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ANNUAL REPORT

For the Year 1950

National Personnel Authority

of Japan

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March 14, 1951

To:

Mr. Hayashi Joji,
Speaker of the House of Representatives

Mr. Sato Naotake,
President of the House of Councillors

Mr. Yoshida Shigeru,
Prime Minister

Annual Report for the Year 1950

In accordance with the provision of Article 24 of the National Public Service Law, I have the honour to submit the annual report on the activities of the National Personnel Authority in the year 1950.

Asai Kiyoshi

President
of
National Personnel Authority

Preface

Under the provision of Article 24 of the National Public Service Law, the National Personnel Authority is charged with the responsibility of making an annual report to the Diet and the Cabinet of its activities.

This is the annual report submitted by the National Personnel Authority to the Diet and the Cabinet on its activities in the year 1950.

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Chapter 1. Introduction

1. Functions and Organization of the National Personnel Authority

In order to ensure the thorough-going enforcement of the National Public Service Law and to attain its objectives, the National Personnel Authority is charged with responsibility for the administration of this Law.

Personnel administration requires equity by its very nature. For this reason, the National Public Service Law confers on the National Personnel Authority an independent status and strength such as is enjoyed by no other administrative organ.

These are the main functions of the Authority:

(1) The National Personnel Authority may make and enforce rules, issue directives and establish procedures concerning matters necessary for the administration of the National Public Service Law;

(2) With regard to matters on which the Authority is empowered to act, the decisions and actions of the Authority shall be subject to review only by the Authority under its own procedures;

(3) The request for necessary expenses required by the Authority for each fiscal year will be presented directly to the Cabinet. In case the Cabinet makes any revision on the request, the original request of the Authority shall be presented to the Diet together with that revised by the Cabinet;

(4) An emergency operating fund will be provided until March 31, 1952;

(5) The Authority may make recommendations to any appropriate minister or head of other agency of government in order to improve personnel administration;

(6) The Authority is charged with the responsibility of making recommendation to the Diet suggesting that the standards concerning compensation, work hours and other working conditions be revised so as to bring them into accord with general conditions of society, and of reporting to the Diet and the Cabinet simultaneously on the propriety of salary schedules not less than once each year. If factors entering into pay determination suggest a pay revision of salary schedules by 5% or more either upward or downward, the Authority shall make appropriate recommendation thereon to the Diet and the Cabinet;

(7) The Authority shall at all times conduct necessary investigations and studies concerning the pay plan and shall, when it deems it necessary to raise or lower the rate of compensation, prepare and submit such revisions to the Diet and the Cabinet;

(8) The Authority may conduct investigations concerning the payment of compensation, control of personnel records, employment situation, personnel management and other matters relating to personnel administration in the government service.

The new principles adopted by the National Public Service Law concern all aspects of the public service - from initial appointment to retirement of government employees. The Authority is responsible for the administration of these matters.

The National Personnel Authority, composed of three Commissioners, controls its own internal operating structure since the National Government Organization Law does not apply to the Authority. One of the Commissioners is appointed as President of the Authority by the Cabinet to preside over its affairs and represent the Authority. The Authority is authorized to have a Secretariat and legal counsel. No legal counsel has yet been appointed. The Director-General has been appointed as head of the Secretariat. The organization of the Secretariat is defined in the NPA Rule No. 2-3. (Vide appended chart)

The main activities of each bureau of the Secretariat are as follows:

(1) The Bureau of Recruitment is responsible for activities relating to recruitment, movement, and separation of government employees. The primary function of this bureau is to plan and administer examinations for appointment and promotion of government employees and to keep complete service records on movements of all government employees;

(2) The Bureau of Compensation is responsible for activities relating to the position classification plan in the government service as well as for conducting basic investigations relating to the compensation of employees, and also for developing, recommending and enforcing a pay plan, accident compensation and pension systems, etc.;

(3) The Bureau of Equity is responsible for the fair and equitable handling of requests for administrative actions and appeals against disadvantageous actions submitted by individual employees

and employee groups as well as all other transactions relating to the maintenance of equity;

(4) The Bureau of Efficiency is responsible for activities which are concerned with protecting and improving the efficiency of government employees, such as training, evaluation of work performance, health, welfare, recreation, safety, employee utilization, etc.;

(5) The Bureau of Investigation is responsible for investigations relating to candidates for employment, registration of employee organizations, and on-the-spot investigations with respect to violations or alleged violations of the National Public Service Law as well as rules and directives of the Authority;

(6) The Bureau of Public Information has for its primary function the dissemination of information concerning the policies and programs of the Authority;

(7) The Bureau of Law is responsible for giving the Authority and its staff necessary advice with respect to laws and orders as well as for the drafting, consultation and interpretation thereof;

(8) The Bureau of Administration is responsible for activities relating to the internal management of the Secretariat;

(9) The Bureau of Personnel is responsible for activities relating to personnel affairs of the Secretariat staff;

(10) The regional offices are operational organs of the Authority participating in the activities of all bureaus (excluding the Bureau of Law), and are responsible for enforcement of business programs of the Authority within their jurisdiction;

(11) The National Personnel Council is set up in order to ensure close contact and mutual cooperation between the Authority and the various ministries and other government agencies.

C H A R T

2. Accomplishments of the National Personnel Authority

The National Public Service Law, designed to guide public employees in becoming "devoted servants of the whole community" as provided for in the new Constitution through the reforms in our public service system, was enacted in October 1947 by the First Diet and, on November 1 of the same year, the Temporary National Personnel Commission was created to ensure the thorough-going enforcement of this Law and to attain its objectives. The National Public Service Law enacted by the First Diet was amended by the Third Diet in the autumn of 1948, whereby the Temporary National Personnel Commission was superseded by the National Personnel Authority.

The objectives of the National Public Service Law are clearly defined in Article 1 of the Law. In a word, the Law is designed to establish a public service system which will ensure democratic and efficient administration of public affairs.

The new public service system contemplated by the National Public Service Law is an attempt to introduce an entirely new viewpoint into the field of personnel administration of this country. The project can hardly be expected to materialize in its entirety overnight. The National Personnel Authority has been striving to develop its programs by stages, beginning with those most basic and fundamental. As the result of strenuous efforts during 1948-49, the activities of the Authority were gradually put on a systematic basis, and the operating structure of the Authority was almost completed by the end of 1949. Thus, in the year of 1950, new plans, based on standing policies as well as on past investigations and studies,

were developed in order to cope with the changed circumstances and were carried out together with the outstanding work programs carried over from the preceding year.

To summarize the activities of the Authority in the year under review, it must be mentioned, in the first place, that a "Bill concerning the Position Classification for the National Public Service", was submitted to the Diet on November 24, 1949, passed both houses of the Diet with certain amendments, and was promulgated on May 15, 1950 to be effective from that date. With the enforcement of this law, the National Personnel Authority moved into the working stage for the establishment of a position classification system - the foundation of the new public service system contemplated by the National Public Service Law. Work in developing draft class descriptions was pushed forward vigorously and practically completed in September. After careful scrutiny and correction, approximately 200 occupations have been officially announced by November. Allocation of occupations under the occupation group "Crafts and Labor" was completed at the beginning of August, "Patents" in October, and "Labor and Office Appliances Operation" in December, and "Medicine" and "Management of Household affairs" were almost completed.

Work in other fields of activity was pushed as vigorously as in the case of position classification. In the wake of open competitive examinations administered during last year as a first step towards the realization of the merit system, several entrance examinations for the national public service, beginning with the appointive examination for high level government positions, were held during the year under review, namely, the entrance

examination for diplomats, consuls, and chancellors of the Ministry of Foreign Affairs in January and December; entrance examinations for police personnel and Imperial guards on four occasions since February; and entrance examinations for grade 5 and grade 6 national public employees in August. Further, public announcements and other preparatory arrangements were made for the administration of entrance examinations in January 1951 for grade 4 national public employees as well as for police personnel and Imperial guards. As to the examinations conducted by special examining bodies designated by resolution of the National Personnel Authority, it is noted that entrance examinations for eight kinds of positions were administered during the year by three designated examining bodies, namely, the entrance examination for four positions, including tax investigators and three other positions, administered by the Tax Administration Agency; for the position of maritime safety officers by the Maritime Safety Agency; for the position of labor standard inspectors by the Ministry of Labor; and for the positions of probational court clerks and probational juvenile delinquency investigators by the Supreme Court Secretariat.

It is essential to the maintenance of appropriate compensation for government employees that a fair and adequate pay level be ensured. As noted in the annual report for the year 1948-49, on two occasions the National Personnel Authority made recommendations to the Diet and the Cabinet to revise the pay level, simultaneously submitting separate recommendations concerning the cold district allowance and coal allowance. Thereafter, as a result of investigations and studies on the change of economic conditions as well as on the actual living conditions of government employees

justifying the revision of the pay level, another recommendation was submitted to the Diet and the Cabinet on August 9 of the year under review, suggesting that the existing pay level should be raised to approximately 8,058 yen. This recommendation was followed on September 9 by a representation concerning a proposed amendment to a portion of the pay law which the Authority deemed necessary for the enforcement of its recommendations concerning the pay level. Separate recommendations were submitted to the same authorities on June 17 concerning the cold district allowance and coal allowance and, on August 17, another recommendation was submitted concerning the partial revision of the classification of areas eligible for cold district allowance. Regarding payrolls, which had been designed to form the basis for an adequate pay administration, in May, after further study, the governing regulations of the National Personnel Authority were amended. The resulting improvement now enables the various agencies of government to utilize their payrolls more effectively.

The equity system was administered effectively, permitting government employees to enjoy in full the benefit of the system through the request either for administrative action or for review of disadvantageous action taken against their will, both of which have an important significance in the maintenance of equity in dealing with personnel affairs. Under these circumstances, 30,676 representations and grievances as well as 151 requests for review of disadvantageous action were accepted during the year under review, and every effort was made to insure the just and impartial handling of these cases.

In view of the National Personnel Authority's responsibility for overall planning and liaison for efficient administration of public affairs, the

scope of activities in this field was further expanded as a result of the investigations and studies in the past. In the field of training, positive steps were taken to place the administration of training programs in various ministries and agencies of government on a rational and uniform footing. At the same time, technical assistance was extended to central government agencies and local public entities in as many as 30 cases. In addition, the National Personnel Authority itself conducted a series of fourteen training institutes. In the field of safety control, the first integrated "national public service safety week" was observed in July, while in the area of health control, a health week was established and observed in October. Emphasis was laid on the prevention of tuberculosis and a minute factual survey was conducted on the administration of periodical health examinations - a measure which contributed to the formulation of counter-measures against that disease and finally led to the establishment of the NPA rule concerning health examination. In November, a recreation conference was held for the first time to cultivate mutual understanding and cooperation. Every effort was directed toward conducting preliminary investigations and studies regarding the establishment of a performance evaluation system, leading to the preparation of an "Outline of a Performance Evaluation System" in July and the determination of evaluation elements in December. At present, studies for the selection of evaluation elements are under way. In parallel with these activities, an experimental performance evaluation and a trial performance evaluation were conducted in November and December, respectively, as preparatory steps for the final installation of the system.

As for the retirement compensation system, continued studies and investigations of basic matters were made with a view to developing the

system in conformity with the spirit of the National Public Service Law. In connection with this plan, on December 9,Mr. Robert J. Myers, advisor to the General Headquarters, Supreme Commander for the Allied Powers, made recommendations on the pension system. Paying due respect to Mr. Myers' recommendations and giving consideration to the results of its own studies, the National Personnel Authority is making every effort for the preparation of an adequate pension bill.

