NPA Examinations

CONFIDENTIAL

CIVIL SERVICE DIVISION
Government Section

file
WRB
8/15/49

15 August 1949

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

SUBJECT : Examinations under Article 9, NPSL

1. Reference is made to Mr. MacCoy's memorandum dated 4 August 1949, subject as above. This memorandum is submitted in compliance therewith.

2. The principal objective of the proposed examination is to assure, insofar as feasible, that administrative positions in the top ranks of the Japanese bureaucracy are filled by those officials who are best qualified to perform the duties involved. We have proceeded on the basis, established by the United States Personnel Advisory Mission to Japan, that such is not the case at present, but that in fact many important positions are filled by men who, whatever may be their general intellectual attainments, are in whole or in part lacking in the specific training and experience required for the particular positions which they hold. This situation is aggravated by the existence of various other factors, such as university cliques, of which you are well aware. In order to remedy the situation and to reestablish the upper bureaucracy upon a rational basis, draconian measures appear to be necessary, particularly in view of the fact that time is now an important element, but also in view of the fact that the existing bureaucracy must not be given an opportunity to organize resistance to the program before the reformed bureaucracy has time to gather strength to defend itself. Thus, refinements of technique which would ordinarily be employed as a matter of course have been largely abandoned in the interest of immediate accomplishment of the main objective. At the same time, I believe that we have not sacrificed any really essential principle of examining, so that the program is fundamentally sound from a technical standpoint.

3. The proposed examination will, of course, be conducted under Supplementary Article 9, NPSL. On a given date, all designated positions will be declared occupied on a temporary basis. All such positions will then be filled on a regular basis by conditional appointment from an appropriate eligible list established as a result of the proposed examination. The resulting eligible lists will also be used to fill future vacancies, in accordance with Articles 50, 51, 52, and 56 of the NPSL. All provisions of the NPSL governing examination and appointment appear to apply to these examinations. However, certain special rules will be required, including

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a rule designating positions to be examined and a rule on certification. This latter rule will be issued under Article 56 rather than under Article 9.

4. The plan proposed by the Examination Branch, as developed to date jointly by this Branch and the Recruitment Bureau, is as follows:

a. All positions of section chief and higher in the central offices of the government and all administrative positions of equivalent rank in the regional and local offices will be designated as subject to examination, except for a small number of positions for which an examination is not considered feasible. All positions will be designated at the same time, although nothing will preclude later designation of additional positions.

b. Designated positions will be roughly classified into broad occupational categories. Four levels are contemplated. Minimum prerequisites of training and experience will be established for each category and each level. In general, the prerequisite for each level will be experience at the next lower level or its equivalent.

c. In addition to the general prerequisites required for each occupational area, specific prerequisites will be established for each designated position. These prerequisites will be published at the time of the announcement, and they will be applied at the time of certification; i.e., they will serve as standards for selective certification from the general eligibles lists established as a result of the examination. Every incumbent will be considered to meet the prerequisites for his position.

d. The examination will be open competitive and will consist of one or more written tests. Every candidate will be required to take a test designed to measure administrative ability. The same test will be administered for all positions, but different rating standards may be established for different levels. In addition, wherever appropriate, candidates will be required to take a technical test designed to assure that they possess certain minimum essentials of technical or special knowledge essential to the positions involved. This test will have no weight in the final score, but will serve as a screening device.

e. Candidates will be permitted to apply for any two occupational groups.

f. Upon completion of the rating, an eligible list will be established for each level of each broad occupational group. Positions will then be filled by selective certification, on the basis of predetermined and published standards. Certificates will be issued first for the highest positions and gradually for all levels and all positions. By extending the period of certification over a reasonable time, undue disruption of the administrative machinery may be avoided. If possible, each appointing officer will be apprised of the pertinent results of the examination in advance of publication of the eligible lists, so that resignations may be arranged in the case of officials who fail to attain eligibility. Publication of the eligible lists will be deferred as long as practicable, and all fanfare will be shunned. However, the lists will be made available for public audit in due course. The entire process should be completed in orderly fashion prior to 30 June 1950.

g. A special certification rule is contemplated, providing for a certificate of five eligibles for each position, but providing further that if there are fewer than five eligibles available, the available number may be certified. The advisability of issuing displacement notices will be considered if the necessity arises. I believe that they may not be required.

h. The examination will be held in 13 cities, so located as to minimize inconvenience for the candidates. The most dignified rooms available will be utilized as examination rooms. High officials of the NPA, headed by Dr. Asai, will act as examiners.

i. Recruiting plans, still incomplete, include: (1) Publication of three separate announcement documents, setting forth all pertinent information; (2) Mailing of appropriate announcements directly to each incumbent of a designated position; (3) Newspaper and radio publicity; (4) Special conferences in each agency in Tokyo and in each prefectural capital to explain details of the examination.

5. I am unable to estimate the results of the examination with any degree of confidence. NPA officials seem to think that there will be a fairly high proportion of failures and subsequent replacements. The extent to which this is true will depend largely on the degree of competition. We shall do our utmost to maximize this. Whether or not much turnover results, we shall undoubtedly be able to establish a group of eligible lists that can be used to fill vacancies occurring in the next year or two. This alone

would justify the examination, in my opinion. While this examination will undoubtedly cause resentment among those officials who suffer from it, it should create loyalty and good will among those who benefit. The net result should be positive, as the beneficiaries will be in and the losers out. Furthermore, I believe that a favorable impression will be created among most Diet members and among the public generally, many of whom have resented ~~restated~~ the immunity of the bureaucracy from the vicissitudes to which the rest of the nation has been subject. Thus NPA should be strengthened in the long run, even though some difficulty ensues immediately.

6. There has been no formal validation of this examination, so that we must rely largely on our own judgment. However, validation studies on similar test materials in the United States have shown promising although inconclusive results. You will recall that I have always said that this operation was to be performed with a cleaver rather than a scalpel. We have sharpened the cleaver as well as we can.

7. I think that perusal of the plan indicates that it is administratively feasible. To date I have not been impressed by any specific objections that have been raised on this ground.

8. May I request prompt action on this matter?

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

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CIVIL SERVICE DIVISION
Government Section

4 August 1949

MEMORANDUM FOR: Mr. Maynard N. Shirven, Chief, Examination Branch

SUBJECT : Examination under Article 9, NPSL

I have discussed the problems which you raised relative to the proposed pilot examination and the regular examination of the Japanese upper bureaucracy under Article 9 of the NPSL with Mr. Hoover. He states that he is not thoroughly committed in his own mind to the conduction of a pilot examination, nor is he adamant on the point. He, therefore, suggests that if you will submit a completely detailed memorandum on the following points, he will reconsider the entire matter in the light of your memorandum:

1. What is the philosophy of the examination?

2. What is the legal status of the examination which you propose to conduct?

3. In detail what is the approach the examination intends to take?

4. What results do you expect to achieve by the examination?

5. What assurance have you of the validity of your proposed examination?

6. What assurance have you of the administrability of the proposed examination?

Mr. Hoover will hold in abeyance any further decision or discussion on this matter until he has received your memorandum. He has tentatively approved the locations you mentioned for examination centers, i.e. seven regional offices in Tokyo-to, Akita, Niigata, Kanazawa, Kumamoto, and Matsue. He has likewise approved your idea of not using middle schools or similar quarters for holding the examinations and thoroughly endorses your idea of utilizing prefectural governors' offices or similar quarters of dignified mien for these proposed examinations.

If the pilot examination is conducted, Mr. Hoover has also indicated his approval of the selection of the Forestry Agency and the NPA. Under any circumstances he feels that NPA should be the number-one agency taking either the pilot or the regular examination. He believes that NPA

should avoid any reference to the fact that the examinations will be held under Article 9 of the NPSL. He fully recognizes the difficulty with which the agency will be faced in securing the necessary information and space; however, he feels that it would be fatal to thoroughly warn the upper bureaucracy by supplying them advance notification that such examinations were imminent.

W. PIERCE MacCOY
Deputy Chief
Civil Service Division

WPM:jb

CONFIDENTIAL

CIVIL SERVICE DIVISION
Government Section

4 August 1949

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W. Pierce MacCoy

W. PIERCE MacCOY
Deputy Chief
Civil Service Division

WPM:jb

CIVIL SERVICE DIVISION
Government Section

2 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. Engle, Public Safety Division, on Examination for Critical Positions

1. The meeting was largely to discuss the progress made in developing a written specialist test and minimum qualifications for the National Rural Police. Not much progress had been made but some examination items had been checked and more would be done in the next few days. Certain parts of the program were clarified. Questions to be considered are:

a. Shall heads of divisions of the regional offices be exempt?

b. Shall officials of police college be exempt?

c. To what extent can applicants be limited to present members of NRP? If exam must be open competitive, can prerequisite require so many months in NRP?

2. Mr. Engle will call in a few days (next week at the latest) to report progress and to discuss police examinations at entrance level.

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

1 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. Robinson, Postal Affairs, CCS, on Examination for Critical Positions.

1. Because of the imminent return of Mr. Lisman to the states, Mr. Robinson has not had the opportunity to do as much work on the examination as had been expected. However, some material has been obtained from the Japanese agency and some sample items gotten from other sources. He is at present grouping the positions. Because of inadequate material at his disposal, I believe he should be given such results of the NPA survey as might be helpful to him.

2. Tentative plans are to locate such material, discuss it, and perhaps make it available to him later this week.

Joseph L. Speicher

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

1 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Medical Services Division, PH&W regarding S-1 Examination

Date : 25 July 1949, MSD Office

Present: : Colonel H. G. Johnson, Chief, MSD, PH&W
Dr. M. C. Morton, Associate Chief, MSD, PH&W
Mr. J. L. Speicher, Examination Specialist, CSD, GS

1. At the request of Dr. Morton the conference was called to clarify the written test aspect of the examination as it applies to Medical Services Division, and to acquaint Colonel Johnson (recently arrived from Europe) with the program.

2. Colonel Johnson and Dr. Morton contended that a written examination covering the basic technical information required by officials of the Medical Services Bureau, Welfare Ministry, would be inappropriate and infeasible for, among others, the following reasons:

a. The posts are almost completely administrative in nature (corroborated by the NPA survey).

b. There is definite compartmentation of professional fields: medical, nursing, dental, etc. Thus a test to cover all such subjects would be either not pertinent in many cases, or extremely elementary.

c. Adequacy of specialized knowledge will be assured by professional requirements in the prerequisites for each position; incumbents at present meet such requirements.

3. While no definite conclusion was made, the points made by Colonel Johnson and Dr. Morton seemed well taken. It was agreed that their suggestions be submitted to General Sams of PH&W and be considered by CSD.

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

M. Shirven
5-1

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conferences with NPA Recruitment Bureau staff re "Critical" Examinations

7/27/49 (T. Sato, Shigeta, Terada, H. Hoover, G. Pierson)

Definition of terms used in grading critical positions discussed. NPA reported the standards used in designating one bureau "important" and another "ordinary" included activities of the bureau and the amount of influence a particular bureau had on the country as a whole. Also considered was the number of sections and the number of employees under the bureau. For example: Director of Land Bureau in Agriculture and Forestry Ministry would be graded 2 compared to Director of the Livestock Bureau graded number 3. The latter has only a small sphere of influence through their work compared to the former which is charged with land reform etc.

Discussed need for clearly defining the grading levels for recruitment and minimum qualification purposes. CSD requested examples of grades used in grouping plan. NPA does not want to state that because one bureau is "important" one, a certain experience is required, and because another bureau is "ordinary" the required experience is less. They think best thing is to set minimum qualifications by levels of bureau chiefs, section chiefs, etc. Agreed this was probably best approach in announcing the general minimum qualifications, leaving to the special minimum qualifications for each position the recognition of the differences in bureaus and sections etc.

Explained that the possession of minimum qualifications and success on the technical test were planned on a pass or fail basis. Also discussed in detail the use of the special minimum qualifications in placing right man on right job within an occupational area.

They reported that grouping of positions was complete except for regional offices - Planning Section, Bureau of Recruitment working on this. Requested them to inform us on 7/28 approximate time needed for completing this. Also asked them to submit descriptive information on grading system for "critical" positions.

T. Sato submitted copy of plan used in designating "tentative series". Also submitted list of 57 special tests resulting from the approximate 360 series. Copy attached.

7/28/49 (Miyaji, Yamaguchi, Speicher, H. Hoover, Pierson)

Discussed tentative plan for "trial run" of "critical" examination. NPA not yet completely decided on agency or agencies for this. Thinking of including Forestry agency and NPA, the latter agency not yet decided. Forestry agency would touch 16 positions in the central government and 42 positions in the local offices (14 regional offices with 3 positions in each). Shirven had suggested the inclusion of heads of local offices (sho), but Yamaguchi says this unit is smaller than local tax office and he does not think they should be included. Speicher questioned whether head of the local offices were equivalent to section chiefs in the central government. Miyaji said they are below section chiefs in central government organization. NPA said plan for trial run was essentially same in structure as plan submitted for general examination.

In passing, Speicher mentioned that Colonel Donaldson, head of SCAP Forestry Division, is at present in Finland and will be absent for several months.

Discussed point 3 in proposed examination plan which reads "intending entrants to examination may apply for one position only, ... " Speicher reviewed Shirven's recent remarks to NPA about letting them apply for a series in one occupational group. Applicant would be requested to state lowest level position he would accept, but if qualified he would be placed on lists for higher level positions too. Miyaji felt this might lead them into certain certification difficulties. Speicher suggested this point in plan be reworded to read "one occupational area" instead of "one position". Discussed what we meant by "occupational group" and defined it as the main occupational area requiring a special test.

Next discussed what they meant by "the validation of examination papers shall be conducted in respect of the examinees from the staff of NPA". Miyaji stated they planned to compare NPA staff examination results with work records. Speicher pointed out this was one means of validation but plan should be so stated that it did not give one the impression that this was the only method to be used. Miyaji felt they could not do a whole range of validation studies and Speicher suggested either deleting this in plan for trial run or include a statement such as "as complete validation studies as possible will be conducted".

CSD reiterated the qualifying nature of the minimum requirements and the technical tests, pointing out that they would have no weight.

