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SECTION VII.

CIVIL SERVICE

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I. EARLY PHASE

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

Before the Occupation it was recognised by Japanese as well as Hestern
gatefundated
students that the Japanese bureaucracy was a key instrument in the totalitarian
regimentation of the people's life. The attitude of the substance of the
bureaucrafs
bureaucrafs, to whom they felt little obligation, was
one of pride and arregance. Home In their official acts they spoke for
the Emperor; the public's role was but to obey. Protected as it was by
Following his Manchesses, Action
police vigilance, this authority went unchallenged. As the government
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multiplied and tightened its controls over political, social and economic
activities, the mation's dependence on the administrative decicions activities, the mation's dependence on the administrative decicions activities.

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of government officials increased and so did the power of the bureaucracy. Undemocratic by composition and conviction, the bureaucracy was a natural ally of both the militarists and the Zaibatsu, a ready, willing and effective instrument for carrying out the policies of those groups.

The decision to utilize the existing Japanese governmental machinery
to effect the Occupation's purposes inevitably involved the risk that
idealogically hostile bureaucrats would by administrative sabotage mullify
Occupation policies or the programs of Japanese political leaders evolved
pursuant thereto. To guard against this risk required constant vigilance
and surveillance. To some extent the risk was reduced by the removal of
identifiable militarists and ultransticnalists from public lift, and the
enhancement of the power, prestige and effectiveness of the Diet to make
it truly "the highest organ of state powers created within Japan torce
which could most successfully bring the bureaucracy under democratic Control
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Workers and the system was corrected as necessary.

also recognized that an institution so pervasive and so firmly established as the Japanese bureaucracy could not be referred by summary measures, that superficial tinkering would produce only superficial results. Existing studies on the Japanese civil service were scanty. The first requirement was a survey of the scope of the problem itself. This was undertaken in November 1965 concurrently with (the Section's studies of the organisational structure of the Government.

These early inquiries (conducted by the Government Section with the cellaboration of officers of other Scale Sections interested in the

Japanese Government personnel administration from the points of view of their respective functional responsibilities, yielded much valuable information on such features of the civil service as: legal basis; organization and procedures; recruitment, examination, placement and promotion of all ranks; classification of positions and individuals; pay, allowances and bonnses; retirement and welfare provisions; training, pre-service and in-service; sources of personnel; morals; attitudes, toward the public and toward their offices; discipline, tenure, suployee rights. This information came from government officials, university professors and other sources. In the process, the description of that then contain a moral to individuals about a gare of the existing system's shortcomings and who would welcome changes. Home concrete proposals for reform were submitted by Japanese experts.

efforts of a sizable staff of experts to make the studies and develop the recommendations for reform legislation and to supervise its implementation. No such body of experts being available in the Government Section in January 19h6 seriously considered initiating a formal SCAP Memorandum directing the Japanese Government to appoint a special commission of experts to draft proposals for basic reform of civil service system under SCAP guidance pursuant to standards to be set up by SCAP. This proposal was set aside, however, in favor of inducing the Japanese by suggestion to initiate the necessary action in the interest of more efficient government.

- Mas - engaged in this task of the bine.

I Appendix B: Tale A: memo for Chief, Government Section,
NANUARY 30, 1946: "Napanese Civil Service Reform."

of Legislation, which at that time handled government personnel policy matters at Cabinet level, submitted to the Covernment Section for approval a plan for the "reform" of the civil service whose main constituents were some simplification of the hopelessly complicated pay and allowance scales, modification of the elaborate system of personal ranks, changes in the content of the higher civil service examination and the establishment of three categories of classifications. The Bureau's representatives were sufficiently candid to admit that the plan pade no fundamental because, but also and the lit represented an initial break in the traditional system only a small horizontal and made a forerunner of more basic changes. It was obviously as effect to forest the Covernment Section's interest in the civil service for the description of the page of the Covernment Section's interest in the civil service for the description of the page of the Covernment Section's interest in the civil service for the description of the page of the covernment section of the page of the covernment section of the page of the covernment section in the civil service for the page of the covernment section of the page of the civil service.

and a "step in the right direction" with the reservation that it could in no way be accepted to take the place of fundamental reforms considered desirable. The plan was adopted in April 1966.

The other sections of this report to the Cabinet noted that the Cabinet (its light diafonau and advises to the Cabinet).

