DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 Ok3

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1. IX Corps OM 55 Subj:"Labor Bosses" dtd 26 May 48

2. 8th Army OD 52 Subj:"Employment Security Program" dtd 8 Oct 48

3. IX Corps OM 89 Subj:"Employment Security Program" dtd 25 Oct 48

4. OM IX Corps DP, Subj: " " " dtd 25 Oct 48

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HEADQUARTERS IX CORPS
Office of the Commanding General
APO 309

OPERATIONAL MEMORANDUM)
NUMBER..... 89)

25 October 1948

EMPLOYMENT SECURITY PROGRAM

1. Reference Operational Directive Number 52, Headquarters Eighth Army, above subject, dated 8 October 1948.

2. Commanding officers of all military government units under this command will comply with the instructions contained in paragraph 15 of above reference.

3. Rescissions:

a. Operational Memorandum Number 55, this headquarters, subject: Labor Bosses, dated 26 May 1948.

b. Operational Memorandum Number 70, this headquarters, subject: Unemployment Insurance, dated 27 July 1948.

BY COMMAND OF MAJOR GENERAL MILEY:

CARLEY L. MARSHALL
Colonel GSC
Chief of Staff

OFFICIAL

MERKLE
MGO

DISTRIBUTION:
"D" & "F" plus
1st Cav Div (5)
11th A/B Div (5)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 Ok3

Labor Sect

28 OCT 1948

HEADQUARTERS IX CORPS
Office of the Commanding General
APO 309

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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 Ok3

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE) 8 October 1948

NUMBER 52)

EMPLOYMENT SECURITY PROGRAM

1. Reference.

a. Employment Security Law, No. 141, 30 November 1947.

b. Labor Ministry Ordinance No. 12, 29 December 1947.

c. Labor Ministry Ordinance No. 7, 8 May 1947.

d. Unemployment Insurance Law No. 146, 1 December 1947.

2. The Employment Security Law establishes a system of Public Employment Security Offices (hereinafter referred to as PESO) and provides for the government subsidy and supervision of vocational training and vocational guidance. It also provides for control of private employment exchanges, recruitment, labor supply projects, and the administering of the unemployment insurance program.

3. The basic element of this law is the establishment of voluntary, free and effective PESO for the referral of workers to suitable jobs and the supplying of Japanese industry with qualified workers. The history of Japanese public employment exchanges does not provide a background for efficient exchanges functioning in a democracy. In particular, wartime use of the exchanges for compulsory mobilization of labor makes it imperative that a radical change be made in their services. To begin with, there must be a change in the attitude of the personnel of these offices so that they regard themselves as employees of an agency to serve, rather than coerce, the public.

4. In the specific operations of the PESO, several matters need considerable strengthening and extension. The placement process by which job applicants are interviewed and placed in suitable job openings filed by employers is the most important program of these offices. This process requires:

a. A proper system of classifying and filing job openings and job applicants according to occupational categories. The PESO have received instructions on this matter from the Employment Security Bureau, setting up a standard code of some 70 occupational classification under which both job openings and job applicant cards are to be filed.

b. An efficient method of receiving, interviewing and referring job applicants who come to the office.

c. The development of an employer relations program whereby staff

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members of the PESO visit employers in the area to acquaint them with the services of the office and encourage them to place their job orders with it.

5. Special vocational guidance procedures are necessary in the PESO for young people just entering the labor market, for repatriates or others without skills currently in demand, and for handicapped workers. These procedures have been particularly weak in the past since the employment exchanges have not been concerned with service to the individual but rather with filling the needs of war industries.

6. Vocational training is a function of the PESO not previously connected with that of the employment exchanges. Prefectures are encouraged to take the initiative in this program and to provide as much local financing and supervision of training centers as possible. The national government subsidizes vocational training and provides controls and technical assistance. The important matters requiring attention in the vocational training program are to insure that the courses offered provide skills which are and will continue to be in demand, and to carefully select trainees for the centers through interview by the PESO. Local governments are encouraged to take the maximum initiative in this program.

7. The Unemployment Insurance Law establishes a modern and democratic system for protecting the livelihood of workers separated from their jobs. The purpose of this system is to facilitate redistribution of workers from places where they are not needed to places where they are needed.

8. Serious difficulty is being experienced by the Japanese Government in collecting the tax that provides the unemployment insurance premium. The problem is analogous to that of collection of national income taxes and is complicated by the fact that unemployment insurance is a new program not yet generally accepted. Employers have been required to report monthly since November 1947, and to pay the premium for themselves and their employees. However, the number who have reported is far less than the number legally liable. Many have reported but have failed to make payment. The majority of delinquents are small employers. A few very large employers of labor are, however, delinquent.

9. PESO make unemployment insurance benefit payments to workers who are eligible under the Unemployment Insurance Law. These offices will insure that all workers in the prefecture understand their rights under the law and that national uniform standards for determining eligibility are applied.

10. Japanese officials concerned have relied on voluntary payment of unemployment insurance premiums and have failed to effect a positive and vigorous program to compel compliance. Such a program would include the following:

a. The Public Employment Security Office responsible for premium collections determines the names and addresses of all legally liable employers.

b. Field auditors working out of the prefectural office examine books of employers to establish liability and assure that employers are

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paying premiums in the full amount required by the law.

c. Employers who fail to report or to pay are prosecuted after warning under civil provisions of the law (Article 35).

d. Employers who fail to pay to the government, funds deducted from workers' pay are prosecuted, after worning, under criminal provisions of the law (Article 53).

11. Labor supply projects are illegal under the Employment Security Law after 1 March 1948, except as operated by a bona-fide labor union recongnized by law. The purposes of this law and the implementing ordinance outlawing labor bosses are to give Japanese workers an opportunity to become direct employees of the concerns for which they are working and to force labor contractors in the construction industry to assume the proper responsibilities of employer-contractors. The Japanese Government has now, for the first time, a tool with which it is possible to make a direct attack on the politically powerful and deeply entrenched labor boss system. Any person or agency who supplies workers to another person or agency, whether or not a contract is known to exist and does not comply with all of the provisions listed below, is operating illegally under this law. The Japanese agents or enterprisers who are unable to meet these requirements have been: (1) labor contractors who supply from five to twenty-five per cent of the total work force of nearly every industrial establishment in Japan in the form of daily contract workers and nearly all the work force in the construction industry and, (2) miscellaneous labor supply agencies which furnish non-registered nurses, maids and housekeepers. A legal contractor as defined by the Ministrial Ordinance implementing this part of the law, is any person or agency who performs all of the following:

a. Takes full financial and legal responsibility as an enterpriser for completion of a particular project.

b. Performs on-the-job supervision of laborers.

c. Assumes full legal obligation as employer with respect to workers as prescribed by law.

d. Provides necessary machinery, equipment, excluding simple tools of the trade, materials or necessary planning and technique.

12. All the programs described above require the use of information regarding local area and industry labor market conditions, including labor supply and demand, employment trends and working conditions.

13. In order that the interests of both job seekers and employers be given adequate consideration and their true freedom of choice insured, the administrative pattern of the Employment Security Law includes important responsibilities for both national and prefectural government. Over-all policies and procedures are established by the Labor Ministry.

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However, the program is implemented and administered in each prefecture by its governor. Working with the standards set up by the Labor Ministry, as a minimum, the prefectural governor can build a strong program of employment sucurity based on the unique requirements of his individual prefecture and supplemented by a nationally coordinated, inter-area placement service of value to both industry and workers. Every governor should recognize the importance of this program and understand fully his role in it. He is elected by and responsible to the people in his prefecture and should recognize the Employment Security Program as an opportunity to serve them. At the same time, he must acknowledge his responsibility to the welfare of Japan as a whole in carrying out the program according to the national policies established by the Labor Ministry.

14. A fundamental weakness in the Employment Security Program has been the lack of qualified, trained and properly supervised staffs, especially in prefectural and local offices.

a. Labor Ministerial Ordinance No. 7, 8 May 1948, provides a basis for appointment according to education and experience necessary for particular jobs. It also provides for promotion from within the Employment Security System. Particular emphasis in Japan is needed to insure that women employees are given equal opportunity with men for promotion.

b. A modern system of staff training is essential to the effective operation of the PESO. Every prefecture and every local office has been instructed to appoint a staff training supervisor who provides a plan for staff training in those offices. Actual training is carried out primarily by the line officials in these offices. Particular emphasis is being placed on three phases of training:

(1) Orientation of new employees or employees promoted to different positions.

(2) Training of supervisory officials in the best methods of supervising subordinates.

(3) Technical training in the specialized phases of the program.

c. Supervision has been particularly weak in the Employment Security System. In the past, no regular channels for adequate control and supervision of prefectural and local offices existed. The Employment Security Bureau has initiated a modern method of supervision and is attempting to make it effective in every prefecture. This supervision stems initially from a staff of national supervisors who make periodic visits to the prefectural offices to check their compliance with the laws and give them guidance. Equally important is the supervision of local offices by the prefectures. Every prefecture has recently appointed from one to three supervisors whose function is to make regular visits to local offices to evaluate their operation and to give them guidance or improve their methods. Since the Japanese have had little experience with this type of supervision, it is essential that they be given all possible encouragement and assistance.

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15. Commanding officers of military government units will exercise surveillance over the Japanese Employment Security Program as outlined above, insuring that the principles of the laws are being carried out and the realization of the objectives are being attained. This will include in particular:

a. Operations in connection with the unemployment insurance premium collection program of the PESO aimed at assuring that the Japanese Government requires legally liable employers to file reports and to pay correct premiums.

b. Providing guidance and assistance to local Japanese Government agencies with respect to labor boss activities in the following:

(1) The conduct of full and complete investigations to locate and identify those who fall under the pruview of the law.

(2) Taking proper and adequate actions to require readjustment of personnel controlled by labor suppliers with the minimum amount of personal hardship to workers and the least interruption to production.

(3) Strict enforcement of the penal provisions of the law against those who attempt to evade or ignore it.

16. Rescessions:

a. Operational Directive 29, this headquarters, 15 April 1948, subject, "Labor Bosses."

b. Operational Directive 42, this headquarters, 7 July 1948, subject, "Unemployment Insurance."

BY COMMAND OF LIEUTENANT GENERAL WALKER:

M. B. HALSEY
Major General, GSC
Chief of Staff

OFFICIAL:

CHAZAL
G-1

(MG-EL)

DISTRIBUTION: "Z" plus "B" plus
5 Ea Mil Govt Unit
20 Mil Govt Sect, Hq Eighth Army

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 OK3

Labor

file 37 OKY

HEADQUARTERS IX CORPS
Office of the Commanding General
APO 309

OPERATIONAL MEMORANDUM)
:
NUMBER . . . . . 55)

26 May 1948

LABOR BOSSES

1. Reference: Operational Directive Number 29, Headquarters Eighth Army, above subject, dated 15 April 1948, and inclosures thereto.

2. Commanding officers of military government units will take appropriate action to comply with the instructions contained in paragraph 6, reference 1, above. Violations of the Employment Security Law pertaining to labor bosses, which the proper Japanese agencies cannot correct locally, will be reported through channels to this headquarters.

BY COMMAND OF MAJOR GENERAL RYDER:

CARLEY L. MARSHALL
Colonel, GSC
Actg Chief of Staff

OFFICIAL:
Statham
STATHAM
1100

DISTRIBUTION:
"C", "D" & "F"

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 OK3

EMPLOYMENT SECURITY SECTION
LABOR DEPARTMENT

June 7, 1949.

SUBJECT: A Written Answer Submitted by the Saitama Employment Security Committee.

TO : Saitama Military Government Team.
(Attention: Major Lloyd W. Koch, Labor Section.)

I inform you that the following answer was made by the Saitama Employment Security Committee in response to No. I Question.

J. Tomiyama

JIRO TOMIYAMA,
Chief of Employment Security Section.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 Ok3

No. I Question

I949
"Shoku-hatsu" No. 378

February I2, I949.

TO : The Saitama Employment Security Committee.

I request you, taking the principle of the Employment Security Law into consideration, to express your opinion on such desirable steps to be taken that the PESO may be utilized by greater number of people.

JITSUZO NISHIMURA,
Governor of Saitama Prefecture.

The Answer

"Shoku-i-hatsu" No. II

June I, I949.

SUBJECT: An Answer to No. I Question.

TO : Mr. Yuichi Osawa, Governor of Saitama Prefecture.

