GHQ/SCAP Records(RG 331)
Description of contents

THE NATIONAL ARCHIVES OF THE UNITED STATES

(1) Box no. 2043

(2) Folder title/number: (18)
Postal Employees

(3) Date: June 1949 - Nov. 1950

(4) Subject:

Classification	Type of record
324	e, r

(5) Item description and comment:

With a List of Papers

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

File Under _____ Page _____

NO.	FROM	DATE	TO	SYNOPSIS
1.	G.Peterson	Jun 14 '49	W.P.MacCoy	Request to Allow Special Postmasters to Hold Elective Positions
2.	G.Peterson	Jun 14 '49	W.P.MacCoy	Special Postmasters
3.	M.Salter	Feb 2 '50	Memo for Rec.	Conference with Postal Savings Employees Association
4.	M.Salter	Feb 3 '50	W.P.MacCoy	Petition to General MacArthur from Postal Savings Employees' Association
5.	CCS	Mar 2 '50	GS	Special Postmasters' Associations
6.	Matsukata	Mar 27 '50	Deputy Chief	Legal Authority for Special Postmasters Association
7.	CCS	Apr 4 '50	GS	MOTC Plans re Special Postmasters' Situation
8.	C.A.Feissner CCS	Apr 7 '50	Memo for Rec.	Conference re Special Postmasters' Association
9.	W.P.MacCoy	May 23 '50	Memo for Rec.	Meeting on Subject of Special Postmasters' Association
10.	Matsukata	May 31 '50	Memo for Rec.	Conference re Special Postmasters Association
11.	Mr. Rizzo	Jun 2 '50	Note-Col. Kunz	Special Postmasters Association
12.	D.D.Duggan Dir.,Postal Affairs	Jun 13 '50	Memo for Rec.	Special Postmasters Association
13.		Jun 22 '50	Report-CSD	Outline of Plan for Abolition of Special Postmasters' Association and Revision of Postal Organization
14.	W.P.MacCoy	Jun 22 '50	M. Salter	Abolition of Special Postmasters' Association
15.	CCS	Aug 17 '50	Govt.Sec.	Registration of New Special Postmasters Associations with NPA
16.	NPA	Sep 7 '50	CSD	Re Formation of Employees Organizations of Special Postmasters
17.	C.W.Lamar CCS	Sep 7 '50	Memo for Rec.	Special Postmasters Association
18.	ASAI, NPA	Sep 18 '50	Mr. Tamura Min. of Postal Services	Work Hours of Employees of Special Post Offices and Employees Connected with Office Services in Ministry of Postal Services
19.	M.Salter	Oct 19 '50	Memo for Rec.	Conference with Postal Services Employee Union.
20.	D.D.Duggan Dir.,Postal Affairs, CCS	Nov 5 '50	Memo for Rec.	Special Postmasters Associations

R - Notes

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Affairs Division

5 November 1950

SUBJECT: Special Postmasters Associations

MEMORANDUM FOR: Record

1. A conference was held 4 November 1950 with Government Section (Mr. F. Rizzo and Mr. M. Sheriven), and CCS (Col. Kunz and Mr. D. D. Duggan) to discuss the forming of new Special Postmasters Associations.

2. Mr. Rizzo was advised that Mr. Matsue, Chief of the Personnel Division, MOPS had contacted National Personnel Authority (NPA) regarding the legality of charters submitted to NPA for the forming of new Associations. Mr. Matsue stated that in his talks with the NPA he understood from them that Government Section had approved a charter for a new Association. It was pointed out to Mr. Rizzo that this was only hearsay and not backed up by any facts or evidence. Mr. Rizzo stated that Government Section was in full accord with CCS regarding the formation of new Special Postmasters Associations, that they could not be formed along the lines of the one just recently dissolved, and any new organization would have to comply with Japanese laws which do not permit any government union or association to enter into the prosecution of the operation of the services of Special Post Offices or any other governmental agency.

3. The formation of the Western Suo Special Postmasters Association (see Memorandum for Record, 31 Oct 1950; subject: Constitution of Western Suo Special Postmasters Associations) was discussed, and among other possible illegalities, attention was called to Articles 1, 4, 5 and 27. It was the opinion of CCS that certain parts of these Articles were illegal. The old Special Postmasters Association was declared illegal by Government Section and ordered dissolved by CCS because it entered into the operation of post offices and received funds from the MOPS.

4. Mr. Rizzo stated that before any charters for new Postmasters Associations were approved Government Section would obtain the concurrence of CCS.

cc: Gov't Section

NOTED:

D. D. DUGGAN
Director of Postal Affairs

R. N. KUNZ, Colonel
Assistant Chief, CCS

Gov't Section (MR. RIZZO)

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Division
APO 500

31 October 1950

SUBJECT: Constitution of Western Suo Special Postmasters

MEMORANDUM FOR: Record

1. In a conference this date, Mr. I. Matsue, Chief of the Personnel Division, Ministry of Postal Services, furnished CCS with Inclosure No. 1 pertaining to the above subject, which he obtained from the National Personnel Authority. Mr. Matsue was advised that the Ministry of Postal Services should have nothing whatsoever to do with these associations, insofar as furnishing space, funds, operational matters, etc., were concerned.

2. Particular attention is called to Articles 1, 4, 5 and 27 of Inclosure No. 1 which state:

"Article 1. This Association shall be called Western Suo Special Postmasters' Association and shall have its office at Tomita Post Office Building, No. 2942, Tomita-machi, Tsuno-gun, Yamaguchi-ken.

*****

"Article 4. This Association aims at promoting friendship among, and raising social as well as financial conditions of its members, and also prosecuting the smooth operation of the services of special post offices.

"Article 5. This Association shall perform the following businesses:

1. Engage in researches relating to matters either common or special to special post offices or special postmasters, and evolve plans.

2. Establishment of welfare facilities.

3. Taking measures suited to the occasion in case of an emergency.

4. Matters necessary for attaining the purposes of the preceding Articles.

2. Cont'd

* * * * *

"Article 27. The expenses of this Association shall be covered by the following receipts:

1. Membership fee
2. Enterprise proceeds
3. Extra membership fee
4. Contributions"

3. It is recommended that CCS contact GS as to the legality of this Constitution.

4. Civil Communications Section, Postal Affairs will maintain close surveillance over these Associations when they become operative.

1 Incl
As stated above

D. D. DUGGAN
Director of Postal Affairs

NOTED:

R. N. KUNZ
Assistant Chief
Civil Communications Section

Constitution of Western Suo Special Postmasters' Association

Chapter I General Rules

Article 1. This Association shall be called Western Suo Special Postmasters' Association and shall have its office at Tomita Post Office Bldg. No. 2942, Tomita-machi, Tsuno-gun, Yamaguchi-ken.

Article 2. This Association shall be a juridical person.

Article 3. This Association shall be composed of Western Suo Special Postmasters.

Article 4. This Association aims at promoting friendship among, and raising social as well as financial conditions of, its members, and also prosecuting the smooth operation of the services of special post offices.

Article 5. This Association shall perform the following businesses.

1. Engage in researches relating to matters either common or special to special post offices or special postmasters, and evolve plans.
2. Establishment of welfare facilities.
3. Taking measures suited to the occasion in case of an emergency.
4. Matters necessary for attaining the purposes of the preceding Articles.

Chapter II. Organs

Article 6. The Council shall be of two kinds; namely, general meeting and officers' meeting.

Article 7. The general meeting shall be the highest legislative organ of this Association, composed of its members, and convened periodically once a year by its chairman: Provided that the chairman shall convene an extraordinary general meeting in case where the officers' meeting deems it necessary and where it is requested by more than one-third of its members.

Article 8. The chairman shall notify the members of the objects, bills and other necessary matters to be acted on at the general meeting, not less than five days before its opening.

Article 9. The officers' meeting is a legislative organ next to the general meeting, which shall be composed of the chairman, vice-chairman, directors and chiefs of chapters, and be convened by the chairman as occasion calls.

Article 10. The officers' meeting shall be accountable to the general meeting.

Encl 1

Article 11. The meeting cannot be carried unless more than two-thirds of total membership is present.

All matters shall be decided by a majority of those present, and in case of a tie, the presiding officer shall decide the issue:

Provided that the following matters shall be voted in the general meeting by direct and secret ballot in which all the members shall have equal opportunity to participate:

(1) Formation and amendment of the Constitution and Regulations for its operation.

(2) Dissolution of the Association and disposition of the remaining property.

(3) Confederacy and affiliation with other organizations.

(4) Other matters of equal importance.

Article 12. The Chairman shall be elected at the meeting concerned.

Article 13. This Association shall have a board of directors for executing the business of the association.

Article 14. The board of directors shall be composed of such officers, except auditors, as are prescribed by Article 21, and be convened by the chairman as occasion calls.

Article 15. The quorum of the board of directors shall be two-thirds of its members.

Article 16. This Association shall have chapters as auxiliary organs.

Article 17. The chapter shall be an organ to promote friendship and application among its members, and also to determine the will of the chapter. It shall be convened by the chief as occasion calls.

Article 18. The jurisdiction of the chapter shall be determined by Regulations.

Article 19. The chapter shall have a chief, who shall be elected by its members having one vote each, preside over the business of the chapter, and act on behalf of the chapter concerned.

Article 20. Articles 23 and 24 apply also to the term of office of the chief, and to the method of by-election in case where its post isvacated.

Chapter III Officers

Article 21. This Association shall have the following officers: A chairman, a vice-chairman, three directors and two auditors.

Article 22. The duties of the officers shall be as follows:

The chairman shall preside over the business of the Association and act on its behalf.

The vice-chairman shall assist the chairman and act for him in case he is prevented from performing his duties.

The auditor shall audit the accounts.

Article 23. The officers shall be elected from among the members by direct and secret ballot in which all the members shall have equal opportunity to participate.

Article 24. The term of office of the officers shall be two years, and they can be re-elected.

In case posts of officers are vacated, by-election shall be held according to the preceding Article, and the term of office of an officer who fills a vacancy shall be the remaining term of his predecessor.

Chapter IV Admission and Withdrawal

Article 25. Admission or withdrawal of a member shall be effected by means of a written notice from the person involved.

Article 26. THe member shall be liable for paying the membership fee.

Chapter V Finance

Article 27. The expenses of this Association shall be covered by the following receipts:

(1) Membership fee; (2) Extra membership fee;
(3) Enterprise proceeds; (4) Contributions

Article 28. The membership fee shall be one hundred yen per head per month. The membership fee once paid shall not be returned.

Article 29. The chairman shall deliver such sum of money as is prescribed by the Regulations to the chiefs of the chapters to cover necessary expenses.

Article 30. The extraordinary expenses for the chapter shall be defrayed by the chapter itself.

Article 31. Concerning the revenues and expenditures of this Association, vouchers shall be preserved, account-books prepared and the accounts made clear.

Article 32. The budget and settlement of accounts of this Association shall be decided or approved by the general meeting.

Article 33. The Auditor shall audit the accounts and report the result to the general meeting.

Article 34. The fiscal year of the Association shall begin with April 1 and end with March 31 of the following year.

Supplementary Provisions

Article 1. This constitution shall take effect from July 1, 1950.

Article 2. The term of office of the officers initially elected shall be until the general meeting of 1951 fiscal year in spite of Article 24. This, however, shall not prevent re-election.

1) Akerson Mail
2) Files

GOVERNMENT SECTION
Civil Service Division

MEMORANDUM FOR RECORD

19 October 1950

SUBJECT: Conference with Postal Services Employee Union.

At the request of NPA, a conference was held with Mr. Salter and Mr. Suzuki with the following members of the Union:

Mr. Nagaoka		Chairman
Mr. Baba	)	
Mr. Takaragi	)	Central Executive Committee
Mr. Yokokawa		Chief Secretary
Mr. Yasuda		Insurance
Mr. Zzumi		Savings

Good man to send stateside

The two problems which were under consideration were:

1. Pay level revision
2. Desire of this Union to be under Labor Relations Public Corporation Law.

~~After~~ Considerable discussion with the Union on the basis of, and effect of, present proposal of increasing pay by ¥1,000, it was evident that the union has been misled by ~~much~~ discussion on related matters ~~which were going~~ to draw their attention away from pressing for the basic revision, needed to adjust pay level.

The Union agreed that they would concentrate on discussions concerning the revision of base pay, to try and assure the adoption of the new base pay structure recommended by NPA. If this is done, then other matters will quickly adjust themselves.

The Union desired to know our general stand with respect to any modification of right to negotiate of any nature. It was pointed out to them that any plan they might propose, consistent with the principles ennunciated in General Mac Arthur's letter, could be considered. The Union attempted to discuss the merits and de-merits of the NPA vs Arbitration Commission (under the Labor Relations Public Corporation Law.) It was pointed out to them that the basic matter they were discussing, mainly pay level, under either system of employee relations, was a decision of the Diet; any benefit that the railway workers had gained to date was temporary and actually to the disadvantage of the railway employees and the employees under NPSL. By encouraging the employees under PCLR, to believe that they were gaining a great deal, the Government had divided the labor front. Instead of a single group pressing for a single interest upon which to make representation to the Diet as they did for the 6307 pay level, they are now divided among themselves and have geometrically weakened their position.

A brief discussion was had concerning the equity process and the arbitration process, ~~in~~ pointing out the similarity of these for all public servants, whether they were in a public corporation or not.

MACDONALD SALTER
Chief, Classification &
Compensation Branch

To Mr. Saita. ()

Files
Work Hours
(Post offices)

National Personnel Authority

September 18, 1950

Compensation Hearings Section,

Bureau of Compensation

To:

Mr. TAMURA Bunkichi

Minister of Postal Services

NPA directive No.

Work Hours of Employees of Special Post Offices and Employees Connected with Office Services in the Ministry of Postal Services

In accordance with the provision of Paragraph 2, Article 14 of the Law administering Compensation of Employees in the Regular Government Service (Law No. 95 of 1950), the National Personnel Authority hereby gives its approval to the establishment of 48 work hours per week for employees of a special post office whose ceiling number of indoor employees is 10 or below - (excepting a non-mail collection and delivery special post office which does not deal with telephone exchange work or delivery of telegrams) and for employees, who, coming under one of the following cases, carry on night-duty (a twenty-four hour shift).

1. Employees of a special post office whose ceiling number of indoor employees is over 11 but under 30.
2. Of employees of the Ministry of Postal Services who are connected with office services, watchmen, motor-car drivers, lift operators, warehouse keepers, firemen, fire-engineers, odd-job men, cleaning men, electricians and cable setters.

9/7/50
Pinned Ruysam
26-5847

September , 1950

ASAI Kiyoshi

President
of
National Personnel Authority

-18-

参考　特定局第9条 24.12.28

National Personnel Authority

December 19, 1949

To:

Mr. Ozawa Saeki,

Minister of Postal Services

Pursuant to the provisions of Article 88 of the National Public Service Law, the National Personnel Authority hereby recommends on the work hours of employees of special post offices as stated in papers annexed.

ASAI Kiyoshi

President
of
National Personnel Authority

I. Object:

Requests have frequently been submitted to the National Personnel Authority by employees of special post offices for revision of the work hours of employees of special post offices stating that, while they are under application of Article 35 of the Supplementary Provisions of the Law Administering the New Pay of Government Employees (Law No. 46 of 1948 — to be hereinafter referred to as the New Pay Law), it is thought that they ought to come under Article 19 of the Law when the contents of their duties and responsibilities, working conditions, etc., are taken into consideration.

Upon receipt of the aforementioned requests, the National Personnel Authority has conducted necessary investigations thereon in order to decide which article is adequate to be applied to the case.

II. Recommendations:

As all the evidences and statements presented by the authorities of the Postal Services Ministry as well as the employees of special post offices are not sufficiently scientific, it has been found difficult to arrive at any definite, conclusion immediately. The National Personnel Authority considers that the fundamental solution of this problem should be kept pending until the establishment of a reasonable work hour rule on a scientific basis as well as the enforcement of a position classification plan, end hereby recommends the following provisional measures until these are put into force.

1. To the work hours of the employees of special post offices, Article 19 of the New Pay Law is to be applied. However, the work hours of those employees of special post offices who are engaged, in principle, in stand-by time (24 hour shift system) and in rotating shifts (only those that include the 24 hoursshift duty mentioned above) shall be 48 hours per week. The time to be allowed as non-work periods during such daty shall be eight hours among the

24 hours, though it is not designated in consideration of the special character of the duty.

