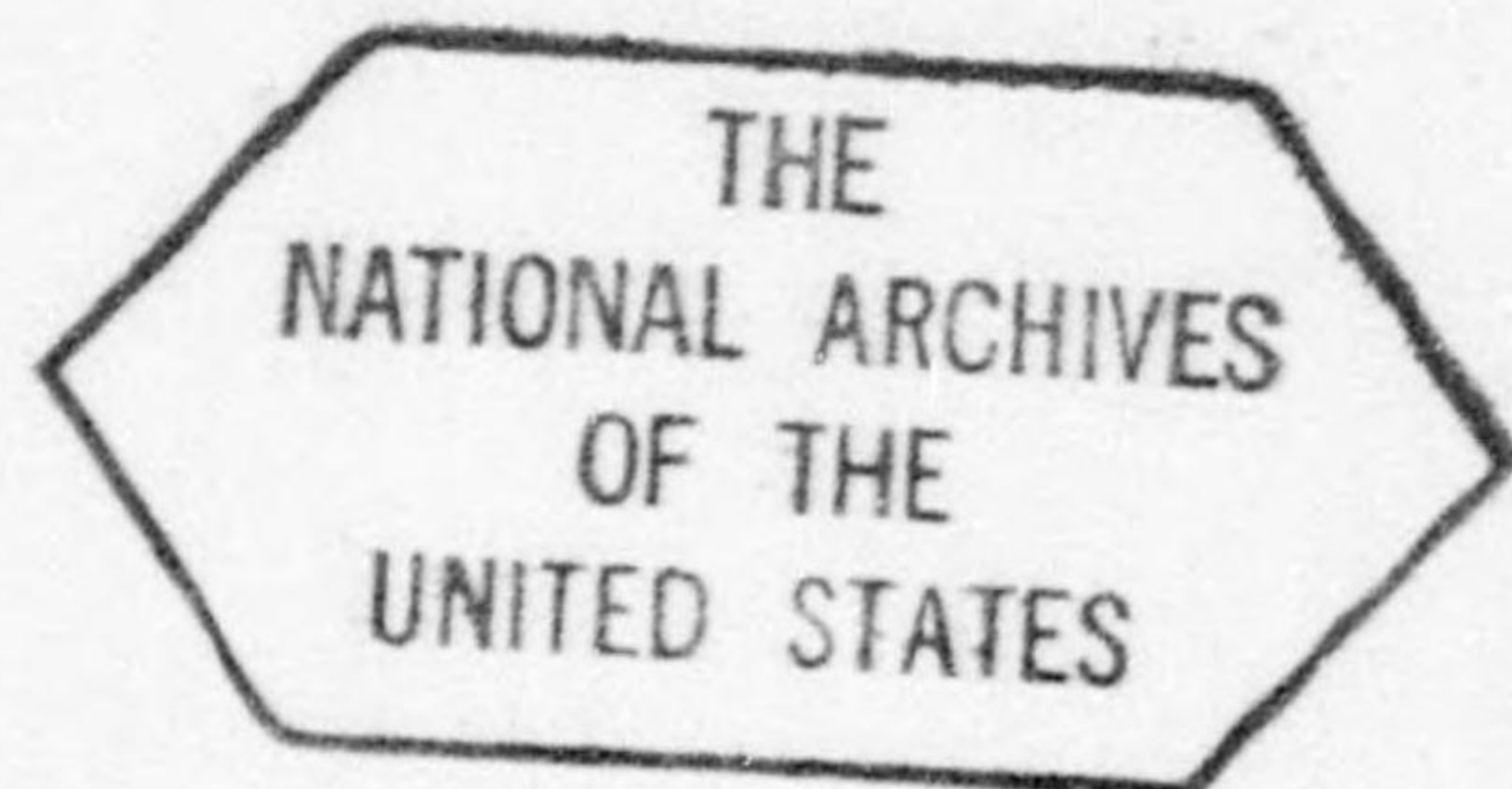


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U. S. PERSONNEL ADVISORY MISSION TO THE
JAPANESE GOVERNMENT

Report of Committee No. 4
W. Pierce MacCoy - Project Advisor

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W. Pierce MacCoy
15 April 1947
Tokyo, Japan

TRAINING PROGRAM

BACKGROUND

A review of the use of training methods for government employees in the past in the Japanese Government indicates that they have never made any use of what is commonly known as "in-service training". At certain isolated points in the Japanese Government special training courses have been established. In each such case, however, they are distinctly of the classroom variety. An individual is selected for employment, ~~actually~~ placed on the payroll and then assigned to one of these specialized schools. His term of training may range from a period of three months to as high as four years during which time he will be drawing regular pay as if he were actually performing the duties of the position for which he had been originally employed. The government receives ^{no immediate} return in point of service from this money expended and ^{is generally on the grounds} that the employee will remain with the governmental service when he has completed his course. ^{As an actual} fact, in many cases the individual receives this special training at government expense only to desert the government service when he has completed the course ~~and seek~~ ^{to} employment with private industry at higher pay.

^{system does not utilize} The Japanese ~~are not familiar with the system of "on-the-job training" or the idea of securing part time services from the employee while he attended special classes for the remainder of his time.~~ ^{comparatively} Only a few Ministries have made any use of training courses. ^{of any kind} The following are notable examples:

The Ministry of Foreign Affairs employed university graduates and immediately placed them in The Institute for Training of Foreign Office Officials for a period of a year where they were required to study English, a second foreign language and diplomatic problems.

The Ministry of Home Affairs conducted three training courses: one for policemen; one for firemen; and one for the higher administrative posts in the police force and fire brigade service. These courses ranged variously from one to four years.

The Ministry of Justice conducted two training courses: one known as the Warders Training Depot which was a training course for jail wardens and covered a period of four months; the second was the Judicial Training Institute to which neophyte judicial officials were assigned. The course in the latter institute ranged from six months to a year according to the subjects being given since ^{did} this course does not have a static curriculum.

The Ministry of Finance conducted the Training Institute for Taxation Business wherein middle school graduates were employed and then assigned to a taxation business course for one year.

The Ministries of Transportation and Communication had the most elaborate training courses. The Ministry of Transportation had a training school for workshop technicians. These were individuals employed by the Railway Division and they conducted two courses. The entrance training required two years. Graduates of this course were permitted to enter the higher course which required an additional 8 months of training. This Ministry also conducted the Railway Training School, the Training School for Automobile Personnel and the Training School for Seamen. The Railway Training School was divided into three divisions: Special Division which required 3 years; the Middle Division which required 3 years and the Special Practical Division which required from 8 to 12 months. The Training School for Automobile Personnel required 2 years while the Training School for Seamen required one year.

The Ministry of Communications conducted two training courses; one known as the Communications Training Institute divided into four sections and the other known as the Higher Communications Institute also divided into four sections. In the Communications Training Institute they ^{had} an entrance training course which required three months for completion and which was utilized to eliminate those who were not particularly well suited for communications work; the Automobile Division requiring two years; the Higher Division requiring one year; and the Special Practical Division requiring six months. The Higher Communications Institute was divided into the Training Division which required one year; a Special Practical Division which required six months; and a Principal Training Division which required three years.

In the Ministry of Transportation there were several special schools wherein the employees signed an initial agreement to the effect that they would serve a stipulated time with the government in payment for the schooling given. It was noted, however, that this agreement was legally non-enforceable and that actually the Transportation Ministry lost better than 75% of their students to industrial concerns. These specialized schools are: The Training School for Technicians of the Hydrographic Bureau; the Training School for Meteorological Technicians; the Training School for Lighthouse Keepers.

A detailed study of the schooling supplied by the Japanese Government in an effort to secure competent, efficient trained personnel indicates that there was no attempt made to establish a standard for training programs in the government service nor was there an attempt made to study

*Train for low than very different
vocational assignment
Law schools, their & Technical
schools at home.*

*all industry -
CRB has no reported.*

*legally non enforceable
still being used
" faster than
they can train
them."*

the needs of the national service to ascertain whether the present training courses were efficient and adequate and whether all the various offices needed ^{being} trained personnel were encouraged to enter into a general training program.

In-service training has become a very efficient tool of advanced personnel administration and general management. Such training courses, however, must be practical and always be able to show a ~~money~~ ^{service} return for the money expended in ~~operating such courses and~~ training personnel. Training courses must be practical in operation and application, otherwise they become merely paternalism in its worst form.

RECOMMENDATION

Suggested Training Program

- I. Establishment of a National Training Director on the staff of the National Personnel Authority.
 - A. Formation of ^{ul} national training policy.
 - B. Establishment of national training procedures and modus operandi of training program.
- II. Coordination of government training program with university curriculum.
 - A. Guidance to universities in establishing necessary courses to meet the needs of the Government.
- III. Appointment of a training officer in each Ministry on the staff of the Ministry Personnel Director.
 - A. Staff for training officer.
- IV. Appointment of a training officer in each Bureau. (Administratively responsible to the Bureau Personnel Director but technically responsible to the Ministry's Training Director.)
 - A. Bureau training officers to serve as Ministry's technical training staff to decide policy matters.
 - B. Technical training staff for Bureau Training Director.
- V. Studies to be conducted to determine training needs by Sections, Bureaus and Ministries.
 - A. In-service-training.

1. Classroom training ~~courses~~.
2. On-the-job training.

VI. Training courses for supervisors in how to utilize on-the-job training.

Details of Suggested Program.

I. All ministries should be encouraged and directed to install the type of training programs that would be the most efficient and practical in view of the subject matter which they handle. The best method of accomplishing this is to centralize the policy establishment for training programs at one focal point in the National Personnel Authority since training is so intimately connected with the personnel policies.

An individual should be selected to serve as the National Training Director whose background should preferably be in commercial and industrial training. This individual should be surrounded by a small staff of high-grade training technicians. This group, with the assistance and suggestions of the Ministry's training officers (referred to in III) would formulate the national training policy which would apply to all Ministries and agencies of the national government service. It would likewise be their responsibility to study specific problems and centrally establish training procedures and modus operandi of training programs. It would be the responsibility of this group to: (1) thoroughly test and evaluate each request for the establishment of training courses to ascertain whether they were actually needed; (2) how the course could best be designed to train individuals in the shortest period of time; (3) to devise special courses to meet special temporary problems, and (4) at all times to coordinate the training activities in all Ministries and governmental offices to avoid as much duplication and waste of effort as was practicable.

II. Recognizing the fact that in many cases it would be more practicable, from the government standpoint, to secure graduates of colleges and universities who were adequately trained to immediately enter upon their duties following their selection for governmental appointment the office of the National Training Director should be assigned the responsibility of advising and guiding colleges and universities in establishing new necessary courses or alter old courses to meet specific needs of the government employment situation. A great deal can be accomplished in this manner at no additional expense to the government service.

III. A competent training officer, preferably with a background in the field of commercial and industrial training should be appointed as

Ministry Training Director and assigned to the staff of each Ministry Personnel Director. He should be surrounded by a small group of skilled training technicians. This group will in effect become the extension of the chief training director's office in the National Personnel Authority and will be responsible for a great deal of the research and testing work that is necessary to establish specialized training courses for the various Ministries and their Bureaus. The majority of the requests and suggestions for extending in-service training should logically be expected to originate in this office. The Ministry Training Director, while being administratively responsible to the Ministry Personnel Director, would be technically responsible to the chief training director in the National Personnel Authority.

- IV. A competent training officer should be selected to serve in such capacity in each Bureau. Preferably his education and experience should be in industrial and commercial educational lines since he will be expected to be more skilled in the ability to construct training courses than in a speciality subject field such as engineering, agriculture, law, etc. He should be surrounded by a staff of competent young men and women interested in making industrial training a life career and a definite ladder for their promotion up to the various levels of training offices should be established. The Bureau Training Director would be administratively responsible to the Bureau Personnel Director but technically responsible to the chief training officer in the National Personnel Authority through the Ministry Training Director. The Bureau training office would in effect be the training laboratory for the entire national training program and a great many of the suggestions for the improvement and broadening of the system should originate in these bureau training offices.

- V. With the establishment of the National Personnel Authority and the appointment of the various training officers, studies should immediately commence under the supervision of the National Training Director to determine the needs of the various Sections, Bureaus, and Ministries for specialized training courses. Training in the government service should be approached entirely from in-service training concept. This type of training is divided into two parts: (1) Intermittent classroom training courses, and (2) On-the-job training courses.

Classroom training courses should be kept ^{within bounds} ~~to an absolute minimum~~ and in every case every attempt possible should be made to construct and adapt on-the-job training courses wherever possible to meet the needs of the various governmental offices. In this manner the government receives immediate returns from such training courses because the individual being trained is actually receiving his

training while producing ~~a certain amount of normal production~~ for the office to which he is assigned. The past practice of employing individuals and then immediately assigning them to classroom courses for protracted periods is erroneous in its conception and extremely wasteful of the taxpayers' money. The use of classroom training courses can only be defended when the subject to be taught is such that it is more efficient to teach individuals in large groups on standardized mechanical equipment and thus shorten the time necessary for this instruction than it is to have many supervisors each spending time training one individual at a time on the same type of work.

- VI. Simultaneously with the instituting of studies to determine training needs the chief training officer should establish training courses for supervisors. These training courses should stress the supervisor's responsibility in the training program as part of his required duties as a supervisor. No concern, either private or governmental, could ever afford to employ a sufficient number of teachers, instructors and training officers to adequately conduct their training programs. However, every organization, regardless of its size, has available to it the use of countless instructors in the person of their supervisors at all levels. All supervisors should be considered a part of the organization's training program and should be utilized as the actual on-the-job training instructor.

Since all individuals are not capable of teaching others, this places the responsibility upon the staff of the National Training Officer, the Ministry training officers and the Bureau training officers to properly instruct the supervisors in competent training methods. Experience has shown also that the use of supervisors as trainers in on-the-job training programs assist materially in reducing labor turn-over due to the fact that a supervisor so trained is a more efficient supervisor and instills more confidence in his leadership among the employees.

EMPLOYEE EVALUATION

BACKGROUND

The Japanese Government does not have any overall efficiency evaluation system. Certain Ministries, however, do have various types of efficiency rating systems which have been in use for many years. These include the Ministry of Foreign Affairs, the Ministry of Home Affairs, the Ministry of Justice, the Ministry of Education and the Ministry of Commerce and Industry. Each Ministry has been permitted to devise its own efficiency rating form and, therefore, no two are alike. There is also no standard time established as to when these efficiency ratings should be made and thus they differ Ministry by Ministry. Also the Japanese admit that no use is made of the efficiency rating form except in the very minor case where certain Ministries permit the individual being rated to enter on the form his preference for post of duty and this item is utilized to assist in deciding future transfers.

Ministry of Foreign Affairs. Efficiency report to be completed once a month on all persons except the Yonin group. Then twice a year in June and December overall efficiency reports are required on all employees except Yonin and female Koin.

Ministry of Home Affairs. Efficiency report is required annually to be received by the Minister not later than October 31. This Ministry has traveling inspectors and their reports are given more weight than is any efficiency report prepared in the field. In fact, no record could be found where the efficiency rating reports prepared by field officers of this Ministry were ever used in connection with considering promotions and transfers.

Ministry of Justice. Requires efficiency reports only for judges and public procurators. These are required annually in December of each year. This Ministry also has what is called "merit survey" for all third class officials and above with the exception of warders. However, this report is used mostly to effect transfers since the individual rated is permitted to enter on the form his preference as to location of assignment.

Ministry of Education. Efficiency evaluation reports are requested annually in August. These reports cover all employees of the Ministry with the exception of professors in government universities or colleges. No record could be found where these reports were ever utilized.

Ministry of Commerce and Industry. Requires efficiency evaluation reports twice a year in April and October on all officials of third class and above. No record could be found where these evaluation reports were ever utilized in any manner.

Investigation developed the fact that the efficiency evaluation reports are not filed with the individual employee's records but rather are grouped together for each rating period. The forms utilized by the various Ministries who have installed efficiency evaluation systems all permit wide latitude of opinion by the rating officer depicting the services of the employee and thus it was possible that employees holding similar positions in the same Ministry might be considered on entirely different points since this type of form does not direct standardization of consideration of all employees charged with the same duties and responsibilities on the same factors. Such a form tends only to highlight either the best or the worst points of an individual's services.

RECOMMENDATION

In every organization there should be a method of evaluating the abilities, technical excellence, and personality of the individual worker. This is advisable if management wishes to reward the outstanding employee or eliminate from its staff the inefficient employee. In any such system, however, the employee must first be assured of the equity of its operation, of its freedom from bias and must understand thoroughly the factors upon which he is being judged. Any employee evaluation system that does not meet these prerequisites is doomed to failure. It must be recognized, however, that because any such system must deal with the human equation between the supervisor and the supervised, that there is no absolute method of arriving at any mechanically perfect, impartial evaluation of an individual. Therefore, in devising a proposed employee evaluation system certain safeguards have been suggested for the protection of the employee, while still remembering that such a system is designed to highlight the strength and the weakness of each individual employee, keeping constantly in mind that this or any other system is still merely one human being's opinion of another human being.

SUGGESTED PLAN

- I. There should be a regular formal evaluation of each employee's worth and ability.
- II. An established form for entering such formal evaluation should be adopted government-wide and regulations governing its method of use must be uniform for all offices.

