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NOTES CONCERNING CONFERENCE BETWEEN PERSONNEL  
ADVISORY MISSION AND MEMBERS OF COMMITTEE  
NO. 1 HELD 7 FEBRUARY 1947, 1000 to 1200  
IN THE GOVERNMENT SECTION CONFERENCE ROOM.

Present:

Mr. Blaine Hoover, Chairman  
Mr. W. Pierce MacCoy ) Members of  
Mr. Robert S. Hare ) Personnel  
Mr. M. F. DeAngelis ) Advisory Mission  
Mr. Douglas Smith  
Mr. X. Narumi, Translator  
Miss L. Hamre, Secretary

Mr. Maeda  
Dr. Asai  
Mr. Isoda  
Mr. Miyake  
Mr. Kanazashi  
Mr. Kasuya  
Mr. Yamashita  
Mr. Miasawa

\* \* \* \* \*



MR. HOOVER: Gentlemen, sit down. Mr. Kanazashi, I wonder if you will be kind enough to interpret for me this morning?

MR. KANAZASHI: Yes, I will be pleased to.

MR. HOOVER: Gentlemen, if you are ready to proceed I think I shall begin by reading to you the reports from the three committees, Nos. 2, 3 and 4 to which I have directed your attention in a memorandum which has been distributed to you.

The first is a summary report of activities of Committee No. 2, Position Classification and Pay for January, 1947. Mr. Hare is the Advisor of that committee.

Mr. Kanazashi, would you like to cover what I have said to that point?

MR. KANAZASHI: (Translated the above)

MR. HOOVER: (Reads memorandum entitled "Summary Report of Activities for Committee No. 2, Position Classification and Pay, for January, 1947.")

Mr. Kanazashi, would you like to translate that?

MR. KANAZASHI: I do not think it is necessary.

MR. HOOVER: Is there anyone present who does not understand? (No response from members of Committee No. 1.) If that is so, it relieves me a great deal. (Mr. Hoover continues reading report of Committee No. 2.)

Are there any questions concerning the meaning of the text that I have read?

MR. MAEDA: Mr. Hare, what does "small position coverage" mean?

MR. HARE: We mean that we would only survey the positions in a few organization units and that the number of positions covered would represent a relatively small percentage of all positions in the Japanese Government.

MR. HOOVER: Are there any other questions? (No response from members.) (Mr. Hoover reads "Summary Report up to 5 February 1947 for Committee No. 3 covering Employment Statistics, Recruitment, Examinations and Appointments," Mr. Mr. F. DeAngelis, Advisor.)



MR. HOOVER  
(Continued)

Are there questions concerning the meaning of any portion of that report? (No response.) If not, I will proceed with the Summary Report on Activities of Committee No. 4 for the month of January, 1947. Mr. MacCoy is Advisor of Committee No. 4. (Mr. Hoover reads report.)

Are there any questions concerning the meaning of the report of Committee No. 4. (No response.) If not, I desire to turn attention next to "Agenda of Committee No. 1 meeting on February 7, 1947," prepared by Mr. Maeda. (Mr. Hoover reads the agenda.)

Are there any questions on Section A as to the meaning? (No response and Mr. Hoover reads Section B of the agenda.)

Are there any questions concerning the meaning of the text? (No response.)

It is interesting to observe the extent now to which our minds seem all to be running in the same channels. I see in this agenda presented by the Japanese members of the committee many questions which the techniques referred to in the report of the first three committees are designed to answer. I think if there is no objection I should like to go back and discuss the report of Committee No. 2 and see where it leads us to in respect with some of the questions which are resident in the minds of you gentlemen and, I confess also, in my mind.

We have before us here beginning with the third paragraph of that report a suggestion. I wonder whether it is one that has received thought on the part of the members of the committees. Dr. Asai, you are very close to that. Have you given thought to the need for extending your studies to something specific.

DR. ASAI:

Nothing in mind.

MR. HOOVER:

I think by way of clarification I may say this and I will ask Mr. Hare particularly to follow me closely and check if he has any correction or addition. The procedure of the committee, let us confine ourselves to Committee No. 2, up to this point has been, and probably in the light of our usual techniques, that of asking a certain number of questions which have a rather general scope. Is that a correct statement, Mr. Hare?



MR. HARE:

Yes.

MR. HOOVER:

Now as a result of the asking of those questions, there has been brought into us much material. The material naturally like the questions is general in purport and application. That procedure of developing general questions is, I think, not peculiar to the situation here. It is the first step, I believe, usually employed when we undertake the analysis of a condition in any one of our agencies. Is there anything that should be added to that, Mr. Hare?

Now the next step is possessed of that information of general sort to reach into an actual working situation, not on a general basis but on a specific basis, analyzed from the standpoint of the functions under review of that particular situation from top to bottom for the purpose of obtaining additional facts, and strangely it always develops without observing the inter-relationship of facts. Many times the facts that are developed in that second step show inter-relationships which were not suspected in the first group of answers but which are very helpful in developing a plan for dealing with a situation and also very helpful in avoiding mistakes which might be made if you didn't realize implications of some of these things.

Have you anything on that, Mr. Hare?

MR. HARE:

No.

MR. HOOVER:

Now that has other values. In the first place to undertake as of February 7th to make a classification study of the entire Japanese Government all in one lump (all at once) is to undertake a tremendous task wherein you have ~~two~~ weaknesses notably, and probably others. First, you would not be aware of many of these problems of inter-relationship. You would not be aware of many of the specific problems that have come out in a smaller study and, consequently, you would fail to ask; you would fail to observe; you would fail to take into the scope of your larger studies certain elements that should be there and suggested to you by the smaller study.

Second: You would be weak. Your staff (in this case the staff of the Administrative Research Bureau) would not have had any experience in running such a review and in digesting the results of it. You would be putting



MR. HOOVER  
(Cont'd)                   them up against a maximum load without having given them the training, the viewpoint that they need for it.

MR. HARE:                   I could add one more thing. With your smaller studies you have the opportunity to try out your methods and test them in actual experience but trying them without a test is a more difficult job.

MR. HOOVER:                Mr. Yamashita, have you a thought on this. I understand that this is not in line with your committee, but I am eager to bring all of the thoughts of the group in the exchanges.

MR. YAMASHITA:            The second committee is going to be a classification committee? Is that so?

MR. HOOVER:                That is the committee that is studying the problems of classification and pay for general discussion of this committee.

MR. YAMASHITA:            Do you think it would be better to have a special committee for studying classification only. I don't know whether it is better or not, I am only asking you.

MR. HOOVER:                Yes, I think that is a good point to consider. You, gentlemen, in the Administrative Research Bureau are ~~fully~~ interested with respect to the future. I am going to ask Mr. Hare for his reaction.

MR. HARE:                   The purpose of a pilot study for the members of the committee here would not be to install a system of classification but rather to further mature our ideas as to what type of classification would be appropriate in a Japanese situation. This is not a study to install a system, it is an organized study to further develop our own competence with respect to determining what kind of system is appropriate here.

MR. HOOVER:                Now to the question as to whether members of the committee should be selected men who will be more or less permanently in classification work. I should like very much to have Mr. Hare's reaction on that.