2. In the cases of reduction of compensation of the employees engaged in stand-by time, their overtime allowance and their night allowance as referred to in Articles 20, 21 and 23 of the New Pay Law, respectively, two-thirds of each hour shall be the object.

3. Night allowance as referred to in Item 2 shall be paid to the employees engaged in stand-by time for the whole hours between 10 p.m. and 5 a.m. on the following day.

4. Even the employees engaged in stand-by time should be given non-work days at the rate of one day for each 6 consecutive work days. However, no employee should be ordered to work in excess of 24 consecutive work days.

III. Reasons:

(1) The employees of special post offices other than those who are engaged in stand-by time shall be subject to application of Paragraph 1 of Article 19 of the New Pay Law, since it is not deemed necessary to discriminate such employees from those of ordinary post offices. The duties of those employees who are engeged in stand-by time are of such character that they are closely related with the general public and necessary personnel must be stationed in the office at all times, regardless of whether or not there is any work on hand. Moreover, it is very difficult to discriminate clearly the actual work hours from those required for rest, sleep and meals, and even during the hours for rest, sleep and meals, those employees may, by orders of their superiors or in accordance with the office regulations, be required to attend to their duties at any moment as and when necessary or when called upon to do so. However, their workoad, generallly speaking, is not great when compared with that of others, especially when very late at night.

Judging from the above and as the result of the surveys of the actual conditions of the special post offices, it was found that the total time required for rest, sleep and meals can reasonably be considered as approximately eight hours on an average for each 24 hours, although the actual circumstances thereof would not be the same for all offices. It is therefore decided that the non-work hours shall be eight hours, and, with the application of Paragraph 2 of Article 19 of the New Pay, the work hours of such employees shall be 48 hours per week.

(2) As it is impossible to designate the 8 hours required for rest, sleep, meals, etc. as non-work periods for the reasons stated in (1), we consider that it is adequate to consider that they are equally included among 24 hours and treat the one-third of each hour as a non-work period and the remaining two-thirds as work hours, which will be the object of compensation. Consequently, as to the reduction of compensation as prescribed in Article 20 of the New Pay Law, over time allowance as prescribed in Article 21 of the same law and night allowance as prescribed in Article 23 of the same law, two-thirds of one hour which represents one work hour shall be the object of compensation.

(3) For the reasons stated in (2) night allowance shall be said for the whole hours between 10 p.m. and 5 a.m. on the following day at the rate as provided in (2).

(4) There are many cases where the chiefs of employing agency have not clearly fixed non-work days for the employees of special post offices, with the result that they have caused complaints an grievances on the part of the employees. It is, there fore, necessary that the chiefs of employing agency should clearly fix such days.

COPY

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Division
APO 500

7 September 1950

SUBJECT: Special Postmasters Association

MEMORANDUM FOR: Record

1. A visit was made to the Ministry of Postal Services 2 September 1950, for the purpose of ascertaining whether or not the Special Postmasters Association's Liaison Council had been removed from the Ministry Building, in accordance with the instructions issued relative to the dissolution of the Special Postmasters Association and its agencies.

2. This Council, the headquarters of the Association had been occupying space rent free in the Ministry Building. The Council was composed of seven persons, four of which were on the MOPS payroll and the remaining three paid from Association funds.

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3. It was learned that the Council had ceased operation 31 August 1950. All equipment belonging to the Association was removed from the building and the space used by the Association was turned over to the Postal Bureau for use. The four MOPS employees who had been assigned to the Association were transferred to the Postal Bureau and reassigned to various Sections in that Bureau. The head of the Council, together with the remaining two non-MOPS employees were removed from the building.

4. On 4 September 1950, a similar visit was made to the Tokyo Local Postal Services Bureau to ascertain whether or not the Special Postmasters Federation had been removed from that building. As a result of this visit, it was learned that the Federation and its employees had been completely eliminated prior to 31 August and that the building space formerly occupied by this agency is now being used by the Ministry of Telecommunications.

5. The Director of the Local Bureau stated that the 21 Special Postmasters District Associations and 200 Chapters of the Association which were under the jurisdiction of his Bureau had been completely eliminated prior to 31 August and that the personnel who had been assigned to these agencies, 259 in number, had been transferred to other offices. The attached enclosure shows the number of such employees transferred and the place of reassignment.

6. The Director stated that no particular difficulty was encountered in effecting the transfer of these employees and that comparatively few protests were received concerning the transfers. He further stated that he contemplates no trouble in handling the functions that were previously handled by the Association and its Agencies.

7. The recent visits proved beyond doubt that the Headquarters of the Special Postmasters Association and its Agencies located within the Tokyo area have been completely eliminated. It is believed that the MOPS has fulfilled its agreement in carrying out the dissolution of the Association in all areas of Japan. However, it is contemplated that additional visits will be made to other offices wherein Associations and Chapters were formerly located to actually determine this fact.

8. Further developments will be reported when necessary.

1 Incl
As stated above

C. W. LAMAR
Accounting and Financial
Specialist

NOTED:

D. D. DUGGAN
Director of Postal Affairs

R. N. KUNZ
Assistant Chief
Civil Communications Section

REASSIGNMENT OF EMPLOYEES

Prefecture	Local Bureau	Ordinary PO	Special PO	Vacancies	Retired	Detailed	Local Savings Office	Total
Tokyo	5	44	9	12	15	2		87
Kanagawa		20	1	4	5			30
Saitama		9	1	4	4			18
Chiba		21	1	4	8			34
Ibaragi		17	3	2	8		1	31
Tochigi		10	3	3	3	1		20
Gunma		18	1	3	2			24
Yamanashi		9	4	1	1			15
TOTAL	5	148	23	33	46	3	1	259

INCLOSURE No. 1

National Personnel Authority

Employment Investigation Section,
Investigation Bureau

September 7, 1950

Re Formation of Employees Organizations of
Special Postmasters

1. "Special Postmasters Association" hitherto existing.

In August 20, 1949, "Special Postmasters Associations" developed, by official notice, into official organizations from the private bodies hitherto existing, and on the occassion these private bodies have been made to continue their existence, with the Government understanding, as mutual friendship coporations.

The object of "the Postmasters Associations" was for the smooth management of business. The Postmasters in each invitation and collection unit of area for applications for postal insurance and postal savings made a group, and the officers are appointed by the chiefs of the Regional Postal Services Bureau. The main business was to allot the invitation and collection goals for applications for postal insurance and postal savings to "the Postmasters Associations", which are held all responsible for the amounts allotted.

The expenditures, such as the expenses of meeting, officials tours, encouragement and consideration money are for account of the Government, but the expenses of meetings paid by the Government are generally too small to cover the actual costs, and the Government payments for other expenses are also so small in amount.

However, the Special Postmasters are, as a rule, influential in the districts (like boss) in social and economical point of view. And so, in view of the honor of the officers of "the Postmasters Associations" and also of the fact that the expenses are paid by the Government for their independent activities of fulfilling

responsibility of inviting and collecting applications for postal insurance and postal savings, they have so far been discharging their already full up responsibility of attaining goals. [redacted]

2. Postition of Postmasters as supervisors.

When the special postmasters once were the 3rd class postmasters under contract system, they were perfect enterprisers. After the abolition of "the Postmasters Associations", the contract system has almost discontinued in effect. They are included in the category of regular service employment in the light of the National Public Service Law, and afe not granted any special advantageous qualifications. No rules now exist that stipulates the conditions under which they should lend the Government offices and equipments. There is no more requirement that they must be reputable persons in the districts. However, the majority of the present postmasters can meet such qualifications, and office and equipments are their property. They mostly have other business and are reputable locally. They have wide range of social circle having friendship with members of the Diet as well as Prefectural Assembly. The influence and the powers they have in the districts are not really to be despised. But, their positions as public employees are so low that the highest degree they can reach is grade 9, and further, as public employees, they are not allowed to have byoccupation. They are restricted by the working conditions and have lost the special advantages but in view of their lending of offices, their positions are comparatively stable. They have still a slight personnel administration authority within their offices. Owing to the great changes in various things after war, there are not a few whose

social and economic situations have been lowered to a grat extent. In large cities, the postmasters, by making use of the contract systems, in the period of inflation, seem likely have made a special interest. There is a difference in social situation among them, which makes it impossible to deal with all the postmasters throughout the country in the same manner, besides the consequent diversity in thought.

3. Circumstances under which the employees organizations have been formed.

In 1946, 17 were registered as labor unions of "the postmasters Associations", which, however, were disapproved in 1947 by the arbitration of the Central Labor Commission. After the revision of the National Public Service Law, there was to be seen some movement for the formation of the employees organizations, with the official abolition of "the postmasters associations", the movement has reappeared and 15 "Postmasters Associations" in the "Chugoku" districts have all decided to make applications for registration. They ~~are~~ were "postmasters mutual relief associations" which continued to exist as private body with the establishment of "the postmasters association system of last year or postmasters association, etc.. In the "Chugoku" districts, the association has a property of ¥ 10,000,000 as a foundational juridical person. This association must be dissolved with the abolition of "the postmasters association" and the property is to go to the national treasury. To take over this property by way of contribution requires a body of juridical person. For this body, so far as it is formed by public employees, registered employees organization is just suitable. This is one of the 2 reasons for the registration of "the Postmasters Association".

Another reason is that the hitherto existing Postmasters Associations respond to the Government's enquiries and is authorized to make recommendations in connection with their business, etc., but owing to the abolition of "the Postmasters Associations", such an opportunity to have a voice was lost. Their power has frequently dwindled and in view of the future possible reform in the system, the postmasters wish to reserve the qualification of making regular and formal negotiations with the proper authorities concerning their working conditions. This is the 2nd reason.

4. Interpretation of Article 4 of the Agreements.

In the column of the "object" covering the agreements of each applying arganizations, there is a description of "the promotion of smooth management

of business". This is for the following reason.

The subject of their negotiations concerning the working conditions is sometimes related to business. For instance, the improvement of office, equipments, etc. is for business efficiency. And, in view of the tactics of registration, they presume that if the above phrase be lacking, the Government, against an increase of genuine labor unions, would probably check its formation. Further, the obstacles that the locally reputable, advanced aged postmasters might make were put into consideration for they would not like to deal with labor-union-like negotiations. However, the postmasters in cities, young or educated, expect in future the activities as employees organizations.

5. State of affairs after registration and future problem.

The registered "Suō Western Special Postmasters Association" has not yet made any negotiations or other activities. They refrain from giving stimulus to the Government. On the other hand, they actually could not work with trifle membership fees, quite different from the period of "the Postmasters Associations" under which they had been paid expenses, though insufficient, by the government. Likewise, the conditions against future activities are the matter of persons who will exclusively engage in the business of unions and also of the negotiations with the central Government.

The "Postmasters Associations" in the "Chugoku" districts are mostly making preparations for application for registration, but there are some which feel constraint about the feelings of Government and others. However, the time is arrivingthroughout the country for the formation. As regards the reform of organization of special post~~masters~~ offices as a future problem, an unexpected development may be made both in organization and activity, since they feel uneasy.

In order to sweep away the special post-office system, offices have to be bought up, which is impossible in view of the national finance, and a reform would be half way, leaving such problem to be discussed later.

The special post-offices hitherto existing employ their relatives or

other affinities as clerks, which naturally constituted a breakwater for the labor union movement, but the registration of the "postmasters associations" will fairly promote the formation of organizations of employees. Hitherto, the "Postmasters Associations" were the parties to which negotiations were made by employees organizations and also were the end executors of the labor policy. So there is a possibility that the employees organizations of the postmasters stand right opposite to the organization of employees. But, on this point, they are very weak in spite of their positions as supervisors, and there were instances in which employees organizations worked for the relief of special postmasters.

"Zentei" employees Union objects the ill-reform of the organizations, but its regional branches have not yet expressed their opinion as to the problem.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

C.A. Feissner 26-6424

(Do not remove from attached sheets)

File No.: PPD/CAF/rh

Subject: Registration of New Special Postmasters Association with National Personnel Authority

Note No.	From: CCS To: Government Section Date: 17 August 1950
1	1. Forwarded for your consideration are the following: a. Civil Communications Section, Memorandum for Record, subject: Special Postmasters Association, dated 11 August 1950. b. Japanese registration to National Personnel Authority of Spedal Postmasters Association. c. Extract of National Public Service Law, Article 98. 2. Prior to the actual date of elimination of the Special Postmasters Association which was effective 31 July 1950, reference b. shows that a new Special Postmasters Association was organized on 11 June 1950 and its registration apparently was approved by the National Personnel Authority on 19 July. 3. Article 4 of the Association's Regulations provide that the object of this Association is, among other things, to propel the smooth operation of business of special post offices. It is the considered opinion of CCS that no association can legally be established to propel the business operations of the Japanese Government. Accordingly, it is recommended that this viewpoint, if concurred in by Government Section, be called to the attention of the National Personnel Authority. 4. In view of the extreme difficulties Civil Communications Section has had in attempting to eliminate the Special Postmasters Association from interfering with the functions of the Japanese Government and in view of devious and intricate ways and means the Special Postmasters have devised to circumvent CCS policy, it is recommended that the National Personnel Authority be advised that no registration for a Special Postmasters Association be approved unless the Articles of the organization specifically contain a statement to the effect that the Association is not authorized to and under no circumstances will assume or interfere with any functions of the Ministry of Postal Services. 3 Incls: As stated above G.I.B.

3844—FEC Printing Plant—1 49—25M

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Division
APO 500

11 August 1950

GS

SUBJECT: Special Postmasters Association

MEMORANDUM FOR: Record

1. A conference was held with Mr. I. Matsui, Chief, Personnel Division, this date, at which time he presented a copy of "Registration to National Personnel Authority of Special Postmasters Association", Inclosure No. 1. This inclosure is an application from 69 special postmasters in the Suo, Yamaguchi Prefecture to the National Personnel Authority for authority to register a new Special Postmasters Association.

2. Mr. Matsui stated that the Ministry of Postal Services had nothing whatsoever to do with this movement, and that when they heard about it they requested the National Personnel Authority to give them copies of the registration. It is the opinion of the Ministry of Postal Services that this new Association might still be illegal and asked that it be presented to Government Section for consideration. Mr. Matsui reiterated several times that the Ministry of Postal Services had nothing to do with the forming of this new association and would in no way become involved.

3. It is the claim of the special postmasters that they have the authority to register under Article 98 of the National Public Service Law, Inclosure No. 2. Article 4 of the registration, Inclosure No. 1, reads in part: "The object of this Association is to promote friendship among its members, raise its social and economical status, and propel the smooth operation of business of special post offices."

4. It is the opinion of Postal Affairs, CCS, that the portion pertaining to the smooth operation of businesses of special post offices is illegal.

5. It is recommended that a copy of this Memorandum for Record, with Inclosure Nos. 1 and 2 be referred to GS. It is believed that the legality of the Registration and articles contained therein should be reviewed by competent legal authority.

2 Incl
As stated above

D. D. DUGGAN
Director of Postal Affairs

NOTED:

R. N. KUNZ
Assistant Chief
Civil Communications Section

Incl 1

cc: GS

COPY

Registration to National Personnel
Authority of Special Postmasters Association

1. Holding the regular general meeting on June 11, 1950, 69 Special Postmasters in the western part of Suo, Yamaguchi prefecture formed a personnel organization under the name of the West Suo Special Postmasters Assocaition, and decided to send to the National Personnel Authority an application for approval of a registration of that Association. Acting upon this decision it sent at once such application direct to that Authority, in accordance with the provision of its Rule 14-2. Thus this Association was approved by the Authority on July 19, 1950 as a personnel organization provided in Article 98, paragraph 2 of the National Public Service Law.

In addition, as a purpose of this personnel organization, Article 4 of the Association Regulation provides as follows:

"Article 4. The object of this Association is to promote friendship among its members, raise its social and economical status, and propel the smooth operation of business of special post offices".

2. Besides this Association, on July 22, 1950 the Mimasaka Special Postmasters Association (85 members) and the North Bingo Special Postmasters Association (72 members), as well as on July 28, 1950 the East Suo Special Postmasters Association (82 members) also sent to the Authority a similar application, but they have not been approved as yet.

It is possible that such an application will also be sent to the Authority by all other Special Postmasters Associations throughout the country in the future.

Article 98 of the National Public Service Law is attached hereto for reference.

