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CIVIL SERVICE DIVISION
Government Section

29 August 1949

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

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 26 August 1949

1. Cleared Inquiry of Availability Form through Mr. Otake of NPA and Mr. Shirven. This form is now being printed for use of the Recruitment Bureau in the certification process.

2. Met with NPA Equity Bureau and discussed procedure of operation at the point of receipt of appeal. The necessity for close team work between Equity Bureau and the investigation group assigned to these cases was stressed. The point at which investigation should start was a subject of considerable discussion in which the Equity group contended that Japanese practice demanded they not investigate until after a preliminary hearing had been completed. It was necessary to stress the point that investigation should start immediately in order to assist them; first, to determine whether or not a case in equity exists so that unnecessary appeals can be rejected; second, to facilitate the Equity Boards in making a comprehensive cross-examination at the first hearing; third, to cut down the number of hearings required to complete an appeal.

3. At succeeding conferences, the appeals which have been received to date by the Equity Bureau were discussed in detail and special points to be investigated were noted. (These first case analyses were necessarily cursory. Work on individual cases will be a continuing operation requiring close contact with the Equity Bureau, examination of investigation reports, and advise to Equity on general and detailed aspects of each case).

4. The internal procedure of handling reviews was examined and discussed. Such points as violence precautions, security instructions to equity officers, and general procedural points were covered. This procedure will be rewritten and submitted to me next week. Considerable work will need to be done on this procedure before it can be adopted.

5. Mr. MacCoy and I held a joint conference with the Investigations and Equity representatives of NPA in order to present the method of investigation of equity cases in a manner that would leave all parties concerned with a clear, concise idea of the general procedure and also to answer any questions that NPA men had on this procedure. The procedure and reasons for it were outlined and all questionable phases were discussed. Close team-work between Equity And Investigations was stressed

as was the necessity for prompt investigation upon receipt of the appeal. Mr. MacCoy explained the types of investigation techniques that would be required and emphasized the responsibility for thoroughness and secrecy which must be maintained in such investigations.

6. Conferred with Mr. Yukawa of Organization and Planning on the procedural control system which he is establishing for NPA internal procedures and forms. Mr. Yukawa has done an excellent job of inaugurating a control system which includes a manual of forms indicating all internal forms used by Bureaus within NPA. Mr. Yukawa devised a simple, usable numbering system and has separate files for current and obsolete forms. He has established the same type of control system for internal NPA procedures which he maintains by working in close liaison with NPA Bureau chiefs. Mr. Yukawa has also made excellent progress on the project of a field manual system of Japanese government personnel procedures and forms inaugurated by NPA. Mr. Yukawa submitted a sample manual which is durable and practical. Mr. Roser and I plan to confer further with Mr. Yukawa regarding price and budget allocations for this system. Mr. Yukawa plans to submit his list of distribution agencies next week. Approximately 300 manuals will be issued by NPA at a tentative cost of $2.75 or ¥1000 each. Arrangements have been made with the Japanese Government Printing Office for manuals and the procedures contained therein to be stock items which may be ordered by field offices wishing to have separate copies. Mr. Yukawa is still working on a suitable numbering system for the field manual procedures.

H Machin

HELEN MACHIN
Administrative Ass't.

HM:rj

CIVIL SERVICE DIVISION
Government Section

29 August 1949

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

SUBJECT : Weekly Progress Report, August 22 - 27.

Project No. 36:

Decision was reached by the Chief, Civil Service Division, to have only one examination under Article 9 and to abandon the idea of a pilot examination. This decision was transmitted to NPA, and a conference was held with Mr. Yamashita at which agreement was reached on most details of the examination. There was considerable discussion of the security aspects of the examination.

Designation of positions subject to Article 9 examination was continued by NPA and CSD staff members. Agencies surveyed during this week included: Board of Audit; National Public Safety Commission, (National Rural Police, and National Fire Defence Agency); Ministries of Foreign Affairs, Education, Postal Service, Telecommunications, and Construction.

Two conferences were held with NPA staff in connection with the development of minimum qualifications for positions subject to Article 9 examination. A standard pattern has been established.

Test construction and review were continued. Item construction may be summarized as follows:

| | This Week | Total |
|---|---|---|
| Administrative | 127 | 1268 |
| Technical | 117 | 3838 |

The technical tests are reaching final completion except for the police, postal, statistics, and education tests. A separate general affairs test has been agreed upon and will be prepared. Administrative test material is being finally reviewed within NPA with Mr. Uyeno. A tentative grouping of special technical tests was made in order to plan administration of these tests.

Project No. 38:

Announcement for a nation-wide entrance police examination is being developed by NPA and will be reviewed and discussed on 30 August 1949. Tentatively scheduled during 31 October to 13 November 1949.

Plans for foreign service examination in progress and proposed announcement for this examination will be reviewed and discussed next week.

The announcement of the entrance examination for university and college graduates was approved by CSD this week, together with an availability form for candidates.

Final draft of the 1950-51 budget for Recruitment Bureau was completed during the week.

Project No. 39:

Major activity of this section continues to be work on the critical examinations. In addition, test construction for the entrance examinations for university and college graduates is in progress.

Four hundred and sixty seven temporary appointments were approved and six disapproved during the week. Action on 24 appointments was deferred pending further information.

Project No. 41:

The following table summarizes the cases handled by Transactions Section during the week:

| | | |
|---|---|---|
| Written certification of delegation of appointing power: (Revision) | 9 Cases | 9 Persons |
| Concurrent Appointments: | | |
| Application | 42 " | |
| Action taken (Approved) | 41 " | |
| Pending | 236 " | |
| Articles 103, 104: | | |
| Application | 6 " | |
| Action taken (Approved) | 6 " | |
| Pending | 5 " | |
| Part-time Employment: | | |
| Application | 299 " | |
| Action taken (Approved) | 299 " | |
| Pending | 0 | |

Conference of CSD and NPA staff was held during the week regarding the handling of service record cards and personnel action reports within NPA.

NPA submitted a draft of a new rule, "Compensation to be paid personnel holding concurrently more than one position", and a revision of the rule, "Concurrent Occupation of Position (in Special Government Service or in other public services)". These will be reviewed by CSD Examination Branch and discussed with Mr. Peterson.

Project No. 44:

Three conferences were held with members of the NPA staff to discuss the need for and problems involved in planning an employment investigations program for "Article 9" examination eligibles. Specific problems of organization and staffing were discussed. A comprehensive report on the project was almost completed and will be submitted next week.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

26 August 1949

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

SUBJECT : Progress Report for the Period 20 August to 25 August

Project Number 47 - NPA Rules

Mr. Okabe submitted a new draft of the proposed political activity rule to Dr. Asai and to Civil Service Division for review. Such draft rather effectively plugs the "eight loop-holes" in the earlier draft submitted by Dr. Asai. With very minor adjustments and without in any way increasing the coverage of the rule it is satisfactory as submitted. Dr. Asai's opinion should be learned later today.

An Amendment to Rule 8-1 and the supplementary directive to provide transfer and appointment controls over section chiefs and higher personnel were cleared by Civil Service Division and passed by NPA.

Most attention during the week was devoted to the development of a plan outlining policies and procedures governing negotiation and request for administrative action pursuant to Articles 86 and 98. This plan is intended to focus attention on the problems involved in order that general agreement can be obtained. Some features of the plan finally agreed upon should be incorporated in rules of the National Personnel Authority. Other features could merely serve as a basis for guidance of NPA's discretion in handling such matters and as a basis for recommendations to other ministries in the conduct of their employee relations program. The first draft of this plan should be completed by Monday, 29 August.

Project Number 49 - Review of Current Legislation

A draft of a Law Concerning the Allowance of Members of the Labor Relations Committee dated July 22, 1949, was reviewed and found to be in need of revision from the standpoint of Civil Service Division. However, NPA has been requested to secure more accurate information from the Japanese text in order that we may be guided properly in attempting to secure a revision of the draft.

Other Projects -

No activity.

GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb

CIVIL SERVICE DIVISION
Government Section

26 August 1949

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

SUBJECT : Weekly Progress Report August 22-26, 1949

Project No. 30 - Retirement System

A report was indirectly received from Mr. Umino, Retirement Section, containing a detailed analysis of a proposed use of each item specified in the proposed budget. This has been reviewed, but not yet discussed with Mr. Roser.

Project No. 31 - Injury Compensation Administration

Discussions have been held with Mr. Davis, Labor Division, and with the Legal Section, concerning the proposed legislation. As a result of these, further revisions in the revised draft were necessary. These discussions are still in continuation, and it is very likely that even more changes will be necessary. In addition, through Mr. Davis, a translation of the first three articles of the proposed legislation has been received. These articles have been agreed upon by the Attorney General's Office, the Pension Bureau, the Labor Ministry, and the National Personnel Authority. Mr. Davis has indicated considerable doubt concerning the merit of this document. The Specialist has yet to review it. Finally, the Specialist has held other discussions with the Injury Compensation Section concerning the proposed budget for accident compensation benefits. He has approved the budgeting of ¥150,000,000 for such benefits for regular employees paid from the General Account. Employees paid from the Postal Special Account, from the Railway Special Account, and from the Corporation Special Account have to be budgeted separately from those respective accounts.

Project No. 32 - Mutual Aid Program

Only a brief conference has been held with Mr. Rose during the week. Mr. Rose was engaged in clearing up matters so that he will be free to transfer to the Labor Division. Consequently, no information was available from this source at this time. However, from conversations concerning the accident compensation program with members of the NPA staff, it appears evident that there is some eagerness and apprehension in connection with this particular program. No response has yet been received from Dr. Asai concerning the constitutionality of the National Public Service Mutual Aid Association Law.

√ Project No. 26 (Organization of the Japanese Government)

Instructions have been given to Mr. Matsumoto, Classification Section, NPA, for drawing a new chart of the Japanese Government. In the meantime, approximately half of the outline of the Japanese Government maintained by the Specialist has been revised in accordance with the sectional information received.

Walter P. Domanowski

WALTER P. DOMANOWSKI
Compensation Specialist

WPD:rj

CIVIL SERVICE DIVISION
Government Section

26 August 1949

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

SUBJECT : Progress Report for Week Ending 26 August

Project No. 28 - Set up control for compensation administration in the Japanese government

1. Work is continuing in regard to proposed legislation concerning leave for government employees.

2. Payroll procedures and rule covering installation of same are in the process of being completed; they are to be installed on 1 October.

3. Recommendations covering the pay of educational officials are still under study by NPA.

4. Studies concerning special salary schedules for employees of the National Taxation Board are still being carried on by NPA.

Project No. 42. Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Further studies are being made in this office of the wage survey in industry.

2. It has been agreed by the Commissioners that the survey of compensation of government employees will be initiated on 15 September.

3. The rule covering administration of cold area and coal allowances remains status quo.

4. Final approval of additional funds in the amount of ¥1,600,000 for the Bureau of Statistics to complete CPS survey for the month of May has been secured. This work will be completed by 1 October. Additional efforts are being made to secure additional funds ~~from~~ for the Bureau of Statistics for the purpose of conducting CPS survey for the month of November.

5. Further conferences have been held regarding the reorganization of the Compensation Sections of the Compensation Bureau. Charts have been prepared and it is anticipated that the reorganization will be accomplished during the coming week.

Project No. 43 - Set up compensation hearings procedures as applied to compensation research

1. There are no activities at the present time under this project.

JESSE B. BETTIS
Compensation Specialist

JBB:rj

CIVIL SERVICE DIVISION
Government Section

26 August 1949

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

SUBJECT : Weekly Progress Report for Week Ending 26 August

Project No. 24 - Construct Position-Classification Plan (A)

1. Review of occupational definitions and class descriptions is continuing. No summation work was accomplished.

2. The sixth class determination survey began on August 24, covering 68 occupations. Daily conferences were held with Mr. Onouchi and his staff regarding selections of occupations for this survey and occupational titles. Our conferences so far as the sixth survey is concerned, were completed. The fifth survey is nearing completion.

3. Discussions were also held with Mr. Onouchi regarding the progress of work. Particular attention was given to trial allocation plans. Two occupations, that of Dental Technician and Photography, have been selected for trial allocation purposes. Approximately 300 positions are included in each. A detailed outline of procedures has been made up, the principal feature of which will be that both the NPA and the ministries will allocate positions involving photography or dental technician duties to their appropriate classes based on the allocation standards prepared in NPA. The results should be helpful in future planning.

4. Attached is a copy of the first class descriptions published by the Japanese Government, covering three classes of positions of Dental Technician. The attachment, although printed, is a draft which will be used in the trial allocations. There have been moments when I thought I would never see a Japanese class description actually in print.

5. After reading the transcription of a recent symposium, in which Messrs. Yamashita, Kasuya, Onouchi and Takimoto (Public Information) of NPA, and representatives of the Prime Minister's Office, the Ministry of Construction, and the Agency of Industrial Science and Technology participated, I am convinced that some effort must be made to acquaint ministry officials with the basis, purpose and use of position-classification including the position description form. I hope that we can arrange meetings with appropriate officials of the various ministries and agencies for this purpose. Such meetings would be of particular value before any large scale requests are made to employees to complete position description forms,

preliminary to installation of the position-classification plan.

✓ Project No. 27. Organize, staff and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. Mr. Onouchi reports that Mr. Kanatsugu has informed him that the number of clerical personnel which he may expect to be added to the Classification Section has been reduced from 20 to 9, and that the number of technicians has been reduced from 100 to 82. It is a matter of immediate urgency to Mr. Onouchi to obtain additional clerical personnel as some of his technical staff is now engaged in clerical work. I have discussed the matter with Mr. Roser who, in turn, will discuss the matter with Mr. Kanatsugu. One of the major obstacles to obtaining additional personnel is a lack of office space. We hope to obtain the additional technicians as soon as space is available and prior to the end of the calendar year. The technicians are of little use until they have completed the minimum training requirements.

2. Mr. Onouchi now reports that two translators have been assigned to the Classification Section. Previous reports of similar nature have proved to be unfounded but apparently this is the REAL MacCOY.