MR. HARE:                   Of course, the assignment of members to the committee has been the responsibility of the Administrative Research Bureau and I do think that it will be most helpful if the men on the committee are those who will have the interest in it and future responsibilities in it. You notice in an early part of the committee report that we are going to have



MR. HARE:  
(Cont'd)

a number of seminars or discussions on classification and one of the objectives is to assist these folks and to get our own ideas straight but the people that would get most out of it are the people who are going to do something about it.

MR. HOOVER:

This group that has been working as Committee No. 2 has been working as a group now for about five weeks. Mr. Hare has invested quite a little time and effort in instructing them. During the month of February he will be conducting a series of seminars for the further instruction of the group. To my mind that suggests two things. First that possibly we should consider not destroying the present committee but rather add to it men who will be permanently interested so that we retain what training we have given you men. Second: That any additions that are made to the committee should be made immediately in order that the new members may have the benefit of this organized instruction by Mr. Hare.

MR. HARE:

I would like to add to that as purely a personal note. I would like to say that the members of my committee are one of the most intelligent group of people I have run across and I would hate to lose them.

MR. YAMASHITA:

Those members composing the Second Committee are not the men who have the wishes to be the classification experts in the future. The second committee is going to study whether the classification system can be applied in Japan or not and secondly what kind, if you find a classification system is very good? What classification is to be practiced in Japan? If a classification system is to be applied in the Japanese Government, then the members of the classification mission should be reformed. They should be experts in classification.

MR. HOOVER:

May I say this and it applies not only to classification but applies to each sub-division of the personnel program. That when we have decided what we want to recommend to you for Japan it is part of our program to see that the men who are to carry on in Japan are men who have received organized instruction. We don't want to just leave it on paper. I have the feeling if there are any men in your organization who desire to be classification experts they should be brought into the committee at once in order that they may have the benefit of the training.



DR. ASAI: I appreciate the need for training a staff of technicians, but Rome cannot be built in one day. The way it is now, it is quite difficult to train a staff of technicians.

MR. HOOVER: That is your point, Dr. Asai. There is a difference between the functions of this committee and the functions that are to be performed after a classification system is adopted. Is that right? Well, I think we are all clear on that now. I have a feeling there is still some belief that we might gain a little by having men in the work who will continue on. That is your point. Now isn't it possible that both ideas can be served here. That is, we can if you know of any men that you want to use permanently in that connection add them to Committee No. 2 at this time but that does not preclude the possibility that when we have done our part and have turned the thing over, you constituting other groups of technicians and we will provide directly or indirectly for their training.

MR. MIASAWA: Today I am observing. Let me say one word. I don't think it is very practical to constitute a new separate committee on the problem of classification. If there are persons who will study the problem and to dedicate their entire lives to that study such persons should be added to the present committee. I do not think it will be possible to find such persons now in Japan. If there are such persons they should be added to the committee and they should study together.

MR. HOOVER: Whatever is done should be by way of addition to the present committee and not by reconstruction of the committee. I wonder, Mr. Yamashita, if that wouldn't be satisfactory to you.

MR. YAMASHITA: At the present stage I think that is alright but I don't know what would be the determination, that is to say, whether we are going to adopt the classification system or not and secondly, what kind of a classification should we adopt. Those problems should be discussed in the second committee in the future and some determination reached, then the reformation of the committee can be considered. Otherwise, we don't know whether we are going to adopt the classification system or not. To add those men who will be experts will be impossible without determining whether we will adopt the classification system or not.

MR. HOOVER: Then, gentlemen, does our combined thinking come to this? Am I correct in assuming that the pilot study would be a good thing.



MR. MAEDA: Yes

MR. YAMASHITA: Yes

DR. ASAI: Yes

MR. HOOVER: That you feel that a pilot study is a proper technical step at this point? Then I think you are in agreement in this way. That you make no present great changes in the committee. That you won't take any one off. If you want to add that will be acceptable providing it is done within the next two or three days. That the committee will go on under Mr. Hare's technical advisorship and develop recommendations which will come back to you as a result of those recommendations. If a classification plan is decided upon, then provisions will be made for a proper technical staff. That is the thinking of the group? Does everybody agree? Am I misunderstood at all here?

MR. MAEDA: 4a of the Agenda. "Have you formed any idea as to the possibility of introducing such a classification system as is used in the USA?" May I understand that your answer to this question is rather "no".

MR. HARE: No, this has to be very general in thought but it would appear to me that wherever there are jobs and wherever there are different jobs, different duties, different responsibilities, you have a basis for a classification system. In the United States there would be a number of variations of the type of classification plan.

MR. MAEDA: Pilot study is just to find what possibility of introducing a classification system?

MR. HARE: Part of it, also to answer some of the questions you have raised under the questionnaire.

MR. HOOVER: This mission, gentlemen, is not here to, shall I say, sell you any particular plan. That isn't our approach. We are not interested in that. We are here rather as scientists in the sense that we have spent our lives in this work to try to carry out and recommend to you that thing that is best here. We don't care whether it has ever been used before as long as it is scientifically in terms of the working conditions in Japan.

MR. MAEDA: That is what you say every time.



MR. HOOVER: I want to keep that clear. The United States system keeps coming up and ~~our~~ Mr. Hare is in the unfortunate position of being a very great expert on that system and on others, and he is also an expert on other systems. What is probably the best book that has been turned out on position classification is the one in which Mr. Hare was the co-author, a member of the National Committee. Mr. Hare's approach is as a scientist. With respect to many of your questions if our approach were less scientific we could answer you with greater assurance today.

MR. MAEDA: Why does he want to make this pilot study? We want to know exactly what merits this system of classification has.

MR. HARE: Let us look at the report. I think we gave three good reasons why we think the pilot study should be given but I think Mr. Hoover has added others.

MR. MAEDA: Why is the pilot study necessary? Why is the classification system good?

MR. HARE: Why the classification system is good? I haven't recommended one.

Why do you suggest that we give you advice on the classification system? You answer that one. In other words are you approaching it scientifically as you want me to approach it?

MR. KANAZASHI: What are the good points, the merits of the classification system? As he says it is very foolish question to you but Mr. Maeda wants to be clarified on that point.

MR. HARE: I think that is one that will take quite a little time. It is tied into the whole system of personnel administration. One of the things undoubtedly is to try to pay the same salary to people who do the same work. That is one of the objectives of a sound classification system.

MR. KANAZASHI: Equal pay -- equal work. No unequal pay for the same work?

MR. HARE: We know from our own experience that classification is a sound business proposition in a big government. Now there isn't any question about that. It is practiced even in smaller government units.

MR. MIASAWA: In applying that system to Japan you must first study the conditions.



MR. DeANGELIS:

I think the use of the word "technical" and "scientific" used in connection with the pilot study may be a bad term in Japan because when we use the word "technical" we don't mean the same thing as you Japanese mean by the use of your "technical" as applies to certain officials who are apart from and separate from administrative officials. Actually this personnel work is one of the main tools of administration. The person who is in charge of a bureau or section is in charge of administrative work. Such administrative officers need to know how jobs should be classified in order properly and efficiency supervise the work of subordinates. Therefore, your young men who consider themselves administrative officials should not be concerned by our use of the word "technical". We do not mean that by doing it, they become "technical" officials in the sense you are used to thinking of it.

MR. MacCOY:

Does that clarify your question: "Why the pilot study at this time?" Why we want to have one?

MR. MAEDA:

I want to know what are the exact merits of the classification system? If a classification is not a good thing, there is no need to make a pilot study.