COPY

Incl. 7

COPY

(For reference)

THE NATIONAL PUBLIC SERVICE LAW

(Duty to Obey Laws and Orders and Orders of Superiors; and Employee Organizations)

Article 98. Personnel, in the performance of their duties, shall comply with laws and orders and faithfully observe the orders of their superiors pertaining to the performance of their official duties.

Personnel shall be permitted to form or refrain from forming or to join or refrain from joining associaitions or other organizations. Through such organizations, personnel may designate representatives of their own choice and negotiate subject to the procedures of the Authority with proper authorities for conditions of work and for other lawful purposes including social and welfare activities, provided, however, that such negotiation does not include the right of collective agreement with the Government. No employee shall be denied the freedom to express dissatisfaction or voice opinions by reason of his non-membership in an employee organization.

Personnel shall not be subjected to adverse treatment on the ground that they are the constituent members of the association or other organization referred to in the preceding paragraph, or have attempted to form or join it, or that they have performed lawful actions in such organization.

Personnel of the police services and fire services (including personnel of the National Fire Defence Board) and personnel of the Maritime Safety Board and penal institutions shall be denied the right to organize the employee organizations or to join the employee organizations as specified in paragraph 2.

Personnel shall not strike or engage in delaying acts or other acts of dispute against the public represented by the National Government as employer, or resort to delaying tactics which reduce the efficiency of governmental operations, nor shall personnel or other persons attempt, conspire to effect, instigate or incite such illegal actions.

Any employee who shall resort to strike or the other unlawful acts as prescribed in the preceding paragraph shall not, from the beginning of such act, contest against the National Government with the rights to appointment or employment acquired and possessed by him under laws and orders.

The association or other organization referred to in Paragraph 2 may be incorporated as a juridical person. The provisions of the Civil Code (Law No. 89 of 1896) and the Law on Procedure of Non-Contentious Cases (Law No. 14 of 1898) concerning juridical persons as specified in Article 34 of the Civil Code shall be applied to juridical persons referred to in this paragraph. However, "the competent government agency" in such provisions shall be taken to read "the National Personnel Authority".

COPY Jul. 3

CIVIL SERVICE DIVISION
Government Section

22 June 1950

MEMORANDUM FOR : Mr. MacDonald Salter
Chief, Compensation & Classification Branch

SUBJECT : Abolition of Special Postmasters' Association

1. On Thursday, 22 June, Mr. Okazaki, Chief, Cabinet Secretariat, and Mr. Ohno, Vice Minister, Ministry of Postal Services, requested a meeting with Mr. Frank Rizzo, Deputy Chief, Government Section, and Mr. MacCoy, Acting Chief, Civil Service Division. The meeting was held at 1015 hours in Mr. Rizzo's office and Mr. Ohno submitted the attached for our consideration.

2. The meeting developed the fact that the MOPS intends to abolish the Special Postmasters' Association as of 30 September 1950. CCS had requested that earlier consideration be given to the abolition of the Association. However, Mr. Ohno insists that a chaotic condition will result in the Postal Services if they attempt to abolish the organization before the date indicated. Mr. Ohno also pointed out that the date they wished to establish was at the end of a fiscal quarter and, therefore, would make it easier to close up their business.

3. I called Mr. Ohno's attention to Paragraph II (3) concerning the proposed system of classification of post office employees and stated that this office would like to have the opportunity of discussing this matter with Mr. Ohno since it was felt that the establishment of another classification system would result in inequities and general confusion in the government service.

4. It should be noted here that the various changes recommended will be included in a law which will be presented to the next regular session of the Diet. Therefore, it would be possible to legally establish another classification system if they so desire even in spite of Article 32 of the NPSL. Mr. Ohno assured me that they had no thought of actually establishing a different classification system from that inaugurated by the NPA under the Classification Plan but that they merely wished to be sure that in establishing classifications for the Postal Services their special needs and peculiarities of jobs would be given separate consideration from standard administrative classifications utilized throughout the government generally. He stated that it was his intention to discuss the matter with members of the Civil Service Division and the NPA at the proper time. You may,

therefore, expect a call from either Mr. Ohno or members of his staff.

W. PIERCE MacCOY
Acting Chief

WPM:ger

copy to Mr. Shirven

See "Memo for Record" on Spl. P.M. Assn. written 23 May 1950 WBn

This plan was presented to postal affairs by Mr. Ohno, Vice Minister, MOPS 15 June 50.

DDD

Outline of the Plan for Abolition of Special Postmasters' Association and Revision of Postal Organization

I. Special Postmasters' Association will be abolished.

II. To cope with the situation thus created, and to effect rationalization and efficiency of operation, the following reorganization of the entire post office system is contemplated:

(1) The distinction between the ordinary post office and the special post office will be abolished, and a new post office classification will be set up based on the scope of business and the volume of traffic handled and the amount of revenue raised, etc.

(2) The post offices on the lowest grading will, as a rule, be operated on a contract basis of very much the same character as the present postal agencies. Individuals, as well as corporations, will be eligible for contractors, and some form of bond or guarantee system will be considered.

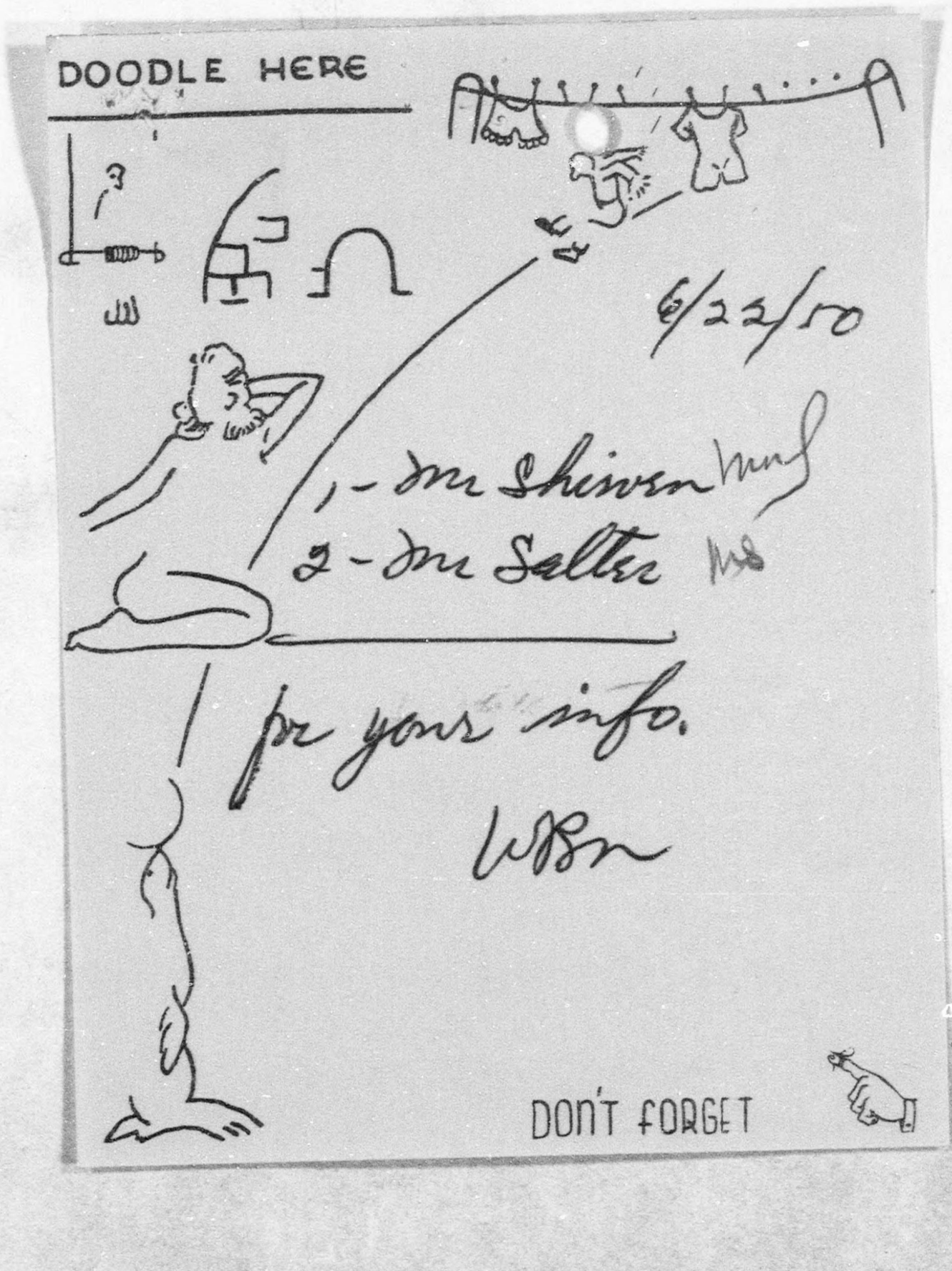
(3) The status, appointment, duties, grading, etc., of postmasters will be prescribed for each grade so as to fit its particular responsibilities, and, if necessary, a special system will be introduced for their (postmasters') government, different from the one governing ordinary civil personnel.

(4) In view of the special nature of the postal services, a system of service and pay will be evolved that would conduce to an efficient operation throughout the different grades of post offices. One of the features will be a bonus system that would be graduated according to the amount of, or the manner in which, the work is done. The pay system will also take congnizance of the life-long nature of the employees' service.

(5) In order to carry out more efficiently the operation and administration of over 14,000 minor postoffices, a kind of central post office will be designated in each unit area to act as coordinating agency over a number of minor post offices located within such area, and also to handle such common matters as finance, accounts, personnel, pay, supply, etc., under unified control.

III. The abolition of Special Postmasters' Association will be carried out simultaneously with the putting into effect of the foregoing proposed reorganization.

(June 15th, 1950)


DOODLE HERE
6/22/10
1 - Dr Shivers
2 - Dr Salter
for your info.
WBn
DON'T FORGET

CIVIL SERVICE DIVISION
Government Section

Hold for Gen Hoover

23 May 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Meeting on Subject of Special Postmasters Association

1. On Monday, 22 May, a meeting was called in a conference room of the Government Section to discuss the problem of the Special Postmasters Association. Present at the meeting were Colonel Robert N. Kunz, Asst. Chief, CCS; Mr. C. W. LaMar, Mr. D. D. Duggan and Mr. C. Albert Feissner from CCS; Mr. Rizzo, Mr. Matsukada and Mr. MacCoy from Government Section; and Mr. Okasaki, new Chief, Cabinet Secretariat (recent replacement for Mr. Masuda - Mr. Masuda now appointed as Minister of Construction Ministry).

2. It was recognized that Mr. Okasaki had not been in office a sufficient length of time to be fully acquainted with the problem of the Special Postmasters Association. However, it was deemed advisable to hold the meeting immediately due to its paramount importance, acquaint Mr. Okasaki with the background and facts, and request his cooperation, working through the Cabinet, to secure the immediate dissolution of the Association.

3. It was pointed out to Mr. Okasaki that the Special Postmasters Association was illegal both from the standpoint of the Organization Law and the National Public Service Law, and therefore had no legal justification for its existence. In effect, the Ministry of Postal Affairs has entirely abdicated its administrative responsibility to the Special Postmasters Association. A Ministerial Order has been issued by the Ministry of Postal Affairs authorizing the Association to conduct the administrative affairs of the Ministry. There was no legal basis for the issuance of this Ministerial Order and therefore it should be immediately withdrawn.

4. The history of the Special Postmasters Association in Japan dates back to the commencement of the postal system. When the government wished to establish a postal system, it did not have sufficient money to inaugurate the system, construct or purchase the buildings and pay the operating expenses. Therefore, the wealthy feudal lord in each small community was requested to assist the government by constructing a building which would become the local post office in that community. For this expenditure of funds, he would be designated as the postmaster and given certain special perquisites. Also, the granting of the postmastership to this feudal lord was actually a grant in perpetuity, in that the postmastership would stay in his family and be passed on from father to son. The result was that the Special Postmasters, who number approximately 1432, (against 600 regular postmasters in large cities) ranked second in their communities directly behind the head man of the village.

5. Eventually these men formed themselves into an Association and thus through their organization gained sufficient strength to dictate the operation of the post offices to the government. Recently, they have

gone one step farther and organized a Special Postmasters Corporation. This Corporation established itself to contract for all equipment and furnishings necessary to operate post offices and forced the government to buy through the Corporation at its own prices, thus producing an additional profit for the Special Postmasters.

6. There are actually two Special Postmasters Associations. The old original one was organized on a national basis and controlled by an office from Tokyo; the new Association was supposed to have been formed after the Japanese Government was ordered to dissolve the original Special Postmasters Association and was organized on a prefectural basis. There are now supposed to be 46 separate Associations. In actual fact, however, the old original national organization was never broken up and still operates from a central office, while the prefectural Associations are merely front organizations and are relatively impotent as far as initiating or directing is concerned. These prefectural offices have really become regional offices for the old national organization.

7. Mr. Okasaki was well aware of the history of the Association and in fact volunteered a great deal of the above information. Mr. Okasaki expressed the belief that the Vice-Minister of the Ministry of Postal Affairs is actually the front man for the Special Postmasters Association and while he professes a desire to assist CCS in its elimination is really doing everything in his power to circumvent CCS and to maintain the Association in power and in control.

8. Mr. Okasaki agreed that he would take this matter up with the Prime Minister and that it would be presented to the Cabinet for discussion. He will report back later with the results.

W. Pierce MacCoy

W. PIERCE MACCOY
Deputy Chief

ROUGH DRAFT FOR INCLUSION IN GS's REPLY TO CCS - 13 March 1950

1. The attached study indicates that the Special Postmasters' Association is a non-governmental organization. The actions taken by the Ministry of Postal Services in delegating to the Association functions of MOPS are inconsistent with law.

2. Since the nature of the Association is non-governmental, the continued payment by MOPS of the salaries and wages of those assigned to the Association constitutes a violation of the National Public Service Law and the New Pay Law. Those responsible for authorizing such pay are subject to the penal provisions of these Laws. The Special Postmasters are a part of the regular service and, since the Association conducts extensive business for profit directly connected with the operation of the Special Post Offices, this constitutes a violation of Paragraph 4 or Article 103 of the National Public Service Law with the attendant penal provisions.

3. Corrective actions recommended in Tab H, Item 1, f: Special Postmasters are already a part of the "regular service" and are subject to the provision of the National Public Service Law and the New Pay Law. Interpretations concerning their pay have already been made by the National Personnel Authority, fully recognizing the fact they are a part of the regular service.

4. Corrective actions recommended in Tab H, Item 1, c, (2): recommendation is not consistent with the National Public Service Law. Minimum standards of eligibility based on duties and responsibilities of the various types of Special Postmaster positions should be established by the National Personnel Authority. This agency is specifically charged with this type of function by law. The National Personnel Authority can carry out this function on its own initiative or upon request of MOPS. Upon the completion and acceptance of these standards of eligibility, vacant positions or positions vacated in the future should be filled by a system of competitive selection.

Draft

From: GS To: CCS MacDonald Salter-26-8928
10 March 1950

2. 1. It is evident from this study that the Special Postmasters Association constitutes a non-governmental organization. The actions taken by MOPS in delegating to the Association functions of MOPS are inconsistent with law. This has resulted in the Association substituting its decisions and determinations for those of the management of MOPS.

2. With respect to personnel of the Association, the study indicates that 1,432 are actually paid by MOPS and assigned full time to the Association, while only 80 are paid directly from Association funds. Since the nature of the Association is non-governmental, the continued payment by MOPS of the salary and wages of those assigned to the Association constitutes a violation of the National Public Service Law and the New Pay Law. Those responsible for authorizing such pay are subject to penal provisions of these laws. Furthermore, the study shows that the Special Postmasters, who are part of the regular service contribute annually to the Association. Since the Association conducts extensive business for profit directly connected with the operation of the Special Post Offices, this appears to constitute a violation of paragraph 4 of Article 103 of the National Public Service Law with the attendant penal provisions.

3. This ~~Division~~ Section in reviewing the corrective actions recommended in Tab H, confines its comments in accordance with paragraph 3 of the Check Sheet to Item 1c-2 and Item 1f.