Alan C. Rankin
ALAN C. RANKIN

Att.
ACR:rj

# 職級明細書（案）

昭和24年8月1日

人事院給與部職階課

| 職群名 | 番号 | 職列名 |
|---|---|---|
| 歯科医学 | 12—2 | 歯科技工 |

| 番号 | 職級の名称 |
|---|---|
| | 1級歯科技工 |
| | 2級歯科技工 |
| | 3級歯科技工 |

## 職列の定義

この職列は、有床義歯（總義歯・局部義歯）、無床義歯（継続義歯・歯冠補綴・架工義歯）、口蓋補綴物・顎骨補綴物・鑲嵌体・動揺歯固定装置・歯列矯正装置の作製および修理の仕事に関し監督または実施することを職務とするすべての職級を包含する。

## 説明事項

歯科医官の指示に基いて技工的業務を行うことを職務とする官職は、この職列に包含されるが、予防歯科・診療歯科（口腔外科・保存科・補綴科・矯正科）に関して患者の診療・手術あるいはこれらの研究を行うことを職務とする官職は、この職列から除外され歯科医官職列に包含される。

## 1級歯科技工

### 職級の特質

この職級は、有床義歯・無床義歯・口蓋補綴物・顎骨補綴物・鑲嵌体・歯列矯正装置等の作製修理に関して、歯科技工の管理監督に当り、仕事の割当・技術的指導および検査をなし、薬品・材料・機械器具の管理整備の責任を持つすべての官職および特殊な技術過程を自らも実施することを職務とするすべての官職を包含する。

1級歯科技工は、病院の歯科技工室の主任として、歯科医師より指示のあつた補綴物の作製・修理を下級の歯科技工に配分する、その際義歯の排列狀態・色調・大小・咬合および形成狀態・鑄造法等を指導する。

1級歯科技工は、新任歯科技工に対しては、模形実習、用具の用い方、補綴物作製の方法、金属融解等について技術的指導をなす。

1級歯科技工は有床義歯・継続歯・金属冠・架工義歯等の補綴物の作製・修理、鑲嵌体の鑄造・作製をなし、特に外科的補綴物・顎骨副木・歯列矯正装置等の特殊補綴物の作製・修理を自らなす。

1級歯科技工は、原則として消耗品・薬品その他歯科技工用材料の請求、保管機械器具の管理・修理の要求、特に貴金属については、その管理等に責任をもちその需給計画をたてる。

歯科医官より一般的監督をうけ特に陶歯の色調・排列の具合、完成期日等について、指示をうける。

（印刷をもつて謄写に替える）

## 2級　歯科技工

### 職級の特質

この職級は、1級歯科技工の一般的監督の下に、歯科の各種補綴物に関して作製・修理を行うと共に、3級歯科技工の技術的指導をなし、技工用諸器具の簡単なる修理、薬品・材料・消耗品・機械器具等の出納保管・整備を行うことを職務とするすべての官職を包含する。

2級歯科技工は、総義歯・局部義歯を作製する。この過程には口腔の石膏模型・咬合床の作製・医師の指示に基く人口歯の撰択排列・歯齦・クラスプ・リンガルバー・パルタルバーの作製が含まれる。

2級歯科技工は、継続義歯・歯冠補綴・架工義歯を作製する。この過程には、キヤストベース・維持装置・咬合面・帯環・架口歯・インレー・アンレーの作製が含まれる。

特殊な補綴物・装置等の作製・修理は上級歯科技工の監督・指示により行う。特殊な補綴物・装置には、例えばみつ口の裂部を補綴する口蓋補綴物、顎骨の外科的破損を補綴する顎骨補綴物・歯槽膿漏等による動揺歯の固定製置・歯ならびを正す歯列矯正装置、架工義歯の可撤装置がある。

2級歯科技工は、金属溶解作業をし歯科醫療用金の含有量を適正にし、金属塊の圧延をする。

3級歯科技工に対して、模型作製、器具の使用法、咬合床作製の実習、簡単なる補綴物の作製について、技術的な指導を行う。使用器械器具の簡単な修理をする。

時には、消耗品、薬品、材料、備品、器械器具等の出納保管を行い、帳簿を整備する。

2級歯科技工は、医官または1級歯科技工から仕事の割当を受け、一般的監督の下に業務をなすが特殊補綴物の作製修理については直接指導を受け細部に検閲を受ける。

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## 3級　歯科技工

### 職級の特質

この職級は、上級の歯科技工の直接的監督指導の下に各種補綴物の作製・修理に関する専門的技術の見習をなし基本的学科の学習、各種模型実習、各種工程の中簡単な作業を実施することを職務とするすべての官職を包含する。

3級歯科技工は歯科技工として要求される基本的専門知識、ならびに一般的知識の習得のため有床補綴学・歯科補綴学・歯科解剖学・歯科理工学・生理衛生学。一般教養科目等の説明をうける。

各種補綴物の作製方法、材料の処理方法、機器の使用方法．その他専門的技術の習得の為上級の歯科技工の直接的細部的監督指導の下に、各種模型実習を行う。

2級あるいは1級歯科技工から仕事を割当られて口腔模型咬合床作製、咬合器へ咬合床の装備、陶歯排列、クラスプ・金属冠・架工義歯・鑞嵌体等の作製等簡単な作業を行う。

3級歯科技工は、附随的業務として作業場の清掃、使用器具の手入・整頓、業務日誌の記入等を行う。

3級歯科技工は、上級の歯科技工より直接細部的な指示監督を受け、仕事の途中随時検閲を受け訂正指導される。

CIVIL SERVICE DIVISION
Government Section

26 August 1949

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

SUBJECT : Weekly Progress Report for the Week Ending 26 August

Project Number 5 - Develop and Implement Policy and Program for Labor Relations.

An outline of basic principles for a labor-management policy for the Japanese Government was developed this week. A means of implementing this as a program is still being approached along standard lines. There is some evidence of response from the Japanese. However, until this is sufficiently stimulated further development of policy will not be of too much avail.

The concept of an effective labor-management program properly balanced with free labor movement is beginning to take root in private employment. The key to this situation apparently was precedent established by the government through the railway corporation retrenchment program. The belief that the Communists and other disturbing elements in a free labor movement were protected under the provisions of the Trade Union Law was dispelled by this action. This was a decisive precedent. Government has been advising unions and management, through its own Association, (memorandum attached) has been advising employers on how to work more effectively under the present labor legislation. The development of government labor-management policy is following industrial precedent.

Extensive efforts were made by the NPA Employees' Association this week to revise and actually develop a model Articles of Association. Results of conferences have been passed on to other government unions. It is believed that the NPA Employees' Association may actually publish a book on the model Articles of Association for a government union similar to that published this week by the Ministry of Labor for use of industrial unions when registering under the Trade Union Law.

Project Number 26 - Advice on Administrative Management Programs Involving Civil Service.

The House of Councillors continues to work on a bill to control violence. It is aimed at curbing acts of violence committed by organizations or any combination of organizations. Among the crimes it is expected to cope with are: Seeking of interviews by force, the use of intimidating language, etc.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mvb
1 Attachment

CIVIL SERVICE DIVISION
Government Section

24 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Japan League of Employers Association Recommendation on Labor Relations

A program has been proposed dealing with certain phases of labor relations by the Japan League of Employers Association and distributed throughout the country. The program is pointed at the elimination of disturbing elements within companies and strengthening of the position of management. It is predicated upon the example set by the government and specifically carried out under the retrenchment program in Kokutetsu. The expression is made that Communists and their activities were protected under Article 11 of the Labor Union Law. However, the latest mass discharge of state railway employees including many disturbing elements has furnished a decisive precedent regarding this point. Recognizing the disturbed situation and the potential element of further and more intensive disturbing activities, the report states "if the situation is left as it is, management will be continually menaced by their actions, and there will be little hope of establishing a sound labor-management relationship".

Specific measures which are recommended are as follows:

1. Those who have committed acts interfering with the normal management of enterprises or who have assisted others in the commission of such acts, should be dismissed.

2. Any act violating work rules, contracts, operational regulations, etc. should be punished promptly and adequately.

3. Employers should recognize a second union particularly if it is organized for the purpose of improving the condition of the enterprise by means of adequate labor-management collaboration.

4. Since employers will no longer be criticized as undemocratic if they undertake anti-Communist education for their employees, it is logical that such training should be encouraged. This is particularly true since the Communist takes every possible opportunity to inculcate Communism in the employee.

Employers are urged to cooperate with autonomous labor unions who are properly recognized under labor laws. Employers should endeavor to call the attention of the public to cultivating respect for law and to the necessity of democratizing labor unions. On the other hand employers should urge the labor committees to establish

good customs and assist the courts in formulating favorable precedents.

In revising labor contracts employers have an opportunity to facilitate labor-management collaboration and are urged to make the most of this opportunity. The following points should be taken into consideration:

1. Matters concerning autonomy, democracy, and responsibility of labor unions must, as far as possible, be stipulated unequivocably in the contracts.

2. While attention should be paid to the protection of labor rights, it is necessary to define the limits beyond which the union cannot interfere in management.

3. A clear statement should be made to adequately define the line of demarkation between union members and those who cannot be union members, giving due consideration to the requirements of management as well as to the autonomy and independence of the union.

Retirement allowances have become an important matter in the face of the rationalization of industry and subsequent mass discharges. The following principles are suggested:

1. Retirement allowances which might normally be absorbed in a social insurance system should still be considered and paid to insure employees some livelihood after discharge.

2. Discharge allowances, which have been paid in addition to retirement allowances, are incompatible with the present unemployment compensation insurance system and any such allowance therefore should be part of the retirement allowance.

3. Retirement allowances should be determined within the financial ability of the enterprise.

4. Care should be followed in determining the amount of retirement allowance for an enterprise to be sure that it reflects the general standards in the industry and area and does not set an undue precedent.

5. No permanent stipulation should be provided with respect to retirement allowance in view of the economic instability of currency. All provisions should be applicable to present cases or cases arising in the immediate future.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mvb

CIVIL SERVICE DIVISION
Government Section

25 August 1949

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

SUBJECT : Weekly Progress Report for the Week Ending 26 August, 1949

Project Number 59 - Watchtower

As reported last week, initial steps have been taken to establish the watchtower function within NPA in the immediate office of Mr. Kawasaki, Chief of the Investigation Bureau. Due to the fact that the man assigned to take over watchtower duties was at the time of his assignment engaged in attending a training course being presented to members of staff of the Investigation Division, he has not, until this week, been able to undertake his duties. Consequent upon the discontinuance of the daily ATIS Press Translations the undersigned has thrown the brunt of responsibility of this deprivation of news material onto Mr. Kawasaki's watchtower assistant.

Subsidiary sources of information have of course been marshalled within this division to fill, as well as possible, the gap left by the discontinuance of the Press Translations. This, however, was not made known to Mr. Kawasaki in the hope that he will take the ball and carry it so far as the identification and reporting of critical information within his own organization is concerned. We will see what happens. Mr. Kawasaki has been instructed to report, or have reported daily to me, any news items which in his opinion require any type of action by NPA. Following this procedure I believe we can accomplish useful training and set their internal watchtower procedures into motion most effectively.

I am becoming increasingly concerned about the imminence of my departure for the States relative to the continuance of the watchtower project in this division and would appreciate very much an opportunity at your earliest convenience to discuss this situation with you.

Project Number 60 - Current History of CSD

No report.

TE

THOMAS ELIOT,
Personnel Specialist.

TE:mvb

CIVIL SERVICE DIVISION
Government Section

24 August 1949

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

SUBJECT : Weekly Progress Report for Week August 12 through August 24

Project 51: Organize staff and initiate activities of Bureau Internal Administration.

1. Office Space. Mr. Ono reports that the new office space in the building to be acquired by N.P.A. will be in our possession by the end of next week. Plans are to be submitted at the beginning of next week as to the proposed new location of the various bureaus and sections. Actual use of the Auditorium on the fifth floor may be delayed somewhat due to the necessity of acquiring necessary chairs or furniture. The earliest date that we can probably use the auditorium for training will be about September 15th.

2. Basement Space Utilization. Due to the inability of N.P.A. in obtaining necessary office space in the building I have asked Mr. Ono to prepare plans for the possible use of available space in the basement which would seem to me to be necessary to house Central and Transaction Files. Further developments will be reported to you in the near future.

3. N.P.A. Union Office. I am told that the Union office will be established in the basement by Monday, 29 August. I learned that the reason for the delay was that someone convinced N.P.A. to renovate such space by painting same.

4. Regional Offices Construction. No report as to the present status of the construction of the new Regional offices in Hiroshima, Takamatusu are now available.

5. Dormitories. Present plans for the expenditure of the ¥4,800,000. obtained from the Public Housing Fund is that N.P.A. will purchase three houses for Bureau Chiefs, one house for the Director-General, and the construction of one dormitory to house forty employees. These buildings are to be located in Mejiro near Ikebukuro. Arrangements for the purchase of these properties is to be completed in about three weeks.

One new development in this housing project is that we will not lose the properties we have acquired in Setageya for dormitories.

Memo for: Mr. Blaine Hoover 24 August 1949

6. Guard System. Mr. Ono tells me that violent opposition to our guard systen on the first floor is being encountered from the other agencies in the building, particularly those on the top floors. The elevators at the front of the building at the main entrance are not in operation and accordingly all employees on the fourth and fifth floors, who normally would use the front entrance now have to use the elevators at the South entrance and in order to get around the building now have to walk in the street. N.P.A. itself also objects to the necessity for individuals such as Representatives of the House of Representatives or Counsellors to secure passes in order to see members of N.P.A. staff. Members of the Press Club are also unhappy that they do not have free access to our offices. Generally speaking, the guard and pass system is not favorably received.

One problem will arise however, upon our acquiring space on the second floor. I am unable to see how we shall prevent employees of other agencies from using the hallways adjacent to our new offices considering the location of same in relation to various stairways and elevators. Until we take enough space to control total segments of the hallways I cannot see how we can establish guard systems on that floor. The Ministry of Construction has already given N.P.A. an ultimatum that they will not move until this problem on the second floor is solved.

✓ Project 54: Organize Staff and Initiate Activities of Bureau of Personnel

1. Appointment of Staff Recruitment Section Chief. One Hujimaki Tadashi was recommended to this Division for approval as Chief of the Staff Recruitment Section. Because of my objection to this appointment on the basis that the positions of Chief of the Staff Recruitment Section and Staff Compensation Chief should be promotions from the staff of N.P.A. I discussed this matter with the Commission; after considerable debate on this point the only progress which was made was that the above person, because his work experience has been in accounting, will be appointed to the position of Chief of the Budget and Finance Section and Mr. Yoneda, now with said section, will be transferred to the position of Chief of the Staff Recruitment Section. While this may improve actual working operations it does show considerable lack of understanding on the part of the Commission and Bureau chiefs as to the concepts of promotion based on merit and ability. The statement was made by Mr. Kanastugu, that because of the age of N.P.A. employees no one will probably be eligible for promotion to a job of section chief for approximately five years.

Extra Curricular Activities: On Thursday and Friday of this week I am to attend the Nikko Training Institute to aid and abet the propaganda program

Memo for: Mr. Blaine Hoover 24 August 1949

relative to personnel administration; all of which, I am becoming more firmly convinced that N.P.A. neither beleives in or is willing to give a try.