General discussion of time schedules, conducting personal investigations of incumbents prior to receipt of applications, and checking possession of minimum qualifications of candidates prior to examination included in this conference.

In connection with time schedule for trial examination, it was suggested that this might be shortened for some parts of the total process. They were

instructed that a sufficient time must elapse following the trial run to study the results, since the purpose was to learn what needed to be changed for the general examination.

The necessity for developing an NPA rule to cover instances where an insufficient number of eligibles might result was reviewed. Also whether or not a rule of 5 was to be used in this circumstance must be decided and a special rule drafted to cover this.

7/28/49 (P.M.) (Sato, Shigeta, Sakita, Terada, Speicher, H. Hoover, Pierson)

NPA submitted the attached picture of the grade levels used for "critical" positions. This obviates need for rewording grading formula we had previously requested. T. Sato reported grading of regional and local offices will be complete within 4 to 5 days except for doubtful cases requiring further study.

NPA has complete personal history forms for incumbents of higher level positions in two ministries and in addition some 1,000 personal history forms for incumbents of section chief positions and above (received in connection with temporary appointments). These will be studied by NPA prior to drafting tentative general and special minimum qualifications.

Major part of conference given to general discussion of establishing minimum requirements and meaning of occupational groups for examination purpose. In grouping higher positions, NPA had classified each position in accordance with the NPA classification tentative occupational series, and it appeared as if they were thinking of occupational groups in a classification sense. We defined occupational groups for testing purposes.

In discussion of minimum qualifications, NPA was thinking of four things: (1) Grade (1, 2, 3, 4 level of responsibility); (2) occupational group; (3) occupational series; (4) individual position. We reviewed plan for developing minimum requirements for (1) general ones for occupational area and (2) five levels within occupational area; and (3) specific ones for each position. Pointed out that specific minimum qualifications for each position would also be on a pass or fail basis and would be used in certifying eligibles.

NPA asked how you work out definitions and examples of "equivalent experience" and who decided this. They were informed that these minimums were worked out by examiners with the aid of specialists in the different occupational fields.

T. Sato has a number of problems in connection with building up some standards for minimum qualifications. He was asked to study the personal history statements by grades and by occupation as one guide in establishing tentative minimum requirements. A meeting was scheduled for Wednesday monrning, August 3, at which time he will bring questions and problems.

GPierson

GRACE M. PIERSON
Examination Specialist

7/27/99 NPA

		No. of POSITIONS	No. of ITEMS MADE	O.K.	No. of PERSONS
A.	General Administration	310	602	0	8
	Personnel	61 (60)	10	0	7
	Fiscal	172 (20 60 13)	0	0	2
	Library	5	0	0	
	Statistics	41	0	0	
	Law	70	214	22	2
	Materials (Procurement)	91	0	0	
	Foreign Affairs	39	45	0	2
	Education	40	0	0	
	Medical and Sanitation	27	0	0	2
	Social Welfare	44	0	0	1
	Postal	25	0	0	
	Telecommunications Management	49	0	0	
	Labor	36	36	3	2
	Economics	90	173	30	2
	Transportation (General)	14	0	0	2
	Transportation (Maritime)	13	0	0	1
	Police	52	0	0	
	Business Specialists:				
	(Economics)	48	0	0	
	(Machinery)	13			
	(Textile)	10			
	(Chemistry)	12			
	(Miscellaneous Industry)	15			
	(Electric)	10			
	(Metallurgy)	7			
	(Staple Foods)	2			
	(Mining)	12			
	(Civil Construction)	4			
	(Transportation)	2			
	(Telecommunications)	14			
	(Agriculture)	1			
	(Fishery)	1			
	(Forestry)	1			
B.	Industrial Science and Technical Specialist	5	120	0	
	Agricultural Economics	26	125	16	2
	Sericulture and Silk Manufacture	5	0	0	
	Agricultural Chemistry	4	244	41	3
	Forestry	13	141	10	2
	Fishery	13	174	35	2
	Agriculture	10	190	74	1
	Agricultural Engineering	9	97	5	1
	Animal Husbandry	5	192	112	2
	Zoology	1	0	0	
	Veterinary Science	1	0	0	
	Mechanical Engineering	15	201	53	3
	Agricultural Engineering	18	119	23	
	Electrical Engineering	2	125	58	3
	Telecommunications Engineering	46	220	108	3
	Textile Engineering	1	33	7	
	Ceramic Engineering	2	4	0	3
	Industrial Chemistry	3	157	59	
	Mining Engineering	11	93	37	1
	Civil Engineering	25	134	23	2
	Metallurgy	4	47	20	2
	Geology	1	0	0	
	Shipbuilding	2	128	27	2
	Pharmacology	6	0	0	

(Not included: Diet Library, Maritime Safety Board, Court, Public Procurator Office)

CIVIL SERVICE DIVISION
Government Section

26 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Representatives of NRS concerning Examination for Critical Positions

Date: 25 July 1949, 1400 - Mitsubishi Shoji Building

Present: Mr. Roche, Chief, Plans and Policy Division, NRS
Mr. Herrington, Chief, Fisheries Division, NRS
Lt. Col. Barnett, Chief, Coordination Branch, Plans & Policy, NRS
Mr. J. L. Speicher, Examination Specialist, CSD, GS

1. The conference was called at the request of Colonel Barnett to discuss difficulties arising from the types of assistance requested in the S-1 examination program. The basic objection was that the amount of work entailed was beyond the capabilities of the NRS because of time and personnel limitations. From this objection several subsidiary issues developed and were discussed albeit inconclusively. Mr. Herrington and secondarily Mr. Roche voiced the following points:

a. The limitations of personnel made it impossible to gather the information requested without obtaining much of it from Japanese sources in the Ministry.

b. No one in the section was capable of compiling minimum prerequisites without considerable effort and without contact with the Japanese officials.

c. It was suggested that it would be more practical to give NRS representatives the results of the NPA survey for corroboration or recommended modification. This would effect a sufficient saving in time and effort to make such assistance possible.

d. Speaking for the Fisheries Agency, Mr. Herrington said that in his opinion it would be impossible to write a single written test to cover the specialized information required in the Fisheries activities. The point was made that many of the officials knew only a small segment of the business well and would not be successful in a broad test covering the field; that, on the otherhand, the law-school official who had spent some time in many of the sections or bureaus would have the broad but somewhat shallow knowledge that such a test would measure.

e. A further point relating to the examination as a whole but not the subject for extended discussion, was the feeling of the NRS representatives that the most effective procedure would be to examine and replace only the top five or six executives at this time, and with the cooperation of the new appointees clean house at the lower levels later.

2. The problems were left pending a second meeting within a day or so at which a proposal of the type of assistance that NRS feels it can give will be presented. The NRS representatives agree with the objectives of the program but object to certain phases of its implementation.

Joseph L Speicher

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

NPA - Exam.

CIVIL SERVICE DIVISION
Government Section

awaiting memo from Shiver 8/5 WHH

26 July 1949

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

SUBJECT : Critical Examinations

1. At your conference with the members of NPA and several of your staff on 25 July, you instructed NPA to prepare a plan for holding "critical" examinations for a single agency of government, prior to holding the general examinations.

2. Since I believe that, owing to the pressure of time, there was insufficient discussion of this proposal, it is respectfully requested that the matter be reconsidered and that NPA be allowed to proceed with the plan presented by it, with minor modifications.

3. I have talked with Dr. Asai today, who informed me that he also believes it unwise and dangerous to conduct a small-scale examination prior to the general examination.

4. The reasons for believing a small-scale examination unwise are as follows:

a. To hold a small-scale examination will in effect be to reveal our plans and procedures prematurely. It would be analogous to revealing plans for a campaign to the enemy at the time of the opening skirmish. This would afford ample time for the opposition to gather its forces and exert its maximum effort to defeat the program, either by legislative action, or by pressure on SCAP. It seems to me that the risk to the program as a whole is very serious and should not be assumed voluntarily.

b. Since the general nature of the examination would be revealed, the opportunity for coaching is increased. The validity of the examination is likely to be reduced by unsystematic leakages of information.

c. The burden of recruiting (announcement, publicity, etc.) and administration is greatly increased by having a preliminary examination.

d. Considerable delay is entailed by a second examination. This delay is an unavoidable incident of an open competitive examination, since it is necessary to hold the announcement open for a reasonable time and since some time is required between the closing of the announcement and the examination date.

5. I am seriously alarmed by the risks involved in this program. For that reason, I hope that you will see fit to reconsider the program. In the meantime, of course, we are going ahead according to your directions.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

21 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Engineer Office on Examination for Critical Positions.

Date: Tuesday, 19 July 1949

Present: Lt. Col. H. J. Skidmore, Engineering & Operations Division, Engineer Office
Mr. E. C. Lendenmann, Engineering & Operations Division, EO
Col. R. E. York, Engineer Office
Major C. G. Anderson, Engineer Office
Mr. J. L. Speicher, Examination Specialist, CSD, GS

1. After a discussion of the advice and recommendations desired from the Engineer Office it was ascertained that the office has no supervisory relationship over any Japanese government agency of a nature that would enable it to determine qualification standards for positions. The sole possible exception being the Geographic Survey Institute.

2. Colonel Skidmore suggested that either ESS or 8th Army Procurement Section (Lt. Col. Allen in Yokohama; Mr. Gerard in Tokyo) could furnish the assistance desired.

3. The Engineer representatives offered to review engineering test items and to translate them from English to Japanese. Also, if desired, they will contribute some original test items. This work would be done by a group of Japanese engineers from private industry now under contract to the Engineer Office.

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Messrs Monroe and Machoian, Tax Administration, Internal Revenue Division, ESS, on Examinations for Critical Positions.

1. A conference with officials of the Internal Revenue Division of ESS was held in the Civil Service Division on 14 July to discuss the development of the examination for critical positions in the Japanese Government pursuant to Article 9, Supplementary Provisions, National Public Service Law, especially as it applies to taxation. Those present were: Mr. J. E. Monroe and Mr. Machoian of ESS; Mr. Shirven, Mr. Speicher and Miss Pierson of CSD and Mr. Yamaguchi, Mr. Temma, Mr. T. Sato and Mr. Asari of NPA. It was decided that the examination would consist of 80 questions. These will be divided into general economics, accounting and budgeting, and taxation.

2. The proportion of the 80 questions for each field was discussed and the following division was agreed upon:

General Economics	30%	(28 questions)
Accounting	35-40 %	(28-32 questions)
Special Taxation Questions	30 - 35%	(24-28 questions)

Of the special taxation questions 10 will deal with tax theory and 18 will be concrete, specific problems. Mr. Monroe will furnish the idea or the questions for the 18 specific tax questions. NPA will provide 10-20 questions on general taxation theory to be submitted to Mr. Monroe for review. The accounting questions to be included will also be submitted to Mr. Monroe for review. The economic questions to be included may be submitted to him for review if NPA so desires. These are to be sent to Mr. Monroe on July 28 at which time a second conference will be scheduled to discuss the examination items.

and regional agencies

3. The question as to whether the General Affairs Chief of the Central Agency will be subject to examination was left open for further discussion. Personnel Section Chiefs will receive a special examination.

4. In connection with minimum qualifications for the tax positions, NPA will submit a list of the positions and tentative drafts of the minimum qualifications to Mr. Monroe for review on July 28.

5. Mr. Monroe will consider a recommendation to exempt Class C tax offices. He does not feel that the section chiefs in the field organization should be included in this examination and that only division chiefs in the field should be subject to the examination. NPA felt that if the Class C tax offices were included in the critical positions, section chiefs in the field should be subject to examination. However, they agreed that if the Class C offices were eliminated it would solve this particular section chief problem.

6. Both NPA and Mr. Monroe will give special consideration to the positions of personnel inspectors and supervisors. These are newly established positions, many of which carry a high pay grade. Mr. Monroe is not too familiar at this time with the exact duties and responsibilities connected with these positions. They will be studied to determine whether or not they should be included in the critical examinations.

G Pierson

GRACE PIERSON,
Examination Specialist.

GMP:mvb

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with General Casey and Colonel Skidmore, Engineer Office, on Examination for Critical Positions

1. Date: 14 July 1949, Engineer Office, Mitsubishi Shoji Building

Present: Major General H. J. Casey, Engineer
Colonel H. J. Skidmore, Engineering & Operations Division, Engineer Office
Mr. J. L. Speicher, Examination Specialist, CSD, GS.

2. The conference was held primarily to determine which agencies or offices of the Japanese Government are supervised by the Engineer Office; to acquaint General Casey with the project of the examination for critical positions; and to make arrangements for the participation of designated representatives of the Engineer Office.

3. A general outline of the examination and of the types of assistance desired was presented. Although some skepticism was evinced, full cooperation was promised by General Casey who further stated that the only two organizations in which the Engineer Office was directly interested were the Special Procurement Board and the Geological Survey Institute of the Construction Ministry.

4. A conference was arranged for 1400 Tuesday 19 July to present our detailed program and requests to the officers designated to work on the program. Engineer officers will include Colonel Skidmore, Lt. Colonel Fregosi, and one or two others.

Joseph L. Speicher

JOSEPH L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

July 14, 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. LeCount on Critical Examinations

1. On 12 July, I conferred with Mr. W. K. LeCount, Chief Finance Division, ESS, concerning the examinations under Supplementary Provisions, Article 9 of the National Public Service Law with particular reference to positions in the Ministry of Finance.

2. The program was explained to Mr. LeCount and the assistance of his Division was requested in establishing minimum qualifications and in preparation of appropriate test material. Mr. LeCount was noncommittable and requested that the matter be presented by formal check sheet; however, he suggested that informal conferences might be undertaken with Mr. Reed of the Public Finance Branch.

Maynard W. Shirven

MAYNARD SHIRVEN
Chief, Examination Branch

CIVIL SERVICE DIVISION
Government Section

13 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Messrs. Oppler and McCormick, Legal Section, on Examination for Critical Positions.