Bureau of Legislation occupied a strategic position in the Japanese governmental machinery and that it frequently used this position to

logislation, thus shaping national policies with the licent essent of responsibility bility to the people's representatives in the Biet. Since the top officials of the buresu included some of the leading lights of the Japanese buresucrecy.

Section III, The New Constitution of Japan; and Section V, The Mational Diet.

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all of those skilled practitioners and staunch exponents of legalistic formalism with administration of the control that include the Bare governments such influence was invariably reactionary. Naturally the Bare can's response to the Government Section's suggestion was not such as to a champton than own rouse sanguine expectiations of substantial resonant than own the governments initiative.

Government Section again had under consideration a proposal, concurred in by
five other interested staff sections of GHQ, to initiate a fermal SCAP directive on civil service reform. The use of a directive at that stage of the
Decupation would have been a departure from the technique of leadership as
opposed to direction employed to direction employed to the form of the first of

1946. At this saidiest point the cause of civil service reform received unsexpected support within the Japanese Government in such form as to bring about decisive action. On May 3, 1946 the Minister of Finance possessably submitted to an efficial of the Finance Division of SGAP's Recognic and Scientific Section a letter requesting that a commission of American experts be invited to study the Japanese civil service and draft a plan for the "fundamental and thoroughgoing revision of the salary and allowance system in conformity with a position classification plan based on American experience." Ship letter has satisfication of the American classification system presented by the Labor Advisory Michigan to SGAP which was in Tokyo at that time. There letter was forwarded to the Government Section for appropriate staff action.

9. Inquiry disclosed that the Bureau of Legislation had not been informed from to the presentation to GHR and the officials of the Finance Minister's letter, Because of the stubbers sociations to fundamental civil service referred the Bureau Sound the letter subarranting.

1) the Cabinet Bureau of legislation was abolished in February 1948 when the new Attack Seneral's Office was established to act take over its remains function of the Joseph Justin Ministry and to act as top legal adviser to the government.

in substance—were submitted to Government Section by the Cabinet Bureau of Legislation and the Bureau of Legislation and pay the Director of the Bureau of Legislation for his haste, but not until he had prevailed on his Cabinet colleagues to support the request contained in his letter. This support was evidenced in an "understanding" reached by the Cabinet motion and pay 14, 1946 of which slightly different versions—similar, however, in substance—were submitted to Government Section by the Cabinet Bureau of Legislation and the Einistry of Pinance. 2

The Japanese Government was officially on record as requesting with complete Cabinet accord the assistance of a mission of American experts to study and draft plans for a fundamental reform of its civil service system.

True the Japanese request was notivated by a desire for higher efficiency and

morale, while the Securation's basic aim was democratization. There was a risk that the Sapanese might attempt by adopting limited reforms in position elassification and compensation to avoid a fundamental democratic receating of their feudal bureaucratic system. To offset this risk, however, was the great advantage of initiating the operation on the basis of a voluntary request of the Japanese Government, the likelihood that as one result of the mission's efforts these would be created a group of Japanese converts to a modern and democratic civil service system, and the possibility of vinning sufficient support among influential Japanese to gain voluntary institution of an adequate reform program. The advantage of Japanese sponsorship was

Appendim B: Sb, Correspondence from Japanese Government Regarding Request for Civil Service Mission.

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Goomed of sufficient value to servent granting the Government's request.

Accordingly, and the impulse Covernment's request to the ser Department

The Japanese Government's request, favorably inclosed by the Supreme Commander was framewheel to the War Department.

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II. THE UNITED STATES PERSONNEL ADVISORY MISSION

/°. In response to the Japanece Coverment's request (-approved by Seneral Manathus) the United States Personnel Advisory Mission to Japan was constituted by the Nor Department and sent to Japan in November 1946 W. R.

ment of Japan bushaling all laws, policies, precises and precident through which personnel spendiless were carried out, and on the basis of its findings.

adelalatesties of the Jepanes-Government.

//. Arriving in Tokyo on November 30, 1946, the Mission of the orienting itself to the situation then existing in Japanese public administration. This orientation started with a conference with General Bhitney, Chief of the Government Section, in which General Bhitney summarised the Tunksmental problems, policies, and accomplishments of the Geometries. The use of the administrative facilities of the Government Section was accorded to the Mission and the Mission was invited to draw freely on the accumulated experience and information of the Section's staff and files.

with the cooperation of members of the staff of General Mondquarters, a series of lectures and question periods was scheduled which gave the Mission an organized review of Japanese history, Cocupation policies, the organization of the national governments, the organization of the local governments, the

Er. Blaime Hoover, President, Civil Service Assembly of the United States and Consce, was appointed Chairman of the Hission. The other numbers were Mr. Hanlie F. DeAngelis, Chief, Program Planning Staff, U. S. Civil Service Constantion; Mr. Robert S. Hare, Chief, Field Classification, U. S. Civil Service Commission; and Mr. Pieros Hagdey, Birester of Personnel, U. S. Department of States

palitical parties, the judiciary, labor problems and the Japanese character and payotology.