I submit to you our written answer which we have made after careful consideration with one another in response to your question put to us by I949 "Shoku-hatsu" No. 378 dated February I2, I949.

Kakutaro Yamamoto,
Chairman of Saitama Employment
Security Committee.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 OK3

An Answer on Desirable Measures to be Taken so that the PESO may be Utilized by More People in Conformity with the Spirit of the Employment Security Law.

We think the mission of the PESO is clearly mentioned in Article I of the Employment Security Law. The object of the PESO will be fulfilled if it is utilized fully and willingly by many employers and workers. Recent change in industrial situation has brought about a tremendous alteration in employment condition. People out of job already increasing in number, the problem of unemployment will become more serious in the near future. In this ever changing economic situation, amount of employment in some fields is compelled to decrease while the number of workers in other fields has increased. Moreover there are still some employers who will not utilize the PESO. It is necessary for the PESO to concentrate its main efforts to job-order-solicitation so that even one worker may be employed through the PESO, in order to fulfil its mission in these circumstances. For this purpose it is hoped that the following matters be improved and carried out vigorously.

I. Continual information of the PESO according to a definite program.

Employment security organs in this prefecture have given very great results in their publicising activity towards information organs, various organizations and other facilities in these past 6 months of experimentation. It is hoped they, making good use of their experience, put emphasis on the following in thier information operation.

(1) Publicising work should not be done aimlessly, but according to a definite program with time, object and area taken into consideration in order to be effective. It is desirable, therefore, that it be carried out towards a specific object at a specific time according to an operation program. A broad area is undesirable as an object of information activity. Publicising operation should be concentrated to smaller areas such as industrial or commercial or of goverament and public offices and effectively permeated among them.

(2) It is essential that the PESO studys what it is going to publicise, chooses the most important one and then does its best to inform the public of it. The very thing the PESO has to ask the public to do in these days is that employers come to the office of their own accord to place orders for workers and choose suitable ones from among many applicants. The PESO, putting special emphasis on the afore-mentioned matter, should carry out effective information at appropriate times and at suitable places concerning not only the employment exchange service in general but industrial service, occupational guidance and payment of Unemployment Insurance Benefits on which the office will give advices or about which consult with them.

(3) The PESO should always be in close contact with associations of employers, labor unions and information organs and ask for their cooperation. However strenuously the PESO may do its best, there is a limit to its power and objects towards which information is to be carried out are too many. The PESO, therefore, had better try to be in close contact with government and public offices or other various organizations as well as with information organs, labor unions and associations of employers, asking them to cooperate with it. Effective information can be conducted only when it is helped by them.

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(4) In consideration of the present industrial situation, it is important for the PESO to seize opportunities to open conferences for employers as often as possible in order to be utilized to the greatest extent. If employers understand the services and facilities of the PESO fully, they will utilize the office of their own accord. Holding conferences for employers, therefore, the PESO should seize any opportunity to consult with employers, to deepen their understanding of the office and to make them place all the job orders with the office.

(5) The PESO should inform every family of its services through the children attending primary schools or give middle and higher schools the papers in which PESO operations are concretely explained in order to inform students of the services fully in their social or occupational courses.

II. More active industrial service.

Industrial service is one of the new duties assigned to the PESO with the enforcement of the Employment Security Law. It should be done, therefore, more actively by the office in order to serve employers just as occupational guidance be to workers.

(I) By improving their techniques, PESO officials should not only fill job orders with workers, but give useful advices or help to employers in their selection or transfer of workers and in their treatment of efficiency problems.

(2) It is hoped that PESO officials visit establishments not only of large scale but also of small scale in this ever changing industrial situation and do their best to get orders from them for workers for the benefit of applicants.

III. Improvement in personnel matter, organization and equipment.

(I) It is necessary to pay full attention to personnel matter, organization and equipment of the PESO in order that it may be utilized efficiently. The PESO being a service organ, officials should be those filled with spirit of service and should be placed so carefully that they may willingly stay in the same posts for a long time. Generally personnel matter must be always renovated, but PESO officials should be treated so as to stay in the same posts for a long time, because PESO operation needs specially experienced persons. Appointment of able persons from amoung those working in private enterprises is also advisable.

(2) It is considered proper to adopt the system of greater public employment office and to perfect the services in order to materialize the efficient utilization of the PESO. In the area which forms a labor market, the establishment of an agency or anitinerant office is desirable, ~~in consideration of~~ with its giographic condition taken into consideration.

(3) PESO should place personnel in such a way that it may concentrate its main force to employment exchange business, giving enough time to interviews with employers and applicants and to outside activity such as job order solicitation work. Unemployment becoming serious, enlargement of the PESO's personnel that should be considered as an operation organ is absolutely necessary.

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(4) The location of the PESO should be convenient to communicate; its building should be altered so that the public may feel familiar with it; and it should be fully equipped with such facilities of communication and transportation as telephones, bicycles etc. in order that efficiency in business transaction be great.

(5) The treatment of PESO personnel engaged in services to the public should be improved. Full attention should be paid to the matters relating to their welfare and health.

(6) Improvement of PESO equipment will surely promote the benefit of the people in the prefecture after all, and so a step is hoped to be taken that the expenses for its improvement be paid partly by the local government.

IV. Employment exchange service being the main and everyday work operated by the PESO, it is necessary for its members to be specially trained in culture. In these days then a crowd of applicants rush to the PESO it is natural that officials are apt to transact exchange business in a plain businesslike way. It is hoped, however, that they give advices to applicants more kindly than before, and , without waiting for job orders, positively ask employers to place job orders with the office and win such favorable orders as may secure credit for the office from the public.

(1) It is regrettable that government and public offices do not utilize the PESO so often as we hope when it is a government organ engaging in employment exchange. In future government and public offices should take the lead in utilization of the PESO.

(2) Employers are apt to utilize the PESO only when they want to employ muscular laborers. The PESO, therefore, should give its main force to the employment exchange of such educated people as graduates of universities or colleges and try to increase the number of their placements so that the office may be relied upon by them.

(3) I believe PESO officials used to be dispatched to factories or other establishments in which a great number of workers were separated from jobs in order to do their employment service or transact unemployment insurance business. It is hoped that they perform these services more effectively than before to cope with ever deepening unemployment.

(4) PESOs in this prefecture are hoped to exchange their cards or data not only amoung themselves but also with PESOs in Tokyo as often.

(5) It is hoped that labor market situation be reported to the offices of large labor unions.

V. What should be paid attention concerning occupational guidance.

In occupational guidance the PESO should not only put emphasis on occupational counselling but also perform the following matters thoroughly.

(1) The PESO should lead applicants so that they may become conscious of the importance of their applications to their future life and apply for jobs in a serious mood.

(2) Taking into consideration the speciality of the physically handicapped cases, the PESO is hoped to make experienced officials take charge of occupational guidance towards those people and do their best to guide them

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vocationally even after their placement so that they may stay in the posts to which they have been referred.

(3) It is desirable that the PESO positively help schools, according to a definite program, in occupational guidance of students by not only giving them necessary data or information but also dispatching officials in charge when it is considered necessary.

(4) It is hoped that the PESO be in close contact with the Education Committee and conduct occupational guidance thoroughly.

Side matters.

The following matters are hoped to be operated as side matters to promote utilization of the PESO.

(1) It is hoped that the prefectural government encourage city or town or village offices and other establishments to establish public nurseries for the benefit of working widows or wives so that they may be able to work free from anxiety.

(2) In occupational guidance it is hoped that PESO officials be well acquainted with the organs to which it is considered necessary for applicants to be introduced in case when they are thought to be more suitable as private enterprisers than as other kinds of employees.

(3) Increase of amount of employment being dependent on the prosperity of industries, both central and local governments should help establishments of medium and small scale so that they may be able to operate their businesses on economically stronger basis and to absorb greater number of workers.

(4) It is hoped the PESO consider the establishment of credit insurance system in order to satisfy those employers who feel insecure about the employment exchange service being operated by the office.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 Ok3

EMPLOYMENT SECURITY SECTION
LABOR DEPARTMENT

June 7, 1949.

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J. Tomiyama

JIRO TOMIYAMA,
Chief of Employment Security Section.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 OK3

No. I Question

1949
"Shoku-hatsu" No. 378

February 12, 1949.

TO : The Saitama Employment Security Committee.

I request you, taking the principle of the Employment Security Law into consideration, to express your opinion on such desirable steps to be taken that the PESO may be utilized by greater number of people.

JITSUZO NISHIMURA,
Governor of Saitama Prefecture.

The Answer

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June 1, 1949.

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TO : Mr. Yuichi Osawa, Governor of Saitama Prefecture.

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(1) By improving their techni ues, PESO officials should not only fill job orders with workers, but give useful advices or help to employers in their selection or transfer of workers and in their treatment of efficiency problems.

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(1) It is necessary to pay full attention to personnel matter, organization and equipment of the PESO in order that it may be utilized efficiently. The PESO being a service organ, officials should be those filled with spirit of service and should be placed so carefully that they may willingly stay in the same posts for a long time. Generally personnel matter must be always renovated, but PESO officials should be treated so as to stay in the same posts for a long time, because PESO operation needs specially experienced persons. Appointment of able persons from among those working in private enterprises is also advisable.

(2) It is considered proper to adopt the system of greater public employment office and to perfect the services in order to materialize the efficient utilization of the PESO. In the area which forms a labor market, the establishment of an agency or an itinerant office is desirable, ~~in consideration of~~ with its giographic condition taken into consideration.

(3) PESO should place personnel in such a way that it may concentrate its main force to employment exchange business, giving enough time to interviews with employers and applicants and to outside activity such as job order solicitation work. Unemployment becoming serious, enlargement of the PESO that should be considered as an operation organ is absolutely necessary. personnel

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(4) The location of the PESO should be convenient to communicate; its building should be altered so that the public may feel familiar with it; and it should be fully equipped with such facilities of communication and transportation as telephones, bicycles etc. in order that efficiency in business transaction be great.

(5) The treatment of PESO personnel engaged in services to the public should be improved. Full attention should be paid to the matters relating to their welfare and health.

(6) Improvement of PESO equipment will surely promote the benefit of the people in the prefecture after all, and so a step is hoped to be taken that the expenses for its improvement be paid partly by the local government.

IV. Employment exchange service being the main and everyday work operated by the PESO, it is necessary for its members to be specially trained in culture. In these days then a crowd of applicants rush to the PESO it is natural that officials are apt to transact exchange business in a plain businesslike way. It is hoped, however, that they give advices to applicants more kindly than before, and , without waiting for job orders, positively ask employers to place job orders with the office and win such favorable orders as may secure credit for the office from the public.

(1) It is regrettable that government and public offices do not utilize the PESO so often as we hope when it is a government organ engaging in employment exchange. In future government and public offices should take the lead in utilization of the PESO.

(2) Employers are apt to utilize the PESO only when they want to employ muscular laborers. The PESO, therefore, should give its main force to the employment exchange of such educated people as graduates of universities or colleges and try to increase the number of their placements so that the office may be relied upon by them.

(3) I believe PESO officials used to be dispatched to factories or other establishments in which a great number of workers were separated from jobs in order to do their employment service or transact unemployment insurance business. It is hoped that they perform these services more effectively than before to cope with ever deepening unemployment.

(4) PESOs in this prefecture are hoped to exchange their cards or data not only among themselves but also with PESOs in Tokyo as often.

(5) It is hoped that labor market situation be reported to the offices of large labor unions.

V. What should be paid attention concerning occupational guidance.

In occupational guidance the PESO should not only put emphasis on occupational counselling but also perform the following matters thoroughly.

(1) The PESO should lead applicants so that they may become conscious of the importance of their applications to their future life and apply for jobs in a serious mood.

(2) Taking into consideration the speciality of the physically handicapped cases, the PESO is hoped to make experienced officials take charge of occupational guidance towards those people and do their best to guide them

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vocationally even after their placement so that they may stay in the posts to which they have been referred.

(3) It is desirable that the PESO positively help schools, according to a definite program, in occupational guidance of students by not only giving them necessary data or information but also dispatching officials in charge when it is considered necessary.

(4) It is hoped that the PESO be in close contact with the Education Committee and conduct occupational guidance thoroughly.

Side matters.

The following matters are hoped to be operated as side matters to promote utilization of the PESO.

(1) It is hoped that the prefectural government encourage city or town or village offices and other establishments to establish public nurseries for the benefit of working widows or wives so that they may be able to work free from anxiety.