MR. HARE:

A little more about the pilot study. We really mean a study on a relatively small scale of some organization, possibly two or three, in which we would try to work out and develop a sound approach and find out whether things are so good that there would be no advantage in having a position classification system or whether that is not so. Now position classification isn't the answer to everything as it is no panacea, no cure all. In a big organization like you have here and in the States, one of the most important thing to deal with is "employee morale". The way they feel; the way they are being treated; are they being treated fairly from the employees' standpoint. Every employee feels that if he is doing the work that other men are doing they should be paid the same as the other fellow. The taxpayer has an interest in that he is not paying too much for some jobs. They are interested in paying enough to get competent people in the service. You don't get efficiency in any service by just adding people. You have to have competent people. That is the interest of the taxpayer in position classification. Then you have the interest of the government official himself who is responsible to see that he has an efficiently operating organization. The morale of his own employees and efficiency of the work they are performing generally indicates that



MR. HARE  
(Cont'd)

that there are a number of interests involved in this. It doesn't answer all questions but it is a material aid in personnel administration.

DR. ASAI:

The new Constitution must give to our public officials some rational and scientific basis of their duties and responsibilities. It is, I think, a system of classification because it is based upon equal pay for equal work.

MR. YAMASHITA:

Pilot investigation -- is it to tell whether the classification is suitable for Japan or not, or what kind of classification. You mean to say that you investigate a certain group until you find out what kind of classification is suitable or if you are going to practice it in a certain group of administration? Perhaps Mr. Maeda would think it a good idea if he thought you were going to investigate first before practicing the classification system.

MR. HOOVER:

I believe Mr. Kanazashi has something to present.

MR. KANAZASHI:

Although there have been some changes after the war, so far as the equal pay for equal work, it has already been existing in the Japanese system. Therefore, I raise the question whether in order to achieve the objective equal pay for equal work, the classification system is absolutely necessary.

MR. HARE:

You say that you already have equal pay for equal work? Is that what you are saying?

MR. KANAZASHI:

Yes.

MR. HARE:

What about the duties of the section chiefs? You say all section chiefs receive the same pay? Are their duties and responsibilities the same? This should relatively be an easy example because there are not many such positions. The title of the position doesn't always indicate what a man does. I don't know whether this situation exists in Japan but it is not infrequent for a man to hold a very small unimportant job while another one with the same title has a most important job. It is the difficulty of the duties and the responsibility and importance of what they are doing that determines whether they should be in the same "class" -- not the title of the position.



MR. MAEDA: Two chiefs of sections should be different. That is the basis for a position classification plan?

MR. HARE: Mr. Maeda is completely right if it proves out that all section chiefs have duties of the same level, then there is much less work to do than we had expected.

MR. HOOVER: I take it that the group wants to go ahead now with pilot study and we will instruct Committee No. 2 to make its plans and proceed. Is that agreeable to everybody?

Now then our time is getting short so I am going to skip briefly over these other reports. I believe, Mr. DeAngelis, that you had no specific recommendations in your report.

MR. DeANGELIS: I merely want to call your attention to the matter of getting the basic employment statistics date for the total picture.

MR. HOOVER: Mr. MacCoy, have you any specific recommendations?

MR. MacCOY: No specific recommendations at this time.

MR. HOOVER: Mr. Maeda, did these questions originate with you? (Referring to "Agenda of Committee No. 1 meeting on February 7, 1947.")

Dr. Asai, there has been, of course, in this discussion that we have just had, reference to some of these questions. Now in the light of that I wonder whether we could possibly help the committee by asking what questions you would like to bring to our attention?

DR. ASAI: First part.

MR. HOOVER: With respect to Questions 1, 2, 4 and 5, I will take the liberty of speaking for the Mission in saying that we do not regard our studies as sufficiently exhaustive at this point to state opinion. With respect to Question No. 3, our program is briefly as follows: Now that you have given us the pilot study to work on, to have Committee No. 2 engage itself with that study. To have Committees 3 and 4 continue with their general study. The technical view and work is a little different. Classification calls for a degree of detailed study. This is not always necessary in all other phases of personnel work and within 2 or 3 weeks I hope to bring together the results of Committees 3 and 4 for



MR. HOOVER: further consideration of this committee and also to note at this time the progress on the pilot study. Our present effort is as rapidly as possible to accumulate facts and we are not permitting ourselves to reach any conclusions until we have sufficient facts. Does that answer your questions of February 7th, Dr. Asai?

DR. ASAI: Yes.

MR. HOOVER: Has anyone else a question?

MR. MAEDA: You have 9 weeks --  $3\frac{1}{2}$  months left. We would like to know your schedule.

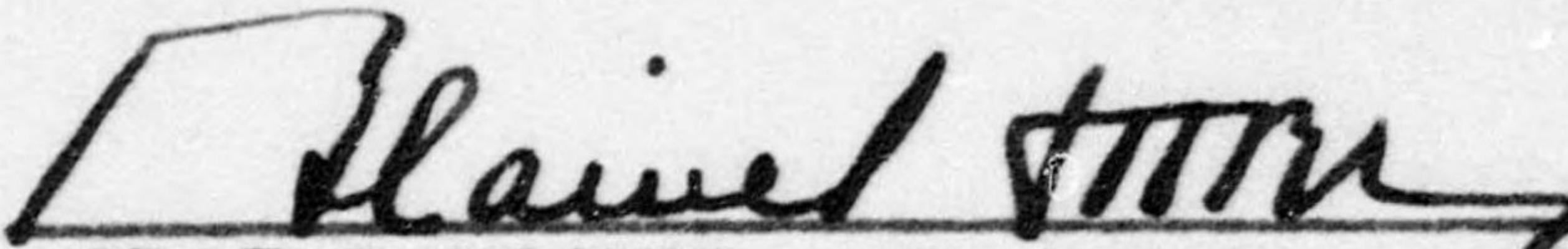
MR. HOOVER: To the 27th of February we are going to continue with our various arrangements of fact finding. The period then to about 7th of March we are going to do nothing but sit at a table as a Mission and discuss the facts we have for determining their significance. Then there is the period up to the 7th of April for developing such information as we can in the form of a preliminary report. The period following that is to be given over to discussion of it with you and with other experts in SCAP. Dates from that point on become variable depending upon other things which are concurrent. First is the prosecution of the pilot study. The other is the introduction at a very early date of discussions with you in regard to the establishment of a National Personnel Authority, sometimes called a Civil Service Commission. That is not intended to be a definite name. Are there any further questions, if not the meeting is adjourned.

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FOR DISCUSSION OF GENERAL COMMITTEE  
7 February 1947

I direct the attention of the General Committee (Committee No. 1) to the following reports from the Advisors of Committees Number 2, 3 and 4.

  
BLAINE HOOVER, Chairman  
Personnel Advisory Mission

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Summary Report of Activities of Committee No. 2,  
Position Classification and Pay, for January, 1947.  
(ROBERT S. HARE, Advisor)

This committee has held five meetings since its organization on 10 January 1947. Prior to the first meeting, certain preliminary questions were given to the Administrative Research Bureau for reply. At subsequent meetings these questions were discussed in order to afford a mutual understanding of their meaning and of the information required. To clarify the meaning of certain terms frequently used in position classification and pay matters, "working" definitions were given to Dr. Asai for duplication and distribution to all committee men. To further our understanding of the problems involved, a series of <sup>(summarized)</sup> lectures or discussions will be held with the committee on the fundamental principles of position classification and of their practical application to the situation existing in Japan.