1. Date: 6 July 1949, CSD Rooms.

Present: A. C. Oppler, Chief, Legislation and Justice Division, LS
A. J. McCormick, Legal and Justice Division, LS
M. N. Shirven, Chief, Examination Branch, CSD, GS
J. L. Speicher, Examination Specialist, CSD, GS

2. The nature and scope of the examination for critical positions was presented to Messrs. Oppler and McCormick. Specific types of assistance which are desired from Legal Section were outlined as follows:

a) identification of the positions under the surveillance of Legal Section which come under Article 9 and for which a technical test is desireable.

b) setting up minimum qualifications, on a broad basis, for each occupational area.

c) setting up minimum qualifications for each designated position for use in selective certification.

d) assistance in construction of a written technical test by furnishing recommendations as to the scope and content of the test and by reviewing material developed by NPA.

3. Discussion of the general coverage of positions indicated that penal and reform institutions are supervised by Public Safety Division, G-2 (Mr. Burdette Lewis) as is the Correction and Rehabilitation Agency. The exemption of the Secretariat of the Supreme Court was tentatively considered and it was agreed that procurators be exempted from the examination. Plans were made for a conference in the near future with Mr. McCormick on these and related matters.

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

1 - 2506/4

CIVIL SERVICE DIVISION
Government Section

5 July 1949

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

SUBJECT : Examinations Under Supplementary Article 9

Reference is made to the memorandum submitted by Mr. Yamashita, (copy attached) dated June 7, 1949, on the above subject. I have read this memorandum carefully and have the following comments to offer:

1. I am in general agreement with Section 1 of the referenced memorandum. As you know, it is our plan to have both an administrative examination and a technical examination for each position which requires technical knowledge.

2. I am in general agreement with Section 2 of the memorandum, and especially I agree wholeheartedly that it is necessary and desirable to hold tests for all positions at the same time. As a matter of detail, I doubt that the testing process can be completed in one day. I emphatically believe that it is not feasible to use service ratings as a part of the examination.

3. I am in general agreement with Section 3 of the memorandum, provided that the eligible lists are made public as soon as possible after certification has been completed.

4. I am unable to agree with Section 4 of the memorandum, although I recognize the weight of the arguments made by Mr. Yamashita. In my opinion Mr. Yamashita's proposal would result in giving the appearance of protecting the bureaucrats and of making the examination a formality. Furthermore, I think that some of Mr. Yamashita's fears are unwarranted, since the competition for positions of this kind is not likely to be excessive. In fact, my own fear is that we may attract too few qualified candidates rather than too many and that in many cases we may have scant alternative to confirming the incumbent. I therefore propose instead that we initiate an extensive recruitment campaign at the earliest possible moment in an effort to obtain maximum competition for this examination.

5. With respect to section 4 a of the memorandum, I am not quite sure of Mr. Yamashita's meaning. However, if he means to include those positions in the field service which are equivalent in organizational level to that of a section chief in a central government agency, I am in agreement with him.

6. With respect to section 5 b, I find myself in complete disagreement with Mr. Yamashita. I think that, both from the standpoint of public relations and of sound examining policy, it is essential that this examination be made an open competitive examination. However, it will be necessary, of course, to

establish minimum prerequisites for each occupational area and for each position within each occupational area.

7. I am in agreement with section 5 c of the memorandum.

8. With respect to section 5 d, I am in general agreement, with the reservation that the administrative heads of such agencies should be subject to examination if their positions are equivalent in occupational level to that of a section chief in a central government agency.

9. With respect to section 5 e, I am in disagreement with Mr. Yamashita. I believe that incumbents in any position must be treated in exactly the same way as any other candidate for the position, except that possibly we should provide that any incumbent shall be regarded as having met the prerequisites for the examination for his position. As a practical matter, I doubt that it makes much difference whether or not we give the incumbents special consideration, as I do not expect that there will be long eligible lists for very many positions. In other words, if the incumbent can pass the examination, I think that ordinarily we can expect that he will be within reach for certification.

10. With respect to section 5 f, I am in agreement.

11. With respect to section 5 g, I am in agreement.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

1 att.

June 7, 1949

Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions

1. Points of importance from the character of the examination:

Of public employees of this country, those holding important positions as section chiefs and above are for the most part the graduates of the law department of the Tokyo Imperial University who have successfully passed the higher civil service examination and all of them are men of superior capacity. The only drawback of these officers is that a large number of them are deficient in technical knowledge because of the fact that they have been constantly transferred from one position to another within a short period of one year or so.

In the circumstances, while it is undoubtedly necessary to examine these officers on their general administrative knowledge, this alone would not most probably be able to eliminate those who have the above-mentioned defect. In order to do so, to administer an examination on technical knowledge will specially increase its importance.

It is essential to conduct an individual job analysis in respect to all the positions of bureau and section chiefs, find out the types of technical knowledge and the extent of such knowledge required for the positions involved, and to prepare examination papers that meet those requirements.

2. Types of the examinations:

Although it is correct as a procedural sequence first to hold an examination of bureau chiefs and find out unsuccessful candidates, next to examine section chiefs and fill vacancies in bureau chiefs, eliminating at the same time those section chiefs who are not qualified to hold their positions, and lastly to examine assistant section chiefs to fill vacancies in section chiefs, this method entails considerable procedures, and in the meantime makes it inevitable to cause great confusion for a protracted period of time. Instead of separately holding these examinations, therefore, it would be absolutely necessary to administer all such examinations en bloc and complete them by only one examination. In other words, we should make up all examinations from assistant section chiefs up to bureau chiefs into one examination and hold it on the same day, giving a first test in the morning and a second in the afternoon.

As to the test on administrative knowledge, all the examinees are to be given the same examination questions, but a different minimum qualifying score is to be determined according to the type of the examinees.

As to the test on technical knowledge, it will suffice to determine the type and extent of technical knowledge required for the positions involved and to hold the test appropriate thereto, but since, as a practical problem, the type and extent of technical knowledge required for each section are different in a majority of the cases, I think there will be a certain amount of difficulty in the operation of collecting all similar occupational series. On the one hand, therefore, effort must be made in this respect, while on the other hand it would be good to put examination questions to common use of various bureaus and sections.

To give merely an intelligence test for those important positions like those of bureau or section chiefs is insufficient, and it is essential to jointly make use of "service rating".

3. Eligible lists to be made public:

This examination is not simple like an ordinary entrance examination, and is, as stated above, a combination of the different types of tests. Moreover, as it is essential to select the candidates most qualified to fill the position by use of the "service rating", etc. in addition to the tests, the operation will require a fairly long period of time. Nevertheless, if the result of the examination be made public, it is obvious that the names of the unsuccessful candidates would become known to everybody, thus resulting in a state of confusion.

And if we are to conduct complicated operations of filling vacancies during the period of such confusion, it would cause an administrative vacuum for an extended period of time. In order to administer the above-mentioned operations, therefore, it is essential to complete reassignments in great secrecy without making public the result of the examination. That is to say, this examination has an entirely different character from an ordinary competitive examination.

Fortunately, since this examination is provided in these supplementary provisions, it would be legally possible to interpret that it is not of the same type as other examinations.

4. None but public employees to be allowed to particiapte in this examination:

If this examination be made an open competitive examination, there will be the following drawbacks:

a. An eligible list must be made public.

If such list be made public, I think it will throw things in a state of confusion and give rise to an administrative vacuum for an extended period of time.

b. It will be practically impossible to administer examination technically.

In this case, since a test on technical knowledge is to be administered to a large number of the applicants and the types of "technical" tests will reach several hundred, it is difficult to regulate them. Moreover, if the "service rating" is to be additionally made, success can hardly be anticipated because of the difficulty of the test and the complexity of appointing the employees to fill the vacancies.

c. There is fear that contemplated action will lower the morale of the public employees currently serving in agencies of government.

It is desirable at the present juncture to give an opportunity for promotion to public employees.

d. It is extremely difficult to establish prerequisites for examination.

e. Since private industry has few kinds of work which are similar to those of the government service, it is almost impossible to seek the qualified candidates there.

f. It is difficult to conduct personal investigations concerning the thoughts, the character, etc. of those in private industry.

g. There is fear of bringing in those possessed of radical ideas into the government service.

5. Scope of administering the examination:

As already described, since the administration of this examination is technically very difficult, there is absolutely no prospect of success unless we make it as simple as possible.

It is therefore necessary to restrict the examinees to the scope outlined below:

a. The designated scope is to cover section chiefs and above in the ministry and independent organizations as well as heads of local agencies of the National Government similar thereto. Even within these limits, the designated positions will reach over 1,000.

b. Applicants to the examination are to be public employees of and above the 9th salary grade. However, it is not necessary to restrict such applicants to the staff of the ministry.

c. Section chiefs are under obligation to receive the examination for the position currently held by them, but they may prior to the date of the examination apply to sit at the examination for bureau chiefs or that for another section chief which they desire to occupy.

d. Positions in organizations such as experimental stations, observatories, etc. where work is mainly based on special techniques are to be excluded.

e. Employees holding any designated position is to have the priority right to retain their present position if they have obtained any result over a certain fixed standard, regardless of the order of their examination scores.

f. The eligible lists are to be made public after the assignment operations have been completed.

g. The eligible lists described in Item f may be used for filling vacancies in the designated positions for a certain fixed period after this examination is over.

Yours Sincerely

/s/ Yamashita Okkie

Yamashita Okkie

CIVIL SERVICE DIVISION
Government Section

30 June 1949

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

SUBJECT : Examinations Under Article 9

Approval is requested for the plan outlined hereinafter for conducting examinations for critical positions under Article 9, Supplementary Provisions, National Public Service Law:

1. The examination shall consist of an open competitive examination and a promotion examination combined. The same tests shall be used for both purposes, but separate eligible lists shall be established.

2. The examination shall be assembled and shall be written.

3. The Recruitment Division shall identify the positions subject to the examination and shall classify them by occupational area for purposes of this examination. Positions to be included shall be those of Vice-Minister, Bureau Chief, Section Chief and Assistant Section Chief in the central offices of the Ministries and other agencies; the chiefs of Regional Offices, chiefs of divisions in regional offices, chiefs of local offices having prefecture-wide jurisdiction, the heads of national laboratories and other institutions, and officials of equivalent rank and responsibility in certain other government offices, such as large post offices, but exclusive of all personnel of the national universities. Only those officials who have administrative responsibility, as distinguished from those having purely technical responsibilities, shall be included.

4. Following the occupational classification of these positions, the Recruitment Division, assisted by this Division and by advice received from other SCAP sections, shall establish minimum prerequisites for each level of the examination in each area.

5. The Recruitment Division, assisted by this Division and by advice received from other SCAP sections, shall establish minimum qualifications for each position, in addition to the general qualifications established for each occupational area.

6. The Recruitment Division shall develop a test of administrative ability which shall be administered to all candidates in this examination. In addition it shall develop technical tests covering the broad fundamental knowledges and skills in each of the occupational

areas identified, to be administered to all candidates for positions in that occupational area. Candidates shall be required to pass both tests, but it is considered desirable that the technical test should be given no weight in arriving at the final score.

7. On a date to be established by the Authority--tentatively fixed as September 25--the test of administrative ability shall be administered to all candidates. Technical tests shall be administered on succeeding days.

8. Following the rating of the examinations, separate eligible lists shall be established for each occupational area, and certification for individual positions shall be made selectively from the appropriate eligible list, using the minimum qualifications established for each position as a guide.

9. Appropriate investigations of the character and experience of each candidate shall be made.

Maynard N. Shirven

MAYNARD N. SHIRVEN,
Chief, Examination Branch.

MNS:mvb

CIVIL SERVICE DIVISION
Government Section

1 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Public Health & Welfare Section on the Examination for Critical Positions

1. A conference was held on 29 June with General C. Sams and twenty-two division chiefs and other officials of PH&W Section (see attached list). Civil Service Division was represented by M. N. Shirven, Chief, Examination Branch, and J. L. Speicher, Examination Specialist.

2. General Sams, who had previously been made acquainted with the problem, briefly described the program to his staff and outlined the types of assistance that CSD had requested. Responsibility for specific areas of assistance was delegated to various division chiefs and discussions clarified the nature of the tasks.

3. It was agreed that written statements of minimum qualifications for the various fields would be prepared and submitted to CSD by 9 July. Examinations (probably four) are to be written by PH&W and to be submitted on 1 August. CSD will furnish sample copies of items and furnish such technical assistance as is feasible.

4. Several subordinate problems were discussed but not decided definitely at the time. These included:

a) The applicability of the examination to Social Insurance employees in Prefectural offices who serve under the Prefectural government but are appointed and paid by the Ministry of Welfare.
b) The responsibility of PH&W in covering, for the purposes of the examination, certain positions concerned with vital statistics in the Attorney General's Office.
c) The problem of administering the examination to certain officials who are leaving about 1 September for 90 days in the United States under sponsorship of the Rockefeller Foundation. CI&E is to be contacted, inasmuch as it makes the arrangements.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp
1 att.

GENERAL HEADQUARTERS

~~FAR EAST COMMAND~~

SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

File No: Subject: Conference

Note No.

From: PH&W To: Government Section Mr. DeVille 26-6993
Civil Service Division Date: 29 June 1949
Attn: Mr. Shirven - Mr. Speicher

1. 1. As requested, the following PH&W personnel attended the conference held in Room 314, Mitsubishi Shoji Building, on 28 June:

Brig. Gen. C. F. Sams	Chief of Section
Mr. G. E. DeVille	Executive
Mr. L. V. Phelps	Chief, Health Statistics Div.
Dr. M. C. Morton	Asst. Chief, Medical Services Div.
Miss A. R. O'Donnell	Chief, Nutrition Br.
Mr. W. L. Speer	Chief, Narcotic Control Div.
Miss G. E. Alt	Chief, Nursing Affairs Div.
Dr. I. D. Hirschy	Asst. Chief, Preventive Medicine Div.
Dr. S. R. Bozeman	Chief, Laboratory Branch
Maj. P. E. M. Bourland	Chief, Epidemiology Branch
Dr. I. Nieda	Chief, Venereal Disease Control Branch
Dr. M. D. Dickinson	Chief, Tuberculosis Control Branch
Mr. L. R. Anton	Chief, Social Security Division
Mr. G. F. Pollock	Asst. Chief, Social Security Division
Mr. P. M. Sullivan	Chief, Social Insurance Branch
Mr. H. K. Knoy	Chief, Health Insurance Branch
Mr. C. V. Band	Chief, Supply Division
Mr. S. F. Ascher	Chief, Production Branch
Mr. L. M. Martine	Chief, Stock Control & Distribution Br.
Col. M. W. Scothorn	Chief, Veterinary Affairs Div.
Mr. N. B. Neff	Chief, Welfare Division
Mr. M. J. Evans	Chief, Welfare Administration Branch
Miss F. Brugger	Chief, Social Work Training Branch

C.F.S.

