

fixing rates on the basis of a ranked list of classes, except that the ranking is by a limited number of classification-grades instead of by a much larger number of individual classes. In case the pay structure is to consist of rate ranges, for example, the adopted "floor" becomes the minimum rate for the lowest classification-grade. The adopted "ceiling" becomes the maximum rate of the highest classification-grade. Rates for intermediate key classes or groups of classes govern the pay scales of the classification-grades in which they fall. Rates for the remaining grades are determined by "interpolation" based on the class content and the duties-and-responsibilities relationships of the several classification-grades.

#### G. Salary Range (Scales of Pay)

We have previously discussed the allocation of positions to classes and the grouping of classes into grades. Our next consideration shall be that of salary ranges.

Best practice indicates that typical individual schedules, e.g. each grade, should consist of: (1) a minimum rate; (2) three or more intermediate rates; and (3) a maximum rate.



For most kinds of positions experience indicates that although a common flat rate could conceivably be decided upon as the value of a particular position, it is nevertheless preferable to regard such a flat rate as an average value and establish a range of salary with a minimum rate somewhat below and a maximum rate somewhat above that value. A range of salary, rather than a flat rate, recognizes the difference between the value of an employee's service at the time of his appointment and after he has become familiar with and experienced in the work of his position. It reflects the fact that in many cases an employee enters a position with relatively little experience and through application over a considerable period of time his usefulness increases to its maximum value. Advancement within this range of salary from minimum to maximum is held out as an incentive and reward for efficient service. The minimum rate generally, but not always, is intended to serve as an entrance rate for new appointees, to any position in the grade. It represents the lowest rate to be paid to any employee who is considered worthy of appointment to, or retention in, the position. The maximum rate represents the highest rate to be paid to any employee who occupies any position in the grade no matter how efficient



he may be, and beyond which he may not advance without such a change in duties or responsibilities--gradually or immediately--as would justify the entrance into a higher class for which he possesses the necessary qualifications.

It is intended that for the great majority of classes of positions the range of pay for a given class shall be continuous with the range of pay established for the grade in which the class is allocated. It should be anticipated, however, that, occasionally, good administration may demand an entrance rate, or in a few cases a maximum rate, for a given class that is equal to one of the intermediate rates of the class.

There is some difference of opinion as to whether in establishing scales of pay for a series of classes related in vertical order, the scale should overlap. It is argued, on the one hand, that promotions which result in a reduction of salary, as may sometimes occur where appointments are made at the minimum rate and scales overlap, are destructive of morale. Against this, it is suggested that a man who has been in one position long enough to be receiving the maximum rate, is



worth more in that position than he will be for some time in a new one, even if the new one is more responsible. As a matter of fact, it is difficult to avoid over-lapping scales anyway, if each salary range is to be sufficiently spread to function as a real incentive; but such over-lapping should be kept to a minimum.

In general, pay increases within the salary range are believed to be appropriate not oftener than once a year. This is sometimes done at the beginning of the fiscal year, or on the anniversary of the employee's appointment.

Consideration should also be given in constructing the salary steps to the spread between minimum and maximum of grades proportionate to the relative level of the grade.

This logic would seem to dictate that as an employee advances in the service, successfully occupying positions of greater importance, difficulty and responsibility, his increased worth to the government should be recognized by: (a) a level of pay, i.e. a higher grade; and (b) a larger amount of salary increase within the grade as a reward for his efficiency. The appraisal of his position should be reflected not only in the scale



or range of pay set for it, but also in the steps within the scale. His salary increase for efficiency should logically be related to the level of the position he occupies. A messenger boy who receives a salary increment of say \$60 for increases in efficiency should naturally be able to look forward to greater increments when he becomes a stenographer, a chief clerk, an attorney, or chief of a division. There is no question that an increment which is absolutely uniform in amount does not have the same attraction or furnish the same incentive for employees at differing levels. The principle of higher levels of pay for positions of higher importance, difficulty and responsibility, should be fully recognized.

#### D. Maintenance Allowances

The rates of pay set up in the compensation plan should represent the total remuneration for full-time employment, including pay in every form, but not including any authorized payment for regular over-time service, and not including of course, reimbursement of actual necessary expenses authorized and incurred as incident to employment. If meals, lodging, uniform, or other allowances are provided, such compensation



should be treated as part payment to be deducted from the money, salary or wage to the extent of its full cash value as appraised and established for each class by the Commission.

There are several reasons why it is necessary to consider allowances of the character indicated as part of the compensation of employees receiving them. In the first place, one of the major purposes of classification, namely salary standardization, cannot be achieved unless every element of compensation having a monetary value is included in the rate of pay. Obviously "equal pay for equal work" cannot be said to exist when a new employee in one department receives a cash salary of \$1800 per month, and a new employee in another department holding the same kind of position and performing essentially the same type of work, receives in addition to a cash salary of \$1800 either quarters or subsistence, or both. Moreover, the situation is not much improved when the departments are required to make deductions from the prescribed salaries according to their own ideas of the value of such allowances. As will be shown later, this practice results in wider variations than can be accounted for by actual differences in the character and quality of the allowances. In some departments deductions might be purely nominal and bear little



relationship to the real value of the allowances, whereas in other departments deductions might be based upon the application of carefully prepared schedules to the allowances granted in each particular case.

Under such conditions inequality in compensation is inevitable, no matter how carefully positions have been classified in the first instance.

Because of the character of the work or local conditions administrative officers may consider it necessary or advisable to provide employees with full or partial maintenance. Three basic reasons for such a decision may be cited, namely, (1) the necessity for actual additional service which, due to the character of the employment, may be required at any hour of the day or night; (2) the necessity for available personnel to meet emergencies involving the care and preservation of government property and the safeguarding of human life, the service requirement being more potential than actual; and (3) the well-established custom of providing maintenance for certain classes of employees. Typical examples of employees affected by these conditions are respectively (1) a resident medical director at a hospital or asylum; (2) a mechanic at an institution where no regular night force is employed but where certain



machinery must be kept continuously in operation, and who in case of a mechanical breakdown, may be called upon to make repairs at any time; or an employee who is continuously on call for fire or police duty; (3) hospital nurses; or scientists engaged in research work requiring close attention over extended periods.