In the last two meetings, replies to several of the initial questions on position classification and pay have been received and discussed.

From this information, which, because of time limitations, has been rather general, it is apparent that a position classification study of relatively small position coverage (that is, a "pilot study") should be undertaken as soon as possible by the Administrative Research Bureau. Some objectives of such a pilot study are:

1. To ascertain specific facts regarding the relationship of pay and duties performed among the various classes of employment in the Japanese Government.
2. To develop, and test through experience, effective methods for making a position classification survey in the Japanese Government



3. To develop and train a staff of technicians which, with the benefit of outside technical advice, will be competent to carry out position classification activities.

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Summary Report up to 5 February 1947 for Committee No. 3 covering  
Employment Statistics, Recruitment, Examinations and Appointments.  
(M. F. DeANGELIS, Advisor)

To date we have had 5 meetings of Committee No. 3 on January 10, 14, 21, 28 and February 4. In addition, the sub-committee on Employment Statistics has met twice, on January 24 and 31.

The primary objectives this past month have been to establish working relationships, to develop common understanding of terms, and to begin work on the replies to our inquiries. Dr. Asai and the members of Committee No. 3 have been most cooperative. I believe our objectives have been met and will briefly summarize progress under each as follows:

A. Establishment of working relationships:

The Committee has found it advisable to divide itself into 4 working sub-groups, one for each major topic. However, only the one dealing with Employment Statistics meets as a sub-committee since it deals with a broad subject that requires considerable study to obtain many basic facts that are needed by all the committees. The Administrative Research Bureau staff have working groups for each of the other topics, Recruitment, Examinations, and Appointments, but meet as the whole Committee No. 3 to discuss their work.

B. Development of common understanding of terms:

In discussions of the preliminary inquiries and draft replies, and in answering questions raised in the Committee meetings, we have spent quite a good bit of our time on definition of terms and clarification of ideas. The results of this are beginning to appear already, as it enables us to go much faster from now on in developing materials.

C. Preparation of replies to our inquiries:

In this area, the greatest progress has been realized during the past week. The staff members have made a real effort to schedule the preparation of replies to our inquiries and have already submitted several replies that present significant facts and provide sufficient detail to be useful.



Thus far our greatest problem has been with Employment Statistics for there is no central source in the Japanese Government where data is available covering all persons who work for the National Government. This has been further complicated by the fact that it is most difficult to find the exact lines of distinctions between those persons who work for the National Government and those who work for local Government units. However, progress has been made, and considerable data is being prepared from the source material collected by a recent survey of the Allowance Bureau. More work must still be done by the Administrative Research Bureau to cover the areas of government employment, for which data is not available from the Allowance Bureau, in order to develop a complete picture and the sound facts concerning the nature and extent of employment that are necessary.

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Summary Report on Activities of Committee No. 4  
for the month of January, 1947.

(W. PIERCE MacCOY, Advisor)

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.



FILE

NOTES CONCERNING CONFERENCE BETWEEN PERSONNEL  
ADVISORY MISSION AND REPRESENTATIVES OF  
JAPANESE ADMINISTRATIVE RESEARCH BUREAU,  
HELD 8 JAN. 1947, 1030 TO 1150 IN THE  
GOVERNMENT SECTION CONFERENCE ROOM.

Present:

Mr. Blaine Hoover, Chairman		Mr. Maeda
Mr. W. Pierce MacCoy )	Members of	Dr. Asai
Mr. Robert S. Hare )	Personnel	Mr. Yamashita
Mr. M. F. DeAngelis )	Advisory Mission	Mr. Kanazashi
Mr. Douglas Smith		Mr. Kasuya
Mr. X. Narumi, Translator		Mr. Isoda
Miss L. Hamre, Secretary		Mr. Irie
		Mr. Nagata
		Mr. Hirai
		Mr. Hirosai
		Mr. Shibata

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MR. HOOVER:

When last we met on December 24th Mr. Maeda presented to us some papers prepared by Dr. Asai and Mr. Yamashita. These papers we have read with much interest. We had, before we received them, developed some questions in our minds in regard to the Japanese Civil Service. The very excellent papers that Dr. Asai and Mr. Maeda presented created other questions in our minds. Accordingly, we thought a logical and desirable next step would be to present certain questions for study and reply. Now I am going to give to you at this time some questions. I have only four because we did not expect as large a group as this this morning. (Copies distributed) I am going to suggest that we set up four committees. This is one in addition to those that I mentioned to Mr. Kanazashi the other day.

If you gentlemen are willing to accept my suggestion, it is that the first committee consist of Mr. Maeda, Mr. Yamashita, Dr. Asai, Mr. Miasawa and the four members of our Mission. That committee will have as its responsibility the coordination of the work of the other committees. Second: The observing of progress of the work of the other committees. Third: Consideration of problems of major sort and special kind.

Then there will be three other committees. The first of them for our Mission will be headed by Mr. Hare and will deal with problems of classification and pay. The second will be headed by Mr. DeAngelis and will concern itself with problems of recruitment including examinations and training. The third committee, headed by Mr. MacCoy, will concern itself with other aspects of Personnel Administration.

We shall be happy if the Administrative Research Bureau assigns its younger men to work with these committees. We hesitate, however, to restrict the work of these committees to the younger men. We have a desire in this situation for the experience and ability of the men whom I have named (Mr. Maeda, Mr. Yamashita, Dr. Asai, Mr. Miasawa) and we would be very happy if the Administrative Research Bureau were to name to each of those committees one of the last three named to serve as chairman and contact man for this group. Now I would like to discuss that for just a moment.

We recognize in that proposal a problem for this reason: That it does not square (it does not fit) exactly with your plan of organization. However, we have certain



MR. HOOVER  
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things in mind that we would like to accomplish. We would like to avail ourselves of the mature abilities of these men. Additionally, we would like to keep these men closely informed concerning the problems, the methods of investigation and the general thinking, and at the same time to give them the benefit of such ideas as we may throw into these groups, not leaving it with the younger men alone. There is a reason why it may not be too disturbing (there is a reason why it may not disturb too much). These committees are only temporary organizations.

I would like to make one point very clear. The sub-division of the subject that is made here is not fundamental to the sub-division of Civil Service as a subject. This is only a temporary breakdown of the subject for convenience in study. May I say this in general bearing on that point? The modern Merit System, or as it is sometimes called "Civil Service", is essentially an instrument of democracy. It accords the people the right through political processes to determine what public policy shall be. At the same time it insists that the administration of public policy so determined shall be efficient and economical. To make this possible, a number of programs have been developed within the field of public personnel administration. We propose to examine into all of these fields with you gentlemen and the eventual breakdown, the subjects and the weight or importance given to each in the Japanese situation may not conform to the breakdown that has been given in these papers. If you will accept this breakdown temporarily and follow us through all the thinking, we will eventually assist you in clearing it up and there will be no confusion.

