





# *Annual Report*

# *FY2017*

*(April 2017~March 2018)*



National Personnel Authority  
Government of Japan

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In compliance with Article 24 of the National Public Service Act, the National Personnel Authority submits its Annual Report to the Diet and the Cabinet every year.  
This English version is based on extracts from the original Japanese report.

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## **Foreword**

This report consists of two volumes: Volume 1 covers “Personnel Administration” as a whole and Volume 2 describes the “Activities of the National Public Service Ethics Board.” Volume 1 is divided into three parts: Part 1 discusses major trends in personnel administration in FY2017, such as policies for employees’ working environment including ensuring proper remuneration for public employees in line with remuneration recommendations, efforts for securing and developing diverse human resources, international cooperation, and promotion of IT. Part 2 has a special theme titled “Development of Employees in Their 30s Who Will Play a Central Role in the Next-Generation Administration and Invigoration of the Entire Public Sector: Exploring Issues and Measures Through the Consciousness Survey.” This part analyses the issues surrounding employees in their 30s, who are expected to play a central role in administration, and the entire workplace in the public service. In addition, Part 2 covers the efforts and measures to further revitalize workplace in the public sector. Part 3 specifies the NPA Activities in FY2017 and includes data elements. The aim of this report is to deepen people’s understanding of personnel administration and public employees.



## **Number and Type of Public Employees**

In order to provide an overall perspective of public employees, the classifications and numbers of public employees are shown below, including national public employees in regular service and special service, and local public employees.

Article 15 of the Constitution of Japan stipulates that: “The people have the inalienable right to choose their public officials and to dismiss them” (Paragraph 1), and that “All public officials are servants of the whole community and not of any group thereof” (Paragraph 2). “Public officials” in the Constitution includes all officials affiliated to the legislative, administrative, and judicial branches of the government, including Diet members, ministers, and judges, as well as all local government officials, including assembly heads and administrative heads and their subordinates, encompassing all of the persons engaged in public service.

Public employees are classified into two categories: national public employees who engage in national public service, and local public employees who engage in local public service. National public employees are broadly divided into two groups, regular service and special service, and those in special service, as described in Article 2 of the National Public Service Act, could be broadly classified into the following categories: persons responsible for political affairs (prime minister, ministers of state, etc.); persons to whom it is logical to entrust the construction of a personnel system for the legislative and judicial branches in accordance with the constitutional principle of separation of power (judges and other court employees, Diet employees); persons for whom separate standards for treatment of status are appropriate because of the characteristics of the job (personnel of the Ministry of Defense); and persons for whom the characteristics of their jobs make it inappropriate to apply the standard principles applied to public employees in general, including recruitment examinations and guarantee of status (Imperial Household Agency employees, certain council and committee members, etc.).

Based on the principle that national public employees in regular service should perform their duties fairly and with neutrality, there are various stipulations in the National Public Service Act, including the principle of merit system, guarantee of status, and service discipline. From the standpoint of determining their working conditions, these employees are classified into employees affiliated to agencies engaged in administrative execution who possess the right to conclude collective agreements, employees under the Remuneration Act who do not possess the right to conclude collective agreements and prosecutors. (Prosecutors’ working conditions are determined so that there is a balance with those of judges.)