(2) In occupational guidance it is hoped that PESO officials be well acquainted with the organs to which it is considered necessary for applicants to be introduced in case when they are thought to be more suitable as private enterprisers than as other kinds of employees.

(3) Increase of amount of employment being dependent on the prosperity of industries, both central and local governments should help establishments of medium and small scale so that they may be able to operate their businesses on economically stronger basis and to absorb greater number of workers.

(4) It is hoped the PESO consider the establishment of credit insurance system in order to satisfy those employers who feel insecure about the employment exchange service being operated by the office.

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23 Shoku-Shi No. 1,728.

April 19, 1949.

From: Deputy-Governor, for Governor of Saitama Prefecture.

To: Chief of Employment Security Bureau, Labor Ministry.

Re: Report of experiment on the five goals.

This is to report the result of experiment on the five goals as in the separate volume in accordance with your instruction Shoku-Katsu No. 956 dated Aug. 12, 1948 for which we did our best to realize and completed at the end of Feb. this year.

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Upon completion of the experiment of the five goals:

In August last year the Labor Ministry instructed Saitama Prefecture to make a new experiment on employment security administration. The experiment was to try with best device and efforts to attain the summarized five goals of very important activities of the public employment security office (PESO) within the term of six months.

In accordance with the instruction of the Ministry and under the direction of Labor Devision, C.I.E. and Employment Security Bureau of the Ministry, all the staff concerned of the prefecture completed six month's experiment, though we doubt whether it was a success or not, and the methods and results are shown in the attached report. When we were given the five goals, we reconsidered what our PESO should do. The five goals might force us to open our eyes anew to look upon the activities we had been conducting. The prefectural authorities concerned and PESO within the prefecture, therefore, could understand at once the rightfulness of the goals but as to the methods of the experiment and realizing the object, we had in mind a certain dirriculty to meet and we felt a heavy burden to shoulder. We expected, however, to go ahead of prefectures throughout the country in getting a new result from the experiment. Though full preparation for the experiment could not be made at the start, it progressed towards the aim by the strenuous efforts of our staff adding to our experience.

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As to the result of the experiment there remain much discussion and reconsideration as mentioned in the reports and these are to be the problems to study for the future. We think the numerical result alone in the report is not the result of the experiment and what our staff learned during the experiment are very important and they must be highly estimated in future.

The staff concerned in the prefecture learned that what is doubtful must be questioned and discussed, what we think or not must be recorded and that the progress of activities may be kept in good shape by statistics or may be expressed in graphical method. Moreover, each member of staff, to an information clerk or an on-the-spot interviewer began to realize that he must do his best in discharging his duty on one hand and he must go along the line of the official business to be performed as a whole on the other.

These are necessary and important knowledge to those who want to make steady advance in any work. It is a great fruit of the experiment, we are glad to say, that the staff of the prefecture began to realize the significance of these things even though a very small portion of them has been translated into actuality.

Looking upon the social difficulties Japan is now confronted with, job-appliention and job-order windows of PESO must be opened wider and wider to the people. We may have a burden of higher degree of experiment of this kind on our shoulders.

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Six month's experience may be a foundation of good administrative activities for the future, I hope.

April 19, 1949

YOSHIDA Shuichi,
Deputy-Governor,
for Governor of Saitama Prefecture.

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REPORT OF EXPERIMENT ON THE FIVE GOALS

Employment Security Section,
Labor Division,
Saitama Prefecture.

April, 1949.

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Preface.

No. 1. To establish the goals to be attained.

1. Grades of goals and their increasing rates.

2. Matters specifically considered in establishing the goals to be attained.

A. The first goal.

a. Objects of the activities and their substances.

b. Method to determine the number (rate) of goals to be attained.

B. The second goal.

(Mainly the method to determine the number of goals to be attained)

C. The third goal.

(Mainly the jobless and other factors to be the basis of the number of the goals to be attained)

D. The fourth goal.

a. To analyse the substance of service.

b. Method to determine the number of goals to be attained.

E. The fifth goal.

a. To analyse the substance of service.

b. Method to determine the number of goals to be attained.

No. 2. Results of the experiment.

1. Result of 1st goal.

2. Result of 2nd goal.

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3. Result of 3rd goal.

4. Result of 4th goal.

   A. Idea regarding the plan and goals to be attained by each PESO.

   B. Method of evaluation and its idea.

   C. Result.

5. Result of 5th goal.

   A. Idea regarding the plan and goals to be attained by each PESO.

   B. Method of evaluation and its idea.

   C. Result.

No. 5. Some impressions.

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Preface.

1. We received the note "Re goals of efforts to promote referral activities of PESO as a model prefecture" addressed to the Governor of Saitama prefecture by the Chief of Employment Security Bureau, Labor Ministry on August 17, 1948 and henceforce we continued to make our efforts to realize the demand to the end of February, 1949.

2. The following notes were issued to PESO as basic principles of handling the experiment.

a. To survey activities of PESO.

(by 23 Shoku-Hatsu No. 805 dated Aug. 3, 1948 from Chief of Labor Division of Saitama Prefecture to Chief of PESO)

The note was to verify the activities of PESO for six months between Feb. and July, 1948 for the purpose of establishing the basis (rate) of the goals to be attained regarding from 1st to 5th problems.

b. Re establishing the goals of activities as the prefecture was notified as a model prefecture.

(by 23 Shoku-Hatsu No. 984 dated Sept. 8, 1948, from Chief of Labor Division of Saitama Prefecture to Chief of PESO)

The note was to notify the goals (rate) determined to attain during 6 months from Sept. 1948 onwards and to explain the purpose of the experiment asking overall efforts to make by PESO.

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c. Re policy-making for the five goals to be attained.
(By 23 Shoku-Hatsu No. 229 dated Nov. 9, 1948, from Chief of Labor Division of Saitama Prefecture to Chief of PESO)
The note was to explain what policies should be set up to implement the experiment for the goals and to show exchanged number of the goals (rate) to realize the proposal.

d. Re evaluation for the results of experiment of the goals.
(By 24 Shoku-Hatsu No. 214 dated Jan. 28, 1949, from Chief of Labor Division of Saitama prefecture to Chief of PESO)
The note was to notify the standard and methods of evaluating the result of the experiment explaining the real number of the result which shall be followed by all PESO.

3. The goals to be attained (including computation of the rate, positive plans for the attainment, principles of enforcement of the experiment and of evaluation of the results of it, and the like) which we adopted were all our own idea and examination, but in our work we were given valuable instructions and suggestions from competent officials of G.H.Q. and central supervisors when they made on-the-spot inspections.

4. The experiment to attain the goals was made in cooperation between the Employment Security Section of the Prefecture

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and all PESO and our efforts were focused more on the promotion of volume of PESO activities than the mere numerical increase of the result.

5. Upon completion of the experiment, not a few matters remain to be reconsidered and re-examined regarding our policy-making, concrete steps taken by PESO, direction and assistance by Prefectural Employment Security Section, standard and methods of result evaluation and the like.

6. Five experiments are mentioned as follows by item.

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No. 1. To establish the goals to be attained.

1. Grades of goals and their increasing rates.

The grades of experiement and their increasing rates notified by the Employment Security Bureau, Labor Ministry includ.

a. 1st goal: To make thoroughly known of the locality, facilities and service of PESO to job-applicants and employers within its jurisdiction.

b. 2nd goal: To invite as many job orders as possible to PESO when it finds vacant positions or expects to find them.

c. 3rd goal: To invite as may workers as possible to PESO to get appropriate jobs for them.

d. 4th grades: To supply quickly for job orders workers within its jurisdiction, or from other localities if qualified workers can not be found.

e. 5th grades: To place an applicant in the best position within its jurisdiction, if not in an appropriate position in other localities.

We were instructed, moreover, to increase the following rates in the result of experiment made between Sept. 1948 and Feb. 1949.

a. 50 per cent. over the present in 1st goal.

b. 25 per cent. over the present in 2nd, 3rd, 4th and 5th goals.

2. Matters specifically considered in establishing the goals to be attained.

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What was first to be considered was to analyse and extract concrete factors involved in each goal and to determine on what factor our efforts should be consentrated. This was also necessary for grasping the present activities of PESO which are the foundation of goals in the experiment.

A. 1st goal.

a. Objects of the activities and their substances.

The 1st goal is the work which has some connection with the duty of PESO to publicize and disseminate its object and activities, but the goal is not propaganda business itself, they should be distinguished from one another in idea, though they should be advanced with close coordination. The objects of the goals, therefore, are those who can be clearly grasped, contrary to the fact that the objects of propaganda duty of PESO are the masses of people at indefinite time.

We selected the objects and analysed them into the following factors to attain the goals.

(1) Employers,

(2) Labor unions,

(3) Various organizations,

(4) Intelligence agencies,

(5) Cities, towns and villages,

(6) And others.

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According to our interpretation "to make thoroughly known" means to visit above-mentioned objects by the personnel of PESO, to sponsor conferences, meetings or round-table conferences, by PESO, or to explain the duty, functions and activities of PESO to those who visit it, and we decided to express these activities by the word of "contact".

b. Methods to determine the number (rate) of goals to be attained.

Needless to say that it is necessary to get materials and figures to be the basis of fixing an increasing rate attainable for each PESO.

With regard to 1st goal, PESO must confirm how many employers, labor unions, various organizations, intelligence agencies, cities, towns, and villages there are within its jurisdiction and PESO must make sure that how many of them have already come into contact with it.

After surveying the above-mentioned matters, the number of contacts to be carried out and the increasing rate must both be determined, and thus the following methods were established.

(1) Fifty per cent. increase of contact must be made with those among the total number of objects with whom PESO has not come into contact for the past six months (from Feb. 1948 to July, 1948)

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(2) Even if contacts were repeatedly carried out to an object, it shall be counted as one contact.

(3) Contacts shall be counted when they are accurately recorded.

B. 2nd goal (mainly the method to determine the number of goals to be attained).

The purpose of 2nd goal is to urge the employers to make use of PESO in finding workers. In determining the increasing rate it is most important, as in any other goals, to grasp the real number of objects which is the basis of determination; that is to say, PESO must know many employers (factories, working places and the like) there are in its jurisdiction and how many among all of them have applied to PESO for workers.

After affirming the above-mentioned matters, we determined the goal number.

a. 25 per cent. increase of contact must be made with the employers among the total number of them who have not applied to PESO for workers for the past 6 months.

b. Even if an employer made application more than two times to PESO, he shall be counted as one applicant.

C. 3rd goal (Mainly the jobless and other factors to be the basis of the number of the goal to be attained).

To decide the basic number in determining the goal number is very difficult. To presume the number of applicants to PESO, it is necessary to guess the

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present number of jobless and future number of the layoffs. Though it may be imperfect, we have decided, according to the latest statistics, total number of jobless who will apply to each PESO and the goal number of contact in the experiment period.

a. Total number of the jobless as the object.

(1) Total number of the actual jobless according to the Census of Oct. 1947.

(2) The number of the partially employed.

(3) The number of newly school graduates of 1948 who want to find jobs (whether thru PESO or not).

(4) The number of layoffs for the past 6 months owing to the closing of factories or curtailment of industry.

(5) The number of those who repatriated for the past 6 months and who can be employed.

b. 25 per cent. increase of the number of jobless for the past 6 months deducted from the total number of the objects.

c. The number of goal to be attained consists of the number of jobless who have applied for the past 6 months plus the number of increased 25 per cent. as mentioned above.

Note: The following reduction and alteration on the factors to be the bases of 25 per cent. calculation as the total number of the objects were enforced in the evaluation policy with the end of the period.

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(2) Reduction equivalent to one half of partially employed was made belonging to agricultural, forestry and marine product industries.

(3) Newly school graduates were altered to those who are expected to graduate in March, 1949 and who want to be employed instead of those who graduated in 1948.

(4) The layoffs owing to the closing of factories or curtailment of industry were changed to those who were discharged after Sept. 1948.

(5) 40 per cent. of those who repatriated after Sept. 1948 and who can be employed are to be calculated.

The basic number of the total objects, therefore, was changed but goal number (rate) determined as in the item (c) was not changed.

D. 4th goal.

a. Analysis of substance of service.

The subject is to promote service to employers. What is the best service rendered by PESO must be determined by analysing the substance of it and classifying into factors which compose the goals. We classified into the following factors and put specific gravity on each of them.

(a) Factors.

(1) To promote the referral of qualified workers.

(2) To reduce the number of days which is needful to fill up vacant positions.

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(3) To promote filling-up rate.