With respect to each of the three committees that I named last. We have authorized the member of the Mission who is conducting that study from this point on to conduct independent study with you; to call meetings with you and to conduct those meetings, if necessary, without my presence or without the presence of any other member of the Mission. Mr. MacCoy has requested me to ask that the committee on the study he is conducting meet in this room at 2:00 tomorrow afternoon (Thursday). Mr. DeAngelis and Mr. Hare have asked me



MR. HOOVER  
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to request that the members of the committees on the study that they are conducting meet in this room Friday afternoon at 2:00 o'clock. It is not expected that you will at these meetings tomorrow and on Friday have the answers to the questions that have been given to you today. The purpose of those meetings is really to familiarize you with the questions. In other words, as of this moment no questions have been asked you. We are trying to give you a chance to read the questions and to prepare your own minds for discussion of them. They will be asked at the next meetings.

Now we have, gentlemen, about three quarters of an hour before 12:00 o'clock. There might be some saving of time and some contribution to the clarity of our thinking if we were to use those 45 minutes in running over some of the questions and discussing them informally. If there is no objection, I shall so proceed. Is that satisfactory? Alright, we will turn to the first page which is on Position and Classification. Mr. Hare, would you like to take over and read your questions?

MR. HARE: "Has job analysis and position classification for recruiting or pay purposes been utilized to an important extent by any large non-governmental industrial activity in Japan?"

MR. MAEDA: I think that answer would be "Never in Japan has the system of classification been utilized".

MR. HARE: If that is so, how has big business enterprise been organized? How has it been engineered from the standpoint of organization?

MR. HOOVER: Does anyone wish to have Mr. Hare discuss job analysis a little bit? Let me say that in most parts of the world there is a difference in the use of the word "job analysis" as applied industrially and in the public service. In industry there has been more emphasis where in public service it has been more related to the general aspects of the job in terms of general specification. In industry in Japan what, if anything, has been done in job analysis?

MR. MAEDA: To some extent there has been job analysis in industry but not so detailed or scientific as in America.

MR. HOOVER: Then we would be interested in knowing what kind of job analysis has been practiced in Japan. You have many large industries in Japan. Probably some of the engineering has been imported. What about the automobile manufacture and assembly. What job analysis techniques there?



MR. MAEDA: I think Mr. Yamashita can answer that question. He studied in America, in Pittsburg.

MR. YAMASHITA: I think it is a little bit different here than in America. It is very precise in America and we do not have such classification. For instance in the automobile industry, the designer for instance, the designer of the engines, we divide that from part of the engine division. Of course, I think you have a similar division but I can't quite understand what you mean by job analysis.

MR. HARE: I think we are bringing up things that can be better discussed at our meeting on Friday. As far as pay and classification are concerned, I would suggest that unless you gentlemen have some questions that we prefer to discuss these subjects when we can get together in a smaller group.

MR. HOOVER: Dealing with statistics, recruitment, examinations, appointments and also training; Mr. DeAngelis that is yours, would you like to proceed with it?

MR. DE ANGELIS: Let us not try to answer these questions today but if there are words or meanings that we can help make clear, let us get at that in our group meetings. The purpose behind these questions is to get a picture of who works for the government of Japan. Whether he is an official, an employee, whether he is a treated official, whatever the words are? We would like to know everybody so that we can tell the extent, the coverage, and begin to measure the quantity of the problem. Some of these questions that are in here on employment have a significance over on pay, and in terms of job analysis "kinds of work". There are questions about that and they may have significance over on retirement, pensions or other aspects so that this is a general question that cuts across many others. Have you any question about the purpose or the general scope of what I have mentioned?

MR. KANAZASHI: In asking us to supply you the information of men working for the Government, you have not mentioned about sexes; whether you like them to be divided by the sex.

MR. HOOVER: That is a matter for discussion in detail. It might be desirable if that is available, if it can be obtained.



MR. KANAZASHI: The statistics according to the sexes are not very complete. They are far from being complete.

MR. DeANGELIS: We want to see what is available and if it doesn't cover what needs to be done then to get the coverage.

Question No. 2. To introduce another subject raises the question of the national government in the central point, Tokyo, in the prefectures and in the local. How do you tell who is employed by which level of government? How do you clarify people on that point? What is your measure of separation among people? Is that a problem you are also working on?

MR. KANAZASHI: Yes, we are now proceeding on this line. According to the nature of the questions, some of them may be answered off hand and some of them may take time.

MR. DeANGELIS: We want to know what it will mean to get the information that we are asking. What studies may have to be made and we would want you to be very frank in telling us what you don't have and the problems in getting it. On the other hand there may be some of these items which you donot have which you would want to have and we can plan a study to get them so that it will help you and will help us in working together.

In connection with recruitment, I shall just touch on that briefly. The first question was "Make a list of the principal types of positions through which employment begins in the government?" Give us an estimate of each type, the number of the new appointments that may be needed next year beginning April for the budget. The idea there is to cover the kind of positions at which people begin to work. They are not working now for the government and then they come in, what do they come in as? Any special categories that exist? Give us the volume of recruitment. Do you wish to discuss that any, Mr. Kanazashi?

MR. KANAZASHI: (Silent)

MR. DE ANGELIS: Further down in those questions I ask a question in terms of the general standards by which people who might be considered for government work are disqualified. For reasons of sex? Residence or criminal record? What are the things you measure apart from qualifications in doing the job?

MR. KANAZASHI: Criminal record disqualifys, but not if a man is too old.



MR. KANAZASHI: Those seeking new employment; they would be disqualified if they are too old. It is not a general policy of the Japanese Government but a custom of each minister.

MR. DeANGELIS: Maybe we should find out by asking the ministries so that we have the facts on what they are actually doing.

MR. KANAZASHI: By asking the ministries you will get a greater picture of government candidates.

MR. DeANGELIS: These questions we are interested in as they will give us the picture of what is being done. Not what is supposed to be done. I will pick out one or two other points as we go down hastily.

In examinations, I ask two questions. One in terms of which positions are exempted from any examinations; and then the question: "To what extent are there positions that are subject to examinations of some kind?" Some of this information you have already given us in part. What we would like to do is to trash it all out to see how much more we need in connection with any given point.

MR. KANAZASHI: Is "pass examination" included in the term "examination"?

MR. DeANGELIS: I would say yes. We would like to get whatever the examination means. Any examination. And if there are more than one kind, we would break it down to the different kinds of examinations.

In connection with "appointments", and this is the last point. We are looking generally for a picture of the process step, step by step. When the person who is not working for the government becomes a government employee, what is that process? What steps do they take to become a government employee? Who does it? What do they do? What records are made?

MR. KANAZASHI: (Silent)

MR. HOOVER: Are there any general questions on that. If not, Mr. MacCoy would you like to go ahead with your section?

MR. MacCOY: I do not believe there is any point in going into the details of these questions. You have been very kind in your comments of what a fine system we have in the



MR. MacCOY:  
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United States but we have to find out first the kind of system you have in Japan because until we know that, we will not know how to help you to change the picture, to arrive at the things you want to create. We readily recognize that in spite of the complimentary statements that you have made about our system, that that or no other system can be picked up and handed to you. It has to be made out to fit you and what you need. That is why these questions are designed always to bring out the information as to what are you doing; what have you done; and why are you doing it. Having arrived at that and getting that information from you people, then we can suggest what we have done about similar steps; why we have done it; and whether it will fit your plan or not, and can be worked out between your group and our group. So when we ask certain questions that your answer might possibly be "Well, we haven't tried to do that thing in Japan", that is perfectly alright. That may be the very answer we are seeking because then we can show you why we finally got around to handling certain things in the manner in which we do. With these questions, which are very general in nature and which govern a large field, not all of the field I might mention of personnel administration, we are actually on a fishing expedition.