- III. Each employee's services should be evaluated at the end of each three month period and a record maintained of such evaluation.
- IV. The evaluation form should be kept as simple as it is consistent with the securing of adequate records. It should cover such main points as:
 - A. Mechanical ability to perform job.
 - B. Industry and dependability displayed.
 - C. Initiative and ingenuity displayed.
 - D. Degree to which willingness to accept responsibility was displayed.
 - E. Supervisory ability displayed.
 - F. Degree to which cooperation with fellow workers was displayed.
 - G. Degree to which cooperation with supervisors was displayed.

(The above main points should be broken into several smaller points all tending to show various facets of each main point and having a cumulative effect on the main points.)

- V. All opportunities for consideration for any type of promotion should utilize the latest regular recorded quarterly evaluation of the employee as one of the factors in such consideration.
- VI. A careful review should be made of all individual employee evaluation reports each quarter and positive action taken to transfer, demote, or discharge all employees who receive records of "below average" or "unsatisfactory".
- VII. Supervisors should be instructed and required to discuss each quarterly and annual rating with the employees rated.
- VIII. Each employee should be given a printed official notice of his quarterly rating.
- IX. Establish a simple method of transposing a supervisor's evaluation of an employee into a descriptive adjective which will be readily understood by the employee.

EXPLANATION OF PLAN

- I. It is suggested that there be a regular formal evaluation of each employee's worth and ability. Experience teaches us that if certain times are not prescribed for making such evaluations, individual supervisors will have a tendency to delay or put off the time when such rating should be made. Also, like an accounting of funds,

there should be a definitely established "cut off" period when all employees will be evaluated over equal, similar periods. This eliminates the possibility that one employee might be evaluated covering a period of three months while another employee doing a similar type of work might not be evaluated for a period of six months. This latter system would be unfair to both employees since in the first case the employee who had received a longer period of opportunity to perform his duties before being evaluated would have had a longer time in which to learn the duties of his position and therefore correct any errors.

This also might work in reverse wherein the second employee would have found himself working a longer period of time without being officially advised whether his services were satisfactory or whether there were points upon which he should seek further training or guidance to place him in a position to better perform his duties before he had made a series of errors which might indicate to his superior that he should be discharged.

From the supervisor's standpoint it is also valuable to have a regular time established at certain prescribed intervals when he shall have the opportunity of reviewing and studying the efficiency of his staff. This enables him to (1) gage the efficiency of his organization under his supervision, (2) to eliminate poor practices before they become firmly fixed in the minds of the employees and, (3) indicates where further training may be necessary for certain members of his staff or (4) for the installation of new and better procedures.

- II. The only reason for suggesting a form upon which to record such evaluations of employees is merely to make it easier for the supervisor to record the facts and at the same time to be sure that all employees who are required to perform the same duties are evaluated on the same points and against the same standards.
- III. It is suggested that employees be rated at the end of a three months period rather than on an annual basis. Experience teaches that the human mind cannot retain memories clearly for a period of longer than 90 days, thus it is a fallacy of most so called evaluation systems that being made only once a year they are requiring the supervisor to attempt to retain in his memory a clear picture of the ability of each of his employees for an entire 12 months. The result is that the employee is dealt with unfairly because the supervisor is actually rating the employee on only the last 90 days of a year's service and thus good work performed prior to that period may, and often

is overlooked; while the organization is being dealt with unfairly because this human weakness permits weak employees to "polish the apple" for the last 60 to 90 days of his rating period and thus retain himself on the payroll where had a more accurate rating been made of his 12 months service, he would have in all probability been eliminated for inefficiency. Therefore, if we stretch the use of the human memory to the limit in which we are reasonably sure of its accuracy as to detail and only require a supervisor to cover a period of 90 days in a rating, we will have a much truer picture of the actual ability of the employee than we will if we attempt to depend entirely on a rating made only at the end of the 12 month period.

It is not being suggested that this method in itself will assist the supervisor in eliminating all of his inefficient employees, since no system, as such, can guarantee any such fact. It is suggested, however, that this quarterly method of evaluation will eliminate one possibility of error and come a little closer to being fairer to both the employee and the organization which he serves.

- IV. It is recommended that the evaluation factors should be kept as simple as possible and it has been indicated what is felt to be the 7 major points of consideration in evaluating an employee's worth and ability. It is suggested that the Japanese use these 7 basic points and develop their employee evaluation form around them to suit their own needs. It is believed that any attempt to make additions to the basic list would merely result in shadings or enlargements of these 7 points and would not in actual fact be additional basic factors.
- V. It is suggested that opportunities for any type of promotion should take the latest quarterly employee evaluation into consideration. This would include promotions from one grade to another as well as promotions within a grade. Such an idea should be strictly adhered to in the recommending and approving any such promotions; otherwise the preparing of the employee evaluations will lose their importance both with the employee and the supervisor. If the recorded employee evaluations are true and accurate evaluations of the employee's ability and worth to his organization, then they certainly should be the written index for his possibilities and consideration for advancement. If they are not to be so utilized they immediately lose their worth and the time spent in preparing such evaluations could better be spent on more productive work.

In recommending that formal employee evaluations be recorded on each government employee periodically, we are merely following the accepted tenets of a democratic government in insisting that supervisors charged with the responsibility of operating the people's

government with the taxpayers' money make an honest accounting periodically of that stewardship. Thus, having accepted this principle of operation, we must assume that the supervisor will, in this periodic examination of the employees with whom he is charged, give an honest evaluation of their services and abilities.

Finally, assuming that both of the foregoing points are correct, it is logical and fair to say that an employee will only have an opportunity for consideration for promotion and advancement, both as to money and responsibility, in line with the formal evaluation of his ability as recorded officially by his supervisor.

- VI. If employee evaluations are to serve their prime purpose, they should be utilized to eliminate the inefficient employee by either ascertaining where he can serve most efficiently or the termination of those individuals who find it impossible to adjust themselves to the duties and inter-relationships which are necessary in a government office. Therefore, the National Personnel Authority should establish general rules for the positive use of the quarterly employee evaluations and assure itself that such rules are strictly followed at all levels in all agencies of the government. These rules should include instructions for a careful and conscientious review of the quarterly employee evaluations by the various echelons of personnel offices. This review should be the initial step in preparation for whatever action may be necessary as indicated by the employee evaluations.

Individuals who receive "below average" or "unsatisfactory" should be given careful and individual attention, working towards their (1) transfer to another position which might better fit their capabilities, (2) demotion where necessary, or (3) discharge of those individuals where adjustment cannot be effected. It should be a definite established policy that any individual who receives an initial "below average" or "unsatisfactory" employee evaluation report should be given a second opportunity on a different type of job under another supervisor. Individual conditions must then dictate whether other than a second opportunity is to be given to such individuals if their next quarterly evaluation shows a similar tendency to the immediately preceding rating.

- VII. It is axiomatic in any good supervision program, that the supervisor will periodically and consistently discuss the employee's weaknesses and shortcomings with the individual involved. If this is not done as a regular thing then the supervision is basically weak. However, the establishment of an employee evaluation system should certainly not overlook this point as being one that is too obvious and therefore should include in its instructions direction to the supervisor to sit down and quietly discuss the rating form,

after it has been completed, with each employee whom he has rated. This discussion, should be held, of course, on a friendly and instructive basis with the end object in mind of better direction for the employee and thus the strengthening of the efficiency of the entire organizational unit.

VIII. If an official record is made of the employee's services, upon which he will be judged for future administrative action, then the employee is certainly entitled to have a record of such opinion. If this employee evaluation system is adopted by the Japanese Government, it will not be long before they discover that one of the first things any appointing authority will ask about an individual under consideration for appointment will be his past employee evaluation reports. Thus the placing of official copies of these regular reports in the hands of the employee will facilitate the consideration of any individual's case by appointing officers since the employee will have such reports available to present to the officer who may be considering his application.

IX. Evaluation of employees rather naturally divides itself into four categories. Therefore, it is suggested that these natural categories be utilized in arriving at a descriptive adjective for the evaluation report of an employee. It is suggested that the terms to be utilized by this system should be ABOVE AVERAGE, SATISFACTORY, BELOW AVERAGE, and UNSATISFACTORY. To assist the rating officer at arriving at the adjective description a numerical system is suggested which would be given to each element to indicate the rating officer's opinion of the employee's performance. There is no definite standard established, either through government or industry, as to whether such a numerical pattern should ascend or descend in numbers. Therefore, since the average individual normally assigns the higher number to the better consideration, it is suggested that the numbers run from ten to one. Thus the efficiency rating pattern would appear as follows:

10)	
9	(Above average
8)	
7)	
6	(Satisfactory
5)	
4)	
3	(Below average
2)	
1		Unsatisfactory

more than 5

less than 5

WPM says review or drop system if advisable.

The sum total of the numerical values given to each element would then be divided by the number of elements giving a figure which would fit in the above scale and would indicate the adjective rating which would be given to the employee and become a matter of record in his personnel folder.

NATIONAL HEALTH PROGRAM

BACKGROUND

In reviewing the situation surrounding first aid and health facilities it is ascertained that the Japanese have extended themselves rather far in this field. This is due, no doubt, to their extremely paternalistic attitude towards government employees. Rather elaborate medical facilities are provided in most Ministry buildings. In addition to this, medical service, including the supplying of medicines, is provided through specially commissioned physicians to each employee of the government at drastically reduced rates. The expense of this latter service is borne by the Mutual Aid Associations to which all government employees belong through payroll deductions. In these cases a Mutual Aid Association either pays the medical bill directly or will refund such expenses as are borne by the individual. There are some special considerations given by various Ministries and the Cabinet as follows:

The Cabinet - All members of the Cabinet regularly receive free physical examinations twice a year each Spring and Autumn.

Ministry of Justice - Medical services are ^{available} given to the members of the Hosokai (judicial officials association) four times a week. This includes examinations, when desired, as well as needed medical treatment.

Ministry of Agriculture and Forestry - First aid medical clinics are established at each field station.

Ministry of Transportation - Have 10 major hospitals located throughout the four islands and a large number of sanitariums and medical clinics located at strategic points in addition to the hospitals. Also all railway shops, division headquarters and diversion points too small to justify the maintenance of a hospital, or medical clinic, have specially commissioned physicians available for use by the Ministry employees. These hospitals, sanitariums and medical clinics operate in the name of and under the supervision of the Ministry of Transportation and full expense is borne by the government.

Ministry of Communications - This Ministry like that of Transportation has hospitals and medical clinics that operate in their name and whose expense is borne by the government. In addition they have first aid rooms installed in each of their field agencies. They also maintain several tuberculosis clinics whose services are available to members of the Ministry for examination and treatment.

Inclusion as represent by ARB

None of the other ministries provide any special medical or hospital care other than through the Mutual Aid Association for their employees.

In the field of compensation for injury received in line of duty several laws have been passed to rather liberally cover the payment of compensation to government employees injured in the line of duty, to bereaved families due to the death of government employees caused by an accident in line of duty, to ^{employees' heirs} disease contracted in line of duty, and to individuals who suffer deforming injury in line of duty.

Pension Law No. 48, passed in 1923, covers government officials only.

Imperial Ordinance No. 80, issued in 1892, covers cost of medical expense to all government officials.

Ordinance No. 109, issued in 1928, covers Koin.

Imperial Ordinance No. 382, issued in 1918, covers workmen, miners, and other Yonin.

Imperial Ordinance No. 827, issued in 1940, covers the establishment of Mutual Aid Associations and the extension of their coverage to assist government employees who have been injured, contracted diseases, or who have been deformed regardless of whether such injury or disease was incurred in the line of duty or not. (It should be noted that each Ministry is required to issue specific detailed regulations for the operation of this ordinance within the Ministry's limits.)

Imperial Ordinance No. 149, issued in 1901, provides for medical expenses, compensation and funeral expenses to policemen and jail warders when injured, contracted diseases or killed in the line of duty. (In connection with this ordinance it should be noted that while policemen are specifically covered, firemen are not.)

While the Japanese have evinced a paternal interest to the extent of providing medical and clinical assistance to not only government employees but likewise to their families, they have neglected some of the most cardinal points of a well rounded health program. In the first place, with the exception of members of the Cabinet, apparently no regular method has been adopted or is contemplated to ascertain the physical condition of the employee before he is accepted for government employment or enters on duty. No attempt has been made to establish recognizable physical standards for certain jobs or groups of jobs wherein the physical requirement may be its outstanding feature. While certain Ministries have gone to great lengths to provide for the well being of their employees relative to health matters, this unfortunately is not generally true throughout the

*known - but
not guaranteeing
or designating*

government service. Therefore, a less paternalistic but more rational and general health program is recommended for the entire government service.

RECOMMENDATION

National Health Program

- I. Appointment of an experienced physician and surgeon as Medical Director for the National Personnel Authority. If at all possible, this man should have had experience in Public Health work.
- II. Entrance Physical examinations.
 - A. Under the auspices of the Medical Director of the National Personnel Authority.
 1. Permanent medical staff in the National Personnel Authority under the supervision of the Medical Director capable of reviewing and judging physical examination reports for approval or disapproval for government employment.
- III. Establishment of physical standards by jobs or groups of jobs in the national government employment.
- IV. Liaison with a national safety authority in operating a combined national safety and health code.
- V. Operation of a system of First Aid and Health Rooms in all national government office buildings, government workshops, etc., throughout the various Ministries and Bureaus under the guidance of the Medical Director for the National Personnel Authority.

EXPLANATION OF OPERATION OF SUGGESTED PROGRAM

- I. Since the securing of competent individuals to fill government positions will be the responsibility of the National Personnel Authority who will be charged with the examining of applicants for government positions, and further since physical condition will undoubtedly be one of the points which the examining authority will and should investigate, the supervision of the entrance physical examination as well as the complete health program should be under the supervision of the Authority. To assist the Authority in properly performing its responsibility along this line, it is suggested that there be appointed to the staff of the National Personnel Authority an experienced physician and surgeon to be designated as Medical Director for the Authority. Since the type of work for which he will be charged is a rather highly specialized field of medicine, it is suggested that if at all possible this man should have had experience in Public Health work.

Govt will pay only schedule rates for medical services.

Experience alone can dictate how large a staff it will be necessary to assign to the Medical Director. It is also possible that the Authority may find it advisable, at the suggestion of the Medical Director, to place members of his staff at various key points, dictated by employment figures, throughout the four islands to make their services readily accessible to all prospective applicants and/or employees. These individuals would be administratively and technically responsible to the Medical Director.

- II. All individuals selected for appointment should be required to take entrance physical examinations to qualify for a government position. These examinations are intended merely to ascertain whether the employee is physically fit for employment by the government and are not intended to provide general examination and diagnostic assistance to the public at large. The Medical Director and his staff should be very careful to maintain the examination status at a high professional level and no free medical advice should be given to the prospective employee because of such examination unless he is accepted as a government employee and the medical staff feels that minor curative measures are necessary in the case.

All entrance physical examinations should be given under the auspices of the medical advisor of the Authority. However, the actual giving of the examinations can and should be delegated either to local government hospitals or clinics or to private physicians authorized by the Medical Director's office. If private physicians are utilized for this service, only those who have been investigated by the Medical Director's office, oriented in the aims of the service and formally licensed to conduct such examinations by the Medical Director's office should be permitted to give such examinations. The Medical Director's office should be in a position to take punitive measures against a private practitioner who has been designated by the Director's office to give physical examinations and who in the process of such examination falsifies a government record in such a manner as to favor the employee in securing his appointment.

Medical Directors should be provided with a staff of junior technicians in the medical field who, after a short period of training, would be competent and capable of reviewing and judging physical examination reports for approval or disapproval for government employment. In the early stages of the Authority's existence, this will mean that it is necessary for all physical examination forms to be reviewed by the technical staff in the Medical Director's office. As progress is made in this work, however, and physical standards established, the initial approval of physical examinations can be delegated to the appointing offices with postfacto review

being conducted on all cases in the Medical Director's office. This can and may mean in some cases that an individual could be employed by the government service in a lower appointing office, enter on duty and serve a short period of time only to be ordered terminated by the Medical Director at a subsequent date when a review of his physical report indicates that he should not have been employed in the original instance. Cases of this kind, however should be rare if the proper amount of diligence and care is exercised by the lower appointing offices.

- III. The office of the Medical Director, in conjunction with the examination division of the Authority, should as early as possible establish physical standards by jobs and groups of jobs for all national government employment. Such standards should be basic and clearly understandable by the laymen. Once agreed upon and established, these physical standards should be published with the announcement of the examination for the positions.
- IV. It is assumed that the National Personnel Authority will, as rapidly as possible after its inauguration, institute a full personnel program for the national government service. Therefore, it is assumed that one of the phases which they will establish under their supervision will be a national safety authority. The Medical Director should be intensely interested in a safety program and therefore should maintain close liaison with such a safety program and should assist in establishing and operating a combined National Safety and Health Code.

At this particular point it would be extremely hard to identify which part of such program should belong under a Medical Director and which should belong under a Safety Director since their interest and activities in this particular field are so closely allied and intertwined. In many cases the Medical Director and his staff by their observations gained through the operation of hospitals, clinics, and first aid rooms can give the staff of the Safety Director valuable assistance and guidance in selecting and recommending protective devices and safety measures that should be taken into consideration. Vital statistics will be compiled from the records maintained in hospitals, clinics and first aid rooms under the auspices of the Medical Director which will be invaluable to the Safety Director in high-lighting danger points both as to actual physical locations and as to mental hazard blocs.