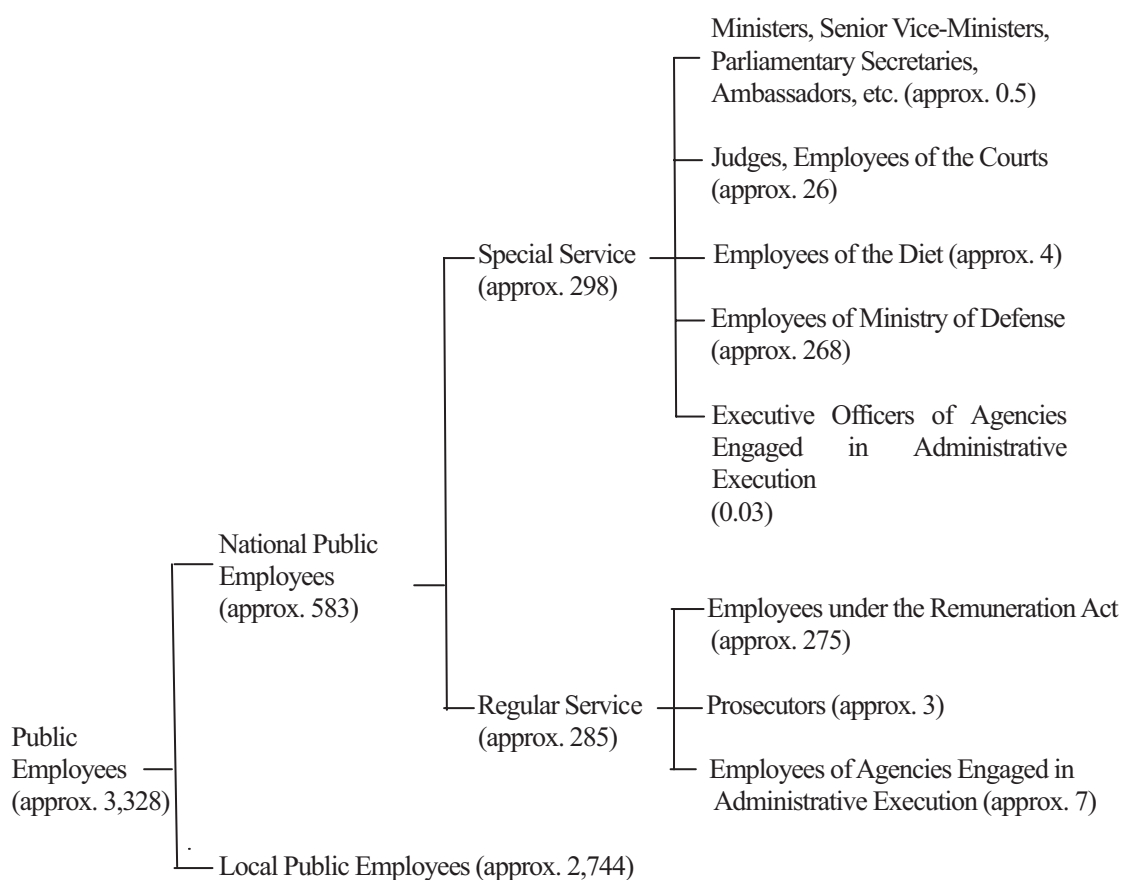
With regard to local public employees, they are organized in almost exactly the same manner as national public employees, with only slight differences. That is, positions of part-time advisor and counselor are categorized as special service in local public employees, though they are categorized as regular service in national public employees.

In recent years, as employees of some public institutions start to be treated as non-public employees due to events such as postal privatization, incorporation of national universities, and conversion of specified incorporated administrative agencies into unspecified incorporated

administrative agencies (Agency Managed under the Medium-term Objectives or National Research and Development Agency after Apr. 1, 2015), the number of national public employees in regular service, which had been maintained at over 800,000 employees since the mid-1960s, has decreased to approx. 285,000 (which is the total number budgeted at the end of FY2018). With the addition of 298,000 employees in special service, the overall number of national public employees is approx. 583,000. Including local public employees, the total number of full-time public employees is approx. 3,328,000.

### Number of National Public Employees and Local Public Employees and Their Classification

(Unit: Thousand People)



Note:

1. The number of national public employees, excluding those in the categories noted below, is the total number budgeted at the end of FY2018.
2. Regarding agencies engaged in administrative execution, the number of executive officers is the total number of full-time officers as of Oct. 1, 2017, and the number of employees is the total number of full-time employees as of Jan. 1, 2018.
3. The number of local public employees is the number of those in regular service according to the

“Survey of the Fixed Number of Local Public Organizations in 2017 [as of Apr. 1, 2017].” (Source: Ministry of Internal Affairs and Communications)

4. There may be discrepancies due to rounding.

5. Part-time employees are not included in the data above. The number of part-time employees in regular service (excluding employees at agencies engaged in administrative execution) is about 148,000. (Source: Cabinet Bureau of Personnel Affairs)

### **An Introduction to the NPA**

The NPA is a central personnel administrative organization of the Japanese Government, established in Dec. 1948 under the National Public Service Act. As its primary duties, the NPA: (i) ensures fairness in the personnel management of public employees; (ii) protects public employees' welfare and interests in compensation for restrictions of basic labor rights; and (iii) as the organization specializing in personnel administration, promotes appropriate policies and measures in response to the situation in society in general, aiming to ensure efficient administrative operations that can be trusted by the public. For these purposes, under the jurisdiction of the Cabinet, the NPA operates its duties with neutrality and fairness without outside control, and is given the authority to make recommendations to the Diet.