The establishment of a compensation system for service-connected injuries and illness of government employees is contemplated by the National Public Service Law. Despite the National Personnel Authority's strenuous efforts to develop a plan for establishing the system at the earliest possible date, no concrete plan was developed during the year under review.

In other fields of activity, every effort was made to consolidate the personnel record system established last year by extending the scope of its applications to all fulltime employees in the regular service, beginning in July. As to review of appointments of government employees, 214,556 cases were handled during the year, while there were 9,207 cases involving review of promotion.

In order to administer properly all the programs described above, it is imperative for the National Personnel Authority to maintain a close contact with various ministries and agencies of government and promote mutual cooperation. To meet this need, the National Personnel Council was created and it has convened every other week since April of last year, a total of 27 meetings being held during the year under review.

Furthermore, with a view to consolidating the organizational structure of the Secretariat, the Tokyo Regional Office was established in September,

and the name of the Office Services Section of the Bureau of Administration was changed from "Shomu-ka" to "Naimu-ka" in May, the name in English remaining the same as before.

To conclude a cursory record of the accomplishments of the National Personnel Authority, it may be added that the Authority is determined to bend its energies in the future to establish a public service system in line with the spirit of the new Constitution and to ensure democratic and efficient administration of public affairs.

Chapter II. Outline of the Activities of the National Personnel Authority

1. Position Classification Plan

Enactment of Position Classification Law

The "Bill concerning the Position Classification Plan for the National Public Service", which was submitted to the Diet on November 24, 1949, passed the House of Representatives with some amendments on March 25, 1950, and the House of Councillors on April 29, and was promulgated as Law No. 180 of 1950 on May 15 to come into force as from that date.

The Position Classification Law consists of four chapters, comprised of 15 articles and the supplementary provisions.

Chapter I concerns the object and effect of this Law, that is, the meaning of a position classification plan, definitions of terms as used in this Law, and the functions of the National Personnel Authority; Chapter 2 concerns basic principles of the position classification plan, i.e., standards for classification of positions in the government service, determination of class of position, allocation of position, class description, class title, occupation, etc.; Chapter 3 concerns the administration of the position classification plan, i.e., allocation, revision of occupations or classes, official notification, etc.; and Chapter 4 contains penal clauses. The supplementary provisions provide for transitory measures necessary for the enforcement of the position classification plan. The principal amendments of the Diet concerned provisions of Article 4 (Functions of the National Personnel Authority) and Article 13 (Revision of Occupations and Classes of Positions). Article 4, which provided for the unrestricted power of the Authority with respect to the determination of occupations and classes of positions, was amended by adding Paragraph 2 providing that

"Whenever the Authority decides to establish occupations, it shall submit to the Diet titles and definitions of such occupations" and Paragraph 3 providing that "In case the Diet resolves to overrule the whole or part of the decision of the National Personnel Authority as referred to in the preceding paragraph, the Authority shall immediately take necessary steps to invalidate its decision concerning occupations." To Article 13 was added a proviso that "such action shall be taken in accordance with the provisions of Paragraphs 2 and 3 of Article 4 so far as the determination of occupations is concerned."

As a result of this legislation, the position classification plan moved into the enforcement stage after two and half years preparation.

The following rules of the National Personnel Authority were established during the year under review for the administration of the position classification plan:

1. Rule concerning the determination and announcement of occupations and classes of positions;
2. Rule concerning the functions and procedures of allocation;
3. Rule concerning the investigation of occupations.

Preparation and Announcement of Class Descriptions

As no extensive investigation covering all the positions in the government service was conducted, class descriptions were developed from an investigation based mainly on the position descriptions of a certain number of key positions selected at random and supplemented, in some cases, by field investigation, personal interview, organizational charts, work regulations, and other references.

In this way, draft class descriptions were prepared for some 305 occupations on or before September 15, exclusive of some 90 occupations of various crafts which had been started towards the end of last year. In order to offset the defects of the random investigation, the draft class descriptions for these 305 occupations were referred to the ministries and other government agencies concerned, with a request that they check any changes in the classes of positions caused by the re-organization of the administrative structure, or correct any other defects in the draft, and the drafts were amended accordingly.

Amendments to the draft class descriptions for the other 90 occupations mentioned above, were completed on August 4.

During the year under review, class descriptions were officially announced as follows:

Date of Announcement	Number of Class Descriptions
November 1	151 including "Housekeeping," etc.
December 1	22 " "Court Ceremony", etc.
" 15	23 " "Granary (Rice) Works", etc.

Allocation

Tentative allocation had been started for the occupation group "Crafts" towards the end of last year, followed by the allocation for five other occupation groups, viz: - "Labor", "Household Management", "Patent", "Office Appliances Operation", and "Medicine."

Allocation of positions for the occupation group "Crafts" (including some 135,000 positions) was completed at the beginning of August - for "Patents" (including some 245 positions) on October 12 - for "Labor" (including some 25,747 positions) and "Office Appliances Operation" (including some 7,378 positions) on December 8.

As for the two remaining occupation groups, 65 percent of the work for the occupation group "Medicine" (including some 28,991 positions) and 95 percent for "Household Management" (including some 6,894 positions) were completed during the year.

Allocation of another 22 occupation groups was in progress as class descriptions were announced.

Every effort was made to advance the administration of the position classification plan. For this purpose, a series of seven conferences was held during the year for officers in charge of the position classification plan in various government agencies.

Number of Occupations Officially Announced classified by Occupation Group

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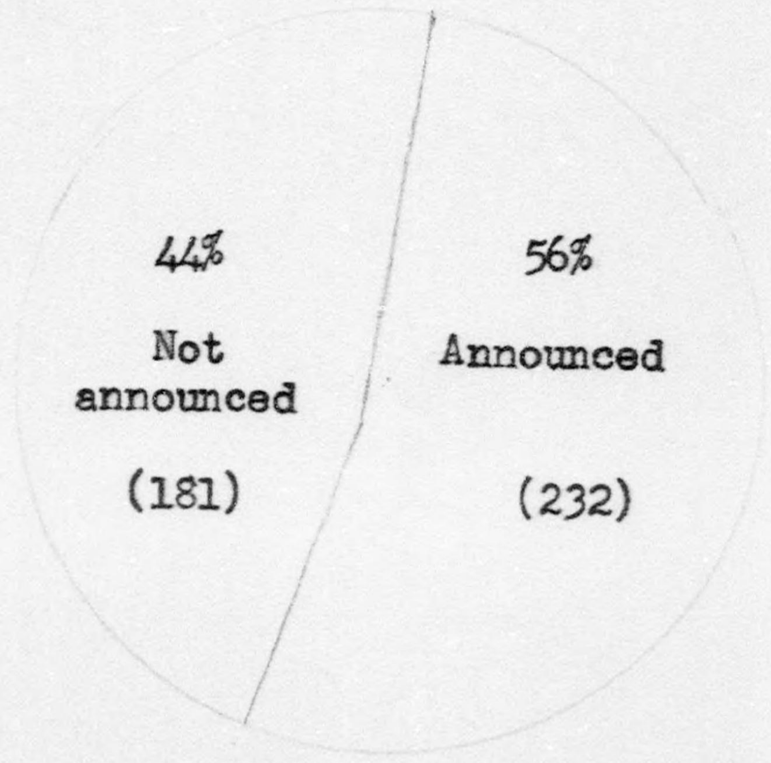

Accounting and Procurement
Social Security and Labor Relations
Personnel Affairs
Inspection
Education
Fishery Science and Forestry
Public Safety
Animal Husbandry and Biology
Patent
Maritime Affairs
Office Appliances Operation
Imperial Household
Law
Housekeeping
Medical and Pharmaceutical Affairs
Clerks
Arts and Science
Engineering
Operation and Driving
Physical Science
Medicine and Therapeutics
Craft and Labor (Miscellaneous)
Construction, Repairs and Inspection (Metals)
Construction, Repairs and Inspection (General)
Number of Occupations officially announced

2. Examination of National Public Employees

With a view to selecting national public employees in a democratic manner in keeping with the spirit of the National Public Service Law and to improve efficiency in the government service, the National Personnel Authority started administering nation-wide entrance examinations for the government service last year.

Beginning with the appointive examination for higher level government positions in January, ten entrance examinations were administered during the year under review: the entrance examination for grade 4, 5, and 6 positions; the entrance examination for diplomats, consuls and chancellors of the Ministry for Foreign Affairs; and the entrance examination for policemen and Imperial guards. Eight other examinations were administered by designated examining bodies, making a total of 18 examinations for the year.

These examinations, unlike those in the past which had been intended to test so-called academic knowledge, were designed to test ability for discharging duties involved. A rational and objective examination method developed in democratic countries was adopted.

Appointive Examination for Higher-Level Government Positions

On January 15,20, 21 and 22, 1950, the National Personnel Authority administered an open and competitive examination at 14 places in the country for appointment to 2,464 higher-level government positions.

Following the establishment, in October 1947, of Article 9 of the Supplementary Provisions of the National Public Service Law, which provided for this examination, the National Personnel Authority conducted a careful study of the examination program. On November 12, 1949, government positions subject to the examination were designated and acceptance of applications for the examinations began on November 21. By the deadline date, December 24, 1949, the number of applicants by occupation totaled 12,206, actually representing 8,076 applicants. Having been screened through the rating of qualifications for examination, 7,815 applicants were given admission cards. The total number of persons examined throughout the examination was 15,777.

A physical examination was administered in June 1950, for non-official applicants who had passed both the rating of qualifications for appointment to designated positions and the written examination. Career investigation and personality evaluation received careful attention. 102 investigators were mobilized to work exclusively on the project and 26,905 sheets of special investigation cards prepared for the purpose were used.

A supplementary examination was administered on May 27 and 28 and June 10, 1950 at three places, Tokyo, Osaka and Sendai.

As a result of the written and physical examinations, personality evaluation and rating of qualifications for appointment to designated positions, 8,489 successful candidates were selected and registered on the

employment eligible lists under each appropriate category of occupation.

The final results of the examination analyzed under 60 occupations and the actual conditions of appointments to designated positions as of December 31 are shown respectively in the appended tables (1) and (2).

Appended Table (1)

Appended Table (1) continued

Appended Table (1) continued

Appended Table (2)

Entrance Examination for National Public Service

Entrance Examination for Grade 5 and Grade 6 Positions

The National Personnel Authority, after conducting a survey of the need for employees of grades 5 and 6 by various ministries and agencies of government for the fiscal year 1951-1952, administered a written examination of general culture and specialized knowledge of public administration on August 25 and 26, 1950 at 15 places in the country. A physical examination and oral test were given on October 5 to 10 of the same year at the eight places where the regional offices of the National Personnel Authority are located.

This was the third examination since the National Personnel Authority undertook the task of administering entrance examinations for public service.

As in the previous examinations, positions were broadly divided into administrative and professional categories. Three new occupations, physics, shipbuilding and sericulture, were added to professional positions, making a total of 22 for that category.

Measures were taken, in line with the spirit of the National Public Service Law, to keep qualifications for examination at a level which would enable persons with limited education, such as the graduates of middle schools under the old system, to participate, long after graduation.