FEC AGO Form No 37

4662—FEC Printing Plant—3/49—50M

CIVIL SERVICE DIVISION
Government Section

1 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Conference with Mr. B. Engle, Public Safety Division, G-2, on Examination for Critical Positions

1. A conference was held between Mr. B. Engle, PSD, G-2, and Mr. M. N. Shirven, and Mr. J. L. Speicher, CSD, on Friday morning, 1 July at CSD.

2. The general features of the examination were explained to Mr. Engle, with particular reference to its application to the National Rural Police. The assistance of PSD was requested in

a) identifying the positions to be covered
b) making the occupational grouping of the positions
c) developing minimum qualifications for the occupational area or areas, and for each position
d) constructing a written technical test

Mr. Engle agreed to give such assistance within limits of time available. After 17 July he will be able to review specific test items, and confer on prerequisites and other phases where help is most desirable. There was no disagreement over any aspect of the program which was discussed, and Mr. Engle was most cooperative.

3. Tentative consideration was given to the holding of police entrance examinations by NPA. Some 12,000 recruits per year are now selected by the National Rural Police. It was agreed that, pending further consideration, the best time for such an examination would be in October or November.

Maynard N. Shirven
MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp
by JLS:
"Police Examinations" by Perkins was borrowed from Mr. Engel as it was recommended by him for CSD review.

CIVIL SERVICE DIVISION
Government Section

1 July 1949

Mr Shirven
Please see me
7/1/49

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

SUBJECT : Examinations under Supplemental Article 9

Certain special problems have arisen in connection with the proposed examinations under Supplemental Article 9 of the NPSL.

1. It appears that it will be necessary to exempt certain officials of the NPA from the examinations since the nature of their duties requires them to see the examination plans and test material. These officials include Director-General Sato, Chief of the Recruitment Bureau Miyagi, Chief of the Examinations Section Yamaguchi, and Chief of the Planning and Control Section Otaki. It is possible that there may be one or two others involved.

2. It is probable that certain incumbent officials will be absent from the country at the time of the examination. Most of these will be on training missions in the United States. It may be desirable therefore, if possible, to make arrangements to examine them in the United States in order to preclude the necessity of constructing additional tests and of incurring undesirable delay in the establishment of the eligible lists.

3. There is some question as to the agencies which must be covered. In particular there is a question as to whether we must examine the officials of the Kodans. In my view such a course would be highly undesirable. In addition there are certain other agencies such as the Bureau of Decoration, the National Election Management Commission, the Prisoner of War Information Bureau, etc., for which it would be difficult to construct appropriate examinations and for which examinations do not seem extremely important.

Your advice on these problems is requested.

Maynard Shirven

MAYNARD SHIRVEN
Chief, Examination Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

29 June 1949

FILE
6-30-49

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with Messrs. Ogden and Silver, CTS, on Examination for Critical Positions

1. A conference with officials of Civil Transportation Section was held in Room 25, GHQ Building, at 1400, June 28, 1949, to discuss the development of the examination for critical positions in the Japanese government pursuant to Article 9, Supplementary Provisions, NPSL, especially as it applies to the Ministry of Transportation. Those present were:

Mr. W. L. Ogden, Chief, Plans and Policy Division, CTS
Mr. W. A. Silver, Chief, Policy Branch, Plans and Policy Division, CTS
Mr. M. N. Shirven, Chief, Examination Branch, CSD, Government Section
Mr. J. L. Speicher, Examination Specialist, CSD, Government Section

2. The general outlines of the examination had been presented to Mr. Ogden a few days earlier and the conference began with a statement from Mr. Ogden taking exception to certain aspects of the program. Although in agreement with the major aims of the examination, he felt strongly that it should not be applied to incumbents, but only to future replacements, depending normal attrition to eliminate the present incumbents. Mr. Ogden stated that Japanese psychology is such that the proposed examination would seriously demoralize the service. Mr. Silver, in general, supported the objections and emphasized his own dislike to assembled, competitive, written tests for positions of the level affected.

It was pointed out that the reform of the bureaucracy is an occupation objective and that this program is one of the principal means of achieving that objective. It was further pointed out that the only effect of an unassembled examination would be to confirm the incumbents in their jobs.

CTS was requested to assist in the program by developing broad occupational areas within the Ministry of Transportation, by establishing minimum prerequisites for examinations in those areas, by developing minimum qualifications for each position, to be used as a guide for selective certification, and by advising on the development of appropriate technical test material.

It was pointed out that this program must be developed by the National Personnel Authority, with or without the assistance of CTS, and that the result might be unsatisfactory in the absence of advice from CTS. Mr. Ogden stated

that if the matter could be referred to the Ministry of Transportation, he thought CTS could comply with our request, but that if security precluded that course, CTS would be unable to comply, because of lack of adequate staff. It was of course stated as a matter of policy that complete secrecy must be maintained vis-a-vis the Japanese Government at this stage. Mr. Ogden stated that in that event, CTS would be glad to assist by reviewing examination plans developed by the NPA, even though it could not initiate any such plans.

3. Mr. Ogden requested that a check sheet outlining the examination program be submitted to CTS as an aid in discussing the matter with Colonel Miller, Chief, CTS. He felt that pending Colonel Miller's approval, of which he was doubtful, no further action could be taken by him, and that discussions at a higher level might be necessary to resolve the points of difference.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

24 June 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with Mr. Ogden, CTS

A conference was held with Mr. W. L. Ogden, Chief, Plans and Policy Division, Civil Transportation Section. The S-1 program was presented and discussed briefly. Mr. Ogden feels that the incumbents should not be subject to examination but be made to feel secure. However, an appointment was made with Mr. Ogden and an associate for the afternoon of 28 June, at which time our plans will be presented more fully.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

24 June 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with Civil Communications Section

Date: 22 June 1949, Room 310, GHQ
Present: Col. M. P. Chadwick, Asst. Chief, CCS
Mr. J. W. Lisman, Deputy, Postal Affairs
Mr. C. A. Feissner, Director, Analysis Branch
Mr. J. L. Speicher, Examination Specialist, CSD

An outline of the salient features of the S-1 examination was presented and the kinds of assistance sought were explained and discussed. Cooperation was promised although there were expressions of doubt concerning the feasibility of the program. Mr. Wardell of Telecommunications and Mr. Robinson of Postal Affairs will also participate. Opinion was expressed that numerous tests would be needed in telecommunications.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

24 June 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with General Sams, PH&W

A conference was held with General Sams Friday morning in his office. The S-1 program was presented and discussed. Full cooperation promised. General Sams will call a meeting to include all division chiefs at 0930 Tuesday. Some papers suggesting the nature of the assistance we would need were left with him.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

22 June 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with Mr. W. C. Herrington, Chief, Fisheries Division, NRS

Date: 16 June 1949, Mitsubishi Shoji Building
Present: W. C. Herrington, Chief, Fisheries Division, NRS
M. N. Shirven, Chief, Examination Branch, CSD, GS
J. L. Speicher, Examination Specialist, CSD, GS

An outline of the S-1 program was presented. Mr. Herrington expressed sympathy with the objectives and promised cooperation. The Fisheries Agency has been gradually replacing its inefficient officials with qualified ones and Mr. Herrington was anxious that the examination not undo what has been done to date. In the near future he will produce material on the technical test and on minimum qualifications. A copy of our X-5 fishery test was loaned to Mr. Herrington along with the item analysis data.

Fisheries cooperation will be coordinated through Plans and Policy Division, NRS, with the other NRS Divisions interested in the program.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

22 June 1949

MEMORANDUM: For the Record

SUBJECT : Conference with Lt. Col. N. P. Barnett, Deputy Chief, Plans and Policy Division, NRS, on S-1 Examination

Upon the suggestion of Colonel Schenck, Chief, NRS, a conference was held on 21 June 1949 with Lt. Col. Barnett to coordinate the cooperation of the various NRS divisions in the S-1 program. Contact already had been established with the Forestry Division and the Fisheries Division. After a discussion of the objectives of the examination and the proposed procedures, Colonel Barnett agreed to call a meeting of division chiefs early next week to unify activity. CSD representatives will be asked to explain the program and assistance desired.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

22 June 1949

MEMORANDUM: For the Record

SUBJECT : Conference with Forestry Division, NRS, on S-1 Examination

Date: 14 June 1949, Mitsubishi Shoji Building
Present: Lt. Col. H. B. Donaldson, Chief, Forestry Division, NRS
L. J. Cummings, Deputy Chief, Forestry Division, NRS
J. L. Speicher, Examination Specialist, CSD

An outline of the S-1 examination program was presented. Colonel Donaldson agreed completely with the objectives. The Forestry Agency (Japanese) had just experienced an unfortunate incident in which several technically unqualified persons were appointed as Regional Office heads over protests of the Bureau Chief (31 May 1949).

Colonel Donaldson agreed to work on minimum qualifications and the technical examination required. He will call when ready with some of the material. The Colonel is expecting to go on a two-month trip to Finland within two or three weeks, in which event, Mr. Cummings, his deputy will take over.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

22 June 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with CI&E on S-1 Examination

Date: 15 June 1949, Radio Tokyo
Present: A. K. Loomis, Chief, Education Division, CI&E
J. Mitchell, OIC, Education Research Branch, Education Division, CI&E
Mr. Turner, Education Division, CI&E
M. N. Shirven, Chief, Examination Branch, CSD, GS
J. L. Speicher, Examination Specialist, CSD, GS

A general outline of the S-1 examination was presented and discussed. The education representatives expressed some doubt as to the prospects of a successful program, but were willing to cooperate. They will

a) identify the positions that should be exempt from the examination, or from the technical test part of it.
b) outline the scope and subject matter of the test and assist in its development.
c) set up minimum qualifications for the education area as a whole and for specific positions.
d) indicate the relative proportion of weights of the technical and the administrative components of the examination.

Two general criticisms voiced at the meeting by Mr. Loomis were:

a) The procedures are not fair inasmuch as no appeal is provided for.
b) The Education Ministry has lost some of its best officials because of NPA's failure to set real standards for the reduction in force. In anticipation of the reduction, the Education Ministry has encouraged its higher officials to obtain other jobs if they can (college presidencies, etc). Those who are unable to secure such jobs are retained in the Ministry.

Mr. Loomis will contact us in about two weeks after plans are made.

J. L. SPEICHER
Examination Specialist

JLS:rp

CIVIL SERVICE DIVISION
Government Section

21 June 1949

MEMORANDUM FOR: Mr. Joseph L. Speicher, Acting Chief, Examination Branch

SUBJECT : Development of Examination Material

I note from your weekly progress report, June 13-17, that you have completed working agreements with Dr. Loomis, Lt. Col. Donaldson, and Mr. Herrington. I wonder if you have had any contact looking towards establishing working agreements on examination material with Mr. N. B. Neff, Chief of the Welfare Division of Public Health and Welfare Section, or with Mr. I. H. Markuson, Chief, Public Assistance Branch, Welfare Division, Public Health and Welfare Section.

The reason I mention these two cases is because they have both contacted me regularly during the past two and a half months seeking information as to how examinations were to be prepared and, upon my assurance that we would utilize their technical assistance in compiling examination material, how soon we would reach their field to work out such agreements.

Mr. Neff is Mr. Markuson's chief, and they are particularly interested in the examinations to select properly qualified welfare workers, both at the national level and at the local levels. They understand, of course, that we will not inject ourselves into the local picture; however, it is my understanding from Mr. Markuson that they will take their lead in the local field from what we establish in the national level.

This memorandum is not to place any particular urgency on their program nor to give them priority over any other field, but merely to indicate to you their particular interest at this time.

W. Pierce MacCoy

W. PIERCE MacCOY
Deputy Chief
Civil Service Division

WPM:jb

~~Mr Hoover~~
Mr Roberts
Mr Speicher

June 7, 1949

Dear Mr. Hoover,

noted 6/9/49 BJH

Examination under Article 9 of the Supplementary Provisions

1. Points of importance from the character of the examination:

Of public employees of this country, those holding important positions as section chiefs and above are for the most part the graduates of the law department of the Tokyo Imperial University who have successfully passed the higher civil service examination and all of them are men of superior capacity. The only drawback of these officers is that a large number of them are deficient in technical knowledge because of the fact that they have been constantly transferred from one position to another within a short period of one year or so.

In the circumstances, while it is undoubtedly necessary to examine these officers on their general administrative knowledge, this alone would not most probably be able to eliminate those who have the above-mentioned defect. In order to do so, to administer an examination on technical knowledge will specially increase its importance.

It is essential to conduct an individual job analysis in respect to all the positions of bureau and section chiefs, find out the types of technical knowledge and the extent of such knowledge required for the positions involved, and to prepare examination papers that meet those requirements.

2. Types of the examinations:

Although it is correct as a procedural sequence first to hold an examination of bureau chiefs and find out unsuccessful candidates, next to examine section chiefs and fill vacancies in bureau chiefs, eliminating at the same time those section chiefs who are not qualified to hold their positions, and

lastly to examine assistant section chiefs to fill vacancies in section chiefs, this method entails considerable procedures, and in the meantime makes it inevitable to cause great confusion for a protracted period of time. Instead of separately holding these examinations, therefore, it would be absolutely necessary to administer all such examinations en bloc and complete them by only one examination. In other words, we should make up all examinations from assistant section chiefs up to bureau chiefs into one examination and hold it on the same day, giving a first test in the morning and a second in the afternoon.

As to the test on administrative knowledge, all the examinees are to be given the same examination questions, but a different minimum qualifying score is to be determined according to the type of the examinees.