- V. All government hospitals, clinics, first aid rooms now established, or to be established, should be placed under the authority, supervision and direction of the Medical Director of the National Personnel Authority. A complete system of first aid and health rooms should be established in all government office buildings, government workshops, and government field stations. The size of these first aid-health rooms should, of course, be decided by the population of

the employees to be served. In the majority of the cases these units should be staffed by graduate nurses, if possible qualified in the public health field, at the ratio of approximately one nurse for each 300 employees to be served. These nurses should work under the supervision of a doctor. However, it may be necessary to combine under the supervision of one doctor several first aid-health rooms where the geographical location is such that he could be available for consultation and guidance to more than one such small unit.

Doctors should be assigned permanently on the basis of population of employees to be served at the ratio of approximately one doctor for every 1800 to 2000 employees.

All employees should be required to take an annual physical examination the results of which are to be recorded in the records of the office giving such examinations. Care should be exercised to assure the employees that these periodic examinations are not given with the intention of terminating their appointments or reducing them in status. Such periodic examinations should be given for the sole purpose of ascertaining weaknesses and to permit the medical advisor at that particular installation to give necessary health advice at the inception of a physical disorder and thus permit the employee to take remedial action through his personal physician before the disorder has progressed to the stage where it may impair his usefulness or efficiency. This also serves as a safeguard to all employees in recognizing communicable diseases in their early stages, isolation of such defects and the prevention of general contagion and spread of such diseases.

This service will also assist the authority charged with the payment of injury compensation, mentioned elsewhere in this report, by reducing the length of time necessary to heal an injury. Proper initial attention to injuries and proper continuing care can materially shorten the time necessary for healing and thus indirectly reduce the cost of injury compensation to the government.

SAFETY PROGRAM

BACKGROUND

Investigation and personal observation by the Mission indicates that the Japanese mind generally is not conditioned, as is the average citizen in the Western world, to an understanding of the subject we know as "safety". Since apparently the termination of life holds little or no fear or horror for the Japanese, thus probably one of the strongest points which we are normally accustomed to use in the Occidental world in teaching safety is not available as a tool in driving home safety lessons or ideas to the Japanese. After observing Japanese carpenters, brickmasons, plasterers, electricians and other artisans at work on various construction jobs in Japan and observing them risk life and limb and serious maiming injury with apparently no personal fear, it is easy to recognize that the problem of instilling the concept of safety in the minds of the average Japanese will be a monumental task. However, forgetting for a moment all of the humane aspects of the usual approach to the safety problem, if the Japanese Government is ever to reach a sound economical basis, it must take into consideration every factor that has the potentiality of becoming a drain on the national treasury.

Every accident from the small scratch or cut that requires a worker to lose time from his job to seek first aid treatment, to the individual who suffers permanent disability or death due to an accident, increases the cost to the national treasury through cost of medical expense, payment of compensation and loss of production. These expenses, while possibly small in comparison to operating costs of a government, are nevertheless monetary leaks which can be plugged and which in the aggregate, over a year's operation, amount to a staggering total viewed either from total amount of money involved or from percentage of this amount of money in comparison to the total national expenditure.

It is therefore recommended that this concern for the welfare of the national government and for the life and wellbeing of the individual workers be expressed in the establishment of a Director of National Safety as a part of the National Personnel Authority.

RECOMMENDATION

Suggested Program

- I. Establishment of a National Safety Director on the staff of the National Personnel Authority.
 - A. Assignment of technically trained individuals as staff.
 - B. Establishment of a National Safety Code.

- C. Establishment of a standard reporting system covering statistics of injuries and fatalities and the establishment of a standard system of reporting individual injuries.
- II. Establishment of a Safety Director attached to the Ministry Personnel Director at the Ministry level.
 - A. Establishment of a corps of safety inspectors.
- III. Establishment of a Director of Safety attached to the staff of the Bureau Personnel Director.
 - A. Establishment of a corps of safety inspectors as needed according to the work and size of the Bureau served.

EXPLANATION OF PROGRAM

- I. It is recommended that a technically competent individual be appointed as National Director of Safety on the staff of the National Personnel Authority. This individual should be both technically and administratively responsible to the Director of the Authority. His staff should be composed of (1) technically qualified men capable of evaluating operating problems from the technical standpoint, and (2) be charged with keeping uppermost in their minds the protection of the life and welfare of the government employee. It is recommended that the Safety Director be selected from among men educated in the field of engineering since practical experience has indicated that construction engineers are more nearly familiar with all phases of engineering than any other single group in the overall engineering field. It is recognized, however, that individual traits and interests may logically alter this consideration in any particular given instance.

The staff of technicians should be drawn from all fields of operations since theirs will be the responsibility of studying all the problems of governmental operation in all fields and devising therefor standard safety codes as guides for the operating officials. These codes should be issued in published form and it is suggested that they be in a style which can be adapted for filing by the loose leaf method.

Liberal use of photographs, line drawings, and blueprints should be utilized to illustrate the various codes. Strict regulations should be written simultaneously with the establishment of the codes covering both instructions as to their use and stiff penalties for their lack of use.

The office of the National Safety Director should be charged with the responsibility of establishing two standard reporting systems: (1) For the reporting of statistics on injuries and fatalities, and (2) For reporting individual injuries.

The breakdown of statistics should be prepared in such a manner that they would be readily usable for analysis of places of hazard, types of accidents, parts of body affected, studies of fatigue curves, time of accidents, etc.

Regular monthly reports should be prepared at the Bureau level, transmitted to the Ministry Safety Director for compilation by Bureaus for that particular Ministry and for analysis by the Ministry Safety Director and forwarded to the National Safety Director for compilation on a national scale and analyses to be used as a guide in the correction and/or additions, as necessary, to the safety code.

Here again records compiled for records sake are of no value. Records to be of any worth and to justify the expense of their preparation must be utilized by a competent authority through analysis of their findings and application of corrective measures against such analysis.

- II. It is suggested that a technically qualified individual be appointed as Director of Safety on the staff of the Ministry Personnel Director. He should be administratively responsible to the Ministry Personnel Director and technically responsible to the National Safety Director. He should serve as a member ex officio of the National Safety Director's technical staff.

A sufficiently large and competently trained staff of safety inspectors should operate out of the Ministry office under his supervision. The work of this inspection staff should include (1) the constant roving inspection of the various operations of that particular Ministry; (2) advice to supervisors on the correction of hazardous situations; (3) the reporting of such situations to the Bureau chief involved and to the Ministry Safety Director; (4) the checking for strict adherence to the National Safety Code; and (5) the recommending of discipline for those officials who disregard the safety code or permit it to be disregarded.

- III. It is suggested that where any Bureau is large enough to require the individual and constant attention of safety inspectors that a Bureau Safety Director be appointed to the staff of the Bureau Personnel Director. He should be administratively responsible to the Bureau Personnel Director but technically responsible to the National Safety Director through the Ministry Safety Director.

The necessary number of trained and competent safety inspectors should be assigned to this office in line with the needs of its particular function. These inspectors would be charged with the

constant roving surveillance of all working conditions and methods of operation in the Bureau. They should be authorized and required to order immediate changes in conformance with the National Safety Code upon discovery of hazardous conditions and to report such conditions to the immediate supervisors concerned in the operation and to the Bureau Personnel Director. Instances of non-compliance with the National Safety Code should result in the submission of a recommendation to the Bureau Personnel Director for immediate correction and/or discipline of the individuals involved as the exigencies of the situation might dictate. The Bureau Safety Director would be charged with the responsibility of (1) the compilation of monthly accident statistics and their review and analysis with recommendations for correction of hazards, and (2) review of the individual injury reports.

EMPLOYEE RELATIONS

BACKGROUND

While the Japanese have shown themselves to be paternalistic, there is one field in dealing with employees which they apparently have not touched at all. Investigation indicates that there have been sporadic and individual approaches to this problem based entirely upon the personal leanings of some particular supervisor. That these attempts were not coordinated and often not well directed is indicated by the approach that the supervisor has taken in one case. It was ascertained that the supervisor, a division chief, became worried because his employees were not securing an adequate amount of food due to the low salaries paid by the government. In an attempt to rectify this situation the division chief became a black market operator. The proceeds of his operation were utilized to augment the salaries of his employees. It is interesting to note that while his superiors were aware of the situation, they made no attempt to censure him for his activities but seemed to feel rather that his actions were commendable.

All employees face difficult personal problems from time to time which result in their lessened efficiency. A wise employer will recognize these factors and attempt to ascertain their causes. Having once ascertained the difficulties he will then take steps to assist the employee to overcome his difficulties. An employee faced with problems which he cannot solve unassisted becomes a less efficient employee not because he is incapable of being more efficient but rather because his attention and thoughts are directed to another phase of activity which permits him to apply only part of his mind to the job for which he is being paid. Thus it is economically sound for the employer to attempt to assist the employee in solving outside and personal problems to assure himself that he will receive the full worth of the employee's abilities applied to the employer's work for which he is receiving pay. This type of personnel activity has from time to time traveled under various names. It has been called industrial relations, personnel relations, employee relations, employee welfare and many others.

Often as the names imply, the approach has been slightly different in each case. This particular section of personnel administration must tread very carefully the line between what is good administration and what is paternalism. While the Japanese do not resent paternalism as does the American worker, it nevertheless is uneconomical to cross the line into paternalism, and activities on that scale can never be defended from the standpoint of either good administration or national economy. The employee may be faced with many problems some of which grow out of his work, some of which are purely personal, but each having a bearing on his ability to capably perform his duties. Often he does not recognize his own problems as such but only knows that there are personal matters which worry him. Therefore, it becomes the

responsibility of a well designed employee relation program to be able to analyze an employee, his ability, his efficiency, his potentialities, and his personal situations. From such analysis a trained employee relations expert can often find the missing link which, being corrected, can change an inefficient employee with good potentialities to an efficient employee where both the employee and the employer can profit by the fulfillment of those potentialities.

There is also another side to employee relations other than personal difficulties of the employee. This is the ability to recognize definite needs of employees even before the employee himself is aware of them. Recreational activities, social opportunities, outside educational facilities and many others fall in this latter category. Through practical experimentation American industrial employers have ascertained that lighting, ventilation, temperature, rest periods, music, application of coloring, employee conferences and many similar items have a definite bearing on the efficiency of their employees, regardless of whether they are factory workers or office employees. The cardinal principle of this particular phase of personnel administration is to recognize, enhance and strengthen the dignity of the individual.

The activities of the employee relations expert must always be closely associated with that part of the personnel authority which is interested in the proper placement of employees since often he will be called upon to recommend a change in placement. However, the majority of the work in this particular phase will be directed outward to the employee's life and activity outside of working hours. In the employee relations program should dwell the opportunity for the employee to discuss his personal problems with an individual trained to analyze and empowered to help in these problems and the employee should be encouraged to make use of such services.

RECOMMENDATION

Suggested Plan

- I. Establishment of a Director of Employee Relations at the National Personnel Authority level.
 - A. Establishment of a small staff of trained men and women in human relations problems.
 - B. Assignment of a trained public recreational director to the staff.
- II. Establishment of a Ministry Employee Relations Expert to serve on the staff of the Ministry Personnel Director.
 - A. Establishment of a staff of employee relations Counselors.

- III. Establishment of a Bureau Employee Relations Expert to serve on the staff of the Bureau Director of Personnel.
 - A. Establishment of an adequate staff of employee relations Counselors. The number of Counselors needed depends on the size of the Bureau.
 - B. Maintenance of adequate records of case histories of employees utilizing Counselor services.
- IV. Establishment of employee relations Counselors in each Section to be administratively responsible to the Section Chief but technically responsible to the Bureau Employee Relations Expert.
 - A. Maintenance of adequate interview records of individuals utilizing the Counselor service.

Explanation of Plan

- I. Since any such program of employee relations must be closely coordinated and directed from a central point if it is to be effective, it is necessary to place such a program under the directorship of an individual who is capable of giving full time and thought to the problems of this phase of personnel administration.

The staff of this Director should be composed of capable men and women who have a natural proclivity for sanely viewing other's personal problems and being able to assist those individuals in finding solutions. It is an axiomatic fact that no personnel counselor ever solved a personal problem for another individual. He is only capable of assisting the individual in finding his own solution. This requires fine objectivity, sane balance and a healthy mind in the person of the counselor.

This group at the National Personnel Authority level should draw its staff from trained educators, doctors, lawyers, recreational directors and skilled artisans in many fields and crafts. There is no absolute criteria that can be laid down for the selection of this type of person and experience has shown that the most skillful have been drawn from many fields. This group will study the records of interviews submitted by lower echelons of authority and from these records delineate the national policy for the handling of this phase of the work.

- II. The Ministry Employee Relations Staff will in effect be the field directors for the National Employee Relations Director. They will

supervise with their small staff the collection of interview records, conduct the primary analysis of such records, make recommendations to the National Director on the basis of such analysis, and supervise the carrying out of the National policies emanating from the National Director's office. The Ministry Employee Relations Director will also serve as a close advisor to the Minister, through his Personnel Director, on all employee relation matters. Personnel policies emanating from the Ministry should be issued with the technical advice of the Ministry Employee Relations Director.

- III. This begins the first real working level of the employee relations program. Here should be maintained a large staff sufficiently adequate to service all employees of the Bureau without undue delay. The accepted formula for the assignment of employee relations counselors is one to each 400 to 500 employees. Counselors used at this level should always be considered in training for higher employee relations posts in the National Government. While this should be true in all phases of personnel, the need for such advancement along these lines is underlined heavier here because the individual who has had field experience is eventually far more valuable at the national policy level than is the individual who has had no field experience.

Counselors must be trained to maintain carefully accurate records of all interviews with employees because from these records will eventually stem the national employee relations policy. It is only through such records that difficult areas may be identified and plans developed for their eradication. The gathering of these records is made more difficult because the record of any interview cannot be made until the interview has been completed which is contrary to the compilation of almost any other record where it is made concurrently with the interview while the matters are still fresh in the mind of the interviewer.

Competent recreational direction must be maintained at the Bureau level since this is where recreational programs will be put into effect. Close liaison must be maintained between the staff of the employee relations counselors and the directors of the Health Program.

- IV. It is recommended that the counseling service contained in the employee relations program be extended actively to the Section level because the counseling program must be maintained as close to the operating field with which it deals as is practicable. The same comments that were made for the operation of this program at the Bureau level can be said with equal force for the Section level.

RETIREMENT PROGRAM

BACKGROUND

The present Japanese Government has a very complicated pension program which practically defies classification as a retirement plan since it operates differently in different Ministries and on different classes of officials and employees. Following the general paternalistic idea of the Japanese Government, its idea of a pension plan is not only to provide for the employee after a term of service with the government but also all members of his family following the death of the employee. No attempt has ever been made apparently to justify the pension payments on a sound actuarial basis nor are figures available as to the total cost to the government of their present pension plan nor of its projected costs in years to come.

The practice has apparently been merely to add on additional payments for additional items as situations presented themselves or as the economic pressure on the people became greater. Inspection of their Imperial ordinances, Cabinet orders and various regulations indicate that the so-called "pension plan" is so interwoven with the pay plan as to be almost inseparable at certain points. One of the reasons given by the Japanese for the peculiarity of their pension plan is that the government pay scales were so low that it was necessary to add extra inducements to interest individuals in seeking and keeping government employment. Thus instead of correcting the pay scale which was the basic cause of their difficulties, they have added from time to time to their pension plan.

RECOMMENDATION

In view of the attitude of the Japanese towards his government and further, in view of the complications that have grown up over many years in their present pension plan, this Mission deems it is not advisable to attempt to disturb this plan at this time. It recommends, however, that several actuarial experts in pension plans (federal, state, municipal and industrial) be brought to Japan and given sufficient time to study the entire problem technically. Following such a detailed study they then would be in a more advantageous position than is this Mission to recommend an adequate retirement program. From our vantage point it is felt that this program should (1) take into consideration the mental attitude of the Japanese to a governmental pension plan, conditioned by many years of growth; (2) be simple in its original application; (3) be elastic enough to provide for growth as the Japanese can assimilate such growth; and (4) provide a definite blueprint and time table to govern such growth. It is felt that with the many new ideas with which the Japanese Government will

have to cope in the early stages of the inauguration of a new civil servants system, that this is neither the economically nor psychologically correct time to eliminate their present pension plan and inaugurate an entirely new conception of retirement payments, regardless of how equitable and economically sound such a program might be in the long run. Also any new plan must be so designed as to permit a gradual transition from the present conglomeration of systems to the new uniform system to assure the minimum amount of confusion and the maximum amount of security and protection to the employee during the change over period.