To fulfill its duties, the NPA has been trying to realize a personnel administration that can respond to matters needed in the moment with the following aims:

- to ensure efficient public service management through the improvement of working environments;
- to secure and develop diverse and competent personnel;
- to realize appropriate remuneration that is adjusted to the current socio-economic situation;
- to ensure fair personnel management through the protection of staff members' interests;
- to advance personnel management based on ability and performance;
- to promote citizen's understanding of public employees and personnel administration; and
- to maintain ethics pertaining to the duties of employees and ensure citizens' trust.

### **<Responsibilities>**

In compliance with the National Public Service Act, the Act on Remuneration of Officials in Regular Service and other laws, the NPA is responsible for matters related to recommendations on the improvement of working conditions and personnel administration, submission of opinions about enactment, revision or repeal of laws and regulations, recruitment examinations, appointments and dismissals, remunerations, training, status, disciplinary actions, processing of complaints, maintenance of ethics in relation to duties, and so forth.

### **<Organizational Structure>**

The NPA has three commissioners, one of whom is designated as the president. The appointment of the commissioners is made by the Cabinet with the consent of the Diet, and is then approved by the Emperor. The exercise of significant authorities of the NPA must be approved at the meeting of the NPA composed of these three commissioners. The meetings were held 59 times in FY2017.

The NPA General Secretariat is the organization responsible for performing the NPA's duties.

Overall supervision is carried out by the secretary general. The General Secretariat is divided into five divisions (General Affairs, Planning and Legal Affairs, Personnel, Financial Affairs, and International Affairs), four bureaus (Employee Welfare, Human Resources, Remuneration, and Equity & Investigation), the National Institute of Public Administration, eight regional bureaus (Hokkaido, Tohoku, Kanto, Chubu, Kinki, Chugoku, Shikoku and Kyushu) and Okinawa Local Office. The fixed number of personnel in the NPA was 613 at the end of FY2017.

The National Public Service Ethics Board, composed of one president and four board members, was established for addressing matters concerning the maintenance of ethics related to employee duties. The Secretariat is established under the National Public Service Ethics Board to perform administrative and clerical functions. The fixed number of personnel of the Secretariat was 12 at the end of FY2017.

*Volume 1*

*Personnel Administration*





## Part 1.

# Major Trends in Personnel Administration in the Past Year

### *Chapter 1. Ensuring Proper Remuneration for Public Employees*

- On Aug. 8, 2017, the NPA made a report and recommendation to the Diet and the Cabinet concerning a revision to basically balance the remuneration level of public employees to that of private sector employees (the principle of balancing working conditions with those in the private sector), based on the principle of meeting changing conditions as established in the National Public Service Act. In addition, the NPA made a report on the issues to be implemented in FY2018 concerning the comprehensive review on the remuneration system that has been underway on a full scale since Apr. 2015.
- On Nov. 17, 2017, the government made a cabinet decision to carry out a remuneration revision in accordance with the NPA Recommendation and to complete the comprehensive review on the remuneration system. The “Act on the Partial Revision of the Act concerning the Remuneration of Regular Service Employees” (Act No. 77 of 2017) (hereinafter referred to as the “Act Concerning the revision of the Remuneration Act”) was enacted on Dec. 8, 2017 and promulgated as well as enforced on December 15, 2017. (The revision of the end-of-term and diligence allowances in FY2018 and onward along with the measures to recover from curbed pay step increase were enforced on Apr. 1, 2018.)
- Concerning a raise of the mandatory retirement age of national public employees, the government summarized the points taking into account the NPA’s opinions in 2011 as well. In Feb. 2018, the Prime Minister requested the President of the NPA to conduct a study on this issue. The NPA is carrying out the study on the revision of personnel management systems following the raise of the retirement age in consideration of the points summarized and the study request made by the government while listening to the opinions of all parties concerned.
- In accordance with the results of the Survey to Compare Retirement Allowances between the Public and Private Sectors, which was presented by the NPA on Apr. 19, 2017, the “Act for the Partial Revision of the National Public Employees’ Retirement Allowance Act, etc.” (Act No. 79 of 2017), which stipulated lowering the retirement allowance of national public employees by approximately 780,000 yen, was enacted on Dec. 8, 2017, promulgated on Dec. 15, 2017 and enforced on Jan. 1, 2018.