Headquarters dealing with personnel administration in the Japanese Government, For many months prior to the arrival of the Missien in Japanese Government, Government Section staff had made studies of Japanese personnel practices.

These studies, while not in all cases exhaustive, were fairly well documented and exceedingly helpful in pertraying significant conditions, and useful in determining the Missien's approach to the major problems presenteds

Pellowing those preliminary studies, the Missian opened conversations with the representatives of the Japanese Government. That government had, on Catober 26, 1946, by Imperial Ordinance, established an Administrative Research Bureaux, The Administrative Research Bureaux, under the jurisdiction of the Prime Minister, was authorized to conduct investigations, do research, and formulate plans for the referention of the organization, the personnel system, and the administrative procedures of the Japanese Government. Segminal conferences between the Massian and the President and Division Directors of Staff of the Administrative Research Eureau mere limitative December 24, 1946.

72. The work of the Mission and the Bureau was integrated and for technical purposes decentralized. Conditions under the advisorable of the Mission members and including Division Directors of the Administrative Research Bureau were set up to conduct investigation in designated areas of personnel administration within the Japanese Governments. These consists as immediately launched their programs.

A Commercial Committees and catholished to receive and consider reports of the advisors to the special committees and on the basis of such reports to (1) promote

progress of the merk of the special countttees, (2) scordinate work of the special countttees and (3) consider major problems developed by the special countttees.

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

[34] Accordingly, the Mission entered the mess year baving (1) informed itself as well as possible, within the limitations of time, conserming the broad aspects of the Japanese governmental situation, (2) reviewed the studies previously made of personnel administration in the Japanese Government, (5) established relations

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

with the Japanese efficials as a basis for work, and (4) launched a ceries of

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The objectives of this "pilot" position elessification survey were three-

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

The survey was launched in March, 1967. It was an undertaking of special interest end significance and required the utmost in tast of execution. The Japanese government service had never based its personnel administration on the relative evaluation and classification of the duties and responsibilities of positions, but had conducted personnel assignments and transactions ascording to a rigid, complex system of assigning official rank to individual persons without particular reference to their posts of duty.

The findings of the special committees were, quite generally, negative.

There is, the Japanese counterparts of many of the key elements of a modern

personnel program were either lacking, or were based on tonois and traditions
inefficient and entirely foreign to descenatic principles of public personnel
administration. The administration of Japan was found to be particularly weak
in the program areas of recruitment, including commination, emphasization

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of discipline and the equitable treatment of employees. On the other hand, in the areas of personal training, health and welfare, Japanese administrators had gained some experience which, though neither consistent on a cervice-wide basis nor modern in conception, could be whilised in building a modern personnel program.

In general it was apparent that the bureaucresy through which the former importal Government had operated was still firmly entremoked and had not essentially changed its allegiance to feudalistic methods and principles of exeration.

eliminating from positions of influence persons whose previous military, pelitical and communic activities and associations had demonstrated their lack of
sympathy with Japan's efforts to democratize her institutions.

Of no lesser degree of danger to the successful demogratisation of Japan's institutions of public edministration were the vest emjority of old-line Japanese bureaucrate. To have allowed these officials to perpetuate themselves and their like-minded subordinates in power would have meant the courting of continuous attempts to sabelage principles of efficiency and merit in public administrations

The United States Personnel Advisory Mission to Japan recognised and monopted its share of responsibility for breaking up this elique of resolutionary burequerats. The approach taken by the Mission was to eroste, by the legislative encountries of a Maticial Public Service Law, such standards of Marit and equitable treatment in public personnel administration that, with few exceptions, old-line officials of the pre-democratic Japanese bureaueracy yould be forced

out of their pecto. At the same time application of the same standards for eivil service similatration would enable the selection and appointment of objectively qualified replacements.