LEAVE

BACKGROUND

Hours of work and vacation leave were established by the Cabinet Ordinance No. 6 of 1922. This established the hours of work in government offices as follows:

From April 1 to July 20	- 8:00 AM to 4:00 PM, Sat. to noon
From July 21 to August 31	- 8:00 AM to noon, six days a week
From September 1 to October 31	- 8:00 AM to 4:00 PM, Sat. to noon
From November 1 to March 31	- 9:00 AM to 4:00 PM, Sat. to noon

This ordinance also provided 20 days for vacation leave for all government employees; such leave to be taken between July 21st and August 31st. The reason for changing the working hours and the providing of leave during the period July 21st to August 31st is due to the fact that this is the period of intense heat and high humidity in Japan. It is needless to point out, however, that in actual fact it would be impractical for all government employees to attempt to take a 20 day vacation period between the dates of July 21st and August 31st since this would mean that government operation would practically come to a standstill during this period.

The ordinance gives the right to the Ministers to alter the dates of vacation period as the exigencies of the work permit and to delegate to offices in lower echelons authority to approve leave. This results in a practical application of the regulations to the effect that vacation periods are staggered office by office throughout the governmental service.

For accounting purposes the leave year is computed on a calendar basis. Vacation leave does not accrue and leave unused as of the close of business December 31st is lost as far as the individual is concerned. All calendar days are counted in figuring leave. Thus a period of requested leave which would include a Sunday or a recognized holiday would count those days as part of the 20 days vacation leave. There is one exception to this, however. If an individual is on vacation leave covering a period which ends at the close of business Saturday and returns to duty at the opening of business Monday morning, the intervening Sunday is not counted against his 20 days. If he is on leave Saturday and Monday, the intervening Sunday is then counted as one of the 20 days allowable for vacation period.

In the case of sick leave a government official can be absent up to a maximum of 3 months during which period he will receive full pay. He can receive an additional 3 months extension for sick leave purposes

during which time he will be paid half of his regular salary. However, the period during which he would receive full pay can be extended under unusual and extenuating circumstances with the approval of the particular Ministry involved. Since each Ministry is permitted a rather wide latitude of discretion in authorizing various types of leave, there is no definite consistent pattern used by all Ministries and special types of leave have been inaugurated in certain Ministries. For example, this category includes:

Maternity Leave - (Ministry of Finance) Permits 7 days before child birth including the day of childbirth and 14 days after childbirth.
Men are allowed maternity leave - altho regulations do not so provide.

Funeral Leave - In this category different schedules are established for the various Ministries to indicate the number of days of absence permitted to attend the funerals. These schedules differ on the point of number of days permitted for the funeral of specific members of families. These schedules start with the death of the paternal father and mother and graduates downward to cousins. It was indicated that the various Ministries have encountered difficulty in administering this leave due to the fact that it was almost impossible to maintain an adequate account of the number of cousins and aunts in each individual case.

Leave for Catastrophes - Fire, flood and earthquake. This leave is administered rather generally by all Ministries alike and permits a maximum of 5 days absence with pay. In even the worst earthquake in the Tokyo area in 1923 a maximum of 5 days only was permitted to each employee.

Menstruation Leave - (Ministry of Finance) Two days leave per month for female employees. This leave was adopted originally in the Mint where they have a preponderance of women employees. This leave is not charged against either their 20 days vacation leave or their allowable 3 months sick leave with pay.

Diplomatic and Consular Leave - (Ministry of Foreign Affairs) All officials in the Diplomatic and Consular Service who have served in foreign countries for more than 3 years are granted "home leave". Such leave is granted on the basis of 3 months leave for 3 years of service and one month for each additional year of service to a total of 6 months for the additional leave making a grand total possible of 9 months leave at any one time. Travel time from foreign posts of duty to their home and return to their post of duty is not counted as part of such "home leave". Leave taken by officials of the Diplomatic and Consular Service while abroad at their foreign post of duty is granted on the basis of 30 calendar days every year and 180 days sick leave. This leave is not accruable and is lost if the employee does not avail himself of the privilege.

In the Home Ministry, prefectural offices permit vacation leave for clerks (Yoin) on the basis of two days leave per month. Actually the clerks are ordered to avail themselves of this leave, although the reason for such an order is apparently lost in antiquity.

In the Transportation Ministry employees are permitted sick leave as a result of injury or disease, if received in the execution of duty and the regulations issued by the Ministry do not place any specific limit on the amount of leave that can be granted under these two circumstances. There is actually no official control over this leave since the employee is permitted to secure the services of a private physician if he so desires although a government doctor is provided by the Ministry.

General - By reference to various Imperial ordinances and regulations issued by the various Ministries, it is ascertained that the leave regulations as administered are so widely divergent between Ministries that no general statement can be made on the question of leave in reference to its application to governmental employees. Only a few of the outstanding exceptions or differences have been noted above.

RECOMMENDATION

Suggested Governmental Leave Regulations for Employees of the National Japanese Government

- I. Only those employees on regular full time employment shall be entitled to vacation or sick leave privileges.
- II. Employees on part time (per day or per hour) basis whose services are not used full time do not earn and are not entitled to either vacation or sick leave.
- III. Each employee shall be entitled to 30 calendar days for vacation leave purposes and 30 calendar days for sick leave purposes per calendar year.
- IV. The leave year shall be on a calendar year basis.
- V. All leave shall be counted on a calendar basis.
- VI. Employees shall not be entitled to use any leave which they have not already earned by actual service until they have been employed one full year.
- VII. Unused vacation and sick leave shall accumulate to a maximum of 90 days each.

- VIII. When an employee has accrued 90 days of unused leave, either vacation or sick, such leave shall cease to accrue.
- IX. No employee shall be forced to continue work in such a manner as to cause him by official action to lose any vacation leave which he might otherwise have accrued.
- X. Absence other than for vacation or sick leave shall be charged either to leave without pay or suspension without pay.
- XI. Any employee leaving government service for any reason whatsoever shall be paid in a lump sum for all of his accumulated unused vacation and sick leave.

Details of Suggested Governmental Leave Program

- I. Standard leave regulations, both vacation and sick, should be used uniformly throughout the national government civilian service and applied to all employees regardless of grade status or salary. Only those employees who are employed on a regular full time basis should be entitled to regular vacation and/or sick leave privileges. Vacation and sick leave privileges are granted to an employee from both the standpoint of humanitarian interest in the employee's welfare and the selfish interest of an efficient operation. Human beings need a certain amount of rest and relaxation. Vacation leave should be provided to meet this need. Thus vacation leave should be accorded only to those individuals who have given fully of their time to the government service since part time employees are assumed to have followed other pursuits during their periods of non-employment by the government.
- II. Intermittent part time employees should not be entitled to either vacation or sick leave privileges since they are employed entirely on the basis of a need for their services during short term and special periods. The maintenance of records on intermittent part time employees becomes an almost impossible task if an attempt is made to compute their services in such a manner as to permit the systematic granting of either vacation or sick leave.
- III. It is suggested that each full time regular employee be given 30 calendar days for vacation leave and 30 calendar days for sick leave each calendar year of service. There is no accurate technical foundation upon which to base any facts governing the amount of vacation any individual needs. Therefore, the suggestion of 30 calendar days is merely an arbitrary figure but it is felt that in every 12 months of employment each individual needs approximately this amount for rest and consecutive outside relaxation to better fit them to perform their official duties. While there is no bar, nor should there be, to an individual utilizing his 30 calendar days of vacation in one consecutive period, it is suggested that more efficient use might be secured from this vacation period if employ-

ees were encouraged to use 15 days of their 30 calendar days in each 6 months period of the year; such period to be arranged to suit the convenience of the work of his particular office.

- IV. It is suggested that the leave year be computed concurrently with the calendar year. This is merely for convenience in record keeping.
- V. It is suggested that all leave shall be granted and counted on a calendar basis. The operation of vacation periods by various industrial concerns, municipal, state and federal governments and others utilizing such systems are not consistent on this point and a variety of exceptions have been made to this method of charging leave. However, when all exceptions are taken into account it is usually found that the overall figure corresponds to a calendar calculation day for day. It is, therefore, suggested that no exception be made in favor of Sundays or holidays, merely to simplify the method of accounting.
- VI. It is suggested that employees who have not completed one full year of service should not be entitled to use any leave which they have not already earned through service; thus a new employee with less than a year of service should not be entitled to the use of vacation leave until he had completed at least a minimum of 6 months service wherein he would be entitled to 15 days of vacation and 15 days of sick leave. Since it is stated, and is an accepted fact, that vacation leave is granted to employees to provide them rest and relaxation from the ardors of their duties, it does not seem illogical to deny an employee who has worked less than a year's time a vacation period since he has not worked sufficiently long to require any special consideration for rest until he has engaged in a reasonable amount of service.
- VII. It is suggested that both vacation and sick leave which has been unused during any specific period should be allowed to accumulate to a maximum total of 90 days for vacation leave and 90 days for sick leave. Thus, it would be possible for an employee to accumulate a total of 3 years of service without utilizing either his vacation or sick leave without a feeling of loss. This has a definite and understandable value, particularly in sick leave. It is not normally good practice to permit an employee to work 3 consecutive years without a period for rest and relaxation. However, it is recognized that in certain types of work the exigencies of the situation may demand that employees not be permitted to avail themselves of vacation privilege during protracted periods. Thus a regulation to permit the employee to accrue leave for use at a later date will assist the morale of the staff since the employee is not faced with actually losing that which, under normal conditions, would be provided for him.

VIII. It is recommended that unused leave should not accrue beyond that amount which could be earned over a 3 year working period. The establishment of any time limit is recognized as arbitrary. However, since it is not logical to permit unused leave to accrue indefinitely, some reasonable time limit must be arrived at beyond which point unused leave will not be placed to the credit of the employee. Two facts must be kept in mind:

1. That vacation leave is granted to the employee for the specific purpose of permitting him time for rest and relaxation and thereby increasing his working efficiency, and
2. Individuals are employed in sufficient numbers in any office to properly perform the amount of work for which that office is responsible. Therefore, it is to the advantage of each supervisor that proper time be provided wherein employees may rest from their normal duties and thus refreshen their minds and bodies to better perform their official duties, while it is illogical to permit such extended vacations to employees that it becomes necessary to maintain extra personnel on the payroll to keep the office sufficiently staffed at all times to properly discharge its responsibilities.

The latter point is particularly pertinent in the matter of length of accrual of allowable leave. Assume for example that an employee takes no leave during a three year period. On the basis suggested above, he would accrue a total of 90 days or 3 months vacation time. An efficiently operated office could not afford to permit many of its employees to avail themselves of a three months vacation and still maintain the proper functions of the office. Certainly, they could not permit a longer period of vacation than 90 days at the outside. Thus, since it is logical to place a limit, it is suggested that a maximum time of the amount of leave accruable during a 3 year period be established with a cautionary admonition to the supervisors under normal conditions and in the interest of the efficiency of their employees that all individuals be encouraged to avail themselves of their normal vacation period each year.

IX. Rule IX is suggested as a precautionary limitation to be placed on supervisors to prevent a situation from arising wherein a supervisor might become over officious and attempt either through force or embarrassment to keep employees from taking normal vacation leave and thereby treat such employees under his supervision unfairly in relation to treatment accorded to other employees in the governmental service. Thus, if a limit is placed on the accrual period and an employee could not accrue leave beyond a total of 90 days, Rule IX would force the supervisor to permit the employee to take a suf-

ficient amount of vacation leave to reduce his total below the amount where accrual would stop in any one year.

In the example used above where the employee had not taken a vacation for 3 years and thus had accrued 90 days vacation leave, this rule would force the supervisor to permit the employee to take a minimum of 30 days leave during the fourth year. Otherwise the employee could not accrue any additional leave beyond that period.

- X. All absence other than that properly falling under the heading of vacation or sick leave, except where the absence is ordered as a matter of discipline by proper authority, should be charged as Leave Without Pay and deduction made from the employee's pay for the amount of such absence.
- XI. It is suggested under Rule XI that employees be permitted to consider their vacation and sick leave accrual in the light of a "savings account". The employee's reason for termination is not material to the operation of the leave regulations, whether it be voluntary or involuntary, if the leave granted the employee under the regulations is viewed in this light. It is suggested that unused sick leave be paid for in this manner when the employee leaves the service to avoid the possibility that the employee may attempt to utilize sick leave in lieu of vacation leave if he knows that he is not to be paid for the unused balance to his credit. Since it was the intention of the government to permit the employee to have this additional paid time at his disposal and if the employee has worked in such a manner that it was impossible for him to utilize all of his vacation leave or was fortunate enough not to be ill and thus to be forced to use his sick leave, the government has gained during the period of his service by having him on the job more than had been contemplated. Thus in effect the payment for the unused accumulated vacation and sick leave is merely the final payment on the completion of an employment contract which was entered into between the government and the employee when the government proffered such employment and the employee accepted the appointment.

GENERAL

It is recommended that all unusual and special leaves now in use by the various Ministries be abolished as such. The employees affected should continue to be permitted absence for these special items but such leave should be charged to the 30 days per year allowable to the employee. This operates for a more uniform application of leave regulations throughout the governmental service and is actually fairer to both the government as the

employer and to the employee. This lumping of special leaves would include such items as Maternity Leave, Funeral Leave, Leave for Catastrophes, Menstruation Leave, etc. It should not include Diplomatic and Consular Leave which must be maintained on a different basis because of the peculiarities involved surrounding service outside of Japan proper.

RECOMMENDED ABBREVIATIONS

VL - Vacation Leave
SL - Sick Leave
LWOP - Leave without pay
SWOP - Suspension without pay

DISCIPLINARY CASES

BACKGROUND

There are a variety of regulations covering the penalties and methods affecting disciplinary punishment in the case of government employees. Imperial Ordinance No. 63 of 1889, amended by Imperial Ordinance No. 193 of 1946, purportedly issues instructions as to what and how penalties are to be handled under certain circumstances in the case of government officials. Among other things these ordinances provide that when a government official is sentenced to death, penal servitude or imprisonment he loses his status of a government official under the law. When he has acted contrary to the duties attached to his post or has neglected his duties, or when he has acted in such a way, whether within or without the sphere of his duties as to cause the loss of dignity or credit of the government office which he serves, he is subject to disciplinary punishment which may be dismissal, reduction of salary or reprimand. All such cases are handled by a disciplinary committee created, as the case may be, either by direction of the Cabinet or by the Minister of the office to which the offender is attached. There is one exception to this in that the officials of the old Shimin rank are free from the application of these provisions. Treated officials are dealt with in the same manner as are regular officials.

Disciplinary punishment for judges and public procurators, president and judges of the Administrative Litigation Court and auditing officers of the Audit Board is individually provided for under specific laws or ordinances, i.e. judges or public procurators under Law 684 of 1890; Imperial Ordinance No. 354 of 1899, for presidents and judges of Administrative Litigation Court; and Law 21 of 1900 for auditing officers of the Audit Board. Certain Ministries have established regulations to govern employees other than officials since neither the laws nor Imperial ordinances cover any field except government officials.

The Ministry of Transportation has issued Service Regulations of Government Railway Personnel, Order No. 359, of 1925, and Disciplinary Regulations of Railway Ko-in, Order No. 82 of 1908.

The Ministry of Communication has issued Service Regulations of Communications Personnel.

The Ministry of Home Affairs has issued Instruction No. 15 of 1946 Duties and Responsibilities of Inspectors of Metropolis, Hokkaido and Prefectures.

The Ministry of Education in Instructions of 1942 issued Instructions of Educational Officials and Inspectors of the Ministry of Education.

All of the above contain instructions on the handling of disciplinary measures.

RECOMMENDATION

Standard procedures for handling disciplinary cases of all government employees regardless of rank, status or position should be established and published by the National Personnel Authority. Similar offenses should be dealt similar punishments regardless of the rank of the individual involved.

*WPM -
Key documents
in favor
of high rank.*

To insure fairness and equity to all employees a two way approach should be established. If an employee is a subject of necessary disciplinary action, he should be given specific charges, delineating his derelictions, in writing. He should be given a reasonable time to make reply to these charges and stating his defense. A reasonable time can be defined as (1) that time required to deliver the letter of charges, (2) permitting him to prepare a reply and (3) delivery of his reply to the personnel office involved. These charges and the reply should be placed in the hands of the personnel director of the Ministry involved. A date of hearing should be established and the supervisor preferring the charges and the employee in question advised of such date. The employee as well as the supervisor should be permitted to be represented by counsel of his own choosing, if he so desires, although representation by counsel is not necessary. Within 15 days after the hearing is completed, a decision must be rendered by the Ministry Personnel Director and both the employee and the supervisor notified of such decision in writing.

If the employee feels that he has not been given a proper hearing or that he has been dealt with unfairly, he may appeal his case to the National Personnel Authority. The Authority will review the entire file of the case and advise the employee and the Ministry Director of Personnel as to the date of the open hearing to be conducted by the National Personnel Authority. Here again the employee should be permitted to be represented by counsel of his own choosing if he so desires. Within 15 days after the conclusion of the hearing the National Personnel Authority must render a decision which will be given in writing to both the employee and the Ministry Director of Personnel. Such decision is final and no further appeal may be made over this decision by either the employee or the Ministry involved.

The National Personnel Authority should issue a standard list of penalties for the group of most common derelictions as part of their rules. Thus employees generally could be assured that like punishment would be meted out for like offenses in all agencies of the national government.