#### **1. Recommendation and Report**

The NPA reported on the remuneration of public employees in regular service, and recommended a remuneration revision to the Diet and the Cabinet on Aug. 8, 2017.

##### **(1) Significance and Role of the Remuneration Recommendation**

The NPA’s remuneration recommendation plays a role to secure appropriate remuneration of national

public employees corresponding to the general conditions of society as a compensation for the restriction of basic labor rights. As part of the remuneration recommendation, the NPA has conventionally conducted a review on the systems of salary and various allowances together with the revision of remuneration levels of national public employees.

Concerning remuneration of national public employees whose basic labor rights are restricted, the NPA makes the recommendation basically for the purpose of balancing the remuneration levels of national public employees and private-sector workers (Principle of Balancing Working Conditions with Those in the Private Sector) through listening to the opinions thoroughly both from labor and management and precisely comparing the remuneration of national public employees with that in the private sector as a third-party organization other than labor or management parties. Implementation of the recommendation and ensuring of appropriate treatment are helpful to secure human resources and to stabilize labor-management relationships, serving as the foundation to maintain an efficient administrative management.

With regard to the reasons for the NPA making the recommendation based on the Principle of Balancing Working Conditions with Those in the Private Sector, national public employees are also workers who need to receive proper amounts of remuneration in compensation for their work. In the public service, however, there is no market control that acts as a constraint on remuneration decisions, differently from private companies. Due to that, it is deemed most rational to decide a remuneration level in the public sector in conformity with the level in the private sector, which is determined by labor-management negotiations reflecting the economy and employment conditions of the time.

## **(2) Remuneration Revisions Made to Bridge the Gap between the Public and Private Sector**

### **A. Monthly wages**

For the purpose of making the Remuneration Recommendation, the NPA conducts the “Fact-finding Survey of Remuneration of National Public Employees,” (hereinafter referred to as “Survey of National Public Employees”) and the “Fact-finding Survey of Job-by-job Pay Rates in Private Industry,” (hereinafter referred to as “Survey of Private Industry”) each year and precisely ascertains the salary level by comparing the remunerations for the month of April of the employees in both the public and private sectors with the same main remuneration determinants. The NPA conducts the “Survey of Private Industry” targeting offices with 50 or more employees on an enterprise scale basis and on an office scale basis for the purpose of making comparisons with the remuneration of private company employees working at these offices.

The remuneration level is generally determined based on factors that include employees’ job category, position level, place of work, educational background and age. Therefore, it is appropriate to compare the remuneration level of national public employees and private company employees with the same remuneration determinants, instead of simply comparing average remuneration (comparison of employees in the same category and at the same position level).

Regarding the survey target, most of the private companies with 50 or more employees on an enterprise scale basis have position levels such as director-general of the department, division director and unit chief, in the

same manner as the public service, which makes it possible to compare their remuneration with that of public employees in the same category and at the same position level. In addition, with the number of offices currently subject to the survey, it is possible to conduct a detailed onsite survey and maintain survey accuracy. Due to these reasons, the current survey target is deemed appropriate.

Based on these ideas, the NPA conducted the “Survey of Private Industry” also in 2017 targeting private establishments across the country which have 50 or more employees on an enterprise scale basis and on an office scale basis for the purpose of understanding the actual status of remuneration of those working at such offices after the wage revision in spring. Furthermore, the NPA carried out the “Survey of National Public Employees”, which is a complete census on the remuneration payment situation of about 250,000 full-time public employees subject to the Remuneration Act.

Using the remuneration for Apr. 2017 obtained from these surveys, the NPA compared the remuneration of national public employees who are in charge of general administrative affairs in the public service (officials subject to the Salary Schedule for Administrative Service (I)(hereinafter referred to as “Admin(I)”), and that of administrative and technical employees in private companies, who are recognized as the counterpart in the private sector. The comparison was made focusing on the employees who share the same determinants, including position level, place of work, educational background and age. Then, the gap between the public and private sectors was calculated by using an accurate comparison (Laspeyres formula). The comparison found that monthly wage of national public employees was 631 yen (0.15%) lower than that of the private sector on average. Therefore, the NPA decided to raise the monthly remuneration of national public employees in order to keep balance with the private sector. To do this, it was decided to raise the level of salary, which is a basic element of remuneration, and to partially revise the payment rate of the headquarters (HQ) duty adjustment allowance, aiming at facilitating the comprehensive revision of the remuneration system.