16. It was not envisaged that the Government of Japan should Stanger any single system of personnel administration in its entirety simply because such a system had elsewhere operated successfully. Reither did the Massion ascume that certain personnel administrative setivities were to be regarded as unaulted to Japan simply because Japan was not ourrently utilizing them. emb an answerten would have been fatel to progress enywhere. The Mission went on the assumption rather, in its approach to drafting a program of public persenmel administration for Japan, that the collective experience in the development of public personnel administration in jurisdictions having progressive democratic institutions of government had shown the worth of certain services and techniques. In this sommestion the Mission gave special attention to regruitment, training, position-classification, compensation, employee evaluation, health, safety, welfare, recreation, employee relations, retirement and employment statistics. The analysis of the Japanese situation was made in terms of these techniques and services. Somever, the interest was not in form or terminclogy, but rather in essuring the existence of administrative devices of some sort adequate to produce the results which our more familiar services are designed to obtain In drafting the program,

Mandage to the construction program (Soveral Chiestives of general applicability wave borns in mind; and chemistate mentiones.

A Adequacy. Any proposed system of personnel administration must envising development the future, of the nation and lay a foundation sufficiently broad, atrong and progressive to support an efficient administration of the Government personnel under conditions of modern operation in the years should

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

C. Recognition of the Individuality of Japans Technical studies revealed many areas of administration in which methods and procedures for accomplishing a force court service law the objectives of the Lew would need to be characteristically Japanese if they -were to be practical. The Can, as drafted and recommended by the Missions provided flexibility in the rule-making powers of the Japanese Mational Persommel Authority sufficient to make possible such appropriate edeptations in the technical programs as would facilitate the attainment of the basic standards. d. Precticality in Introductions Although the Line as proposed by the Mission, envisaged a comprehensive, modern program of public personnel administration for the Japanese Government, this objective was not considered possible of sudden attainment. To require immediate full-fledged operation of the complete program provided for by the Battomak-Jubilio-Service-law would be to everyload and confuse both the personnel agency and the administrative agencies of the government with the result that the personnel program would probably fail to acquire officiency, numerium and effectiveness and would suffer less of prestige. Accordingly, the though by no means encouraging unnecessary delay

in the application of certain of its more complex and unfamiliar programs, provided for their gradual application subject to the discretion of the Mational Personnel Authority.

With the principles and able started to formulate a Sational Satisfactor-Law in such a way as to one commerciated above in mind, the Mission compass the many related objectives dependent upon this particular law. The Mission devoted continuous and intensive offert to the organisation and exact phreseology of each provision of the low and to the relationships of the various provisions to each other and to the whole. Feeenge of the resulting crare of applicated town with the der for the Alided Forers in an interim report dated April 24, 1947 to 74, this interim report was submitted because of the urgent necessity of deebrowing the feudalistic bureaucracy and initiating in its stead with a minimum of delay-the development of a modern system of Civil Service Administration 17. Ou april 24, 1947, in an interim report to the Supreme Commenter, The Marine Amone, first, the creation within the Japanese Government of a strong and independent pomorful central personnel agency; second, action to secure ematment of the A proposed Metional Public Service Law, providing service-wide standards of personnel administration under which a democratically oriented merit service sould be established and the officiency of the service promoteds and third, the esthe Supreme Commander Survive Division in the Government Section to advise the Supreme Commander Survive Discourse on programs, policies, and procedures

18. The need for a central personnel authority to enforce, on a service-wide basis, the standards and policies of a modern marit system and to provide guindance to Japanese administrators in deriving seminar benefits from the system's

operation was appreciated by the Mission within a month after their errival in Japans. Further, the Mission firmly believed that such a central authority should be set up as promptly as possible in order that its staff might gain experience and insight into the techniques and objectives of merit system administration under the leadership and instruction of technically competent Occupation personnels.

19. A final report to the Supreme Commander, under date of June 15, 1947, marked the official termination of the Mission. Phereafter its work was continued by the Civil Service Division of Government Section, organised on June 1, 1947 in accord with the Mission's recommendation.

Mr. Blaine Hoover, Chairman of the Mission, was designated Special Assistant to the Chief, Coverament Section and appointed Chief, Civil Service Division.