REDUCTION IN STAFF

BACKGROUND

In the Japanese Civil Service they have no definite prescribed procedure for handling reduction in staff when it became necessary to reduce the number of government employees due to lack of funds or termination of an activity. In cases where reduction in staff would have been necessary due to the amendment of a law concerning an official organization or as a result of a change in the approved number of officials allowable in any particular office, the Minister or his designated representative was permitted to select the individuals who would be thus affected. There was no definite system established to guide the official, thus he was permitted to exercise his own discretion in the making of selections. Employees (officials only) thus affected were not immediately terminated but were placed on a temporary retirement list wherein they drew varying amounts of partial salary, usually half.

First and second class officials were permitted to remain on this temporary retirement list for two years, while third class officials were permitted to remain on the retirement list for one year. At the end of this time it was assumed that the officials so affected would automatically resign if they had not been recalled to active duty. Apparently the system worked fairly well, though no record could be produced to authenticate the statement, since a matter of "face" was involved if the official had not been recalled to active duty. For some unknown reason judges, public prosecutors, the president and judges of the Administrative Litigation Court, and auditing officers of the Audit Board were free from the application of the above provision.

RECOMMENDATION

In fairness to the service itself as well as in fairness to the employee, definite prescribed procedure should be devised and announced publicly covering the methods to be followed when a reduction in staff is necessary due to curtailment of funds or functions. This type of reduction has no reference to the cases where disciplinary action is involved and any action taken under reduction in force procedure is purely involuntary as far as the employee is concerned. While the theory of retaining only the most efficient employees in the government service when it is faced with the reduction of staff is excellent, it is practically impossible of execution due to the vagaries of human nature. It is not recommended that efficiency evaluation reports be utilized by any part of the government when it is faced with reductions in staff. Since efficiency evaluations are only the thoughts, feelings and attitudes of one human being about another, it is impossible to definitely establish their validity to the extent that they can be utilized with impunity and fairness in deciding which is the

most efficient employee when it is necessary to select certain individuals for termination. It is therefore recommended that the age old principle of "the last one on the first one off" be followed. This factor is understandable by employees and is a non-contestable fact and in that resides its strength.

When it becomes necessary to reduce the staff of an organization, verified lists should be prepared showing the names and length of service of all employees by title and grade in the particular Ministry affected by the reduction. The incumbents of all jobs of similar title and grade within a Ministry, regardless of organizational unit to which they may be attached, shall be considered in competition for retention when a reduction in staff is necessary in any component part of a Ministry (i.e. any division, section or unit under the supervision of the Ministry). The list should be prepared in such a manner that the oldest employees would be at the top, graduating downward to the youngest employees in point of service at the bottom. These lists should be displayed on public bulletin boards in the offices affected. Reductions should be made from the bottom of the list upward. Such lists should be prepared and posted at least 30 days in advance of the date of actual separation of employees. Individual written notices should be given to each employee who will be terminated at least 30 calendar days prior to the date of his termination. Upon the date of termination the employee would receive payment for all accrued, unused vacation and sick leave in lump sum and should be terminated as of that date and not placed on any so called temporary retirement list or furlough list. Having once attained status rights in the government service due to his appointment, he will be subject to the provisions of reinstatement to a position of similar grade, pay and status at a later date without need for an additional examination providing that he has not been actually separated from active employment for a period longer than one calendar year.

Probably eliminate

SUGGESTION PROGRAM

BACKGROUND

While a great deal of money in salaries is paid to trained supervisory staff in all levels of any operation, it is a recognizable fact that a great many of the best improvements have emanated from the workers themselves. Often such ideas are without proper technical background and training and thus the idea needs technical study and application of mechanical and natural laws. The man who works with his hands often can ascertain the weaknesses of a process that did not appear as evident on the drafting table. The clerk who files the records often can point the way to either a more efficient handling of the records or a more efficacious use of the information contained therein. Therefore, it is always wise for the employer to utilize all of the potentialities of all of his employees regardless of their status or rank.

RECOMMENDATION

Suggestion programs have been found to meet this need more efficiently and more pointedly than any other approach to the problem. There are certain cardinal points to remember in the operation of a suggestion program.

1. It is necessary to establish a tangible reward which the suggestor can earn through his suggestions.
2. Constant urging through publicity must be maintained to keep the possibilities of the program constantly before the minds of the employees.
3. The giving of suggestions must be made as easy and painless for the employee as is possible.
4. The identity of the suggestor must not be disclosed to the committee considering the suggestion until after decisions have been reached.
5. Committees considering suggestions must be of a high enough level to enforce the use of the accepted suggestions.
6. The committee considering the suggestions must either contain within itself or have available competent technical advice.
7. Employees making suggestions must be guaranteed protection from the shortsighted jealousies of petty officials.

8. Supervisors must be educated to the idea that thinking employees making suggestions for the betterment of the service indicate wiser and stronger supervision.
9. Local and national publicity should be given to all employees when their suggestions are accepted and put into use.
10. There must be a central point of compilation of acceptable suggestions and the dissemination of this information on a nation wide scale to permit the government the widest possible use and gain from such suggestions.
11. Where possible, a national suggestion program should be broken down to the smallest practicable operating point for operation and maintenance since local operation and competition have the strongest interest to individuals.

While the use of a suggestion program is extremely valuable from an operating standpoint, it is recommended that this phase of personnel administration be placed on the calendar of the National Personnel Authority as a development for the future activities of the Authority. It is a refinement of personnel administration that is not needed in the initial stages of the inauguration of the Authority's activities. When it is established, the work of the suggestion program is not considered full time except for the office of a Secretary for the Suggestion Board and necessary minor clerical and stenographic assistance for the use of the Secretary.

The Secretary of the Board should be at a level comparable with that of a Bureau Chief and serve as the manager for the agenda, scheduling and advancement of the program of the Board. The members of the Board should be drawn from technical and administrative officers in the governmental service as well as from members of the National Personnel Authority. It is usually wise to limit the number of members on such a Board to 5 in addition to the Secretary. The Secretary should not have voting power on the Board. Board members should be rotated on a staggered basis for two reasons: (1) to maintain continuity of thought and operation of the Board's activities, and (2) to further the teachings of the good results gained from a suggestion program by seeking wider active cooperation of technical and administrative officials throughout the government which can best be accomplished through active service as a board member.

A definite scale of financial awards, including both a maximum and minimum, should be inaugurated and announced with the initiation of the plan. It has been found that such suggestion programs operate to the best advantage of both the government and the employee if suggestion committees

are established at levels below that of the National Authority. Such lower committees should be permitted to do two things: (1) approve the acceptance of suggestions for payment of rewards in limited amounts without referral to the higher committee, and (2) to approve rewards at the maximum permitted to the lower committee while simultaneously referring the suggestion to the National Committee for the additional allowance to the national maximum of reward when the lower committee feels the suggestion is of such value as to merit this additional consideration. This system of lower level committees has the advantage of being able to (1) reward employees promptly for minor suggestions where only a small reward is indicated and thereby relieving the National Committee of the necessity of handling a large amount of minor cases for consideration, and thus (2) assist the National Committee in being able to consider cases meriting the higher awards more rapidly than would be possible otherwise.

PERSONNEL FILES

BACKGROUND

Since it is recommended that the new National Personnel Authority establish uniform service throughout all national government agencies, it is assumed that there will be transfers between Sections, Bureaus, Ministries and/or other governmental agencies. If under these conditions a standard filing system is not adopted endless and unnecessary confusions relative to the official employment record of the employee will result. Duplication of files in a variety of offices would almost preclude the possibility of having a clear, concise record of the total governmental service of any employee and under a centralized personnel system such confusion cannot be countenanced.

RECOMMENDATION

Suggested Plan

- I. The National Personnel Authority should establish a standard personnel file folder and a standard method of filing material in such folders.
- II. There should never be more than two folders on any employee.
 - A. One in the files of the National Personnel Authority.
 - B. One in the Personnel Office of the organizational unit where the employee works. This unit should be the one of lowest delegated personnel authority and thus the one that would be responsible for taking any personnel action on the individual.
- III. The National Personnel Authority should maintain all inactive personnel folders.

Explanation of Plan

- I. The National Personnel Authority should establish a standard personnel file folder and a standard method for filing material in such folder immediately upon its commencing activities. Such file folder should be as simple as possible but should include everything pertinent to the individual's complete personnel record. Many methods are available both as to type of folder used and method of placing material in any such folder.

A regular one part folder can be utilized placing certain material that groups itself normally in the folder, divided by light sheets of manila. Two, three and four part folders can be used and are readily adaptable to a centralized filing system. One thought should be kept uppermost, however, in the minds of those charged with the responsibility of establishing this filing system and that is that the file must always be maintained in the simplest most usable form. Over-complication of a filing system can defeat the entire purpose of the system. Once a standard file folder and standard method of filing have been established, competent and thorough instructions should be placed in a manual for distribution to all offices who will be charged with the responsibility of maintaining folders. These regulations should be positive in nature and all offices rightfully maintaining personnel folders must be required to follow such instructions. As an example of the class of materials that might normally divide themselves into groups for placing in a personnel folder the following might be cited:

- Group 1 - All forms and/or information sheets containing information relative to the employee's background, history, education, work experience, etc.
- Group 2 - File copy of all appointing instruments plus oaths of office.
- Group 3 - Efficiency evaluation reports.
- Group 4 - Pertinent correspondence about the employee including commendation, citation, disciplinary actions, etc.

Each of the above groups should be filed, within themselves, chronologically with the latest date on top.

- II. To avoid duplication and to assure that a multiplicity of partial files will not be maintained in various offices, the National Personnel Authority by rule should limit the number of personnel folders permitted, on any one employee, to two. One file would be the master file maintained by the National Personnel Authority itself. The second file would be maintained by the appointing office of present employment of the employee. Thus when an individual enters upon initial employment with the governmental service his first appointing office would inaugurate this second file folder. During his term of service, should he be transferred to another agency, the file folder maintained in the appointing office should then be transmitted to the appointing office in the agency to which the employee is transferring. The folder, of course, should not be given to the employee to personally transmit to his new office but should be sent under cover of an official internal governmental mail system.

It should be an established rule that no employee is permitted to see his own personnel folder. This should apply with equal force to every individual in the service regardless of his position. Also it should be an established rule that once material has been accepted and entered in an employee's file, whether it be the employing office file or the central file, such material cannot be removed by anyone. Personnel offices, regardless of what level, are charged with the responsibility of the maintenance of the dignity of the individual employee. Therefore, it is the responsibility of every personnel office to guard the sanctity of the personnel folder with honor and integrity and to consider such personnel folders in the category of "confidential" material. This means that only those supervisors charged with the responsibility of directing the work of the employee and/or legally designated appointing officers and/or such official committees as may be formed to handle employee problems are the only ones permitted to read an employee's personnel folder. Unless an employee can be assured, by the actions of all personnel offices, that the historical and informative material about him as an individual will be treated in this manner, the personnel office has no right to the respect or loyalty of the employee.

A definite charge-out system must be established in all file rooms where personnel folders are maintained to enable the individual so charged with the responsibility of the file room to know at all times the location of all personnel folders. A charge-out system is simple of operation and only requires a ruled card of stiff manila, the same size as the folder, which should be placed in the file cabinet in the same position as the folder when the folder is removed for use. A space should be provided on this card for entering the date of loan of the folder, the name of the person using the folder and the signed initials of the persons actually removing the folder from the file room. This system should be utilized uniformly in all personnel file rooms.

- III. It is recommended that when an employee terminates his services with the government the personnel office responsible for initiating all personnel actions in the employee's case should complete the file by the addition of necessary official records to indicate the termination of the employee's services. The completed folder, with the employee's completed service record card, should then be forwarded by the personnel office involved directly, under confidential cover, to the File Section of the National Personnel Authority. Thus the inactive files of all former employees would be maintained at a central point by the Authority.

If the individual should re-enter the government service at a later date, through either another examination or reinstatement, the

National Personnel Authority upon advice of the selection of the individual should withdraw the inactive file folder and service record card and forward it to the personnel office having authority over the individual in his place of new employment. The Authority would then withdraw its own master file from its inactive files and place it in the active files of the Authority.

SERVICE RECORD CARD

BACKGROUND

From time to time it will be necessary to compile accurate statistical data on governmental employees. The information necessary for such reporting should be maintained in a readily accessible record which combines ease of handling with all pertinent information and provisions for speed of operation in compilation. While all such information is maintained in a personnel folder, this media does not lend itself readily to ease of handling or speed of compilation. Therefore, it is necessary to provide an additional record which will combine and stress the salient features so necessary in this type of statistical work. Experience has shown that a card record either maintained manually or mechanically is the most efficient for compiling an employee's service record in such a manner that it can be used for tabulation and cross tabulations.

RECOMMENDATION

- I. A standardized Service Record Card should be established by the National Personnel Authority, with advice from the office of the Minister of Finance.
- II. A master Service Record Card should be maintained by the National Personnel Authority in its files.
- III. One active Service Record Card should be maintained by the personnel office in the lowest organizational unit having delegated authority over the individual.
 - A. This card should travel from personnel office to personnel office with the individual's official records as he transfers.
- IV. The Service Record Card should indicate basic information of each employee's record of national service regardless of where served.
 - A. Date of original appointment, basic salary, extras, deductions, amount of money finally actually paid employee, grade, class, title.
 - B. The record card should also indicate the same information on each change, transfer, promotion, or demotion that occurs during the individual's service life with the national government.
 - C. Date of birth.

EXPLANATION OF PLAN

- I. It is suggested that a standardized card be established for the maintenance of the service record of each employee. It is recommended that the National Personnel Authority design such a card in collaboration with the advice of the office of the Minister of Finance. This is suggested because several of the many uses of the information contained on these records will be utilized by the office of the Minister of Finance and also part of the material entered on the card will be that information concerning the pay and allowances of the employee. Experience has indicated that the card utilized for this record is most easily handled and entries made thereon either manually or by the use of machines if the card is of large size. Thus the card should not be smaller than $8\frac{1}{2}$ x 10" to a maximum of approximately 15 x 18". Instructions relative to the establishment of the use of the card and its method of use should be written in detail by the National Personnel Authority and issued as rules to all offices authorized to maintain the Service Record Card.

- II. Similar to the personnel files a master Service Record Card should be maintained by the National Personnel Authority in its own file. On this record should be entered the entire service life of each individual employee. This file should then become the final official authority for verifying any information relative to the service life of a government employee. Ideally these records should be audited at regular prescribed periods. However, in large organizations such an audit is not feasible or practicable. In the interest of efficient operation and to reduce the overhead cost of the maintenance of these records, audits need not be accomplished unless and until the employee leaves the service either through removal, resignation, retirement or death. At that time each record should be individually audited against the official personnel folder and the official pay records and no individual account should be closed without the accomplishment and certification of this final audit.

- III. While the National Personnel Authority should maintain the master Service Record Card, a similar card should be maintained in the personnel office in the lowest organizational unit having designated authority over the individual. Thus if the individual was employed in the office of a Minister, the Ministry Personnel Office would make such record. However, if the employee was assigned to a Bureau it would be the personnel office of the Bureau and not the Ministry which would be charged with the responsibility of maintaining this second Service Record Card. Similar to the recommendation on the personnel file folders, this Service Record Card should

travel from personnel office to personnel office as an individual may be transferred. Again this will prevent the establishment of duplicate and partial records in various offices.

When the individual terminates his service with the government, the personnel office under whom he last served should forward the personnel folder and Service Record Card to the National Personnel Authority for inclusion in the Authority's inactive files. Should the employee again enter the government service at a later date, the National Personnel Authority should withdraw this personnel folder and Service Record Card from the inactive files and forward it to the new agency where the individual has recently entered on duty.

- IV. There is a great deal of information that may be entered on a Service Record Card and which can be usable from time to time for statistical purposes both by the agency employing the individual and by the National Personnel Authority. However, there is certain basic information that must be included if the record is to be as flexible and usable as is necessary. This basic information would, of course, include the individual's name, date of birth, date of original appointment, basic salary, deductions, amount of money finally paid employee after all additions and deductions have been made, and the grade, class and title of the job to which he has been appointed. The card should be designed in such a manner as to permit line entries showing the basic information which would record each change, transfer, promotion or demotion that might occur during the individual's service life.

As an employee's record increases it is possible that any card that could be devised might eventually run out of space. When this occurs an additional card established in a similar manner and so marked as to indicate that it is a second card should then be prepared and stapled or fastened in some secure manner in front of the initial card.

APPENDIX TO REPORT OF COMMITTEE NO. 4
Reference Material

Subject		Number Assigned
CONFERENCE NOTES	Summary of Minutes of Meetings of Committee No. 4.	1 - 7
TRAINING	Questionnaire and replies by Japanese.	8 - 10
EMPLOYEE EVALUATION	Questionnaire and replies by Japanese. Copies of efficiency rating forms now in use and translations.	11 - 12 13 - 19
HEALTH	Questionnaire and replies by Japanese	20 - 21
SAFETY	Questionnaire and replies by Japanese	20 - 21
WELFARE	Questionnaire and replies by Japanese	20 - 21
RETIREMENT	Questionnaire and replies by Japanese	22 - 23
LEAVE	Questionnaire and replies by Japanese	24 - 25
DISCIPLINE	Questionnaire and replies by Japanese	26 - 28
SEPARATIONS	Questionnaire and replies by Japanese	26 - 28

United States Personnel Advisory Mission to Japan
Government Section

FILE

MEMORANDUM FOR FILE:

11 February 1947

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.
SUBJECT: Meeting of Committee No. 4 on Monday, February 10, 1947.