Foster B. Roser

FOSTER B. ROSER
Examination Specialist

FBR:med

CIVIL SERVICE DIVISION
Government Section

22 August 1949

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

SUBJECT : Weekly Progress Report, August 15 - 19

Project No. 36:

Designation of psoitions subject to Article 9 examination has been started in conferences between staff members of the Bureau of Recruitment and of this office. Agencies surveyed during the past week include the Ministry of Foreign Trade and Industry, the Ministry of Agriculture and Forestry, the Economic Stablization Board, the Economic Investigation Board, the Price Board, the Ministry of Finance, and the National Tax Agency. Several criteria for designation have been developed, but a number of borderline cases remain to be decided.

Review of minimum qualifications proceeded with review of the "general affairs" occupational group. A systematic pattern has been developed which can be applied for all groups. A recommendation concerning minimum qualifications for designated police officials was received from Public Safety Division and was agreed to by this branch.

Test construction and review were continued. There is a great backlog of untranslated items, but the situation was alleviated somewhat by the return of Mr. Sato to his examining assignment.

Item construction may be summarized as follows:

| | This Week | Total |
|---|---|---|
| Administrative | 123 | 1141 |
| Technical | 147 | 3583 |

Good progress has been made, but because of the magnitude of the program, much remains to be done.

In the course of a field trip, completely suitable examining facilities for this examination were secured at Akita. Special attention will be given to this subject at all other examining centers as soon as possible.

Scheduling of the examination is delayed by inability to obtain a final decision on the examination plan and also, to some extent, by uncertainty concerning the Diet convocation.

Project No. 38:

Agreement was reached with Public Safety Division concerning a nation-wide entrance examination for police to be held this fall. Insofar as possible this will be delegated to the regional offices. Forty-nine examination centers have been selected. This number is too small, but it represents a considerable expansion of NPA coverage.

Plans for an entrance examination for university and college graduates are nearly complete. Eligible lists resulting will be partially decentralized to regional offices.

An entrance examination for tax collectors is under consideration and will be held if funds are available and if the Examination Section can find time to make the necessary tests.

An announcement is being drafted for the Foreign Service Examination and will be discussed with the Ministry of Foreign Affairs.

A requisition to fill 318 positions was received from the Supreme Court. Issuance of certificates is being delayed pending a canvass of the eligible list, as many eligibles will not accept employment with the courts or the Diet.

Two appointments from certificate were made by the Attorney-General's Office.

The first draft of the Recruitment Bureau budget was completed during the week. This budget is based on a work program for the year.

Project No. 39:

The major activity of the Examination Section, NPA, continued to be preparation for the critical examinations.

Test construction for the entrance examinations for college and university graduates was continued.

This section was advised to establish a research unit to conduct studies in test development and validation. This will be undertaken as soon as possible.

Five hundred eighteen appointments were approved and seven disapproved during the week.

✓ Project No. 41:

The following table summarizes the cases handled by the Transactions Section during the week:

| | No. of Cases | No. of Persons |
|---|---|---|
| Written certification of delegation of appointing power: (Revision) | 5 | 11 |
| **Concurrent Appointments:** | | |
| Application | 129 | |
| Action taken (Approved) | 99 | |
| Pending | 235 | |
| **Articles 103, 104:** | | |
| Application | 5 | |
| Action taken (Approved) | 5 | |
| Pending | 5 | |
| **Part-time Employment:** | | |
| Application | 3832 | |
| Action taken (Approved) | 3832 | |
| Pending | 0 | |

The large number of part-time employees were engaged for about ten days in connection with an annual business census.

A plan has been developed for an audit of concurrent appointments to be conducted in Tokyo and the field in September.

A program for inspection of personnel transactions is nearly complete. This program will be placed on a continuous basis and will be carried out in part by the central office and in part by the regional offices.

Procedures for handling personnel action reports and service record cards within the Transactions Section are being developed and will be applied after 1 September 1949.

✓ Project No. 44:

During the week four conferences were held by H. Hoover with NPA officials in an effort to expedite the submission of outstanding special reports. Many miscellaneous project items were concluded and a comprehensive project report begun. It is expected that this report will be submitted during the week of 22 August.

Maynard Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 12 August 1949

1. Received translations of forms concerned with union registration from Employee Investigation Section. Studied forms and discussed the general procedural problem with Mr. H. Hoover who will need to re-direct that section on their responsibilities in the matter of union registration. Have completed preliminary procedure on the subject of union registration; however, until a decision is reached on the subject of a time extension for the unions, the procedure will be influenced so its adoption should be delayed until the matter is decided.

2. In process of studying and analyzing equity cases submitted to NPA in order to assist NPA in scheduling hearings. Have instructed Equity Bureau to make an analytical report on each case which has been submitted to the Disciplinary Appeals Section in order to note methods of case analysis that will be used. These reports shall act as the source material for the case investigators to work from upon instruction from Equity Bureau.

3. Discussed status of payroll procedure with Mr. Salter and Mr. DeAngelis. This procedure should be ready to discuss with ESS next week. Also assisted Mr. Peterson in final proofing of equity rules prior to its passage this week.

4. Doing research on Injury Report forms and procedures. This project affects Mr. Domanowski's project and is also needed informationally by Mr. Shimizu in his work with field offices in explaining forms to be incorporated in the personnel record.

H Machin

HELEN MACHIN,
Administrative Ass't.

HM:mvb

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Progress Report for Week Ending 19 August

√ Project No. 59 - Watch Tower

Very active

√ Project No. 60 - Current History of CSD

No report

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report for Week August 12 through August 18

Project 54. Service Ratings.

1. On Thursday I gave a two hour instruction course in the use of service ratings and the plan which is to be utilized for probationary employees for N.P.A. This meeting was attended by Bureau and Section chiefs as well as the Commissioners and the Director General. The plan is to be instituted immediately to the end that two ratings will be obtained on some one hundred fifty employees whose probationary period expires October 15th.

FOSTER ROSER
Examination Specialist.

FR:med

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report for Week August 12 through August 18

Project 51. Organize staff and initiate activities of Bureau Internal Administration.

1. Section Organization. Final drafts of the proposed section organizations of the Bureaus of Equity, Compensation and Investigation have been submitted to the Planning and Organizational Section of N.P.A. The above drafts constitute the balance of Organization Definitions which had not been submitted up to this time. After study by the Planning and Organizational Section they will be submitted to Mr. Peterson for further processing.

2. Guard and Pass System. Submitted to me this week, and now in the hands of Mr. MacCoy is a detailed procedure which is being purportedly followed in regard to the guard system in the hallways of the first floor in the N.P.A. Building. The plan was supposed to have been effective as of August 17th. Under the procedure any visitor who is denied a pass should be unable to have access to N.P.A. offices, and should he insist on entering such hallways resistance by the guards is first attempted and that failing the police are to be called. How well this system will work only time can tell.

3. 1950 - 1951 Budget Programs and Budget Requests. Programs of Operation have been submitted to most branch chiefs by this date for the coming year. In general, while some revisions were necessary most of the programs are acceptable while others indicate that next years' work has been well thought out.

Translating next years' work programs into personnel and financial requirements, however, presents a very discouraging picture. Proposed personnel for some of the bureaus is entirely out of reason. I discussed this problem with the Commission, the members of which, were sympathetic with my views and they are to discuss all budget requests and approve same before submitting them to this office. I have instructed them that no figures are to be submitted to this Division which they personally would be unwilling to present before the Ministry of Finance.

4. Office Space. As of 17 August, I was informed that unless objections were presented on this date the problem of office space has been settled. Mr. Ono, who has been conducting many meetings in the interest of obtaining necessary spcae for N.P.A. states that we are to get 408 tsubo on the second floor in addition to the Auditorium's

Memo: For Mr. Hoover 19 August 1949

155 tsubo on the fifth floor. While the amount of space on the second floor falls far short of the 700 tsubo which we had requested it undoubtedly represents the best that N.P.A. could get at this time. Exchange of rooms among the other Agencies in the building and acquisition of additional office space will undoubtedly be done a room at a time and it may be as late as September 15th before we are in possession of all of our office space.

It appears to me that because of our inability to get all the office space we need that we shall have to resort to placing the Central Files and the Transaction Files in the basement until a new arrangement can be developed for our taking over space which does not involve a large number of personnel. The objections to this plan are many but because we must acquire cabinets and files within the limitations of this year's budget there seems to be no other alternative.

FOSTER ROSER,
Examination Specialist.

FR:med

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Report of Activities for week ending 19 August

Project No. 47 - NPA Rules

1. For the purpose of expediting the issuance of rules, the undersigned met with Dr. Asai and Mr. Ueno on 12 August. On 16 August another meeting was held with Dr. Asai for the purpose of following up on Friday's conference and to take advantage of the comments by Mr. Hoover on Saturday criticizing the inactivity of NPA. The results of such meetings were somewhat heartening.

2. During the report period the Commission adopted the following rules:

| | |
|---|---|
| 14- | Oath of Office by Personnel |
| 2-3 | Organization of National Personnel Authority Secretariat |
| 13-1 | Procedures for Review of Disadvantageous Action Taken Against the Will of Personnel and Disciplinary Punishment |
| 1-7 | Contracts with Foreign Nations |
| 14-2 | (Amendment) to delete implication that officers of employee organization need not be members of the regular service. |
| 9-4 | Direct Payment of Compensation |
| 1-4 | (Amendment) to abolish Rule 13-0 which provided for temporary procedures by which personnel filed appeals from disciplinary action. |

3. Status of other rules under consideration is as follows:

Duress and coercion: Referred by Dr. Asai to Mr. Okabe for the first time. Okabe is to develop the rule to include prohibitions against types of intimidation which are not already prohibited by criminal law and is to report by Friday, 19 August.

Political activity: Referred for the first time to Mr. Okabe for development and report as soon as possible. Agreement was reached with Dr. Asai on all points at issue with possible exception of one, and even that seems to be merely a matter of terminology. Incidentally, Mr. Okabe seems to be taking a broader viewpoint of the rule and attempting to get greater coverage than Dr. Asai.

Delegation of authority and issuance of regulations: The rule regarding regulations depends almost entirely upon the

principles established in the rule covering delegation of authority. The latter rule, according to Dr. Asai, presents the greatest problem of all with which NPA is confronted. He recognizes the complete inadequacy of the Japanese theory of delegation yet hesitates to adopt the point of view recommended by CSD because no other organs of the Japanese government would adopt the same procedures and perhaps would fail to understand and recognize NPA's method. Dr. Asai indicated he would give immediate and close attention to the problem, however.

Special service: Considerable discussion was conducted on the question of restoration of the Foodstuff Distribution Kodan to the regular service. It appears, however, that such action will not be taken by NPA until Dr. Asai discusses it thoroughly with Mr. Hoover. Dr. Asai did not, of course, make any such comment.

Special exceptions for personnel of Kodans: This general rule providing special exceptions to the NPSL for all Kodans is deferred pending decision on the Foodstuff Distribution Kodan status.

Leaves of absence: Undergoing restudy and revision by NPA's Legal Bureau.

Rule and directive to provide transfer and appointment controls over section chiefs and higher personnel: Before Mr. Hoover for clearance.

Concurrent position in private enterprise: After the preliminary draft was rejected by Mr. Hoover it was returned to the Recruitment Division for revision and establishment of criteria on which exceptions shall be based.

Concurrent appointments to positions in the special service, local public service and public corporations: Preliminary draft which was rejected by Mr. Hoover now requires revision by the undersigned and Mr. Shirven.

Rules amending 1-2, 14-2, and 14-3 to define "employee organizations" and "representatives" and to restrict union membership and officership to personnel of the regular service are in final form and awaiting agreement between NPA and CSD as to necessity of their issuance, and if so the appropriate time.

✓ Other Projects - No Activity

GORDON W. PETERSON
Chief, Organization Branch

GWP:jd

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report August 15-19, 1949

Project No. 30 - Retirement System

A discussion was held with Mr. Roser concerning the proposed budget for the newly contemplated Retirement Section in the Compensation Bureau. As a consequence Mr. Umino was called in. It was suggested to him that he bring to the Specialist a detailed analysis of the proposed use for each item specified in the proposed budget. This will be presented to the Specialist during the coming week.

Project No. 31 - Injury Compensation Administration

Several conferences were held with Mr. Davis to ~~ill~~licit any suggestions he might possess towards clarifying some of the vague portions of the draft of the proposed law for accident compensation for government employees. Several conferences were also held with Mr. Okabe and Mr. Takimoto, NPA. During these latter conferences, the Specialist was informed that the NPA individuals were working upon a semi-final draft of the proposed legislation with the cooperation of responsible employees of the Attorney General's Office, the Labor Ministry, and the Pension Bureau. The NPA, I was further informed, had already utilized the proper procedures for the introduction of this law to the Diet. According to Mr. Takimoto, more time than was anticipated will be utilized toward the completion of this semi-final draft.

Project No. 32 - Mutual Aid Program

Conferences were held with Mr. Appleton of Legal Section, Mr. Rose, PH&WS, Mr. Harrison, Finance Division and Mr. Moss, Anti-Trust and Cartels Division. The primary purpose of the conferences with the latter two individuals was to ascertain what their attitudes would be if revisions in the present legislation were to be sponsored by the government. The conference with Mr. Rose was held to obtain further information concerning administrative malpractices by the associations. Mr. Rose did not have any further information at this time. Conferences with Mr. Appleton were the outcome of previous conferences held with him by the Specialist in order to obtain the cooperation of the Attorney General's Office in dealing with this legislation. Further information may be available during the coming week.

Project No. 26 (Organization of the Japanese Government)

Considerable progress has been made in incorporating recently obtained

information concerning the sectional organization of various ministries and agencies into the outline of the Japanese government. However, a considerable portion of this work still remains uncompleted. In addition, it is apparent that, in many places, further information may be required.

WALTER P. DOMANOWSKI
Compensation Specialist.

WPD:mvb

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Progress Report for Week Ending 19 August

Project No. 28 - Set up control for compensation administration in the Japanese government

1. Draft of legislation concerning leave for government employees and regulations implementing the law have been drafted.

2. Payroll procedures and rule covering installation of same are in the process of being completed; they are to be installed on 1 October.

3. Recommendations covering treatment of educational officials have been returned to NPA for further study.

Project No. 42 - Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Report covering wage survey in industry is under study in this office at this time.

2. There have been no further developments regarding the compensation survey covering government employees. It is hoped that this survey may be initiated on 1 September.

3. There has been no further action taken in regard to Cabinet Secretariat rule covering administration of cold area and coal allowances due to the fact that the Finance Division of ESS has not given their approval.

4. Due to the initiation of the 44 hour work week the problem of work schedules of employees of the Tokyo Central Telephone Exchange has been dropped.