TIL. INITIAL OPERATIONS

The recommendations of the United States Advisory Rission were presented to high efficiels of the Japanese Covernment, including Prime Minister Ratayana and his Cabinet, early in July 1867. In October the Mational Public Service Law, based on these recommendations, was passed by the Diet, laying the legal basis for a fundamental reform of the Japanese Government's civil service. In a number of important respects, however, the law as passed differed from the draft recommended by the Missions Advisors, the Law provided that a Temperary National Personnel Commission was to take office by Movember 1, 1947. It was thus necessary to make a final selection of the three Commissioners of the Temperary National Personnel Commission in order that they might be installed in office on Movember let. The three sen chosen to be Commissioners were Dramanative on Movember let. The three sen chosen to be Commissioners were Dramanative.

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

Shortly after Sovember 1947 members of staff of the Givil Service Division, rectuited in the United States during the Summer, began to arrive in Tokys.

All members of staff were initially given for intensive study background material relative to the organisation and functions of the Government of Japan. Simple taneously, questionnaires were being forwarded through the Tompovery National Personnel Commission to various ministries and agencies of the Japanese Government requesting information relative to organisational structure, functions, and

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key personnels as replies to these questionnaires were returned to the Division, cereful analyses were made of their content in preparation for a project of charting the opper levels of the Estional Severment willoh was to be undertaken in Junuary 1948. itueh preparatory work was done by the Training Branch of the Civil Service Division in the development and planning of training course materials and course outlines for the training of the technical staff of the Temporary Mational Persommel Commission in on institute which was to commence in Pehruary 1948. 21. At the staff of the Civil Service Division was formed and stablished, attention was directed to a searching and measurement analysis of the Mational Public . Service Law as exacted. It was found to have been considerably altered, both as to the internal sequence and as to content, from the draft which had been polymoteletingly planned and developed by the United States Personnel Advisory Mission to Japans Much of the detailed specification Secusidered by the Mission to have been essential was emitted as well as several crucial substantive and administrative provisions. 22. one important defeat was the ormission of a provision other forms of concerted work stoppage which would be detrimental to the conduct of governmental activities. The law as enacted applied to less than one-fourth was The omession of a provision designed to of the employees of the government. acomforty against fassible fensional

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sabotage of its effectiveness through astitrary clintar linear of its budgetary

requirements by the Finance humithy's Budger Bureau by requiring that

the authority's budgetary requests if curtailed by the Cabinet in the

Att government considerable language, be transmitted to the Diet

for its enformation togethe with the beidget as adopted by the Cabinet.

Research Commission's program by the budget authority of the Government of Japon which is located organizationally in the Finance Ministry and is thus subordinate to the administrative direction of the Minister of Finance.

The name of the central personnel agency which was to be set up under the Mational Public Service Law was to have been the Mational Personnel Authority. As the law was emeated, the name of the central personnel agency was changed to the Mational Personnel Commission. The term "commission" had been intentionally evoided by the Mission in selecting a name for the personnel agency since the character used by the depends to express "commission" is also understood by them to mean "committee" and to characterize numerous administrative bodies often unimportant and of a relatively temperary natures.

The patentiation Personnel Idvisory Mission terminan had included carefully phrased specifications as to the qualifications of, and the division of responsibilities among, the Commissioners of the Mational Personnel Commission and its Chairman. Justifiably high and necessarily specific qualifications had been set forth as a basis for the nelection of the Commissioners by the Cabinet. These qualifications were largely emitted in the Law as it was passed by the Diet. The Mission had intended that there should be vested in the Chairman of the National Personnel Commission considerable executive responsibility in order that the commonly observed weaknesses in administrative decisiveness of a three-man commission might be, to a great extent, avoided. Home of this type of executive responsibility was given to the President in the Law as passed.

**M.* The entire law had been re-written in such a namer as to make the Commission entirely responsible to the whims of the Prime Minister. Under these changes the Commission could not, without the approval and sanction of