Also included in this category would be the following employees who are required to be available outside of regular working hours for: regular duties of trade or occupation; care of livestock; ferry operation; emergency service in connection with the distribution systems; power plant operation, and transportation systems.

Time does not permit discussion of the various factors involved in the maintenance allowances, but briefly it is necessary to give consideration to: (1) what is included in maintenance? (2) on what plan is the schedule of deductions being based? (3) what principle for evaluating maintenance allowances will be used?

It is important that the value of such allowances be determined by the central personnel agency (NPG) for all of the establishments of government. Otherwise, if every establishment places its own value on



these perquisites, gross inequities might result.

#### E. Wage Differentials

Broadly speaking, salary or wage differentials are generally of two kinds: (1) geographic differentials, and (2) special differentials. The first, "geographic" implies a wage differential that is added to, or in some cases, subtracted from the basic wage rates of all employees in all classes in certain localities for the purpose of economically equalizing actual earnings between employees in the various localities. As the term is used here, it is intended to be based on the difference in economic environment between two localities. Its ostensible purpose is to equalize real earnings or the purchasing power of money earnings. A geographical differential is what one has in mind when one states that, "the government should pay less in the smaller cities than in the larger cities, because it costs less to live in the smaller cities".

It should be emphasized particularly that the term "wage differential" and the discussion that follows have nothing to do with differences in the allocation of positions to grades or with differences in the classification of positions caused by differences in their duties and



responsibilities. There should be no confusion between differences in the cost of living between two localities and differences in the relative size of government offices in these locations, their organizational structure, and the responsibility for work involved in the individual positions of which they are composed. As a rule, offices in the larger cities are larger in personnel and volume of work and are more finely subdivided than offices of corresponding functions in smaller cities. Individual work is more specialized; and specific responsibilities are necessarily more frequently decentralized among the staff. Class and grade allocation of salary positions in different offices frequently vary, therefore, because the actual duties of such positions are different in kind and different in difficulty, importance, responsibility--particularly aggregate responsibility--and value. Such situations are commonly encountered in comparing large-scale organizations with small-scale organizations.

The recognition in classification and allocation processes of such factors as weight or aggregate responsibility, number of personnel supervised, and frequency and variety of difficult and important decisions to



be made, is, of course, standard practice, not only in the departments but also in the field service. Consideration of such elements, however, is entirely apart from the question of geographic differential.

It is common belief that it costs more to live in certain places than in others. Cost of housing, food, and clothing, it is contended, vary over a wide range from place to place. As an example, experience has proven that the cost of living in Tokyo and in some of the large cities of Japan is higher than it is in the rural areas or in the smaller towns.

The great difficulty, however, is to determine such differences with a sufficient degree of accuracy and soundness and with a sufficiently clear comprehensiveness to assure reasonable justice in employing them to discriminate in the salaries to be paid to government employees performing the same work in different locations. The sociological, economic and statistical techniques for making budget and cost of living studies are involved and expensive, and its applicability for measuring differences in the cost of living in different places is apparently open to considerable question and argument on the part of social economists who



have been engaged in conducting such studies. One of the troublesome points is that the same budget of commodities and service, the varying cost of which is supposed to reflect differences in the cost of living in various places, does not in fact properly apply to all localities. For example, different foods may be preferred in different localities, coal may be cheaper in Hokkaido than in Honshu, but the winter is more severe and one must burn more there; clothing may be cheaper in some localities than in others but some localities require more and heavier clothing. In short, the standard of living, even for the same social group, varies in different places. It would, therefore, in many instances be a purely artificial and scarcely sound principle to use a uniform standard of living as a basis for determining differences in living costs and then fix the differential for government employees in Kyoto on the basis of what government employees in Tokyo, or even on the average throughout the country, have to buy.

There is another kind of differential that merits discussion which has to do with differences in the working conditions of jobs which are otherwise the same. The recognition of these differences by salary



differentials which, for want of a better term, are called "special differentials", is frequently justified.

It should be stated at the beginning that some differences in working conditions might perhaps be considered as part of the duties of the position and made by differences in classification and allocation. It is believed, however, that on the whole, unusual differences in employment or working conditions require special treatment apart from the regular process of classification and allocation and may be more clearly studied and evaluated if treated separately from the factor of duties and responsibilities. Such unusual differences in working conditions between two positions whose duties and responsibilities are otherwise alike and of the same value may be found, for example, in the hardship or hazard attached to a particular assignment, the isolated physical and social environment in which the work has to be done, or in the element of detached service. A physicist, for instance, who makes commercial airplane flight tests of the instruments on which he is working ought to receive a higher compensation while on flight duty than his fellow workers who do similar work but who are not required to take the same risk. Workers in



bacteriological and pathological laboratories should receive more if exposed to the hazard of contracting diseases dangerous to man than if they perform exactly the same duties without such exposure. Extra expenditures are often required of an employee who occupies a position at an isolated post because he must send his children to boarding school, import from outside considerable distance at high costs for transportation many items of supplies, pay more for medical care, forego recreation and periodic visits to his relatives and friends, and entertain out of his own funds government officials and others who are obligated to lodge with him because of the absence of local hotel accommodations.

A word of caution is necessary concerning the difference between those elements which are a part of every position in the same class and those which are not, but are extraordinary and unusual, being present in some positions of the class and absent in others. A special differential is not necessary if the same hazard or hardship is a component part of the duties of all positions of a given class, for the reason that it takes into consideration as a necessary concomitant of the occupation when the basic scale or pay for the occupation is established. For instance,



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in determining the classification of a commercial airplane pilot the risks he is required to assume as a regular part of his position are taken into consideration in classifying his position and an additional differential is not required. The ordinary risks a guard is expected to assume are considered at the time his position is classified and only in case he is given an assignment which is unusually perilous when compared with his regular assignments and which extends over a considerable period of time, should his position be additionally compensated.

**F. Installation and Administration of a Compensation Plan.**

After the pay plan has been worked out and approved by appropriate authorities, the next step is that of assigning salaries to the present incumbent of positions. It will be necessary to adopt certain administrative rules in the utilization of minimum, intermediate and maximum rates.