5. Recommendations of the Commission concerning salary schedules of employees in the National Taxation Board have not been submitted to this office.

6. Due to the inability to secure additional funds for the Bureau of Statistics, it appears that it will be impossible to conduct the CPS for the month of November.

Project No.43 - Set up compensation hearings procedures as applied to compensation research

1. Report of the Commissioners concerning compensation hearings conducted the early part of the year has been cleared by this office and adopted by resolution of the Commission. This action closes the case.

Comments: Further conferences have been held with Mr. Takimoto regarding the organization of the Compensation Division of the Compensation Bureau into two sections. Additional personnel has been employed by this division and Mr. Keitoku, formerly of the Allowance Bureau, Ministry of Finance, has been employed as assistant to Mr. Takimoto in the Compensation Bureau.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report for Week Ending 19 August

Project No. 24 - Construct Position-Classification Plan (A)

1. Review of occupational definitions and class descriptions and preparation of summations of the distinguishing features of classes were continued.

2. The fifth class determination survey is in progress. Selection of occupations to be studied in the sixth class determination survey was the subject of three conferences during the week. The sixth survey is to begin August 25 and will include approximately 70 occupations, including General Clerical, General Administration, and General Labor.

3. Discussions continued with Mr. Onouchi on the progress of work. In addition to the selection of occupations for the next survey, positions in the Imperial Household and occupations and occupational titles to be listed in the handbook of occupations were discussed.

4. In connection with further work on the position classification law, proposed legislation before the United States Congress was carefully reviewed and compared with proposed legislation for Japan. The American legislation is more comprehensive in that it is a pay act as well as a position classification act. However, classification features of the proposed legislation in the United States are closely similar in principle to the measures outlined in this office for consideration by NPA.

5. Two questions of interest to classification were asked at the regular meeting of the National Personnel Council on August 17. One member of the Council asked when the position classification plan would be put into effect. Mr. Onouchi replied that no action would be taken in that respect until after the position classification law was passed by the Diet. Another member asked if the present system of designating employees as first class, second class or third class officials would be abandoned. The Chairman of the Council called on Mr. Miyaji to reply and Mr. Miyaji stated that he believed the present practice would be dropped upon the introduction of position classification.

6. On August 18 I attended a showing of a film on the lumbering industry in the national forests of the Japanese government. It was helpful in its demonstration of logging methods and forestry operations in general. Subsequent to the movie a round table discussion was scheduled between officials of the Forestry Bureau and NPA. The Forestry officials were anxious to gain GHQ support for the exception from the regular government service of certain categories of government employees engaged in forestry work. Questions relating to the compensation of forestry workers were raised. I made no statements regarding compensation but pointed out that decisions regarding exceptions to the National Public Service Law on the basis of the special nature of the duties and responsibilities of any positions in the regular government service was a matter for consideration by the National Personnel Authority.

✓ Project Number 27 - Organize, staff and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. Mr. Onouchi has advised me that three translators were assigned to the Classification Section this week.

After this was written, I was advised that the translators have not been assigned.

Alan C. Rankin

ALAN C. RANKIN,
Classification Specialist.

ACR:mvb

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Progress Report - Training Branch
12-19 August

Project No. 13 - Training of Personnel Staff

The Sixth Civil Service Institute will open on Monday, August 22, with between 105 and 110 trainees representing the various ministries in attendance. The reduced number of trainees has been caused by reluctance or inability of the ministries to provide funds for the necessary travel expenses. This institute will require the attention of only one-half of the staff of the Training Section; the remainder will stay in Tokyo and plan for and commence a survey of training programs in the various ministries and agencies of the Japanese government.

Of the 18 Recreation Specialists designated to attend the advanced training course, two or three were found to be unsuitable and at Mr. Yanagida's request have been replaced by other graduates of the Fifth Training Course from those ministries.

Projects 15-22 inclusive and 64

No new or unusual developments.

John R. Shively
JOHN R. SHIVELY
Acting Chief
Training Branch

JRS:jd

CIVIL SERVICE DIVISION
Government Section

19 August 1949

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

SUBJECT : Weekly Progress Report for week ending 19 August

Project No. 5 - Develop and Implement Policy and Program for Labor Relations

The apparent altercation as reported by the press between the government and NPA concerning the right of dischargees to represent their unions was the cause for serious discussion with NPA. As to the cause and effect of this situation no specific determination was made. It was apparent, however, that NPA had failed to appraise correctly its position in terms of its objective in the handling of this interpretation of the NPSL. NPA realized the weakness of its position and the matter was immediately corrected. Mr. Masuda, Chief Secretary of the Cabinet Secretariat, subsequently stated publicly that there was no difference of opinion between the government and NPA. Certain adjustments in the rules of NPA to clarify the situation, however, were being made by NPA. Such rules were passed by NPA during the course of the week.

It is quite apparent that the present turn of events against the disturbing influences in unions runs the danger of leading the situation to the extreme right. The unions have continually claimed that they represented the interests of the employees and that unless their leadership were followed the situation would revert to the old bureaucratic pattern of administration. Under this pattern individual rights were lost and collective representation was suppressed. Unions since the Armistice, under the stimulation of GHQ, having practiced excesses, have fallen into disrepute. It is essential that the government be indoctrinated in employee relations in a manner which will slow down this trend to a point where proper recognition of the authority of government is appropriately balanced with proper recognition of individual rights and rights of collective representation.

There is no question that while the disturbing influences within union organization in government have to a great extent either been removed or curbed, their activities will not cease nor will they be eliminated completely from the scene. The movement underground is now taking place. An example of this is found in NPA where it is quite evident that certain individuals are what might be classed as spies; their primary interest in being employees of NPA is to acquire and transmit information to those persons whose interest it is to disrupt and discredit NPA activities. A veteran Japanese journalist points this matter up when he reports that there exists a plan supplied by Russia to provide for the establishment of a "people's democratic government". The plan includes the perpetration of a general strike principally of government workers and workers in basic industries to be held in December 1950 for the purpose of establishing control. 1950 is said to mark the completion of the fourth Russian Five Year Plan aiming at the completion of Russian military preparations. Further emphasizing this underground movement and avoidance

of the continued bad publicity which JCP has received in the past few months is the decision of their central committee meeting that struggle tactics will adhere to lawful struggles. They refer to the formation of public opinion as being propaganda spread by the reactionary elements, attributing the lead in illegal actions to JCP.

## CURRENT ACTIVITIES

### NPA

NPA Employee Association distributed another pamphlet reporting on their most recent meeting with management. The tone of this report is much better than previous reports and indicates a more constructive attitude. The matters under consideration are also more properly matters for union activities than has been the previous case. It was reported that the Investigation Com. was abolished

Conferences were held this week among Messrs. Steward, Salter, and Kuwahara, and certain members of the Executive Committee. This meeting was called at the request of the Association in order that they might receive Mr. Steward's advice on the development of their constitution. The Association has exhibited a desire to be the first one registered under NPA rule.

Zenkanro in the past ten days made a concerted effort to literally invade the offices of the Investigation Bureau of NPA. They were attempting to secure statements from staff members and to actually take pictures. It is believed that these were to be used as the basis for a series of newspaper articles for Kanro Shimbun, which obviously would have been uncomplimentary to NPA.

### Others

The Judiciary Committee of the House of Representatives is currently studying the feasibility of establishing a "scientific investigation institute" patterned after facilities in the FBI in the U.S. The committee hopes to present a draft plan for the establishment of the institute to the next regular session of the Diet, which will be held in December.

The Telecommunications Ministry is making every effort to assist those persons discharged under the retrenchment program to obtain other employment. A placement committee is being instituted in the ten major cities throughout the country. These committees will work in cooperation with employment agencies in their districts.

Zentei, in attempting to reopen negotiations with Minister Ozawa of the Telecommunications and Postal Service Ministries, was faced with the interpretation of the NPSL that dischargees no longer be officers of the association. In addition to this, Minister Ozawa pointed out that the union is required to register under the NPA rule by September 1. Until Zentei has registered and has properly elected officers, no recognition will be given to the union.

The retrenchment program inaugurated last week by the Ministries of Telecommunications and Postal Service moved forward without any apparent interruption. Certain isolated instances of sabotage and pressure upon supervisors are known to have taken place. These are all being currently investigated and appropriate action either has been or will be taken immediately on these instances. All such matters are to be thoroughly investigated and will be the subject of discussion among the vice-ministers and bureau chiefs at their next conference to be held within the month.

Investigations to date on the alleged summer allowances indicate the following:

| Agency | Amount | Name of Allowance | Remarks |
|---|---|---|---|
| Board of Audit | ¥500 to 2,000 | Loan | A consumer union loan from private bank loan |
| Education Min. | ¥700 to 800 | Loan | Loan from empl. union funds |
| Finance Min. | ¥1,000 | (¥ 500 Loan<br>(¥ 500 Unknown | |
| Agric. & Forestry Min. | Amt. unknown | Contribution | Redistribution from pooled special allowances earned |
| Construction Min. | Actual Amount | Transportation expense | |
| Postal Affairs Min. | ¥150-300 | Ice money | To all employees |
| Telecommunications | ¥150-300 | Ice money | To all employees |
| Central Economic Investigation Office | ¥4,000 to 5,000 | Unknown | 4,000 to 3rd class officials<br>5,000 to 2nd class officials |

Rumors concerning similar funds at the Attorney General's Office and the International Trade & Industry Ministry are being followed up.

The Democratic Liberal Party issued a public statement reviewing the accomplishments, both external and internal, to Japan in the past few months. In its conclusion it confirmed the present situation of the internal struggle now taking place between the rightist and leftist interests in stating "The primary obstruction to the peace treaty is the Communist Party's plan for a revolution by force. We take this occasion to express our determination to develop a firm struggle against the Communist Party".

The National Railway Workers Union and the National Railway Corporation held their first collective bargaining session this week. Eleven points were presented by the union, dealing among other things with a request for the reexamination of the ¥6307 wage base. Specific request was made for the establishment and conclusion of a labor contract.

√ Project No. 26 - Advise on Administrative Management Programs Involving Civil Service

The retrenchment program is progressing and it is believed will

involve next the Ministry of International Trade and Industry, and ~~will not involve~~ the Ministry of Agriculture and Forestry. It is hoped that this retrenchment program will be completed within the next two or three weeks; at any rate substantially prior to the convening of the special session of the Diet in October.

It was announced this week that a local public service bill had been completed by the local self-government board. This would be applicable to cities and smaller communities. It does not carry the detail of the NPSL. It provides only for the broad outline within which the details could be worked out by local communities.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

15 August 1949

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

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 12 August 1949

1. Met with Equity Bureau representatives and discussed preliminary work and procedures to be followed by Equity Bureau, Disciplinary Appeal Section, in processing an appeal for review. The investigation process and the procedures of investigation to be followed were discussed in detail. Mr. MacCoy clarified the part investigations were to play in the equity process and outlined the general plan of operation that was to be followed.

2. Assisted Mr. MacCoy and Mr. Peterson on necessary work of getting Equity Rules passed.

3. Met with representatives of Employee Investigation, Equity and Legal Bureaus of NPA and discussed detailed phases of the union registration procedure and the rules governing such registrations. The rule, it was disclosed, provides that all unions must be registered with NPA by September 1, 1949 or lose all standing as a juridical entity. To date, out of 3000 operating unions only 26 have attempted to file for registration. These 26 unions have not met the conditions prescribed in Rule 14-0 to 14-6 and, consequently, have been rejected. The unions have stated that they cannot comply with the direct secret ballot provisions of majority voting unless they hold mass meetings. Normally the unions have mass meetings in late spring and say they can afford to hold such expensive rallys just once a year. NPA has requested the Civil Service Division allow a revision to the rule which would extend registration until June 1, 1950 which time would be just after all mass union meetings had been conducted. Since the rules on registration were not passed until June 1949, NPA feels that the union position on this matter is highly defensible. In addition, Equity Bureau stated that if the extension were not effected, they planned to review appeals presented by non-registered unions. This matter was discussed with Mr. MacCoy who plans to notify Mr. Hoover of this rule infraction. The type of work being conducted by the Employee Investigation Section was discussed with Mr. Roser and Mr. MacCoy. It was decided that considerable revision should be effected as NPA is attempting to conduct functions which should be handled by the unions themselves.

in connection with regis. of union.

H Machin

HELEN MACHIN,
Administrative Assistant.

HM:mvb

CIVIL SERVICE DIVISION
Government Section

15 August 1949

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

SUBJECT : Weekly Progress Report, 8-12 August

Project No. 59 - Watchtower

In addition to the usual great quantity of information received, Mr. Ōka of the NPA Investigation Division was assigned as the NPA counterpart of the Watchtower. A preliminary conference was held with him and Mr. Kawasaki for the purpose of outlining to him the organization of Watchtower functions and some of the principal rules of operation. Further conferences will be held fairly frequently in order to ascertain their progressive understanding and application of Watchtower techniques. Mr. Ōka is in the immediate office of Mr. Kawasaki.

Project No. 60 - Current History Civil Service Division

No Progress

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

15 August 1949

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

SUBJECT : Travel and Activity Report - 5 to 11 August, 1949

Project Number 47 - NPA Rules

No activity.

Project Number 48 - Local Public Service Law

Although Mr. Suzuki has reported that his draft of the Local Public Service Law was finished before the end of July, Civil Service Division has not yet received a copy of the English translation. The Press has also reported completion of the draft and it's referral to the Local Autonomy Commission for review before it is submitted to the Cabinet. Mr. Suzuki promised that we would receive a copy of the English translation as soon as completed.

Project Number 49- Current Legislation

No activity.

Project Number 50 - Statistics

Mr. Sekido, Chief of the Statistics Section of NPA, delivered a report of his plans for a statistical program and of the activities of his section during the month of July. Both the report of the proposed program and the program itself are quite inadequate. Meetings with him will be called during the next week in order to develop an adequate program. After preliminary work by Mr. Sekido, Civil Service Division's Branch Chiefs will be requested to review and suggest modifications of the program as it affects their respective activities.

Travel to Nikko

Departed 5 August 1949. Billeted at Rose Mansion. Attended seminars of Nikko Institute Friday afternoon and Saturday ~~after~~noon. Attended faculty sessions Saturday, Monday, Tuesday and Wednesday. Encouraged and answered questions regarding interpretations and background of provisions of the National Public Service Law with Messrs. Kono and Hosono interpreting. Representatives of the Legal Bureau of NPA were also present for all lectures and to answer questions on their own lectures. Special emphasis was placed by the undersigned on

explanations of the background of Article 102, Political Activity, and Article 98 with respect to negotiations. Departed Wednesday afternoon, 10 August, following the faculty meeting.

GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb

CIVIL SERVICE DIVISION
Government Section

15 August 1949

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

SUBJECT : Weekly Progress Report, August 8 - August 12

Project No. 36:

Progress in the development of the various components of the examination for critical positions continued steadily for the most part.

a. Several conferences were held with representatives of Examination Section, NPA, on the establishment of minimum qualifications, both for occupational areas and for individual positions. A tentative schedule of prerequisites was drafted for the taxation field and has been given to Mr. J. E. Monroe (Tax Administration, ESS) for review and recommendations. A draft form of minimum requirements for the Forestry Agency has also been completed.

b. Test construction progress may be summarized by the following data from the NPA weekly report:

| | During the Week | | | Cumulative | | |
|---|---|---|---|---|---|---|
| | Items Written | OK by NPA | Presented to CSD | Items Written | OK by NPA | Presented to CSD |
| Administrative Aptitude Test | 172 | 49 | 45 | 1018 | 159 | 90 |
| Technical Tests (27) | 165 | | 140 | 3564 | | 1756 |

Not included in the above figures are some 90 test items in the taxation field which have been presented to Mr. Monroe for review, and some 1200 of the 9 tests developed by Public Health & Welfare Section. The lack of adequate translator service continues to slow down the rate of progress and to produce translations of questionable value when Japanese technicians must attempt their own translations.

Discussions were held covering various other aspects of the examination such as the scheduling of various activities; planning further tests; extending the participation of SCAP Sections, etc.

Project No. 38:

A plan for the Foreign Service Examination is being formulated as mentioned in last week's report. Progress in planning for a Police Examination (not to be confused with the Police Test of the Article 9 examination) has been suspended pending a conference with Public Safety Division representatives.

Plans are nearly complete for examinations for college and university graduates to be held this fall.

✓ Project No. 39:

(See Project No. 36)

✓ Project No. 41:

The following table summarizes the personnel transactions handled by the Transactions Section, NPA, during the week:

| | No. of Cases | No. of Persons |
|---|---|---|
| Written certification or delegation of appointing power (Revision) | 12 | 780 |
| Concurrent appointments: | | |
| Application | 76 | |
| Action taken (approved) | 76 | |
| Pending | 205 | |
| Articles 103 and 104: | | |
| Application | 5 | |
| Action taken (approved) | 8 | |
| Pending | 5 | |
| Part time employment: | | |
| Application | 23 | |
| Action taken (approved) | 23 | |
| Pending | 0 | |

No new personnel requisitions were received during the week. A requisition from the House of Representatives for 7 candidates with legal training has not been filled as yet; two appointments have been made for four similar requisitions from the Fair Trade Commission.

✓ Project No. 44:

During the week four conferences were held with members of the NPA. The most important conferences covered the planning required in the development of an employment investigation program necessary for the investigation of "Article 9" eligibles. Material developed during the course of the project is being

assembled for the preparation of a final report on the project.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

15 August 1949

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

SUBJECT : Progress Report, Training Branch
7 August through 13 August

Project No. 13 - Training of Personnel Staff

The closing ceremony of the Fifth Civil Service Institute was held on Saturday, August 13, with Commissioner Yamashita and Mr. MacCoy as principal speakers.

Mr. Hajime Sato, President of the Board of Audit, visited the school briefly on Tuesday, August 9.

The Sixth Civil Service Institute will open on Monday, August 22, with 120-130 personnel officials of the various ministries in attendance. This course will run for six weeks instead of eight and the same material will be covered by giving three lectures each morning instead of the usual two. Otherwise the schedule remains practically unchanged.

Concurrently with the Sixth CivilService Institute there will be held an advanced training course for recreation specialists under the direction of Mr. Yanagida, Chief of the Recreation Section. The 18 recreation specialists from the various ministries who were designated to attend the Fifth Civil Service Institute will comprise the student body for this course.

Projects 15-22 inclusive, and 64

No new or unusual developments.

John R. Shively

JOHN R. SHIVELY
Acting Chief
Training Branch

JRS:jd

CIVIL SERVICE DIVISION
Government Section

12 August 1949

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

SUBJECT : Weekly Progress Report for Week August 5 through August 11

Project 51: Organize staff and initiate activities of Bureau Internal Administration.

1. Office Space - Messrs Sato and Ono are to meet today with the Vice-Ministers of the various agencies occupying space in the NPA building in an attempt to bring an agreement among these agencies to a final conclusion. Both of the above are very optimistic that this problem can be settled this week. Present plans will give us approximately 490 tsubo on the second floor plus the auditorium on the fifth floor containing 155 tsubo.

2. Work Load Measurement Program. I have contacted Mr. Ueno asking his assistance in developing a work load measurement program. He is very enthusiastic and I gained the impression that he had been waiting for our suggestion that he take upon himself this work. While the work will actually be done by the Planning and Program Section of the Bureau of Internal Administration, Mr. Ueno will undoubtedly supervise the project. I have prepared considerable material covering such programs which were conducted in the United States.

3. Budget. Budget requests for the various bureaus for the budget year 1950-1951 are being compiled and should be completed in so far as the original draft is concerned by the end of next week.

4. Organization Definitions. As reported to you orally, this week final drafts of the bureau and sectional definitions are nearly completed with the exceptions of those for the sections in the bureaus of compensation, equity and investigation. Final drafts on the other bureaus and sections are now in Mr. Peterson's hands.

Project 54: Organize Staff and Initiate Activities of Bureau of Personnel.

1. Staffing. I have taken Mr. Kanatsugu to task due to the fact that many sections in NPA are staffed with personnel who are not qualified to do the work to which they are assigned. This problem centers around the employment of specialists such as statisticians, bookkeepers, purchasing agents etc. I have instructed Mr. Kanatsugu to contact each bureau and

section chief and discuss with them necessary replacements for any positions which the chiefs may consider a result of poor placement. This problem may take a little positive action on my part but if we can get information from the chiefs as to what is required, replacements will be found and employed. I have also instructed Mr. Kanatsugu to employ no one at this time until clearance is given by me.

2. Service Ratings. Service rating procedure was submitted to the staff efficiency section who are now studying the plan for installation. After the necessary forms are printed I shall give a two-hour training course to all supervisory personnel.

3. Clerical Examination. To fill future vacancies for clerks an examination was given by the recruitment staff of this bureau to 117 candidates. While most of these candidates came as a result of the reduction in force program, it is reported that 60% of the candidates exceeded the mean score obtained from the original administration of the examination.

4. Compensation. It was reported to me that under revised Cabinet Order 401, 600 NPA staff employees were raised in pay grade (not within grade pay step increase).

5. Employer-Employee Relations Training Course. I have just completed the test material for this training course which will be given to all supervisors in NPA probably beginning within the next two weeks.

FOSTER ROSER,
Examination Specialist.

FR:mvb

CIVIL SERVICE DIVISION
Government Section

12 August 1949

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

SUBJECT : Weekly Progress Report - August 8-12

Project No. 30 - Retirement System

Conference was held with Mr. Umino, Compensation Bureau, NPA, concerning the proposed budget for a newly contemplated retirement section in the Compensation Bureau. The proposed budget and the work program for the oncoming fiscal year were carefully reviewed. In view of the fact that the proposed budget seemed entirely reasonable, tentative approval was given to it, subject to further analysis and review by Mr. Roser.

Project No. 31 - Injury Compensation Administration

Conference was held with Mr. Davis which appeared to resolve the final major point of disagreement. As a consequence, a final draft was prepared incorporating the entire series of recommendations for revision of the draft prepared by Mr. Okabe, Chief, Legal Bureau, NPA. Upon completion of this a conference was held with Mr. Okabe, during which the combined recommendations for further revisions and alterations of his draft were presented to him. It was suggested that he cooperate closely with the Labor Ministry and the Attorney General's Office in the next preparation of the proposed legislation. It is expected that, subject to the requirements of the Cabinet, a final or semi-final draft of this legislation will be prepared within one to three weeks. It was further recommended to Mr. Takimoto, Chief, Compensation Bureau, NPA, that he consult with Dr. Asai and suggest to him that the NPA is now in a position to sponsor this legislation in the Diet. In addition, the budgetary proposals for the setting up of an accident compensation section within the Compensation Bureau were reviewed. The provision covering the benefits appeared inadequate, and those covering the administrative costs appeared unsatisfactory. In addition the work program outlined did not appear realistic.

In view of these circumstances it was suggested to Mr. Okada that he take back the material presented to the Specialist, consult with Mr. Okabe on the revisions which had been incorporated into his original draft, and work out a new series of budget proposals.

Project No. 32 - Mutual Aid Program

During the conference held with Mr. Okabe, it was discovered that the Attorney General's Office had contacted the NPA concerning the National Public Service Mutual Aid Association Law. Consequently the Specialist

discussed some of the phases of the conference with Mr. Appleton, Legal Section, and Mr. Sato, Attorney General's Office. It was pointed out to him that, in view of the potential interpretation of Article 89 of the Constitution, the entire fabric of the National Public Service Mutual Aid Association Law might be construed as entirely unconstitutional. Mr. Okabe was requested to present this interpretation of Article 89 in connection with the Mutual Aid Association Law to Dr. Asai in order to obtain that gentleman's point of view in light of this fact. It is expected that a report will be made available to the Specialist during the oncoming week. In addition, a conference was held with Mr. Rose, PH&WS. Mr. Rose stated that he had no additional information concerning this phase of study at the present time. However, he expected to be in contact with Mr. Nakao, Finance Ministry, during the next week. If further information be then available, he will present it to the Specialist.

Project No. 26 - (Organization of the Japanese Government)

Some slight progress has been made in modifying the outline of the Japanese Government in light of the recent information concerning the sectional organization of the various ministries which has been received by the Specialist.

Walter R. Domanowski

WALTER DOMANOWSKI
Compensation Specialist

WD:jd

CIVIL SERVICE DIVISION
Government Section

12 August 1949

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

SUBJECT : Weekly Progress Report for Week Ending 12 August

Project No. 28 - Set up control for compensation administration in the Japanese Government

1. Rule covering the administration of leave for employees in the Japanese government is still under study.

2. Work is continuing regarding proposed legislation concerning basic leave statutes.

3. Payroll procedures and rule covering installation of same are in the process of being completed and it is anticipated that installation of these procedures will be made on 1 October.

4. Recommendations covering treatment of educational officials in regard to pay matters have been submitted to this office and are now under study.

Project No. 42 - Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Final report covering the wage survey in industry has been received in this office.

2. The compensation survey to be conducted covering all government employees continues to be held up.

3. Proposed rule of the Cabinet Secretariat covering the cold area and coal allowance is being held up by the Finance Division, ESS, due to the fact that that office has not been convinced that there are sufficient funds in the current budget to pay these allowances.

4. No further action has been taken regarding work schedules of employees of the Tokyo Central Telephone Exchange. It is believed that this issue may subside due to the 44 hour work week.

5. Composition of the new market basket continues to be under study.

6. Recommendations of the Commission concerning salary schedules of employees of the National Taxation Board have not been received in this office.

7. Further conferences in regard to additional funds for the Bureau of Statistics have resulted in approval by the Ministry of Finance for the transfer of sufficient funds to complete the CPS for the month of May.

8. Preliminary reports covering 46 prefectural government cities in Japan in the CPS indicate an approximate 17 per cent increase in the cost of living.

✓ Project No. 43 - Set up compensation hearings procedure as applied to compensation research

1. No further action has been taken by the Commissioners regarding results of the compensation hearings conducted the early part of the year.

Informed Bettis 8/15/49 J. Stokes

Comments:

Conferences were held during the current week with Mr. Takimoto, Chief of the Compensation Bureau and Mr. Hasumi, Chief of the Salary and Wage Section in regard to reorganization, staffing, and budgetary needs for the coming fiscal year. Mr. Takimoto is to present to this office during the next few days an outline covering these matters along the lines suggested by this office and in accordance with the organizational pattern as decided upon at the beginning of this calendar year.

Jesse B. Bettis

JESSE B. BETTIS
Compensation Specialist

JBB:jd

CIVIL SERVICE DIVISION
Government Section

12 August 1949

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

SUBJECT : Weekly Progress Report for Week Ending 12 August

Project No. 24 - Construct Position-Classification Plan (A)

1. Review of occupational definitions and class-descriptions and preparation of summations of the distinguishing features of classes were continued.

2. The fourth class determination survey was completed and class-descriptions are now in preparation. The fifth class determination survey was begun on 8 August. Sixty-eight occupations are included in the new survey. This will bring to 190 the occupations studied for class determination purposes and represents somewhat more than one-third of the total number of occupations presently identified.

3. Three conferences were held with Mr. Onouchi regarding the progress of work. The major items discussed were the position-classification law, plans for trial allocations, and the recognition of occupations and occupational titles. The last item is of considerable importance as it is basic to the completed position-classification plan. Discussions on all three matters are still underway.

Project No. 27 - Organize, staff, and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. Mr. Onouchi has been advised to plan no more extended trips for his supervisory staff members during the next two months'-period.

2. The Classification Section expects to be assigned two interpreters within a few days. They are urgently needed.

3. Two new men have been assigned to the Classification Section, Taguchi from the Ministry of Labor, and Iyatomi from the Ministry of Foreign Affairs. These men are somewhat more mature than the average in Classification Section and are being groomed for supervisory positions.

Alan C. Rankin

ALAN C. RANKIN
Classification Specialist

ACR:rj

CIVIL SERVICE DIVISION
Government Section

12 August 1949

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

SUBJECT : Weekly Progress Report for week Ending 12 August

Project No. 5

Work has progressed this week on the rule dealing with the establishment of the maximum amount of time that may be put on union activities by an employee not on leave from his position for fulltime union employment. No further action has been taken on other rules dealing with the tightening of administration.

Work is now progressing within CSD on the development of a training program whose subject matter will deal with ~~all phases of~~ employee relations ~~organizations~~ in government. As it now stands it is contemplated that this training program will be initiated by NPA on the basis of training management in various agencies. Management will encourage official representatives of the unions in their respective agencies to participate. The program will thus be initiated as an example of the basic employee relations policy of constructive cooperation. If training were specifically for the unions they could rightfully take the attitude of claiming they were being instructed by management. The independence of employee organization will be preserved. The program will be built around the provisions of the NPSL dealing with management's responsibility, employee guarantees and responsibilities, and the mutual responsibility of management and the employee.

The rule on equity procedure covering all actions construed as disadvantageous to the employee was completed by NPA this week. The coverage provided by this rule will affect the concept of negotiation as used in the NPSL.