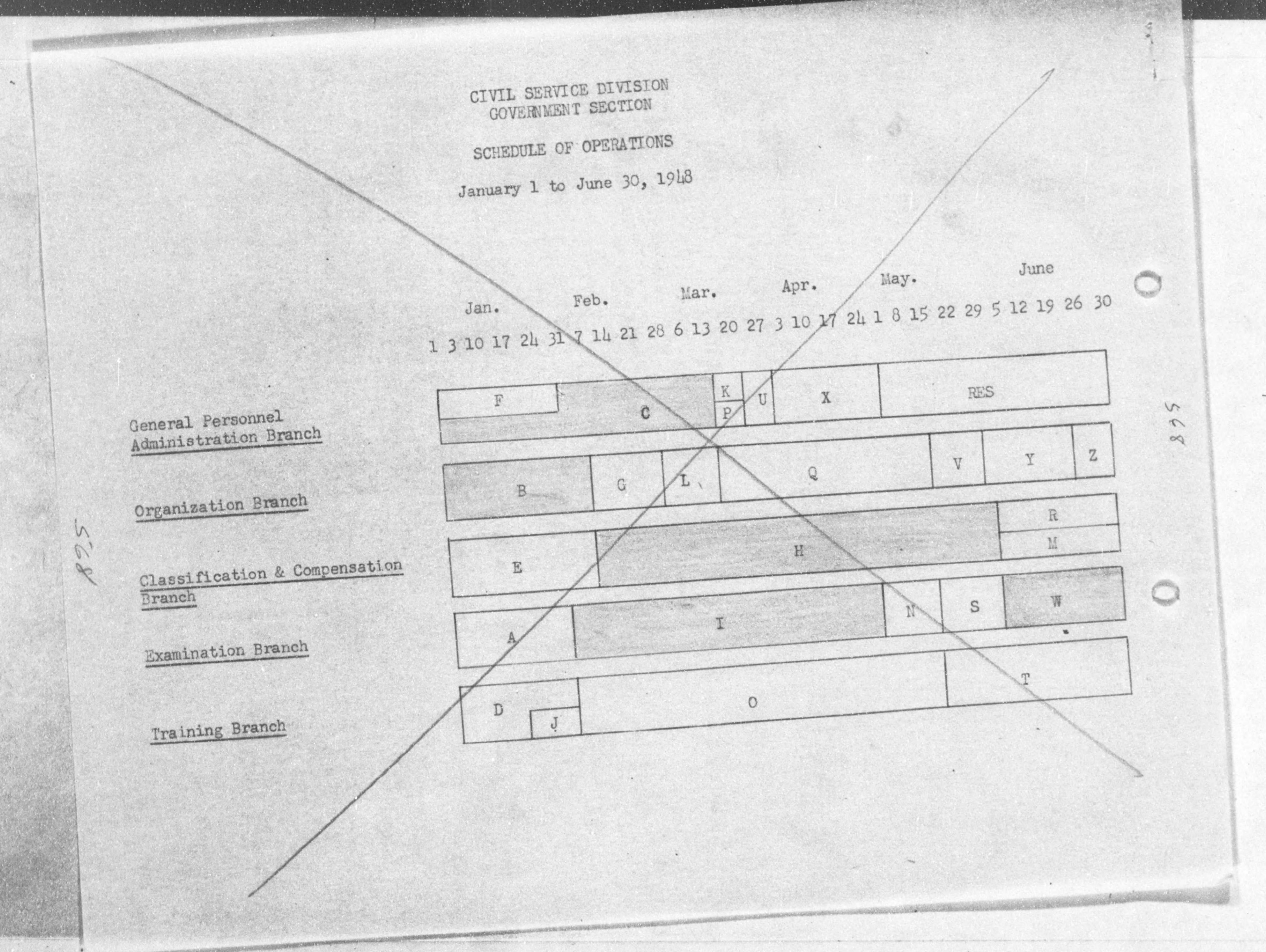
the Prime Minister, issue rules to implement the law or change existing rules; could not make recommendations to the Diet concerning the pay schedules or confer with members of that body; could not issue orders or directives to facilitate the performance of its legally authorized functions; could not inaugurate new fields of personnel studies; could not initiate disciplinary setion on high ranking officials. In the field of disciplinary setion on high ranking government officials, the Commission was restricted to merely investigating the matter and making recommendations to the Prime Minister. The cumulative effect of these weakenesses made the Lew a feeble instrument, and important revisions in it would have to be made before it could be relied upon to effect a democratization of the well entremeded foundal bureaucracy of Japan.

By January 1, 1948, the staffing of the fivision was substantial and its requirely restricted members of staff had received brief and intensive but quite comprehensive orientation in the organization and functions of public administration in Japan. Accordingly, a schedule of operations for the Division was put into effect with the beginning of the new year. Relative priorities among the scheduled projects were determined with reference to July 1, 1948, this being the date after which all provisions of the Matlomal Public Service Law would come into force, subject to the discretion of the Matieual Personnel Commission and the Commission's readiness to implement them.