(1) Item 1f recommends the inclusion of Special Postmasters under the National ~~Personnel~~ Public Service Law. Apparently there is some misunderstanding since the Special Postmasters are already part of the "regular service" and are subject to the provisions of the New Pay Law. Interpretations concerning their pay have already been made by NPA fully recognizing the fact they are part of the regular service.

of the NPSL and

(2) Item 1c-2 recommends the establishment, by rules of MOPS, of standards of eligibility for postmasters of Special Post Offices based on age and educational qualifications. This is not consistent with the National Public Service Law. Minimum standards of eligibility based on duties and responsibilities of the various types of Special Postmaster positions should be established by the NPA. This agency is specifically charged with this type of function by Law. NPA can carry out this function on its own initiative or upon request of MOPS. Upon the completion and acceptance of these standards of eligibility, vacant positions or positions vacated in the future could be filled by a system of competitive selection.

Pierce I have discussed 3(2) with Joe. He agrees. However, he would like more info on Special Post Masters. He cannot get this for several days. MS

Outline of the Plan for Abolition of Special Postmasters' Association and Revision of Postal Organization

I. Special Postmasters' Association will be abolished.

II. To cope with the situation thus created, and to effect rationalization and efficiency of operation, the following reorganization of the entire post office system is contemplated:

(1) The distinction between the ordinary post office and the special post office will be abolished, and a new post office classification will be set up based on the scope of business and the volume of traffic handled and the amount of revenue raised, etc.

(2) The post offices on the lowest grading will, as a rule, be operated on a contract basis of very much the same character as the present postal agencies. Individuals, as well as corporations, will be eligible for contractors, and some form of bond or guarantee system will be considered.

(3) The status, appointment, duties, grading, etc., of postmasters will be prescribed for each grade so as to fit its particular responsibilities, and, if necessary, a special system will be introduced for their (postmasters') government, different from the one governing ordinary civil personnel.

(4) In view of the special nature of the postal services, a system of service and pay will be evolved that would conduce to an efficient operation throughout the different grades of post offices. One of the features will be a bonus system that would be graduated according to the amount of, or the manner in which, the work is done. The pay system will also take congnizance of the life-long nature of the employees' service.

(5) In order to carry out more efficiently the operation and administration of over 14,000 minor post offices, a kind of central post office will be designated in each unit area to act as coordinating agency over a number of minor post offices located within such area, and also to handle such common matters as finance, accounts, personnel, pay, supply, etc., under unified control.

III. The abolition of Special Postmasters' Association will be carried out simultaneously with the putting into effect of the foregoing proposed reorganization.

6/28/50

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Affairs Division
APO 500

13 June 1950

SUBJECT: Special Postmasters Association

MEMORANDUM FOR: Record

1. Mr. Ohno, Vice Minister of the Ministry of Postal Services, in a conference, this date, stated that he had presented the following plan to Mr. Ozawa, Minister, MOPS:

a. That a law be drafted for the next session of the Diet in October, reclassifying all post offices into four classifications (first, second, third and fourth) and contract, instead of the present ordinary and special post offices.

b. Further, that the dissolution of the Special Postmasters Association should come about simultaneously with this proposed bill.

2. The above plan which was approved by the Minister is to be presented to Mr. Okazaki, Cabinet Secretary, who, in turn, would contact Government Section. The plan was discussed informally with Mr. Matsukata of Government Section, at which time CCS views were reiterated--namely, that the Association should be dissolved immediately.

3. The proposed Classification Bill has considerable merit, and CCS will offer the Ministry all the assistance necessary. It is believed that so long as the Special Postmasters Association continues to exist, such a bill as the Ministry proposes cannot be promulgated.

D. D. DUGGAN
Director of Postal Affairs

NOTED:

R. N. KUNZ
Assistant Chief
Civil Communications Section

cc: GS

GS ATTN: MR. MATSUKATA

2 June 1950

Mr. Rizzo:

Colonel Kunz was in to see you and asked me to convey to you the following message:

> "When the Memorandum for Record written by MacCoy , 23 May 1950, subject: Meeting on Subject of Special Postmasters Association, was received my assistants looked it over and thought that you might want their suggestions as set forth in the attached informal note. May I pass this on to you for what it is worth and add many thanks to you and Mr. MacCoy.
>
> Colonel Kunz."

E.M.S.

file Special Cood Masters matériel

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

31 May 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Conference Re Special Postmasters Association

1. Reference CCS memo for record, subj: Conference Re Special Postmasters Association, dated 7 April 1950.

2. A conference was held at 1500 hours, 22 May 1950 in Government Section. Present were: Asst. Chief, CCS, Col. Kunz, Messrs. Duggan, LaMar, and Feissner of CCS, Deputy Chief, GS, Mr. Rizzo, Civil Service Division, GS, Mr. MacCoy and Mr. Matsukata.

3. Reference is made to para. 7 of above reference memorandum. The conference was called by GS with Mr. Okazaki, Chief Cabinet Secretary. Also present were representatives of CCS. Mr. Rizzo presented GS and CCS views regarding the Special Postmasters Association.

a. Special Postmasters Association should be eliminated in the interests of good government.

b. Special Postmasters Association is composed of civil service employees and should comply with present civil service law and regulations.

c. Special Postmasters Association is exercising governamental powers which by law are specified in the Postal Ministry Establishment Law as direct functions of the Postal Ministry.

4. Mr. Okazaki, Chief Cabinet Secretary, stated that he had very little knowledge of the Special Postmasters Association, but from what he has ascertained from the Vice Minister of Postal Services, Mr. Ono, the basic problem was the lack of funds in the Postal Ministry budget to establish post offices presently owned and operated by the Special Postmasters Association. Mr. LaMar informed the Cabinet Secretary that all post offices in the category of special post offices were being leased at the present time by the Postal Ministry, thus, eliminating the necessity of the Ministry to concern itself over this problem.

5. Mr. Duggan, Mr. LaMar, and Mr. Feissner discussed with the Chief Cabinet Secretary various phases concerning the Association, covering the technical aspects discussed to date with the Ministry and impressions gained on the behind the scene politics in regard to the dissolution. In their opinion the present Vice Minister of Postal Affairs was in a position where he understood the problem but unable to carry out the dissolution for reasons

assumed to be political. Mr. Rizzo told the Cabinet Secretary that the Headquarters had felt the necessity of presenting the problem to the Cabinet level in order that a satisfactory conclusion could be reached.

6. In conclusion, Mr. Okazaki requested approximately two to three weeks as the Minister concerned was not in Tokyo and would not return until the conclusion of the election. He assured cooperation and submission of a solution at the earliest possible date. Mr. Rizzo assured the Cabinet Secretary that CCS would be ready at any time to consult with them on any technical aspect and GS would coordinate the question on governmental organization and civil service.

M. MATSUKATA

CIVIL SERVICE DIVISION
Government Section

23 May 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Meeting on Subject of Special Postmasters Association

1. On Monday, 22 May, a meeting was called in a conference room of the Government Section to discuss the problem of the Special Postmasters Association. Present at the meeting were Colonel Robert N. Kunz, Asst. Chief, CCS; Mr. C. W. LaMar, Mr. D. D. Duggan and Mr. C. Albert Feissner from CCS; Mr. Rizzo, Mr. Matsukada and Mr. MacCoy from Government Section; and Mr. Okasaki, new Chief, Cabinet Secretariat (recent replacement for Mr. Masuda - Mr. Masuda now appointed as Minister of Construction Ministry).

2. It was recognized that Mr. Okasaki had not been in office a sufficient length of time to be fully acquainted with the problem of the Special Postmasters Association. However, it was deemed advisable to hold the meeting immediately due to its paramount importance, acquaint Mr. Okasaki with the background and facts, and request his cooperation, working through the Cabinet, to secure the immediate dissolution of the Association.

3. It was pointed out to Mr. Okasaki that the Special Postmasters Association was illegal both from the standpoint of the Organization Law and the National Public Service Law, and therefore had no legal justification for its existence. In effect, the Ministry of Postal Affairs has entirely abdicated its administrative responsibility to the Special Postmasters Association. A Ministerial Order has been issued by the Ministry of Postal Affairs authorizing the Association to conduct the administrative affairs of the Ministry. There was no legal basis for the issuance of this Ministerial Order and therefore it should be immediately withdrawn.

4. The history of the Special Postmasters Association in Japan dates back to the commencement of the postal system. When the government wished to establish a postal system, it did not have sufficient money to inaugurate the system, construct or purchase the buildings and pay the operating expenses. Therefore, the wealthy feudal lord in each small community was requested to assist the government by constructing a building which would become the local post office in that community. For this expenditure of funds, he would be designated as the postmaster and given certain special perquisites. Also, the granting of the postmastership to this feudal lord was actually a grant in perpetuity, in that the postmastership would stay in his family and be passed on from father to son. The result was that the Special Postmasters, who number approximately 1432, (against 600 regular postmasters in large cities) ranked second in their communities directly behind the head man of the village.

5. Eventually these men formed themselves into an Association and thus through their organization gained sufficient strength to dictate the operation of the post offices to the government. Recently, they have

[redacted] -9-

gone one step farther and organized a Special Postmasters Corporation. This Corporation established itself to contract for all equipment and furnishings necessary to operate post offices and forced the government to buy through the Corporation at its own prices, thus producing an additional profit for the Special Postmasters.

6. There are actually two Special Postmasters Associations. The old original one was organized on a national basis and controlled by an office from Tokyo; the new Association was supposed to have been formed after the Japanese Government was ordered to dissolve the original Special Postmasters Association and was organized on a prefectural basis. There are now supposed to be 46 separate Associations. In actual fact, however, the old original national organization was never broken up and still operates from a central office, while the prefectural Associations are merely front organizations and are relatively impotent as far as initiating or directing is concerned. These prefectural offices have really become regional offices for the old national organization.

7. Mr. Okasaki was well aware of the history of the Association and in fact volunteered a great deal of the above information. Mr. Okasaki expressed the belief that the Vice-Minister of the Ministry of Postal Affairs is actually the front man for the Special Postmasters Association and while he professes a desire to assist CCS in its elimination is really doing everything in his power to circumvent CCS and to maintain the Association in power and in control.

8. Mr. Okasaki agreed that he would take this matter up with the Prime Minister and that it would be presented to the Cabinet for discussion. He will report back later with the results.

W. PIERCE MACCOY
Deputy Chief

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Plans and Programs Division

7 April 1950

SUBJECT: Conference Re Special Postmasters Association

MEMORANDUM FOR: Record

1. Reference check sheet CCS to GS, subject: Special Postmasters Association, dated 2 March 1950.

2. Conference was held at 1400 hours, 6 April 1950, in the office of Colonel Kunz, Assistant Chief, Civil Communications Section, on the above subject. Present were:

Government Section

Mr. Frank Rizzo, Deputy Chief
Mr. W. Pierce MacCoy, Acting Chief, Civil Service Division
Mr. M. Matsukata, Public Administration Division

Civil Communications Section

Colonel Kunz
Mr. Duggan
Mr. LaMar
Mr. Feissner

3. Mr. Rizzo stated that prior to the receipt of reference check sheet there had been discussion on the above subject between Generals Whitney and Beck. The reaction of the Government Section was quite strong since this Special Postmasters situation still exists at this late stage of the occupation. The Government Section believes a SCAPIN at this time would be a confession of failure on the part of this headquarters. Nevertheless, General Whitney is willing to support a directive if one is absolutely necessary. The Government Section has direct interest in the matter (1) since the problem impinges on the delegation of government authority by the Ministry of Postal Services to private organisations and (2) because of the civil service implications and ramifications.

GOVERNMENT SECTION FILE

4. Mr. Duggan then reviewed the history of Civil Communications Section's efforts to correct the situation and emphasized that it was CCS policy to attempt to eliminate the evils step by step and that CCS believed in good faith that this was in conformity with SCAP policy to advise and encourage the Japanese Government officials to accomplish reform rather than to have SCAP issue sweeping directives. He referred to the specific corrective actions taken thus far which are enumerated in Inclosure #3 to the reference check sheet. In addition, he mentioned specific corrective actions already taken which were not included in Inclosure #3.

5. After considerable discussion it was agreed that the following three overall general problems should first be attacked:

a. The Special Postmasters Corporation (which performs supply functions for the Special Postmaster Association) is illegal and must go out the window. (In connection therewith the MOPS has issued specific instructions to dissolve the corporation.)

b. The Special Postmasters Association is exercising governmental powers.

c. The validity of the instrument by which the Special Postmasters Association was created was questioned and found to be wanting.

6. Specific remedial action should be:

a. Elimination of the Special Postmasters Corporation. (If the dissolution is an accomplished fact, then strict surveillance be maintained.)

b. Withdrawal of the ministerial order which created the Association.

c. Return to the government, both in law and in fact, the exercise of all governmental functions and powers.

d. Bring all postmasters into that kind of relationship with management which is determined proper under the National Personnel Authority.

7. The following modus operandi was agreed upon:

a. The Government Section will take the initial action by conferring with the top stratum of the Japanese Government, namely, the Japanese Cabinet Secretary. CCS representatives should be present at this conference to lend technical advice and assistance if required.

The Government Section will acquaint the Japanese Government, through the Japanese Cabinet Secretary, with the existing situation and will insist upon knowing the intent of the government with respect to the taking of corrective action and will ask for a statement of policy with time limitations for both the inauguration of the policy and complete execution of it.

b. Subsequent to this conference CCS will confer with the Ministry of Postal Services officials with respect to taking corrective action within definite time limits.

c. The Civil Service Division, Government Section, subsequent to the initial conference will confer with the National Personnel Authority.

8. Considerable discussion revealed that the association and corporation have many ramifications in their relationship with the Ministry of Postal Services and the National Personnel Authority, especially in the actual operation of post offices, the classification of post offices, the purchase and distribution of supplies, political power, etc. In fact, the Association is quite nebulous and it is difficult to pin down its multiple points. Although the Ministry of Postal Services establishment law does not authorize the creation of the association or corporation nor its exercise of governmental functions, it is believed it might be a positive safeguard to amend the establishment law to contain specific prohibitions.

9. Col. Kunz questioned the possibility of failure in accomplishing much reform unless the Japanese Government receives positive SCAP recommendations in writing. Mr. LaMar expressed great doubt about the accomplishment of any lasting reform without the issuance of a directive, or unless ~~very~~ positive action is taken in dealing with the Japanese Government in connection with Item 7a. Mr. Feissner questioned if lasting reform could be accomplished even with the issuance of a directive and without arousing a certain amount of public interest in the necessity for good government and without bringing the matter out into the open for use by opposition parties, newspaper editorials, etc. He questioned whether paper plans submitted by government officials promising the best reforms could be given much sincere consideration when, even though CCS has accomplished the reforms listed in Inclosure #3 to the reference check sheet, there was nevertheless reorganization of the corporation as an adjunct to the association in the late summer or early fall of 1949. In other words, he expressed not too much confidence in the good faith of officials who submit plans for correcting the situation when those officials are actually the leaders of the association and hope to further their political ambitions through the association. Mr. LaMar also mentioned that the hands of the officials were partially tied by the political power of the association and by the political aspiration of some officials. Mr. Duggan concurred in this statement.

10. The discussion then turned into the various specific illegal actions now taking place which can be quickly corrected one way or another. The conference adjourned with the understanding that the modus operandi as stated in paragraph 7 would be followed until such time as the Japanese Government indicated to the Government Section that it was powerless to take complete and full corrective action. When this stage is reached in the negotiations consideration will be given to a SCAPIN or some other similar effective device.

C. ALBERT FEISSNER
Special Projects Officer
Plans & Programs Division

NOTED:

HARDING PALMER
Acting Director, PPD

R. N. KUHZ
Colonel, Signal Corps
Assistant Chief, GCS

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

C.A.Feissner

(Do not remove from attached sheets)

File No.: PPD/CAF/mk Subject: MOTC Plans Re Special Postmasters' Situation

Note No.	From: CCS	To: Government Section	Date: 4 April 1950
1.	1. Forwarded for your information is a memorandum for record, subject: Dissolution of the Special Postmasters' Corporation and Overall Improvement of the Ministry of Postal Services Supply System, dated 31 March 1950. 2. It is noted that the recommendations of the Chief of the Supply Division of the Minister's Secretariat are still in the planning stage and as of this date have not been transferred to positive action. 1 Incl As Indicated for G.I.B.		

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Affairs Division
APO 500

31 March 1950

SUBJECT: Dissolution of the Special Postmasters' Corporation and Overall Improvement of the Ministry of Postal Services Supply System

MEMORANDUM FOR: Record

1. Reference: Memorandum from Postal Division to Assistant Chief of Section, Subject: "The Special Post Office System - Special Postmasters' Association and Corporation," dated 3 February 1950; and, to Supplemental Memorandum concerning the above subject, dated 20 February 1950.