## **B. Special remuneration (Bonus)**

The special remuneration paid in private establishments during one year from Aug. 2016 through Jul. 2017 was equivalent to 4.42 months of monthly remuneration. Since the average annual payment months of end-of-term and diligence allowances for national public employees (4.30 months) was 0.12 months less than that of the bonus in the private sector, it was decided to increase the payment months by 0.1 months to 4.40 months.

## **C. Remuneration revision in 2017**

### **(a) Salary schedule**

It was decided to raise Admin (I), which is applied to employees in charge of general administrative affairs in public service, by 0.2% on average retroactively from Apr. 2017. The initial salary of employees appointed through the Examination for Comprehensive Service, General Service (University Graduate Level), and General Service (High school Graduate Level) was raised by 1,000 yen in consideration of the gap with the initial salary in the private sector. A similar degree of revision was also made targeting young employees. The salary for other

employees was basically increased by 400 yen respectively.

It was decided to revise other salary schedules based on a balance with Admin (I) and to keep the Salary Schedule for Designated Service unchanged responding to the raise of Grade 10 in Admin (I).

**(b) HQ Duty Adjustment Allowance**

Concerning the amount of the HQ duty adjustment allowance, it was decided to raise the amount retroactively from Apr. 2017 for the Unit Chief level and that for Officer level by 900 yen and 600 yen respectively from the amount equivalent to 5.5% and 3.5% of their monthly salary, which is the basis for this allowance.

**(c) Initial Salary Adjustment Allowance**

Taking into account the revision of the Salary Schedule for Medical Service (I), it was decided to make necessary revisions aiming at securing treatment for medical doctors.

**(d) Special Remuneration (Bonus)**

Since the average annual payment months of end-of-term and diligence allowances for national public employees was 0.12 months less than that of the bonus in the private sector as stated above, it was decided to increase the payment months by 0.1 months. With regard to distribution of the increased amount between end-of-term and diligence allowances, the increase was allocated to the diligence allowance in light of the payment of special remuneration in the private sector with the aim of promoting remuneration commensurate with work performance.

**(3) Comprehensive Review on the Remuneration System**

**A. Comprehensive Review on the Remuneration System**

In order to review the remuneration distributions among regions, generations, duties and work performance to deal with various issues concerning the remuneration of national public employees, since Apr. 2015, a full-scale comprehensive review on the remuneration system has been underway based on the Act Concerning the 2014 Revision of the Remuneration Act. This comprehensive review, scheduled to be completed on Apr. 1, 2018, has been carried out to lower the salary schedule level while implementing a step-wise revision of various allowances using the fund generated from lowering the level.

Moreover, in accordance with this law, it was decided to abolish the measure for 1.5% cut in the remunerations of the employees aged 55 and above (equivalent to Grade 6 of the Admin(I)) on Mar. 31, 2018.

For FY2018, the NPA has decided to take required actions regarding the following measures in the light of the incumbency of employees.

**(a) HQ Duty Adjustment Allowance**

Regarding the HQ duty adjustment allowance for the Unit Chief level and that for Officer level, it was decided to raise the amount equivalent to 6% and 4% respectively of their monthly salary beginning Apr. 1, 2018.

**(b) Implementation of measures to recover from curbed pay step increase (Revision of the Remuneration Act in accordance with the 2017 remuneration recommendation)**

To cope with lowered salary schedule level as part of the comprehensive review of the remuneration system, the transitional measure was taken only for three years through Mar. 31, 2018 to mitigate a rapid change in consideration of the impact on employees' lives. In order to secure the fund required to implement this measure starting in Apr. 2015, one pay step was reduced from the number of pay step increase in Jan. 1, 2015.

With the revision stated earlier in (a), all the originally planned measures have been taken. Therefore, it was decided to recover pay step increase mainly of young employees, which was curbed in Jan. 1, 2015, using the remaining fund generated as a result of abolishing this transitional measure.

Concretely, one rank higher pay step was allocated in Apr. 1, 2018 to employees younger than 37 years old as of the said date taking into account the situation of curbed pay step increase.

**B. Remuneration of part-time employees**

In relation to remuneration of part-time employees, the NPA issued the guidelines for remuneration of part-time employees in Aug. 2008 to improve their treatment. The Cabinet Office and each ministry are carrying out the operation in accordance with the guideline by and large.

