

examination, he may choose any one of the following: retirement, change of job or demotion.

Of the above three, change of job is limited only to the case where he undergoes the examination for the class in the kind of jobs other than that to which he belongs, is entered in the employment eligible list of the said class and certification given by the National Personnel Authority.

Demotion to a designated position within the kind of jobs to which he belongs is limited only to the case where his examination scores satisfy the criteria for validation for the lower grade, his name is entered in the relative employment eligible list and certification given by the National Personnel Authority.

For other cases there are only retirement or demotion to a non-designated position.

10. Outline of examination program:

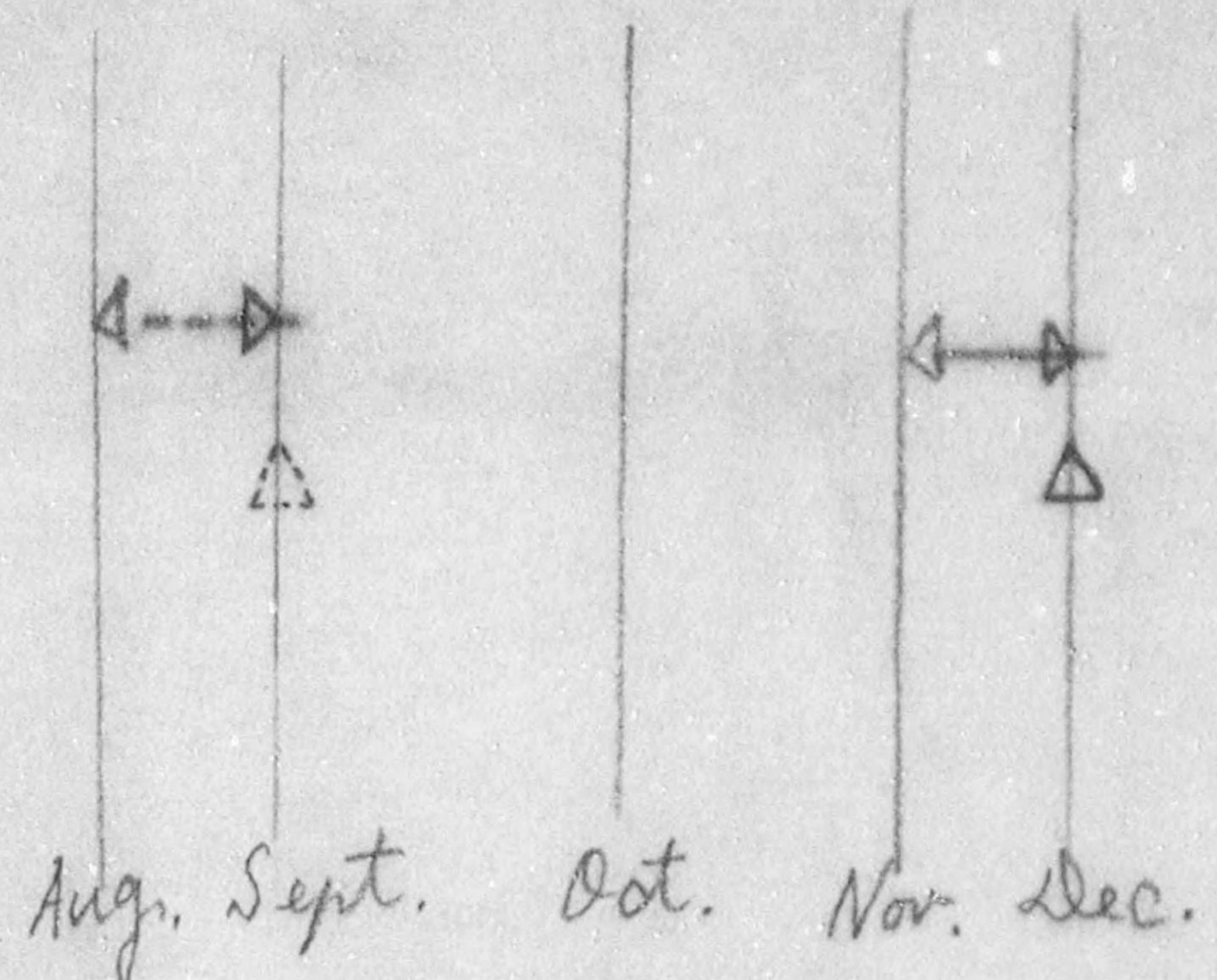
Desirable course; ----- In case of hurry.