**G. Installation of the Compensation Plan**

It is recommended that in determining the rate of compensation of incumbents of positions at the time the classification and compensation plans take effect, the following provisions should govern:

- (a) If the employee is receiving compensation less than the



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#### 1. Installation of the Compensation Plan

It is recommended that in determining the rate of compensation of incumbents of positions at the time the classification and compensation plans take effect, the following provisions should govern:

- (a) If the employee is receiving compensation less than the



the minimum rate prescribed for his class, the compensation will be increased to the minimum rate.

(b) If the employee is receiving compensation within the range of salary for his class at one of the prescribed rates, no change will be made in the existing compensation.

(c) If the employee is receiving compensation within the range of salary for his class but not at one of the prescribed rates, the compensation will be increased to the next higher level.

(d) If the employee is receiving compensation in excess of the maximum rate for his class, no change because of that fact should be made in the existing compensation during his incumbency of the same position and class, but the rate of pay of his successor shall conform to the prescribed schedule of compensation.

The first three of these rules for adjusting existing rates of employees paid less than the new minimum rates or paid at new minimum and maximum rates of their respective classes are more or less standard procedure.



The fourth rule recommended does not compel a reduction in pay but allows the employee to continue to receive his present salary even though it is above the maximum rate. Experience indicates that this is a just and wise provision. The employee, of course, is not responsible for the fact that under the old unstandardized compensation system his salary became out of line. On what just grounds he should be penalized by a reduction is difficult to say. In the second place, experience indicates that the tendency is to avoid the prospective hardship through such a loss of pay by some sort of administrative action. The employee may be assigned new duties for which he is not well suited so as to permit his allocation to a higher grade or he may be selected for promotion to a different job for which he is not especially qualified, simply as a personal matter without regard to the qualifications of other available employees. These measures would be permanent in character, whereas under the rule recommended, the payment of the higher salaries would continue only so long as the particular employees receiving the higher salaries occupied the same positions. Any attempt to spread a class over two grades in order to take care of such conditions should not be attempted.



## 2. Administration of the Compensation Plan

Force and effect of the minimum rate in the range of pay for a class must be given consideration. The lowest, or minimum rate, in the range for any class is intended to serve as the entrance rate payable to a new employee upon appointment to a position allocated to that class. On account of the over-lapping scales of pay, it is important to observe that this rule applies to original appointments and does not to transfers or promotions of employees within the service. If the rule were to cover promotions, an increase in responsibility might frequently be accompanied by an initial loss in pay. A fair and practicable provision is that an employee already in the service who is transferred or promoted should enter the new position at the same rate he has been receiving, if there is such a rate in the range and, if not, at the next higher rating.

The policy involved in a general rule requiring that all appointments on original entrance into the service should be made at the minimum rate for the class has an important bearing upon the maintenance of proper competition in selection. Where initial appointments may be made at different rates manipulations in selection from the employment list is possible



through the failure on the part of the appointing officer to offer each candidate the same salary. A candidate who is high on the employment list and who therefore is well qualified, may decline appointment when offered a given salary although he may have been, and might still be, willing to accept a higher salary subsequently offered to another candidate with a lower rating and presumably somewhat less qualified. In other words, variation in the entrance salary is susceptible of being used as a tool in the effort to obtain declination of appointment from those at the top of a list in order to remove them from the list and thus permit the selection of some favored individual for appointment. There is no question that if there is no control over the discretion of the appointing officer in his decision as to what salary he will offer any person at any time within the range of pay for the class, difficult problems of preventing abuses must be met by the Commission so as to make sure that the highest entrance salaries are actually offered to those who are best qualified in merit.

In principle, the maximum rate for a given class of positions is the limit of its worth to the government. Ordinarily, therefore, it should



not be exceeded in the compensation paid to any employee occupying a position in that class. An employee who is receiving the maximum rate for the kind of work he is doing must accordingly look for further advances to the machinery of promotion to a higher class.

Two exceptions providing for limited continuance of a rate above the proper maximum are found (a) in the case of an employee already receiving more than the proper rate at the time the compensation plan initially goes into effect, and (b) in the case of an employee the allocation of whose position is lowered by the Commission on its own initiative to a class having a maximum lower than the employee's existing salary. In both of these types of instances the existing rate may be continued only during the incumbency of the particular employee who is in the position at the time.

The intermediate rates, as previously explained, is recognition of the fact that an employee's usefulness increases gradually as he becomes more familiar with and experienced in the work of his position. Hence the salary advance of an employee from the time he starts at the minimum until he reaches the maximum should be based on the increase of his



usefulness to the government. It should serve both as a reward for proved efficiency and as an incentive to continuation of effort. Accordingly the compensation plan should provide a system for increasing the salary of the employee from the minimum to the maximum rate by successive steps after the completion of a specified period of meritorious service at one of the intermediate rates.

It is generally agreed that, as a matter of policy, an adequate compensation plan should regulate salary increases within classes according to the efficiency or increased usefulness of the employee. From the standpoint of the government as an employer and from the standpoint of the taxpayer who foots the bill, there is little logic in setting salary levels at a point to obtain efficient service from employees unless steps are taken to see that such service is actually secured. These steps of course involve a number of functions and responsibilities which are not parts of an efficiency rating system, such as the preparation of suitable examinations for entrance into the service, the rating and the certification of candidates so as to present to the appointing officer the names of those best qualified among those available, the actual



selection of qualified candidates upon entrance or for promotion to more responsible assignments, the distribution of assignments to employees, the establishment of economical methods of work, the allocation of appropriations to activities, and so on. Time does not permit further discussion in regard to these elements.

#### **G. Amendment of the Compensation Plan**

As the administrative departments undertake new activities and the organization of these departments changes and grows, new kinds of positions will be created. The classification plan must be extended to cover these new positions, and as new classes are created schedules of pay to apply to them must be adopted in proper relationship to the schedules applying to existing classes. This should be done administratively by the Commission, through the process of allocating each class to its appropriate grade. No revision in the general levels of the compensation schedules would be involved.