Those present:

Mr. MacCoy	Mr. Yamashita
Mr. Smith	Mr. Isoda
Mr. Narumi	Mr. Hirose
	Mr. Ohtomo
	Mr. Sumi
	Mr. Tsuzaki
	Mr. Watanabe
	Mr. Kanazashi

The committee submitted the answers to questions on efficiency evaluations and health, safety and welfare section of the preliminary questionnaire. Their report indicated that there is no overall efficiency evaluation system in the Japanese Government. Certain ministries, however, do have an efficiency evaluation system which has been in use for a good many years. These include the Ministry of Foreign Affairs, Ministry of Home Affairs, Ministry of Justice, Ministry of Education and Ministry of Commerce and Industry. Each ministry has been permitted to devise its own efficiency rating form and, therefore, no two are alike. The efficiency rating form for the Ministry of Foreign Affairs is the most complete and appears to be the only one which is actually used by the ministry as a guide for considering promotions and transfers for its personnel.

There is even a difference between ministries as to how often an efficiency rating is made and as to the dates for its preparation. For example the Ministry of Foreign Affairs calls for an efficiency report once a month on all persons except the Yonin group. Then twice a year in June and December overall efficiency reports are required on all employees except Yonin and female Koin.

In the Ministry of Home Affairs an efficiency report is required annually to be received by the minister not later than October 31st. However, in the Ministry of Home Affairs, reports by traveling inspectors are depended upon more than is the efficiency report in making promotions and transfers.

The Ministry of Justice requires efficiency reports only for judges and public procurators. These are required annually in December of each year. They

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also have what they call "merit survey" for all third class officials and above with the exception of warders. However this report is used mostly to effect transfers since the individual rated is permitted to enter on the form his preference as to location of assignment.

In the Ministry of Education efficiency evaluation reports are requested annually in August. These reports cover all employees of the Ministry with the exception of professors in government universities or colleges.

The Ministry of Commerce and Industry requires efficiency evaluation reports twice a year, in April and October, on all officials of third class and above.

It was admitted by members of the committee that while the regulations setting up the use of these so-called efficiency evaluation reports in the various ministries called for their use in considering promotions, transfers and the elimination of inefficient personnel, that actually the reports were not used in this manner in any Ministry except the Ministry of Foreign Affairs.

The Committee's report did not indicate how the efficiency evaluation reports were filed or as to actually what use was made of such reports. They have agreed to investigate these matters and report back at a later meeting. Also the members will supply copies of all efficiency rating forms now in use to the Mission and Mr. Narumi will translate these forms so that they may be utilized by members of the Mission for reference material.

On the subjects of health, safety and welfare the committee's report indicated that all officials and employees of the Cabinet regularly received physical examinations twice a year. (Each Spring and Autumn.) This was made official by a Cabinet decision of 21 August 1942. Rather elaborate medical facilities are provided in each ministry building. In addition to this, medical services including the supply of medicines is provided through specially commissioned physicians to each employee of the government at drastically reduced rates. The expense of this service is borne by the Mutual Aid Association to which all government employees belong through payroll deductions. In these cases a Mutual Aid Association either pays the medical bill directly or will refund such expenses as are borne by the individual. There are some special considerations given by various ministries as follows:

Ministry of Justice - Medical services are given to the members of the Hosokai (judicial officials association) four times a week. This includes examinations as well as needed medical treatment.

Ministry of Agriculture and Forestry - There is a first aid medical clinic established at each field station.

Ministry of Transportation - Here we find the most complete medical service available to all employees of any of the ministries. They have ten major hospitals located throughout the four islands and a large number of sanitariums and medical clinics located at strategic points in addition to the hospitals. Also all railway shops, division headquarters and diversion points too small to justify the maintenance of a hospital or medical clinic have specially commissioned physicians available for use by the ministry employees. These hospitals, sanitariums and medical clinics operate in the name of the Ministry of Transportation and the full expense is borne by the government.

Ministry of Communications - This ministry like that of Transportation has hospitals and medical clinics that operate in their name and whose expense is borne by the government. In addition, they have first aid rooms installed in each of their field agencies. They also maintain several tuberculosis clinics whose services are available to members of the ministry for examination and treatment.

None of the other ministries provide any first aid or hospital care other than through the Mutual Aid Association for their employees. The Transportation Ministry is the only one which has conducted any safety work. Even here their work is somewhat disorganized to the extent that there is no established general safety code and such activities as are carried on depend entirely upon the initiative of the local superintendent of a railway workshop.

In the welfare field each ministry has formed its own Mutual Aid Association. The activities of these associations are rather wide and divergent. For example, the Cabinet has a Mutual Trust Cooperative Association for assisting and providing the necessary funds to Cabinet personnel for the construction of their homes and loans in time of need. The association also serves as a procurement office for securing necessary commodities for distribution to its members.

In the Ministry of Justice there is an association known as the Tokyo Judicial Welfare Association which while it does not loan money to assist its members in building houses, it does operate an office to assist them in finding homes for rent or purchase. It likewise serves as a procurement office and handles the sale of daily commodities to its members at greatly reduced prices. It is interesting to note that this association also provides loans for the purchase of baseball equipment and Japanese chess sets.

Page 4
Committee No. 4
10 Feb 47

The Ministry of Transportation provides recreation houses for its members and also makes available to them what are known as "livelihood consultants". Upon questioning it was ascertained that these consultants are comparable to what we term personnel relations experts.

In the field of compensation for injury it was ascertained that several laws have been passed to rather liberally cover the payment of compensation to government employees injured in the line of duty, to bereaved families due to the death of government employees caused by an accident in line of duty, to disease contracted in line of duty, and to individuals who suffer deforming injury in line of duty.

Pension Law Number 48 passed in 1923 covers government officials only.

Imperial Ordinance Number 80 issued in 1892 covers cost of medical expenses to all government officials.

Ordinance Number 109 issued in 1928 covers Koin.

Imperial Ordinance Number 382 issued in 1918 covers workmen, miners and other Yonin.

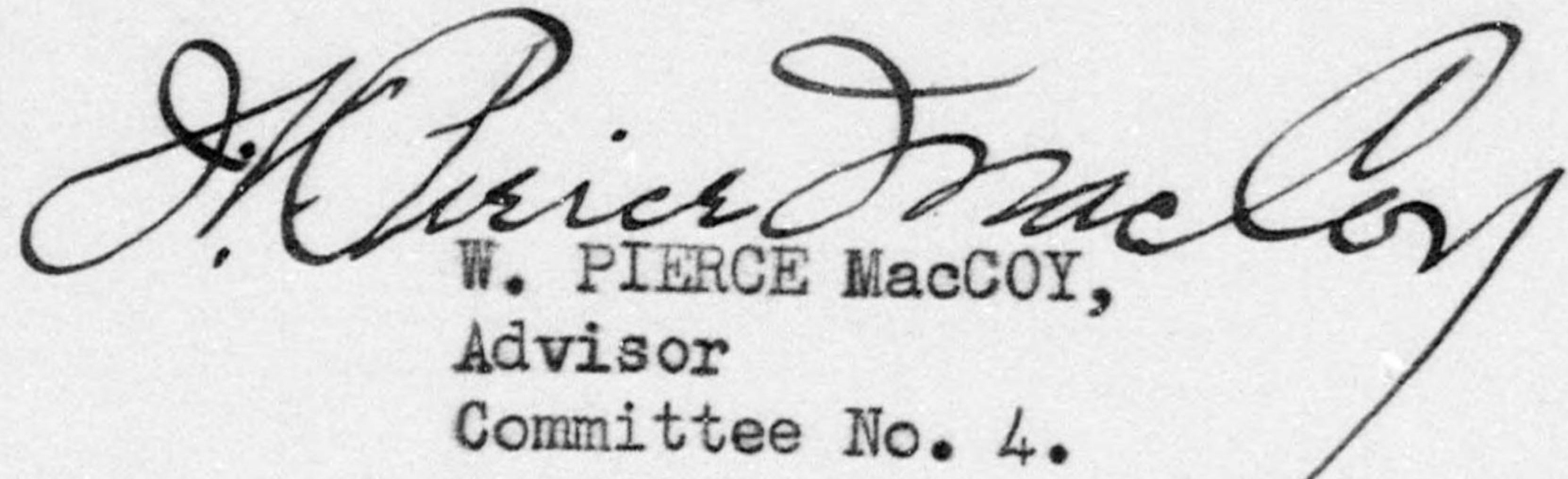
Imperial Ordinance Number 827 issued in 1940 covers the establishment of Mutual Aid Associations and the extension of their coverage to assist government employees who have been injured, contracted diseases, or have been deformed regardless of whether such injury or disease was incurred in line of duty or not. (It should be noted here that each ministry is required to issue specific detailed regulations for the operation of this ordinance within its own limits.)

Imperial Ordinance No. 149 issued in 1901 provides for medical expenses, compensation and funeral expenses to policemen and jail warders when injured, contracted disease or killed in line of duty. (In connection with this ordinance it should be noted that while policemen are specifically covered, firemen are not. Reference to the ordinance indicates that firemen were omitted from consideration by the fact that no reference is made to this group of employees either specifically or indirectly.)

On Friday, February 14th, Mr. Yamashita stated that the replies to the questions on discipline and separation from the service and retirement would be submitted to me. This will complete the answers to all questions in the preliminary questionnaire.

Page 5
Committee No. 4
10 Feb 47

Mr. Yamashita raised the question as to whether there was any method whereby the Japanese Government could be permitted to purchase necessary reference books on Personnel Administration from United States publishing houses. I advised him that I had no information available on this point but that I would investigate and report back to the committee. He indicated that he and other members of the Japanese group wished to start a reference library which would be available for all members of the bureau and for new members who might be added later. I think this is an excellent idea and believe that the Mission should do everything in its power to assist the bureau in achieving this aim.


W. PIERCE MacCOY,
Advisor
Committee No. 4.

WPM/lh

Distribution:

Mr. Hoover - File
Mr. DeAngelis
Mr. Hare
Mr. MacCoy
Mr. Smith

GENERAL HEADQUARTERS

UNITED STATES ARMY FORCES, PACIFIC

United States Personnel Advisory Mission to Japan
Government Section

6 February 1947

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.
FROM: W. Pierce MacCoy, Advisor, Committee No. 4. *WPM*
SUBJECT: Summary report on activities of Committee No. 4 for the month of January, 1947.

1. The first meeting of Committee No. 4 was held on January 8th and they have subsequently held meetings on January 13th, 20th and 27th. This committee is charged with studying the specialized subjects in Personnel Administration of training; hours of work and leave; efficiency evaluation; health, safety and welfare; discipline and separation from the service; and retirement.
2. Replies have been received to preliminary questions submitted to the Administrative Research Bureau on the subjects of training, and hours of work and leave.
3. Those subjects have been covered exhaustively in discussion during committee meetings. The discussions used replies to the preliminary questions as a springboard to develop and ascertain as fully as possible all pertinent facts relative to the subject matter in past Japanese operations.
4. The committee members are now working on replies to questions in the preliminary questionnaire on the subjects of efficiency evaluations, and health, safety and welfare. These will be presented for study and discussion Monday, February 10th. Committee members have been provided with a basic reading list of available material on Personnel Administration by the committee advisor. The committee members have been instructed in the order in which this reading matter should be approached and have been requested by the advisor to make notes on their reading for discussion at future committee meetings.
5. The committee advisor is extremely encouraged at the interest displayed by members of Committee No. 4 and at their apparent ability to grasp the ideas contained in the subjects under consideration

by this committee. Specific plans are being developed to place guidance lines in the hands of the committee members for future use by the committee members and others in the Japanese Government interested in civil service for growth and development on the subject matter after this Mission leaves Japan.

WPM/lh

Distribution:

Mr. Hoover - File
Mr. DeAngelis
Mr. MacCoy
Mr. Hare
Mr. Smith

GENERAL HEADQUARTERS
UNITED STATES ARMY FORCES, PACIFIC
United States Personnel Advisory Mission to Japan
Government Section

MEMORANDUM FOR FILE:

4 February 1947

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.

SUBJECT: Committee No. 4 Meeting, 3 February 1947.

Those present:	Mr. MacCoy	Mr. Yamashita	Mr. Nikaido
	Mr. Smith	Mr. Kanazashi	Mr. Sumi
	Mr. Narumi	Mr. Kasuya	Mr. Tsuzaki
		Mr. Isoda	Mr. Watanabe
		Mr. Hirose	Mr. Maeda

The committee submitted the replies to the questions on Hours of Work and Leave. Mr. Yamashita suggested that the committee be divided into small sub-committees by subject matter. I objected to this on the grounds that the entire committee needed the overall training that they could acquire through the discussions of the various subjects as they arose. All the committee members agreed to this line of thinking and indicated that they objected to the breaking down of the committee into small groups. It was pointed out by Mr. Yamashita that if we permitted the breaking of the committee into small groups just during the time of preparing the answers to the questions that he felt that the work of the preparation of answers could be expedited. In this I concurred and, therefore, the committee will be broken into small groups for the meetings of February 10th and 17th only. Commencing with February 24th the entire group will again commence meeting as an entirety as they have previously.

Mr. Yamashita has agreed to have answers to half of the remaining group of questions in my hands by Friday, February 7th. These replies will be discussed in our meeting of February 10th while the remaining half of the questions will be in my hands by Friday, February 14th, for discussion February 17th. Thus by February 17th Committee No. 4 will have completed replies to the entire questionnaire submitted to them.

In studying the replies to the questions on Hours of Work and Leave certain clarifications were given by committee members to clarify obscure points in their written replies. The reason for establishing hours of work from 8:00 A.M. to noon for the period July 21st to August 31st, inclusive, is due to the fact that this is the period of intense heat and high humidity in Japan.

Mr. Watanabe pointed out that the legal basis for the reply in "c" of Question 1 was Imperial Ordinance 545 issued in 1920 supplemented by Ministry of Finance circular issued in 1925. Individuals required to work overtime are

Page 2
Committee No. 4
3 Feb 47

not paid a overtime wage but rather are given a small stipend to cover the cost of the extra meal required due to overtime work.

It was ascertained by questioning that part "d" of Question 1 should be augmented to indicate that the authority to establish different working hours was delegated by the minister to various grades of field supervisors. There apparently is no consistency between the ministers on this delegation of authority. Therefore, the members of the committee could give me no general reply which would indicate how such delegations worked and what were its limitations on a government wide basis. Apparently, any reply to this question would have to be made in detail, ministry by ministry.

The committee's replies to Questions 3 and 4 needed to be augmented materially. While their reply indicates that 20 days vacation leave will be authorized for officials in the government service, such leave must be taken between July 21 and August 31. I pointed out that if this regulation was taken literally that the government would practically come to a standstill due to lack of personnel necessary to conduct business between the dates indicated. The committee agreed to this line of reasoning and then indicated that government officials could actually take their vacation leave any time during the year that suited their convenience and the convenience of the work of their offices. In other words, apparently little or no attention is given to the limiting dates originally indicated by the Imperial Ordinance.

For accounting purposes their leave year is computed on a calendar basis; thus the leave year is from January 1st to December 31st, inclusive. Leave does not accrue and any leave unused as of the close of business December 31st is lost as far as the individual is concerned. All calendar days are counted as leave, thus a period of requested leave which would include a Sunday or a holiday would count those days as part of the 20 days vacation leave. There is one exception to this; i.e., if an individual is on vacation leave covering a period which ends at close of business Saturday and returns to work at the opening of business Monday morning, the intervening Sunday is not counted against his 20 days. If, however, he is on leave Saturday and Monday the intervening Sunday is then counted as one of the 20 days allowable for vacation period.

In the case of sick leave, a government official can be absent up to a maximum of three months during which period he will receive full pay. This can be extended under unusual circumstances with the approval of the particular minister involved. There are special types of leave which are administered on various bases in different ministries. For example this category includes:

Maternity Leave by Finance Minister permits 7 days before childbirth, day of childbirth and 14 days after childbirth.

Funeral Leave - In this leave different schedules are worked out by the various ministries to indicate the number of days permitted to attend funerals wherein such schedules differ between members of families. This starts with the death of paternal father and mother and graduates downward to cousins. The committee indicated that the various ministries had encountered a great deal of trouble in the administering of this leave due to the fact that it was almost impossible to keep an accounting of the number of cousins and aunts in each individual case.

Leave for Catastrophes, i.e., fire, flood and earthquake. - This leave is administered rather generally by all ministries alike and permits a maximum of 5 days absence with pay. It was mentioned that even in the worst earthquake in the Tokyo area in 1923 that a maximum of 5 days only was permitted to each employee.

Menstruation Leave - The Finance Ministry permits 2 days leave per month for female employees under this heading. It was indicated that this was not very generally utilized by other ministries. It was indicated that the Finance Ministry adopted this type of leave in the Mint where they have a preponderance of women employees.

Diplomatic and Consular Leave - All officials in the Diplomatic and Consular Service who have served in foreign countries for more than 3 years are granted "home leave". Such leave is granted on the basis of 3 months leave for 3 years of service and one month for each additional year of service to a total of 6 months for the additional leave making a grand total possible of 9 months leave at any one time. Travel time from foreign post of duty to their home is not counted as part of such home leave. Leave taken by officials of the Diplomatic and Consular Service while abroad at their foreign post of duty does not need further comment since it is covered in the committee's answers.

