to the set standard, in line with the general policy.

IV. Attorney General's Office

a) Structure to be largely reduced and simplified, the positions of Assistants to the Attorney General to be abolished and replaced by one Deputy Attorney General.
b) The bureaus of Legislation and those of Research & Advice to be merged into one agency and made an independent organization of the Attorney General's Office.
c) Remaining bureaus to be consolidated into three bureaus-civil, criminal and reformation.

V. Ministry of Education

a) This ministry is to be characterized as an organ for assisting and promoting the development and propagation of culture--science, arts, physical culture, social education etc., and its organization is to be drastically reduced and simplified.
b) In connection with the reorganization of the Ministry, professors and teachers are to be paid better and the standard of their quality raised. In the schools of lower grades, the number of thachers per class to be reduced by 20%. and their pay and quality should be raised.

VI. Ministry of Welfare

In line with the general ploicy, its structure is to be reduced and simplified according to the set standard, but cares are to be taken not to hamper the working of its functions regarding public health, social insurance and social security.

VII. Ministry of Agriculture & Forestry

a) Drastic reorganization is to be made in line with basic division of its functions.
b) Beside the above, Fisheries Agency is to be made one of the internal subdivisions of the Ministry and the local offices of the Ministry are to be reduced and reorganized drastically.

VIII. Ministry of Commerce & Industry

a) To be reorganized as a Ministry of Industry & Foreign Trade, incorporating the Board of Trade.
b) The economic control businesses are to be re-examined and reduced,

In line with the general policy, its structure is to be reorganized and simplified according to the set standard, but cares are to be taken not to hamper the working of its functions regarding public health, social insurance and social security.

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b) Beside the above, Fisheries Agency is to be made one of the internal subdivisions of the Ministry and the local offices of the Ministry are to be reduced and reorganized drastically.

VIII. Ministry of Commerce & Industry

a) To be reorganized as a Ministry of Industry & Foreign Trade, incorporating the Board of Trade.
b) The economic control businesses are to be re-examined and reduced, and on that basis the ministry's structure is to be largely reduced and simplified.
c) Agency of Industrial Science and Technology and Agency of Smaller Industry are to be abolished.

IX. Ministry of Transportation

a) The structure of the present Ministry is to be drastically reduced and simplified with the creation of the Japanese National Railway as a public corporation. The ministry thus reduced is to form a new Ministry of Traffics by incorporating the business relating to roads now handled by the Construction Ministry.
b) The Japanese National Railway is to be largely reduced, but adequate measures, such as the transfer of personnel from the management division to the technical division, should be taken to prevent the loss of technical efficiency of the corporation.

X. Ministry of Communications

a) The Ministry of Postal Service will be set up, but its structure is to be reexamined. The personnel in the operational field is also to be reduced, as far as possible, according to the set standard in line with the general policy.
b) The establishment of the Ministry of Telecommunication is to be suspended. In its stead, a public corporation is to be created as a step toward transferring the business to private enterprize.