Each project, whether of an administrative or managerial or program mature, presented peculiar and difficult aspects which had to be allowed for in the overall timing and coordination of the program of operations. Characteristic of many of the projects was the desirability and the greatical necessity of

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CIVIL SERVICE DIVISION GOVERNMENT SECTION

KEY TO SCHEDULE OF OPERATIONS

		Date
A	Select staff for National Personnel Commission	
3	Clarify organizational structure upper levels Japanese	Jan. 2 to Jan. 30
C	Revise National Public Service Law	Jan. 7 to Feb. 9
D	Plan training of store water	Jan. 2 to Mar. 15
E	Plan training of staff National Personnel Commission Cooperate in revision National Public Service Law	Jan. 2 to Jan. 31
F	Secure building for Hational Personnel Commission	Jan. 2 to Feb. 9
G	Organise functions of Wetter Tersonnel Commission	Jan. 2 to Jan. 31
H	Organise functions of Mational Personnel Commission Identify "critical" positions Japanese Civil Service (for examination)	Feb. 10 to Feb. 28
I	Assemble material examinations critical administrative	Feb. 9 to May 31
3	Train interpreters on special technical wocabulary	Feb. 1 to Apr. 27
K	Draft program to promote prestige National Personnel Comm.	Jan. 19 to Jan. 31
L	Organise offices of National Personnel Commission	Mar. 15 to Mar. 22
H	Initiate general classification study Japanese Civil Service	Mar. 1 to Mar. 15
N	Select Ministry personnel officers for special instruction	June 1 to June 30
0	Train staff Mational Personnel Commission	Apr. 27 to May 15
P	Review annual budget of National Personnel Commission	Feb. 2 to May 15
Q	Set up rules of National Personnel Commission	Mar. 15 to Mar. 22
R	Initiate general compensation studies Japanese Civil Service	Mar. 15 to May 15
S	Select personnel key positions NPC	June 1 to June 30
T	Give special instruction personnel officers - ministries	May 17 to May 31
U	Study and Advise on appointment permanent members NFC	May 17 to June 30
V	Organise staff National Personnel Commission	Mar. 22 to Mar. 30
T	Initiate development of examinations "critical" positions	May 17 to May 29
I	Study critically and report to date overall progress C. S. Div. Program	June 1 to June 30
I	Organise staff functions and offices Ministry Personnel	Mar. 31 to Apr. 30
2	Construct schedule of operations permanent NPC period beginning 7/1/48	May 31 to June 23
		June 23 to June 30

Sational Personnel Commission, and frequently through the Commissions offices, with officiels of other agencies of the Japanese Coverment. Having to accomplish certain portions and stages of projects by so-to-speak "remote control" characterised by a major language difficulty, has not infrequently led to unforeseeable delays in project completion, in spite of the planning and effort of all concerned. Another factor in the propess of the Division's schedules of operation was the change of Cabinst in the Spring of 1966 with its absendant uncertainties of governmental program and policy.

25. One of the first major projects of the Division was to clarify the organizational structure of the upper levels of the Japanese civil service.

Surprising though it may seem to one accustomed to the American practice of charting organizations and work operations, the Japanese had not, prior to the Compation, attempted to chart their wast and complex organizations of government. There was, therefore, great need careful and functional relationships of the various Japanese Ministries and other administrative agencies to each other, to the Prime Minister and Cabinet, and to the Judiciary and Legislative Branches of the Covernment. Early completion of this project was essential, since it formed the basis for such other projects as the identification of critical positions for examination and classification purposes.

Progress on this project was piecesseal and at timet slow, due to the scattered sources of data which had to be utilized and the need for socuracy. Although members of the staff of the Temperary National Personnel Countesion cooperated in the gathering and cheeking of organizational information, they

also were faced with the problem of digging nonessary data out of unindexed official documents, and facts from officials whose concepts of organization were often vague.

While the urgent charting and description of the functions of all of the major administrative organisations and their principal subdivisions has long since been completed, this work cannot be considered closed. The rapidly changing national needs of postwar reconstruction and rehabilitation appear not infrequently to necessitate changes in both "old line" and temporary administrative functions with corresponding changes in the organizational structure of the Government.

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

(Insent claud +)

Lines consistent with demogratic administration.

With this general background in mind, the Division proceeded to develop more specific studies of the circumstances and requirements of local public administration. Due to the fact that there have existed no personnel agencies at the local level, there were problems to be acceptanced such as the provision of expert guidance, technical training, and interim technical supervision and control. Provision was made for these extrems in drafting the proposed law by assigning such responsibilities for over-all supervision and assistance to the Mational Personnel Commission on a strictly interim basis. In a further effort to educate and assure high standards in local public personnel administration, considerable detail was included in the provisions of the proposed law which would in the American situation ordinarily be left for incorporation in administratively promulgated rules and regulations. A "Local Public Service Law" applicable to prefeatures and municipalities throughout Japan has been drafted and will be advanced for consideration in due course.