As to the test on technical knowledge, it will suffice to determine the type and extent of technical knowledge required for the positions involved and to hold the test appropriate thereto, but since, as a practical problem, the type and extent of technical knowledge required for each section are different in a majority of the cases, I think there will be a certain amount of difficulty in the operation of collecting all similar occupational series. On the one hand, therefore, effort must be made in this respect, while on the other hand it would be good to put examination questions to common use of various bureaus and sections.

To give merely an intelligence test for those important positions like those of bureau or section chiefs is insufficient, and it is essential to jointly make use of "service rating".

3. Eligible lists to be made public:

This examination is not simple like an ordinary entrance examination, and is, as stated above, a combination of the different types of tests. Moreover, as it is essential to select the candidates most qualified to fill

the position by use of the "service rating", etc. in addition to the tests, the operation will require a fairly long period of time. Nevertheless, if the result of the examination be made public, it is obious that the names of the unsuccessful candidates would become known to everybody, thus resulting in a state of confusion.

And if we are to conduct complicated operations of filling vacancies during the period of such confusion, it would cause an administrative vacuun for an extended period of time. In order to administer the above-mentioned operations, therefore, it is essential to complete reassignments in great secrecy without making public the result of the examination. That is to say, this examination has an entirely different character from an ordinary competitive examination.

Fortunately, since this examination is provided in these supplementary provisions, it would be legally possible to interprete that it is not of the same type as other examinations.

4. None but public employees to be allowed to participate in this examination:

If this examination be made an open competitive examination, there will be the following drawbacks:-

a. An eligible list must be made public.

If such list be made public, I think it will throw things in a state of confusion and give rise to an administrative vacuum for an extended period of time.

b. It will be practically impossible to administer examination technically.

In this case, since a test on technical knowledge is to be administered to a large number of the applicants and the types of "technical" tests will reach several hundred, it is difficult

to regulate them. Moreover, if the "service rating" is to be additionally made, success can hardly be anticipated because of the difficulty of the test and the complexity of appointing the employees to fill the vacancies.

c. There is fear that comtemplated action will lower the morale of the public employees currently serving in agencies of government.

It is desirable at the present juncture to give an opportunity for promotion to public employees.

d. It is extremely difficult to establish prerequisites for examination.

e. Since private industry has few kinds of work which are similar to those of the government service, it is almost impossible to seek the qualified candidates there.

f. It is difficult to conduct personal investigations concerning the thoughts, the character, etc. of those in private industry.

g. There is fear of bringing in those possessed of radical ideas into the government service.

5. Scope of administering the examination:

As already described, since the administration of this examination is technically very difficult, there is alsolutely no prospect of success unless we make it as simple as possible.

It is therefore necessary to restrict the examinees to the scope outlined below:-

a. The designated scope is to cover section chiefs and above in the ministry and independent organizations as well as heads of local agencies of the National Government similar thereto. Even within these limits, the designated positions will reach over 1,000.

b. Applicants to the examination are to be public employees of and

above the 9th salary grade. However, it is not necessary to restrict such applicants to the staff of the ministry.

c. Section chiefs are under obligation to receive the examination for the position currently held by them, but they may prior to the date of the examination apply to sit at the examination for bureau chiefs or that for another section chief which they desire to occupy.

d. Positions in organizations such as experimental stations, observatories, etc. where work is mainly based on special techniques are to be excluded.

e. Employees holding any designated position is to have the priority right to retain their present position if they have obtained any result over a certain fixed standard, regardless of the order of their examination scores.

OK f. The eligible lists are to be made public after the assignment operations have been completed.

OK g. The eligible lists described in Item f may be used for filling vacancies in the designated positions for a certain fixed period after this examination is over.

Yours Sincerely

Yamashita Okkie

8 June 49 – urgent NPA.

Examination programme under Art 9

Mr. Shirven
a Copy. from T. Yamashita

July 13, 1949

Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions

Apropos of my letter dated June 7 last setting forth my views on the above subject, I have received from Mr. Shirven a copy of his memorandum dated July 5 addressed to you giving his comments on the same subject and have carefully read it.

Perusal of Mr. Shirven's document gives me the impression that certain points touched in my original statement have not been lucidly explained and been misunderstood. I therefore takenthis opportunity to write the following by way of further clarifying the matters under discussion: -

1. It is essential to give mature consideration to the replacements of personnel holding positions of section chiefs and above. Such positions form the centre of administration in Japan, and the choice of their incumbents demands utmost care. Eligibility of candidates for these posts must not be confined only to persons who have successfully passed the intelligence test, but their character, leadership, trends of thought, etc. must be carefully investigated so as to obtain those best qualified to fill the positions.

Yet, while examinations serve the purpose of finding out whether the candidates possess intelligence, they are not of much use in discerning the other qualities referred to above. And to investigate such qualities, and efficiency rating report and other methods must be utilized, so that considerable labor and time are required for transposition of bureau and section chiefs rather than the examination itself.

The work of making such selections presents but little difficulty in case we gradually carry them out in small lots over an extended period of time, but, in order to tackle more than 1,000 positions simultaneously like the present, I think the project must be conducted on specially studied and withal very

adroit methods, otherwise it would certainly end in failure.

2. Method of filling vacancies in the aforementioned positions by those who have successfully passed the examination:

Since, as above described, there are many factors to be investigated and studied besides the examination, steps must be taken to conduct such investigations and studies in great secrecy with those now holding those positions, to plan the replacements, and, once the program is formulated, to carry it out within as short a time as possible. And such replacement project cannot be accomplished single-handed by the National Personnel Authority, but requires the whole-hearted cooperation of the higher-ranking officials of each ministry for its successful consummation.

The point we feel most difficult at present, however, is the fact that bureau chiefs of each ministry who should be our collaborators in this respect are at the same time the candidates in the examination, and it can be imagined, moreovers, that many of them will fail in the test. When the result of the examination is announced and the unsuccessful candidates become known, it is clear that the latter would lose their courage to perform their duties and take a very perfunctory attitude towards the project, anstate of affairs we consider inevitable as being only natural under the circumstances. The preservation of secrecy concerning the result of the examination is the key for the successful accomplishment of this project, and I believe that this is an absolutely indispensable condition.

If, by any chance, secrecy cannot be maintained, there will arise a long period of administrative confusion and vacuum the responsibility for which will be brought home to the National Personnel Authority, with the result that very scathing public criticisms and violent attacks will be focussed on the National Personnel Authority, and there is no knowing that these may threaten its very existence.

3. Reasons why this examination cannot be made an open competitive

examination, it would be necessary to make public the result by an eligible list, and it will be clear that such a situation will bring about the confusion described in the preceding paragraph.

4. Reasons why employees in the eighth salary grade and above should be permitted to participate in the examination:

Assistant section chiefs are generally in the eighth salary grade and above. This examination is a combination of the several types of tests given below, and is not in its nature similar to the examination referred to in the National Public Servide Law, but is construed to be legal, since it is mentioned in its supplementary provisions:

a. Qualifying examination for bureau chiefs.

b. Examination to fill bureau chiefs from section chiefs.

c. Qualifying examination for section chiefs.

d. Examination to fill section chiefs from assistant section chiefs.

Yours very truly,

National Personnel Authority

July 23, 1949

Examination Program under Article 9, Supplementary Provisions of NPS Law

1. Principle:

This examination shall be an open competitive examination.

2. Designation of government positions:

Positions of section heads and above in a ministry and an independent organization as well as those of division heads and above in a local agency having jurisdiction over a certain subdivision of the country shall be "designated positions", while, in respect to positions in a special agency, the National Personnel Authority shall review each case on its own merits and determine whether or not the positions are to be so designated.

3. Recruitment:

Intending entrants to examination may apply for one position only, provided that persons actually holding the designated positions may apply for one more position.

4. Requisite qualifications:

Minimum requisite qualifications for examination shall be determined for each group obtained as a result of the grouping of the positions involved.

Persons actually holding any of the designated positions may, however, take the examination even though they may be lacking the requisite qualifications to do so.

5. Examination:

The examination shall be administered once (two days) to all the examinees, while those who are unable to sit at the examination due to illness or other unavoidable cause may take a

supplementary examination, provided they are actually holding any of the designated positions.

The types of examination shall be as follows:-

(1) Examination on general administration (written test): This shall be given to all the examinees.

(2) Examination on special information (written test): Of the groups requiring special information, this test shall be given to examinees of such groups as are designated by the National Personnel Authority.

Pass or fail

(3) Rating of occupational and educational careers: This shall be done for all examinees.

Pass or fail

The dates of examination shall be from the latter part of November, 1949 to the middle part of December, 1949. A supplementary examination shall be conducted about a month later.

The examination centres shall be Tokyo and the places where a regional office of NPA is located. (Estimated number of examinees 20,000).

10

The validation of examination papers shall be conducted in respect of the examinees from the staff of NPA.

The printing of examination papers shall be done at the printing office of the Printing Agency or at a penal institution, and, with a view to the preservation of secrecy, shall be so arranged that it may be completed before the date of making official announcement of examination. In case of unavoidable circumstances, steps shall be taken to have official announcement of examination and examination papers printed at different printing houses.

6. Personal investigations:

This shall be conducted from the date of designation of government positions in respect to persons actually holding any of such

positions, and from the date on which success in examination is determined in respect of all others; strict investigations shall be especially enforced for successful examinees other than public employees.

7. Establishment of eligible lists:

Eligible lists shall be established for each group after personal investigations have been completed.

	August	September	October	November	December	January	February	March
Selection of designated positions	←							
Grouping	←							
Determination of requisite qaulifications	←	→						
Determination of method of certification	←	→						
Development of rule	←	→						
Preparation of official announcement		←	→					
← Promulgation of rule			←	→				
← Designation of positions			×					
← Recruitment			←	→				
Preparation of examination papers	←	→						
Printing of same		←	→					
Administration of examination				×				
Rating of careers				←	→			
Scoring					←	→		
Validation					←	→		
Personal investigations				←	→			
Establishment of eligible lists						←	→	
Certification							←	→

666

July 25, 1949.

Copy to
Mr. Shriver

Dear Mr. Hoover

My view that the examination under Article 9 of the Supplementary Provisions of the NPS Law should be a non-open examination has been defeated at a meeting of the National Personnel Authority. I am still fully convinced, however, that this examination should not be an open examination both for the interest of the National Personnel Authority as well as for the realization of its objectivies, and, although I have already given my views twice on this question, I do not think it impertinent to describe below for your further consideration the advantages and disadvantages of an open and a non-open examination.

The reason why I am prompted to frankly state my own views by not chiming in with your views and shaking off whatever wisdom left in me is because I am throughly convinced that what I advocate is to the advantage of the National Personnel Authority and also conforms to the objectives of your project.

Comparison of advantages and disadvantages arising from making examination open or non-open

1. Most of the bureaucrats we like to eliminate are those who passed a higher civil service examination and belong to the top levels who frequently change their positions in a short time, but in positions of section chiefs and below, e.g., positions in the 10th salary grade and above, are to be found a large number of persons who have assiduously devoted themselves to

the same line of work for a great many years and are enviable beings who are of an entirely different type from the aforementioned bureaucrats. Although they include a small number of underirables in their ranks, I think we can adequately deal with such employees by adopting an experience rating.

In the circumstances there is no need at all to look for good employees from non-governmental circles; on the contrary, we can find them among own midst. We are at present investigating what types of employees are now holding positions of such levels as the 8th, 9th and 10th salary grades, and shall be able to submit the result to you in the near future.

2. If we hold an open examination, there is fear of persons imbued with "red" ideas to infiltrate into government service, seeing that we do not have sufficient time to conduct detailed personal investigations in respect of the applicants from non-governmental circles. There is no likelihood whatever that the Communist Party will miss such a golden opportunity.

3. It need hardly be said that the selection of employees for such important positions as section heads and above requires utmost caution, and we cannot satisfactorily deal with the matter, unless we know in detail not only the extent of information possessed by candidates for such posts, but also their ability to execute things (As you are aware, there are many persons possessed of knowledge who utterly lack the ability to put it in practice), leadership, character, popularity with subordinates, etc. If the applicats are in

government service, we can investigate them in advance by means of their efficiency reports, but this is impossible in case of the applicants from non-governmental circles. As a result, we have no alternative but to depend mainly on the one examination only, but I think it is unreasonable to place undue reliance on the written test, and that we must strictly guard against it.

4. Operations pertaining to finding out qualified persons in case vacancies arise and of appointing them to vacant positions, that is to say, placement, are far more difficult than the examination itself and require a long time, and it is necessary for us to lay emphasis on this point. In case of a non-open examination, we can first complete various surveys for positions in the 9th salary grade and above and commence "placement" operations immediately after the result of the written test is out, and upon completion of these operations within a short time, can announce the result of transposition of the employees concerned, and I do not think all these will take more than a month. If an open examination is administered, however, I do not think that there is any other means than to carry out a segment of the operations one by one and announce the result so as to prevent confusion. Since the number of applicants from non-governmental circles will be large coupled with the fact that prior investigations are impracticable, it will take at least four months before the operations can be completed.

All this while it will be extremely difficult to prevent the result of the examination from being leaked out, the

examinees will lose courage to do their work because of the anxiety from the non-announcement of this result for a protracted period, rumours of every kind will be rife and there is fear that a long period of an administrative vacuum will arise in consequence.

Moreover, as it can be imagined that no few vice-ministers and bureau heads will give up the test from the outset, considering, according to the Japanese way of thinking, that, having reached their present age, it would be beneath their dignity to take the examination with youngsters or it would a disgrace if they fail in the contest, the confusion will be all the more greater.

5. If we carry out an open competitive examination, there may be some among Diet members who will shout for joy, but when they see a long period of an administrative vacuum which will ensue, I think their initial joy will soon turn into abuse. When there is an adroit method which will bring about a good result in attaining a similar objective, it would be a too costly price to pay for currying a foam-like ephemeral favor of Diet members by purposely choosing a clumsy method.

Reflecting on the past two and half years, we have had some difficulties, but, viewed from our objectives, the labor offensive is nothing more than a prelude. The actual enforcement of Article 9 of the Supplementary Provisions is the beginning of our fight with the bureaucrats, and I think a real fight is to be staged from now on.