There were 24,621 applicants for the examination, distributed as follows:

Examination Centers	Positions		
	Grade 5	Grade 6	Total
Sapporo	330	421	751
Sendai	891	446	1,337
Akita	245	66	311
Tokyo	5,623	4,456	10,079
Nagano	554	90	644
Nagoya	1,289	485	1,774
Kanazawa	395	132	527
Osaka	1,597	858	2,455
Kyoto	753	664	1,417
Hiroshima	653	255	908
Matuse	231	51	282
Takamatsu	769	199	968
Fukuoka	1,291	787	2,078
Kumamoto	922	170	1,092
Grand Total	15,541	9,080	24,621

The number of successful candidates registered in the employment eligible lists was 1,810 for grade 5 (560 for administrative positions and 1,527 for professional positions) and 1,416 for grade 6 (541 for administrative positions and 1,201 for professional positions), some of whom have already been certified and appointed by ministries and agencies of government.

Entrance Examination for Grade 4 Positions

In the past, appointment of grade 4 national public employees was left to the discretion of each organ of the National Government and made, as a matter of expediency, to fill vacancies as they occurred.

With an eye to the establishment of a new recruitment system, a

public announcement was issued in November stating that the National Personnel Authority would administer an entrance examination en bloc for grade 4 national public employees. The forthcoming examination is for grade 4 national public employees (assistant clerks) who are expected to work at Hakodate, Asahikawa and Kushiro in addition to the seats of local government units. Applicants must be over 18 but under 24 years of age, regardless of educational background. 110,133 applications were received in response to the announcement by the deadline date of December 22, 1950. The written examination is scheduled for the middle of January, 1951.

Entrance Examination for Diplomats, Consuls, and Chancellors of the Ministry of Foreign Affairs

The application period for the first entrnace examination for diplomats, consuls and chancellors of the Ministry of Foreign Affairs was closed at the end of the previous year. On January 8 of this year, the first examination was administered in Tokyo at locations of the regional offices of the National Personnel Authority. The test covered culture and knowledge such as was deemed appropriate for foreign service. It placed special emphasis on foreign languages in accord with the nature of the duties of the positions. In February 1950, the second examination (oral test and physical examination) was conducted in Tokyo.

The number of applicants for the examination, the number of examinees and those successful in the first examination, the number of examinees in the second examination and the number of final successful candidates by foreign language are as follows:

Position	Applicants	Examinees of 1st examination	Successful candidates of 1st examination	Examinees of 2nd Examination	Final successful candidates
Diplomat and Consul	683	331	37	36	14
Chancellor	1,613	715	31	26	10

Language Position	English	French	German	Russian	Chinese	Spanish	Portugese	Total
Diplomat and Consul	12	1	0	1	0	0	0	14
Chancellor	6	1	0	1	2	0	0	10

Successful candidates in the examination were registered on employment eligible lists and certified on the requisition of the Ministry of Foreign Affairs. To date, 17 have been appointed.

The first tests of the second entrance examination for the positions of diplomats, consuls and chancellors of the Ministry of Foreign Affairs were administered in December, 1950 in Tokyo and at the locations of regional offices of the National Personnel Authority. The second examination is scheduled to be held in January, 1951.

The number of applicants for this examination and the number of successful candidates in the first part of the examination were as follows:

Position	Applicants	Examinees of 1st Examination	Successful candidates of 1st Examination
Diplomat and Consul	625	378	56
Chancellor	1,084	611	53

Entrance Examination for Police Personnel and Imperial Guards

Beginning this year, the National Personnel Authority administered entrance examinations for police personnel and Imperial guards en bloc. The written examination of the first entrance examination was administered at 121 places in the country on February 5 to 10, 1950. The oral test and physical examination were conducted in the middle of March at 33 places for police personnel and three places for Imperial guards.

In view of the peculiarity of the duties involved, the examination was administered not only to test the culture necessary for policemen, but also laid primary emphasis on physical examination, physical strength test and career investigation and followed the standards for appointment used by the police authorities in the past. The number of applicants, the number of examinees and the number of successful candidates were as follows:

Position	No. of applicants	No. of examinees	No. of successful candidates of 1st examination	No. of final successful candidates
Police Personnel	25,214	18,940	2,053	1,317
Imperial Guards			168	78

Successful candidates of the examination were registered on the employment eligible lists by prefecture and certified upon the requisition of the police authorities in the order of their examination scores.

The second, third and fourth entrance examinations were held for police personnel only. The second entrance examination was administered in May and June at 81 places over the country. The oral test and physical examination

were administered at 30 places. The number of applicants for the examination, the number of examinees and the number of successful candidates were as follows:

No. of applicants	No. of Examinees	No. of successful candidates of 1st examination	No. of final successful candidates
21,286	15,432	1,224	726

The third extrance examination was administered in August and September at 91 places throughout the country. The oral test and physical examination were given at 25 places. The number of applicants for the examination, the number of examinees and the number of successful candidates were as follows:

No. of applicants	No. of examinees	Successful candidates of 1st examination	No. of final successful candidates
24,680	17,250	1,856	910

The fourth entrance examination was conducted in October and November at 83 places throughout the country. The oral test and physical examination were held at 22 places. The number of applicants for the examination, the number of examinees and the number of successful candidates were as follows:

No. of applicants	No. of examinees	No. of successful candidates of 1st examination	No. of final successful candidates
11,410	6,569	1,612	796

The fifth entrance examination is scheduled to be held from the end of January to February, 1951. Necessary preparations are now under way.

Examinations Conducted by Designated Agencies

A designated agency is an agency other than the National Personnel Authority which is specially designated as an examining body by a resolution of the National Personnel Authority under the provisions of Article 48 of the National Public Service Law and NPA Rule 7-3. Decision for special designation is made after taking into consideration the budget and staff strength of the National Personnel Authority as well as the peculiarity of the duties of positions to be covered by examination. The National Personnel Authority delegates its authority for the examination to the agency, which then, subject to the general supervision of the Director-General of the Authority, administers the examination on behalf of the Authority.

During the year under review, the following eight entrance examinations were administered by designated examining bodies:

Kind of Entrance Examination	Examining Body
o Entrance examination for national tax investigators	Tax Administration Agency
o Entrance examination for national tax collectors	"
o Entrance examination for taxation employees (grades 2 and 3)	"
o Entrance examination for general taxation employees	"
o First entrance examination for employees of the Maritime Safety Agency	Maritime Safety Agency
o Entrance examination for labor standard inspectors	Ministry of Labor
o Entrance examination for probational court clerks (grades 5 and 6)	Supreme Court Secretariat
o Entrance examination for juvenile delinquency investigators (grade 6)	"

The designated examining body for each of these examinations was responsible for its administration. Advertisement and acceptance of applications was conducted jointly by the designated agency and the National Personnel Authority. Career investigation was conducted primarily by the National Personnel Authority. The Authority retained responsibility for final determination of successful candidates and preparation of the employment eligible lists maintained by the Authority.

Entrance Examination for National Tax Investigators

The entrance examination for national tax investigators was held to select employees needed by tax administration bureaus and taxation offices throughout the country for investigations concerning internal taxes, and members of conference groups on national taxes. The written examination was administered on May 7, 1950. The oral test and physical examination were conducted on May 31 and June 1, 1950 at 10 places in the country.

In view of the nature of the duties of the positions, prerequisites of the examination required candidates to be over 30 but under 50 years of age, with experience of at least three years in taxation business, finance, and economics or accounting. There were no scholastic limitations except that education be equivalent to that of graduates from colleges under the old system.

The number of applicants for the examination, the number of examinees and the number of successful candidates were as follows:

No. of applicants	No. of examinees for 1st examination	No. of successful candidates of 1st examination	No. of examinees of 2nd examination	No. of final successful candidates
8,670	7,038	1,829	1,793	1,389

Entrance Examination for National Tax Collectors

This examination was designed to select employees for work relating to internal taxes. The written examination was administered on May 14. The oral test and physical examination were conducted on June 14 and 15, 1950 at four places - Tokyo, Nagoya, Osaka and Fukuoka.

To qualify for the examination, applicants were required to be over 25 but under 40 years of age and to be graduates of the old-system middle schools and high schools. The breakdown is as follows:

No. of applicants	No. of examinees of 1st examination	No. of successful candidates of 1st examination	No. of examinees of 2nd examination	No. of final successful candidates
8,758	5,849	1,147	1,116	871

Entrance Examination for Taxation Employees
(Grades 2 and 3)

This examination was held to select employees to be engaged in business relating to assessment and collection of internal taxes. The written examination was administered on October 8. The oral test and physical examination were conducted on November 13 to 16, 1950 at 11 places in the country where tax administration bureaus are located.

Positions were divided into two categories - A and B - A for general taxation business and B for assessment and collection of taxes. Another distinction was made as to scholarship: applicants for grade 2 were required to possess education equivalent to that of graduates from an old-system high school or college, while those for grade 3 were required to possess education comparable to that of graduates from an old-system university. The figures concerning applicants for the examination, examinees and successful candidates follow:

	No. of applicants	No. of examinees of 1st examination	No. of successful candidates of 1st examination	No. of examinees of 2nd examination	No. of final successful candidates
A grade 2	2,642	1,611	610	580	437
B "	1,884	1,231	581	533	422
A Grade 3	1,826	1,136	526	466	376
B "	1,209	847	397	364	307
Total	7,561	4,825	2,114	1,943	1,542

Entrance Examination for General Taxation Employees

This examination was for employees to be assigned to various tax administration bureaus or taxation offices throughout the country (limited at this time to those under the jurisdiction of the Nagoya, Osaka, Hiroshima and Fukuoka Tax Administration Bureaus) who were to deal with transactions relating to assessment and collection of internal taxes. The written examination was administered on December 10, 1950 at the places where the above-mentioned four tax administration bureaus are located, for applicants who were over 28 but under 35 years of age with education comparable to that of graduates from a middle school under the old system. The oral test and physical examination will be conducted in the first part of January, 1951. The number of applicants for the examination reached 4,406.

Entrance Examination for Employees of the Maritime Safety Agency

This examination was held to select maritime safety officers of the second class and below and their subsidiary staff. The written examination was held on September 8, 11, and 14, 1950. The oral test and physical examination were conducted on September 8 to 17 at 13 places, including Hakodate, Takamatsu

and Kagoshima, in addition to the places where the regional headquarters of the Maritime Safety Agency are located.

A detailed list of qualifications for taking the examination was provided. For senior safety officers, experience of at least three years at sea was required in lieu of the written examination. In addition, it was prescribed that the applicants concerned could take the examination on any convenient day during the period set for the examination.

The number of applicants for the examination by position and the number of successful candidates were as follows:

Position	No. of applicants	No. of successful candidates
2nd Class Maritime Safety Officer	112	16
3rd Class Maritime Safety Officer	282	91
1st Class Maritime Safety Warrant Officer	401	105
2nd Class Maritime Safety Warrant Officer	772	211
3rd Class Maritime Safety Warrant Officer	1,577	158
Subsidiary Staff (experience at sea required)	15,162	1,136
Subsidiary Staff (experience at sea not required)	22,651	376
Total	40,957	2,093

Entrance Examination for Labor Standards Inspectors

The written examination was administered on November 12, 1950. The oral test and physical examination were conducted on December 9 to 14 of the same year at the locations of regional offices of the National Personnel Authority.

Specialized knowledge relating to labor was required of the applicants for the examination, but no special schooling was prescribed as a prerequisite

except for education comparable to that of graduates from an old-system college. The total number of applicants for the examination was 7,411, of whom those successful in the first and second examinations were 317 and 236, respectively. The list of finally successful candidates has not yet been published.