Month	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Work surveys			→								
Designation of positions			↔	↔							
Determination of qualifications and their classification			↔		↔						
Development and promulgation of rule				→		→					
Receipt of applications for examination					↔	↔	↔	↔	↔	↔	↔
Public recruitment					↔	↔	↔	↔	↔	↔	↔
Preparation and validation of examination questions						→					
Consolidation and printing of examination questions						↔	↔	↔	↔	↔	↔
Holding of examination							△	△	△	△	△
Supplementary examination							△	△	△	△	△
Investigation of occupational career and educational background							→				
Personal investigation							→				
Preparation of employment eligible lists							↔	↔	↔	↔	↔

- 9 -

Certification

Permanent appointment



Info prepared by H Marsh  
Jan '49 for NPA  
Comm.

S-1 misc

Competitive Civil Service examinations applied to the incumbents of the positions of Bureau chiefs does not necessarily reflect upon the competence of any particular individual. It merely means that others may have the opportunity to offer their qualifications for comparison with the qualifications of the incumbents ~~for~~ the positions in question. This is the only means by which the public may be satisfied that the criticisms so often heard of the efficiency of the old bureaucracy are being met in the new democratic form of government. Modern standards of public administration must be applied to all of the higher level of administrative ~~posts~~ throughout the government service if the new concepts of efficiency and economy are to prevail in the conduct of the public business. If the incumbents of these positions possess these high qualifications and can demonstrate them, they need have no fear of the results of an examination.

The selection and appointment of employees on the basis of their political or personal connection with appointing officers would be a fatal blow to democracy. Such a process would merely be followed by suspicion of favoritism. It is usually followed by incompetence and inefficiency of personnel due to lack of demonstrated qualification for the jobs. Many cases of corruption, fraud and scandal in government are directly traceable to unwise use of the power of appointment because of political influence or personal prejudice. There is but one method known which will satisfactorily guard the Civil Service in a democracy from these dangers, and that is the competitive examination intelligently and honestly conducted. Modern testing methods have reduced to a minimum the subjective element in the examination process. Where specialized or technical knowledge of a profession or occupation is necessary it can be discovered in any candidate or group of candidates by the proper use of a written test, or by careful consideration of a person's experience and educational record. Ability

as an executive or as a supervisor of others can also be discovered in a written examination. Personal character and ability to meet people courteously and intelligently can be discovered in an oral interview. It is by use of a combination of all these methods in an open competitive examination that it is proposed to select the best person available for the various positions of Bureau Chief and Section Chief throughout the government service.

In this process, the National Personnel Authority is using only those methods that have been tried and used successfully for years in the United States and other parts of the world. The confidence of the public in the integrity of the system and its administration is essential to the attainment of the best results. All those people either in or out of the government service/feel themselves qualified for these positions are urged to participate in these examinations. The National Personnel Authority pledges to the people of the country its highest effort to attain the best result.

FEB  
4-2

Blaine

Do you want this  
memo again since  
you mentioned the  
matter to Peterson  
on Tues. 4/5/49?

WBR

24 Jan 49

1/19/49

Blame

Have you discussed Art. 9 of the  
1st Sup. with the NPA?

If not are we ready to go into  
this subject?

I believe our "Exam. Staff"  
somewhat "hang on a hook"  
until this matter is settled.

WBR

Mr. MacCoy  
Please discuss  
with me 1/21/49

- 5 -

Mr. Kato declared.

Mr. Matsumoto also complained that the Imperial audience was meaningless when there were no words of greeting exchanged between the Emperor and the persons received by him. "However", Mr. Kato said, "Speaker Matsukawa did say to the Emperor, representing the four, words thanking for the Imperial visit. There is no rule that the Emperor should not be talked to."

As regards Mr. Matsumoto's objection to the word "Haietsu" (worshipful audience) referring to Imperial audiences, Mr. Kato said that the word could be replaced by some other, if it sounded too hyperbolical.