2. Since the submission of the above memorandums, continued efforts have been made to induce officials of the Ministry of Postal Services to centralize the procurement of supplies in the Supply Division of the Ministry and to discontinue the present system of permitting Special Postmasters to purchase supplies from the Special Postmasters' Corporation.

3. In the past the Life Insurance and Postal Savings Bureaus have been very reluctant to relinquish their independent authority to purchase and distribute their own specialized supplies. The Postal Bureau likewise objected to changing the present system of permitting Special Postmasters to purchase their own supplies through the Special Postmasters' Corporation.

4. As a result of continued conferences and discussions concerning the matter, the Postal Savings and Life Insurance Bureaus withdrew their opposition and agreed to transfer all purchasing and distribution functions to the Supply Division effective 1 April 1950.

5. On 29 March 1950, Mr. Y. Ono, Chief, Supply Division of the Minister's Secretariat, visited the writer and advised that a conference was held in the MOPS 28 March 1950, attended by the Vice Minister and all Bureau Chiefs, for the purpose of deciding whether or not Special Postmasters should be permitted to continue to purchase their own supplies from the Special Postmasters' Corporation.

6. He stated that as a result of this conference, it was decided that the following plan would be adopted:

a. Allowances granted Special Postmasters for the purchase of supplies from the Special Postmasters' Corporation would be discontinued.

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b. The Special Postmasters' Association will be advised that they will no longer be permitted to operate the Special Postmasters' Corporation in the ten Local Postal Services Bureaus.

c. Supplies that are now on hand in the Corporations will be purchased by the Supply Division, providing the Corporations will sell them at a reasonable cost.

d. Special Postmasters will requisition supplies from the Supply Division or its branches located in the ten Local Postal Services Bureaus, depending on the type of supplies desired.

e. In some cases, upon the receipt of a requisition, if the Supply Division feels that it would be more economical for the individual postmaster to purchase certain miscellaneous items such as employees' seals, ink, etc., locally, specific authorization will be granted, allowing the postmaster to do so with current funds of the office.

7. Mr. Ono stated that the plan would be placed in operation as soon as the Postal Bureau prepares and issues necessary instructions to Special Postmasters and all parties concerned. He further stated that as yet the Special Postmasters' Association has not been advised of the proposed plan and would not be consulted until the actual instructions are issued. It was thought that this procedure would eliminate any "counter measures" on the part of the Association.

8. This plan when placed in operation will completely eliminate the Special Postmasters' Corporation and will be a big step forward towards rationalizing the MOPS Supply System, as well as removing one of the major undemocratic practices from the Special Postmasters' System. The implementation of the plan will be closely observed and progress will be reported in subsequent memorandums. Continued efforts will be made to eliminate the official functions now performed by the Special Postmasters' Association for the MOPS.

/s/ C. W. LaMAR
C. W. LAMAR
Finance & Accounting
Specialist

NOTED:

D. D. Duggan
Director of Postal Affairs

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R. N. KUNZ
Assistant Chief
Civil Communications Section

27 March 1950

MEMORANDUM FOR: Deputy Chief

1. The legal authority for the Special Postmasters Association was abolished with the promulgation of the Ministry of Postal Services Establishment Law (Law No. 244, 48 Dec). This law has no reference to special postmasters. The special postoffices were designated by ministerial ordinance. To date, there are approximately 13,500. Each special postoffice was designated a special postmaster by the Special Postmasters Association. These special postmasters were paid on a commission basis. In January 1949, all special postmasters were placed under regular civil service, but were not subject to the qualification examinations for regular civil service employees.

2. The Special Postmasters Association's legal existence was abolished with the promulgation of Ministry of Postal Services Establishment Law. This was re-created by the Ministry of Postal Services Instruction No. 27 (equivalent to a ministerial order), "Regulation concerning Special Postmasters Association, etc. (Aug. 49)". The authority for issuance of such a regulation is reportedly found in Article 27, 28, Chapter 5, Ministry of Postal Services Establishment Law.

> "Article 27. The Minister of Postal Services may, by providing in the Instruction for the Performance of Duties, delegate powers prescribed in this Law concerning matters of detail to Bureaus, Divisions, local organizations and subsidiary organizations."

> "Article 28. Detail of the organization of the Ministry shall, excepting those provided in this Law, be prescribed by the Minister of Postal Services."

Local organizations as stated in Article 27 are defined in Article 12, paragraph 1.

> "Article 12. The Ministry of Postal Services shall, in accordance with the provision of Article 21 of National Government Organization Law, have following local organizations:
>
> Local Postal Inspection Bureau
> Local Postal Services Bureau
> Local Savings Branch Office
> Local Post Office Life Insurance
> Branch Office Post Office"

Subsidiary organizations are defined in Article 14.

"Article 14. Besides those mentioned in Article 19, subsidiary organizations to be established in the Ministry are as follows:

Museum
Hospitals, Clinics and Sanitariums
Personnel Training Schools"

As the special postoffices do not fall in either of the above Articles, the Ministry has no legal authority for promulgating such an Instruction (Tab A).

Reference is also made to authority in Article 21 to the National Government Organization Law.

"Article 21. In regard to an administrative organ of government enterprises, the same may be otherwise provided for specifically by law, regardless of the provisions of Article 7 of the preceding Article."

This Article does not supersede the Ministry of Postal Services Establishment Law, which specifically outlines the functions of the Ministry. It is also inconsistent with Articles 4, 5 and 10 of the National Government Organization Law.

"Article 4. The scope of authority and responsibility of administrative organs referred to in the preceding Article and specific functions for which they are responsible shall be provided for by separate law. (Heads of Administrative Organs)."

"Article 5. The head of the Prime Minister's Office, the Attorney General's Office, and each Ministry shall be, respectively, the Prime Minister, the Attorney General and a Minister of each Ministry (to be hereinafter referred to as "each Minister"), who, as a competent Minister referred to in the Cabinet Law, shall have charge and control of their respective administrative affairs."

"Article 10. Each Minister, a Chairman of each Commission, or Director of each Agency, shall preside over the affairs of his organ and control and supervise its personnel in regard to the performance of their duties."

CONCLUSION:

1. Since special postmasters have been placed under regular civil service, all postoffices and postmasters should be designated uniformly in accordance with the National Public Service Law and the Ministry of Postal Services Regulation Law.

2. The Ministry of Postal Services should be instructed to withdraw Instruction No. 27, "Regulations concerning Special Postmasters Association, etc.", due to lack of authority for issuance of such regulations.

3. All postmasters should be made to qualify for regular civil service for equivalent standards. The request for such uniformity should be made by the Ministry of Postal Affairs to the National Public Service Authority.

4. A detailed study should be made to determine the availability of supplies including office space in the special postoffices. On completion of such a survey, the Ministry of Postal Services should make available the necessary funds and equipment to meet all possible threat of resignations made by the Special Postmasters Association.

5. Presently, available information indicates that no clearance (purge) has been given to the 3,500 (first and second class) special postmasters on their inclusion on the regular civil service (Jan. 49).

6. The total abolition of the Special Postmasters Association is necessary to terminate the activities of this Special Postmasters Association belonging to the Ministry of Postal Services by law.

RECOMMENDATION:

A conference be held with CCS to discuss the above in order to determine actions to be taken by GS and CCS.

MAKOTO MATSUKATA

C O P Y

Instruction No. 27

Regulations concerning Special Postmasters' Association, etc.

Article 1. The Special Postmasters' Association (hereafter called "Postmasters' Association") and the Federation of Special Postmasters' Associations (hereafter called "Federation") are intended to smoothly operate the services at the Special Designated Post Office (including the services entrusted to the Ministry of Postal Services by the Ministry of Telecommunications and this shall be applicable to the cases hereafter) under the direction of the Director of Local Postal Services Bureau.

Article 2. The Postmasters' Association shall be organized by the Special Designated Postmasters having their office in each district such as Tokyo Metropolis, Hokkaido, prefectures or appropriate areas. The district referred to in the preceding paragraph shall be designated by the Director of Local Postal Services Bureau. The Postmasters' Association is entitled to have a sectional assembly as its sub-organism.

Article 3. The Federation shall be organized by the Postmasters' Associations under the jurisdiction of each Local Postal Services Bureau.

Article 4. Either the Postmasters' Association or the Federation shall have the following officers:

President:	One person
Vice-presidents:	Not more than two persons
Directors:	Not more than three persons

Article 5. The President shall control the business concerning the Association or the Federation as its representative. The Vice-president shall assist the President and shall conduct the business concerning the Association or the Federation for the President in case something is wrong with the latter.

The Director shall manage the business concerning the Association or the Federation.

Article 6. The officers of the Postmasters'Association or of the Federation shall be appointed by the Director of Local Postal Services Bureau from among the candidates, who have been chosen by the Postmasters' Association or the Federation concerned from among the Special Designated Postmasters within its district.

The term of office for officers shall be two years. Provided that the term of office for the successor who takes place of any officer in vacancy, shall be the remainder of the latter's term of office,

The Director of Local Postal Services Bureau is entitled to recall any officers, when he considers it unsuitable for them to conduct their duty or when it is necessary to recall them in his supervising point of view.

Article 7. The discussion meetings of the Postmasters' Association or of the Federation shall be called by the Director of Local Postal Services Bureau.

Either the Postmasters' Association or the Federation is entitled to request the Director of Local Postal Services Bureau to hold a discussion meeting.

Article 8. Either the Postmasters' Association or the Federation is entitled to suggest the Director of Local Postal Services Bureau in relation to the services at the Special Designated Post Office.

Article 9. The Director of Local Postal Services Bureau is entitled to submit questions to either the Postmasters' Association or the Federation in relation to the services at the Special Designated Post Office.

Either the Postmasters' Association or the Federation is bound to discuss and answer to the question referred to in the preceding paragraph.

Article 10. Either the Postmasters' Association or the Federation must submit the detailed regulations concerning its business operation, prior to their enforcement, to the Director of Local Postal Services Bureau for his approval. Same shall be applicable to the cases where they may be revised.

Article 11. The President of the Federation is entitled, with the approval of the Minister of Postal Services, to organize the National Joint Council.

Supplementary Provision:

The present Instruction shall come into force as from August 5, 1949.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

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CHECK SHEET

(Do not remove from attached sheets)

File No.: PO/ELW/mlt Subject: Special Postmasters' Associations

Note No.	From: CCS To: GS Date: 2 Mar 50
1.	1. Attached is a study, developed by the Postal Division of this section, which:

a. Outlines the organization, functions and activities of a Japanese organization known as the Special Postmasters' Association (and its subsidiary supply corporations);

b. Indicates the questionable relationships currently existing between that organization and the Japanese governmental Ministry of Postal Services;

c. Points out the undemocratic and undesirable operating and administrative practices currently existing within the framework of the Ministry of Postal Services as a result of this questionable relationship; and

d. Recommends the taking of certain additional and major corrective actions, with respect to the Special Postmasters' Association situation.

2. The study is arranged and tabbed as follows:

Tab A: Memo to Assistant Chief, CCS, dated 3 February 1950, Subject: The Special Post Office System.....

Tab B: Memo of Supplemental Information, dated 20 February 1950, to Assistant Chief, CCS.

Tab C: Chart showing relationships and functions of Special Postmasters' Organizations (Incl. 1 to Tab B).

Tab D: Chart showing currently established legal fiscal control channels affecting Special Postmasters (Incl 1 to Tab B).

Tab E: Chart showing channels of authority, if and when official Postal functions of associations and corporations are abolished (Incl. 1 to Tab B).

Tab F: Summary and discussion of major political aspects. (Incl. 2 to Tab B).

Tab G: Corrective actions taken thus far (Incl. 3 to Tab B).

Tab H: Corrective actions yet to be taken (Incl. 4 to Tab B).

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C/S fr CCS to GS, 2 Mar 50, subj: Special Postmasters' Associations.

3. Comments and recommendations with respect to the attached study are requested, with a view to determining:

a. Whether or not corrective actions recommended (Tab H) are practicable and feasible;

b. How such corrective actions might best be implemented by CCS and GS.

8 Incls - As listed above

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

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Affairs Division
APO 500

20 February 1950

SUBJECT: Supplemental Information Relative to the Special Postmasters' Association and Corporations

MEMORANDUM FOR: Assistant Chief, Civil Communications Section

1. Reference: Memorandum from Postal Division to Assistant Chief of Section, Subject: "The Special Post Office System - Special Postmasters' Association and Corporation," dated 3 February 1950.

2. In compliance with instructions, supplemental information relative to the above memorandum is attached herewith in four inclosures as follows:

Incl. 1: Organization and flow charts; viz:

Chart #1 - Describes the relationships and functions of the various Special Postmasters' organizations.

Chart #2 - Describes the currently established legal fiscal control channels through which reports and funds flow from post offices to the Ministry of Postal Services.

Chart #3 - Describes the recommended channels through which instructions, orders, etc., would flow if the Associations and Corporations were eliminated.

Incl. 2: Summary and discussion of major political aspects involved.

Incl. 3: Corrective actions taken thus far.

Incl. 4: Corrective actions yet to be taken.

3. The inclosed supplemental information, as well as that furnished in the original memorandum of 3 February 1950, is the fullest and most accurate obtainable under the circumstances; viz., limited CCS personnel for investigative work, and the confidential conditions under which the data had to be gathered.

4 Incls: (As mentioned above)

C. W. LaMar
C. W. LAMAR
Finance & Accounting
Specialist

NOTED:
E. L. Williams
E. L. WILLIAMS, Acting
Deputy Chief for Postal Affairs

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Communications Section
Postal Affairs Division
APO 500

3 February 1950

SUBJECT: The Special Post Office System -
Special Postmasters' Association & Corporation

MEMORANDUM FOR: Assistant Chief, Civil Communications Section

1. During the past three years members of Postal Affairs have continuously attempted to initiate improvements in the Special Postmasters' System, whereby feudalistic and undemocratic practices would be eliminated.

2. During this period, as the result of recommendations made by members of Postal Affairs, the Ministry of Postal Services has gradually revised laws, regulations, procedures, etc. whereby it was hoped that these practices would be eliminated. The most important of these changes are listed below:

a. The eligibility of a Special Postmaster is no longer to be determined by his financial ability to furnish quarters, equipment and capital with which to operate the office. These items are to be furnished by the Government and any person having proper qualifications is eligible for appointment.

b. Special Postmasters' Commissions are no longer to be handed from father to son automatically, regardless of whether or not the son may have the requisite qualifications.

c. Special Postmasters are paid on a salary basis and a majority of the many commissions have been eliminated.

d. Special Postmasters are not required to use personal funds to purchase stamp stock, supplies, etc. or are they permitted to commingle personal funds with postal funds.

3. Due to the drastic changes caused by the above provisions, the implementation thereof was gradual. According to information received from Ministry officials, all of the changes were in operation by 1 July 1949. However, it has been ascertained recently that little, if any, benefits have actually been derived from the provisions enumerated in items (a) and (b).

4. Legally the hereditary system incident to the granting of post-masterships has been abolished, however in most instances in actual practice

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the old system remains. In most cases the buildings in which Special Post Offices are located, are owned by the postmaster or a member of his family. The space occupied by the post office and equipment owned by the postmaster is leased on an annual basis. Contracts provide for rental at rates approved by the Price Control Board and run during the tenure of office of the postmaster owner, being renewed at the beginning of each fiscal year.

5. These contracts, although basically sound, have done very little towards eliminating the hereditary system of appointments. In most instances, when a postmaster dies, or retires from office, he or his heirs refuse to release the quarters unless a member of the family is given the postmastership. Due to the scarcity of office space, this usually results in the granting of the commission to a member of the family, regardless of whether or not the person has the proper qualifications.

6. The Minister of Postal Services is charged with the responsibility of appointing Special Postmasters, but this authority is delegated to the Directors of the ten Local Services Bureaus, with the exception of unusual cases. Applicants for such positions are not required to pass any competitive or non-competitive examination as a condition to appointment. The only requirements are that they be over 24 years of age and have sufficient educational background to enable them to properly discharge their duties. No specific requirement is used in determining the educational qualifications and the local Directors are free to use their own discretion in deciding this factor, as well as the fitness of the applicant. If the Director so desires, he may request the Inspection Bureau to investigate the character and fitness of an applicant. In such cases the report of such an investigation is given to the Director, merely as information and has no official bearing on the actual appointment. It is firmly believed that a deciding factor in the selection of a desirable person, is whether or not the applicant is sponsored or approved by the Special Postmasters' Association.