(4) To promote coordination activities.

(b) Specific gravity on each factor (the total of factors as 100)

(1) 30.

(2) 20.

(3) 30.

(4) 20.

b. Methods to determine the number of goals to be attained.

We surveyed on what level of activities PESO is at present according to the factors and fixed the goal to promote by 25 per cent. of the level not yet attained excepting the rate of the level already attained.

For example; as to "referral of qualified workers", when PESO's rate of referral of qualified workers shows 30 per cent., 25 per cent. of remaining 70 per cent. shall be demanded to promote and this means PESO's goal of rate shall be on the level of 48 per cent.

According to the above-mentioned principle, we fixed attainable goal to each PESO, and calculated the number (rate) of goal to be attained with the total by multiplying fixed goal by specific gravity and compressing the result.

Note: At the end of the experiment period, some examinations were carried out on the evaluation policies.

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E. 5th goal.

a. To analyse the substance of service.

The subject, as in the case of D already mentioned, is to promote service to job-applicants. What is the best service rendered by PESO must be determined by analysing the substance of it and classifying into factors which compose the goals. We classified into the following factors and put specific gravity on each of them.

(1) To promote referral of qualified workers (gravity 30).

(2) To reduce the days from the referral to the placement (gravity 20).

(3) To promote placement rate for applicants. (gravity 30).

(4) To promote coordination activities (gravity 20).

b. Methods to determine the number of goals to be attained.

We surveyed on what level of activities PESO is at present according to the factors and fixed the goal to promote by 25 per cent. of the level not yet attained excepting the rate of the level already attained. For example; as to "promote placement rate for applicants", when PESO's rate of placement shows 20 per cent. shall be demanded to promote and this means PESO's goal of rate shall be the level of 40 per cent. totaling the rate

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already attained (20%) and the rate not yet attained (20%).

According to the above-mentioned principle, we fixed attainable goal to each PESO, and calculated the number (rate) of goal to be attained with the total by multiplying fixed goal by specific gravity and compressing the result.

Note: At the end of the experiment period, some examinations were carried out on the evaluation policy.

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No. 2. Result of the Experiment.

The following is the figurative record of experiment with the explanation of the process and the comments:

To our great regret in reconsiderating upon completion of the experiment, evaluation standard and methods of the result were not clearly set up when the plans were drafted and we established evaluation policies for the result 44 days before the completion of the experiment, therefore, we found considerable different methods of evaluation to follow from those first established; as a result of this difference, attaining process has been changed in many points.

1. Result of 1st goal.

Explanations will be made according to 6 factors into which they were set up to devide in the original plan.

(1) Contact with employers.

Of 9 PESO.

a) PESO attained the goal. 7.

b) PESO not attained the goal. 2.

c) Rate of attaining in the whole prefecture. 110.9%

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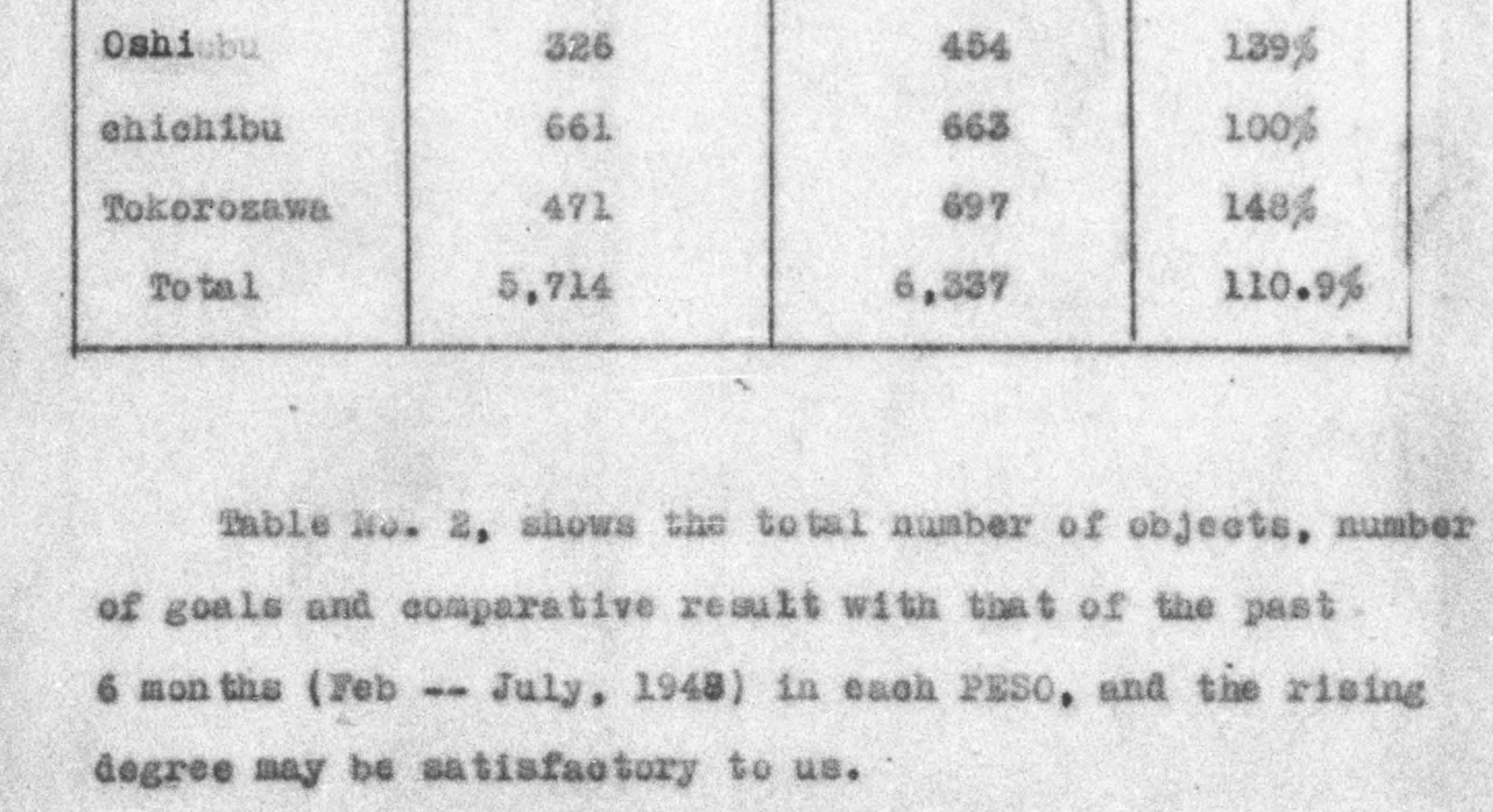
Table No. 1, shows the result of PESO

Table No. 1, Real Number of Contact with Employers

Names of PESO	Real Number of goals	Real number of attaining	Rate
Kawaguchi	1,094	1,137	104%
Urawa	479	620	129%
Omiya	663	817	123%
Kumagaya	769	694	90%
Kawagoe	760	785	103%
Kasugabe	491	470	96%
Oshibu	326	454	139%
chichibu	661	663	100%
Tokorozawa	471	697	148%
Total	5,714	6,337	110.9%

Table No. 2, shows the total number of objects, number of goals and comparative result with that of the past 6 months (Feb -- July, 1948) in each PESO, and the rising degree may be satisfactory to us.

Table No. 2. Graph Showing the Result with Employers.



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(2) Contact with labor unions.

Of 9 PESO.

(a) PESO attained the goal 8.

b) PESO not attained the goal 1.

c) Rate of attaining in the whole prefecture 118.5%

Table No. 3, shows the result.

Table No. 3. Real Number of Contact with Labor Unions

Names of PESO	Number of goals	Real number of attaining	Rate
Kawaguchi	59	72	122%
Urawa	41	42	102
Omiya	36	37	103
Kumagaya	98	115	117
Kawagoe	57	71	125
Kumagabe	32	43	134
Oshi[illegible]-	38	25	66
Chichibu	25	35	140
Tokorozawa	35	59	169
Total	421	499	118.5

Table No. 4, shows the total number of objects, number of goals and comparative result with that of the past 6 months (Feb. — July, 1948) in each PESO, and the rising degree may be satisfactory to us.

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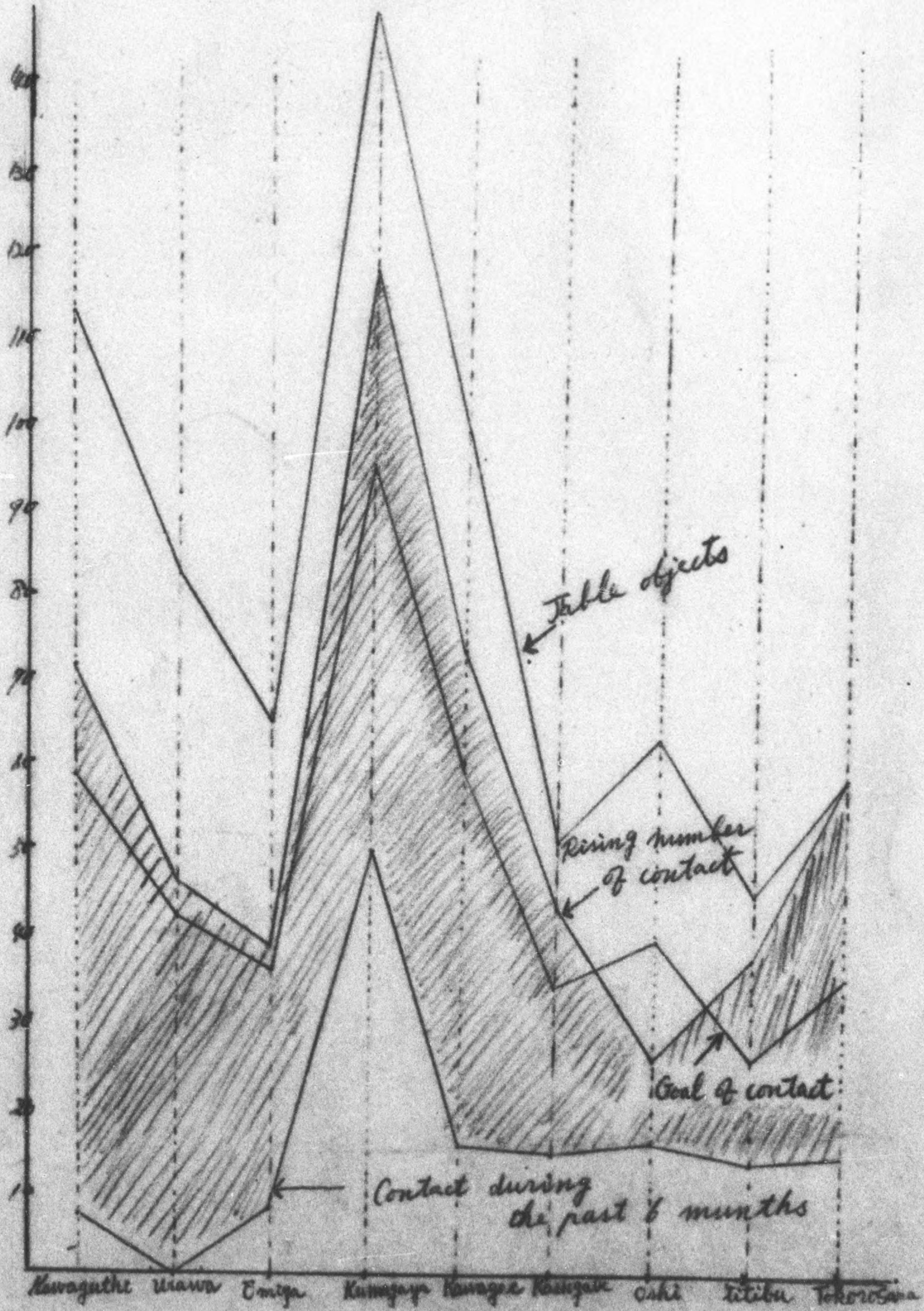
Table No. 4. Graph showing the Result of Contact with Labor Unions.



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(3) Contact with various organization,
of 9 PESO.

a) PESO attained the goal. 8.

b) PESO not attained goal. 1.

c) Rate of attaining in the whole prefecture
142%

Table No. 5, shows the result.

Table No. 5. Real Number of Contact with Various Organization.