Meanwhile, work proceeded in recognition of the fact that less were only first steps and that bureausratic referm in Japan would be a facede unless the laws were immediately, expertly and fully enforced. First priority in the Division Schedule of Operations was given to the selection and training of a "skeleton staff" for the Temporary Sational Personnel Commission. Serly in January an open competitive commination was developed by the Excelmation Branch of the Civil Service Division. Out of the approximately 1,000 persons who took the examination, a quarter was selected from the top of the list, ranked according to scores made on the examination, to take the first basic training course for the staff of the National Personnel Commission.

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

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

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

At the time that the organizational pattern of the Consission was being developed, appropriate office space was sought and secured. The anticularly of home Affairs Duilding was assigned to the Sational Personnel Consission and immediate removation of the first floor was undertaken, stressing those factors of office lay-out and equipment which would reflect officiency in administration.

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

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

A set of rules was drafted based upon the National Public Service Law.

These rules implement the Act but at the same time do not include a great deal of procedural information. This latter type of information will be covered by procedural memorands issued by the Commission. It was felt that a simplified set of rules would be more understandable and more readily administered by the Commission and the operating personnal offices.

Mormal precedure in the installation of a merit system would call for the early identification and survey of the "critical" positions of the organizations

falling within its scope for the purpose of classifying such positions and developing examinations for the selection of qualified incumbents.

The Civil Service Division held in absymnoe this part of its schedule of operations. Extensive reorganizations throughout most of the ministries and major agencies of the Government of Japan were being proposed in the Spring of 1948 for legislative emachment by the Diet. To have attempted to identify and evaluate specific existing positions at such a time of structural fluidity would have undoubtedly resulted in much leat motion and unnecessary disturbance to the officials and organizations involved.

Mevertheless, general preparations for the identification and examination of critical administrative, technical, and professional positions were possible and were accomplished by the Position Classification and Compensation and the Examination Branches of the Civil Service Division. Continuing studies were made of the structure and functions of the various governmental organizations, and thousands of test items, drawn from general experience in examining for positions in the public service, were compiled and conveniently indexed. This groundwork would greatly facilitate the prempt development of examinations as seen as it might become advisable to identify specific "critical" positions in the Japanese Governments.

High priority in the Division's schedule of operations was given to the revision by amendment of the Entional Fublic Service Law. Contemporary events, particularly the injurious effect of an almost continuous series of strikes and other labor dispute taction on the part of organized government employees, gave practical demonstration of the importance of strengthening the provisions of

the law, the effectiveness of which had been mullified or reduced in the version enacted by the Diet. Accordingly, a comprehensive revision of the Law in the form of a series of proposed amendments was completed in May 1948.

Coordination of these proposed amendments in General Readquarters was delayed by serious differences of opinion which developed between the Government Ecetion's Civil Service Division and the Economic and Scientific Section's Labor Division on such questions as scope of coverage of the Mational Public Service Law, the meaning of collective bargaining as applied to government workers, and the use of strikes or dispute testics against the government.

Comerate suggestions to the Japanese Government were withheld pending recommission of these intra-mural differences in General Readquarters.

By July 1, 1948, when the Temperary Mational Personnel Commissioners assumed responsibility under the Mational Public Service Lew for personnel administration in the Government of Japan, the cituation, from the point of view of successful civil nervice reform, was decidedly unfavorable and further dealey might have rendered it irretrievable. The points of view of the two staff sections proving irreconciliable, the issues were laid before the Supreme Commander and discussed before him at leagth on July 6, 1948. The decision of the Supreme Commander on the disputed issues formed the basis of a letter which he addressed on July 22, 1948 to the Prime Dimister of Japan in which he called attention to weaknesses in the Mational Public Service law and suggested that it be revised in accord with basis principles governing public service in a democratic government. The way was now open for the Civil Service

^{3/} B: So, General MacArthur's letter of July 22, 1948 to the Prime Minister of Japan regarding revisions in the National Public Service Law.

Division, in direct dealings with the Japanese Authorities, to advise on necessary revisions of the law and the implementation of it so as to make the Japanese civil service both democratic and afficients.