In Jul. 2017, the NPA revised the guideline for remuneration of part-time employees by adding a provision that stipulates ministries should make efforts to pay remuneration equivalent to the diligence allowance with a view to securing balance with the remuneration of full-time employees.

**2. Treatment of the Remuneration Recommendation**

**(1) Treatment of the Remuneration Recommendation**

The Government held the Cabinet Meeting Related to Remuneration on Aug. 15 and Nov. 17, 2017 to discuss how to respond to the NPA Remuneration Recommendation. According to the Cabinet Decision made on Nov. 17, 2017, the remuneration revision would be conducted in accordance with the NPA Recommendation, and the comprehensive review on the remuneration system would be completed. Moreover, on the same day, the Cabinet adopted the "Bill for the Partial Revision of the Act on Remuneration of Officials in the Regular Service, etc.," and submitted it to the 195th session of the Diet. After the deliberations at the Cabinet Committee of the House of Representatives and the Cabinet Committee of the House of Councilors, the bill was approved and enacted at the plenary session of the House of Councilors on Dec. 8, 2017, and promulgated on Dec. 15, 2017. Regarding the Partial Revision Act, the remuneration revision based on the gap with the remuneration in the private sector, excluding the revision of the end-of-term and diligence allowances in FY2018 and onward, was enforced on the same day and retrospectively applied from Apr. 1, 2017. The revisions of the end-of-term and diligence allowances and the measures to recover from curbed pay step increase have been enforced since Apr. 1, 2018.

## **(2) Revision of the rules**

The rules related to the remuneration revision on the gap with the remuneration in the private sector, excluding rules of the diligence allowances in FY2018 and onward, were promulgated and enforced on Dec. 15, 2017, in conjunction with the promulgation of the Partial Revision Act. The provisions of the rules after the revision were retrospectively applied from Apr. 1, 2017.

Meanwhile, the rules related to the comprehensive review on the remuneration system and the rules of the diligence allowances in FY2018 and onward were promulgated on Feb. 1, 2018, and have been enforced since Apr. 1, 2018.

## **3. Utilization of Abilities and Experiences of Elderly Employees**

### **(1) Consideration on Raising of Mandatory Retirement Age**

#### **(a) Actions taken until FY2016**

With the current mandatory retirement age of 60, pension will not be paid for a certain period of time after retirement due to step-wise raising of the starting age for public pension payment since FY2013 from 60 to 65. The connection between employment and pension has become an issue both in the public and private sectors. Under such circumstances, it has become mandatory for private companies to secure employment until 65.

The NPA conducted a study, for instance, through setting up a study group of intellectuals in 2007 and concluded that it is deemed appropriate to raise the mandatory retirement age to secure the consistency and continuity of human resources management from recruitment to retirement; and to allocate personnel in accordance with the morale and abilities of each employee. On Sep. 30, 2011, the NPA submitted the “Opinion on the Revision of the National Public Service Act, etc., to Gradually Raise the Mandatory Retirement Age to 65” to the Diet and the Cabinet.

In March 2013, the government made a Cabinet Decision on “Connection between Employment and Pension of National Public Employees” to basically reappoint retired employees who wish to be reappointed to the government posts until they reach the starting age of the pension payment. The cabinet decision also stipulated that the government would reexamine the connection between employment and pension, including stepwise raising of mandatory retirement age, taking into account the opinions submitted by the NPA each time when stepwise increase of the starting age for pension payment takes place. Moreover, to cope with the revision of the pension eligibility age to 62 in FY2016, it was decided to continue reappointment of mandatorily retired employees, which is still underway.

Meanwhile, the NPA has stated the necessity of raising the mandatory retirement age when making a report at the time of recommendation each year since 2012 with a view to further utilize abilities and experiences of elderly employees.

#### **(b) Actions taken in FY2017**

In 2017, the “Basic Policy for Economic and Fiscal Management 2017” (Cabinet Decision on Jun. 9) was