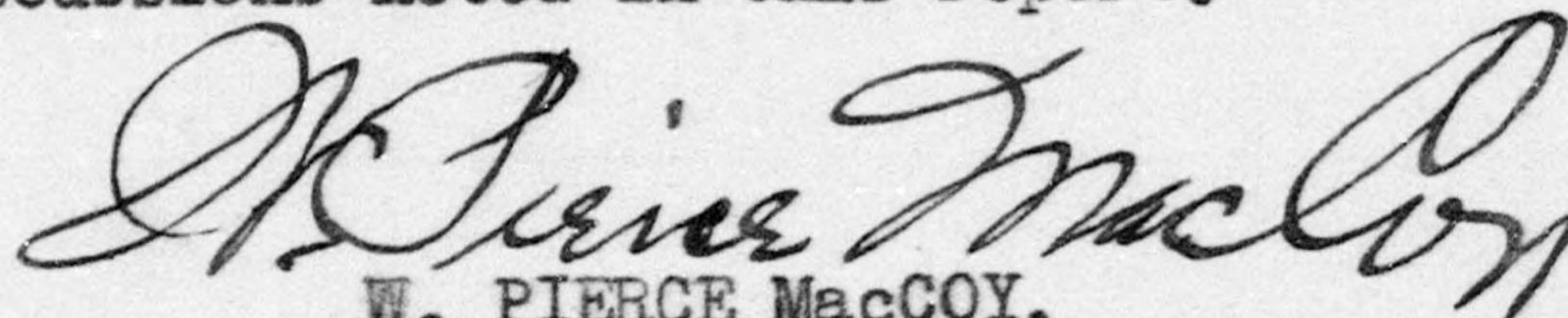
In the Home Ministry it is noted that under III, 2.b., that prefectural offices permit vacation leave for clerks (YOIN). By reference to the regulations issued from the Home Ministry it was ascertained that this is rather generally administered on a basis of 2 days leave per month. Committee members indicated that in actual practice the clerks were ordered to take this leave. No reason could be ascribed or apparently was known as to why employees were forced to take 2 days leave each month.

In the Transportation Ministry they permit sick leave as result of injury or disease while received in the execution of duty. However,

Page 4
Committee No. 4
3 February 1947

by reference to the regulations issued by the Transportation Ministry, it was ascertained that there is no limit placed on the amount of leave that can be granted under these two circumstances. The members of the committee felt that there was a control exercised over this leave by the fact that the injured or ill employee was supposed to report to the doctor provided by the Government. They admitted, however, that since the employee was free to secure the services of a doctor other than that provided by the Government that there was a possibility that no definite control was exercised over the absence of employees under these circumstances.

The summation of the meeting developed the interesting point that each ministry had issued such a variety of regulations on the subject of vacation and sick leave that it would actually require a detailed study of each ministry's regulations and a tabulation of your findings, ministry by ministry, to be sure that you had covered this subject in its entirety. Only a few of the outstanding exceptions or differences have been noted in either their report or were developed in the discussions noted in this report.


W. PIERCE MacCOY,
Adviser,
Committee No. 4

WPM/lh

cc: Mr. Hoover & file ✓
Mr. DeAngelis
Mr. Hare
Mr. MacCoy
Mr. Smith

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

Personnel Advisory Mission
Government Section

MEMORANDUM FOR FILE:

30 January 1947

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.

SUBJECT: Committee No. 4, Meeting January 27, 1947.

Those present:	Mr. Yamashita	Mr. Sumi
	Mr. Isoda	Mr. Tsuzaki
	Mr. Hirose	Mr. Kanazashi
	Mr. Takayanagi	Mr. Takahashi
	Mr. Nikaido	Mr. Yoshise
	Mr. Ohtomo	Mr. Watanabe

The committee continued the discussion of the replies to the training questionnaire spending the majority of our time on the Ministry of Communications and the Ministry of Home Affairs. The Police and Fire Schools involved most of the discussion on the Ministry of Home Affairs.

The Japanese members submitted a large detailed chart showing the breakdown of their training program by ministries which was quite detailed and gives their training program or lack of training program at a glance. They also made some additions to the report which they previously submitted on the training program of the Ministry of Transportation.

Repeatedly throughout the report it was discovered that they speak of appointees being "on probation". Since this was contrary to the original idea we had gained relative to appointment of Japanese in the civil service, I raised the question relative to their use of the term. It was discovered that they do not apply the same meaning to the word "probation" as we do in the United States. This term, as used by the Japanese, is not intended to imply that the individual is on trial but rather that he is a trainee. There was no question in the Japanese civil service of the individual being found incompetent to perform the duties of the position but indicates that he is going through a period of training to fit him to properly perform the duties for which he was originally employed. The Japanese members have agreed to substitute the word "trainee" for "probation" in future reports.

The report brings out the fact that there is no specialized or systematic training given to any individual placed in a supervisory position. The only training that any individual might receive along these lines is from the

Page 2
Committee No. 4
Report -of meeting
January 27, 1947

predecessor whom he is replacing. Report also indicates that there is no especial relationship between so called in-service training and the individual's opportunities for promotion and/or transfer. There is little thought, if any, given to transfers between ministries or even between bureaus. They have apparently never conceived of the use of inter-ministry transfer as a part of a promotional program. It was their feeling that the training they give in certain ministries does ~~not~~ have a relationship to the individual's promotion, since because of such training he is capable of being promoted, but he has served the proper length of time on his present position.

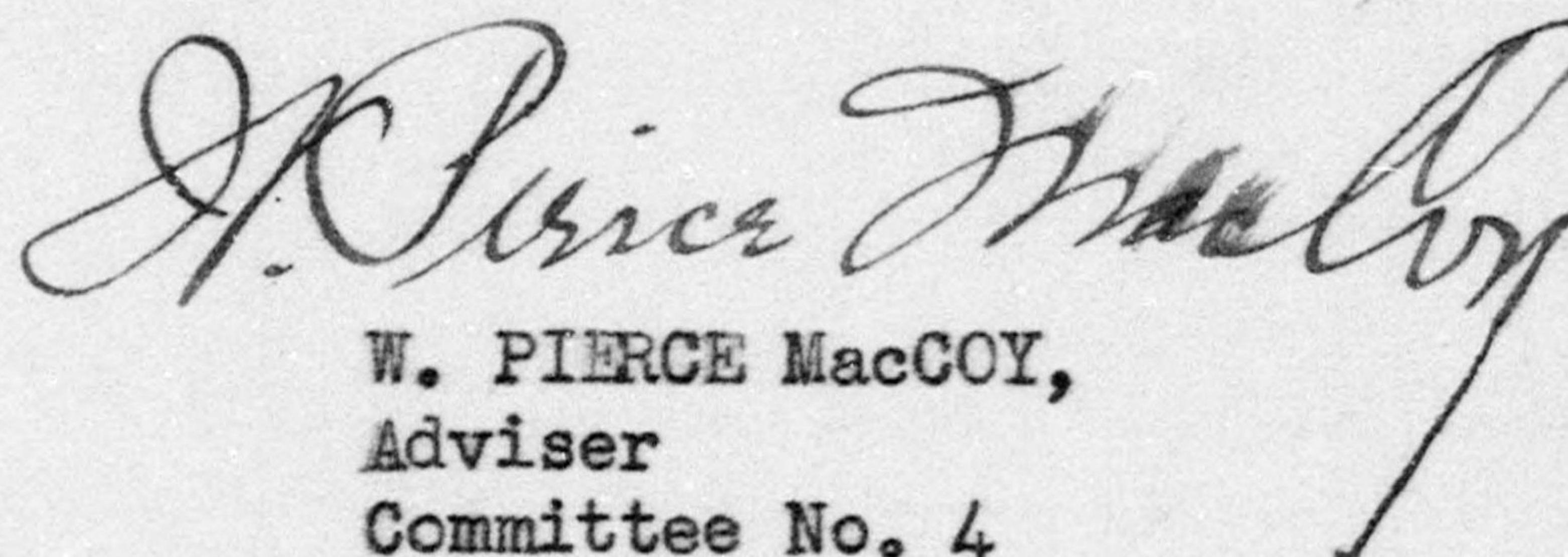
Mr. Yamashita had provided the Mission with a memorandum which gave a list of the projects the Management Division of the Administrative Research Bureau was considering for improvement of the Japanese government service. He requested that this memorandum be discussed at this meeting. It was pointed out to the group that many of the projects were actually beyond the purview of the Mission since that entered the field of general management rather than staying in the confines of personnel administration. I pointed out that I would be perfectly willing to give the committee the advantage of my experience relative to certain of the projects but that I felt in all fairness to the Administrative Research Bureau they should seek other and far more expert advice from other parts of the Government Section.

I had reviewed all of the books available on ^{at least} personnel administration at the C.I. & E. Library and had presented a list of these books in the order in which I felt it would be wisest for the members of the committee to read them. The reason for the suggested order of sequence of reading was that I felt the Japanese should have the opportunity of ~~the list~~ attempting to secure a sound idea basis on certain subjects in personnel administration before they read books that might appear controversial on these same subjects. I pointed out that the books were written by experts for study by experts in the United States and that therefore they were not considered as especially good reading matter for beginners in the field of personnel administration. I insisted that members of the committee make notes as they read these books with the idea of raising questions in future committee meetings. My hope here was that I would thus have a chance to direct their thinking and possibly dispel confusion which might arise in their minds through reading some of the more violent expressions of opinion relative to a centralized civil service system expressed in some of these books. Mr. Yamashita requested that I furnish them this list with my comments in sufficient copies that they might be distributed to members of the committee. This I agreed to do and Mr. Kanazashi was to pick

Page 3
Committee No. 4
Meeting of Jan. 27, 1947

them up the next day.

Mr. Hare later requested that the Civil Service Assembly book on Position-Classification not be made available to members of Committee No. 4 until members of his committee had had an opportunity to read it. I was particularly anxious that members of Committee No. 4 have an opportunity to study this book before they read other books which might give a distorted picture and in effect lodge doubts in their minds relative to the efficaciousness of a centralized civil service body. However, in view of the fact that we have only two books available to the use of the Mission, I could see the logic of Mr. Hare's request and so have instructed members of Committee No. 4.


W. PIERCE MacCOY,
Adviser
Committee No. 4

WPM/lh
cc: Mr. Hoover ✓
Mr. DeAngelis
Mr. Hare
Mr. Smith
Mr. MacCoy
File.

GENERAL HEADQUARTERS
UNITED STATES ARMY FORCES, PACIFIC
Personnel Advisory Mission
Government Section

MEMORANDUM FOR FILE:

30 January 1947

TO: Mr. Blaine Hoover, Personnel Advisory Mission.
SUBJECT: Committee No. 4, Meeting January 20, 1947.

Those present:	Mr. Kasuya	Mr. Sumi
	Mr. Yamashita	Mr. Tsuzaki
	Mr. Isoda	Mr. Kanazashi
	Mr. Hirose	Mr. Harima
	Mr. Takayanagi	Mr. Yoshise
	Mr. Nikaido	Mr. Takahashi
	Mr. Ohtomo	

We continued our discussion of the replies to ^{was spent} the training questions submitted by the Japanese. The majority of the time in the study of the school conducted by the Ministry of Transportation.

It appears that this ministry has a rather well defined training course at various levels for railway and maritime training. This includes railway shop, dock and shipside training. Training courses are practical in application. However, no attempt is made to secure productive work from the students while attending the course. In effect it works as follows:

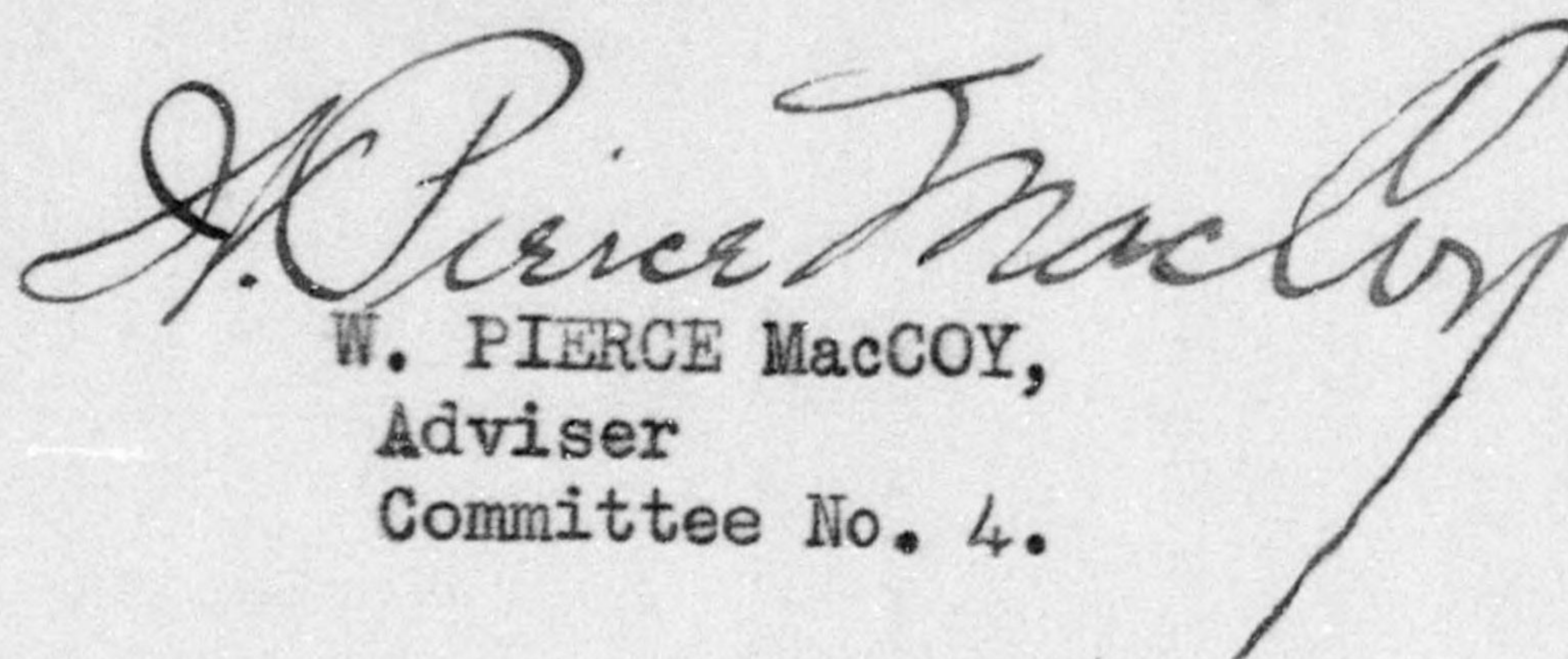
The individual is employed and placed on the payroll where he is immediately assigned to a school; and according to the job for which he is hired for his background education, he is placed in a training school that varies in length from one month to one year and one month. The possibilities for promotion, because of the specialized training done in these schools, apparently is rather fair though there are certain pre-established blocks beyond which individuals cannot be promoted due to lack of original educational requirements. Oddly enough, the Japanese were apologetic concerning this school rather than being proud of its activities.

Both Mr. Tsuzaki and Mr. Yamashita pointed out that the Ministry of Transportation had been forced into operating this school merely from force of circumstances where they needed the trained technical workers. I pointed out to them as far as I know all training courses, regardless of what branch of service or in what country, originated due to force of circumstances where a service needed highly skilled individuals in a particular field. I felt that the Transportation Ministry was to be complimented on their recognition of a need and the action they had taken to meet that need.

Mr. Yoshise inquired as to whether we could recommend a reading course

Page 2
Memorandum - Committee No. 4
January 20, 1947 Meeting

from available books for members of the committee. I promised to look into this for them.


W. PIERCE MacCOY,
Adviser
Committee No. 4.

WPM/lh

cc: Mr. Hoover ✓
Mr. DeAngelis
Mr. Hare
Mr. MacCoy
Mr. Smith
File

GENERAL HEADQUARTERS
UNITED STATES ARMY FORCES, PACIFIC
Personnel Advisory Mission
Government Section

MEMORANDUM FOR FILE:

30 January 1947

TO: Mr. Blaine Hoover, Personnel Advisory Mission.

SUBJECT: Committee No. 4, Meeting January 13, 1947.

Those present:	Mr. Kasuya	Mr. Ohtomo
	Mr. Yamashita	Mr. Sumi
	Mr. Isoda	Mr. Nagata
	Mr. Hirose	Mr. Tsuzaki
	Mr. Takayanagi	Mr. Kanazashi
	Mr. Nikaido	

The committee submitted replies to the first five questions on the preliminary questionnaire which we had submitted to them on the subject of "Training". We spent the entire time reading and discussing the first half of their replies.

from that to
They have broken the report down according to ministries. It was discovered that there is some difference in the nomenclature which they usually employ for which we are accustomed. For example: Throughout their report they used the word "cadet" when they mean to imply that the individual is a university graduate. They stated that they had no intention of indicating that the schools were military in character.