Entrance Examination for Probationsl Court Clerks
(Grades 5 and 6)

This examination was for persons who are expected to work at courts of law, performing subsidiary work to assist court clerks in insuring smooth administration of court business. The written examination was administered on December 9 and 10, 1950 at the places where the regional offices of the National Personnel Authority are located. The oral test and physical examination are scheduled to take place in January, 1951.

As for qualifications for the examination, school career was divided into two categories, i.e. education comparable to that of graduates from an old-system college or high school being required for grade 5, and from an old-system university for grade 6. The number of applicants for the examination and the number of examinees were as follows:

Position	No. of applicants	No. of examinees of 1st examination
Probational Court Clerk ..... grade 5	1,181	776
-Do- ..... grade 6	631	438
Total	1,812	1,214

Entrance Examination for Probational Juvenile Delinquency Investigators (Grade 6)

This examination was held to select employees to be assigned to family courts throughout the country to assist juvenile delinquency investigators. The written examination was administered on December 9 and 10, 1950 at the places where the regional offices of the National Personnel Authority are located. The number of applicants for the first examination was 535, of whom 347 actually took the examination. The oral test and physical examination are scheduled to take place in January, 1951. It was prescribed that applicants for grade 6 must be graduates of an old-system university or have equivalent education.

3. Improvement of Compensation for Government Employees Personnel Administration and Compensation

In personnel administration, compensation is the most important factor affecting the employee morale and efficiency. Therefore, the Government is bound to provide fair and adequate compensation for public employees to ensure democratic and efficient administration of public affairs.

A fair and adequate level of compensation must first insure at least a minimum standard of living for government employees in line with the current standard of living of the Japanese people, allowing them to devote themselves to their work without anxiety and, second, induce capable persons to join the government service. In other words, the compensation of government employees must maintain an adequate balance with the wage level in private employment and must be determined with due consideration to the peculiarity of the government service and its working conditions.

It is a basic principle of modern personnel administration that compensation should be paid according to duties and responsibilities of each employee. This principle of similar pay for similar work is based on the concept that pay is determined for position rather than person. It ensures fair and adequate pay and is predicated on the establishment of a position classification plan, the enforcement of which is now being anxiously awaited.

The National Personnel Authority is charged with the responsibility of constantly conducting necessary investigations and studies regarding compensation of employees as well as other economic problems and to make recommendations to the Diet and the Cabinet in accordance with the provisions of the National Public Service Law, with a view to maintaining fair and adequate treatment of national public employees.

The Third Recommendation for Revision of Pay Level

On 9 August 1950 the National Personnel Authority made a recommendation to both the Diet and the Cabinet on the revision of pay for national public employees in accordance with the provisions of the National Public Service Law and the Law concerning Compensation of Employees in the Regular Government Service.

This was the third time that the National Personnel Authority has made a recommendation on the revision of pay level. The recommendation was designed to increase the average pay (aggregate amount of base pay, family allowance, area allowance and special work allowance) of employees to approximately 8,058 yen per month by raising the existing pay level of 6,307 yen per month by 27.7 percent.

The main reasons for the recommendation are as follows:

(1) As the consumption level of the nation rose, keeping pace with the recovery of the national economy, it became clear that expenses necessary to guarantee the minimum standard of living for a single adult male employee performing moderate work should not be less than 3,340 yen in May this year in the areas not eligible for area allowance.

(2) Results of the factual surveys of wage rates in private industry conducted in May this year indicated that the existing pay rates of government employees were considerably lower than those in private industry.

(3) As a result of scientific studies and surveys of the cost of living based on consumer price surveys and other data, it became clear that the classification of the areas hitherto adopted for the issue of area allowance was extremely irrational.

The following are the main features of the recommendation:

(1) That the existing pay level of 6,307 yen per month representing the average total pay (aggregate amount of base pay, family allowance, area allowance and special work allowance) of government employees be replaced by the pay level of 8,058 yen per month.

(2) That the scope and rates of family allowance be maintained as they stand at present.

(3) That the existing three rates of area allowance - the maximum of 30 percent with a breakdown in 10 percent series - be replaced by five rates with the maximum of 25 percent and a breakdown in five percent series, and that the areas eligible for area allowance be reclassified more rationally in the light of the most reliable data collected recently.

(4) That the "Law Concerning Pay, etc, of Public Procurators" be abrogated and a new "Special Grade Schedule for Public Procurators" be added to the list of salary schedules provided by the Law Concerning Compensation of Employees in the Regular Government Service.

This recommendation was motivated by the fact that the new pay program, if enforced, would bring the compensation of government employees to a level in balance with the wage rates in private employment, assuring fair and adequate treatment to national public employees, and would further promote democratic and efficient administration of public affairs.

The basic data for computing the 8,058 yen pay level are shown in the following table:

BASIC STANDARDS FOR VARIOUS KINDS OF COMPENSATION AND

BASIS FOR COMPUTATION UNDER THE DRAFT NEW PAY

PROGRAM

Presentation of Opinions on Partial Amendment

of the Pay Law

On 9 September 1950, the National Personnel Authority submitted a report presenting its opinions on a partial amendment to the Law Concerning Compensation of Employees in the Regular Government Service, to the Diet and the Cabinet in accordance with the provision of Article 23 of the National Public Service Law.

There were two reasons for submitting the above representation. First, the partial amendment to the Law Concerning Compensation of Employees in the Regular Government Service was necessary before the recommendation submitted on 9 August concerning the pay level could be adopted and put into force. Second, certain revisions of the existing pay system were suggested in order to remove its defects. Accordingly, the report was not confined solely to matters dealt with in the previous recommendation.

The main points of the opinions presented are as follows:

(1) That the existing average monthly pay amounting to 6,307 yen be raised to 8,058 yen and the salary schedules revised to conform with the pay recommendation.

(2) That, of employees ranked at the top pay step of their grade or receiving pay in excess of the maximum specified in the pay schedule who are ineligible for any pay increase, only those who have rendered long and satisfactory services be given pay increase as provided by the National Personnel Authority.

(3) That the rate of area allowance be divided into five steps, ranging from the minimum of 5% to the maximum of 25%; and a table showing the classification of areas eligible for area allowance be appended to the pay law. (Note: The National

Personnel Authority will make a separate recommendation to provide for the table).

(4) That the existing regulations, limiting the rate of overtime allowance to 100% for the overtime work not exceeding 8 hours a day, be repealed and overtime allowance be issued at least at the rate of 125% for all overtime work performed in excess of the regular work hours.

(5) That year-end pay, a problem taken up every year with the seasonal increase of living expenses in December, be formalized and a sum equal to the monthly total of base pay, family allowance and area allowance be issued.

(6) That the daily allowance for part-time employees be raised from 1,000 yen to 1,650 yen in the case of committeemen, advisors and consultants, etc., while the daily allowance for other part-time employees be paid by the head of each ministry or agency of government at the rate determined by the Minister of Labor with due regard to the prevailing wage rates by general occupation categories of each region and approved by the National Personnel Authority.

(7) That compensation of public procurators be provided for in the Law Concerning Compensation of Employees in the Regular Government Service.

(8) That the old method of issuing base pay and family allowance provided for in "the Ordinance relating to Salaries of Government Officials, etc," be revised in line with the payroll system, and specifically, that the payment of monthly base pay and family allowance be made in two installments as a principle, and that

base pay in the case of initial appointment, pay increase, reduction in pay, etc., be paid from the date when the employee concerned is notified of such action; while, in the case of separation from the service, death, etc., payment be made up to and including the day on which the event has occurred; and that payment of family allowance be initiated on the date the fact of dependency has occurred and discontinued on the date it ceases to exist.

(9) That a provision be added to the pay law that non-work days of employees be stipulated separately with the approval of the National Personnel Authority.

(10) That the National Personnel Authority be authorized and empowered to conduct investigations and studies for the purpose of rectifying the deficiencies in the existing system governing leave and to recommend such revisions as may be deemed appropriate to the Diet and the Cabinet.

The following additional points were suggested: (a) That the power of the National Personnel Authority in regard to the allocation of positions to grade 15, etc., be clarified; (b) that the text of the provisions relating to allowances in kind be readjusted in view of the enactment of the housing law; (c) with regard to the time factor involved in the establishment of a pay plan based on the position classification plan, that the period of validity of relevant laws be deleted; (d) that part of the Regulation governing Compensation of Diet Personnel, the People's Finance Corporation Law, and the Ordinance Relating to Salaries of Government Officials be nullified or amended.

Also, regarding the partial revision of the areas eligible for cold district allowance, the Government issued Prime Minister's Office Ordinance No 39 on 29 September 1950 to enforce the revision as originally recommended.

Further, on 15 December 1950, the Government revised the rate of coal allowance for a family head from 4,500 yen to 5,250 yen and for others from 1,500 yen to 1,750 yen.

4. Promotion of Efficiency

The National Personnel Authority is responsible, under the provision of Article 73 of the National Public Service Law, for the overall planning and coordination of programs for improving efficiency of government employees, as well as for necessary surveillance over the administration of such programs in various ministries and agencies of government. As a result of basic investigations and studies conducted since last year, the National Personnel Authority expanded the scope of its activities in this field with the turn of the year 1950, and the work in various sections concerned was pushed forward vigorously.

As for councils of officers in charge of matters related to efficiency, in addition to the council of training officers which made its start last year, a council of welfare officers was established in February of this year for the purpose of liaison and exchange of information with all ministries and agencies of government on matters affecting health, recreation, safety and welfare of government employees, as well as studies and consultations on various current problems, and it has continued to play an important role in the development of the activities to date. This council as a rule meets every other week, and its sub-committees meet from time to time.

A council of employee utilization and evaluation officers was inaugurated in November.

to require increased disbursement in cold areas, as shown in The C.P.S., and that the allowance be issued at the rate of 20 percent, 40 percent, 60 percent and 80 percent of the monthly total of base pay and family allowance for A class, B class, C class and D class areas, respectively and be paid in two equal installments, one in August and the other in October:

(2) That, in view of the result of the survey on prices and consumption of heating coal, the coal allowance be issued in cash at the fixed rate of 4,150 yen per ton of coal, applicable throughout Hokkaido, in lieu of three tons of coal for each employee who is a family head and one ton for each employee who is not a family head.

Again, on 17 August 1950, the National Personnel Authority recommended a partial revision of the areas eligible for cold district allowance.

This recommendation was designed to revise some of the areas eligible for cold district allowance (a portion of the prefectures of Tochigi, Gumma, Yamanashi, Gifu, Shiga, Aichi and Hiroshima) as a result of studies on the increase in the cost of living due to temperature, snowfall, velocity of wind, etc.

With respect to the recommendations referred to above, the Government issued Prime Minister's Office Ordinance No 31 on 28 August 1950 to establish the "Regulations for Payment of the Cold District Allowance to National Public Service Personnel" and authorized the issue of a cold district allowance as recommended by the National Personnel Authority and the payment of a coal allowance twice a year (August and October) at the rate of 4,500 yen to a family head and 1,500 yen to others.

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Training

While efforts were directed last year mainly to training of NPA staff, during the year under review training activity was rapidly extended to employees in government agencies outside the National Personnel Authority.

The council of training officers which was inaugurated in November of last year held 17 meetings in the course of this year, and conducted discussions, studies, reporting, etc, on the progress of training, the establishment of basic standards for training newly appointed employees, induction and supervisors' training, the administration of training of the officers responsible for control of training, records of employees' training and the drafting of a plan for a reporting system in each ministry.