Names of PESO	Number of goals	Real number of attaining	Rate
Kawaguchi	42	43	102%
Urawa	25	24	96
Omiya	37	105	184
Kumagaya	38	48	126
Kawagoe	60	104	173
Kamigabe-Oshi	65	91	140
Chichibu	15	16	107
Tokorozawa	27	29	107
Total	40	65	163
	369	525	142

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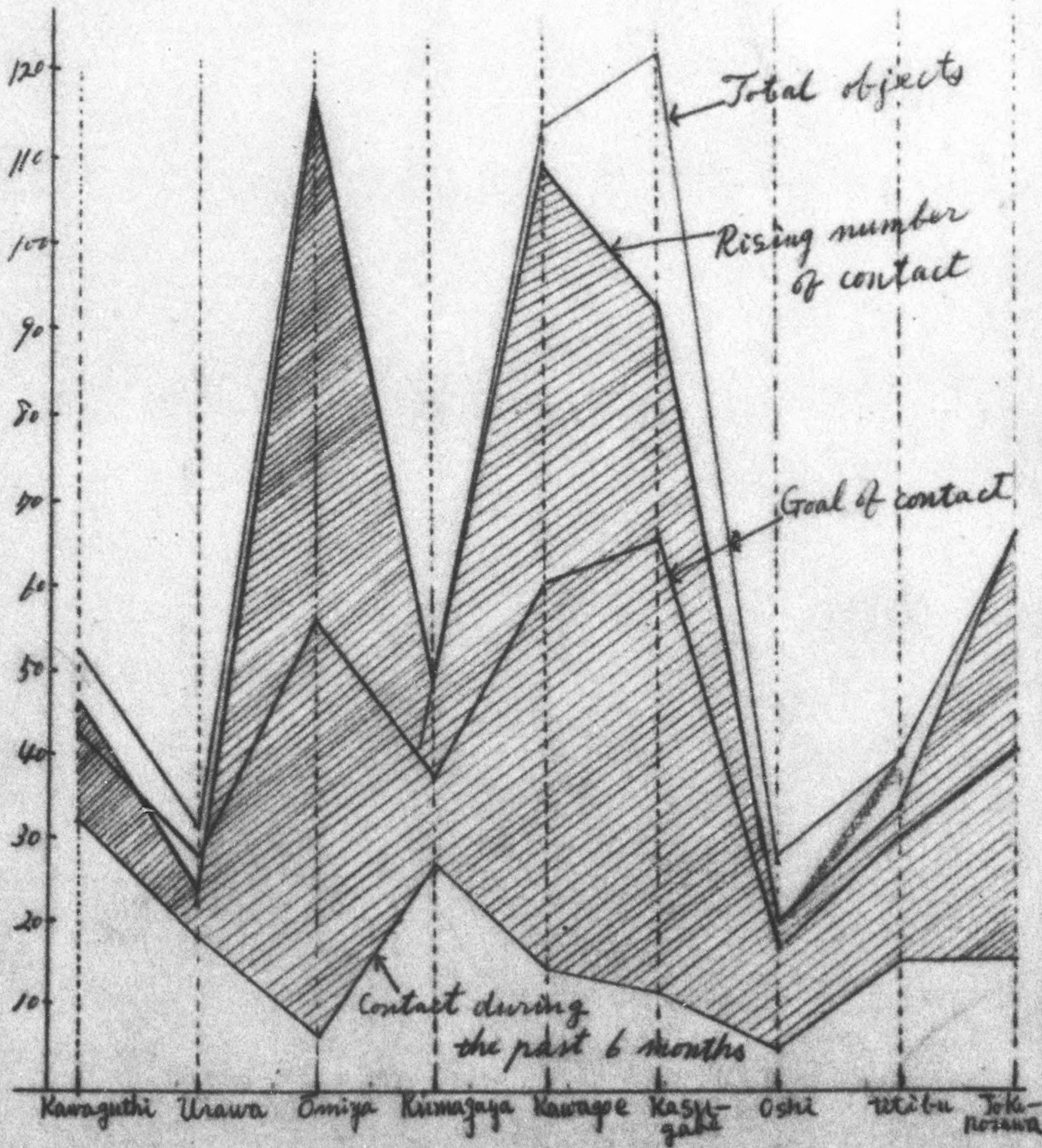
Table No. 6, shows the total number of objects, number of goals and comparative result with that of the past 6 months in each area, and the rising degree may be satisfactory to us.

Table No. 6. Graph showing the Contact with various Organization.



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(4) Contact with inteligence agencies.

All the PESOs attained the goal as to this problem, for which the attaining rate throughout the Prefecture went up to 307%. This is because the objectives of this problem were national papers, provincial papers and local press agencies, whose number was comparatively small. Therefore, in addition to the initial program, we have made a survey over how the information we had presented appeared in the papers as results of the contact activities.

Table No. 7 and 8 are the results of the survey, which we consider may be satisfactory.

Table No. 7 Contact with inteligence agencies.

Name of PESO	Total No. of objectives	Goal No.	Attained No.	Rate %
Iwaguchi	9	7	11	157
Uraun	10	8	29	363
Ondya	4	4	15	375
Kumagaya	21	15	28	187
Kawagoe	35	23	55	239
Kasugabe	11	9	54	600
Oshi	8	5	9	180
Chichibu	7	5	13	260
Tokorozawa	12	9	47	522
Total	117	85	261	307

Note: The attained number exceeding the total number means repeatedly contacted. We turned into this policy in the last part of the experimental period.

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Table No. 8 Appearance in the papers

Name of PESO	No. of articles appeared	No. of characters contained
Kawaguchi	7	1,402
Urawa	17	3,467
Omiya	18	4,776
Kumagaya	28	4,284
Kumagoo	23	5,712
Kasugabe	27	7,164
Oshi	5	1,028
Chichibu	18	8,857
Tokorozawa	29	6,515
T o t a l	172	43,205
Section	51	23,092
Grand Total	223	66,297

As shown in the Table No. 8, the number of articles appeared in the papers and characters contained which had been taken up by the press agencies according to our presentation, are as follows.

	Article	Character
a) Presented by PESO:	172	43,205
b) Presented by the Employment Security Section:	51	23,092
c) Total:	223	66,297

In another word, on average:

a) 37 articles per month, 1.2 articles per day,

b) 300 characters per article.

This means that the article of about 2 in. sq., excluding the head-line, appeared in any one of the papers every day, which may be

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considered satisfactory.

(5) Contact with cities and villages.

All the PESOs have been obtaining good results regarding this matter, and they fully attained the goal during this experimental period, so that we do not realize the necessity of tabulation. It would be enough only to state that the attaining rate throughout the Prefecture was 110%.

(6) Others.

Although this matters was taken up as a factor of the goal No. 1 in the initial program, we changed the policy, in evaluation, into that this is to be considered merely as the reference to this activity.

The results are as listed below.

a) Posters prepared and utilised by PESO	4,040
b) Pamphlets and hand-bills "	8,734
c) Lectures sponsored by PESO	205
d) Wall-newspapers utilised by PESO	409
e) Utilizing loud-speakers by PESO, in stations or on streets.	7
f) Discussion meetings sponsored by the Employment Security Section.	2
g) Wall-newspapers issued by the E.S. Section	2,200
h) Prefectural Labor Department's Organs utilised by the E.S. Section (monthly published)	
Number of articles appeared	11
Number of publications utilised	4
Number of copies published	1,500
i) Prefectural Labor Administrative organs utilised by the E.S. Section (seasonally published)	
Number of articles appeared	4
Number of publications utilised	2

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Number of copies published 1,500

j) Prefectural Information Department's wall newspapers utilized by E.S. Section (fortnightly published)

Number of articles appeared 4

Number of publications utilized 4

Number of copies published 4,000

II. The result of the goal No. 2

The purpose of this matter is to develop the utilizations of PESO by employers. As we were afraid that we would be unable to obtain good results in this activity, because of the present situation of tending to the depression of employment in the economic and industrial fields, this is one of the problems for which we made our best endeavours.

Regarding this problem;

a) PESO which fully attained the goal 2

b) PESO which attained 90% and over 1

c) PESO which attained 80% and over 2

d) PESO which attained 70% and over 1

e) PESO which attained 50% and over 2

f) PESO which attained below 50% 1

g) Attaining rate throughout the Prefecture 75%

h) Compared with past 6 months 170%

The result of each PESO concerning the above-mentioned is shown in Table No. 9, from which we can realize that the number of job openings received by each PESO during this experimental period is far in excess of the number in the past 6 months.

Even those PESOs which could not fully attain the goal, obtained such results as passing over those of the past.

Table No. 9. Employers from whom PESO received job orders.

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Name of PESO	Goal No.	Attained No.	Attaining rate. %	No. in past 6 months.	Rate to past 6 months %
Kawaguchi	633	515	81	273	189
Urawa	344	333	97	147	234
Ooiya	488	236	48	176	134
Kumagaya	440	332	75	189	175
Kazo	518	279	54	232	120
Kasukabe	377	308	82	219	141
Oshi	211	232	110	104	236
Chichibu	354	214	60	158	135
Tokorozawa	292	300	103	125	240
T o ta l	3,657	2,749	75%	1,623	170%

Notes:

(1) An employer from whom PESO received job orders repeatedly is regarded as one.

(2) These figures are of in the jurisdiction of each PESO.

(3) This table does not show the number of employees wanted but the number of employers who gave job orders.

When adding the number of orders from outside the jurisdiction of the PESO to Table No, 9 which shows the results only in the jurisdiction of each PESO; the result is as listed below and Table No. 10.

a) PESO which fully attained the goal 3 (+1)

b) PESO which attained 90% and over 2 (+1)

c) PESO which attained 70% and over 2 (+1)

d) PESO which attained 60% and over 2 (+1)

e) PESO which attained below 60% 0 (-1)

f) Attaining rate throughout the Prefecture 91%

Table No. 10 Orders from outside jurisdiction of each PESO

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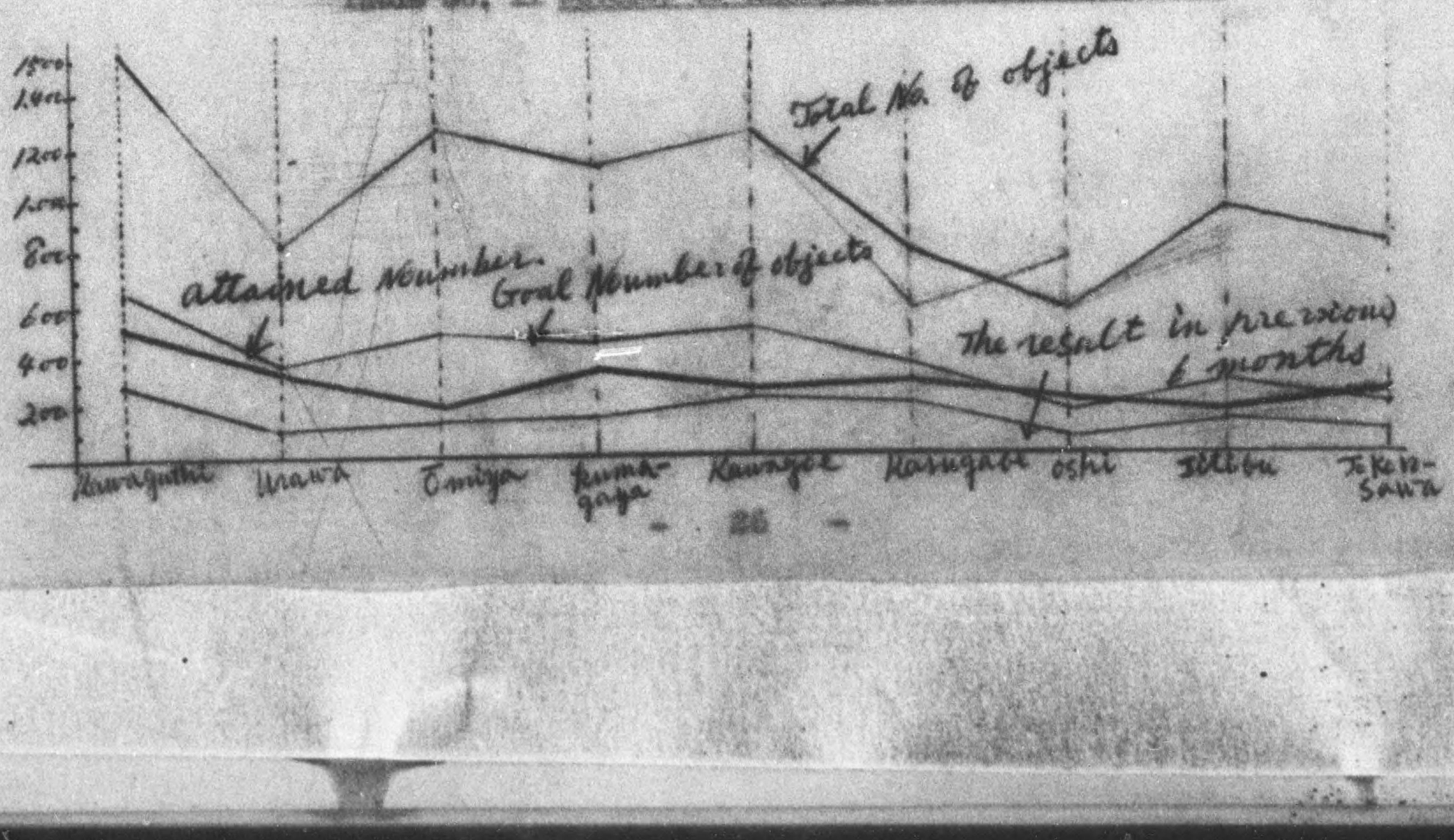
Name of PESO	Job openings from outside jurisdiction	Attaining rate including both in and outside jurisdiction
Kawaguchi	47	89
Urawa	108	128
Omiya	139	77
Kumagaya	70	91
Kawagoe	60	65
Kasukabe	35	91
Oshi	17	180
Chichibu	15	65
Tokorozawa	72	127
Total	563	91

Table No. 11 is showing the above-mentioned compared with the total number of objectives, the goal number and the number of the past 6 months for each PESO.