Respect for the Emperor also could be manifested by some other form than a deep bow, Mr. Kato said, adding that personally he believed hand shaking would be more natural and conductive to conversation.

*from*  
~~W.H. HANCOCK~~  
Note  
1/17/49  
WPA  
1/8/49

CIVIL SERVICE DIVISION  
Government Section

5 January 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division  
SUBJECT : Examinations for Bureau Chiefs

In all probability the most critical test of successful operation of the merit system in the Japanese service will be the examinations, which are still in the planning stage, for positions of Bureau Chiefs, their Assistants, and Section Chiefs and their Assistants. I am therefore taking the liberty of leaving with you this memorandum which contains my observations and suggestions with respect to the future planning of these tests:

1. Article 9 of the First Supplement to the Public Service Law provides that as of a date to be fixed by the NPA these positions, or such of them as may be selected by the Authority, may be declared as being filled temporarily by their present incumbents. That means that so far as the positions in question are concerned they may all or any part of them be declared vacancies for permanent filling in accordance with the other terms of the Public Service Law.
2. The question arises, in fact it already has arisen, as to whether certain of these positions may not be filled satisfactorily on a permanent basis by their present incumbents and NPA has considered a process of evaluating the qualifications of present incumbents with this end in view. I am not sure that I yet have sufficient knowledge and information of the details of the duties of the Bureau Chiefs as a whole to justify the following suggestion as a final judgment. I do feel, however, that the following may be a partial solution of the problem. There are approximately 300 Bureau Chiefs. In our examination of the duties statements of these positions it appears to me that our original plan for an initial weeding out test for every one of them on the basis of proof of their abilities in administrative management along the most enlightened lines of public administration known in Japan is the best first step. However, it is true that in approximately 50% of these cases (probably more than 50%) the duties require certain essential knowledge of a profession or some technical specialization which raises the always difficult question of testing for both administrative management and technical knowledge at the same time. I would therefore suggest that a careful study be made of the duties statements of all of them with a view to separating all of these positions where technical or professional knowledge is an essential factor and postponing the date for declaring such

*Copied for history  
April '51*

MEMO FOR MR. HOOVER

- 2 -

5 January 1949

positions as filled temporarily by the incumbents. As to the balance of the positions, where the duties statements indicate that the duties require administrative management functions only, we may proceed first with an open competitive examination. Such an examination should probably be restricted to those persons throughout the country who have had executive responsibilities either in a government agency or a private corporation for a period of perhaps 10 years. I believe it should be possible to secure a minimum of 1,000 candidates in Japan who can measure up to such a requirement.

3. The examination should be composed of a written test along the lines of that already discussed by the Examination Branch with members of the NPA and followed by a scoring of experience and an oral interview. Weights in the parts of this examination should be carefully considered and discussed with NPA and I believe, with the lack of experience of NPA in technical points of scoring experience and weighing personal characteristics in an oral interview, at least 50% of the weight should be placed on the written examination.

4. From what I have observed and from what I believe to be the facts, I would expect more than half of the incumbents of bureau chief positions to fail this kind of a test and I would expect the resulting list would be composed of persons already in the government service who are Section Chiefs or their Assistants or Assistant Bureau Chiefs. There would, of course, be a fair sprinkling of persons outside the government service. All of this work, however, will go for nothing unless it is preceded and accompanied by an intensive recruiting campaign. The danger in such examinations is always in the fact that the best qualified persons refuse to file applications and take the examination. There are various reasons why they keep out of the test. First of all, it is a lot of trouble and sometimes even frightening to take a competitive examination. Second, in Japan I believe it will be found that subordinates of many of the bureau chiefs will refuse to file applications and put themselves in a position of competing against their present chiefs for fear of offending him. A frank and forceful statement from NPA indicating that competition for these positions is demanded in the public interest and in fact required by law would do some good. I believe it would also be of assistance if the Prime Minister were to make some public statement in support of the competitive examinations. Finally, I believe it would be helpful if the chief of the Civil Service Division would hold a press conference on this whole matter. ① ② ③

5. With respect to the plans for examinations to fill the other bureau chiefs positions which involve professional or technical quali-

MEMO FOR MR. HOOVER

- 3 -

5 January 1949

fications, such positions should be grouped, in so far as possible, according to the similarity of the professional duties. A written test which would combine knowledge of the profession and also ability in public administration might then be given for a number of positions. This would particularly be true of such positions as those that fall in the engineering category. The further scoring of the technical and professional qualifications of the candidates for their specialized responsibilities might be done by careful analysis of the experience records; thus the results of the examination might be broken down into separate lists for each position of bureau chief.