The most conspicuous feature of activities in this field during the year was that a basic standard for training newly recruited employees was established and, as a consequence, rational basic standards for the systematic training of such employees, which had not previously been given due consideration, were made available. This, coupled with the completion of factual surveys on training of employees in all the ministries and agencies provides rationality and uniformity in the field of training of public employees in this country.

Next, the type and extent of knowledge and skills necessary ideally to carry out any specific activity, as well as the contents of lectures given at colleges and universities, are at present being investigated and studied in order to expedite improvement in curricula, which in turn, would provide a supply of employees with appropriate education and sufficient training to meet the requirements of public service. So far these investigations and studies have been completed on four occupations, namely, "Fiscal", "Electrical Engineering", "Accounting", and "Trade Management".

Regarding the administration of training, the third training course for personnel officers of ministries and agencies was conducted as a continuous project from last year. Keeping in mind the expansion of the scope of activities in this field, primary emphasis was gradually shifted from the basic theory to the administration of a practical and specialized course of advanced training. The administration of training on basic theory was entrusted to each ministry and agency, the National Personnel Authority remaining in a position to extend its technical assistance by supplying lecturers, and developing and guiding training programs.

Under the provision of Article 15 of the Supplementary Provisions of the National Public Service Law, the National Personnel Authority is charged with the responsibility of extending technical advice to local public entities in matters affecting public personnel administration. As the first step in the systematic assistance programs for this purpose, the National Personnel Authority extended its cooperation in September by detailing lecturers to the meetings sponsored by the Local Autonomy Agency for training the executive staff in the basic theory of public personnel administration, and also dispatched lecturers to other local public entities at their request.

The following table will serve to show the conditions of training administered:

(1) Training administered by the National Personnel Authority:

	Subject of Training	Period of Training	No of Trainees	Training Center
Training of Personnel Officers in Local Establishments of National Government in Sendai Region	Public personnel administration in general	27Feb-4 Mar 1950	45	Sendai

Third Basic Training of Ministry and Agency Personnel Officers on Public Personnel Administration	Public personnel administration in general	20 Mar-15 Apr 1950	132	Tokyo
First training of Position Classification Officers at Nikko	Theory and practice of position classification system	12-17 Jun 1950	150	Nikko
Second Training of Position Classification Officers Training at Nikko	Do	20-26 Jun 1950	146	Nikko
Third Training of Position Classification Officers at Nikko	Do	29 Jun-5 Jul 1950	146	Nikko
Fourth Training of Position Classification Officers at Nikko	Do	16 Aug-22 Aug 1950	130	Nikko
Training of Position Classification Officers in Sapporo Region	Do	24-29 Jul 1950	99	Sapporo
Training of Position Classification Officers in Osaka Region	Do	10-15 Jul 1950	70	Osaka
Training of Position Classification Officers in Hiroshima Region	Do	17-22 Jul 1950	85	Hiroshima
Training of Position Classification Officers inTakamatsu Region	Do	10-15 Jul 1950	124	Takamatsu
Training of Position Classification Officers in Fukuoka Region	Do	17-22 Jul 1950	113	Fukuoka
Training of Recreation Officers	Theory and practice of recreation	3-12 Jul 1950	167	Nikko
Training of Officers Responsible for Control of Training	Theory and practice of training	28 Aug - 9 Sep 1950	55	Nikko
Training of Welfare Officers	Theory and practice of welfare, safety and health	14-22 Sep 1950	81	Nikko

(2) Detailing of lectures..... Total number of cases.....27
Lecturers detailed..... Total number detailed.....95
Hours for lecture..... Total number of hours.....Approximately 300

Studies are being conducted concerning the method, content, etc, of the basic training for members of personnel commissions for local public entities and the executive staff of its executive office, as provided for in the Supplementary Provisions of the Local Public Service Law.

National Public Service Safety Week

"National public service safety week", observed beginning 1 July 1950, was inaugurated to secure greater safety in working conditions and draw employee's attention to the safety program, the development of which in government offices, would enhance cheerfulness and efficiency in work performance.

This was the first integrated drive of its kind planned for all government agencies. The general plan of this drive was developed at the council of welfare officers and recommended by the National Personnel Authority, after which it was put into effect by each ministry and agency of government.

The National Personnel Authority conducted a survey on the achievements of the campaign by means of questionnaires sent to the competent sections in the ministries and agencies of government. Results revealed that this campaign had been pursued by most of the ministries and agencies, a large number of which were of the opinion that the drive had been quite useful in accomplishing its objectives. Encouraged by these findings, which may well substantiate the value of safety week campaigns sponsored in non-governmental quarters for the past 20 years, the National Personnel Authority is at present investigating and studying results of this year's campaign in preparation for more effective administration of campaigns in the future.

Health Management of National Public Employees

Upon discovery that there were fairly large numbers of government employees on long-term sick leave and an unexpectedly large number of tuberculosis patients, as shown in the records of the periodical health examinations, the National Personnel Authority introduced the problem of health management at the council of welfare officers. A preliminary survey of the regular health examinations administered by various ministries and agencies during the year 1949 was made together with an individual investigation of employees on long-term sick leave as of 31 March this year, with a view to developing basic standards for a regular health examination.

The report on the survey of the regular health examination administered during the year 1949 revealed that the total number of incumbents in the ministries and agencies of government which had administered the health examinations was 124,324, of whom 104,334 received the health examination, or 84 percent of the total, a proportion which compared favorably with the 65 percent of the preceding year.

As for tuberculosis patients discovered by the health examinations, those forced to suspend work and receive medical care reached 1,004, those requiring recuperation numbered 1,101, and others requiring caution and medical care while continuing their work were 4,427, the aggregate being six percent of the total number of the employees who had received the examination. Under these circumstances, the administration of a precise health examination would contribute, not only to an early discovery of tuberculosis, thus mitigating the burden - pecuniary, physical and mental - of individual patients, but also to the efficient operation of government work.

Results of individual investigation of employees on long-term sick leave revealed that the number of such employees was 13,631, of whom 10,344 or 76 percent were suffering from tuberculosis. The main points in the results of the surveys are shown in the following charts:

Number of employees on long-term sick leave classified by age (excluding public procurators) As of 31 March 1951

CHART

Number of employees on long-term sick leave classified by pay grade (excepting public procurators) As of 31 March 1950

CHART

Note: Employees covered by "Special salary schedules" other than public procurators are included among those covered by "General salary schedule" with necessary adjustment.

Percentage of number of employees on long-term sick leave against number of incumbents classified by pay grade (excepting public procurators) As of 31 March 1950

CHART

Number of employees on long-term sick leave

classified by kind of disease

On 6 October 1950, the National Personnel Authority established NPA Rule 10-1 concerning health examination, thereby defining the responsibilities of the National Personnel Authority and the heads of ministries and agencies of government for the administration of health programs as provided by Article 73 of the National Public Service Law, and also clarifying the intent of the National Personnel Authority in advancing activities related to health programs in the future.

The national public service health week was observed by all ministries and agencies of government during the week of October 10 with a view to drawing the attention of employees to health problems and to enhancing cheerfulness and efficiency in work performance by encouraging a health drive in government offices.

The National Personnel Authority maintained close contact with various ministries and agencies for the administration of this campaign, undertook the task of preparing and distributing posters, leaflets, etc., concerning the campaign and convened the council of welfare officers to review achievements of the campaign.

First National Public Service Recreation Conference

The National Personnel Authority held the first national public service recreation conference in Tokyo for three days beginning 8 November 1950.

The conference was planned to furnish the competent officers of various government agencies, particularly those in local offices, with integrated information concerning the plans and policies of the National Personnel Authority in the field of recreation and to exchange relevant data and opinions with other government agencies to help develop future plans of the National Personnel Authority as well as to popularize recreation activities.

At the conference, attention was concentrated upon exhaustive study and deliberation of the subject "How to guide recreation activities in the public service", the main item on the agenda, while the following items on the agenda were dealt with by sub-committees:

(1) Announcement of results of studies made by recreation officers of various government agencies;

(2) Special lectures by outside recreation experts;

(3) Announcement of results of studies of examples of recreation activities conducted by ministries and agencies of government, for the purpose of mutual study; and

(4) Announcement of the results of studies of the square dance.

Achievements of the conference may be summarized as follows:

(1) Valuable data for developing future recreation plans were gained by careful study of opinions expressed by the competent officers concerning the proper administration of recreation activities in the public service;

(2) Recreation officers of government agencies in Tokyo and other districts had an opportunity to advance their understanding of and the self-confidence in recreation activities; and

(3) Mutual understanding and cooperation among the competent officers with respect to activities in the field of recreation was enhanced.

Exclusive of conference officers and those who presented the examples, 272 national public employees and 49 local public employees, a total of 321, attended the conference.

Planning of Performance Evaluation System

Evaluation of employee work performance has always been a matter of great concern to our country. There was an established system, "Jinji-koka Seido" or Personnel Evaluation System, both in the government service and private enterprise, under which the evaluation of work performance of employees has hitherto been administered. In the government service, however, no uniform standard for the evaluation has yet been established and, as a consequence, government agencies have been evaluating the work performance of their employees by their own standards.

Accordingly, the National Personnel Authority began to conduct preliminary investigations and studies on the subject with a view to establishing an integrated performance evaluation system as contemplated by the National Public Service Law and, in June 1950, created an "employee evaluation and utilization research council" for the purpose of exchanging relevant data and opinions. This council was composed of the rating officers of 20 ministries and agencies of the government which have directors of personnel.

As a result, an "Outline of the Performance Evaluation System in the National Public Service" was completed in October. As work progressed in the planning stages of the system, the employee evaluation and utilization research council was dissolved and its work consummated by a new organization - "the conference of employee evaluation and utilization officers" - composed of competent officers chosen from the ministries and agencies having directors of personnel, as well as their independent organizations, etc. The conference met for the first time on 15 and 16 November 1950 and had met regularly every other week since.

Along with the planning of the performance evaluation system, the determination of possible evaluation elements was made in December, and a survey for the selection of the evaluation elements thus determined is now under way.

In this survey, approximately 25,000 holders of supervisory positions of the level of unit chiefs and above, who represent three percent of approximately 870,000 national public employees throughout the country, were requested to fill out a questionnaire. The number of positions covered by this survey was approximately 150,000. Care was taken to see that the survey covered all occupations, numbering over 400, which are presumably provided for in the position classification plan.

Practically all questionnaires distributed to central government offices have been collected. Those distributed to local establishments of the National Government have not yet been collected.

Paralleling the planning of the performance evaluation system, an experimental evaluation of employees in "Crafts" positions was made and the results were reviewed by the Tokyo Central Post Office and others in July and August, and by the Osaka Mint and four other agencies in November. In December, the central office of the National Personnel Authority conducted studies on the administration of a trial performance evaluation as a preparatory step for the effective installation of the performance evaluation system.

5. Equity System

The National Public Service Law contains a number of articles providing for the protection of government employees against disadvantageous treatment without just cause. Under these provisions, government employees who are dissatisfied with their working conditions may request that the National Personnel Authority take appropriate administrative action to remedy the cause of their dissatisfaction. Also, under these provisions, they may appeal to the National Personnel Authority for review of any disadvantageous action taken against their will. This implies that the National Personnel Authority is responsible for the protection of government employees as well as the maintenance of equity in personnel administration.

In order to carry out these provisions, the National Personnel Authority did its best to deal with requests for administrative action relating to salaries and wages, hours of work and other working conditions, and, on August 20, 1949, instituted NPA Rule 13-1 to establish procedures for review of disadvantageous action taken against the will of employees.