7. This Association is composed of approximately 13,500 Special Postmasters who have strenuously opposed every effort to change any part of the Special Post Office System. These postmasters, on the whole, are a group of influential persons in their respective communities or neighborhoods. There is every indication that the Association has grown in power to such an extent that the Government yields to their demands on all material points concerning any contemplated changes in the System. It is believed that they as individuals and through the Association, exercise strong influence with the Diet as well as with high officials of the MOPS. For example, in the past there have been instances where

Memo for Record dtd 3 Feb 50, subj: The Special Post Office System - Special Postmasters' Association and Corporation

Special Postmasters have protested against contemplated changes in the Special Post Office System and stated that in the event the changes were made, a large percentage of the Postmasters would resign and demand possession of their buildings. As a result of such threats, the Ministry would immediately drop such plans unless approval could be secured from the Special Postmasters' Association.

8. The Ministry of Postal Services Establishment Law which became effective 1 June 1949, has no provision authorizing such an Association to function in an official capacity. The Minister of Postal Services, however, authorized the establishment of the Association and delegated considerable power thereto. The Association was reorganized in December 1949 for the purpose of removing the undemocratic practices and private functions. This reorganization, however, had little, if any, effect on the actual functions of the Association.

9. The Association is composed of the following units:

a. All Japan Liaison Council, located in the Ministry Building.

b. Ten Federations of Special Postmasters' Association, one of which is located in each of the ten Local Postal Services Bureaus.

c. One-hundred and fifty-two Special Postmasters' Associations, one of which is located in a Special Post Office in each District of Japan.

d. One-thousand ninety-three Chapters of the Association, located in Special Post Offices scattered throughout Japan.

10. The purpose of the Association is that of supervising the functions and overall activities in Special Post Offices, including the Telecommunications entrusted services. The most important functions are as follows:

a. All orders and instructions issued by the Ministry or Local Services Bureaus are channelled through the Association.

b. All matters relating to Postal Savings and Life Insurance campaigns are supervised by the Association.

c. The number of personnel needed at Special Post Offices is determined by surveys conducted by the Association.

d. Guidance work relative to the efficiency of operations.

Memo for Record dtd 3 Feb 50, subj: The Special Post Office System - Special Postmasters' Association and Corporation

11. Briefly, in actual practice the Special Postmasters' Association controls and supervises 13,452 Special Post Offices, while the Ministry and Local Postal Services Bureaus supervise 613 Ordinary Post Offices. According to the Establishment Law all of these functions are to be handled by the Ministry and Local Bureaus. Although the instructions issued by the Minister concerning the establishment of the Association, specifies that the Association shall be supervised by the Local Bureau Directors, in actual practice the Directors have no control whatsoever over the Associations.

12. In addition to the Special Postmasters' Association, Federations and Chapters, the Association also operates an agency called the, "Special Postmasters' Corporation." The establishment of this Corporation was also authorized by the Minister of Postal Services, although there are no provisions in the Establishment Law that would authorize such.

13. The Corporation was formed by the Special Postmasters' Association for the purpose of procuring supplies jointly in large quantities. The Corporation has ten headquarters, one of which is located in each of the ten Local Postal Services Bureaus. The main function of the Corporation is to procure, store and distribute miscellaneous supplies and equipment for use in Special Post Offices. In addition to the ten Headquarters, the Corporation has many Branches and Units located in Special Post Offices throughout Japan.

14. Each Special Postmaster pays 300 yen dues per annum. The total amount of these dues is used to procure the stock of supplies which are kept in warehouses operated by the Corporations. These supplies are supposedly procured for approximately 50% less than open market price and resold to the individual postmasters at a profit of approximately 12%. This profit is supposedly used to pay the salaries of the employees of the Corporation. The Corporation was given "free mail privilege" and distributes supplies through mail channels. The office space occupied by the Corporation is furnished by the Ministry rent free. According to the instructions issued by the Minister the functions of the Corporation are supposed to be handled entirely by employees hired and paid by the Corporation. However, in actual practice a large portion of the functions are being performed by Postal employees being paid by the Ministry.

15. Special Postmasters purchase many miscellaneous supplies from this Corporation from their "lump sum allowance." These allowances are granted all Special Postmasters on a quarterly basis and as long as a postmaster does not exceed his authorized allowance no further check is made as to how such funds are spent. According to regulations, postmasters

are required to retain receipted invoices received from the corporation or vender on file in the post office, in order that an audit could be made. In actual practice, little, if any, attention is given to these receipts and it is very doubtful as to whether they are received in all cases.

16. Officials of the Ministry state that the funds involved in the "lump sum allowance" are so small that they are confident that they are being administered properly. The following tabulation shows the amount allotted Special Postmasters for the fiscal year 1949 - 1950:

		YEN
1. Miscellaneous -	Lights & Gas Water Misc. Supplies ----------	229,540,000
2. Fuel----------		213,010,000
3. Rent, maintenance of equipment ----------		220,000,000
	TOTAL	662,550,000

Postal Service	Postal Savings	Life Insurance	Common
204,757,200	111,430,000	106,541,200	93,814,600

Entrusted

145,897,000----------TOTAL 662,550,000

Amount used 1 April - 30 Sept 1949

1. Miscellaneous-----	142,466,000
2. Fuel----------	213,010,000
3. Rent, maintenance-	115,000,000
TOTAL----	470,476,000

Total amount allotted for fiscal year----------	662,550,000 yen
Amount used during first two quarters----------	470,476,000 "
Balance available for last two quarters--------	192,074,000

Memo for Record dtd 3 Feb 50, subj: The Special Post Office System - Special Postmasters' Association and Corporation

17. The figures shown above clearly prove that the supply funds are not being administered on a quarterly basis and even though the amount granted a single postmaster may be comparatively small, the overall amount granted Special Postmasters is quite a sizable sum. The entire amount is administered by Special Postmasters and a large portion thereof is used to purchase supplies from the Special Postmasters' Corporation. Audited figures for the December quarter are not available at this time. However in all probability, additional funds will be allotted Special Postmasters for the last quarter of the year.

18. During conferences with various officials of the Ministry concerning the Special Postmasters' Association and Corporation, the officials emphasized the fact that the Corporation is being operated as a private organization, that the employees thereof are being paid from private funds of the Corporation and that the Corporation is being operated at no cost to the MOPS. No reference was made to the postal employees who are assigned to the Special Postmasters' Association or to the fact that the office space used by both the Association and Corporation is being furnished by the Ministry rent free. The following tabulation shows the number of employees whose wages are paid by the Corporation and the number of postal employees who are paid by the MOPS and detailed to work full time in the Associations and units thereof:

Location	Corporation Employees paid by Corp.	Postal Employees detailed to Federation & paid by MOPS---CORP		Postal Employees detailed to Assoc. paid by MOPS---CORP		Postal Employees detailed to Chapters & paid by MOPS---CORP	
Main Hqs (Ministry) (Bldg)	6	--	--	--	--	--	--
Tokyo	7	9	--	42	--	200	--
Nagoya	5	1	--	30	--	91	--
Osaka	9	3	--	42	--	145	--
Hiroshima	10	5	--	32	--	114	--
Matsuyama	5	3	--	20	--	72	--
Kumamoto	8	2	--	40	--	165	--
Sendai	14	6	1	30	--	126	--
Sapporo	14	2	--	38	--	80	--
Nagano	3	1	--	18	--	59	--
Kanazawa	2	3	--	12	--	41	--
TOTAL	83	35	1	304	--	1,093	--

Memo for Record dtd 3 Feb 50, subj: The Special Post Office System - Special Postmasters' Association and Corporation

Total number paid by Corporation--- 84

Total number paid by MOPS---------- 1,432

19. The 1,432 postal employees assigned to the various units of the Association are included in the complements of various post offices and the ten Local Services Bureaus. These employees however, are entirely under the supervision of the Associations and perform no services other than those applicable to the Association. In most instances the Association or unit thereof occupies the same space as that occupied by the Corporation. It has been ascertained through recent surveys that the employees assigned to the Association and paid by the Ministry, often perform services applicable to the Corporation and likewise the employees of the Corporation perform services applicable to the Association. In most instances the person who is in charge of the Association or Unit is also in charge of the Corporation.

20. In final analysis, it is quite obvious that the Special Postmasters' Association is operating at an enormous expense to the MOPS. The functions of the Association are strictly administrative and according to the existing law should be handled by the Ministry of Postal Services or branches thereof. The legality of both, the Association and the Corporation, has been discussed with Mr. Feissner, Legal Specialist for CCS. Mr. Feissner stated that there were no provisions in the Ministry of Postal Services Establishment Law that would authorize the Minister to permit the Association to operate in an official capacity. In view of the fact that the Establishment Law specifies that the Supply Division of the Minister's Secretariat shall purchase and distribute all supplies for the MOPS, the establishment of the Special Postmasters' Corporation is likewise illegal. Aside from the legal aspect it is believed that the system is uneconomical and that all of the functions now being handled by the Association and Corporation could be handled more efficiently by the Ministry and Local Bureaus. Several of the officials of the Ministry have concurred with this belief unofficially but refuse to do so officially.

21. It is firmly believed that the Special Postmasters Organization and related Units are detrimental to the Postal Services and are hindering the improvement thereof. Every effort has been made to point out the faults of such an organization to officials of the Ministry to no avail. The issue has such a strong political aspect that most of the officials are very reluctant to discuss the matter. However, several of the officials have admitted that the legality of the Association and Corporation was questionable.

Memo for Record dtd 3 Feb 50, subj: The Special Post Office System - Special Postmasters' Association and Corporation

22. In view of the circumstances it is my personal conviction that little, if any, improvement will be made in the Special Post Office System, unless drastic action is taken to eliminate the Special Postmasters' Association. It is therefore recommended that the following actions be taken:

a. That a directive be issued to the Japanese Government requiring it to dissolve the present Special Postmasters' Association and Corporation, and requiring the Ministry of Postal Services not only to assume legal responsibility but to actually perform all functions now being performed by the Association and Corporation.

b. That the Civil Service Division of Government Section be requested, in writing, to encourage the inclusion of <u>all</u> postmasters within the Civil Service Law.

23. It is believed that the Special Postmasters' Association will object strenuously to such a move and it is quite possible that some will again threaten to resign. In view of the fact that these persons are Government employees, such threats should not be permitted or should have any bearing on the decision. It is obvious that the Association is growing in power day by day, and the longer drastic action is delayed, the more difficult the problem will become.

C. W. Lamar

C. W. LAMAR
Finance & Accounting
Specialist

NOTED:

E. L. Williams

E. L. WILLIAMS, Acting
Deputy Chief for Postal Affairs

COLOR LEGEND

——— Instructions and orders affecting Special Post Offices.

- - - - Interpretations of instructions or fragments or paraphrases, (by Assns. & Chapters, to Special Post Offices) received from ten Local Postal Services Bureaus, (and which originate in the Central Organization of the Ministry.)

——— Liaison and Policy matters affecting Special Post Offices

——— Channels through which supplies flow from Corporations

CODE

(1 & 2) These are physically located in same place. (viz., main MOPS Hq. Bldg. Tokyo.)

(3a-b-c) Each of the 10 Local Postal Services Bureaus houses one Federation and one Corporation.

(4a-b-c) 152 of the Special Post Offices each house a District Association and 1093 Special Post Offices each house a Chapter of a District Association.

Federations, subordinate District Associations, and subordinate Chapters of the District Associations, are all mainly for direction and control.

Corporations are for Supply purposes only.

N O T E S

1. Instructions, orders and all matters affecting operations in Special Post Offices, originating in the Central Headquarters of the Ministry of Postal Services are forwarded to the ten Local Postal Services Bureaus for dissemination. These Bureaus in turn forward approximately 35% of the instructions etc., to the 152 Special Postmasters District Associations and approximately 65% to the 1093 Chapters of the Special Postmasters' Association, for actual dissemination to the individual Special Post Offices.

2. The District Associations and Chapters disseminate certain orders and instructions in their original form to Special Post Offices within the respective jurisdiction; others are interpreted by the Associations and Chapters and fragments or paraphrases thereof are disseminated to the Special Post Offices.

(a) The 152 District Associations are located in Special Post Offices, one in each District of Japan. Space is furnished rent free and there are two postal employees or a total of 304 employees assigned to these Associations. The main functions of the Association are mainly disseminating instructions and orders to Special Post Offices and acting in a supervisory capacity in matters relating to Postal Savings and Life Insurance campaigns for new business. The District Associations also make investigations relative to personnel requirements in Special Post Offices and many other miscellaneous matters. The MOPS furnishes each Association one mimeograph machine to use incident to the dissemination of instructions.

(b) The 1093 Chapters of the Special Postmasters Association are located in Special Post Offices scattered throughout Japan. These Chapters also are furnished space rent free; one postal employee is assigned to handle the functions of each chapter or a total of 1093 Postal employees in all. The Chapters functions are similar to those of the Associations, mainly, disseminating instructions and acting in a supervisory capacity in matters relating to Postal Savings and Life Insurance campaigns.

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3. The ten Special Postmasters Federations located in the ten Local Postal Services Bureaus are also furnished space rent free. These Federations mainly act as liaison agents for the Liaison Council and supervise operating procedures in the District Associations and Chapters. Thirty five postal employees are detailed from the MOPS to handle the functions of the Federations.

(a) Each Federation is headed by a Special Postmaster who serves for a period of two years. Members of the Association nominate several candidates from among the Special Postmasters; the names of these Postmasters are presented to the Director of the Local Services Bureau, in each area, who selects the person to serve. In most instances, in actual practice, only one name is submitted.

(b) The Federations handle complaints of all kinds received from both employees of Special Post Offices and Postmasters concerning policy matters, operating procedures or working conditions, etc. In the event such matters can not be settled by the local Federation the matter is referred to the Liaison Council for further action.

4. The Ministry of Postal Services has no dealings with the Liaison Council other than advising the Council of any changes affecting policy matters in Special Post Offices. The Council likewise advises the MOPS of conditions existing in Special Post Offices, recommends changes, etc.

5. The Special Postmasters' Corporation has ten headquarters, one of which is located in each of the ten Local Postal Services Bureaus. The space occupied by the Corporations is furnished rent free and the Corporations are given "free mail privilege."

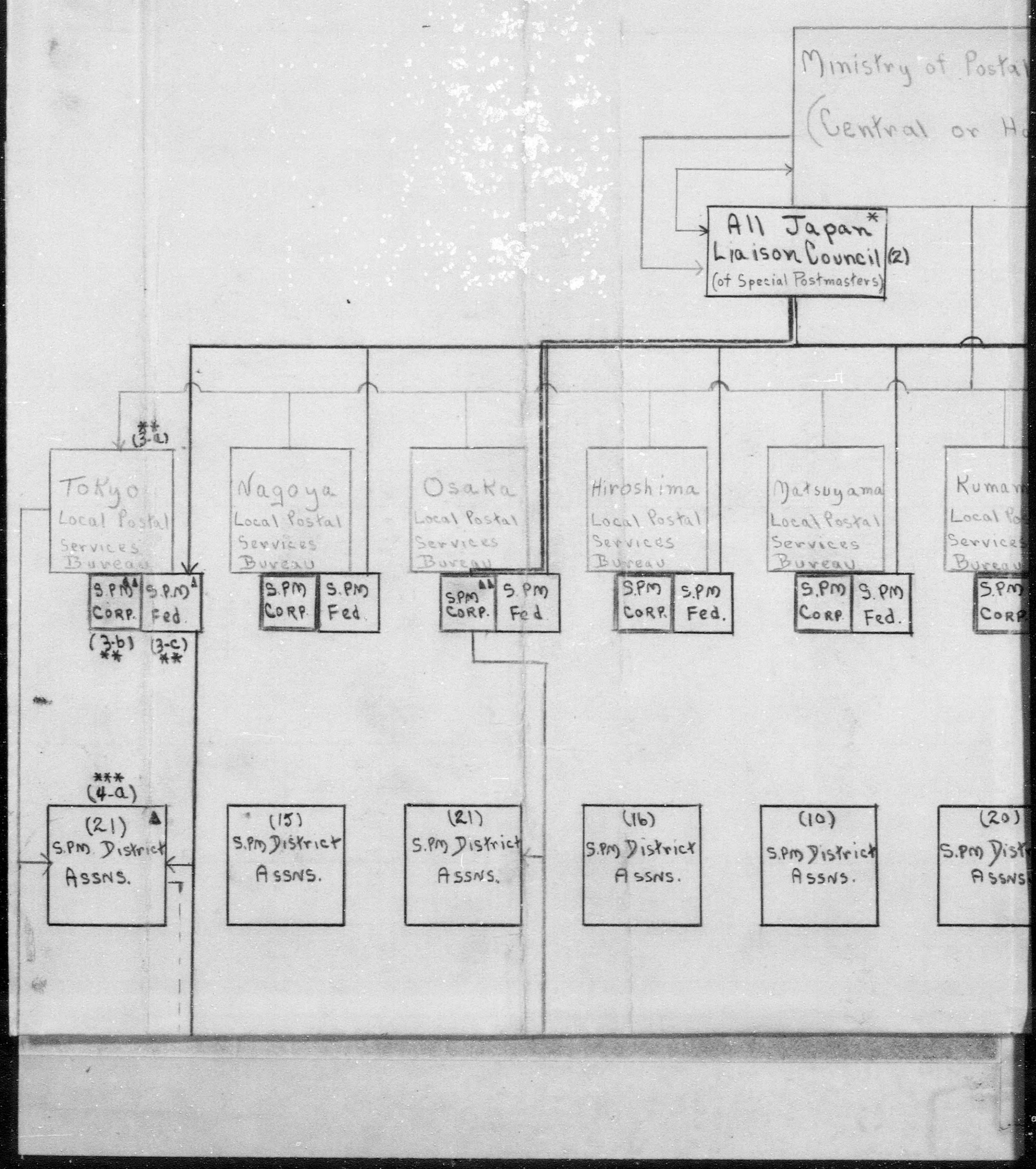
(a) In most instances the Corporations are headed by the same Postmaster who heads the respective Federation located in the same Bureau.