It is not practicable or desirable to fix levels of salaries to continue unchanged over a long period of years. Material fluctuations in the cost of living, in wage levels in private employment, and in supply



and demand with regard to certain kinds of knowledge and skill, and the necessity of bringing into the government service and retaining employees with the qualifications which the government demands may call for some plan of legislative adjustment that will maintain the relative and absolute equity of the general levels of the government's salary schedules. Therefore, in order to determine whether or not revisions in the salary schedules are necessary, the compensation plan should be periodically reviewed by the legislative bodies on the basis of resurveys made by the Commission covering changes in the economic factors which resulted originally in the establishment of the general level of the compensation plan and the relative levels of classes. For this purpose the Commission should be provided with a small research staff to collect facts and make analyses bearing on all phases of the government's wage policy for the purpose of preparing suitable reports to the proper authority. When conditions warranted, the Commission would then be in a position to recommend prompt adjustment of the existing rates of pay so that they might at all times be just and reasonable.



## **H. Conclusion**

The problem of compensation is one of the most complex in the whole personnel field and surpassed by none in importance for maintaining a satisfied and efficient staff on a high level of competency. It involves not only many technical problems, but major questions of policy as well. It demands careful and serious attention of administrators and legislators. Since classification is being introduced into the government service in Japan there should be a noticeable improvement in wage conditions. As previously stated in this lecture, the need of charging some qualified agency with the responsibility for currently reviewing salary and wage conditions and reporting findings to the legislative body, is highly important. Wage problems should not be ignored until a crisis arises. Such a policy is costly and shortsighted from every standpoint. It is not possible to settle them once and for all, there are too many variables to permit ultimate and final settlement. Our most basic recommendation, therefore, becomes the assignment to the Central Personnel Authority of the duties of maintaining salaries on a current basis and properly adjusted, and providing it with sufficient funds to perform this function satisfactorily.



File  
30 Aug 1948

## FIRE PREVENTION PLAN

Aug. 23, 1948.

1. Fire signal is given by crying "Kaji".
2. Any fire shall be reported to the Deputy Director at once.
3. The fire-fighting shall be no sooner conducted than the fire breaks out. For this purpose, all members of Institute shall well know the anti-fire implements and their locations in advance.
4. We have such anti-fire implements as follows:
  - a) A fire-extinguisher and a bucket in each group (new one).
  - b) 5 light hydrants in the house.
  - c) 8 hydrants in the garden.
  - d) 2 or 3 fire-extinguishers (some of which are not clear in regard to effectiveness because of their oldness), 1 or 2 buckets, 5 fire-beaters, 2 fire-hooks and a portable hand pump in every five anti-fire implements store-rooms in the house.
5. The charge of above implements shall be taken of by groups as shown in an annexed paper. Generally, each groups has charge of implements near to his group. Hydrants and other implements are shown in the "Goyotei Map" on the wall outside of library room.
6. Taking out of goods is as important as fire prevention. The groups in charge of taking out of store-goods have to perform ~~the~~ <sup>tactic</sup> duties satisfactory. Every groups ~~have~~ also to carry out goods of ~~their~~ <sup>its</sup> own group according to the condition of fire. For this and other purposes, two trainees at least of each group shall take charge of the rooms of their own group.
7. In case the fire spreads out ~~to~~ <sup>ly</sup> furiousness and urgent refuge is needed, each shall better get out from appropriate exit shown in an annexed paper.
8. Deputy Director shall assume the leadership of the Institute as far as fire is concerned.
9. Each group leader shall lead his group.
10. The liaison trainee of each group shall assist his group leader and make efforts in liaison or communication work.



LIST OF ANTI-FIRE IMPLEMENTS AND GROUP IN CHARGE

| NAME                                | IMPLEMENTS<br>NOTE                                 | GROUP IN<br>CHARGE | RESERVE<br>GROUP | MEN REQUIRED |
|-------------------------------------|--|--------------------|------------------|--------------|
| Light Hydrant                       | I With a tube and a nozzle                         | 3                  | 1,2,4,5,6.       | 4 men        |
|                                     | II "   | 8                  | 7,9.             | "            |
|                                     | III "  | 10                 | 5,11,12.         | "            |
|                                     | IV "   | 15                 | 13,14.           | "            |
|                                     | V No tube, no nozzle                               | 5                  |                  | "            |
| Hydrant                             | I With 2 tubes and a nozzle                        | 4                  | 6,8.             | 6 men        |
|                                     | II "   | 12                 | 9,14.            | "            |
|                                     | III "  | 15                 | 14.              | "            |
|                                     | IV No tube, no nozzle                              | 13                 | 15.              | "            |
|                                     | V With 2 tubes and a nozzle                        | 11                 | 12.              | "            |
|                                     | VI With 2 tubes, no nozzle                         | 5                  |                  | "            |
|                                     | VII "  | 1                  | 2.               | "            |
|                                     | VIII No tube, no nozzle                            | 1                  | 2.               | "            |
| Office Room                         | Each room has 2-3 exten-<br>quishers, 1-2 buckets, | 6                  | 1,2,3,4,7.       | about 6 men  |
| Gogo Room                           | 5 fire beaters, 2<br>fire hooks and a              | 5                  | 1,2,3,4,5,6.     | "            |
| Bath Store Room                     | hand pump.   | 8                  | 7,9,11.          | "            |
| Okiya Nagashi                       |  | 11                 | 10,12,13.        | "            |
| Sanju-go Room                       |  | 14                 | 13,15,16.        | "            |
| Taking out Goods<br>from Store Room | About 40 bales of rice,<br>sugar, etc.             | 6,7,<br>9,11.      | 8.               | about 30 men |

REMARKS:



APPROPRIATE EXIT FOR THE GROUP  
WHEN URGENT REFUGE IS NEEDED.

| Name or Location of Exit.  | Group Number     |
|--|------------------|
| 1. Entrance of Spectators.....   | 1, 2, 3,         |
| 2. Front Entrance.....   | 4, 6,            |
| 3. Yoáo Exit (right <del>beside</del> <sup>hand</sup> and westward of front entrance)<br>..... | 7, 8.            |
| 4. Passage along the Dining Room.....  | 9, Leaders.      |
| 5. To the front of Back Entrance through underground passages from the courtyard.....          | Same as above.   |
| 6. To the South Garden from the passage along the Cogo Room.....                               | 5, 10.           |
| 7. To the South Garden through underground passage at the booth.....                           | 11, 12.          |
| 8. Back Entrance.....  | 15, 16, Leaders. |
| 9. To the West or South-West Garden.....   | 13, 14, Staff.   |



## ADDRESS TO TRAINEES

By Dr. K. ASAI, Chairman of T.N.P.C.