It is necessary to be specially commented as for this goal No. 2 as well as goal No. 3, that the experiment of these items started from the basis of zero line, though the experiment of the goal No. 1 started from the basis of the result obtained in the past 6 months.

Therefore, the line of the attained number appeared in the Table No. 11 shows that all the PESOs attained the results in excess of the past 6 months' level.

Table No. 11 Develop of employer's utilization of PESO



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For a reference, we give some consideration to the number of employees for which PESO received the job orders from employers.

As shown in Table No. 9, 2,749 employers gave job orders to PESO, which was 170% of the number of the previous 6 months. And the number of employees for which employers ordered to PESO is as in the Table No. 12, which is less than that of the past 6 months.

Table No. 12 Employers who gave job orders and employees wanted.

	Employer	Employees	Employeen per employer
This period (Sept., 1948 - Feb., 1949)	2,749	29,404	11
Past 6 months (Feb. - July, 1948)	1,623	38,280	24
+ -	+ 1,126	- 8,876	- 13

Note: Figures show the total of all the PESOs.

As in the Table No. 12, despite the increase of 1,126 in the number of employers, the decrease of 8,876 is seen in the number of employees wanted by them. And the number of employees per employer also is decreased by 13 compared with the previous 24.

This is considered as clearly indicating the present trends of employment depression.

III. The result of the goal No. 3.

The purpose of this matter is to develop the utilization of PESO by applicants. In the point of view that the recent trends in the industrial affairs have been tending to the enterprise readjustment, and consequently that the applicants' utilization of PESO was anticipated to be rising up in connection with the increase of separation, we were expecting to get satisfactory results in our activities towards this goal.

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But it was not so necessarily. Since the height of the goal number is a very affecting factor to this survey, it will be quite necessary to reexamine as to what level the goal number is to be fixed at, how to estimate the number of applicants who wish to apply at PESO and whether the data are accurate and sufficient.

We determined the program to attain in accordance with No. 1 - 2 - c (see Preface), basing upon the statistical data obtained and the survey conducted, though they are not complete and satisfactory; and valued the results with the review thereupon.

Regarding this problem (in the jurisdiction of each PESO only),

a) PESO which fully attained the goal	2
b) PESO which attained 90% and over	2
c) PESO which attained 60% and over	2
d) PESO which attained 50% and over	1
e) PESO which attained below 50%	2
f) Attaining rate throughout the Prefecture	73.3%
g) Compared with past 6 months (in jurisdiction only)	133.4%

The above-mentioned results show only those in the jurisdiction of each PESO. When adding the applicants from outside jurisdiction of each PESO, we can see the results as follows.

a) PESO which fully attained the goal	4
b) PESO which attained 90% and over	1
c) PESO which attained 60% and over	1
d) PESO which attained 50% and over	2
e) PESO which attained below 50%	1
f) Attaining rate throughout the Prefecture	101%
g) Compared with past 6 months (in jurisdiction only)	249%

This is shown in the Table No. 13. What is unexpected to us is

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that the number of applicants from outside jurisdiction were comparatively big against that of in jurisdiction, in another word, that there is formed a considerably large labor market by utilizing the main lines of transportation.

Table No. 13

Name of PESO	Goal No.	Attained No. In juris. only	Rate	Attained No. Including outside juris.	Rate
Kawaguchi	3,026	2,113	70%	3,947	130%
Urawa	2,773	2,259	81	3,843	139
Omiya	3,847	4,268	111	7,331	191
Kumagaya	6,842	3,418	50	3,762	55
Kawagoe	5,074	4,174	82	4,833	95
Kasukabe	3,443	1,656	48	1,961	57
Ochi	4,420	1,281	29	1,467	33
Chichibu	2,527	1,641	65	1,706	68
Tokorozawa	4,095	5,613	140	7,376	180
T o t a l	36,045	26,423	73%	36,226	101%

Table No. 14 is showing the above-mentioned compared with the total number of objectives, the goal number and the number in the past 6 months for each PESO.

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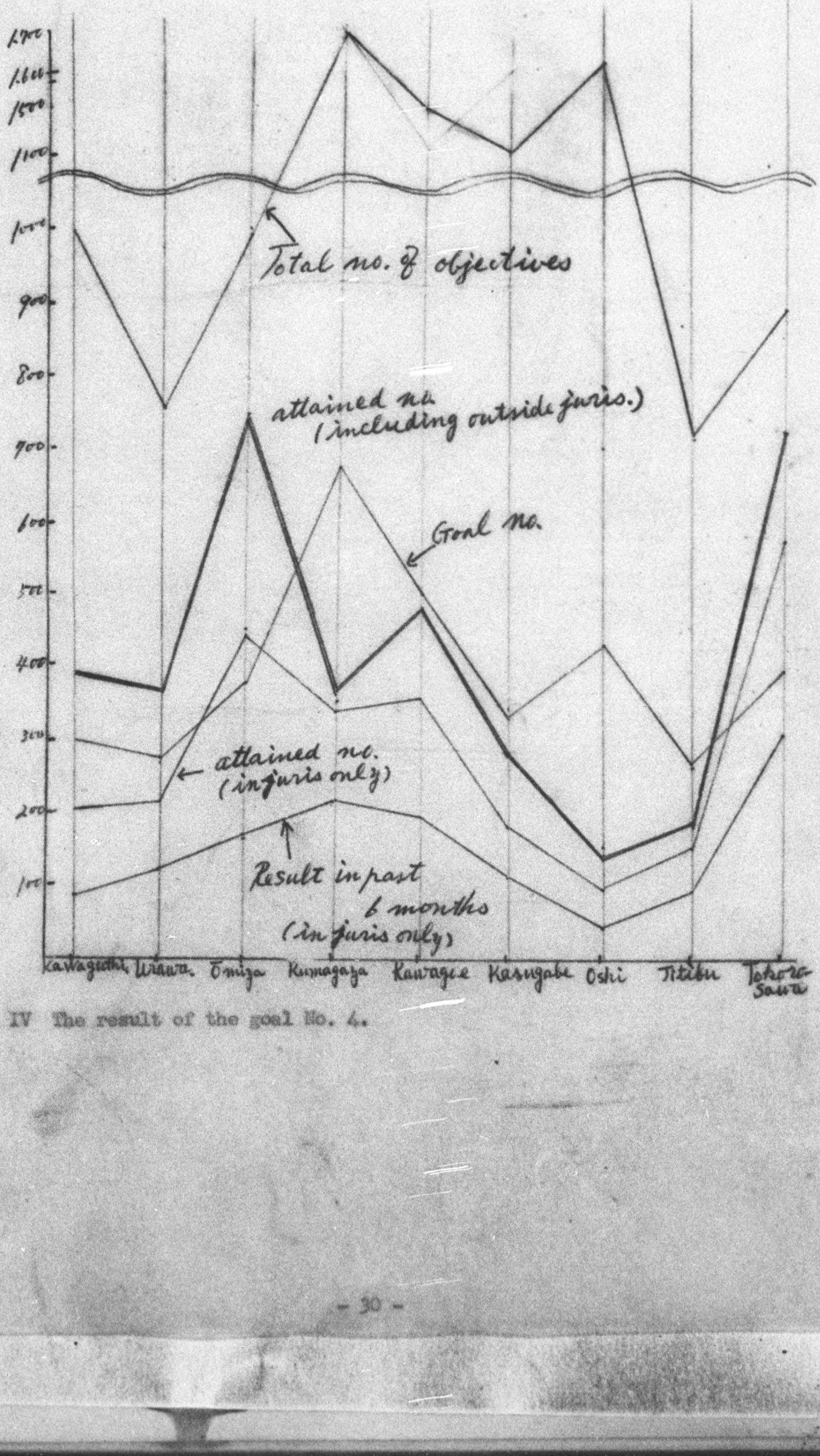
Table No. 14 Develop of applicants' utilization of PESO



IV The result of the goal No. 4.

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First we have to state that our idea in setting up the initial program had been altering gradually in process of the experiment and the considerable change took place in the idea of the standards and methods of its evaluation.

(1) The idea in setting up the program and the goal for each PESO.

a) This problem is to develop the service of PESO to employers. In designing the program, we analized the content of service into four factors as mentioned in No. 1 - 2 - (d) (see Preface) and gave the specific weight to each of them, as follows.

(Initial program)

Factor	Weight (100 in total)	Remarks
a. Suitability	30	The degree how an applicant's qualification meets the requirement of a job order.
b. Filling-up rate	30	The rate of filling up to the number of employees required.
c. Speed	20	The number of days up to the date of placement.
d. Coordination	20	Adequacy of selection and coordination with employers.

b) The goal for each PESO determined on the above-mentioned idea is as in the Table No. 15.

Table No. 15 Goal of development of the service to employers.

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		Level in past 6 months: Suitability	Filling-up rate	Speed	Coordination	Total	Goal	Formulation of the goal
Kusaguchi	V	54	36	50	50			
	W	16	10	10	10	46	59	[100 - (Total in past 6 months)] x 25% + (total in past 6 months) = goal
Urasa	V	41	23	55	20			
	W	12	7	11	4	34	54	
Ooiya	V	58	57	55	30			Example: Kusaguchi PES0:
	W	17	17	11	6	51	63	(100 - 46) x 25% + 46 = 59
Kusagaya	V	44	45	65	38			
	W	13	13	13	7	46	59	
Kusajoe	V	41	51	50	33			
	W	12	15	10	6	43	57	
Kasugabe	V	38	48	36	26			
	W	11	14	7	5	37	52	
Ooki	V	40	13	40	30			
	W	12	4	8	6	30	48	
Chichibu	V	51	45	50	60			
	W	15	13	10	12	50	62	
Tokorozawa	V	50	63	55	35			
	W	15	19	11	7	52	64	

Remarks: (1) V means the level (evaluation) of the factor.

(2) W means the level (evaluation) of the factor calculated upon the basis of its weight.

(3) The full marks of the degree shall be 100.

(4) The full marks of the total shall be 100.

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c) The description listed below is as to how is determined "the level of the past 6 months" as the above table.

Suitability: Determined on the result of on-the-spot survey conducted by the Prefectural Supervisor.

Filling-up rate: Determined by each PESO itself. As this is determined by calculating the actual number, no review is necessary.

Speed: Determined by each PESO itself. As this is determined by calculating the actual number, no review is necessary.

Coordination: Determined on the result of on-the-spot survey conducted by the Prefectural Supervisor.

d) Though we had been endeavouring towards the goal established according to the above-mentioned procedures, we reached to the conclusion of modifying or amending the standards of evaluation in the last part of the experimental period.

(2) The principle of evaluation.

a) The evaluation of the suitability was made in accordance with the following principles.

o The objective of survey:

The order-cards received Jan. 16 to Feb. 15 and the job openings of which were filled up before Mar. 15; and the application-cards corresponding to those. (The order-cards and application-cards for which the placements were verified).