I think that covers all I want to cover generally.

MR. HOOVER:

There are two things that I would like to mention. First: I didn't know Mr. Irie was going to be with us or how much of his time he would be able to give us. I would like, if he can accept the responsibility, to include him in the first of the committees I named today. I want to ask him whether he can afford the time.

MR. IRIE:

Quite alright.

MR. HOOVER:

We shall be very glad to have him.

MR. IRIE:

I will try very hard to be with the committee, but special work in the diet may take most of my time. I will try to be with the committee as much as possible.

MR. HOOVER:

We understand your position.

Now the second point is: At this time it is our understanding of your governmental organization that inquiries to the other ministries are to come through the Administrative Research Bureau.



MR. MAEDA:

We desire very much that inquiries and answers be brought through that channel. That is the policy we have been pursuing. What do you call those committees?

MR. HOOVER:

The first headed by Mr. Hare will deal with problems of classification and pay. The second, headed by Mr. DeAngelis, will concern itself with problems of recruitment including examinations and training. The third, headed by Mr. MacCoy, will concern itself with other aspects of Personnel Administration. The above mentioned are the sub committees. Then we have the fourth committee consisting of Mr. Maeda, Mr. Yamashita, Dr. Asai, Mr. Miasawa, Mr. Irie and the four members of the Personnel Advisory Mission.

MR. MAEDA:

It is easier for us to call those committees by numbers instead of by names.

MR. HOOVER:

Well, we will quickly agree to that. Let us call them Committee 1, 2, 3 and 4.

Now, gentlemen, have you any questions which you would like to ask.

(Silence)

Committee No. 4, headed by Mr. MacCoy, on Personnel Administration will meet tomorrow at 2:00 P.M.

Committee No. 2 and 3, (No. 2 Classification and Pay) (No. 3 - Recruitment including examinations and training) headed by Mr. Hare and Mr. DeAngelis, will meet Friday at 2:00 P.M. Committee No. 2 at 2:00 P.M. and Committee No. 3 at 3:00 P.M.

Are there any other questions, gentlemen?

Many thanks again for being with us and we will look forward now in going ahead on these programs.

I would like to express an interest in the younger members of the group. I have a special interest in the work of younger men in any organization because they are the ones who will <sup>SOME DAY</sup> run things and it is important for them to inform themselves well and fully in those days when they are the junior members.



Personnel Advisory Mission  
Government Section

31 December 1946

MEMORANDUM

Conference December 28, 1946 ~~with~~: Supreme Commander of the Allied Powers and The Personnel Advisory Mission.

Brig. General Whitney and The  
Personnel Advisory Mission

In a conference Saturday forenoon, December 28, 1946, with Brig. General Whitney, he inquired how our work was progressing.

Mr. Hoover, for The Personnel Advisory Mission, replied that our first four weeks had been devoted largely to preliminary processes; that this study had taken two directions: (1) Discussions with members of the staff of the Government Section designed to acquaint the members of the Mission with certain fundamentals of the Japanese situation and (2) A search and review of information available throughout the offices of SCAP relative to matters bearing on the Civil Service problem.

It was further stated that although we were planning operations directed to the consideration of problems of classification, compensation, examination and in-service training, we were convinced early in our study of a second major opportunity and necessity, i.e., the institutionalization at the earliest possible date of a centralized personnel authority to become party to our studies, to be informed concerning our objectives, to be trained in our techniques and after our departure to remain as a legal authority for carrying on such program as was evolved by us with official approval.

General Whitney expressed the opinion that we were proceeding on a sound basis.

In a later conference with The Supreme Commander of the Allied Powers the foregoing conversation was in essential respects repeated except that we did not report on the detail of our activity during the last month. General MacArthur voiced no objection to the idea. He stated that his interest was not in a program worked out to the ultimate detail but rather in one essentially sound. He realized that in many particulars the Japanese would revamp the institutions now set up to conform with their own ideas.

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NOTES CONCERNING CONFERENCE BETWEEN PERSONNEL ADVISORY  
MISSION AND REPRESENTATIVES OF THE JAPANESE  
ADMINISTRATIVE RESEARCH BUREAU, HELD 24 DEC.  
1946, 1400 TO 1530 IN THE GOVERNMENT SECTION  
CONFERENCE ROOM.

Present:

Mr. Blaine Hoover, Chairman		Mr. T. Saito
Mr. W. Pierce Mac Coy )	Members of	Mr. Maeda
Mr. Robert S. Hare )	Personnel	Dr. Asai
Mr. M. F. DeAngelis )	Advisory Mission	Dr. Miasama
Mr. Douglas Smith		Mr. Yamashita
Lt. T. Ito )	Translators	Mr. Kanazashi
Mr. X. Narumi )		Mr. Kasuyo
Miss L. Hamre, Secretary		

\* \* \* \* \*



MR. SAITO: Tell us what you want and we shall do our best.

MR. HOOVER: Thanks. In approaching our specific problems there are one or two things the Members of the Mission would like to clear in their minds. First, we would not like to come in and proceed to introduce our ideas without having a clear understanding of just what you gentlemen wanted and hoped for in asking us to come and I wonder whether you gentlemen would like to give us the ideas which you had and which the Japanese Government had because we want to be careful not to overlook any of the things that they had in mind and hoped for.

MR. SAITO: There is a new Japanese Government and as you already know a new Japanese constitution. Remodeling of the government machinery is most important. The Administrative Research Bureau has been formed to devise means of how this can best be carried on. It is very complex problem and not an easy one. To simplify the government machinery and to do away with all red tape (which has been notorious in the past) is our aim in establishing this Administrative Research Bureau.

MR. HOOVER: Sometimes in approaching the Civil Service situation we find ourselves handicapped by the fact that certain people who know a little bit about it and not a great deal about it have written of Civil Service in a very narrow way. Mr. Saito's approach is obviously that of doing what is necessary and is not limited to any preconception of techniques. That is very satisfactory.

MR. SAITO: We classify our work under two heads: (1) Reform of the Civil Service and (2) The improvement of operations.

MR. HOOVER: Now I would like to come to another matter very closely related. In our first talk in this room Mr. Saito expressed the hope that we were not going to be too radical. I agreed with him in principle. We do not want to be the kind of doctor who performs a successful operation that kills the patient. We want to do that which is wise and will work for the future of Japan. In that connection I am eager to get some of Mr. Saito's sage advise in detail and I wonder whether he would like to indicate what things in particular he thinks we should be careful of not doing because of possible shock to a patient.



MR. SAITO:

We would like to know whether the system by examination is better than other systems and what other systems exist. We want to get the best men for the positions.

MR. HOOVER:

Of course, the principle of Civil Service is that we must secure the best men for the position always. That is the principle. The methods of arriving at the selection are by what we call examinations. However, the techniques of examination in modern Civil Service are not restricted simply to pencil and paper processes such as the usual examinations in school. However, the question that I had in mind for Mr. Saito was whether when he knew that there were some men coming to work on Civil Service, what things he feared men might do who didn't understand the situation that would be damaging. I want to be sure what his thinking is on that. I believe, Mr. Kanazashi, you might like to supplement that to Mr. Saito. Make it clear to him please, that I am eager to get the benefit of his wisdom and long experience and knowledge of the things here, and for him to indicate what he has in mind and what he had in mind at that last conference as I want to have his opinion.