Opening now the second training institute, I remember those days when I planned the first training course. For only a few months, circumstances around us have suddenly changed.

It was a considerably difficult undertaking just as to found a state to give the new knowledge to those who had known nothing about personnel administration and the Civil Service Commission. We, however, won a brilliant success by the very support of Mr. B. Hoover and members of the Civil Service Division, GHQ, SCAP, especially Mr. Tindale, Chief of Training Branch.

However, it strikes me that we've stepped out on the front of a stage in the foot light of the time. The revision of the Civil Service Law will increase the dignity of our National Personnel Commission and will make your duties the most important. This, on the other hand, means that you bear the great responsibility for the destiny and happiness of millions of public employees.

I am very anxious for your learning efficiently in this training so as to utilize the knowledge of new personnel administration.

Lastly, I will say a word in particular. Your task will be the most difficult. For, there is nothing in the world more difficult than for human beings to deal with human beings.



File  
6 Aug 48  
Nikko

ADDRESS OF WELCOME

by Toshihiro ITO,  
Mayor of Nikko.

I have the honor to make an address in this opening ceremony of the Civil Service Institute under the auspice of the National Personnel Commission. I am most happy to receive Mr. Hoover, Chief of the Civil Service Division, G.H.Q., and Lt. Col. Price, Commanding Officer of Tochigi Military Government.

We hope to contribute to the world by finding out weak points of our public administration and constructing the peaceful Japan from the viewpoint that the individual life should be conformed to the public welfare.

Now Japan is standing in this world current, but the destination is one - democracy. And Japan can not expect her rosy future unless she achieves the reform of education and abolishes obstinate tradition of bureaucracy.

I believe each of you here will be excellent leaders of the Japanese society at this historical time.

I hope each of you make effort harder and harder. This is my congratulatory address.

6 Aug 48



Official  
2 Aug 48

ADDRESS OF RESPONSE

by TOKUMITSU HISASHI

Allow me to make a reply on behalf of all the trainees.

It is our hope to keep and bring up our New Constitution "of people, by people and for people" and to secure it.

With a view to realize these things, we should thoroughly understand the importance of the work which we are going to study and perform. Furthermore, we want to endeavour to meet your expectation by our free reason, good will and conscience under the good circumstances and fine leadership of excellent leaders.

This is my reply to your kind address.

Aug. 2, 48 - Writs of Appointment



*Official File*

TEMPORARY NATIONAL PERSONNEL COMMISSION  
CEREMONY FOR GIVING WRITS OF APPOINTMENT

AUGUST 2, 1948 - 10 A.M.

P R O G R A M

Announcement to open the Ceremony:

Mr. YOKOI - Member of Training Section.

Giving Writs of Appointment:

Mr. SATO - Executive Director of T.N.P.C.

Address:

Mr. SATO - Executive Director of T.N.P.C.

Introduction by Mr. SATO:

Mr. TINDALE  
Mr. KASUYA ← Mr. Shively

Address of Response:

Mr. TOKUMITSU - Representative of Trainee.

Announcement to Close the Ceremony:

Mr. YOKOI - Member of Training Section.

(RECESS) - 15 minutes.

Directions for Trainees:

~~Mr. [REDACTED]~~  
Mr. KASUYA

Introduction by Mr. KASUYA:

FACULTY MEMBERS

Detailed Directions for Trainees:

Mr. KUNII - Member of Training Section.



*Final Examination*

*Feb*

Notice to Successful Candidates of "A" examination

*who were to attend Training  
School @ Nikko Aug-Oct, 1949.*

The Temporary National  
Personnel Commission's  
Secretariat

First of all we would like to heartily congratulate you upon your having successfully passed the recent competitive examination. The first 250 available successful candidates will now be given in-service training at Nikko. Since you are one of these, we are providing the following instructions for your guidance.

(1) Date and place of gathering:

August 1 at the place of lodging.

On that date, at Nikko Railway Station, an information desk will be provided to which enquiries are to be made.

(2) Contents of the Training:

The purpose of this training is to enable you to acquire the qualifications necessary in administering the prosecution of scientific personnel administration as the staff of this Secretariat. To this end lectures and Seminars will be given on the new Constitution and a general outline of the science of modern public personnel administration as well as other related subjects. The cooperation and assistance of technical experts of the Civil Service Division, Government Section, GHQ, SCAP, will be available in this connection.

(a) Period:-For two months, from Aug. 2 to Oct. 2.

(b) Lectures:-On the new Constitution, public administration, National Public Service Law, position classification plan, recruitment, examination, evaluation of work performance, turnover, working conditions, compensation, public relations, etc.

(c) Others:-Independent study (seminars and free study), appropriate recreation, sports, etc.



(3) Allowance:-The trainees will receive approximately ¥ 2,000 net per month.

(4) Amount to be collected from the trainees:

From the above-mentioned allowance ¥ 1,000 or so per month will be deducted as mess expenses. No other charges will be collected. The housing charge will be borne by the National Personnel Commission.

(5) Articles which each trainee is to provide and bring with himself.

(a) Meal-coupons for the two months of the course.

(b) Ration-coupon for salt and cigarettes.

(c) During the training,

three blankets and a pillow will be loaned to each trainee.

He must, however, bring two sheets. A mosquito net is

unnecessary during stay in Nikko. Moreover, it is

advisable that those trainees from places other than the

vicinity of Tokyo bring their beddings and other belongings,

for there will be no time for them to return home

for such after the course.

(d) Note-books:-(assistance will be given for their purchase in Nikko), stationery (ink, etc).

Dictinaries, both English-Japanese and Japanese-English,

and reference books on each subject of the lectures

mentioned above, if any.

(e) Private seals.

(f) Chopsticks, lunch-box.

(g) Toilet outfit, towel, (better bring your wash-basin, if possible).