6. Of course, the oral interview is an essential part of all of these examinations and it may be used as a means of determining specialized qualifications even though there is some sacrifice of objectivity in the use of the oral interview. I have always believed that the answer to criticism on this last point is to be found in making sure that your oral interviewing panel is composed of persons whose reputation is widely known and whose integrity is unimpeachable.

7. It seems to me the examinations for the non-professional bureau chiefs could be completed in the next 3 or 4 months if necessary and that the others should be taken up immediately thereafter. It should not be necessary to complete a classification plan to proceed with this program although some further analysis of the duties of some of these positions may be necessary before starting any examinations.

8. In this whole process of examining for bureau chiefs I believe ways and means will be found of determining the best means of setting up lists for section chiefs and their assistants. In any case it should be clearly understood that I only make these suggestions with a view to contributing general ideas for future consideration which must be given to the whole subject by the Civil Service Division and by NPA. I believe that the members of NPA itself will exercise good judgment on the matter and that once policies are determined the staff will carry through with good examinations.

*H. W. Marsh*  
HARRY W. MARSH,  
Chief, Examination Branch.

HWM:mvb

CIVIL SERVICE DIVISION  
Government Section

29 December 1948

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

SUBJECT : Interpretation of Article 9, First Supplementary Provisions of NPSL

1. At a conference with the members of the National Personnel Authority and the Director General and the Chief of the Recruitment Section concerning plans for examinations for Bureau Chiefs, Dr. Asai raised a question as to whether, under the terms of Article 9 of the First Supplementary Provisions of the National Public Service Law, open competitive examinations could legally be held for these positions. I am not quite certain that I understood the legal point but I believe that it was based upon the fact that vacancies must exist before competitive examinations can be held. In the discussion it developed that the members of the Personnel Authority were fearful of the "shock" that would occur to the government service as a whole if the Authority announced open competitive examinations for all Bureau Chiefs and Section Chiefs and their Assistants.

2. I did not pursue the question as to whether the law prevented any plan for open competitive examinations. I did present tentative arguments, however, on the question of the "shock" and suggested that the application of the competitive system for the filling of all these positions should be done with the utmost tact and understanding of the need not to disrupt the morale of the service as a whole. I further pointed out that if the Authority undertook to create vacancies a few at a time by undertaking to evaluate the qualifications of incumbents that the Authority would be in a very difficult and embarrassing position in having to make invidious comparisons between the qualifications of one bureau chief and the qualifications of another bureau chief. I expressed the belief that in the long run the Authority would be in a better position to meet criticism if it required all bureau chiefs to submit their qualifications for continuing in their positions along with any outsiders who felt that they might have equal qualifications.

3. This matter was left open for further discussion with the Authority and with the understanding that your judgment would be brought to bear upon it. I believe it would be desirable at some time in the near future for you to discuss the matter with the members of the Authority.

HARRY W. MARSH,  
Chief, Examination Branch.

HWM:mvb

CIVIL SERVICE DIVISION  
Government Section

12 October 1948

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

SUBJECT : Coverage of Bureau Chiefs

It is noted that there are probably a number of top-ranking administrative and supervisory personnel who have not been included in the list of bureau chiefs submitted by Mr. Miyake, but who do not have ministerial rank. The CSD charts are not sufficiently refined to show these positions. If the "bureau chief level" is intended to include all of the really top-level positions, it is suggested that special measures be taken to identify and include such positions in the survey. From my knowledge of the organization of the U. S. Federal Government, it seems probable that there are a large group of top-level positions that are partly staff, supervisory, and/or administrative.

An example of such a position is that of Telecommunication Director General, Communications Ministry, who supervises directly ten people in the "Telecommunication Director General's Room" and to whom the Directors of the Telegraph and Telephone Bureau and Telecommunication Engineering Bureau report on certain phases of their work (vague from position description).

NB

NORA MAE BORTHICK  
Classification Specialist

NMB:jd