In pursuance of the misunderstanding which the Labor Ministry seemed to have in conducting its training program for industrial and commercial unions in the Tokyo area by inviting Zentei to participate, further documents were reviewed. A policy issuance by ESS/Labor dated 1 July 1949 also set forth a program for indoctrination in the progressive and proper application of the new labor legislation. This program placed emphasis on working with principal industrial and commercial unions and specifically included communications. Since this document was issued prior to the counterpart program announced by the Ministry of Labor it would seem that the derivation of this misunderstanding might be traceable to a point other than the Ministry of Labor

Several weeks ago there was some evidence that the union demands apparently emanating through Zenkanro, for certain special compensation benefits, among them a living allowance of ¥15,000, were subsiding. It now appears that a slightly different approach was used, namely the demanding and securing of a"summer allowance", in one instance referred to as an "ice allowance". It is believed that such an allowance has been paid either (1) by the direct misuse of travel funds, or (2) through the provision of loans. These loans have been made by unions to their members from borrowed money obtained by a section of the union recognized as a credit association. It is believed management will permit the repayment of these loans by arbitrary and capricious travel authorizations at subsequent dates. Regardless of the methods used, the net result is to again permit employee's pay to become encumbered. Management, under union pressure, has again capitulated in pay matters. This may well have an effect on many members of not receiving in due course the proper benefits from any upward adjustment in pay level at the proper time. The agencies known to be involved in this "summer allowance" are the Ministry of Education, Ministry of Finance, Board of Audit, Ministry of Agriculture and Forestry, Ministry of Construction, and the Economic Investigation Board of ESB. More detailed information is being sought on this matter and if it appears that it is legally a violation of pay administration, NPA should immediately initiate an investigation and action against responsible parties.

## CURRENT ACTIVITIES

NPA

NPA Employees Association does not appear to have been active. Mr. Kawasaki reported that a suggestion from the membership that Mr. Kawamoto be dismissed and the funds now used for his salary be given to one of the dismissed employees who might be hired in Mr. Kawamoto's place, met with serious opposition from the executive committee. Apparently there is a definite effort to protect him and to assure his income. (Mr. Kawamoto is the fulltime employee of the union. He is a known Communist)

"The Dischargee's Council", a self-named organization by ex-NPA employee Yoshida, distributed another pamphlet calling employees to participate in last week-end's demonstration in the Plaza. Appeal was made on the basis of:

1. Other unions had succeeded in obtaining substantial summer allowances for their membership. ("The workers are overriding the laws designed to legalize the government's dictatorship")

2. Unification of the labor front and down with the Yoshida Cabinet and suppression.

3. Establish the "People's and Workers' Government" in order to establish a "true democratic government" only under which can "scientific personnel administration" be realized.

Others

Zentei, through its executive committee, or as it is now called, its Central Struggle Committee, continues to exert direct pressure on Ozawa, Minister in charge of Telecommunications and Postal Services, against the impending retrenchment program. Ozawa on his part has taken an adamant stand and intends to carry out the retrenchment and not to divulge the criteria for selection. Some threats have come from Zentei that if the retrenchment is carried out strikes will be enforced. Contrary to this, however, the struggle committee in a recent meeting indicated that while their policy would be to oppose the retrenchment program, their action should be taken within the law. The retrenchment program has been initiated. It is possible that there will be some sporadic "incidents" within the two ministries. However, necessary precautions for the protection of property, personnel and service have been taken. The general acceptance by Zentei will probably occur.

Apparently both management and Zentei have been encouraging voluntary resignations. These have amounted to between 13,000 and 15,000. In addition, 7,400 notices will be distributed in the postal service and 4,100 in telecommunications. All notices are being delivered directly by supervisors and not through the mails. Supervisors are being held responsible for carrying out the procedure and instructions with respect to this retrenchment program. The instructions contain quotations from the NPSL for use of supervisors in effecting actions necessary to carry out their instructions. (There has been periodic evidence of "ghost employees" on many government payrolls. It may be that the voluntary resignations are indicative of some housecleaning)

The collapse of JCP strength in the past two months, as evidenced by their own recognition of failure of the so-called labor offensive, may well be attributable to a combination of facts and future events. Apparently the Rightist interest no longer desire to continue the Leftists as front line opposition to certain occupational reforms and have taken the initiative against the Leftist interests, as they claimed they would do when they considered the time appropriate. It appears now that the only major policy of JCP is "Down with the Yoshida Cabinet". Labor demonstrations sponsored by Zenkanko, JFTU, NCIU, Zenroren, and Tokyo District Council of Labor Unions are extremely apathetic. The fight is on now between Rightist and Leftist factions and the social reforms which have been the subject of attack by the Leftist interests will undoubtedly be used as weapons in this fight.

Reliable Japanese sources indicated that the JCP cells number well over 3,000 in the government service, with heaviest concentration in the Ministries of Agriculture and Forestry, Transportation, International Trade and Industry, and Communications. This same source in an evaluation of a sampling of JCP membership, approximating 25 per cent of the total membership, showed that around 30 per cent of such members were government workers.

Conversation with SCAP advisors in CCS places the emphasis on management weakness in the Communications Ministry as attributable to the labor agreement of January 1947 of the Ministry of Communications, which had the support of ESS/Labor. In the face of this agreement supported by GHQ, management took an apathetic attitude. The NPSL, having abrogated this agreement, seems to have encouraged management to take the initiative.

Within the Democratic Liberal party there are a number of factional movements. One of these has been of rather recent development and is referred to as the Third Bureaucrats Group. This group is headed by Mr. Kori, Deputy Director of the Cabinet Secretariat and is supported by most of the persons of vice-ministerial caliber of the various ministries, including high officials of the Foreign Ministry, several key officials formerly with the Home Ministry, a number of the higher officials in the Ministry of Finance (including Director of Bureau of Finance Watanabe and Deputy Director of Budget Bureau Imai) and others in the Commerce and Industry Ministry, Education Ministry, Attorney General's Office, ESB, and Labor Ministry. The members of this group are said to be exerting their respective spheres of influence in order to run in the House of Councillors election next spring or the general election as the case may be, thus strengthening considerably the importance of the bureaucrats section of the Democratic Liberal party. Needless to say this particular seeking of power thru normal political processes bears watching.

A report indicated that Kato, head of Kokutetsu, advocates the British type of socialism upon his return to Japan and reported a conversation with Killen in London, whom he states cautioned him against allowing the union to be deprived of collective bargaining rights and advised him that he should be more militant.

The Judicial Affairs Committee, which investigated the Taira incident, has also investigated the Hiroshima incident involving the steel works and the Mitaka incident. They have announced that incidents are connected with Communist activities.

In a Cabinet meeting of August 9 a formal decision was made "that labor union officers forfeit their right to conduct negotiation with management upon their being discharged." In an informal interview of Sato, Director-General, NPA, the opposite interpretation was given of the provisions of the NPSL pertaining to this matter.

A number of incidences have occurred within the past few days which are indicative of a better understanding of the status of public employment and the need for orderly conduct in government business. These are:

1. The firm, well planned and executed program of retrenchment being carried out by the Ministries of Postal Service and Telecommunications.

2. The action by a Tokyo district court over-ruling the contention of Kokutetsu that the refusal on the part of the railway corporation to open collective bargaining is a violation of the Constitution. The court contended that, although Articles 25, 27 and 28 of the Constitution recognized the right to make a living, to work, and ~~the right~~ of workers to organize, bargain and act collectively, the enforcement of the 9-point economic program, of which part was the personnel retrenchment, ~~the above these rights are restricted~~ in the interests of the public welfare, and restricts these individual rights.

3. The first grievance committee was established at the Sendai Railway Bureau, composed of four members, two each from management and labor.

4. In a conference among chiefs of the high courts ~~of~~ the country, Chief Justice Tadao urged the establishment of discipline and order among court employees under the NPSL.

√ Project No. 26

The first statistics on the retrenchment program compiled by the Administrative Management Agency show that 109,369 persons have been separated from government agencies to date. This is 44,387 short of the scheduled program which must be completed by the end of September.

The first statistics on the regular service as of June 1 show an employment of 913,675 plus 29,715 police and 886 palace guards. The authorized strength is 40,438 less than these figures. It would therefore indicate that the retrenchment has been completed in those areas outside of the regular service.

On 6 August the Cabinet approved the following budget policies: (1) keep government expenditures to an absolute minimum and maintain a truly balanced budget; (2) reduce subsidies to private business and industry and revise or abolish economic controls; (3) expand and develop basic industries and reduce unemployment; (4) reform the tax system; and (5) initiate measures to assure the financial independence of local government entities.

The Democratic Liberal Party still seems to hold to the advent of "some piece of good news" despite the denial by foreign sources. This was originally expected August 15 and is now anticipated by September 2, the anniversary of the armistice on the Missouri.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

8 August 1949

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

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 5 August 1949

1. Met with Equity Bureau representatives and discussed problems of organization of this Bureau. Preliminary work on internal procedures was reviewed, and it was decided that this project which was stopped while the rules were being worked out should be resumed. After conferring with Mr. Roser, it was further agreed that the Equity Bureau should contact me in working out the details of their preliminary budget. A tentative schedule of equity cases to be reviewed shall be worked out by the Disciplinary Appeals Section taking into consideration the following points: the importance of the appeal; the date the appeal was submitted (earliest first); and the skill of the Equity staff to handle the case (simpler types first until experience is gained).

2. Received new assignment from Mr. Roser. This assignment is to study the problem of union registration and to prepare procedures covering those operations.

3. Made a field trip to Sendai with Mr. Shimizu of the Transactions Bureau in order to assist his training of regional personnel in the service record, personnel action reporting, and personnel file procedures. I advised Mr. Shimizu on difficult questions presented by the regional offices and noted points in the procedures that were questioned. Some of these needed additional elaboration which Mr. Shimizu and I handled by making side notations in the procedures for further use. Regional personnel were instructed to add appropriate notations to their copies. Additionally, regional offices expressed a strong desire to keep the records at their regional level rather than have a centralized system. This problem was discussed thoroughly; however, I advised that for present purposes the plan for centralization would be effective until such time as the system was well-established and could be decentralized. (Complete account of activities submitted to Mr. Shirven in travel report.)

H Machin

HELEN MACHIN,
Administrative Assistant.

HM;mvb

CIVIL SERVICE DIVISION
Government Section

8 August 1949

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

SUBJECT : Weekly Progress Report, August 1 - August 5, 1949

Project No. 36:

Recruitment Division, NPA, is completing its revised plan for the critical examination.

Progress in test construction for the Administrative Aptitude test was emphasized by the project of Mr. Uyeno and members of the First Test Construction Unit to review and give final approval to a large number of prepared items. This was carried out in Nikko and no report is available at present.

In the field of technical tests, thirty-five tests are under way, nine of which were constructed by Public Health & Welfare Section and submitted to CSD last week. Examination Section, NPA, reports that as of 4 August they have written 3514 test items for the S-1 technical tests of which 1588 have been submitted to CSD for review, and 986 of these items have been reviewed and given preliminary approval. The relative slowness in completing the review of the large number of items written is due to the diversion of translators to more important work.

Several meetings were held between members of Recruitment Division, NPA, and Examination Branch, CSD, relative to various aspects of the S-1 examination. Subjects discussed included the time scheduling of successive steps of the examination process; the selection of agencies for the "trial run" if held; general policy relating to minimum qualifications; certification procedures; and other relevant matters. A number of Memoranda for the Record have been filed on these conferences.

The Forestry Agency and NPA were tentatively selected as the organizations to which the "trial run" would be applied. For political reasons the examinations should be held between November 1 and December 25 and the announcement be scheduled for September 15. Because of the close timing required, the announcement for the main examination would have to be made several weeks before the "trial run" was made.

Project No. 38:

The NPA does not report any substantial progress in the preparation of a Foreign Service examination. It was suggested to NPA that it prepare a plan for the examination and ask the Foreign Ministry for its comments on it, urging their fullest participation. Such a plan would be drafted before any test construction would begin, and would be submitted to the Commissioners and to CSD before contacting the ministry.

The NPA does not plan to prepare a Police examination until the matter has been discussed between Public Safety Division and CSD. The pending revision of the NRP law will be submitted to CSD for review, but the action to be taken by the Cabinet cannot be predicted. It was suggested that plans for such an examination be drawn up, but that it should not be discussed with NRP at this time.

Project No. 39:

Tentative plans for holding the next entrance examination for university and college graduates were discussed with the Chief of Planning and Control Section, NPA. Present thinking is to require all applicants to take a general intelligence test and to make the administrative test one of the series of technical tests to be taken by those passing the intelligence test. Proposals for surveying the school courses; the labor market; and the needs of the service through conferences in the regional offices of the various agencies were discussed. Other matters considered included: a) establishment of local examining centers; b) budget needs for monitors and examiners; c) giving separate examinations for Grade 5 and Grade 6, with separate eligible lists.

The final examination in the 6th Nikko Training Institute was given during the week.

Project No. 41:

The following table summarizes the personnel transactions handled by the Transactions Section during the week:

| | | No. of Cases | No. of Persons |
|---|---|---|---|
| Written certification or delegation of appointing power: | (Revision) | 6 | 70 |
| Concurrent Appointments: | Application | 105 | |
| | Action taken (approved) | 105 | |
| | Pending | 205 | |

| | | No. of Cases |
|---|---|---|
| Articles 103, 104; | Application | 3 |
| | Action taken (approved) | 3 |
| | Pending | 8 |
| Part-time Employment: | Application | 48 |
| | Action taken (approved) | 48 |
| | Pending | 0 |

The following personnel requisitions were received during the week from the National Public Opinion Research Institute: 3 mathematicians, 4 psychologists, and 5 sociologists.

√ Project No. 44:

During the week a total of seven conferences were held with staff members of the GHQ and NPA. Two special reports were received. Several of the conferences were held with the Chiefs of Investigation Division and Employment Investigation Section to discuss the requirements of a program to investigate eligibles of Article 9, Supplementary Provisions, NPSL examinations.

Maynard Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch
per J.L.S.

MNS:JLS:rp

CIVIL SERVICE DIVISION
Government Section

8 August 1949

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

SUBJECT : Progress Report, Training Branch, 23 July through 5 August

Project No. 13--Training of Personnel Staff

The Fifth Civil Service Institute is scheduled to close on Saturday, August 13. We are hoping to have Mr. MacCoy represent the Civil Service Division at the closing ceremony.

During the past two weeks the institute has been honored with visits by an unusually large number of distinguished visitors. Prince and Princess Takamatsu, under the guidance of Commissioner Yamashita, spent three days at Nikko during which time they attended part of a lecture, visited two seminars and received a thorough briefing on the operation by Mr. Hosono, the Director of the school. Our next visitor was Mr. Fujieda, a member of the Personnel Committee of the House of Representatives. He was accompanied by two specialists attached to his committee and Mr. Okabe of NPA. On August 4 and 5 a party of approximately 15 personnel officials visited the institute to see how the members of their staffs were being trained. Five or six of them were members of the National Personnel Council. The others were personnel officials from the various ministries. Mr. Sato of NPA accompanied this delegation and Commissioner Ueno was also present during the visit.