(h) Cotten bag used for keeping footgear (each trainee is to keep his footgear in his room, and this is for the purpose of preventing the room from being soiled), slippers



(for tatami), sport-shoes and raincoat or umbrella.

(1) Sporting and amusement instruments (should be brought, if you have any).

(6) Place of lodging:

Tamozawa ex-Imperial Villa, Nikko-machi, Tochigi Prefecture.

(Tram service available from Nikko Government Railway Station - tram stop at "Kyu-Goyotei-mae")

(7) Location of the training institute:

Nikko Girl's High School.

(10 minutes' walk from the place of lodging.)

(8) Destination of luggage and mail address:

c/o Branch Office of the National Personnel Commission,  
Tamozawa ex-Imperial Villa, Nikko-machi, Tochigi Prefecture.

As the outcome of this training course depends in large measure upon your own efforts, it is hoped that each one of you will do his very best to make it a complete success.



Final Draft

Notice to Successful Candidates of "A" examination

The Temporary National  
Personnel Commission's  
Secretariat

First of all we would like to heartily congratulate you upon your having successfully passed the recent competitive examination. All successful candidates will now be given in-service training on the following lines:-

(1) Contents of the Training:

The purpose of this training is to enable you to acquire the qualifications necessary in administering the prosecution of scientific personnel administration as the staff of this Secretariat. To this end lectures and seminars will be given on the new Constitution and a general outline of the science of personnel administration that has been chiefly developed in the United States, as well as other subjects. The cooperation and assistance of technical experts of the Civil Service Division, Government Section, GHQ, SCAP will be available in this connection.

(a) **Period:-** For two months, from Aug. 2 to Oct 2.

(b) **Lectures:-** On the new Constitution, public administration, National Public Service Law, position classification plan, recruitment, examination, evaluation of work performance, turnover, working conditions, compensation, public relations, etc.

(c) **Others:-** Researches (seminar and free researches), appropriate recreation, sports, etc.

(2) **Allowance:-** The trainees will receive approximately ¥ 2,000 net per month.



(3) Amount to be collected from the trainees:

¥1,000 or so will be deducted as mess expenses from the above-mentioned allowance. No other charges will be collected. The housing charge will be borne by the National Personnel Commission.

(4) Articles which each trainee is to provide and bring with himself.

- (a) Meal-coupons for two months.
- (b) Ration-coupon for salt and cigarettes.
- (c) Beddings: "Futon", pillow and bed sheets.

(Mosquito net is unnecessary during stay in Nikko). Trainees from places other than Tokyo are to bring the beddings. However, as those living in the vicinity of Tokyo (e.g. in the areas from which the commuting to Tokyo is feasible) will be loaned a blanket and a pillow, they are only to bring two bed sheets.

(d) Note-books:

(assistance will be given for their purchase in Nikko), stationery (ink, etc).

dictionaries, both English-Japanese, Japanese-English, and reference books on each subject of the lectures mentioned above, if any.

- (e) Private seals.
- (f) Chopsticks, lunch-box.
- (g) wash-basin, toilet outfit, towel, laundry soap and toilet papers.
- (h) Cotten bag used for keeping footgear (each trainee is to keep his footgear in his room, and this is for the purpose of preventing the room from being spoiled),



slippers (for tatami), sport-shoes and raincoats or umbrella.

(i) Sporting and amusement instruments (may be brought, if any).

(5)

(5) Place of lodging:

Tamozawa ex-Imperial Villa, Nikko-machi, Tochigi Prefecture.

(Tram service available from Nikko Government Railway Station - tram stop at "Kyu-Goyotei-mae")

(6) Location of the training institute:

Nikko Girl's High School.

(10 minutes' walk from the place of lodging.)

(7) Destination of luggage:

c/o Branch Office of the National Personnel Commission,  
Tamozawa Ex-Imperial Villa, Nikko-machi, Tochigi Prefecture.

(8) Date and place of gathering:

August 1 at the place of lodging.

On that date, at Nikko Railway Station an information desk will be provided to which enquiries are to be made.

As the outcome of this training course depends in large measure upon your own endeavours, it is hoped that each one of you will make his best efforts to make it a complete success.



*Official Copy  
July 20, 1948*

SECOND CIVIL SERVICE INSTITUTE  
Nikkō, Japan

August 2 - October 2

TENTATIVE SCHEDULE

- 20 July. First group of faculty leaves for Nikkō.
- 28 July. Remaining faculty and American staff leave for Nikkō.
- 1 August. Trainees report at Nikkō.
- 2 August. Presentation of writs of appointment. Address by Sato.  
Organization of Institute.
- 3 August. The New Japanese Constitution.
- 4 August. "
- 5 August. "
- 6 August. Opening Ceremony. Blaine Hoover (up night before, return 6th).
- 7 August. Public Administration.
- 8 August. (Sunday).
- 9 August. Japanese Government. Salter.
- 10 August. "
- 11 August. "
- 12 August. "
- 13 August. "
- 14 August. [The National Public Service Law. MacCoy.] *Inal Dub.*
- 15 August. (Sunday).
- 16 August. Classification. Salter.
- 17 August. "
- 18 August. "
- 19 August. "
- 20 August. "
- 21 August. "



22 August. (Sunday).  
23 August. Recruitment. Marsh.  
24 August. "  
25 August. "  
26 August. "  
27 August. "  
28 August. "  
29 August. (Sunday).  
30 August. Recruitment. (Cont.)  
31 August. "  
1 Sept. "  
2 Sept. "  
3 Sept. "  
4 Sept. "  
5 Sept. (Sunday).  
6 Sept. Training.  
7 Sept. "  
8 Sept. "  
9 Sept. "  
10 Sept. "  
11 Sept. "  
12 Sept. (Sunday).  
13 Sept. Compensation. Salter.  
14 Sept. "  
15 Sept. Performance Report and Evaluation of Efficiency. MacCoy.



16 Sept. Working Conditions, Environment, Safety, Health and Welfare.  
17 Sept. "  
18 Sept. "  
19 Sept. (Sunday).  
20 Sept. Morale and Discipline.  
21 Sept. Employee Relations.  
22 Sept. "  
(?) 23 Sept. Public Relations.  
24 Sept. "  
25 Sept. "  
26 Sept. (Sunday).  
27 Sept. Office Services and Methods of Supervision and Management.  
Organization of the National Personnel Commission, the Operating  
Personnel Agency, Developments in the NPC. Bell.  
28 Sept. "  
29 Sept. "  
30 Sept. "  
1 October. " (Final Examination)  
2 October. Closing Ceremony. Hoover.