approved, and it was decided to “carry out a concrete study on raising of mandatory retirement age.” In response to this cabinet decision, the “Study Group on Raising of Public Employees’ Mandatory Retirement Age” (chaired by the Assistant Chief Cabinet Secretary (internal affairs)) comprising Director-General-level officials of related administrative organs (Cabinet Secretariat; Cabinet Bureau of Personnel Affairs ; Local Public Service Personnel Department, Local Administration Bureau of the Ministry of Internal Affairs and Communications; Budget Bureau of the Ministry of Finance; Employment Development Department, Employment Security Bureau of the Ministry of Health, Labour and Welfare; Bureau of Personnel and Education of the Ministry of Defense; and Remuneration Bureau, Secretariat of the National Personnel Authority as an observer). This study group conducted a study in consideration of an opinion submitted by the NPA in 2011. The study group compiled the “Summary of the Issues Based on the Already-Conducted Study” containing the basic understanding and the main points for study on raising of the mandatory retirement age, which recognized appropriateness of conducting a study toward raising the mandatory retirement age to 65. The summary was reported to and approved by the “Cabinet Meeting Concerning Raising of Mandatory Retirement Age of Public Employees” on Feb. 16, 2018. Responding to this, the Prime Minister requested on the same day to the NPA’s President for a study to be carried out on raising the mandatory retirement age of national public employees.

Amid a shrinking young working population, it has become essential to fully utilize the abilities and experiences of elderly employees as an important workforce. Given this background, the NPA presented the view, when making a report at the time of recommendation in Aug. 2017, that it would be appropriate to raise the mandatory retirement age, as stated in the opinion submitted in 2011, to cope with this situation. Based on this idea, the NPA also expressed the idea that efforts should be made to perform a necessary study, such as summarizing the issues, on the revision of personnel management systems related to raising of the mandatory retirement age in consideration of the changes taking place since 2011, through listening to the opinions of the Cabinet Office and each ministry as well as the employee organizations in collaboration with related parties.

The NPA intends to carry out a study based on the points summarized and the request on study made by the government in Feb. 2018.

## **(2) Revision of the Retirement Allowance Level**

### **(a) Result of the survey on retirement allowance and the NPA’s views**

In Aug. 2016, the Prime Minister and the Minister of Finance taking charge of the retirement allowance system of national public employees made request to the President of the NPA to conduct a fact-finding survey on the retirement allowance system of private companies and to express the NPA’s views. As an agency specializing in employees’ remuneration, the NPA conducted the surveys on the retirement allowance system of private companies and the amount of retirement allowance paid to former full-time employees who had retired in FY2015 after working over 20 years (retirement lump-sum grants and corporate pension (contributed by employers)). On Apr. 19, 2017, the NPA provided the Prime Minister and the Minister of Finance with the result of comparison of the retirement allowance level of the public and private sectors showing that the retirement allowance of public

employees (retirement allowance and the mutual aid pension payment (contributed by employers)) was 781,000 yen (3.08%) larger than that of private company employees (25,377,000 yen in the public sector and 24,596,000 yen in the private sector). In addition, based on this result, the NPA expressed the view that it would appropriate to revise the level of retirement allowance of national public employees with the aim of keeping balance between the public and private sectors.

**(b) Enactment of the Act for the Partial Revision of the National Public Service Retirement Allowance Act, etc.**

Taking into account the result of the NPA's views concerning the survey to compare retirement allowances between the public and private sectors, the government decided at the cabinet meeting on Nov. 17, 2017 to lower the payment level of retirement allowance of national public employees beginning Jan. 1, 2018 through revising the adjustment rate, which was established to keep balance between the public and private sectors. On the same day, the government submitted the "the Bill for the Partial Revision of the National Public Service Retirement Allowance Act, etc." to the 195th session of the Diet. The bill was approved/enacted on Dec. 8 and promulgated on Dec. 15, 2017 (Act No. 79 of 2017).

***Chapter 2. Reform of Working Styles and Improvement of Working Environments***

- In the report presented to the Diet and the Cabinet on Aug. 8, 2017, the NPA referred to the necessity of strengthening management at workplace, for instance through enforcing prior confirmation of planned overtime work; and of reducing as well as streamlining duties under the leadership of the top of the Cabinet Office and the ministries in order to redress working long hours in the public service. The report also stated that the NPA would consider effective measures for the systems to redress working long hours through reflecting the discussion on the labor legislation for private sector employees about the regulatory limit of overtime work and through listening to the opinions of the Cabinet Office, each ministry and employee organizations. Then, the NPA urged the Cabinet Office and each ministry to implement the measure more actively taking the opportunities such as administrative vice-minister-level liaison conference concerning "Yu Katsu (Reform of Lifestyle in Summer), which took place on Oct. 27, 2017.
- The report, which was submitted to the Diet and the Cabinet on Aug. 8, 2017, stated that the NPA would carry out a study on congratulation/condolence leaves for part-time employees taking into account the discussion to realize equal pay for equal work in the private sector.
- Concerning the work-life balance support systems, the NPA developed the "Guidelines Concerning the Use of the Supportive Systems for Balancing Work and Childcare/Nursing Care" clearly indicating the basic ideas common in systems and the roles that should be played by the bureaus/departments and the managers in charge of personnel management; and notified the Cabinet Office and each ministry.