The Sixth Civil Service Institute, the second being offered for personnel officials of the ministries, will open at Nikko, August 22. Because of the high cost to the ministries it has been decided to shorten this course to six weeks instead of eight weeks, closing about October 1.

Project Numbers 15 to 21 inclusive--Organize Staff and Initiate Activities of the Various Sections of the Bureau of Efficiency.

I have had several conferences with Mr. Kaneko and his section chiefs regarding projects to be undertaken during the next fiscal year in preparation for a budget estimate.

Project Numbers 22 and 64

No new or unusual developments.

JOHN SHIVELY,
Training Specialist.

JS:mvb

CIVIL SERVICE DIVISION
Government Section

5 August 1949

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

SUBJECT : Progress Report for Week Ending 5 August

Project No. 59 - Watch Tower

Very active

Project No. 60 - Current History of CSD

No report

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

5 August 1949

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

SUBJECT : Weekly Progress Report for the Week Ending 5 August 1949

Project No. 51 - Organize Staff and Initiate Activities -- Bureau of Internal Administration.

1. Office Space. Mr. Ono, Chief of the Service Section, reported that daily meeting of the committee representing the various agencies in the N.P.A. Building were being held. As of this date, the major obstacle to an agreement is the Ministry of Construction which is insisting the certain of the smaller agencies that had been provided space elsewhere, should be required to move. One of the smaller agencies, in turn, that of the local Fire Board is threatening to take the matter to the Cabinet. If this latter action is taken Mr. Ono says we may be stalemated because N.P.A. would have no spokesman at such a meeting. Mr. Ono and Mr. Sato are to meet tomorrow with the Vice-minister of the Ministry of Construction and hopes are entertained that this matter can be cleared up at that time.

2. Union Offices. Space is now being cleared in the basement for a new location of the Union Office. Transferance should be effected within ten days.

3. 1950 - 1951 N.P.A. Budget. Budget programs for the various bureaus are being drawn up and submitted to the respective branch chiefs. This matter is resulting in considerable interest among the branch chiefs and a much more comprehensive budget for next year should result.

4. Bureau and Section Organization Structure. Final drafts of the proposed functions and definitions of the various bureaus have been submitted to Mr. Peterson. Final drafts of the sectional organization for all bureaus with the exception of the bureaus of Compensation, Investigation and Equity are now in Mr. Peterson's hands. Problems to be cleared up in the last three mentioned bureaus are largely in Mr. MacCoy's hands.

5. Restaurant, Medical and Dental Facilities. As reported in memorandum and orally to you, these three projects have been approved and will be completed as soon as necessary funds are available. I have instructed the Office Service Section as well as the Budget and Finance Section that no funds are to be taken from the "Emergency Operational Fund" for these projects. As near as I can determine at this time money is available to complete the Restaurant and Medical facilities.

Foster B Roser

FOSTER ROSER
Examination Specialist

FR:med

CIVIL SERVICE DIVISION
Government Section

5 August 1949

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

SUBJECT : Report of Activities for the Period 29 July to 4 August

Project Number 47 - NPA Rules

1. NPA's draft of a rule establishing the organization of NPA's Secretariat was referred to Mr. Hoover with the recommendation that it be cleared only after settling the conflict between the English and the Japanese terminology used in the names of the bureaus.

2. The Legal Bureau of NPA submitted preliminary drafts of rules amending number 14-O, negotiation procedure, and implementing the section of the law dealing with applications for administrative action on salaries, wages and other working conditions. The inadequacies of such drafts reemphasize the necessity for development of a definition of "negotiation" and prescription of the scope and procedures to be observed with respect to both negotiations under Article 98 and application for administrative action under Articles 86-88. Neither the staff members of the Civil Service Division nor representatives of NPA are sufficiently well aware of the plans for this aspect of employee relations. The undersigned has been meeting on this subject with Mr. Salter and Mr. Steward to develop our thinking with a view to suggesting early enactment of at least a minimum frame-work of rules.

3. NPA delivered a draft of a rule prescribing new controls and standards for the administration of leaves of absence. It was criticized in detail and returned to NPA for restudy.

Project Number 48 - Local Public Service Law

1. Mr. Suzuki of the Local Autonomy Agency reported that his organization has now completed a new draft of the local public service law and that as soon as translation has been completed he will submit it to Civil Service Division for review, criticism and suggestion.

2. As indicated by separate memorandum for the record, there is a definite move on foot by the Labor Ministry and the Ministry of Education to accomplish legislation in the forthcoming session of the Diet in order to place all educational personnel in Japan in a special group from the standpoint of labor relations. Such law would remove national government personnel from the jurisdiction of the National Public Service Law and

would prevent the inclusion of local educational personnel under the jurisdiction of the Local Public Service Law. Mr. Suzuki is opposed to the measure. Mr. Amis reports that the Labor Division will maintain a hands-off policy. NPA's position is unknown.

3. In last weeks activity report mention was made that the Labor Division expressed doubt that Cabinet Order 201 of 1948 is still applicable to local governments. Legal Section of SCAP is not entirely satisfied that the Cabinet Order is still in effect because it's information regarding the actual meaning of the original Japanese text is different from the information given to us by the Local Autonomy Agency, NPA and Mr. Sato of the Attorney General's Office. Apparently, however, Labor Division will not be governed by an opinion rendered by Legal Section but has caused the Japanese agencies concerned to reach an agreement independently of GHQ's opinion. Such conclusion is that Cabinet Order 201 is in force.

Project Number 49 - Current Legislation

Dr. Asai officially submitted for comment by Civil Service Division a proposed amendment to the National Public Service Law. Such amendment is the same as that developed by Mr. Okabe and reported earlier. The measure would exempt employee organizations which are juridical persons from payment of certain taxes from which trade unions are already exempt.

Project Number 50 - Statistics

Mr. Sekido, Chief of the Statistics Section of NPA was requested to submit his report regarding present activities and future plans with respect to NPA's statistical program by Wednesday or Thursday of next week.

Miscellaneous Activities

1. A meeting was held under the sponsorship of Civil Service Division and to which representatives of SCAP Sections were invited in order to explain the scope and affect of the National Public Service Law and give those attending an opportunity to ask questions.

2. Another chapter of the essay on the National Public Service Law by Mr. Okabe was cleared for publication in KOMOUIN.

3. By separate memorandum the undersigned reported two cases before the Tokyo Local Court in which the appellants charged that their dismissals from the Finance Ministry and from the Paper Allocation Board were unconstitutional. The former employees filed requests for review of their dismissals with the NPA in January but such requests have not yet been heard. The court will hear these cases on 12 September.

(Gordon W. Peterson)

GORDON W. PETERSON
Chief, Organization Branch.

GWP:mvb

CIVIL SERVICE DIVISION
Government Section

5 August 1949

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

SUBJECT : Weekly Progress Report August 1-5, 1949

Project No. 30 - Retirement System

A conference with Mr. D. L. Rose, PH&WS, brought forth a question concerning the advisability of providing for local government employees being included, on a purely voluntary basis, in any retirement program developed for national government employees. This matter will be considered in more detail at such time when the Specialist is prepared to bring his studies on this project to a head.

Project No. 31 - Injury Compensation Administration

Suggested revisions of the preliminary draft of a bill Concerning Accident Compensation for Government Employees has been completed by the Specialist. These suggestions have been reviewed by Mr. Davis and the Specialist during a mid-week conference. Mr. Davis made numerous recommendations which will be incorporated in the suggestions as previously developed by the Specialist. However, one major point of disagreement was strongly emphasized by Mr. Davis. This particular element has not yet been resolved. On resolution of this point, the Specialist will be prepared to call Mr. Okabe in order to complete the final steps so that a bill will be ready for presentation to the Diet during its next session. Arrangements have also been made, through Legal Section, for the additional collaboration of the Attorney General's Office in the final preparation of this particular proposed legislation.

Has to do with right of NPA to withdraw from program by resolution & report to Cabinet. They want this only permitted by Diet action. Inconsistent w/ NPSL. WD-GP

Project No. 32 - Mutual Aid Program

In view of the fact that Dr. Asai did not feel the NPA should initiate any action in the National Public Service Mutual Aid Association Law, the Specialist established contact with Mr. Rose in order to determine if he believed the Ministry of Welfare should attempt to do so. The results of this contact were discouraging. Consequently, the Specialist conferred with Mr. Appleton to find out if the Legal Section contemplated initiating any revisions in that particular law during this coming Diet session. Mr. Appleton manifested a strong desire to see such action initiated at the present time. As a consequence, a conference was held with representatives of the Attorney General's Office in order to recommend that the agency suggest to the Cabinet

that action be taken on this particular law. The Specialist was requested to attend this conference. The results of this conference were most encouraging. Mr. Appleton strongly stressed the fact that Article 84 of the National Public Service Mutual Aid Association Law was completely unconstitutional. Moreover, the Specialist pointed out to the group that the entire fabric of the law was completely unconstitutional because it was entirely in violation of the provisions of Article 89 of the Constitution which prohibits the use of government funds for private agencies. Mr. Sato had previously declared that the use of public funds for the financing of private schools was unconstitutional in view of this particular article. Reference to this article placed Mr. Sato "on the spot" so to speak. This conclusion makes it almost mandatory that the National Public Service Mutual Aid Association Law be so revised that the Association be definitely regarded as governmental agency in order for them legally to receive government subsidization. The entire program for revising the National Public Service Mutual Aid Association Law will be under-studied by the Attorney General's Office during the coming week. It is expected that this conference and oncoming study will result in some concrete and desirable action.

Project No. 26 - Organization of the Japanese Government

Conference has been held with Captain McWherter, GS, and Mr. Seiki, Administrative Management Agency, concerning the organization chart recently prepared by the National Personnel Authority and the Civil Service Division. Numerous suggestions were made by Mr. Seiki for the revision of this chart. By far and large, the preponderant number of these suggestions are good advice and will be incorporated in the revised chart and will be assigned by Mr. Onouchi, Chief of the Classification Section, NPA, to one of his subordinates for redrawing. In addition, the Specialist has been able, during this week, to devote some attention to the task of revising the recently prepared outline of the Japanese government so as to incorporate into it the recently received data concerning the actual organization of the various governmental agencies.

Walter P. Domanowski

WALTER DOMANOWSKI
Compensation Specialist

WD:rj

CIVIL SERVICE DIVISION
Government Section

5 August 1949

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

SUBJECT : Weekly Progress Report for Week Ending 5 August

Project No. 28 - Set up Control for Compensation Administration in the Japanese Government

1. Rule covering the administration of leave for employees in the Japanese government has been submitted to this office and several suggestions have been made regarding necessary changes. It is to be returned to NPA for further consideration.

2. Work is continuing in this office regarding proposed legislation concerning basic statutes covering leave for employees of the Japanese government.

3. NPA rule covering installation of uniform payroll system has been completed.

4. Due to proposed change in NPA Rule 9-O and as a result of conferences with Finance Division, ESS, some changes have been incorporated in the payroll forms.

NPA submitted second recommendations as result of study

5. Recommendations covering salary schedules for educational officials have not been released by Dr. Asai of the NPA.

Project No. 42 - Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Preliminary report covering the wage survey in industry has been submitted to this office by the Salary and Wage Section. However, due to the fact that the information was not correctly compiled and that the allocation of some of the key positions were not considered to be correct, the report has been returned to NPA for necessary changes.

2. The contemplated survey of compensation and related matters of all government employees which was scheduled to be initiated on 15 August is being held up by request of Dr. Asai and concurrence of Mr. Hoover.

3. Proposed Cabinet Order covering the cold area and coal allowances is being changed to a rule or regulation of the Prime Minister's Secretariat. However, final draft has not been presented to this office due to the fact that there are some differences in opinion regarding the amount of the coal allowance.

4. No further progress has been made regarding the work schedules of employees of the Tokyo Central Telephone Exchange.

5. Recommendation of the Research Unit of the Salary and Wage Section, NPA, concerning the new market basket is still under study by this office.

6. Recommendation of the Commission concerning salary schedules of employees of the National Taxation Board is still under study by the Commissioners.

7. Recommendations as to salary schedules of educational officials and employees of the Procurator's Office have not as yet been released by the Commissioners.

8. Conferences have been held during the current week with representatives of the Prime Minister's Secretariat, Bureau of Statistics, and the Ministry of Finance regarding additional funds that are needed in order to expedite the compilation of data secured in the Consumer Price Survey for the month of May. It is anticipated that these funds will be secured within the budgetary appropriations of the Prime Minister's Office and that compilation will be completed not later than 10 October.

9. Compilation of the statistics covering the 46 prefectural government cities in Japan indicates an approximate 15 per cent increase in the cost of living and that the difference in cost of living between Tokyo and other cities of Japan is narrowing.

√ Project No. 43 - Set up Compensation Hearings Procedure as Applied to Compensation Research

1. No further action has been taken by the Commissioners regarding the result of the compensation hearings conducted in the early part of the year.

2. The wage schedules and allowances for CMMC seamen have been cleared by this office, in conjunction with the Finance Division, ESS, and are now being enforced.

Comments:

Further conferences were held and some discussion was had regarding the dissolution of the ONPA. Inasmuch as it will require legislation to legally do away with this office, it is anticipated that some temporary measures will be taken covering the interim period.

JESSE B. BETTIS
Compensation Specialist

JBB;jd

CIVIL SERVICE DIVISION
Government Section

August 5, 1949

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

SUBJECT : Weekly Progress Report for Week Ending 5 August

Project No. 24 - Construct Position-Classification Plan (A)

1. Review of occupational definitions and class descriptions and preparation of summations of the distinguishing features of classes were continued.

2. The fourth class determination survey is nearing conclusion and the preparation of class descriptions has begun. This survey covers nearly 70 occupations.

3. Two conferences were held with Mr. Onouchi regarding the progress of work. The major items discussed were the budget for the next fiscal year, the procedure for considering appeals from classification allocations, and the occupations to be studied in the fifth class determination survey. General agreement was reached on the last point.

4. A conference was held with members of the Classification Section who developed the class descriptions for the electrician and translating occupations in order to clarify confusing points in the class descriptions.

5. We have drafted in preliminary form a Handbook of Occupations in the Government of Japan which outlines the occupational groups, the occupations, and the occupational coding system. Definitions of basic terms and a chart showing the proposed position-classification system of the national government are included. A copy is attached. Definitions of the various occupations listed in the Handbook are available and it is planned to include such definitions.