CIVIL SERVICE DIVISION  
Government Section

19 July 1948

MEMORANDUM FOR: Mr. Jess Bettis Compensation Specialist  
Mr. Walter Domanowski, Compensation Specialist  
Mr. Gordon Peterson, Examination Specialist

SUBJECT: National Government Organization Training  
Program at Nikko

The training schedule covering the above subject to be conducted at Nikko commences 9 August and continues through and including 13 August. During this period lectures will be conducted for approximately three hours each morning and seminars for approximately three hours each afternoon. Mr. Yasuda of the Training Section is responsible for the conduct of your part of the training program and should have assisting him certain members of Mr. Miyake's staff who will actually give the lectures in Japanese.

On 9 August, at the beginning of the first lecture, Mr. Bettis should make a very brief ten or fifteen minute statement before the trainees introducing the ensuing lectures, including theory of organization and charting. On August 10 at the beginning of the first lecture or after the one on charting, Mr. Domanowski should make a short statement on the ensuing discussion of the executive agencies of the national government of Japan. The statements should be very general so that they do not in any way impinge upon the ensuing lectures. This is done for the purpose of introducing yourself to the assembled group. Prior to the seminars in the afternoon, a meeting should be held with the seminar leaders to point out certain of the basic principles given in the morning lectures and suggesting some problems that might be discussed. After the seminars these leaders will again come together with the advisor to turn in any questions that may have been raised by the trainees. Those questions that appear to be sufficiently important to warrant answering should be considered immediately and an answer dictated to Miss June Baker, the stenographer at the school. Transcription of this dictation will then be handed over to those who will give lectures the following day for purpose of presentation in the morning to the trainees.

On the morning of August 13 Mr. Peterson should follow the same pattern of operation in introducing himself and his subject of local government. The questions that may be collected as a result of the seminars should be reviewed and answers prepared in the same manner. However, these answers should be turned over to Mr. Findale for presentation either the following day or at a time he may think more appropriate.

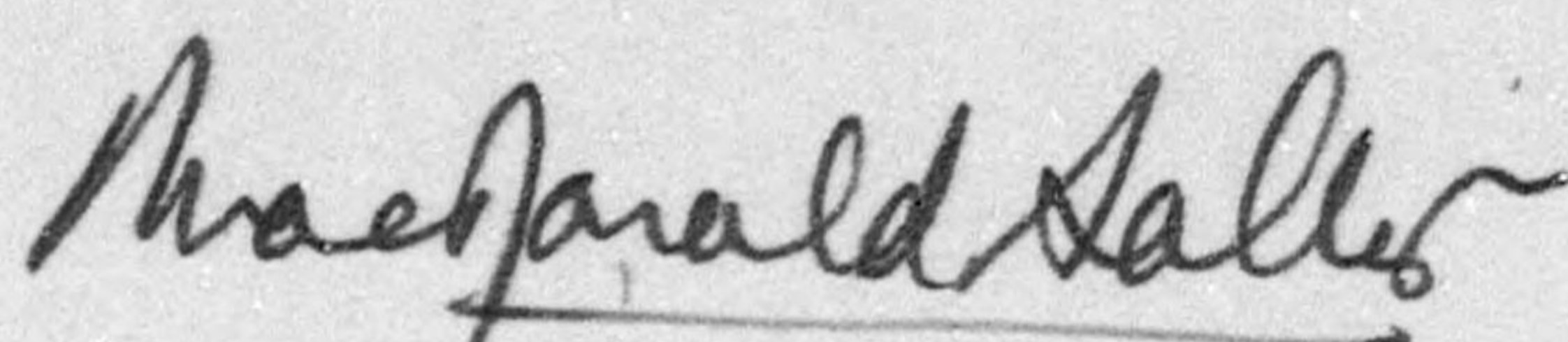
Be sure to make notes of your experience and questions raised by the trainees and obtain copies of all material dictated to Miss Baker. This will be exceedingly useful to you upon your return to Tokyo. Mr. Miyake will provide several of his staff who will present the lecture material and you will be available as advisors for the



seminars. He will also have charts and text material in Japanese available for reading purposes and for use in the seminars.

Upon your return to Tokyo training material that has been presented should be reviewed in the light of your experience and immediately revised, modified, or adjusted in accordance with your judgment such that a well-developed training program covering this subject may be immediately prepared by you for future trainee groups.

Miss Machin will make all the necessary arrangements for your trip to Nikko and you should contact her as soon as possible. Transportation will be available for you in Nikko from the station to the hotel. Mr. Tindale, who is in charge of the training program, will be available for technical discussion and will assist you in any arrangements during your stay in Nikko.



MACDONALD SALTER  
Chief, Classification  
& Compensation Branch



CIVIL SERVICE DIVISION  
Government Section

19 July 1948

MEMORANDUM FOR: Mr. Jesse Bettis, Compensation Specialist

SUBJECT: Compensation Training Program at Nikko

The training schedule at Nikko provides for the discussion of compensation and attendant problems on 13 and 14 September. The pattern for conducting this training includes approximately three hours of lecture in the morning and three hours of seminar discussion in the afternoon. At the beginning of the first hour on 13 September you should make a short ten or fifteen minute statement to the trainees concerning your phase of the training program. This is done for the purpose of presenting yourself to the group.

Prior to the seminars in the afternoon you should meet with the seminar leaders to point out to them the principle points which you feel should be constantly emphasized in their seminars and based upon the lectures given in the morning. Following the seminars you should meet again with the seminar leaders who will bring to you any questions which they consider important and raised during the seminars. Those that you feel warrant an answer should be considered immediately. You should dictate to Miss June Baker, the stenographer on the training staff, an answer to these questions which would then be turned over to those Japanese giving the lecture the ensuing morning. The results of this type of work on 14 September should be turned over to Mr. Tindale who will arrange for its presentation either the 15th of September or some subsequent date.