(b) The main functions of the Corporations are: procuring, storing and distributing miscellaneous supplies to Special Post Offices.

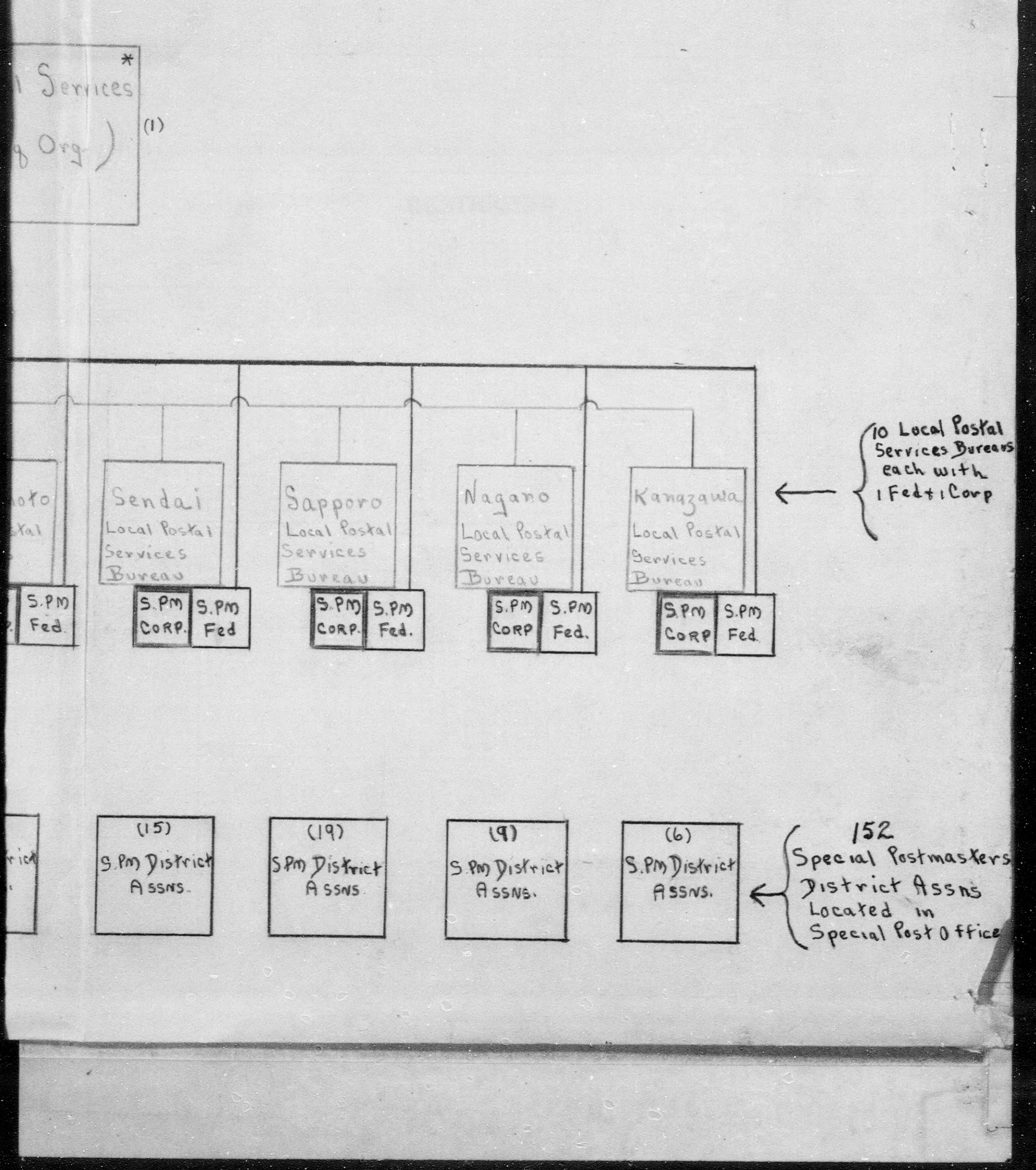
(c) The functions of the Corporations are supposed to be handled by employees hired and paid by the Corporation at no cost to the MOPS. In actual practice however, a large portion of the functions are handled by postal employees. At the present time there are only 83 employees including 6 assigned to the Liaison Council's Headquarters who are being paid by Corporation funds. In addition to these, there are 1,432 MOPS employees detailed to the Corporations, and paid by MOPS.

RT #1

ORGANIZATION CHART OF SPECIAL POSTMA



ASTERS' ASSOCIATION AND CORPORATION



***
(4-b)

(200) Chapters of S.PM Assn.

(91) Chapters of S.PM Assn.

(145) Chapters of S.PM Assn

(114) Chapters of S.PM Assn.

(72) Chapters of S.PM Assn.

(165) Chapters of S.PM. Assn.

***
(4-C)

(2261) Special Post Offices

(1372) Special Post Offices

(1751) Special Post Offices

(1445) Special Post Offices

(785) Special Post Offices

(1889) Special Post Offices

Example of Vertical flow of Instructions and Orders

(All other columns would be the same as shown in Examples)

Example of vertical Supply Channels

RESTRICTED

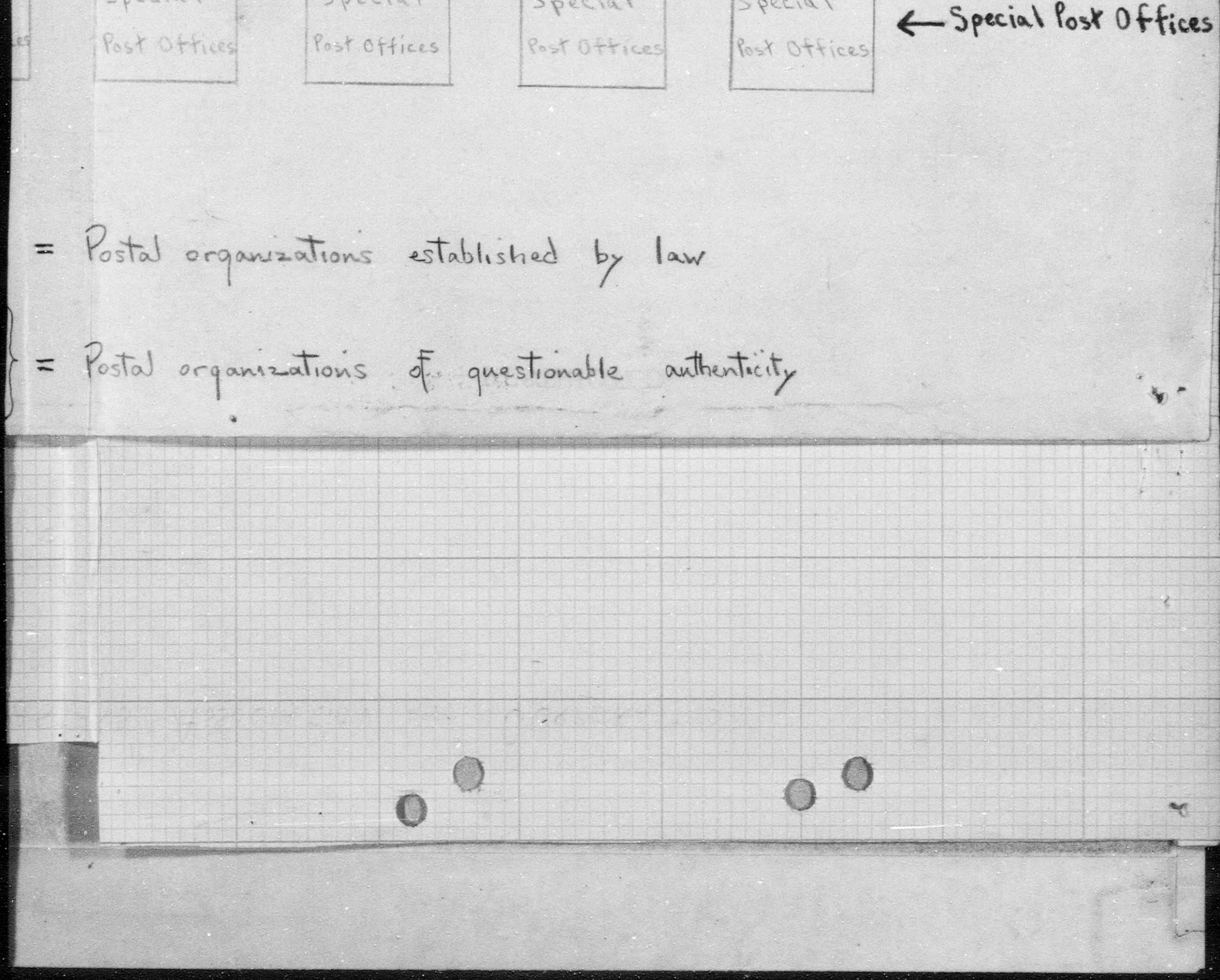
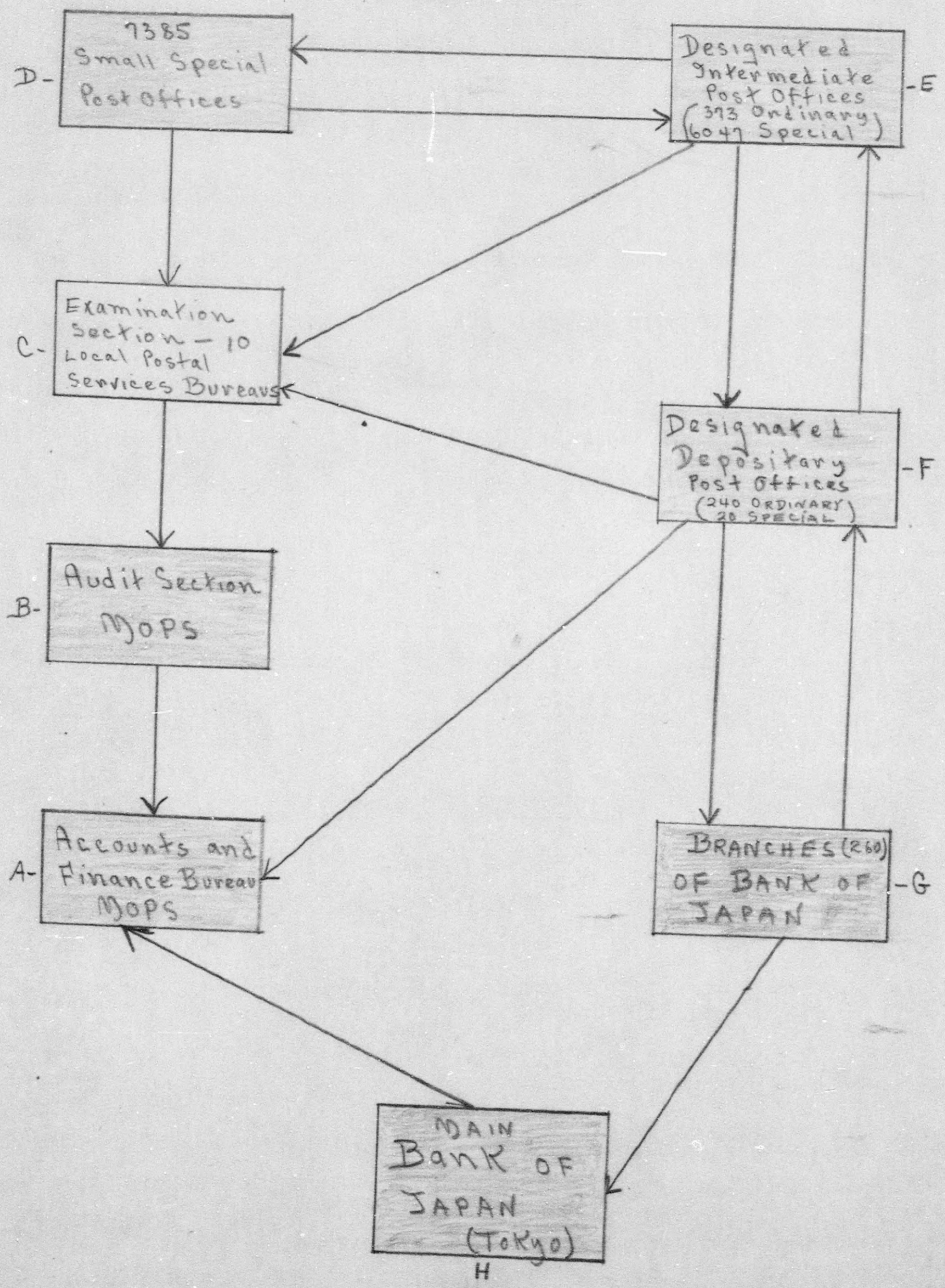

(126)
Chapters of S.PM. Assn.
(80)
Chapters of S.PM. Assn.
(59)
Chapters of S.PM. Assn.
(41)
Chapters of S.PM Assn.
1093
Chapters of S.PM Assn Located in Special Post Offices
(1605)
Special Post Offices
(987)
Special Post Offices
(823)
Special Post Offices
(534)
Special Post Offices
13,452
← Special Post Offices
= Postal organizations established by law
= Postal organizations of questionable authenticity

CHART # 2 CURRENTLY ESTABLISHED LEGAL FISCAL CONTROL CHANNELS THROUGH WHICH REPORTS & FUNDS FLOW FROM POST OFFICES TO MOPS.

RESTRICTED



For explanation: See "Chart #2 Notes" attached.

Chart #2
Inclosure 1

RESTRICTED

CHART #2 - NOTES

1. Currently established legal fiscal control channels through which reports flow:

a. Reports and accounts from Post Offices designated by Blocks D, E, and F are forwarded to the Examination Section of their respective Local Postal Services Bureau (Block C).

b. The Examination Sections of the ten Local Postal Services Bureaus examine the reports and accounts administratively. The reports and accounts are then forwarded to the Audit Section of the Ministry of Postal Services (Block B).

c. The Audit Section of MOPS (Block B) is charged with the final audit of the individual reports and accounts.

d. After completion, the audited reports and accounts are forwarded to Accounts and Finance Bureau (Block A), which Bureau maintains control of all MOPS accounts.

2. Flow of funds:

a. Surplus funds:

(1) Surplus funds from small Special Post Offices (Block D) are remitted to designated Intermediate Post Offices (Block E).

(2) The designated Intermediate Post Offices consolidate such surplus funds with their own surplus funds and remit same to designated Depository Post Offices (Block F).

(3) Depository Post Offices consolidate such funds with their own and deposit same with a branch of the Bank of Japan (Block G).

(4) Each branch of the Bank of Japan reports to the main office of the Bank of Japan (Block H), located in Tokyo, all such amounts deposited.

b. Funds requisitioned:

(1) In cases where small Special Post Offices (Block D) do not have sufficient funds to operate, funds are requisitioned from the designated Intermediate Post Offices (Block E).