Review of Disadvantageous Actions

Under the provisions of the National Public Service Law concerning the review of disadvantageous actions, the National Personnel Authority is vested with a quasi-judicial role - a role never before played by an administrative agency in the public service system of Japan.

The method of review was provided alternatively by hearings or documentary review. Procedures somewhat similar to court procedures were adopted for hearings. However, in view of their peculiarity, hearings conducted during investigations on cases primarily concerned with personnel affairs, which

should not be considered as pure judicial actions, are the responsibility of a Board of Equity vested with both adjudicating and fact-finding powers. Based on the report submitted by the Board of Equity, the National Personnel Authority holds a meeting of the Authority and delivers its decision on the case under review.

Up to the end of 1950, 151 requests for review had been filed with the National Personnel Authority, of which 95 (including six carried over from the previous year) were disposed of.

Of these 95 cases, 22 were handled by means of documentary reviews and 73 by hearings. As a result of reviews, decisions were delivered on 61 cases (actions upheld in 52 cases, revised in six cases and cancelled in three cases). There are 34 cases on which reviews were concluded, but decisions have not yet been delivered.

Table showing requests for review (As of December 31, 1950)

		1949		1950		Total		Grand total
		Hearing	Documentary Review	Hearing	Documentary Review	Hearing	Documentary Review	
No. of requests accepted		72	24	49	6	121	30	151
Hearing	Open hearing	53	0	40	0	93	0	103
	Closed hearing	4	0	6	0	10	0	
Withdrawal		10	3	3	3	13	6	19
Dismissal		5	0	0	0	5	0	5
No. of requests not accepted yet		0	0	72	8	72	8	80

Disposition of Requests for Administrative Action

Up to the end of November, 1950, the National Personnel Authority accepted 30,676 representations and grievances, covering almost all phases of personnel administration, as shown by the following breakdown:

(1) Compensation: - - - - - - - - - 29,013.

Requests for revision of pay level, for area allowance, coal allowance, year-end allowance and cold district allowance were most numerous.

(2) Work hours and leaves: - - - - 966

Of these, 910 were requests that laborers exclusively engaged in work under the jurisdiction of district forestry offices be made fulltime employees. Strict observance of the rest period and enforcement of the 44 hour week schedule for employees of special post offices were among other requests.

(3) Position classification plan: - - 92

Request that the distinction between field and non-field employees engaged in postal savings business of the Ministry of Postal Services be eliminated in the position classification plan comprised one-half of the requests.

(4) Others: - - - - - - - - - - - - - - - - 75 relating to appointment,- 70 relative to performance on duty,- 23 to status,- 22 to examination,- 15 to disciplinary actions,- 7 to efficiency,- and 357 others.

Table 1. Percentage of Representations and Grievances Classified by Substance

Table II. Representations and Grievances Classified by their Nature

Table III. Representations and Grievances
Classified by Government Agency

Accepted representations and grievances were disposed of in the following manner according to their nature:

Month	Method of disposition	Recommendations under Article 88 of the Law a/	Written replies b/	Replies given orally c/	Other action taken d/	Total
1950	January	0	12	36	991	1,039
	February	1	9	21	4,607	4,638
	March	0	19	31	3,888	3,938
	April	2	21	11	175	209
	May	1	7	24	517	549
	June	1	14	12	1,590	1, 617
	July	1	17	18	3,090	3,126
	August	1	13	19	4,484	4,517
	September	0	14	24	2,452	2,490
	October	0	23	29	5,878	5,930
	November	1	30	30	2,562	2,623
	Total	8	179	255	30,234	30,676

a/ Refer to the recommendations made by the National Personnel Authority to the head of the government agency concerned to take action on working conditions, as a result of a decision reached by the Authority on a request for administrative action after having conducted ex officio hearings, investigations and other fact-finding operations. The recommendations made during 1950 are as follows:

(1) Issue of overtime allowance in the Ministry of Welfare.
(Kose-hatsu No. 265 of February 27, 1950)

(2) Working conditions of employees of the Nihombashi Post Office.
(Kose-hatsu No. 502 of April 11, 1950)

(3) Working conditions of employees of the Crop Reporting Offices and their Branch Offices, Ministry of Agriculture and Forestry.
(Kose-hatsu No. 503 of April 11, 1950)

(4) Work hours of employees connected with office services functions of the Tokyo Telecommunications District.
(Kose-hatsu No. 616 of May 8, 1950)

(5) Appointment of chiefs of special post offices
(Kose-hatsu No. 877 of June 30, 1950)

(6) Inequality of pay among the employees of Regional and Transportation Bureaus of the Ministry of Transportation.
(Kose-hatsu No. 905 of July 13, 1950)

(7) Working conditions of employees of the Tokyo International Telegraph Office.
(Kose-hatsu No. 1001 of August 11, 1950)

(8) Working conditions of employees of field offices under the jurisdiction of the Regional Agricultural Land Office, the Ministry of Agriculture and Forestry.
(Kose-hatsu No. 1255 of December 4, 1950)

According to reports submitted to the National Personnel Authority by the ministries and agencies of government concerned after these recommendations were made, results are exceedingly satisfactory.

b/ Regarding requests for administrative action, the National Personnel Authority, as a result of its investigations, made written suggestions, instead of recommendations, on how to solve the problems presented in those requests, or offered assistance to employees and their employing agencies of government in settling their problems between themselves.

In addition to these written suggestions mediation services, and answers to inquiries on points of doubt are included in this category.

c/ Given to comparatively simple questions, desires, opinions, suggestions, objections and protests which had been made or expressed in interviews.

d/ Refers to the action taken on mere expression of desires and opinions, for which it was impossible immediately to take such action as would conform to the substance of requests or grievances, whereby those desires and opinions were made to serve as data for improvement of personnel administration in the National Personnel Authority or other agencies of government.

6. Registration of Employee Organizations

To insure the orderly and efficient administration of Government business, the National Public Service Law defines various standards for work performance of national public employees, and provides that the employees themselves, through associations or other organizations, may negotiate, subject to the procedures prescribed by the National Personnel Authority, with proper authorities for the improvement of their conditions of work and engage in other lawful pursuits, including social and welfare activities. On June 3 of the previous year, the NPA rule embodying procedures for registration of employee organizations was established by the National Personnel Authority, whereby these employee organizations were permitted to conduct democratic and orderly activities as long as the smooth running of business in the government service was not obstructed.

Under the provisions of this rule, employee organizations registered at the National Personnel Authority have acquired the right of negotiation under the procedures prescribed by the Authority, as well as the right to administer their own affairs pursuant to their constitutions, filed at the Authority under the provisions of Article 4 of the Supplementary Provisions to the First Revision of the National Public Service Law, while the members of such organizations are guaranteed the right to apply for leave of absence in order to work exclusively for employee organizations under the provisions of Article 101 of the Law.

The total number of applications for registration received during 1950 was 1,247, of which 796 covering a total membership of 857,230 were approved. Employee organizations which filed applications for change of registration in accordance with NPA Rule 14-3 numbered 733; of these applications 569 were approved. The total membership of the registered organizations referred to above includes the number of members dually registered at the headquarters of the employee organizations and their local chapters; after deducting the latter number, the net total membership of the registered organizations was 564,033, representing approximately 64.8 percent of the entire force of public employees.

7. Pension and Accident Compensation

Pension

While government employees in general are assured of their retirement from the service under the pension system or the mutual aid system, certain categories of employees are excluded from the purview of these two systems and are covered by the welfare annuity insurance, seamen's insurance, etc.

Furthermore, numerous part-time employees do not share in the benefit of these systems.

It is widely admitted that the existing pension system in the government service is very complicated. There are numerous individual laws and regulations governing separation caused by death, accident, etc., and benefits in the case of death in service. In many respects the system is not in line with the spirit of the National Public Service Law, for example, with respect to the conditions for issuing pensions, amounts thereof, etc.

In order to establish a new pension system fully conforming to the spirit of the National Public Service Law, the National Personnel Authority has conducted necessary investigations and studies, as outlined below, since last year:

(1) A survey of death and retirement of national public employees during the year of 1948;

(2) A survey of pensioners as of July 25, 1950;

(3) A study of the existing Pension Law and the Mutual Aid Association Law, as well as the laws and regulations relating to retirement systems in private employment and foreign countries;

(4) A study of a "special account" for the administration of a new pension plan.

Furthermore, a special committee on pension was created within the National Personnel Council in order to facilitate an exchange of opinions between ministries and agencies of government. The committee held ten meetings at which the pension problem was investigated and studied.

At this juncture, on December 9, 1950, a report setting forth "recommendations and actuarial analyses in regard to a retirement system for Japanese Government employees" was submitted by Mr. Robert J. Myers, Chief Actuary of the Federal Security Agency of the United States Government, who visited Japan as temporary actuarial consultant to the Government Section, GHQ, SCAP.

In response to this development, the National Personnel Authority, after carefully considering both the above recommendations and the results of past studies, is now directing its activities toward the realization of a pension system which will contribute to improved efficiency in government service.

Accident Compensation

While temporary measures for compensating service-connected injuries are at present provided by the "Law concerning Emergency Measures for Allowances to Government Personnel with the Enforcement of the Labor Standard Law and Others" (Law No 167 of 1947), the early establishment of an accident compensation system suitable for national public employees by a permanent statute is not only provided for in the National Public Service Law but also strongly demanded by the general public.

Under the circumstances, while conducting continuously since last year its studies of the past and present accident compensation systems of various kinds in the government service and private employment, as well as fact-finding surveys of the administration of accident compensation in various government organizations, the National Personnel Authority is now earnestly making every effort to draw up a National Public Service Accident Compensation Bill by holding conferences of ministry and agency accident compensation officers.

These are the main points of studies now under way:

(1) Protection of the employee concerned against economic distress during periods of temporary incapacity resulting from service-connected disability;

(2) Compensation to the employee for loss sustained by him through damage to his earning capacity;

(3) Compensation for economic loss sustained by surviving members of the employee's family and others.

As these matters as well as the pension are important for the well-being of employees, they are receiving full and deliberate consideration of the National Personnel Authority.

8. Other Activities

Personnel Records

Personnel records, including all official records relating to personnel affairs of government employees, and constituting basic data necessary for efficient personnel administration, are an epoch-making innovation in this country.

In July 1949, the National Personnel Authority promulgated a regulation governing personnel records affecting a limited number of government employees. The regulation was amended this year, in the light of the results of the experience gained last year, and the personnel record system was extended to all full-time employees in the regular service as of July 1950.

During October, November and December, the National Personnel Authority conducted inspections to see if the preparation and custody of personnel records by various ministries and agencies of government, as well as personnel changes, were being carried out in a lawful, fair and adequate manner. Results are being tabulated at present. Approximately 60 percent of the work on preparation and custody of personnel records was completed.

On 1 September 1950 the National Personnel Authority started preparing position cards showing the actual condition of appointments to positions of section chiefs and above in central government offices, constantly supplementing them with information from notices sent by these offices to the Authority.

Reviews Concerning Appointment and Performance on Duty of Government Employees

In accordance with the provisions of the National Public Service Law, the National Personnel Authority is responsible for activities pertaining to the review, approval, etc. of applications relative to concurrent appointment, participatinn in private enterprise, appointment of part-time employees, actions affecting the status of employees in the conditional period of appointment and exceptions related to appointment , and consequently has enacted rules relating to these matters.