The more I think of the future difficulties, the more I am anxious about the period of your stay in Japan. Unless you stay with us until the peak of our fight with the bureaucrats is

over, I feel grave fears that the day may come when the stronghold that you have erected with such care and forethought will be overturned from its foundation by an oncoming violent storm. Prompted by a fervent wish for an unqualified victory, I beg leave to present my views in this letter.

Yours very truly,

Yamashita

Mr Shoen
I believe you have copies of Mr Yamashita's letters. If so you can send these to file. That you might be interested in Foster's comments.

File
mms

12 September 1949

PIERCE:

WPB 9/14

You have asked for my comments concerning the letters from Mr. Yamashita, dated 27 August and 7 September. Because I have had little contact with the Examination Branch, I am not familiar with many of the developments and decisions relative to the program for critical examinations; therefore, my comments are by necessity very general in character and are simply questions which perhaps have been resolved by this date.

1. Realizing that oral interviews are probably not to be utilized under critical examinations, I am wondering if the final score on the examinations is to be entirely dependent on the written test? The question arises in my mind whether or not it might be desirable to rate training and experience which would certainly be desirable from the viewpoint of evaluating the worth of present incumbents.

2. To what extent (in answer to paragraph 2, page 1) will the Investigation Bureau determine personal qualifications?

3. Paragraph 2-A raises quite a question in my mind. I understand that the technical examinations will simply be qualifying in character; however, if for a given occupational area, all successful candidates are to be placed on a single eligible list which from an examination procedure undoubtedly would be desirable, how are candidates for one of several ministries or agencies likely to be retained in their present positions even if they are successful in the examination? It seems to me that even without the use of selective certification, if many candidates are involved and the Rule of Five is strictly applied, many incumbents will be required to be certified for other organizations because of their resulting rank from single eligible lists for given occupational areas.

Mr. Yamashita raises the point that separate eligible lists and ministries might be established. If a general eligible list for a given type of work could be established and this resulting list be subsequently broken down according to ministries or organization, this technique might solve some of the natural upsets which otherwise could occur. Again, this point may have been settled sometime ago.

4. Mr. Yamashita raises the question of examination secrecy. Obviously, examination statistical mechanics require that all papers for a single occupation area must be considered at one time which eliminates his suggestion. On the other hand, Mr. Yamashita's charges that examination data cannot be maintained from the public or candidates poses a very serious question. I have no knowledge of how admission slips are to be identified or how many people will have access to the examination papers, but if the question of secrecy is to be of major importance in the critical examinations, it of course can be also of similar importance

in each and every promotional examination.

5. Length of Service. It is my understanding that minimum entrance requirements which of course will include length of service are to be prepared for each class of positions. It seems to me that Mr. Yamashita should have his thinking clarified concerning this point. He apparently does not realize that some positions, such as he specifically mentions in NPA, may require a very short training or experience period whereas other positions may require 10 to 15 years of experience.

At the end of Mr. Yamashita's letter of 7 September, he suggests that supervisory employees whose length of service in the same type of occupation has not reached the required number of years of service will be permitted to participate in the examinations. This I believe to be a practical suggestion. In fact, I think all present incumbents should be permitted to take an examination which may be required of them to retain their position; however, I think these incumbents should be the only ones to be excepted from the minimum qualifications.

6. Permissible Number of Examinations for which a Candidate May Compete. This point must surely have been resolved by Mr. Shirven, but obviously the number of examinations in which a candidate may participate would necessarily be limited by two conditions: (1) the specific examinations for which the applicant is qualified in accordance with minimum requirements, and (2) the number of technical or administrative examinations which will be permitted in the one or more days during which the examination is held.

7. Announcement of Examination Results. If it is at all possible I am somewhat inclined to agree with Mr. Yamashita's suggestion that the results be made public for one ministry or agency at a time. By announcing the results in this manner, a jurisdiction at a time, replacements could be made without throwing the entire public service into a furor. The problem which is posed here is which jurisdiction shall be announced first and the determination of the other ministries as to order. The organization which is announced first of course will get the top selections from the eligible list for a given occupational area, and the organization to be announced last must by necessity receive their eligibles from the bottom of the list. If the over-all eligible list for a given occupational area can be broken down by organization, it would eliminate much of this problem although non-governmental candidates could be certified for any organization considering their place on the resulting eligible list.

8. Examination Administration. Mr. Yamashita makes the suggestion that candidates absent from the examination may take the examination on a subsequent Sunday. This of course is both impractical and would result in undoubtedly many complaints from those who took the examination as scheduled. Again, it seems to me that Mr. Yamashita will have to be shown some of the hazards which his suggestion would involve.

FBL

FBR

August 27, 1949

Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions (3)

In my last letter dated July 13 last to your good self I pointed out that, unless the examination in view excludes the participation of non-governmental people, there is every danger of failure of the placement program, etc., which will be carried out after the examination, but my views were not adopted at the subsequent conference.

For such important positions as bureau and section heads, we should lay stress on their character, thoughts, leadership, and popularity with those around them rather than relying merely on an intelligence test, and study the problem in this light. I think it is too risky to neglect studies in this direction.

Again, even in the intelligence test, we should examine not the extent of scholarship of such officials but their ability in the performance of day-to-day operations, but this cannot be hoped for at all with the present personnel organization of the National Personnel Authority. Moreover, to enlist the assistance of each ministry is impracticable just because its top-ranking officials are subject to the examination. Consequently, reliability of the intelligence test itself cannot but be very poor.

Yet, so long as the examination is to be an open competitive test, we have to rely in large measure on a written test. We have therefore made continued efforts in studying the ways and means of preventing the anticipated failure at least in the operations relating to the placement program which will have to be effected after the examination is over, assuming that the

examination is an open competition in which both government employees and non-governmental people participate. These studies are still half-way, but I would like to mention here-below for your information the result so far obtained by way of an interim report:

1. Instead of making simultaneous announcement of the entire result of the examination, it is essential to announce such result part by part gradually.

In selecting candidates for important positions of section heads and above from eligible lists, it is necessary to conduct particularly detailed investigations with respect to hitherto unknown non-government people. It may therefor be imagined that several months will be required in performing the operation referred to for 3,000 to 4,000 positions. If the entire result of the examination is announced simultaneously, it is obvious that such step will result in great confusion and cause an administrative vacuum for several months.

To avoid such a situation it is a sine qua non to announce the result by degrees so as to keep pace with the progress of investigations of the Investigation Bureau, and this point is most important. In this case, let us assume that we collect 4,000 bureau and section heads according to the similarity of work and classify them in some 400 groups, for each of which a same examination paper is to be given. Announcement of the result is to be made gradually by one group at a time.

2. It is absolutely necessary to preserve secrecy concerning the result of the unannounced groups. If by any chance the information is leaked out and non-qualifying bureau and section heads become known, such bureau and section heads would probably lose their courage to perform their official duties and make an active effort in seeking new employment in various quarters, with the probable result that this would bring about a distrubed situation, cause an

administrative vacuum over a protracted period of time and make the National Personnel Authority the target of public censure for such distressing state of affairs.

However, to ferret out such secret is a matter for which bureau and section heads have the deepest concern, and because of the fact that most of the NPA staff had formerly worked under those bureau and section heads, it may be said absolutely impossible to preserve secrecy unless some special measures are devised at the present juncture. As the length of time to preserve secrecy extends over a very long period, and considering the close relationship subsisting between the persons who possess the knowledge of secrets and those that want to know them coupled with the fact that it has been extremely difficult to preserve secrecy in the past, I cannot but conclude that it is after all impossible to maintain secrecy in the case under discussion. And to preserve secrecy it is absolutely necessary to take some such special measures as those mentioned below:

a. Examination papers are to be kept in safe without being marked until it becomes necessary to announce the result. Only those papers which it is desired to announce the result next time are to be marked, and at the same time various investigations are to be conducted on non-governmental candidates with the cooperation of the Investigation Bureau. If we announce the result when all the preparations are completed, we ought to be able to preserve secrecy perfectly.

b. In order to enforce the above measures, it is necessary that the positions of bureau and section heads which candidates aspire to obtain should belong to the one and same group. If the choice of positions of bureau and section heads belonging to different groups be permitted, the operation will be extremely complicated and its conduct will become well-night impossible. As the number

of bureau and sections which belong to the one and same group is roughly ten on an average, I think it reasonable if the candidates are allowed to select several positions of bureau and section heads they like out of the number at their own option. It would not be necessary to let them choose even sections in groups which are not similar.

c. With respect to vice-ministers the result should be announced at the outset. As the number of these positions is small, we will take steps so that the selection may be made even from candidates belonging to different groups. For marking the papers of candidates for these positions, we might temporarily collect together all their papers and mark them, after which the papers might be returned to their original files.

3. Length of service:

As non-governmental people can freely participate in this examination, I think that it is necessary to restrict the number of years served in the same type of work as a requisite qualification. If we apply such restriction to the National Personnel Authority, it would spell a wholesale destruction of the National Personnel Authority, since its entire staff is new from the top to the bottom. The way of solving this problem is now under consideration, and I think I shall be able to report on the matter in the not distant future.

Yours very truly

September 7, 1949

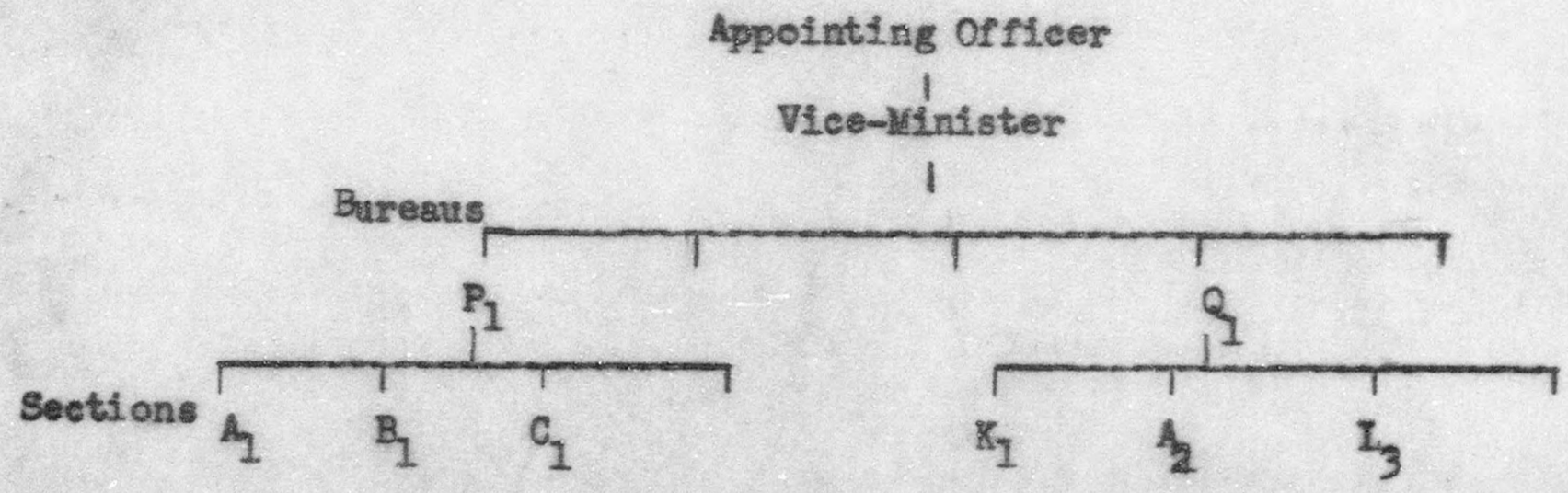
Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions (4)

After submitting my letter dated August 27, I have made further studies on the above subject and found that, if we adopt the steps outlined below, not only we can eliminate the adverse effects to which the National Personnel Authority will be subjected, but also we can generally improve the operations of the program. I beg leave to submit these steps as my private plan.

1. Kind of jobs will be divided into groups each of which will be subject to a different examination on special information. There is no change in what has already been proposed in this respect.

2.



Each examinee will be allowed to compete for a maximum of three positions (within the limitation that such positions do not extend to more than two groups).

In the above diagram, for example, section chief A_1 may compete for his own position A_1, for position of section chief A_2 which is in the same group

as A_1 and, in addition, for position of bureau chief P_1 which is in a different group from group A.

In this case, the examinee concerned will have to receive, in addition to an examination on general administration, one on special information for two groups, namely, group A to which A_1 and A_2 belong and also for group P in which P_1 is located.

3. Announcement of the result will be made for the entire jurisdiction of one appointing officer at a time. If, however, this scope is too small, the result for the jurisdiction of two or three appointing officers may be announced together at the same time.

4. In announcing the result covering the jurisdiction of one appointing officer, the order in which such announcement is made will be vice-minister, bureau chiefs and section chiefs.

5. While there ~~is~~ are cases where the three positions of bureau and section chiefs will belong to two different appointing officers, as, for example, positions ~~in the Director-General's Secretariat~~ of the Economic Stabilization Board, such positions, generally speaking, are under the jurisdiction of the one and same appointing officer, and, consequently, replacement operations will be comparatively simple.

6. Five eligibles will be certified by the National Personnel Authority from an eligible list to fill the designated positions.

7. It will be advisable the examination papers (including those on general administration) will be kept in custody without being scored at all, and that they will be picked out one after another and scored as the time to do so has arrived. This done, the papers will be returned to the original files. This method will be fully effective in preserving secrecy and preventing emergence of an administrative vacuum and is the most important requirement.

Scoring of the examination papers will be made, as already described, for one ministry at a time, but as a ministry has a large number of groups and, moreover, a very large number of examinees, I think this will be quite useful in ~~studying~~ making an item analysis of the papers on general administration.

8. The order of administering the examination will be as follows: the first examination (test on general administrative ability) will be held on a first Sunday, the second examination (test on professional or technical ability) on a second Sunday, while persons that are absent from the first and second examinations due to illness and who are currently holding any of the designated positions will be examined on a third Sunday. By this means there will be no necessity of avoiding the days of the examination while the Diet is in session.

9. As the eligible lists to be prepared as a result of this examination not only will serve the present purpose but will also be useful for a fairly long period of time in the future, we should persuade all the persons in the 10th salary grade and above to specially sit at the examination.