Notes
CHART #2
INCLOSURE No. 1

CHART #2 - NOTES CONT'D

(2) In cases where Intermediate Post Offices (Block E) do not have sufficient funds to fill such requisitions for the small Special Post Offices, the needed funds are requisitioned from the designated Depository Post Offices (Block F).

(3) In cases where the Depository Post Offices are unable to fill the requisitions for the Intermediate Post Offices, the needed funds are requisitioned from one of the branches of the Bank of Japan (Block G).

(4) The branches of the Bank of Japan notify the main office of the Bank of Japan (Block H), located in Tokyo, of all funds furnished Post Offices.

3. When the Accounts and Finance Bureau of the MOPS (Block A) receives the audited accounts of the Post Offices showing surplus funds deposited and funds requisitioned, the amounts so shown are verified with those shown on the reports received by the main office of the Bank of Japan (Block H).

Notes
CHART #2
INCLOSURE No. 1

CHART #3

RECOMMENDED CHANNELS THROUGH WHICH WOULD FLOW IF THE SPECIAL POSTMASTERS' ASSO

RES

MINISTRY OF
POSTAL SERVICE
(CENTRAL OR HQ O

S
B

(1)
INSTRUCTIONS & ORDERS AFFECTING SPECIAL POST OFFICES

10 LOCAL POSTAL SERVICES BUREAUS

TOKYO SD | NAGOYA SD | OSAKA SD | HIROSHIMA SD | MATSUYAMA SD | KUMAM

INSTRUCTIONS & ORDERS AFFECTING SPECIAL POST OFFICES

DESIGNATED SUPERVISORY POST OFFICES

(2)

23 DEP'Y P.Os | 14 DEP'Y P.Os | 18 DEP'Y P.Os | 15 DEP'Y P.Os | 8 DEP'Y P.Os | 19 DEP'Y P.Os

SELECTED FROM DEPOSITARY POST OFFICES SHOWN IN BLOCK F. OF CHART #2

2261 S.POs | 1372 S.POs | 1751 S.POs | 1445 S.POs | 785 S.POs | 1889 S.POs

13.452 SPECIAL POST OFFICES

RECOMMENDATIONS:

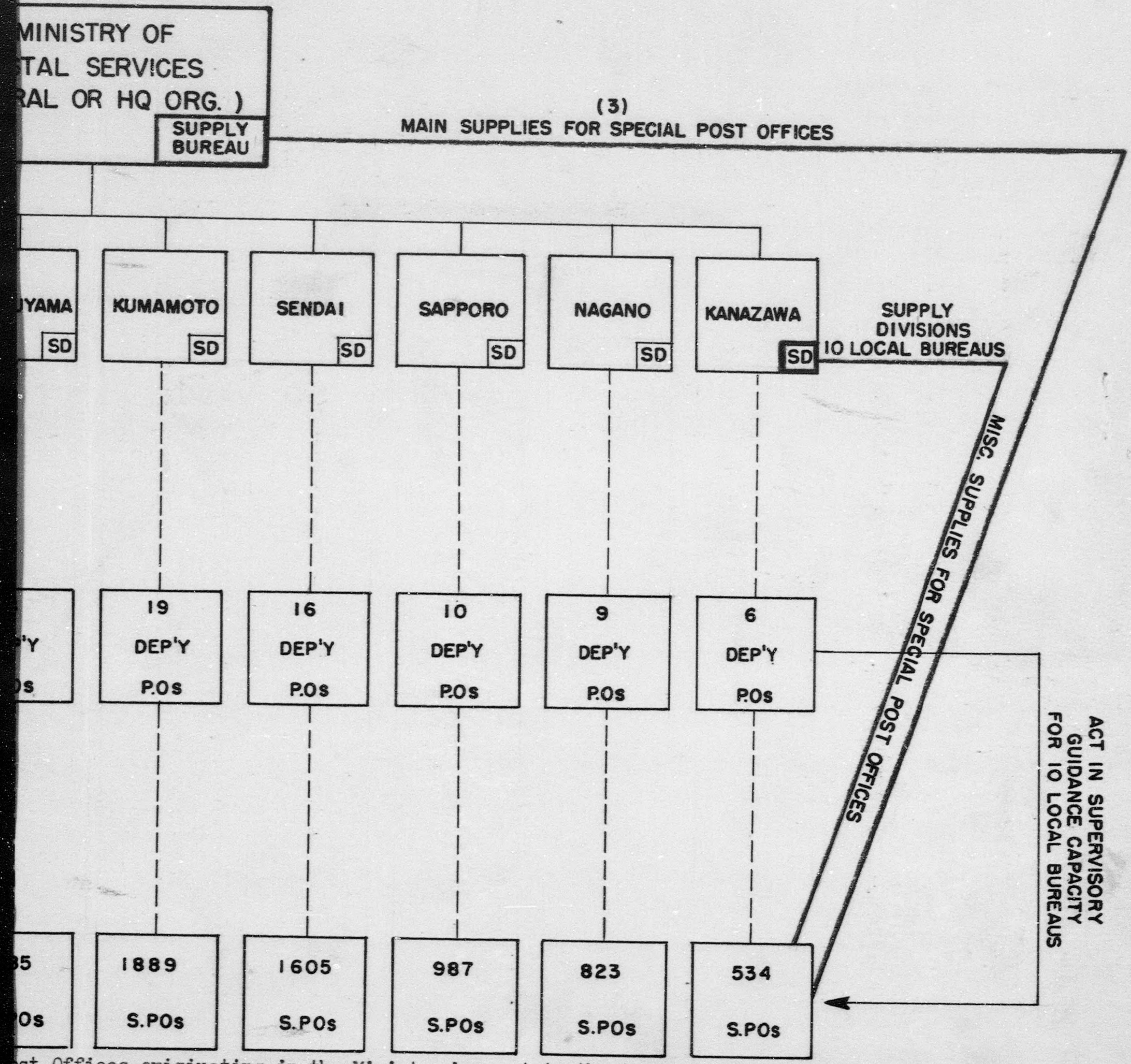
(1. That instructions and orders affecting Special Post Offices orig
(each Local Bureau disseminate the instructions etc., direct to Special Po
(2. That a group of post offices be selected from the depositary off
(located within fixed areas.
(3. That the main supplies procured by the Supply Bureau of the Mini
(miscellaneous supplies procured by the Supply Divisions of the ten Local

RESTR

CHART #3

UGH WHICH INSTRUCTIONS, SUPPLIES, ETC,
ERS' ASSOCIATION AND UNITS WERE ELIMINATED

RESTRICTED



ost Offices originating in the Ministry be sent to the ten Local Postal Services Bureaus, and that
t to Special Post Offices located within the jurisdiction of the respective Bureau.
depositary offices and designated to act in an advisory and guidance capacity to post offices

RESTRICTED

eau of the Ministry be delivered direct to Special Post Offices through mail channels; and the
the ten Local Bureaus be delivered direct to Special Post Offices through mail channels.

SUMMARY AND DISCUSSION OF MAJOR POLITICAL ASPECTS

1. As stated in the original Memorandum, the Special Postmasters' Association is composed of approximately 13,500 Special Postmasters. These postmasters comprise a group of influential persons in their respective communities who are quite active in political affairs. Numerous members of the present Diet were formerly Special Postmasters. At the present time there are several officials of the Ministry of Postal Services and the Ministry of Telecommunications who plan on resigning from their present positions in order that they may run as candidates for the Diet in the coming election. It is known that at least one of these officials has attempted to get the Special Postmasters' Association to back him in the coming election, and it is quite possible that others are likewise attempting to secure the same support.

2. There is every indication that the Association as a whole, and the individual members thereof, have a strong influence with the Diet and other Goverrmental bodies. In view of this factor, the various officials of the Ministry of Postal Services are very reluctant to discuss the legality of the Association or its methods of operation and policies.

3. It is believed that members of the Association and possibly some of the officials of the MOPS, will strongly oppose any move to alter or abolish the present system.

CORRECTIVE ACTIONS TAKEN THUS FAR

1. As previously stated in the original memorandum of 3 February 1950, through efforts of the CCS, Postal Division, some reforms and changes in the regulations governing the Special Postmasters' system have been made. The most important of these are:

a. Commissions on sales of stamps have been abolished.

b. Special Postmasters are paid on a salary basis rather than on a commission basis as heretofore.

c. Special Postmasters are no longer permitted or required to use personal funds to operate their offices.

d. Accounting and operating methods, procedures and forms have been improved.

e. Certain equipment has been standardized.

f. Special Postmasters are not required to furnish quarters and equipment. (In actual practice this is still a determining factor.)

g. Officially, eligibility of Special Postmasters is determined by age and educational qualifications only. (No set rules or regulations control this provision.)

h. Special Postmasters' positions are no longer hereditary. (In theory only.)

2. In addition to the changes enumerated above, many other miscellaneous changes have been made in overall postal activities which have resulted in improvements in the Special Post Office System. In many instances, however, the improvements have been made in theory only. In the event that the Special Postmasters' Association does not believe in certain changes, no effort is made to enforce them since the Association exercises supervisory control over the Special Post Offices.

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CORRECTIVE ACTIONS YET TO BE TAKEN

1. The following changes, if put into practice, would result in additional improvements and economies; would eliminate undemocratic practices; and would force the officials of the Ministry of Postal Services to adhere to the regulations set forth in the Ministry of Postal Services Establishment Law:

a. Dissolution of the present Special Postmasters' Association and Corporation.

b. Requirement that the MOPS, and only the MOPS assume all responsibilities set forth in the MOPS Establishment Law.

c. Enforcement of the reforms and changes enumerated in paragraph 1, items f-g and h of Inclosure No. 3; viz:

(1) Special Postmasters not required to furnish quarters and equipment.

(2) Eligibility of Special Postmasters determined by age and educational qualifications only.

(3) Special Postmasters' positions no longer hereditary.

d. Elimination of "Lump Sum Allowances" now granted Special Postmasters for the procurement of miscellaneous supplies from the Corporation.

e. Procurement and distribution of all supplies by the Supply Bureau of the Ministry or its ten existing agencies.

f. Inclusion of Special Postmasters in Civil Service under the National Public Services Law.

g. Adoption of a system whereby Special Post Offices would automatically become Ordinary Post Offices after reaching a pre-determined size.

RESTRICTED

Mr Salter MS

~~Mr MacCoy~~

(1) a) number (1) I thought possibly someone was supposed to get other than ourselves.

CIVIL SERVICE DIVISION
Government Section

3 February 1950

b) number (2) was all ready handled that way. The Document of signat-ures was not accepted for that reason.

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

SUBJECT : Petition to General MacArthur from Postal Savings Employees' Association

1. Attached herewith is a petition from the Postal Savings Employees Association submitted today in a conference with this organization. It was supported by some 3,000 signatures of persons residing in Yokohama.

2. The content of the petition relate the poor wage level for government employees and the resultant inefficiency in government. Attention is drawn to the fact that many employees, particularly those who are the most efficient, are forced to leave the government for better remuneration in private employment. General MacArthur is urged to assist in the improvement of the pay level of government employees.

M Salter

MacDONALD SALTER
Chief, Classification
& Compensation Branch

(2) Files Postal Savings Empl. Union
2-6-50

Att.
MS:rj

Since (1) I can't read Japanese there is no point in cluttering up my desk by sending these to me and (2) Since Gen MacArthur does not make the rules on such things (by his own statement) the Japanese groups submitting them — when they do it in person — should be told that all such petitions merely go in the files and that ~~[illegible]~~ their only hope of action is thru their own Diet members.

WBr
2/4/50

file
2-6-50

CIVIL SERVICE DIVISION
Government Section

February 2, 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Postal Savings Employees Association

At the request of NPA, a conference was held this morning between Mr. Salter, Mr. Suzuki and the following members of the Postal Savings Employees Association.

Mr. Waguri
Mr. Kaneko
Mr. Tanaka
Mr. Sugita

Mr. Kumagai --NPA
Mr. Yamakita--NPA

The purpose of this meeting was to discuss the revision of the wage base and to ask the support of CSD. A petition was presented for transmission to General MacArthur supported by three thousand signatures of persons residing in Yokohama. The union's contention is, and was supported by statistics which seemed reasonably sound, that government employees are seriously pressed for sufficient funds to maintain a minimum state of living. Actually, it was demonstrated that employees having families have,as a result of the increase in cost of living in 1948, become in debt to the extent of at least ¥8,500 by the end of November, 1949. This does not include any action taken with respect to year end activities. Most of this indebtedness is attributable to Mutual Aid loans, though a large amount has also been borrowed from many brokers, etc. No responsible finance institution such as banks apparently are willing to make loans to government employees. It is to be noted that this large amount of Mutual Aid loan occurred coincident of the announcement by the Cabinet encouraging employees to make loans from Mutual Aid Associations.

The union pointed out that while many employees were able to get by on the present pay, the efficient employees could not afford to remain with government since they receive substantial higher wages in industry. This was having a serious affect upon their own government organization in the loss of their best employees.

MS

MACDONALD SALTER
Chief, Classification
& Compensation Branch

MS:vr

CIVIL SERVICE DIVISION
Government Section

14 June 1949

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

SUBJECT : Special Postmasters

1. Mr. Okabe reported today the following two items of information which will be of interest in conjunction with my memorandum summarizing the request of the Postal Bureau for special exceptions under Article 2, Second Supplementary Provisions.

a. A survey by the postal authorities reveals that approximately half of the special postmasters will give up their postmasterships and the other half will give up their elective offices unless special exception is made by the National Personnel Authority to allow them to hold both employments until the end of the current term of elective office.

b. The Commissioners have not decided whether to recommend that the Civil Service Division approve special exceptions on behalf of the postmasters. Two groups, in addition to those specified in the current draft of the rule in questioh are being considered by NPA as possibly deserving of special exceptions. These are the Special Postmasters and National Government Teachers whose treatment Commissioners believe should conform to that of the Local Government Teachers whose request is currently being considered by the Cabinet.

GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb

-2-

CIVIL SERVICE DIVISION
Government Section

14 June 1949

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

SUBJECT : Request to Allow Special Postmasters to Hold Elective Positions

WPMcC 6/16/49

1. Yesterday Mr. Okabe delivered the accompanying request by the Planning Section of the Postal Bureau for NPA to permit Special Postmasters to continue to hold elective office. The request is not limited to the present terms of office pursuant to Article 2 of the Supplementary Provisions to the first revision of the law but NPA is said to be treating it as if it were so limited.

2. According to the report, 1,099 of the 13,400 Special Postmasters are now holding elective public office--274 being members of Agricultural Land Committees and the rest being members of assemblies of local public bodies.

3. The report traces the history of the Special Post Office, pointing out that it was originally quite different from the Regular Post Office but over a period of time has gradually lost most of its special characteristics. Among the more important special features which still remain, from the standpoint of personnel administration, is the practise of appointing Special Postmasters from among members of the community in which the post office exists instead of treating such appointments as though they were part of the general governmental bureaucratic organization. In addition, there has been an absence of specialization among personnel in the special post offices in contrast to the specialized assignments in regular post offices. Recent discussions in the Diet are reported to have culminated in the decision that the special post office system should continue.

4. According to the report, the "All Communications Workers Union" has, since 1946, denounced the special post office system as feudalistic and undemocratic, has attacked the special postmasters as being local bosses and requests that no exception be made for them by the Rule of the National Personnel Authority.

5. The Postal Bureau, on the other hand, states that able representatives of the community are essential for proper performance of the work and that such representatives are difficult to secure outside the circle of elected representatives of those communities. The Bureau points out, incidentally, that "the position of Special

Postmaster is considered as the most important social position, together with those of Chiefs in the towns and villages in the district concerned." It claims that if the Special Postmaster is a member of the local assembly he has a better opportunity to promote community understanding of the "communications enterprise" and effectively promote the savings business of the enterprise.

6. As far as I know, no effort has yet been made by the postal officials to require their special postmasters to give up such positions or their elective positions by the date specified in the National Public Service Law, 30 June 1949. They have taken literally the words: "except when otherwise provided by rule of the Authority" and hope and expect to secure such exceptional authorization. In as much as NPA's final decision on the request will probably be withheld until the latter part of June, the Postal Bureau will have little remaining time in which to secure new postmasters if the present ones should resign from such positions, or new quarters for post offices, many of which are said to be in the homes or other buildings owned by the Special Postmaster and for which the national government pays rent.

GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb
1 Attachment