The number of cases concerning appointment and performance on duty reviewed by the National Personnel Authority during the year 1950 is as follows:

Type	1 January to 31 December 1950			
	No. of Cases Accepted	Approved	Dis-approved	Action Reserved
Review of application for approval of personnel change during conditional period of appointment under Rule 8-9	1,243	1,234	8	1
Review of application for approval of appointment of part-time employees under Rule 8-7	198,690	198,596	8	86
Review of application for approval of concurrent appointment under Rule 8-2	13,494	13,448	5	41
Review of application for approval to concurrently hold position in profit-making enterprise under Art. 103, para 1 of the National Public Service Law	23	21	1	1
Review of application for approval of acceptance of appointment in profit-making enterprise under Art. 103, para 2 of the National Public Service Law	353	345	2	6

Review of application for permission to concurrently hold position in any undertaking other than profit-making enterprise under Article 104 of the National Public Service Law	753	743	0	10
Total	214,556	214,387	24	145

A revision of NPA Rule 8-1 was effected at the same time with the enforcement of the Position Classification Law on 15 May 1950, whereby the class distinction of employees designated as government officials (such as first, second or third class officials) was, with a few exceptions, abolished. The positions for which class distinctions have not yet been abolished are constantly being reviewed by the National Personnel Authority.

The number of cases reviewed before and after the abolition of the class distinction is as follows:

Before abolition: 1 January to 15 May 1950

Decision \ Class	First Class Official	Second Class Official	Third Class Official
Approved	464	8,285	189
Action reserved	1	102	-
Disapproved	4	50	-
Total	469	8,437	189

After abolition: 16 May to 31 December 1950

Decision \ Class	First Class Official	Second Class Official	Third Class Official
Approved	1	104	7
Action reserved	-	-	-
Disapproved	-	-	-
Total	1	104	7

Payrolls

The payroll established towards the end of last year, effective from 1 January of this year, was responsible for the introduction of uniformity in payroll procedures in that all government offices now issue payrolls on a standard form prepared by a standard method.

As the form for these payrolls is quite different from that used previously, the National Personnel Authority made every effort to popularize the new form. After a careful examination of the content of the form and consideration of the desires of each ministry and agency of government, the form was perfected further by regulation of 10 May 1950.

In addition, the National Personnel Authority, while giving practical guidance on the new system, also surveyed its actual operation in approximately 250 government offices in all parts of the country.

With the enactment in December of the Law for Partial Amendment to the Law concerning Compensation of Employees in the Regular Government Service, the National Personnal Authority, after considering the desires of various government offices as well as the results of a subsequent scrutiny of the payroll form, partially amended both the regulation and the payroll form.

DATA FOR REFERENCE

1. Number of Incumbents in National Public Service by Pay Grade

(as of 1 November 1950)

Note: The figures given above indicate only the number of employees subject to the application of the "Law concerning Compensation of Employees in the Regular Government Service" and public procurators.

2. Number of Incumbents in the National Personnel Authority
(as of 1 Dec 1950)

Headquarters:	
Office of Director-General	14
Bureau of Recruitment	203
Bureau of Compensation	385
Bureau of Efficiency	56
Bureau of Equity	73
Bureau of Investigation	92
Bureau of Public Information	28
Bureau of Law	14
Bureau of Administration	204
Bureau of Personnel	44
Total	1,113
Regional Offices:	
Sapporo Regional Office	17
Sendai "	21
Tokyo "	41
Nagoya "	19
Osaka "	29
Hiroshima "	23
Takamatsu "	20
Fukuoka "	22
Total	192
Grand Total	1,305

3. Budget of the National Personnel Authority

1.	Actual Disbursement during the fiscal year 1949-1950	240,321,338.70
2.	Budget for the fiscal year of 1950-51	307,612,000.00
3.	Appropriations requested for the fiscal year 1951-1952	317,764,000.00

4. List of the Rules of the National Personnel Authority

(In Chronological Order of Establishment)

Rule Number	Subject	Date of Establishment	Effective Date
8-3 8-4 8-5 (As amended)	Partial Amendment to"Employment Eligible List", "Certification of Eligibles" and "Waiver of Appointment"	19 Jan 1950	19 Jan 1950
15-0 (As amended)	Partial Amendment to "The National Personnel Council"	30 Jan 1950	30 Jan 1950
15-4 (As amended)	Partial Amendment to "Work Periods and Leaves of Absence of Part-Time Employees"	8 Feb 1950	8 Feb 1950
3-0 (As amended)	Partial Amendment to "Powers of the Director-General"	11 Apr 1950	11 Apr 1950
2-4	Delegation of Powers to the Employees of the National Personnel Authority	11 Apr 1950	11 Apr 1950
9-2 (As amended)	Partial Amendment to "Scope of Application of Special Salary Schedules"	4 May 1950	1 Apr 1950
14-4 (as amended)	Partial Amendment to "Acceptance of Appointment in Profit-Making Enterprise"	8 May 1950	8 May 1950
14-5 (As amended)	Partial Amendment to "Elective Public Office"	9 May 1950	9 May 1950
8-1 (As amended)	Partial Amendment to "Appointment and Designation of Personnel"	15 May 1950	15 May 1950
1-5 (As amended)	Partial Amendment to "The Special Government Service"	1 Jun 1950	1 Jun 1950
8-9 (As amended)	Partial Amendment to "Conditional Appointment"	5 Jun 1950	5 Jun 1950
1-3 (As amended)	Partial Amendment to "Application of Provisions of the National Public Service Law"	24 Jun 1950	15 May 1950
1-6 (As amended)	Partial Amendment to "Exceptions to the Law Based on the Special Nature of Duties and Responsibilities of Members of Committees, Etc."	24 Jun 1950	24 Jun 1950

9-6	The Amount of Adjustment of Base Pay	13 Jul 1950	13 Jul 1950
14-4 (As amended)	Partial Amendment to "Acceptance of Appointment in Profit-Making Enterprise"	29 Jul 1950	29 Jul 1950
1-6 (As amended)	Partial Amendment to "Exceptions to the Law Based on the Special Nature of Duties and Responsibilities of Members of Committees, etc"	29 Jul 1950	29 Jul 1950
1-2 (As amended)	Partial Amendment to "Definitions of Terminology"	17 Aug 1950	17 Aug 1950
6-0	Decision and Announcement of Occupations and Classes of Positions	25 Sep 1950	25 Sep 1950
2-3 (As amended)	Partial Amendment to "The Organization of the National Personnel Authority's Secretariat"	30 Sep 1950	30 Sep 1950
8-2 (As amended)	Amendment to "Concurrent Appointments"	2 Oct 1950	2 Oct 1950
14-8	Participation of Personnel in Duties or Businesses Other than those of the Government Service	2 Oct 1950	2 Oct 1950
9-2 (As amended)	Partial Amendment to "Scope of Application of Special Salary Schedules"	11 Oct 1950	4 May 1950 17 May 1950 1 Jun 1950 11 Oct 1950
9-6 (As amended)	Partial Amendment to "The Amount of Adjustment of Base Pay"	11 Oct 1950	11 Oct 1950
10-1	Health Examination of Employees	16 Oct 1950	16 Oct 1950
6-1	Power of Allocating Positions and Procedures Thereof	20 Nov 1950	20 Nov 1950
6-2	Investigation of Positions	"	"
9-7	Issue of Base Pay, etc.	29 Dec 1950	1 Jan 1950

5. List of the Directives of the National Personnel Authority

Directive Number	Title	Date of Establishment
No 25	Concerning the Exceptions to the Application of Article 103, paragraph 2 of the National Public Service Law.	1 Apr 1950
No 26	Decisions on Appeals Against Disadvantageous Action: Case No 1 of 1949	9 May 1950
No 27	" Case No 2 of 1949	9 May 1950
No 28	" Case No 6 of 1949	9 May 1950
No 29	" Case No 35 of 1949	9 May 1950
No 30	" Case No 40 of 1949	9 May 1950
No 31	" Case No 43 of 1949	9 May 1950
No 32	Application of the Special Salary Schedule to Employees of the Tax Administration Agency	15 May 1950
No 33	Abrogation of Directive No 1 of the National Personnel Authority (Enforcement of Rule 15-0 "Work Hours of Employees")	15 May 1950
No 34	Designation of Part-time Advisory Personnel as Provided for in the Proviso of Paragraph 1 of Rule 14-7 of the National Personnel Authority	18 May 1950
No 35	Decisions on Appeals against Disadvantageous Action: Case No 1 of 1950	17 May 1950
No 36	" Case No 28 of 1949	18 May 1950
No 37	" Case No 22 of 1949	18 May 1950
No 38	" Case No 62 of 1949	18 May 1950
No 39	" Case No 89 of 1949	19 May 1950
No 40	" Case No 13 of 1949	19 May 1950
No 41	" Case No 8 of 1949	19 May 1950
No 42	" Case No 39 of 1949	19 May 1950
No 43	" Case No 18 of 1949	19 May 1950
No 44	" Case No 53 of 1949	19 May 1950
No 45	" Case No 14 of 1949	24 May 1950
No 46	" Case No 12 of 1949	24 May 1950
No 47	" Case Nos 20 and 21 of 1949	24 May 1950
No 48	" Case No 70 of 1949	24 May 1950
No 49	" Case No 61 of 1949	26 May 1950
No 50	" Case No 38 of 1949	30 May 1950

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No 28	" Case No 6 of 1949	9 May 1950
No 29	" Case No 35 of 1949	9 May 1950
No 30	" Case No 40 of 1949	9 May 1950
No 31	" Case No 43 of 1949	9 May 1950
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No 33	Abrogation of Directive No 1 of the National Personnel Authority (Enforcement of Rule 15-0 "Work Hours of Employees")	15 May 1950
No 34	Designation of Part-time Advisory Personnel as Provided for in the Proviso of Paragraph 1 of Rule 14-7 of the National Personnel Authority	18 May 1950
No 35	Decisions on Appeals against Disadvantageous Action: Case No 1 of 1950	17 May 1950
No 36	" Case No 28 of 1949	18 May 1950
No 37	" Case No 22 of 1949	18 May 1950
No 38	" Case No 62 of 1949	18 May 1950
No 39	" Case No 89 of 1949	19 May 1950
No 40	" Case No 13 of 1949	19 May 1950
No 41	" Case No 8 of 1949	19 May 1950
No 42	" Case No 39 of 1949	19 May 1950
No 43	" Case No 18 of 1949	19 May 1950
No 44	" Case No 53 of 1949	19 May 1950
No 45	" Case No 14 of 1949	24 May 1950
No 46	" Case No 12 of 1949	24 May 1950
No 47	" Case Nos 20 and 21 of 1949	24 May 1950
No 48	" Case No 70 of 1949	24 May 1950
No 49	" Case No 61 of 1949	26 May 1950
No 50	" Case No 38 of 1949	30 May 1950