MR. SAITO:

The examination for higher officials consists of two parts, written and oral. They are based mostly on political science, law, etc. Persons must pass the examination in both parts to be appointed. There is no further examination in the Japanese system. Right man in the right place very hard to do sometimes. Japanese efficiency is very low. Business methods are very slow. Proper way for the successful carrying on the civil service a problem. Maybe one half of the number of present officials may be enough.

MR. HOOVER:

After hearing that statement I have more respect than ever for Mr. Saito's judgment because often times that situation gets out of control. That may be the situation here. I will reserve judgment until we know more about it. And the problems he presents both with respect to the character of examination and the number of officials are problems on which we will hope to help you. They are problems which are common in our experience. A man may be a good lawyer and a very bad geographer. Examinations must examine men for the work that they are to do.



MR. SAITO: The appointment of Japanese officials are made by examination, but of course in addition to that some officials are appointed by recommendations; by special method without going through examination, but such cases are very few.

MR. HOOVER: That is also a problem that Civil Service is accustomed to dealing with. Thank Mr. Saito very much for his expression and I want to thank you also, Mr. Saito, and the entire staff for the work that you did before we arrived. Our beginning has been very much helped by the charts, and figures, and information that you had accumulated. I realize and the other members of the Mission realize that that sort of work is not done without taking time and working hard and we are appreciative of the cooperation which you evidenced there.

MR. SAITO: Now you are going to stay in this country and you are going to help us in the work we have not completed. If you are in need of any materials just say so and we will try to supply as much as we can.

MR. HOOVER: We deeply appreciate that and we shall undoubtedly ask you for many things. I find on a note that is presented to me here by Mr. Hare that Mr. Maeda has a statement with him as to what you have in mind for a program. We want to thank you for the preparation of the statement. We shall receive it at this time and give it study in the days immediately ahead and discuss it with you at one of our next meetings. (Four copies of Civil Service Division of the Administrative Bureau and The Management Division of the Administrative Research Bureau were left.)

MR. SAITO: If you have time in the future we shall hope that you will be able to pay a visit to the Japanese Ministries and see how the people are working there.

MR. HOOVER: We appreciate the invitation. We have already considered it and we hope in the course of our study to visit numerous ministries and also to visit offices of the Japanese National Civil Service all through Japan because we want to see how the work is being done.

MR. SAITO: That is quite a good idea.



MR. HOOVER:

Now as we have been working over the numerous charts and materials which you have given us, we have developed certain questions and this afternoon if it is agreeable to Mr. Saito and the gentlemen of the staff I am going to ask Mr. MacCoy to discuss with you for a little time some of the basic questions which we have concerning the distribution of personnel authority in the Japanese Government.

MR. SAITO:

Oral questions are sometimes hard to answer. If you are in doubt or if you want answers to any questions, if you will give them to us in writing so that we can prepare the answers. Some questions we can answer but some questions may take time.

MR. HOOVER:

We realize that, and this is purely introductory which you may or may not be able to answer.

MR. MacCOY:

I realize in asking some of these questions that we can't expect an immediate answer from any of you to some of these things. One of the main reasons for asking these questions is first to direct your thinking to the line of thinking we are following and thus sort of open the doors for further questions. Second: To try to settle some of the general questions that have arisen in studying these charts and material. I recognize that we could not hope to sit down and answer every question about our own government. If any of the group can answer these, it would help.

QUESTION:

Are these organization charts of the organization as it is now in operation or does it portray the organization after the new constitution goes into effect?

ANSWER:

They are as of September of this year.

QUESTION:

Would the new constitution make any difference in some of these charts? I was thinking mostly of the internal operation of the Ministries. I thought as it was indicated that there might be a change in some of the work.

ANSWER:

That is what we are studying now.



QUESTION: There is a possibility that there may be some shifts? Are there any laws in the mill now pending that will alter the operation of the Ministries?

ANSWER: There is going to be an increase or decrease of the number of Ministries. Organization law is in the making but we are going to study about one year before we make any final changes. We are considering a Labor Ministry and considering the merger of The Ministries of Agriculture, Forestry and of Commerce and Industry.

QUESTION: In the establishment of the various ministries and the bureaus and sections under them the organizational structure makes some difference to us in helping shape an overall Civil Service program and we wish to help you. I would like to be more specific. Take the chart of Ministry of Home Affairs. Notice that there are two organizations. This has committees and this field organization. Is there such a thing as an organization known by the title? Does this indicate a group of people actually operating?

ANSWER: It merely becomes a title.

QUESTION: If that is true, then do these field organizations operate under the supervision or direction of certain divisions over here. The names would indicate that. These are separate bodies of one or another. Many bodies scattered over Japan. They indicate here as many as 12. Do they actually take their orders from these sections?

ANSWER: Some bureaus take care of these field organizations.

QUESTION: These committees, how are they composed? Who makes them up? Who are the people?

ANSWER: They are selected some times from among officials.

QUESTION: You do not select section chiefs?

ANSWER: Sometimes we do.

QUESTION: Are the committees appointed for special problems as they arise? Do they operate on call? What do you normally set up a committee for?

ANSWER: Simply to get the views of the committee members. Committees are in the nature of advisory groups.



QUESTION: This dotted line as indicated here shows merely a connection with the Minister for advice. Do those committees operate on problems that stem, that arise, from the work of these various sections?

ANSWER: Yes.

QUESTION: When they issue an opinion does it then become advice for the Bureau Chief to operate on as he sees fit?

ANSWER: Yes.

QUESTION: Concerning the bureaus themselves; do the bureaus operate independently or do they receive only policy directions? That is, is the Bureau Chief dependent on the Minister for policy, or for operation, or for both?

ANSWER: For both.

QUESTION: The Bureau Chief then is not independent to that extent?

MR. MAEDA: I do not think there is such a situation in Japan. Everything is referred to the Minister concerning policy making and the details of operation.

QUESTION: How are the Ministers and Vice Ministers kept advised on what goes on down here. Of what they do? By written reports? Are the vice ministers held responsible for operations? In other words, would the bureaus get both written reports to the vice ministers for these things plus having conference with him?

MR. MAEDA: Prepare documents. For important matters, meetings will be held.

QUESTION: Do they have staff meetings?

MR. MAEDA: Usual custom.

QUESTION: Would he expect a consistent flow of information back to him on how they are progressing? Who establishes personnel policies?



MR. MAEDA: Throughout the entire government?

MR. HOOVER: I think Mr. Maeda has answered the question.

QUESTION: Does your Finance Minister bear on any part of that picture?

MR. MAEDA: The Finance Minister decides the budget.

QUESTION: In a ministry, who decides personnel problems for any particular ministry?

MR. MAEDA: The Secretary.

QUESTION: This is the group that decides it for the whole ministry?

ANSWER: Yes.

QUESTION: Who decides personnel policies in a bureau? Is this Bureau Chief bound exactly by the policy set up over here? After this group has once made a policy, is it so detailed that it couldn't be altered by the various bureau chiefs or can the bureau make further rules? You say it all comes to that section and these sections are not independent. They are all dependent on the minister?

MR. MAEDA: Anything final must get the final approval of the minister? Only the minister himself can decide on that problem after his discussion so if a minister decides final this will be so!

QUESTION: That merely gives us a resume, a quick look at some of the questions shaping our minds. These have been a great help and we are going to come back. These were only general questions. We want to work through each one of you.