10. Vice-ministers, bureau chiefs and section chiefs whose length of service in the same type of occupation has not reached the required number of years served, will be especially allowed to sit at the examination for the position they are holding at present. There is also no objection for such officials to compete for other positions for which they are qualified. A new government organization like the National Personnel Authority will be saved by the adoption of this method.

Yamaoka Akira

Yours very truly,

dup

August 27, 1949

Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions (3)

In my last letter dated July 13 last to your good self I pointed out that, unless the examination in view excludes the participation of non-governmental people, there is every danger of failure of the placement progren, etc., which will be carried out after the examination, but my views were not adopted at the subsequent conference.

For such important positions as bureau and section heads, we should lay stress on their character, thoughts, leadership, and popularity with those around them rather than relying merely on an intelligence test, and study the problem in this light. I think it is too risky to neglect studies in this direction.

Again, even in the intelligence test, we should examine not the extent of scholarship of such officials but their ability in the performance of day-to-day operations, but this cannot be hoped for at all with the present personnel organization of the National Personnel Authority. Moreover, to enlist the assistance of each ministry is impracticable just because its top-ranking officials are subject to the examination. Consequently, reliability of the intelligence test itself cannot but be very poor.

Yet, so long as the examination is to be an open competitive test, we have to rely in large measure on a written test. We have therefore made continued efforts in studying the ways and means of preventing the anticipated failure at least in the operations relating to the placement progran which will have to be effected after the examination is over, assuming that the

examination is an open competition in which both government employees and non-governmental people participate. These studies are still half-way, but I would like to mention here-below for your information the result so far obtained by way of an interim report:

1. Instead of making simultaneous announcement of the entire result of the examination, it is essential to announce such result part by part gradually.

In selecting candidates for important positions of section heads and above from eligible lists, it is necessary to conduct particularly detailed investigations with respect to hitherto unknown non-government people. It may therefor be imagined that several months will be required in performing the operation referred to for 3,000 to 4,000 positions. If the entire result of the examination is announced simultaneously, it is obvious that such step will result in great confusion and cause an administrative vacuum for several months.

To avoid such a situation it is a sine qua non to announce the result by degrees so as to keep pace with the progress of investigations of the Investigation Bureau, and this point is most important. In this case, let us assume that we collect 4,000 bureau and section heads according to the similarity of work and classify them in some 400 groups, for each of which a same examination paper is to be given. Announcement of the result is to be made gradually by one group at a time.

2. It is absolutely necessary to preserve secrecy concerning the result of the unannounced groups. If by any chance the information is leaked out and non-qualifying bureau and section heads become known, such bureau and section heads would probably lose their courage to perform their official duties and make an active effort in seeking new employment in various quarters, with the probable result that this would bring about a distrubed situation, cause an

administrative vacuum over a protracted period of time and make the National Personnel Authority the target of public censure for such distressing state of affairs.

However, to ferret out such secret is a matter for which bureau and section heads have the deepest concern, and because of the fact that most of the NPA staff had formerly worked under those bureau and section heads, it may be said absolutely impossible to preserve secrecy unless some special measures are devised at the present juncture. As the length of time to preserve secrecy extends over a very long period, and considering the close relationship subsisting between the persons who possess the knowledge of secrets and those that want to know them coupled with the fact that it has been extremely difficult to preserve secrecy in the past, I cannot but conclude that it is after all impossible to maintain secrecy in the case under discussion. And to preserve secrecy it is absolutely necessary to take some such special measures as those mentioned below:

OK for tech exams, but not for admin. mnf 8/30

a. Examination papers are to be kept in safe without being marked until it becomes necessary to announce the result. Only those papers which it is desired to announce the result next time are to be marked, and at the same time various investigations are to be conducted on non-governmental candidates with the cooperation of the Investigation Bureau. If we announce the result when all the preparations are completed, we ought to be able to preserve secrecy perfectly.

NPA should determine the positions on basis of qualifications, with absolute preference given to present position in case of incumbents. 8/30

b. In order to enforce the above measures, it is necessary that the positions of bureau and section heads which candidates aspire to obtain should belong to the one and same group. If the choice of positions of bureau and section heads belonging to different groups be permitted, the operation will be extremely complicated and its conduct will become well-nigh impossible. As the number

of bureau and sections which belong to the one and same group is roughly ten on an average, I think it reasonable if the candidates are allowed to select several positions of bureau and section heads they like out of the number at their own option. It would not be necessary to let them choose even sections in groups which are not similar.

Agree in principle. mnl 8/30

c. With respect to vice-ministers the result should be announced at the outset. As the number of these positions is small, we will take steps so that the selection may be made even from candidates belonging to different groups. For marking the papers of candidates for these positions, we might temporarily collect together all their papers and mark them, after which the papers might be returned to their original files.

3. Length of service:

OK

As non-governmental people can freely participate in this examination, I think that it is necessary to restrict the number of years served in the same type of work as a requisite qualification. If we apply such restriction to the National Personnel Authority, it would spell a wholesale destruction of the National Personnel Authority, since its entire staff is new from the top to the bottom. The way of solving this problem is now under consideration, and I think I shall be able to report on the matter in the not distant future.

Yours very truly

Yamashita

Confidential

Wad 1000

Copy to Mr. Sheiran

September 7, 1949

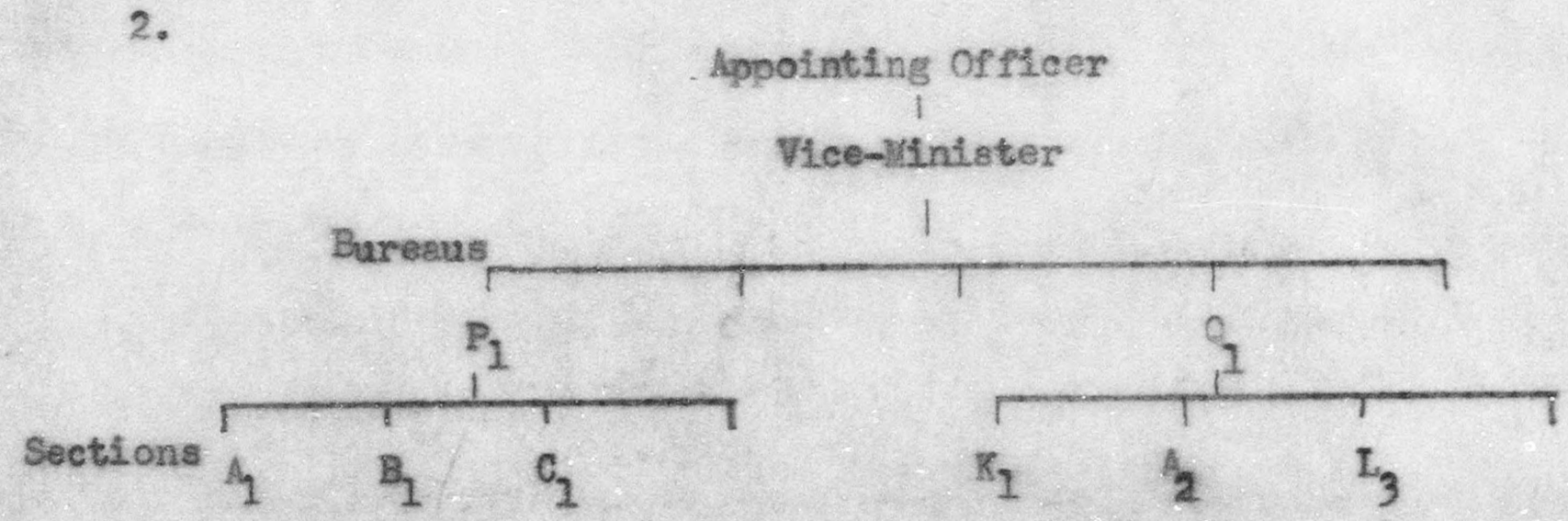
Dear Mr. Hoover,

Examination under Article 9 of the Supplementary Provisions (4)

After submitting my letter dated August 27, I have made further studies on the above subject and found that, if we adopt the steps outlined below, not only we can eliminate the adverse effects to which the National Personnel Authority will be subjected, but also we can generally improve the operations of the program. I beg leave to submit these steps as my private plan.

1. Kind of jobs will be divided into groups each of which will be subject to a different examination on special information. There is no change in what has already been proposed in this respect.

2.



Each examinee will be allowed to compete for a maximum of three positions (within the limitation that such positions do not extend to more than two groups).

In the above diagram, for example, section chief A_1 may compete for his own position A_1, for position of section chief A_2 which is in the same group

as A_1 and, in addition, for position of bureau chief P_1 which is in a different group from group A.

In this case, the examinee concerned will have to receive, in addition to an examination on general administration, one on special information for two groups, namely, group A to which A_1 and A_2 belong and also for group P in which P_1 is located.

3. Announcement of the result will be made for the entire jurisdiction of one appointing officer at a time. If, however, this scope is too small, the result for the jurisdiction of two or three appointing officers may be announced together at the same time.

4. In announcing the result covering the jurisdiction of one appointing officer, the order in which such announcement is made will be vice-minister, bureau chiefs and section chiefs.

5. While there w/s are cases where the three positions of bureau and section chiefs will belong to two different appointing officers, as, for example, positions ~~in the Director-General's Secretariat~~ of the Economic Stabilization Board, such positions, generally speaking, are under the jurisdiction of the one and same appointing officer, and, consequently, replacement operations will be comparatively simple.

6. Five eligibles will be certified by the National Personnel Authority from an eligible list to fill the designated positions.

7. It will be advisable the examination papers (including those on general administration) will be kept in custody without being scored at all, and that they will be picked out one after another and scored as the time to do so has arrived. This done, the papers will be returned to the original files. This method will be fully effective in preserving secrecy and preventing emergence of an administrative vacuum and is the most important requirement.

Scoring of the examination papers will be made, as already described, for one ministry at a time, but as a ministry has a large number of groups and, moreover, a very large number of examinees, I think this will be quite useful in ~~studying~~ making an item analysis of the papers on general administration.

8. The order of administering the examination will be as follows: the first examination (test on general administrative ability) will be held on a first Sunday, the second examination (test on professional or technical ability) on a second Sunday, while persons that are absent from the first and second examinations due to illness and who are currently holding any of the designated positions will be examined on a third Sunday. By this means there will be no necessity of avoiding the days of the examination while the Diet is in session.

9. As the eligible lists to be prepared as a result of this examination not only will serve the present purpose but will also be useful for a fairly long period of time in the future, we should persuade all the persons in the 10th salary grade and above to specially sit at the examination.

10. Vice-ministers, bureau chiefs and section chiefs whose length of service in the same type of occupation has not reached the required number of years served, will be especially allowed to sit at the examination for the position they are holding at present. There is also no objection for such officials to compete for other positions for which they are qualified. A new government organization like the National Personnel Authority will be saved by the adoption of this method.

Yours very truly,

Confidential

Memorandum

Dear Mr. Hussey

September 29, 1949

WBH
10/5/49

Examination under Article 9 of the Supplementary Provisions

1. In addition to an examination number a hidden number will be used. However, for these two types of numbers, only one person is to have any knowledge as to a number of one type and its corresponding number of the other. This will make it possible to maintain secrecy.

2. Investigations on the results attained by all the examinees in the examination will be conducted by means of the hidden numbers.

3. Investigations on qualifications will be conducted by means of the examination numbers.

4. Announcement of the results will be made according to ministries. By this means we can reduce the confusion to a minimum and skilfully manipulate the work. The results of the vice-ministers, however, will be announced simultaneously.

5. Examinees will be asked to name the ministries, bureaus, and sections to which they desire to get appointed, and their number will not be restricted. However, they will not be allowed to compete for three or more different groups of jobs.

6. In respect only to such examinees as desire appointment to a ministry the result for which is about to be announced, the person who has the confidential information concerning the numbers referred to in Paragraph 1 will give out to officers concerned the examination numbers and their

Corresponding hidden numbers of such examinees insofar as this is necessary in the operation of their work.

7. Eligible lists will be prepared according to Paragraph 6.

8. Personal investigations will be carried out by the Bureau of Investigation against the eligible lists and the eligibles will be certified to the appointing officer together with the results of these investigations.

9. Examinations will be administered on Sundays, the first on administration and the second on special ~~information~~ technics, and the same examination papers will be used both in the morning and the afternoon. As all the examinees are themselves competitors in the test, secrecy will be maintained. This method will go to satisfy all the examinees who wish to compete in two different groups of jobs. Of candidates who have been unable to present themselves on the original dates of examination, among those who are presently public employees will be examined on a third Sunday. This will make it possible to hold examinations even while the Diet is in session.

~~Yours very truly~~,

Confidential

Memorandum

September 29, 1949

~~Dear Mr. MacCoy~~

Examination under Article 9 of the Supplementary Provisions

1. In addition to an examination number a hidden number will be used. However, for these two types of numbers, only one person is to have any knowledge as to a number of one type and its corresponding number of the other. This will make it possible to maintain secrecy.

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corresponding hidden numbers of such examinees insofar as this is necessary in the operation of their work.

7. Eligible lists will be prepared according to Paragraph 6.

Yes? Good

8. Personal investigations will be carried out by the Bureau of Investigation against the eligible lists and the eligibles will be certified to the appointing officer together with the results of these investigations.

9. Examinations will be administered on Sundays, the first on administration and the second on special ~~information~~ technics, and the same examination papers will be used both in the morning and the afternoon. As all the examinees are themselves competitors in the test, secrecy will be maintained. This method will go to satisfy all the examinees who wish to compete in two different groups of jobs. Of candidates who have been unable to present themselves on the original dates of examination, among those who are presently public employees will be examined on a third Sunday. This will make it possible to hold examinations even while the Diet is in session.

~~Yours very truly,~~

Mr Shuvin

10/14/49

I guess I'm a little stupid
but there will have to be some
clarification made by NPA of
some of these statements so
that I can know what they
are talking about or at least so
I can be sure of what they are
trying to say. I'll call a meeting
of the Com's.. O.K.? WRM

National Personnel Authority

October 14, 1949

To:

Mr. W. Pierce MacCoy,

Civil Service Division,

Government Section, GHQ, SCAP

10/14/49

We hereby submit the views on Administration of Examinations Referred to in Article 9 of Supplementary Provisions of the Law.