I found that it was necessary to explain certain phases of what we meant by "in-service training" and "on-the-job training". The Japanese apparently are not familiar with either term.

At the request of the Japanese members, we have established Monday at 2:00 P.M. as the regular meeting time for this committee. Any special work with members of the committee will be conducted at other times during the week.

W. Pierce MacCoy
W. PIERCE MacCoy,
Adviser,
Committee No. 4

WPM/lh

cc: Mr. Hoover
Mr. DeAngelis
Mr. Hare
Mr. Smith
Mr. MacCoy

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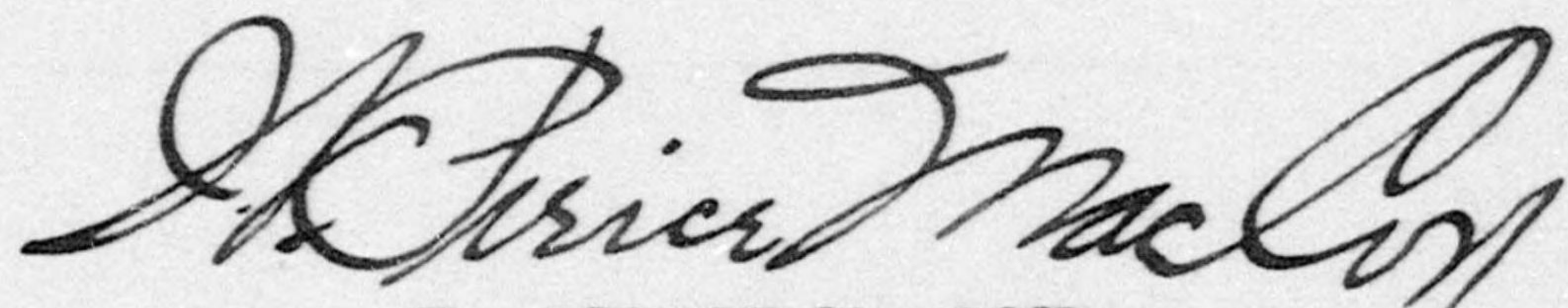
GENERAL HEADQUARTERS
UNITED STATES ARMY FORCES, PACIFIC
Personnel Advisory Mission
Government Section

15 January 1947

MEMORANDUM

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.
SUBJECT: Conference Room for Committee No. 4.

It will be appreciated if arrangements will be made for the same conference room which we used on January 10th and January 13th to be available for Committee No. 4 every Monday from 2:00 P.M. to 4:00 P.M. until further notice.



W. PIERCE MacCOY,
Member,
Personnel Advisory Mission

WPM/lh

cc: Mr. DeAngelis
Mr. Hare
Mr. Smith
File

Jan 20

1/15/47
Scheduled for -
Mon 20 - Jan
Mon - 27th Jan.
Informed Mr. MacCoy.
RH -

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Personnel Advisory Mission
Government Section

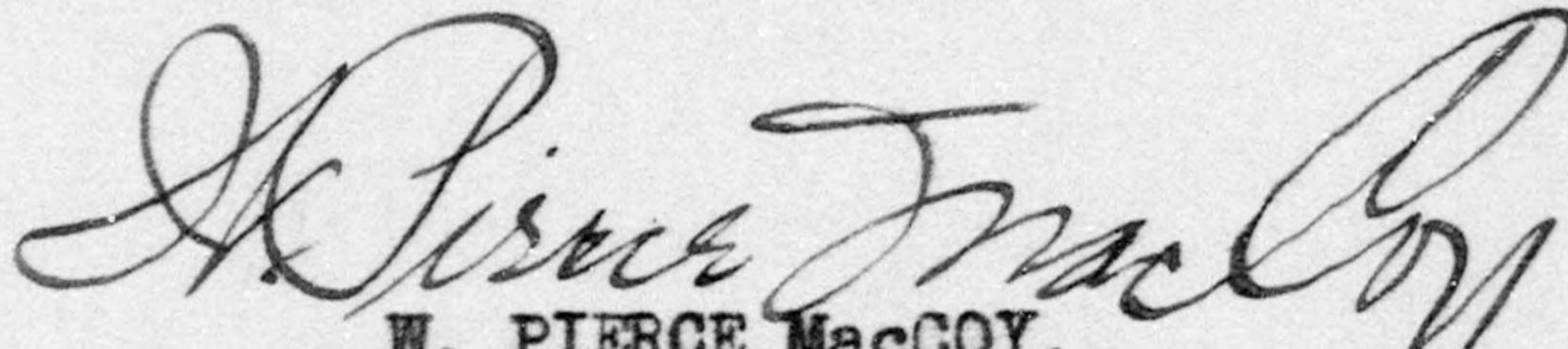
10 January 1947

MEMORANDUM

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.
SUBJECT: Next Meeting of Committee No. 4.

At the first meeting of Committee No. 4 it was readily recognized that we would not be able to cover our entire subject matter in one meeting. Therefore, a subsequent meeting was tentatively arranged for 2:00 P.M. on Monday, January 13th.

It will be appreciated if arrangements will be made for the same Committee Room which we used on Thursday to be available to this committee for two hours commencing at 2:00 P.M. on January 13th.


W. PIERCE MacCOY,
Member
Personnel Advisory Mission

WPM/lh

cc: Mr. DeAngelis
Mr. Hare

Called - 1/10 -
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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

FILE

Personnel Advisory Mission
Government Section

10 January 1947

MEMORANDUM FOR FILE:

TO: Mr. Blaine Hoover, Personnel Advisory Mission.

SUBJECT: First Meeting of Committee No. 4, January 9, 1947.

Committee No. 4 had its initial meeting at 2:00 P.M. on Thursday, January 9th, and the following representatives of the Japanese Government were in attendance:

Mr. Kasuya	Mr. Hirose
Mr. Yamashita	Mr. Hirai
Mr. Isoda	Mr. Takayanagi

Mr. Narumi sat with me to assist in translations. Only the first five questions under the heading "Training" were discussed during the hour.

I first encountered a question in the minds of the Japanese as to the definition which we used to apply to the word "employees". After a series of questions and cross questions, I made the decision that the word "employees", as utilized in the questions in our initial inquiry, would cover all employees under the direct jurisdiction of the national government and the prefectural governments. The report which the Japanese will make in reply to our questions will be divided into two parts. Under one heading will come those employees who are unquestionably employees of the national government receiving their salary, wages or other form of remuneration direct from the national government. Those individuals who receive salaries or wages from prefectural governments or government subsidized industries will be listed under the heading "prefectural employees". Briefly, the reasoning back of this is that according to Mr. Yamashita and Mr. Isoda the national government gives money in lump sum to the prefectures where, to their minds, it loses national identity and is disbursed as prefectural funds. I feel that the meaning is not even yet too clear in the minds of the Japanese themselves and, therefore, I preferred to allow them to make the break in numbers which seemed logical to their minds, yet attempting to assure to ourselves that no employees would be omitted from their tabulations. I think this is a point we shall all have to watch very closely since the confusion is as much in the minds of the Japanese Government as it is in our own minds.

ingestively

Page 2

Subj: Committee No. 4

I inquired as to whether the representatives of the Japanese Government serving on this committee had in mind the establishment of a civil service system which would cover all so-called government employees and prefectural employees or whether they had in mind a civil service system which would cover only the individuals they define as government employees. Mr. Yamashita, speaking for the committee, assured me that they intended the establishment of a civil service system that would cover all employees, whether they were paid directly by the government or paid through prefectural or local governments. This would apply whether the prefectural or local governments received part or all of their funds from the national government. The entire committee agreed on Mr. Yamashita's interpretation.

I found that the idea of what we term "in-service" or "on-the-job" training was an entirely new idea to the Japanese. They have a tendency to think only along the lines of prolonged class-room instructions which is typified by their police training school. After a lengthy discussion and the use of many examples in a variety of occupational fields they commenced to see the possibility of the use of our type of on-the-job training and were extremely enthusiastic about the use of this media ~~for~~ increasing efficiency of employees. In fact, they were so enthusiastic that I became afraid that they might attempt to return to their various offices and immediately install their concept of such training. I warned against any precipitous attempt to install new or partially understood procedures and pointed out that the Japanese civil servant and the efficiency of their civil system would be best served if they waited until the entire idea of the new civil service was worked out to the last detail and formally enunciated before partial installment of any of its component parts. They indicated that they understood the wisdom of this reasoning and further agreed to curb their enthusiasm at this time.

They found the idea, that any individual in the government service could and should be permitted to take specialized training to better equip himself for both more efficient service on his present job and for the opportunity of promotion to another job, extremely exemplary but a little hard to assimilate on the basis of a continued operation in an office. This mental approach is not hard to understand when we recognize that the Japanese have been so thoroughly grounded for a great many years in the idea that you must be a university graduate, and that of only a few recognized universities, to be permitted the opportunity of promotion.

This particular point caused a lengthy discussion of the fifth question under training relative to training's impetus on the possibility of promotion and transfer. Mr. Isoda insisted originally that such a system to promote promotion and transfer particularly between ministries was not necessary in the Japanese form of government because of the high degree of specialization in each particular ministry. Rebuttal comparisons were

Transferring

drawn between ministries in Japan and departments in the United States having similar subject matter. Unfortunately for Mr. Isoda's contention, he selected the Ministry of Finance as an example to prove his point relative to the high degree of specialization necessary and therefore the lack of possibility of ~~training~~ individuals with such specialization from the Ministry of Finance to any other ministry. It was not hard to point out the error in his reasoning since finance trained individuals are usable in practically every branch of the service both because of the diversity of background training required by finance men initially and secondly, because of the sound foundation for supervisory work that is acquired by men naturally involved in financial pursuits. I might not have been so fortunate in refuting his arguments had he selected some highly specialized field such as Forestry or Agriculture, though I proceeded to make the point that even in the field of Forestry technically trained men, because of their own individual innate abilities, very often made excellent supervisory material at high levels.

The Japanese members of the committee expressed themselves as being highly pleased with the new ideas, which we had injected through our questions on training, and professed to understand the English terms as utilized in the questions.

The last fifteen minutes of the period were used to discuss the overall civil service picture as the Japanese now conceived it in operation in their government. This elicited the information that there is no overall civil service authority governing the employment of government employees as we understand it. The Bureau of Legislation governs the examinations of the higher civil service examinations which covers the entrance only of individuals into the Class 2 civil service position. Each ministry is permitted to conduct its own examinations for individuals applying for entrance as Class 3 civil service employees. There is no supervision exercised by the higher civil service examining body over the examinations given by the ministries. Therefore, the committee members readily admitted that their might be a wide difference in the examinations given by various ministries, the results obtained by such examinations and interpretation placed on the results. Mr. Isoda stated that the regulations provided that individuals passing the civil service examination for Class 3 officials was the only examination they were ever required to take and this then permitted them to be considered for promotion at a later date to Class 2 officials. Mr. Yamashita disagreed with this and stated that while the regulations indicated that the promotional possibilities existed, as stated by Mr. Isoda, the actual fact was that unless the individual held a degree from an acceptable university he had no possibility of ever being promoted to a Class 2 official. After several minutes of discussion between members

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of the committee, Mr. Isoda agreed that this was true. I then made the point that unless the members of the committee were willing to be perfectly honest with me and with the members of the Mission and discuss openly and frankly the various questions which would be raised by members of the Mission that there was no use in our being here and we might as well pack up and go home. I pointed out that every government has rules and regulations which are entered on their books and which are very high sounding in principle and operation, but that actual practice is different from the wording of the law or regulation. In our endeavor to assist the Japanese Government in establishing a sound civil service, we must know exactly and honestly the way their present system functions and not just what is written in laws or ordinances. We discussed this particular point quite frankly for several minutes and it was agreed by all members that this was the only way in which their group and ours could adequately meet the problems which the Japanese Government is facing and which they have an honest wish to correct. Therefore, it was agreed while they would give us the information the way it was published they would also quite frankly give us the actual facts of its operations. The meeting ended on this note.

For the record I would like to enter here, the young man who has been assigned to us by SCAP as translator, Mr. Narumi, did an excellent job, not from the standpoint of translation but rather from the point of understanding the subject matter and several times entered into the discussion in the Japanese language with the members of the committee to clarify points that I had made. Following these discussions it was possible for Mr. Narumi to give me a clear and concise picture of what the committee were trying to say and each time the members evinced thorough agreement with Mr. Narumi's interpretation of their meaning. I don't intend to give the impression that he was perfect but rather that I was agreeably surprised at his rapid grasp of the subject matter in the field of civil service and that I was extremely pleased with his assistance during the hour's conference.

As a sidelight, I opened the conference with a frank statement to the members of the committee that I did not understand Japanese and begged their indulgence and patience while I learned the pronunciation of their names. I pointed out also that I had a very bad habit of talking too rapidly; that the members of my own staff at home were forced to call this to my attention very often, therefore, I did not wish them to feel embarrassed if they found English words utilized in the conversation which they did not understand and to feel free to stop me at any point and request clarification of words, meaning, or request that I slow down my speech or

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clarify my enunciation. They appeared to appreciate this attitude and the results of the meeting were very gratifying because we encountered no difficulties of this kind, which they ~~did not appear~~ ^{to seem} ~~to seem~~ ^{to be} embarrassed to go over and over a particular point until they were satisfied that they definitely understood the meaning which I was attempting to place in the words used.


W. PIERCE MacCOY

WPM/lh

cc: Mr. Hare
Mr. DeAngelis
Mr. MacCoy

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section
Personnel Advisory Mission
(Internal Memorandum)

Blaine Hoover
12/19/46

19 December 1946

TO: Members of the Mission.
FROM: Mr. Blaine Hoover.
SUBJECT: Committee on Training of Japanese in fundamentals of Public Personnel Administration.

Confirming oral arrangements: a committee is hereby constituted to plan and administer a training program for selected Japanese in the fundamentals of public personnel administration. Personnel of the committee will be Mr. W. Pierce MacCoy, Chairman, Mr. Manlio F. DeAngelis and Mr. Robert S. Hare.

Blaine Hoover

Blaine Hoover, Chairman,
Personnel Advisory Mission

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

Government Section
Personnel Advisory Mission
(Internal Memorandum)

Handwritten:
12/17/46

17 December 1946

TO: Members of the Mission.
FROM: Mr. Blaine Hoover
SUBJECT: Committee on Japanese Government Organization.

Confirming oral arrangements: a committee is hereby constituted to study and report on the organization of the Japanese Government. Personnel of the committee will be Mr. W. Pierce MacCoy, Chairman, Mr. Manlio F. DeAngelis and Mr. Robert S. Hare.

Handwritten signature: Blaine Hoover
BLAINE HOOVER, Chairman,
Personnel Advisory Mission.

BH/lh

Class

Government Section
Personnel Advisory Mission
(Internal Memorandum)

17 December 1946

TO: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission.

FROM: Mr. W. Pierce MacCoy.

SUBJECT: Central Personnel Office -- Finance Ministry Activities.

On Monday, 16 December 1946, Mr. Tropp, Chief of the Classification Wage Section, Civilian Personnel Division, War Department, Tokyo, informed me that he had been working with several employees of the Japanese Government from the offices of the Ministry of Finance on the establishment of a classification system of the Japanese Government. He stated that he had been working with this group for several weeks and that they had evinced an interest in not only establishing the classification system generally within the Government structure but also in classifying the positions presently filled. To assist them he had provided the Ministry group with copies of the individual classification survey sheet used by the War Department. This sheet is in questionnaire form and is intended for completion by the individual employee to indicate duties performed, percentage of allocation of time to such duties, supervision exercised, supervision received, and similar pertinent information which may assist the classification analyst to properly allocate the position according to Civil Service standards.

Using the War Department sheet as a model, the group from the Ministry of Finance have constructed a similar form for their use in conducting an internal classification system. Unfortunately, the form uses words and terms with which, I am sure, the Japanese are unfamiliar. Mr. Tropp stated that he didn't know whether the group had commenced to use the survey sheet as yet or not but he felt sure that a supply of the forms were already for use. I gave the Japanese form a ~~perusary~~ cursory inspection and felt that it is totally unsuited for the uses for which it is intended on two counts

- a. The use of terminology for which the Japanese employees had not been properly prepared to understand, and
- b. Rudimentary mechanical imperfection in the construction of the form.

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To: Mr. Blaine Hoover

Subject: Central Personnel Office
Finance Ministry Activities

17 Dec 1946.

I gave Mr. Tropp no instructions nor did I make any comments on the form preferring rather to discuss the matter with Members of the Personnel Advisory Mission to decide what action we wish to recommend.

W. PIERCE MacCOY, Member,
Personnel Advisory Mission.

WPMC/lh

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

Government Section
Personnel Advisory Mission
(Internal Memorandum)

JRH
12/17/46

17 December 1946

TO: Members of the Mission.

FROM: Mr. Blaine Hoover.

SUBJECT: Central Personnel Office -- Finance Ministry Activities.

Preliminary to and with the object of putting Central Personnel Office -- Finance Ministry activities relating to Japanese personnel administration under control, it is requested that each member of the Mission submit to the undersigned today a memorandum supplying such information as he has concerning the details of these activities to date.

Blaine Hoover

BLAINE HOOVER, Chairman,
Personnel Advisory Mission.

BH/lh

Mr Mac Coy ✓