No 51	"	Case No 19 of 1949	30 May 1950
No 52	"	Case No 51 of 1949	30 May 1950
No 53	"	Case No 42 of 1949	27 Jun 1950
No 54	"	Case Nos 23 and 24 of 1949	27 Jun 1950
No 55	"	Case No 33 of 1949	27 Jun 1950
No 56	"	Case No 67-1 of 1949	27 Jun 1950
No 57	"	Case No 67-2 of 1949	27 Jun 1950
No 58	"	Case No 65 of 1949	27 Jun 1950
No 59	Partial Amendment to Directive No 34 of the National Personnel Authority (Designation of Part-time Advisory Personnel as Provided for in the Proviso of Paragraph 1 of Rule 14-7 of the National Personnel Authority)		18 Jul 1950
No 60	Directive Concomitant to Decision on Case No 12 of 1949 - Appeal against Disadvantageous Action:		27 Jul 1950
No 61	Concerning the Exceptions to the Application of Article 103, paragraph 2 of the National Public Service Law		1 Aug 1950
No 62	Decision on Case No 5 of 1949 - Appeal Against Disadvantageous Action		5 Aug 1950
No 63	Directive Concomitant to Decision on Case No 5 of 1950 - Appeal Against Disadvantageous Action		5 Aug 1950
No 64	Decision on Appeals against Disadvantageous Action:		
		Case No 3 of 1950	8 Sep 1950
No 65	"	Case no 84 of 1949	11 Sep 1950
No 66	Amount of Adjustment of Base Pay for Court Employees		11 Oct 1950
No 67	Concerning the Application of Special Salary Schedule to Employees of the Conference Group of the Tax Administration Agency and the Tax Administration Bureaus		11 Oct 1950
No 68	Concerning the Application of Special Salary Schedule to Economic Investigators		11 Oct 1950
No 69	Concerning the Application of Special Salary Schedule to Employees of Correction and Rehabilitation Installations		11 Oct 1950
No 70	Concerning the Application of Special Salary Schedule to Employees of the Maritime Safety Agency		17 Oct 1950

No 71	Decisions on Appeals Against Disadvantageous Actions:		
No 72		Case No 17-1 of 1949	17 Oct 1950
No 73		Case No 17-2 of 1949	17 Oct 1950
No 74		Case No 69 of 1949	17 Oct 1950
No 75		Case No 71-1 of 1949	17 Oct 1950
No 76		Case No 71-2 of 1949	17 Oct 1950
No 77		Case No 71-3 of 1949	17 Oct 1950
No 78		Case No 77 of 1949	17 Oct 1950
No 79		Case No 50-1 of 1949	7 Nov 1950
No 80		Case No 50-2 of 1949	7 Nov 1950
No 81		Case No 63-1 of 1949	7 Nov 1950
No 82		Case No 63-2 of 1949	7 Nov 1950
No 83		Case No 93 of 1949	18 Nov 1950
No 84		Case No 54 of 1949	18 Nov 1950
No 85		Case No 53-1 of 1949	18 Nov 1950
No 86		Case No 53-2 of 1949	21 Nov 1950
No 87		Case No 96 of 1949	29 Nov 1950
No 88		Case No 41 of 1949	29 Nov 1950
No 89		Case No 30-1 of 1949	29 Nov 1950
		Case No 30-2 of 1949	29 Nov 1950
No 90	Directive concomitant to Decision on Case No 55 of 1949 - Appeal against Disadvantageous Action		4 Dec 1950
No 91	Exceptions to the Fixed Dates of Payment of Salaries		30 Nov 1950
No 92	Directive Concomitant to Decision on Case No 30-2 of 1949 - Appeal Against Disadvantageous Action		5 Dec 1950
No 93	Decisions on Appeals against Disadvantageous Action:		
No 94		Case No 49 of 1949	8 Dec 1950
No 95		Case No 44 of 1949	28 Dec 1950
No 96		Case No 86-1 of 1949	28 Dec 1950
No 97		Case No 86-2 of 1949	28 Dec 1950
No 98		Case No 86-3 of 1949	28 Dec 1950
No 99		Case No 86-4 of 1949	28 Dec 1950
No 100		Case No 87 of 1949	28 Dec 1950
	Base Pay of Employees Subject to the Application of the Special Salary Schedules		27 Dec 1950
No 101	Action on Base Pay of Special Employees		27 Dec 1950
No 102	Measures Concerning Compensation of Employees of Public Employment Security Offices		27 Dec 1950
No 103	Measures concerning Compensation of Employees Serving in Statistics and Research Offices and Food Offices		27 Dec 1950

ANNUAL REPORT

For the Year 1950

National Personnel Authority

of Japan

March 14, 1951

To:

Mr. Hayashi Joji,
Speaker of the House of Representatives

Mr. Sato Naotake,
President of the House of Councillors

Mr. Yoshida Shigeru,
Prime Minister

Annual Report for the Year 1950

In accordance with the provision of Article 24 of the National Public Service Law, I have the honour to submit the annual report on the activities of the National Personnel Authority in the year 1950.

Asai Kiyoshi

President
of
National Personnel Authority

Preface

Under the provision of Article 24 of the National Public Service Law, the National Personnel Authority is charged with the responsibility of making an annual report to the Diet and the Cabinet of its activities.

This is the annual report submitted by the National Personnel Authority to the Diet and the Cabinet on its activities in the year 1950.

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Chapter I. Introduction

1. Functions and Organization of the National Personnel Authority

In order to ensure the thorough-going enforcement of the National Public Service Law and to attain its objectives, the National Personnel Authority is charged with responsibility for the administration of this Law.

Personnel administration requires equity by its very nature. For this reason, the National Public Service Law confers the National Personnel Authority an independent status and a strong power which no other administrative organs can enjoy. These are the main functions of the Authority:

(1) The National Personnel Authority may make and enforce rules, issue directives and establish procedures concerning matters necessary for the administration of the National Public Service law;

(2) With regard to matters on which the Authority is empowered to act, the decisions and actions of the Authority shall be subject to review only by the Authority under its own procedures;

(3) The request for necessary expenses required by the Authority for each fiscal year will be presented directly to the Cabinet. In case the Cabinet makes any revision on the request, the original request of the Authority shall be presented to the Diet together with that revised by the Cabinet;

(4) An emergency operating fund will be provided until March 31, 1952;

(5) The Authority may make recommendations to any appropriate minister or head of other agency of government in order to improve personnel administration;

(6) The Authority is charged with the responsibility of making recommendation to the Diet suggesting that the standards concerning compensation,

work hours and other working conditions be revised so as to bring them into accord with general conditions of society, and of reporting to the Diet and the Cabinet simultaneously on the propriety of salary schedules not less than once each year. If factors entering into pay determination suggest a pay revision of salary schedules by 5% or more either upward or downward, the Authority shall make appropriate recommendation thereon to the Diet and the Cabinet;

(7) The Authority shall at all times conduct necessary investigations and studies concerning the pay plan and shall, when it deems it necessary, to raise or lower the rate of compensation, prepare and submit such revisions to the Diet and the Cabinet;

(8) The Authority may conduct investigations concerning the payment of compensation, control of personnel records, employment situation, personnel management and other matters relating to personnel administration in the government service.

The new principles adopted by the National Public Service law are concerned in all aspects of the public service - from initial appointment to retirement of government employees. The Authority is responsible for the administration of these matters.

The National Personnel Authority is composed of three Commissioners and controls its own internal operating structure since the National Government Organization law shall not apply to the Authority. One of the Commissioners is appointed to the President by the Cabinet to preside over the affairs of the Authority and to represent the Authority. The Authority shall have a Secretariat and legal counsel under its jurisdiction. No legal counsel has yet been appointed. There is the Director-General appointed as head of the Secretariat. The organization of the Secretariat is defined in the NPA rule. (Vide appended chart)

The main activities of each bureau of the Secretariat are:

(1) The Bureau of Recruitment is responsible for activities relating to recruitment and separation of government employees. In other words, the primary function of this bureau is to plan and administer examination for appointment and promotion of government employees and to keep complete service records of movements of all government employees;

(2) The Bureau of Compensation is responsible for activities relating to the position classification plan in the government service as well as for conducting basic investigations relating to the compensation of employees, and also for developing, recommending and enforcing a pay plan, accident compensation and pension systems, etc.;

(3) The Bureau of Equity is responsible for the fair and equitable handling of requests for administrative actions and appeals against disadvantageous actions submitted by individual employees and employee groups as well as all other transactions relating to the maintenance of equity;

(4) The Bureau of Efficiency is responsible for activities which are concerned with protecting and improving the efficiency of government employees, such as training, evaluation of work performance, health, welfare, recreation, safety, employee utilization, etc.;

(5) The Bureau of Investigation is responsible for investigations relating to candidates for employment, registration of employee organizations, and on-the-spot investigations with respect to violations or alleged violations of the National Public Service Law as well as rules and directives of the Authority;

(6) The Bureau of Public Information has for its primary function the dissemination of information concerning the policies and programs of the Authority;

(7) The Bureau of Law is responsible for giving the Authority and its staff necessary advice with respect to laws and orders as well as for the drafting, consultation and interpretation thereof;

(8) The Bureau of Administration is responsible for activities relating to the internal management of the Secretariat;

(9) The Bureau of Personnel is responsible for activities relating to personnel affairs of the Secretariat staff;

(10) The regional offices are operational organs of the Authority participating in the activities of all bureaus (excluding the Bureau of Law), and are responsible for enforcement of business programs of the Authority within their jurisdiction;

(11) The National Personnel Council is set up in order to ensure close contact and mutual cooperation between the Authority and the various ministries and other agencies of government.

C H A R T

2. Accomplishments of the National Personnel Authority

The National Public Service Law, designed to bring up public employees in the very sense of "devoted servants of the whole community" as provided for in the new Constitution through the reforms in our public service system, was enacted in October 1947 by the First Diet and, on November 1 of the same year, the Temporary National Personnel Commission was created to ensure the thorough-going enforcement of this law and to attain its objectives. The National Public Service Law enacted by the First Diet was amended by the Third Diet in the autumn of 1948, whereby the Temporary National Personnel Commission was superseded by the National Personnel Authority.

The objectives of the National Public Service Law are clearly defined in Article 1 of the Law. In a word, the Law is designed to establish a public service system which will ensure democratic and efficient administration of public affairs.

The new public service system contemplated by the National Public Service Law is an attempt to introduce an entirely new viewpoint into the field of personnel administration of this country. The project can hardly be expected to materialize in its entirety overnight. The National Personnel Authority has been striving to develop its programs by stages, beginning with those most basic and fundamental. With strenuous efforts during 1948-49, the division of work involved in the activities of the Authority had gradually been put on a systematical footing, and the whole operating structure of the Authority had almost been completed towards the end of 1949. Thus, in the year of 1950, new plans, based on the standing policies as well as on the investigations and studies in the past, had been developed in order to cope with the changed circumstances and had been enforced together with the outstanding work programs carried over from the preceding year.

To summarize the activities of the Authority during the year under review, it must be mentioned, in the first place, that a "Bill concerning the Position Classification for the National Public Service", which was submitted to the Diet on November 24, 1949, passed both houses of the Diet with certain amendments, and the law was promulgated on May 15, 1950 to be enforced from that date. With the enforcement of this law, the National Personnel Authority had stepped into the working stage for the establishment of the position classification system - the foundation of the new public service system contemplated by the National Public Service Law. Thus, the work in developing draft class descriptions had been pushed forward vigorously and practically completed in September. After careful scrutiny and correction, approximately 200 occupations including "Housekeeping" and other occupations had officially been announced since November of the year. As to the progress of work on allocation, it must be mentioned that the allocation of occupations under the occupation group "Crafts and labor" had been completed in the beginning of August; "Patent" in October; "Labor and Office Applicances Operation" in December; while the allocation of occupations under the occupation groups "Medicine" and "Management of Household Affairs" had almost been completed.

Work in other fields of activities had also been pushed on as vigorously as in the case of position classification, namely:

In the wake of open competitive examinations that had been administered during last year as a first step towards the realization of the merit system, several entrance examinations for national public service, beginning with the appointive examination for high level government positions, had been held during the year under review. They are the entrance examination for diplomats,