MR. HOOVER: That gives us what we want. We will probably be contacting you again within a very few days. Are there any matters, Mr. Saito, which you want to bring up today?



MR. SAITO: Haven't anything prepared.

MR. HOOVER: Please repeat to him what we said that we shall be contacting him again within a few days and we want to thank you all for coming and answering our questions.

MR. SAITO: Diet closes tomorrow. Convenes 28th of December and then it is going to recess until the 20th of January. After that will be in session indefinitely.

MR. HOOVER: Thank you very much gentlemen and we are adjourned.



Attendance at Conference between the Personnel  
Advisory Mission and representatives of the Japanese  
Administrative Research Bureau on 4 December 1946

Present: Mr. Blaine Hoover, Chairman, Personnel Advisory Mission  
 Mr. W. Pierce MacCoy, Member, Personnel Advisory Mission  
 Mr. Robert S. Hare, Member, Personnel Advisory Mission  
 Mr. M. F. DeAngelis, Member, Personnel Advisory Mission  
 Mr. Carlos P. Marcum, Chief Public Adm. Div.  
 Lt. Hans Baerwald, Government Section Interpreter  
 Mr. T. Saito, President, Administrative Research Bureau  
 Mr. O. Yamashita, Director of Management Division  
 Dr. K. Asai, Director of Civil Service Division  
 Dr. T. Miasawa, Director of Organization Division  
 Mr. K. Maeda, Director of General Affairs Division  
 Mr. T. Kasuya  
 Mr. K. Kanazashi  
 Mr. Fujisaki, Central Liaison Office

	Mr. Robert S. Hare	Mr. Blaine Hoover	Lt. Hans Baerwald	Mr. W. Pierce MacCoy		Mr. Carlos P. Marcum
Mr. M. F. DeAngelis	X	X	X	X	X	X
Mr. O. Yamashita						Dr. K. Asai
						Dr. T. Miasawa
Mr. Fujisaki	X	X			X	X Mr. K. Kanazashi
		Mr. K. Maeda			Mr. T. Saito	
					Mr. T. Kasuya	



CONFIDENTIAL

Notes on the First Conference of the Personnel  
Advisory Mission with Brig. Gen. C. Whitney, Chief  
Government Section, December 2, 1946

Present: Brig. Gen. C. Whitney  
Mr. C. L. Kades  
Mr. C. P. Marcum  
Lt. Col. C. Darnell, Jr.  
Lt. Col. F. E. Mays  
Mr. Blaine Hoover  
Mr. Robert S. Hare  
Mr. W. Pierce MacCoy  
Mr. Manlio F. DeAngelis

Gen. Whitney welcomed the Personnel Advisory Mission and discussed the philosophy underlying the policies of the Supreme Commander for the occupation. He gave a vivid picture of the present situation.

When the occupation began Gen. MacArthur had a blueprint for it that has since been implemented in many respects. However, a great many things yet need to be done to get the plans working down to and through the grass roots of Japanese culture. Although some of these developments came about at first through the issuance of directives to the Japanese Government, the approach for the greater part of the past year has been to work through the Japanese Government allowing them to develop their own new democratic institutions. Rather than issuing directives, the policy of SCAP has been to assist and give advice to the Japanese Government but to let them assume the responsibility for working out their own problems within the framework of the blueprint for the occupation.

Among the main factors in the present situation are the following:

1. A new constitution for Japan has been promulgated which becomes effective May 1, 1947.
2. Basic local government reforms have been carried out which will permit the qualified voters for the first time to elect their own local officials up to and including the prefectural governors.
3. A basic land reform has been passed which breaks up many of the larger estates and permits the former tenant farmers to become land owners in their own right. This is expected to result in the creation of a new "middle class" of small property owners.
4. A political and economic purge of ultra-nationalistic persons has been carried out. It was applied first to the central government and was later extended to the local governments and the economic field.
5. The labor movement has been freed from restrictions and permitted to grow and develop.
6. Generally a middle way has been steered in the direction of developing a democracy in Japan. This point is most fundamental in view of the conflict of ideologies and the great effect the establishment of a successfully democratic and peaceful Japan can have on the rest of Asia.

General Whitney then outlined the functions of the Government Section in SCAP, pointing out that it had a key responsibility for advising the Supreme Commander concerning the policies of the occupation in relation to the Japanese Government. Within the Government Section there is an outstanding group of men many of whom have different points of view. They have, through



conferences, reached agreements on basic policies which have then been recommended for the occupation. A strict taboo on meddling in Japanese politics has been maintained. The philosophy followed is that the Japanese must learn to assume responsibility themselves for their own affairs and must not involve SCAP in their internal political struggles. Despite the fact that the Diet is generally considered to be conservative, during the past year it has passed some of the most liberal laws in history.

Although the Personnel Advisory Mission is attached to the Government Section for administrative convenience, Gen. Whitney advised that the Mission should feel responsible for its own work, and that it could "take as much of the bit as it could handle". The Mission must evolve its own solution to the problems it is going to face. The Government Section will make its facilities available to provide the Mission with whatever facts and assistance it can, but will not interfere in the prosecution of the work. The recommendations of the Personnel Advisory Mission will be its contribution to the occupation. This is a challenging opportunity to participate in the writing of current history.

As an example of the way in which SCAP operates with the Japanese Government, Gen. Whitney pointed out that when the Government Section made certain recommendations concerning changes it considered desirable in the election laws passed by the new Diet, Gen. MacArthur decided against urging any such changes because they did not contribute directly to greater democracy. His approach was that though the changes would make the law more perfect, if any such changes were made at the direction of SCAP the Japanese Government would no longer feel that the law was one of their own making. It was considered more important to preserve this sense of responsibility than to achieve perfection. A most encouraging sign is the fact that the Diet has risen in power and is no longer a "rubber stamp" for the cabinet. A few days ago several cabinet ministers were severely criticized and accused of contempt in the Diet when they did not appear promptly at the request of the Diet. Also in the general Diet elections 13,000,000 women voted for the first time representing 67 percent of all women eligible to vote. 39 women were elected to the Diet.

Col. Kades pointed out that there were three principal cliques in Japan:

1. The Military Clique
2. The Economic Clique
3. The Bureaucratic Clique

He pointed out that "the purge" has been applied to the first two groups but not to the third. The Japanese Government has recognized that civil service reform is necessary and this Personnel Advisory Mission is here at the request of the Japanese Government. In order to be certain that it was fully desired, when the Ministry of Finance requested the Mission, SCAP required that the request be made through cabinet action before taking steps to establish the Mission.

Gen. Whitney requested that arrangements be made for introducing the Mission to the Japanese Prime Minister when Mr. Mikelson arrives. He then asked whether the Mission had any questions.



Mr. Hoover, speaking for the group, replied that the Mission had agreed upon the following approach:

1. That for a period of time we would hold open minds avoiding precipitate conclusions in all matters.
2. That no opinions or expressions would be issued by the Mission which might be interpreted in such a light as to cause fear of our operation.
3. That we would squeeze all possible information preliminarily necessary out of members of staff before attempting operations.

The other members of the Mission echoed Mr. Hoover's sentiments.

Gen. Whitney closed the meeting with a cordial invitation to all members of the Mission to come to him or to any others on the staff of the Government Section at any time they felt the need of advice, counsel, or information.