(Exception: In case of Kawaguchi, Urawa, Omiya and Kumagaya PESO, the order-cards received Jan. 16 to Jan. 31 and the job openings of which were filled up before Feb. 28; and the application-cards corresponding to those.)

o The content of survey:

The degree how the employer's requirements entered in the

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order-card were not by the placement of the applicants, was surveyed as to the following factors and marked by giving demerit marks for the degree of unsuitability.

a) Job title (Experience)	25
b) Ability, Education, knowledge	25
c) Age	10
d) Wage	15
e) Locality of residence (Easy in)	10
f) Physical requirement	15
Total	100

o The method of calculation:

Each placement is to be evaluated and marked by giving demerit marks for the unsuitability. (In case three applicants were placed to one job order which required five, this was dealt with as three placements). The suitability is the total sum of those marks devided by the total sum of the placements.

o The method of corrections

The above-mentioned is only in case the placement was verified, which does not clarify in case of rejected. Therefore, we regarded the rejected as no marks of suitability, and calculated the suitability including those applicants referred who were not placed by using the following formula.

(Suitability only in case of placement) x $\frac{\text{(Total number of applicants placed)}}{\text{(Total number of applicants referred)}}$

b) No change was made as to the method of evaluation of the suitability.

c) The speed of referral was evaluated in accordance with the following principles.

o The objective of survey:

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Same as in case of the suitebility.

o The content of survey:

The number of days spent by the date of filling up a job order.

o The method of survey:

The marks of speed is the total number of marks given to each placement, divided by the total number of placements. The number of days and the corresponding marks are as follows.

Days	Marks
1 - 5	100
6 - 9	90
10 - 13	80
14 - 16	70
17 - 20	60
21 - 25	50
26 - 32	40
33 - 40	30
41 - 50	20
51 and over	10

d) The adequacy of entry in the order-card was picked up to be evaluated as a new factor of survey.

o The objective of survey:

All the order-cards received Jan. 16 to Feb. 15. (In case of Kasaguchi, Urawa, Omiya and Kumagaya PESO, all the order-cards received Jan. 16 to Feb. 28).

o The content and method of survey.

Each card was surveyed as to the following factors and marked by giving demerit marks for the inadequacy of entry.

The total sum of the said marks divided by the total number of

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cards is the evaluation marks.

Factor	Full marks
Column No. 1 - 7	10
" 8	70
" 9 - 11	10
" 12 and the rest	10
Total	100

e) The evaluation of adequacy of the coordination was not actually conducted, because its objectives and method could not be determined obviously.

(3) Result:

The record of the results obtained through evaluation so conducted as mentioned above is listed below for each factor with some explanations.

a) Suitability.

Table No. 16 Suitability to employers' requirements.

Name of PESO	Suitability	Corrected suitability	Remarks
Kawaguchi	83	29	"Corrected suitability" is the suitability when that in case of placement was extended to that of all the application cards referred.
Urawa	87	26	
Omiya	94	30	
Kumagaya	96	75	
Kumagoe	87	72	
Kazugabe	91	41	
Ochi	80	32	
Chichibu	91	63	
Tokorozawa	93	54	

This table is to show the evaluation of each PESO. But the trouble was

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that the evaluation was not made upon the consolidated method of marking because of the difficulty to prevent the subjective judgement of each PESO. It will also be necessary to reexamine whether this method of evaluation is appropriate. We just adopted this method of evaluation by giving marks because we had regarded it as essential to give marks to each factor for the consolidated evaluation of the contents of service, and because the goals to be attained had been shown by percentage.

The result in the Table E No. 16 can not immediately concluded as the level which each PESO actually reached, and it is recognized in on-the-spot supervision that this result must be discounted. However, it is true that each PESO obtained better result than in the past.

For reference, we will state two examples of evaluation.

Table No. 17 Evaluation of suitability

(1) Kumagaya PESO.

A. Suitability — Marks = (a) x (b) = 75 = 96 x 79%

(a) Suitability of applicants placed

Item	Marks	Full marks
(1) Job title	24	25
(2) Ability	24	25
(3) Age	9.5	10
(4) Wage	13.5	15
(5) Locality of residence	10	10
(6) Physical requirement	14.5	15
Total	95.5	100

(b) Placement-rate (number of placement over referral)

79% = 77/90

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(2) Oshi PESO.

A. Suitability	Marks = (a) x (b) 32 = 80 x 40%

(a) Suitability of applicants placed.

Items	Marks	Full marks
(1)-Job title	19	25
(2) Ability	20	25
(3) Age	8	10
(4) Wage	11	15
(5) Locality of residence	8	10
(6) Physical requirement	14	15
Total	80	100

(b) Placement-rate (number of placement over referral)

$$40\% = \frac{24}{60}$$

(b) Filling-up rate

Table No. 18 Filling-up rate.

Name of PESO	Filling-up rate %
Kawaguchi	38
Urawa	24
Omiya	38
Kumagaya	25
Kamagoe	37
Kasugabe	9
Oshi	24
Chichibu	56
Tokorozawa	60
All Prefecture	31

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This table is to show the filling-up rate to the number of employees required in the last part of the experimental period, which can be detailed as the following Table No. 19-A as to the maximum, minimum and the average rate for the whole period.

Table No. 19-A Maximum, minimum and average filling-up rate.

Name of PESO	Max. %	Min. %	Average %
Kawaguchi	38 (Feb.)	6 (Jan.)	22
Urawa	30 (Nov.)	10 (Sept.)	16
Omiya	38 (Jan. & Feb.)	20 (Dec.)	27
Kumagaya	66 (Dec.)	19 (Oct.)	29
Kumgoe	49 (Jan.)	26 (Oct.)	34
Kasugabe	14.8 (Jan.)	9.3 (Feb.)	12
Oshi	24 (Feb.)	9 (Oct.)	16
Chichibu	56.5 (Feb.)	29 (Nov.)	35.
Tokorozawa	60 (Feb.)	21 (Oct.)	36
Whole pref.	31 (Feb.)	21 (Sept.)	25

The filling-up rate in this experimental period——the ratio of the number of applicants placed to the nuber of active job orders——which is different from that in the past 6 months——the ratio of the number of applicants placed to the newly received orders. As it was impossible to compare these two, we re-calculated the rate in this experimental period as to the ratio to the newly received orders, which is as in Table No. 19-B in comparison with the ratio in the past 6 months. And we can find only Kawaguchi, Urawa and Oshi PESO could obtain the exceeding rate.

Table No. 19-B Filling-up rate compared with the past 6 months.

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Name of PESO	Rate in the whole period	Rate in the past 6 months
	%	%
Kawaguchi	46	36
Urawa	28	23
Omiya	33	57
Kumagaya	28	44.9
Kawagoe	42	51.2
Kasugabe	22	48.2
Oshi	14	13
Chichibu	35	45
Tokorozawa	50	63.3
Whole Pref.	35	44

(b) Speed of referral.

Table No. 20 Evaluation of the speed of referral.

Name of PESO	This period		Past 6 months	
	Marks	Days	Marks	Days
Kawaguchi	80	10 - 13	50	11 - 13
Urawa	79	14 - 16	55	11 - 13
Omiya	84	10 - 13	55	11 - 13
Kumagaya	88	10 - 13	65	9 - 11
Kawagoe	89	10 - 13	50	11 - 13
Kasugabe	88	10 - 13	36	13 - 16
Oshi	80	10 - 13	40	13 - 16
Chichibu	91	6 - 9	50	11 - 13
Tokorozawa	73	14 - 16	55	11 - 13

This table is to show the evaluation of survey made in the last part of this experimental period, indicating the average number of days

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spent to fill up the orders. As the method of evaluation is differed from that of the initial program, we state the number of days beside the rate, which is indicating that all PESO, were elevated.

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(2) Entry of Order Cards.

As the evaluation of suitability was to be made by judging the cards combined of order and application checking each other, the complete entry of cards were required, so we made a strict guidance and inspection in this experiment.

The following table shows the result of judgement by PEIOs.

Table No. 21 Marks of evaluation of Order-cards.

	Marks
Kawaguchi	82
Urawa	88
Omiya	96
Kumagaya	80
Kawagoe	87.7
Kasugabe	77.3
Oshi	87
Chichibu	95.1
Tokorozawa	90.6

According to the above table, every PEIO stands on a pretty high level but this is the judgement of each PEIO itself like in the case of the said suitability and there is some doubt in its reliability. But owing to the guidance and supervision by the official of GHQ, and National and Local Supervisors, the entry was improved remarkably with the approach of the end of the experiment period.

So far we have described on each item of the Fourth goal as essential but the original evaluation standards were varied at the end of the experiment period, so it is difficult to compare the accomplished result with the goal expected

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at the beginning of the period.

Therefore we have made the following evaluation.

Concerning improvement of service for applicants; placement rate has not become better, but suitability and referral speed have been improved. We think sorting and filing of cards for betterment of suitability have been improved.

We have got the following adjusted result by multiplying the above marks by specific gravity according to the starting idea.

Table No. 22 Comparison of the plan with actual results regarding the Fourth goal.

		Results (A) Suitability	(B) Adjusted suitability	Placement Rate	Speed	Card	Total A	Total B	Accomplished result
Kawaguchi	V	83	29	38	80	82			
	▽	25	9	11	16	16	68	59	59
Urawa	V	87	26	24	79	88			
	▽	26	8	7	16	18	67	49	54
Omiya	V	94	30	38	84	96			
	▽	28	9	11	17	19	75	56	63
Kumagaya	V	96	75	25	88	80			
	▽	29	23	8	18	16	71	65	69
Kawagoe	V	87	72	37	89	877			
	▽	26	23	11	18	17	72	69	67
Kasugabe	V	91	42	9	86	775			
	▽	27	13	3	18	15	63	49	52
Ochi	V	80	32	24	80	87			
	▽	24	10	7	16	17	64	50	46
Chichibu	V	91	63	66	91	954			
	▽	27	19	17	18	19	81	73	68
Tokorozawa	V	93	54	60	73	906			
	▽	28	16	18	15	18	79	67	64
Note		Specific Gravity 30		30	20	20			

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The marks under "total" in the above Table (No. 29,) though there is some difference in factors

A. (In case of employing the suitability of combined cards only) have attained to the goal by all PESOs;

B. (In case of employing adjusted suitability, the suitability of all referral cards)

have attained to the goal by five PESOs.

We consider the results are pretty good.

V. Results of the Fifth Goal.

First we must state the fact that our original idea of this item made remarkable change when we determined the method of final evaluation of the records as in the case of the Fourth Goal.

(1) Idea regarding the plan and goal to be accomplished by each PESO.

(a) This plan is to improve service for applicants, we analyzed the contents of service and classified into four factors and gave a certain weight to each element, as described under (5) of No. 1-1.

This method has been adopted according to the same idea of the Fourth goal. We will repeat this again here.

Analysis of contents of service for applicants and their weight (original plan)

Element	Date of weight on basis of 100 for total	Remarks
a. Suitability	30	Meeting degree to applicant conditions
b. Placement rate	30	Placement rate to number of applicants
c. Speed	20	Number of days required for placement
d. Contact	20	Suitability of contact for job opening and applicants

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(b) We have established the goal as is shown Table No. 23. to be accomplished by each PESO according to the above idea.

Table No. 23 Goal of improving service for applicants

		Levels in preceding 6 months					Goal	Computing formula
		Suitability	Placement rate	Speed	Contact	Total		
Ka-agachi	V	55	65	20	35			
	~	16	19	4	7	46	57	
Ura-a	V	40	48	70	10			
	~	12	14	14	2	42	56	
Omiya	V	64	36	66	15			
	~	19	11	13	3	46	57	
Kumagaya	V	47	58	67	20			
	~	14	17	13	4	48	61	
Ka-agoe	V	37	72	67	30			
	~	11	21	13	6	51	63	
Kasugabe	V	34	74	66	31			
	~	10	22	13	6	51	63	
Oshi	V	30	31	25	30			
	~	7	9	5	6	29	54	
Chichibu	V	51	75	40	30			
	~	15	22	8	6	51	63	
Tokorozawa	V	40	68	70	25			
	~	12	20	14	5	51	63	

Remarks: (1) V shows evaluated marks.

(2) ~ shows adjusted marks by multiplying % of weight.

(3) Full mark of degree of each element is 100.

(4) Total full mark adjusted by weight is 100.