Asai Kiyoshi

President

Yamashita Okiie

Commissioner

Ueno Yoichi

Commissioner

National Personnel Authority

October 14, 1949

Views on Administration of Examinations Referred to
in Article 9 of Supplementary Provisions of the Law

1. Date of examinations.

First examination: January 15, 1950 (Sunday)

Second examination: January 22, 1950 (Sunday)

The first examination, the evaluation of general administrative ability, will be given en bloc. The second examination, the evaluation of professional knowledges, will be given in the morning for the position of the applicant's first choice and in the afternoon for the second choice.

When a revision has been made as above, a public notification should be printed immediately.

2. Specification of terms of desire.

Five positions and government agencies elected by the applicant concerned are to be mentioned in the specification of terms of desire and the column "Other" of the specification is to be struck out. However, this should not be construed to mean that the number of positions and government agencies to be elected by applicants is limited to five. The National Personnel Authority or the appointing officer may request the successful candidates to make an additional election, if they deem it advisable for the certification of candidates or their appointment. A statement to this effect ~~Such an additional election~~ is to be mentioned in the specification of terms of desire.

When a revision has been made as above, the specification should be printed immediately.

3. Application for examination.

The determination on the form is left to the secretariat. When determined, the forms are to be printed immediately.

4. Examination Papers.

The examination papers which have been reviewed are to be printed immediately ~~and those~~ which have not been reviewed are to be printed as soon as reviewed. Printing of the whole examination papers are to be accomplished by the end of December next.

5. Designation and classification of positions and necessary qualifications.

In principle we have no objection to the plan of the secretariat and for the detailed procedures we would like to leave it to the secretariat. When decided, the subjects are to be printed immediately.

6. NPA rules and directives.

Because there are some points which require further studies, the secretariat should take necessary steps to see that the decision of the National Personnel Authority may be obtained by October 25.

7. Method of certification for the security purpose after the examination.

Identification number is to be used in scoring, statistical analysis and preparation of eligible lists under each class of positions. The eligible lists to be used for certification are to be based on the lists of eligibles indicated by identification number under each class of positions which are prepared for each ministry and agency in accordance with the desires of the successful candidates. The certifications of eligibles is to be made in an order for each ministry and agency.

National Personnel Authority

To: October 19, 1949

Mr. W. Pierce MacCoy,

Acting Chief of Civil Service Division,

Government Section, GHQ, SCAP

1. Relationship with the provisions of the National Public Service Law of restricting the occupational groups which candidates may be permitted to apply to two types.

(1) Does the restriction referred to above conflict with Article 46 of the Law?

a. The proposed restriction to two occupational groups is applicable to all the people and is not imposed on any particular people. Consequently, all the people are treated on equal terms.

b. It is possible that there may be a case where candidates qualified for three occupational groups, say A, B and C, could not take examination for group C due to the restriction of the groups to two. In this case, however, it cannot be construed that the examination has not been open. If the candidate concerned wishes to take examination for group C, all he has to do is not to compete for either group A or group B. And he can choose any two groups entirely by his own free will. Consequently, it may be said in a legal sense that groups A, B and C are all open to him.

(2) Does the restriction conflict with Article 41 of the Law?

It is construed that Article 41 of the Law clearly refers to

the case of obstructing the taking of examination or the appointment for particular individuals. A requirement which is applicable equally to all candidates is not an obstruction. For instance, it is possible that there may be cases where prerequisites for examination, the period or the place of an examination are such that they may make it impracticable for certain individuals to take the examination. It is, however, not appropriate to say that this obstructs the taking of examination of individuals who lack the prerequisites for examination or who cannot present themselves on the day or at the place of the examination, and, similarly, the proposed restriction to two occupational groups which is applicable equally to all the people can by no means be said as obstructing the taking of examination.

From the aforementioned viewpoints, we consider that the proposed restriction does not in any way conflict with Articles 46 and 41 of the Law.

Further, in the first national public service examination already administered by the National Personnel Authority or the second which is about to be administered by it in the near future, the examination for technicians is provided in such a way that the examination of various types of subjects is held on the same day so that candidates can compete for one subject only. If this method is held to conflict with the National Public Service Law, the National Personnel Authority is not in a position to administer any examination on the one and same day, and the administration of an entrance examination for university graduates alone will take nearly one month.

2. Kinds of examination and the number of days for examination.

The kinds of examination comprise 60, and excepting those on general administration, there are 45 kinds, and in order that all candidates may

unfailingly take two or more of these examinations, it will take 22.5 days, even assuming that two examinations are administered per day (one each for morning and afternoon). If, to shorten this period, we group together those which do not have any inter-relationship and make up, say, 14 groups, it will be possible to administer the examinations within a week.

What may be anticipated in this case is that it is difficult to determine which kinds are not inter-related to one another.

For example, section chiefs of the National Personnel Authority have qualifications not only for general administration and personnel but also for various other kinds (those currently holding such positions are qualified for one or more of the following: land transportation, marine transportation, budget and accounting, general affairs, finance and economy, foreign affairs, labor, mining, civil engineering, machanics, pharmacology, medicine, education, electricity, communications, administration of communications, law, statistics, agriculture and dendrology). It is therefore extremely risky to speak of inter-relationship of the kinds from the concept merely given by their names, and if we anticipate that each candidate will take examination for two or three kinds, the grouping of their choice would probably make it inevitable to hold 45 separate examinations.

Accordingly, if we reduce 45 kinds of examinations for 22.5 days to 14 groups of examination for seven days, it is certain that there would be cases where the candidates are unable to take all the examinations they wish to. To relieve this situation, aspirants for more than two groups which are administered simultaneously should be permitted to continue to take, in a separate room on the same day, one or more examinations from which they have been precluded. For example, if examinations for A, B and C are administered in the morning and D, E, and F in the afternoon, aspirants for A, B and C or those for D and E will have to be examined during night, and if we are to do so on the following day, we will have to prepare another set of examination papers: in any case, we

consider that it would be in practicable to administer the examinations in this way. In the final analysis, there is no alternative but to administer 45 kinds of examinations separately.

As there still remain the examinations for administrative positions other than the aforementioned 45 kinds of examination, it will require 23.5 days to complete all the examinations.

In this case, the following difficulties are anticipated:

(1) If we avoid week days and conduct the examinations on every Sunday owing to the Diet session, it will take about six months. Of course this is impossible as a practical problem.

(2) In case the examinations are enforced on week days, the following difficulties are anticipated:

a. Government delegates and other employees connected with the Diet who are holding the designated positions will be frequently hampered in sitting for the examination at the request of the Diet, which will result in additional work for making arangemants for supplementary examinations and increase of expenses. When a large number of candidates are left out to sit for the supplementary examinations, they could obtain an undue advantage by getting information, etc. concerning the examination proper, and thus it runs further counter to the purport of fairness and equality.

b. It will oblige the employee of the NPA regional office to stay in the places of examinations for 24 days, and the necessary expenses, including also the rent of the examination halls, compensation for assistant examiners, travelling expenses for liaison, fuel expenses in cold areas and miscellaneous expenses, will exceed our budget by Yen 2,000,000.

e. As examination halls, we desire to make use of high-class buildings superior in point of equipment and others, but it will be exceedingly difficult to rent such buildings for a long time. Specially, in a war damaged area, the only available buildings will be either a university or an assembly hall, but often it is impossible for us to rent them because they are needed for lectures or meetings.

d. Because of personnel and expenses involved, we consider that such a long term examination program would be detrimental to the smooth administration of the examination of police which is due to be conducted after the present examination.

Asai Kiyoshi

President

Yamashita Okiie

Commissioner

Ueno Yoichi

Commissioner

Plan submitted by NPA (orig plan)

7-'49

Examination Program provided by Article 9 of the Supplementary Provisions

1. Principle of this examination:

   a. This is a qualifying examination for the incumbents of the positions of assistant section chiefs and above (including other positions as of similar organization level). That is, it is an examination to evaluate whether the incumbents actually possess the minimum qualifications necessary for their positions.

   b. However, we have to consider, at the same time, the replacements of the incumbents caused by their transfer or separation from the service because of their failure in this examination, so that the projected examination will be given the nature of a promotional examination and an entrance examination. In other words, we will make it a principle to restrict the candidates of this examination to persons in the Government service consisting of the incumbents of the positions referred to above and those of such level as may be considered as eligibles, and it is only in unavoidable circumstances that we designate certain specific positions and allow candidates obtained from non-governmental circles by means of a public announcement to participate in the examination for those positions.

   c. The examination will be held at once to all the candidates, and a supplementary examination will be given but once to those who have been absent from the examination owing to such unavoidable cause as illness. etc. Those who have not even attended the supplementary examination will be regarded as having forfeited the right to

examination, and the incumbents of the designated positions will be demoted or made to retire upon the expiration of temporary employment or earlier.

d. For the designated positions(classes) employment eligible lists will be prepared in accordance with the result of this examination.

2. Designation of positions:

a. Designation will be made for the tenth salary grade and above.

b. As it is considered feasible to except from the designation a fairly large number of positions even in the tenth salary grade and above, the selection and designation will be made after investigating the degrees of compexity of duties and responsibilities involved on the basis of the position descriptions of the tenth salary grade and above.

3. Designation and recruitment of candidates:

a. The entire incumbents of the tenth salary grade and above will be designated as candidates, provided that third class officials are excepted.

b. The renunciation of the right to examination will be considered at the option of the candidates, provided that, in case the incumbents of the designated positions renounce such right, they should automatically be demoted or made to retire from their positions on the expiration of temporary employment or earlier.

c. Of the kinds of jobs classified as a result of work surveys, the candidates may express a desire to take an examination for but one kind of jobsother than that in which they are placed. However, the grade for which they may be examined is the grade not beyond that immediately above the grade in

which they are placed.

d. Candidates should submit an application for examination to the head of their employing agency of government within a prescribed time-limit under the procedures established by the National Personnel Authority. The head of each government agency will then forward the applications en bloc to the National Personnel Authority.

e. Public recruitment from non-governmental circles is to be conducted in connection with the previously fixed minimum qualifications for the positions involved.

4. The date on which the incumbents of designated positions are designated as those on temporary employment:

a. This is to be the day of promulgation of the rule of the National Personnel Authority relating to Article 9 of the Supplementary Provisions.

b. The time of promulgation is to be at least one month in advance of the date of examination.

c. After the date of designation of temporary employment, in case the designated positions become vacant and it is necessary to make new temporary employment, an application for temporary employment is to be submitted as under the existing procedures, and temporary employment will be made after approval of the National Personnel Authority is obtained. Thus, those who are employed temporarily will be regarded as having been automatically designated as candidates simultaneously with their appointment.

5. Work surveys:

a. Work survey will be conducted an all positions of and above the tenth salary grade.

b. Positions for designation will be selected as the result

of work surveys.

c. With respect to designated positions, minimum qualifications will be determined, and they will be classified by their similarities.

6. Criteria for validation:

a. Classes obtained by classification of the minimum qualifications will be further consolidated and merged by the following classification method.

	100-90% A	90-60% A	60-30% A	30- 0% A
	0-10% S	10-40% S	40-70% S	70-100% S
14th salary grade	I			
13th salary grade	II	III	IV	
12-11th salary grade		V	VI	VII
10th salary grade		VIII	IX	X

Remarks: A ..... Administrative ability

S ..... Special information

b. Administrative ability:

A written test on ~~the~~ administrative ability is to be held for I-X in the above classification, and the minimum necessary scores for each classification made to serve as the criteria for validation.

c. Special information:

Based on the minimum qualifications determined for each class, a written test will be given to III, V and VIII, while the occupational career and educational background will be evaluated for IV, VI, VII, IX and X by means of an evaluating method established beforehand, after which decision will be made on the result of the examination.

d. Personal characteristics:

Personal investigation and, if necessary, an oral examination will be made, and a certain criterion for validation will be developed by use of a method by which the their result is expressed by scores. However, as a general principle an oral examination is not to be held.

e. In case of their failure in any one of the above-cited "b", "c", or "d", candidates are not to be allowed to remain in the designated positions. Further, in consideration of the necessity for preparing eligible lists, steps will be taken to develop an evaluating method by which the candidates may be shown in the precise order of merit for each item of evaluation other than a written test.

7. Preparation and validation of examination questions:

a. Administrative ability:

The questionsof a written test offered by GHQ. will be compiled after study by the Commissioners and the Director-General, and a preliminary test will be held for assistant section chiefs and above on the staff of the National Personnel Authority.

b. The questions of the written test will be prepared by the Recruitment Division of the National Personnel Authority, and candidates for preliminary test will be sought from non-governmental circles, or schools, etc.

8. Administration of written test:

a. Examination halls:

As placesof examination nine cities of Sapporo, Sendai, Niigata, Tokyo, Nagoya, Osaka, Takamatsu, Hiroshima and Fukuoka will be selected, and, considering the convenience of different government agencies concerned, examination halls will be scattered as widely

as circumstances permit.

b. Period:

The examination will be conducted all at once throughout the country. The examination on administrative ability will be held on the first day and that on special information on the second day. For those who could not attend on those days, a supplementary examination will be held on a later date.

9. Steps to be taken as the result of the examination:

a. In case an examinee has fully satisfied the criteria for validation for the designated position (class) in which he is employed, he will be regarded as being qualified and appointed to that position on a permanent basis.

b. Even in case a candidate who is not an incumbent of the designated position involved has obtained higher scores than the incumbent, the above-stated principle remains unchanged, successful candidates who are not the incumbents being merely entered in the employment eligible list for the designated position (class) concerned in the precise order of their examination scores.

c. In case an examinee has not satisfied any one of the criteria for validation for the designated position (class) of which he is an incumbent, he should leave that position. The vacancy thus caused is to be filled by an appointing officer who makes selection and appointment from among a certain fixed number of certificated eligibles commencing with the top names in the employment eligible list.

d. In case an examinee leaves the designated position of which he is an incumbent because of his failure in the