It is believed that such a handbook will prove helpful in promoting an understanding of the position-classification plan and will assist in the allocation process by indicating, in compact form, all the occupations in the national government as recognized by the National Personnel Authority.

Project No. 27 - Organize, staff, and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. I attended the weekly meeting of the classification staff, NPA. This meeting was so poorly organized and conducted that our interpreter, Mr. Narumi, commented afterward regarding apparently unnecessary arguments which occurred and rather obvious attempts to bait Mr. Yoneyama who, in Mr. Narumi's opinion, seemed to know more about the topics under discussion than most of the other members of the staff who were present. This is a matter on which Mr. Onouchi needs considerable assistance and guidance as such arguments are fruitless and time-consuming.

Rankin

ALAN C. RANKIN
Classification Specialist

Position-Classification Plan

# HANDBOOK OF OCCUPATIONS

# IN THE GOVERNMENT OF JAPAN

National Personnel Authority

This Handbook of Occupations outlines the occupational structure of the government of Japan by listing the current occupational groups and occupations recognized by the National Personnel Authority.

The National Public Service Law states that every position in the regular government service will be allocated to one of the classes of the position-classification plan developed by the National Personnel Authority. The occupational structure outlined in this handbook has been developed by the Authority to assist in the determination of the occupational category in which a position falls — one of the essential steps in the allocation process. The handbook, therefore, provides the basis for the position-classification plan developed by the National Personnel Authority.

## Explanation of Terms

(a) Occupational Group

An occupational group is the major subdivision of the position-classification plan. Each occupational group includes generally several occupations which are related or associated.

(b) Occupation

An occupation is a subdivision of an occupational group, and consists of one or more classes of positions which are similar as to the kind of work involved but differ in difficulty or responsibility of work.

Occupational groups and occupations are administrative and editorial groupings made desirable by the great variety of positions found in the Government of Japan.

(c) Class of positions

A class of positions is a group of all individual positions that are sufficiently alike in duties and responsibilities to justify the use of

similar tests of fitness in choosing qualified employees, the application with equity of the same schedule of base compensation under substantially the same employment conditions, and similar treatment in other personnel practices.

A class of positions is the smallest subdivision into which the many positions of the regular government service are grouped. Hence it is the occupational unit described in the allocation standards or class descriptions developed and published separately for guidance in allocating individual positions. The process of allocating a position is an analysis and evaluation of its duties and responsibilities according to the kind of work and by the degree of complexity or level of difficulty, the criteria established by the National Public Service Law and developed by the National Personnel Authority in the form of classes, thereby constituting a position-classification plan.

(d) Position

A position is a specific office or employment consisting of a group of duties and responsibilities assigned officially and requiring the full-time or part-time employment of one person.

A position is the individual item with which the classification process deals. It should be understood that it is always the position which is classified and not the employee occupying the position.

Occupational Coding System

For administrative convenience, the occupational groups and occupations constituting the occupational structure of the Government of Japan have been assigned code numbers by which they may be identified.

The numbers used to identify the various occupations are assigned as follows: Each occupational group has been assigned a number expressed in an even hundred. Each occupation within an occupational group has, in turn, been

assigned a number falling within the range of numbers between the group number and the next higher group number.

Thus, the occupational group of Engineering has been assigned number 900 and the various engineering occupations have been assigned numbers as follows:

| | |
|---|---|
| Agricultural Engineering | 910 |
| Architectural Engineering | 915 |
| Ceramic Engineering | 920 |
| Civil Engineering | 930 etc. |

Chart Showing Structure of Position Classification

The accompanying chart illustrates the classification terms explained herein and the interrelationship of the concepts they represent. It shows the grouping comprising the complete classification arrangement, namely the division of the classification system into occupational groups, the occupational groups into occupations, the occupations into classes of positions, and classes of positions into individual positions.

# THE POSITION-CLASSIFICATION SYSTEM

Developed by The National Personnel Authority
Under Authority of The National Public Service Law

## OCCUPATIONAL GROUPS

An occupational group is the major subdivision of the position-classification plan, and embraces associated or related occupations. The use of occupational groups is for administrative or editorial convenience.

- Engineering (900)
- Physical Science (1900)

## OCCUPATIONS

An occupation is a subdivision of an occupational group consisting of one or more classes of positions similar as to kind of work but differing in the difficulty and responsibility of the work performed.

- Civil Engineering 930
- Chemistry 1910

## CLASSES OF POSITIONS

A class of positions is a group of positions sufficiently alike in duties and responsibilities (kind of work and level of difficulty and responsibility) to justify the use of similar tests of fitness in choosing qualified employees, and the application with equity of the same schedule of base compensation under substantially the same employment conditions. A class is the smallest subdivision into which individual positions are grouped.

- Civil Engineer I
- Civil Engineer II
- Civil Engineer III
- Civil Engineer IV
- Civil Engineer V
- Chemist I
- Chemist II
- Chemist III

## INDIVIDUAL POSITIONS

Individual positions make up a class of positions. A position is a specific office or employment, whether occupied or vacant, consisting of a group of duties and responsibilities assigned officially and requiring the full-time or part-time employment of one person.

## OCCUPATIONAL GROUPS AND CODE NUMBERS

| | |
|---|---|
| 100 | Administrative (General) |
| 200 | Agriculture and Biological Science |
| 300 | Anthropology |
| 400 | Clerical |
| 500 | Commerce and Economics |
| 600 | Crafts |
| 700 | Domestic Activities |
| 800 | Education & Library |
| 900 | Engineering |
| 1000 | Farm and Labor |
| 1100 | Fine Arts |
| 1200 | Fiscal |
| 1300 | Inspection |
| 1400 | Legal |
| 1500 | Medical, Hospital, and Public Health |
| 1600 | Office Appliance Operating |
| 1700 | Patent |
| 1800 | Personnel |
| 1900 | Physical Science |
| 2000 | Postal |
| 2100 | Procurement and Supply |
| 2200 | Public Information |
| 2300 | Public Safety |
| 2400 | Public Welfare |
| 2500 | Statistics |
| 2600 | Telecommunications |

(Occupational Groups and Code Numbers-Continued)

2700 Translating

2800 Transportation

Occupational Group: Clerical · 400

Occupations (Series of Classes):

Coding Clerical (IBM) (See Office Appliance Operating Group and Statistical Group)

General Clerical (Includes filing)

Messenger

Secretary

Stenographer

Remarks: There are no distinct clerk-stenographer, clerk-typist, correspondence clerk, and mail clerk positions found in Japanese government offices.

Shorthand reporting is included with ~~the~~ Stenographer, ~~group.~~

Since Japenese stenographers do not type (transcriptions are made in longhand), Typing has been included under Office Appliance Operating Group.

Occupational Group: ~~Artisan and~~ Craft Group (General) .600

Occupations : (Series of Classes)

Blue Printing

Boilermaking

Boiler Operation

Bookbinding

Brewing (See Zymology in Physical Science Group)

Buffing and Polishing

Building Maintenance

Cable Setting or Cable Splicing
(See Telecommunications Group also)

Carpentry (Ships) (See Ship Maintenance also)

Carpentry (See Furniture Making also)
Ceramic Crafts
Charcoal Making

Construction & Maintenance

Crematory Attendant ~~Series~~

Diving

Electrician

Electrogilding

Engraving (See Photo Engraving and Engraving Machine Operation also)

Farriery

Forge Working (Blacksmith)

Foundry

Furniture Making (See Carpentry also)

Gardening (See Farm & Labor Group also)

General Mechanic

Glassworking

Handicraft
(Lacquer)
(Cloisonne)
(Metals)
(Wood and Bamboo)
(Molding)
(Taxidermy)

Instrument Making

Iron Working

Leather Working

Lens Working

Lighthouse-Keeping

Lumbering

Machinist

Machine Assemblying

Mail Bag Repairing

Masonry

Metallurgy Crafts

Motor Vehicle Repairing

Office Appliance Repairing (See Office Appliance Operating Group also)

Painting

Paper Crafts

Patternmaking

Photo-Engraving

Photography

Plastering

Plumbing

Prosthetic Crafts (Limbs) (Eyes)

 ~~Artisan and~~ Craft Group (General)

Scaffolding

Sheet Metal Working

Ship Maintenance (See Carpentry (Ships) also)

Silk Reeling

Telephone Installing and Repairing
(See Telecommunications Group also)

Textile Crafts
(Dyeing and Finishing)
(Spinning)
(Weaving)

Typesetting

Welding

~~Artisan and~~ Craft Group (Engine and Machine Operation)

Chauffeuring

Construction Equipment Operation

Elevator Operation

Engraving Machine Operation

Floating Equipment Operation

High Pressure Equipment Operation

Locomotive Operation

Miscellaneous Machines Operation

Motion Picture Projector Operation

Printing (Mechanical)

Rolling Machine Operation

Stationary Engine Operation

Type Casting Machine Operation

Test Boring Machine Operation

Occupational Group: Domestic Activities . 700

Occupations : (Series of Classes)

Barbering

Cooking

Housekeeping

Laundry

Meat Cutting

Steward

Tailoring

Occupational Group: Engineering · 900

Occupations : (Series of Classes)

Agricultural Engineering (See Agriculture and Biological Science Group also)

Architectural Engineering (See Landscape Architecture ~~Series~~ also)

Ceramic Engineering

City Planning Engineering

Civil Engineering

Construction Engineering

Electrical Engineering

Engineering Aid
(Architectural)
(Ceramics)
(City Planning)
(Civil)
(Electrical)
(Hydraulics)
(Industrial)
(Materials)
(Marine)
(Mechanical)
(Mining)
(Printing)
(Radio)
(Safety)
(Shipbuilding)
(Telecommunications)
(Textiles)
(Topographic)

Engineering Drafting
(Architectural)
(Cartographic)
(Electrical)
(General)
(Mechanical)
(Industrial Arts)
(Ship)

Hydraulic Engineering

Industrial Engineering

Landscape Architecture

Marine Engineering

Materials Engineering

Mechanical Engineering

Mining Engineering (See also Metallurgy ~~Series~~ in Physical Science Group)

Petroleum Engineering

Printing Engineering

Radio Engineering

Safety Engineering (Aeronautical) (Industrial)

Sanitary Engineering

Shipbuilding Engineering

Telecommunications Engineering (Telephone) (Telegraph)

Textile Engineering

Topographic Engineering

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|---|---|
| Occupational Group: | Farm and Labor Group .1000 |
| Occupations : (Series of Classes) | Ditchdigging |
| | Farm Labor |
| | Fireman (See Crafts Group also) |
| | Gardening (See Crafts Group also) |
| | General Labor |
| | Hospital Labor (Fumigation) (General) (See Medical, Hospital and Public Health Group also) |
| | Janitor and Charwoman |
| | Lock Operation |
| | Ship's Labor (See Transportation Group also) |

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|---|---|
| Occupational Group: | Inspection · 1300 |
| Occupations : (Series of Classes) | Commodity Inspection<br>(Agricultural Products)<br>(Staple Foods)<br>(General)<br>(Chemical Products)<br>(Electric Meters)<br>(Machine and Mechanical Products)<br>(Raw Silk)<br>(Tea)<br>(Textiles)<br><br>Currency Inspection<br><br>Motor Vehicle Inspection<br><br>Weights and Measures Inspection |

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|---|---|
| Occupational Group: | Medical, Hospital and Public Health - 1500 |
| Occupations : (Series of Classes) | Anatomy |
| | Bacteriology (See Agricultural and Biological Science Group) |
| | Dental Officer |
| | Dental Technician |
| | Dietetics |
| | Hospital Labor (Fumigation) (General) (See Farm & Labor Group also) |
| | Medical Officer (General) |
| | Medical Officer (Gynecology) |
| | Medical Officer (Hospital Management) |
| | Medical Officer (Internal Medicine) |
| | Medical Officer (Jurisprudence) (See Legal Group also) |
| | Medical Officer (Leprosy) |
| | Medical Officer (Neurology) |
| | Medical Officer (Ophthalmology) |
| | Medical Officer (Orthopedics) |
| | Medical Officer (Oto-laryngology) |
| | Medical Officer (Pathology) |
| | Medical Officer (Pediatrics) |
| | Medical Officer (Permato-Urology) |
| | Medical Officer (Physiology) |
| | Medical Officer (Physiotherapy) |
| | Medical Officer (Psychiatry) |

Medical Officer (Public Health)

Medical Officer (Quarantine)

Medical Officer (Radiology)

Medical Officer (Roentgenology)

Medical Officer (Surgery)

Medical Officer (Tuberculosis)

Medical Technician)
(Bacteriology)
(General)
(Histology)
(Laboratory)
(Pathology)
(Public Health)
(Roentgenology)
(Therapeutics)

Nursing (Clinical)

Nursing (Midwife)

Nursing (Public Health)

Pharmacology (See Agricultural and Biological Science Group also)

Pharmacology Aid

Pharmacy

Pharmacy Aid

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|---|---|
| Occupational Group: | Office Appliance Operating -1600 |
| Occupations : (Series of Classes) | Abacus Operating |
| | Addressing Equipment Operating |
| | Adding Machine Operating |
| | Calculating Machine Operating |
| | Duplicating Equipment Operating |
| | Office Applicance Repairing (See CRAFT Group also) |
| | Tabulating Equipment Operating |
| | Key Punch Operating |
| | Sorting Machine Operating |
| | Tabulating Machine Operating |
| | Coding Clerical (IBM) (See Clerical Group and Statistical Group also) |
| | Typing (Japanese) |
| | Typing (Roman) |

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|---|---|
| Occupational Group: | Patent ·1700 |
| Occupations : (Series of Classes) | Copyright Management |
| | Design and Trade Mark Examining |
| | Patent Administration |
| | Patent Attorney (See Legal Group also) |
| | Patent Examining |
| | Patent Judgment |

Occupational Group: Physical Science -1900

Occupations : (Series of Classes)

Agricultural Chemistry (See Agriculture and Biological Science Group also)

Astronomy

Chemistry (See also Agricultural Chemistry, Petroleum Chemistry and Industrial Chemistry)

Geodetics

Geography (See Commerce and Economics Group also)

Geology (See Paleontology also)

Geophysics

Industrial Chemistry

Mathematics (See Statistics Group also)

Metallurgy (See Mining Engineering in Engineering Group also)

Meteorology

Mineralogy

Nautical Science (See Transportation Group also)

Oceanography

Paleontology

Petroleum Chemistry

Physical Science Aid
(Astronomy)
(Chemistry)
(Geodetics)
(Geography)
(Geology)
(Geophysics)
(Paleontology)
(Meteorology)
(Mineralogy)
(Nautical Science)
(Oceanography)
(Physics)
(Zymology)

Physics

Physical Science Information and Editing
(See Public Information Group also)

Zymology (See Brewing in Artisan and Craft Group also)