(c) As to how the level in preceding 6 months (This means the level to which the PESO attained during last 6 months.) has been decided, it is the same with the method described regarding the above Fourth Goal, but the former is made on the basis of conditions of job applicants while the latter on the basis of

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employers' hiring requirements.

(2) Method of evaluation and its idea.

(a) Evaluation of suitability was made according to the follo-ing items:

○ Objectives of investigation:

(Application cards and order cards)

Application cards whose applicants applied for job during the period between Jan. 16 and Feb. 15 and their placements took place by March 15 and the order cards to meet the said application cards. (combined cards of job applicant and job order)

(But as for Ka-aguchi, Ureha, Omiya and Kumagaya PESOs the application cards whose applicants applied for job during the period between Jan. 11 and Jan. 31 and their placements took place by the end of Feb. and the order cards to meet the said application cards)

○ Contents of investigation:

To give demerit marks to the follo-ing factors judging the fulfilled degree of conditions in the application card by the employer.

Factor		Full-mark
(a)	Desired job	20
(b)	Wage and working Conditions	20
(c)	Distance of working place	10
(d)	Degree of necessary technique kno-ledge, talent	10
(e)	Environment of -ork and contents of job	10

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(f)	Physical condition	10
(g)	Desired employer and other relating desire	10
(h)	special condition of applicants	10
	Total	100

Method of Computation:

Same with the Fourth Goal.

Method of adjustment:

The above is the investigation of applicants who were referred and got employed, accordingly we cannot know the suitability of those applicants who were referred but not employed. Therefore we have worked out the suitability of all applicants referred including both employed and not employed, by applying the following formula assuming the case of being not employed as zero.

$$\text{Suitability of combined case} \times \frac{\text{No. of placement}}{\text{Total No. of referrals}}$$

(B) There is no change in the method of evaluation of placement rate.

(C) The method of evaluation of speed (referral speed) is the same with the method in the Fourth Goal. We fixed the number of days required and evaluation marks as follows:

Days required	Marks
1 - 16	100
6 - 9	90
9 - 11	80
12 - 14	70
15 - 18	60

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19	-	24	50
25	-	32	40
33	-	43	30
44	-	56	20
over 47			10

(D) We add here a new factor of evaluating entry of job application cards.

○ The objective of investigation:

Job-application cards.

○ Contents and method of investigation:

They are the same with those in the Fourth Goal but we fixed factors and marks as follows:

Factors		Full marks
Column No.	1 - 12	10
	15 - 18	
"	13	30
"	14	10
"	19	20
"	22 - 23	10
"	24 - 30	20
Total		100

(E) As for the evaluation of contact for job orders and job applicants, the objectives of investigation and method of evaluation are ambiguous so we determined not to conduct evaluation of it.

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(3) Records.

The follo-ings are the records of evaluation according to the above mentioned method:

(a) Suitability.

Table No. 24 Suitability for conditions of job applicants

	Suita-bility	Adjusted suitability	Remarks
Ka-aguchi	68	24	
Ura-a	84	29	Adjusted suitability
Omiya	94	28	means the suitability
Kumagaya	96	60	of all the referral cards
Ka-agoe	84	73	-hich computed according
Kazugabe	92	64	to the formula already
Oshi	94	38	mentioned.
Chichibu	93	30	
Tokorozawa	93	67	

This table sho-s evaluation marks by PESOs A -eak point of this method is, as -e stated in the Fourth goal, that the subjective judgement of PESO is unavoidable therefore its true value may not be -hat PESOs state but -e find remarkable improvement in our inspection on the spot.

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(b) Placement rate

Table No. 25 Placement rate

	Placement rate
Ka-aguchi	34%
Ura-a	21%
Omiya	6%
Kumagaya	31%
Ka-agoe	25%
Kasugabe	19%
Oshi	41%
Chichibu	33%
Tokoroza-a	37%
Whole Prefecture	27%

This table sho-s the placement percentage of all the number of applicants in the last period of this experiment.

Maximum, Minimum and average of the rate are sho-n in Table No. 26. The trend is becoming lo- comparing -ith each rate in preceding 6 months. This trend is due to decreased number of job orders and increased demand for experienced technicians.

Table No. 26 Maximum, Minimum and Average of Placement rate.

	Maximum	Minimum	Average
Ka-aguchi	34% (Feb.)	15% (Dec.)	25%
Ura-a	21% (Feb.)	12% (Jan.)	21%
Omiya	12% (Jan.)	6% (Feb.)	9%
Kumagaya	44% (Dec.)	16% (Oct.)	27%
Ka-agoe	41% (Jan.)	25% (Dec.)	32%
Kasugabe	30% (Dec.)	19% (Feb.)	24%
Oshi	76% (Feb.)	11% (Dec.)	38%
Chichibu	65% (Dec.)	30% (Feb.)	40%
Tokoroza-a	39% (Jan.)	17% (Dec.)	27%
Whole Prefecture	27% (Feb.)	22% (Dec.)	24%

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(c) Table No. 27 Referral speed.

	Experiment Records		Result of Preceding 6 months	
	Marks	No. of days required	Marks	No. of days required
Kawaguchi	90	6 - 8	20	1 12 - 13
Drawa	86.9	9 - 11	70	7 - 9 3
Omiya	97	6 - 8	65	8 - 9 2
Kumagaya	96.7	6 - 8	67	8 - 9 2
Kawagoe	93	6 - 8	67	8 - 9 2
Kasukabe	90	6 - 8	66	8 - 9 2
Oshi	84	9 - 11	25	12 - 13
Chichibu	78	12 - 14	40	10 - 11 1
Tokorozawa	92	6 - 8	70	7 - 9 3

This table shows average number of days required for placement of applicants in the last period of this experiment by each PESO.

In the original plan we thought the referral speed would be best when it required for 4 or 5 days and placement within 3 days of referral must be improper but at the marking of experiment records we changed the idea and determined the method described in (c) of (II) to be adequate.

Accordingly comparison of marks alone is insignificant so we entered the number of days actually needed for placement to compare. The results show improvement in 6 PESOs, i.e. Omiya, Kumagaya, Kawagoe, Kasukabe, Oshi, and Tokorozawa. Though Kawaguchi has fallen in its record yet it can stand with other improved PESOs.

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(a) Entry of application cards.

This evaluation requires perfect understanding and entry of each item to be entered in an application card beesuse the suitebility is evaluated by collating one with the other of combined cards so entry of cards is indispensable. We made a strict guidance and inspection regarding entry of cards in this experiment.

Table No. 28 shows evaluation marks by PEIOs themselves.

Table No. 28 Marks on entry of cards.

	Marks
Kawaguchi	75
Urawa	68
Omiya	86
Kumagaya	81
Kawagoe	87
Kasugabe	78
Oshi	82
Chichibu	91
Tokorozawa	89

In this table PEIOs are judging themselves to be in pretty high standard but as it is in case of evaluation of suitability, their judgement is subjective and not necessarily reliable solely.

But during this period thanks to inspection and guidance of the GHQ official and National and Prefectural supervisors, the entry has been improved remarkably.

We have described on the record of each factor of the Fifth goal but our first idea on evaluation changed at the end of the experiment and comparison of the result.

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-ith expected goal is difficult, yet -e may safely make the follo-ing evaluation:

Improvement of service for job applicants and referral speed -hich -as the Fifth goal have been accomplished fairly -ell but as to the placement rate, not so good.

Sorting and filing of cards -hich enhance the suitability have been improved considerably.

We have got the follo-ing adjusted results by multiplying the above marks by the specific gravity according to the starting idea.

Table No. 29 Comparison of the plan -ith results regarding the Fifth goal.

		Results							
		(A) Suitn-bility	(B) Adjusted suitability	Placement rate	Speed	Card	Total A	Total B	Goal
Ka-aguchi	V	58	24	34	90	75			
	T	20	7	10	18	15	63	57	59
Urawa	V	34	29	21	86.9	68			
	T	25	9	6	17	14	62	46	56
Omiya	V	94	28	6	97	86			
	T	28	8	2	19	17	66	46	59
Kumagaya	V	96	60	31	96.7	81			
	T	29	18	9	19	16	73	62	61
Kawagoe	V	84	73	25	93	87			
	T	25	22	8	19	17	69	56	63
Kasugabe	V	82	64	19	90	78			
	T	28	19	6	18	16	68	59	63
Ochi	V	94	38	41	84	82			
	T	25	11	12	17	16	70	66	64

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Chichibu	V	93	30	33	78	91			
	W	28	9	10	16	18	72	53	65
Tokorozawa	V	93	57	57	92	89			
	W	28	17	11	18	18	75	64	63
Special gravity		30		30	20	20			

Marks under "Total" in the above table, though there is some difference in factors:

A. (In case of employing suitability of combined cards only) have attained to the goal in all PESOs.

B. (In case of adjusted suitability employing the suitability of all referral cards) have attained to the goal in 4 PESOs.

We consider the results are pretty good.

No. III Some impressions.

The experiment for six months was very precious for us. We are going to state some impressions and reflections as conclusions.

I. Thorough preparation should be made before the experiment, which contains accurate understanding of each present PESO level, collection of materials on which goals are to be determined, and the method of final evaluation.

Our preparation was not adequate though we had enough time for it. We could not conduct full investigation on each PESO level, number of employers which should be the basis of establishing the goal to be accomplished by each PESO and number of expected applicants.

This inadequate preparation caused too big goals for some PESOs.

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II. Dissemination business as well as staff training should be operated powerfully in order to make this experiment successful.

We believe our experiment hit the target in these respects. We conducted constant propagation outside the PESOs under a certain plan and at the same time earnest staff training was continued inside the PESOs. It is worthy of special mention that every PESO made active discussion and study for training in view of improving the quality of PESO business through this experiment.

III. Coordination between the supervisor and the official in charge of business operation has a great influence upon the progress of this experiment. In this respect our measure, we think, was successful, because the supervisor kept contact with other officials and there was no discrepancy between supervision and guidance. This situation of work lead us to contribute toward accomplishment of the objectives of this experiment with all our activities. For instance, Employment Week for the Physically Handicapped, one year anniversary of establishment of Employment Security Law and Unemployment Insurance Law, Measures for elimination of labor bosses, Unemployment Insurance business and vocational guidance of new school graduates were operated keeping close contact with this experiment.

IV. Thorough guidance regarding purport and objectives should be given to officials in charge.

Though we began our experiment in September it was not fully operated till the middle of November because the purport and objectives of the experiment were not understood thoroughly among all officials.

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If we had given them thorough guidance before or immediately after the commencement of the experiment, results of it would have been far better.

V. This experiment is concerned to central and fundamental routine work of PASO and our efforts should be directed toward improving quality of work. Accordingly increased marks is a mere result of improved quality and a higher mark does not necessarily mean a higher quality of work. We think this idea was right. We made our efforts to improve quality on this standpoint.

VI. Details for evaluation of results should be determined when the goals are determined at the beginning. Consistent plan and guidance may be made when the basic idea of establishing goals identifies with that of details for evaluation. Our experiment had a weak point in this respect and we had to add new items of guidance during the period of the experiment.

VII. As to indicate the result by way of digits (or marks), the method and adequacy of it needs reconsideration. There is no question in regard to No. 1, No. 2 and No. 3 because in these cases we can catch actual figures but questions arise in cases of No. 4 and No. 5. One is improvement of service for job-orders (employers) and the other for job-applicants, and degree of improvement is rather difficult to evaluate by giving marks on account of its nature. In spite of this difficulty we dare adopted this marking system for the following reasons:

(1) It is necessary to analyze the contents of service in order to improve it because "improvement of service" is rather an abstract expression.

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(2) The goals are to be sho-n in percentage.

(3) Analyzed factors are to be summarized for evaluation.

(4) It is necessary to give marks to each factor for evaluation because the factors are different in its natures.

We tried to evaluate the results of our efforts by making system on above mentioned reasons. But this method might not be the best one and more-over it was our first trial, so of course we don't think it is adequate.

We consider that doubt regarding evaluation could not be cleared away though it is conducted by judging the result of actual inspection.

After all there is no other way for this problem than to find out an objective evaluation method based on results of judgement of actual inspection and rational, simple marking system.

VIII. Section officials have studied very much and got a precious experience.

These achievements are a great harvest of the experiment. Section officials in charge of guidance made every effort to help PESO officials, on the other hand PESO manager and officials studied and discussed earnestly as to how to accomplish the goals. We have never seen such an enthusiasm displayed by them before. We could gain excellent results because we had established the goals for which every our effort was directed and concentrated.