Be sure to record for your personal use any information which you think has bearing on the effectiveness of the training program, including copies of material dictated to Miss Baker. Upon your return to Tokyo you should review all the training material immediately in light of your experience and rewrite or delete whatever appears to be necessary in your judgment such that a complete training document may be developed at this time for future training programs.

Miss Machin will make all the necessary arrangements for your trip to Nikko and you should contact her as soon as possible. Transportation will be available for you in Nikko from the station to the hotel. Mr. Tindale, who is in charge of the training program, will be available for technical discussion and will assist you in any arrangements during your stay in Nikko.

*Macdonald Salter*

MACDONALD SALTER  
Chief, Classification  
& Compensation Branch



CIVIL SERVICE DIVISION  
Government Section

19 July 1948

MEMORANDUM FOR: Mrs. Nora Mae Borthick and Mr. James Vaughn  
Classification Specialists

SUBJECT: Classification Training Program at Nikko

The training schedule at Nikko provides that material covering position classification is to be presented commencing 16 August through and including 21 August. The morning, covering approximately three hours, will be covered by lecture work while the afternoon, covering another three hours, will be primarily devoted to seminar work.

On August 16 it is suggested that the first two hours in the morning be devoted to lecture work. At the beginning of each one hour period, each of you should give a ten or fifteen minute talk as a method of introducing yourself and in general introducing the subject without deterring in any way from the ensuing lecture. During the third hour that morning it is suggested that you get together with the seminar leaders and lay before them the principle points covered in the morning lectures and prepare for them principles which you desire them to continue to emphasize in all their seminars throughout this particular part of the training period.

In the afternoon seminars will be conducted and you will be expected to move from one seminar to another and try to observe the conduct and perhaps even answer questions. At the end of the afternoon the seminar leaders will bring to you questions raised by the students. Any of these which seem to warrant further discussion before the assembled trainees should be considered immediately and an answer dictated to Miss June Baker, who will be the stenographer in attendance at the conference. These answers can then be turned over to the person conducting the lecture the ensuing day or kept for several days for presentation at a later date if it is so desired. Be sure to keep a personal record of as many questions as possible and particularly of those on which dictation is given.

On August 17 through August 21 this same type of program should be carried on from day to day with the possible exception that you may have three hours of lecture each morning and talk to the seminar leaders for only a few minutes prior to the lunch period or directly after lunch and before the seminars assemble.

The lecture material that you have is derived from a source which will not permit reprinting so all such material will have to be given orally. It is expected that the book on position classification translated into Japanese several months ago, which was prepared by Mr. Hare, will be

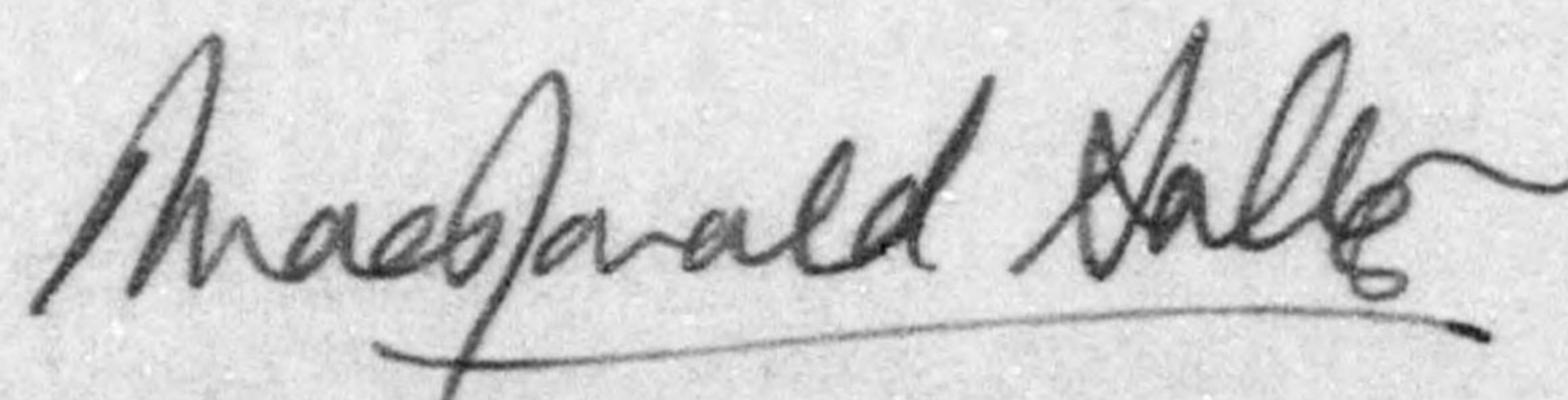


available for reading purposes. You should also accumulate some sample material which may be translated and made available either for seminar or for reading purposes. Mr. Miyake, the head of the Classification Section of TNPC, will provide a number of classification technicians from his current staff who will give the lectures and you will be available to seminar groups as advisors.

It is suggested that in your discussions with the seminar leaders you perhaps give them one or two problems which they might consider, of a not too difficult nature. In subsequent discussions with seminar leaders you will be able to discover as a result of the answers to such problems weaknesses in the presentation of material or the need for re-emphasis or even repetition of material already given. You are to use your good judgment in the handling of this lecture material even if it appears necessary to repeat parts of lectures over again. The purpose of this training program is to be certain that the trainees understand the basic principles of position classification and its use as a tool of management contributing to efficiency of administration.

Upon your return to Tokyo you should immediately review all the training material and commence rewriting it such that it will all be original material and will be properly adapted to training methods for future similar trainee groups. You will have had practical experience with the trainees and should be in a position to develop an adequate and excellent training program and training material.

Since your lectures start Monday morning, August 16, it would be advisable for you to arrive in Nikko at least one day in advance thereof. Arrangements for your travel and stay will be taken care of by Miss Machin. Please contact her at the earliest moment in order to work out appropriate details for this trip. Transportation will be available for you in Nikko from the station to the hotel where you will be billeted. Mr. Tindale will be available at all times to discuss any training problems and to assist you in any arrangements concerning your stay in Nikko.



MACDONALD SALTER  
Chief, Classification  
& Compensation Branch