## **1. Correction of Working Long Hours**

The entire government has long made a concerted effort to reduce overtime work of employees as one of the most important issues in the public service. Recently, correction of working long hours has become more important than ever in order to realize employees' health maintenance, work-life balance and an attractive workplace in the public service. Promotion of more effective measures is strongly called for rather than simply taking conventional measures.

Based on these circumstances, the NPA made a proposal on the correction of working long hours in the report submitted to the Diet and the Cabinet on Aug. 8, 2017.

Concretely, the NPA referred to the necessity of enforcing prior confirmation of planned overtime work by onsite managerial personnel to strengthen management at workplace; and of reducing as well as streamlining duties of the entire organization under the leadership of the top of the Cabinet Office and the ministries in order to redress the practice of working long hours. Moreover, the NPA decided to support measures to redress working long hours in the Cabinet Office and each ministry, for example by collecting and providing reference cases of the public and private sectors.

Furthermore, concerning the systems to redress working long hours, the NPA decided to consider effective measures through taking into account the discussion on the labor legislation for private sector employees about the regulatory limit of overtime work and through listening to the opinions of the Cabinet Office, each ministry and employee organizations.

In addition, for the purpose of maintaining employees' health, it is especially important to care for the employees who are forced to work overtime. The NPA expressed the importance of examining necessary measures to pay additional attention to employees having a lot of overtime work in light of the trends of the labor legislation for private sector employees; and of understanding the actual working conditions of employees, including managerial personnel, to whom overtime work allowance is not paid, using appropriate methods along with taking measures with the aim of maintaining employees' health.

Then, the NPA urged the Cabinet Office and each ministry to implement the measure more actively taking the opportunities such as administrative vice-minister-level liaison conference concerning "Yu Katsu (Reform of Lifestyle in Summer), which took place on Oct. 27, 2017.

Regarding leaves for part-time employees, necessary measures have been reflecting the features of part-time employees who are appointed with the term of office according to the needs of duties and in consideration of balance with the private sector. The report submitted to the National Diet and the Cabinet on Aug. 8, 2017 stated that the NPA would carry out a study on congratulation/condolence leaves taking into account the discussion to realize equal pay for equal work in the private sector.

## **2. Improvement of Support for Work and Family Life**

With regard to the work-life balance support system, including childcare leave and nursing care leave, the "Guidelines Concerning the Use of Supportive Systems for Balancing Work and Childcare/Nursing Care for

Employees Taking Care of Their Children or Other Family Members” (Notice issued by the Director General of the Employee Welfare Bureau on Feb. 18, 2005) was issued indicating the roles that should be played in utilizing the systems by the bureaus/departments and managers in charge of personnel management of the Cabinet Office and each ministry. In and after FY2016, the systems were revised, including improvement of the flextime system and launch of nursing hours. Additionally, beginning Jan. 2017, it has become mandatory for the Cabinet Office and each ministry to prevent harassment related to pregnancy, childbirth, childcare or nursing care. Furthermore, it has become important to develop the career of employees using the work-life balance support system. Following the decision to revise the guidelines under such circumstances, the NPA developed the “Guidelines Concerning the Use of the Supportive Systems for Balancing Work and Childcare/Nursing Care” (Notice issued by the Director General of the Employee Welfare Bureau on Mar. 30, 2018); and notified the Cabinet Office and each ministry.

The new guidelines clearly indicate the basic ideas common in the work-life supportive systems and the roles that should be played by the bureaus/departments and managers in charge of personnel management of the Cabinet Office and each ministry. Additionally, the guidelines contain points to note in operating the systems; aims to promote childcare by males; and indicate application examples of combining various systems.

### ***Chapter 3. Securing and Development of Diverse Human Resources***

- With the young population shrinking and a strong desire of private companies to recruit young employees, the number of applicants for the national public employees recruitment examinations has been on a downward trend in the medium and long-term. Stably securing diverse and competent human resources is an important issue in personnel management of public employees. Given these backgrounds, the NPA carried out effective measures to secure human resources appropriate for each target, including female students and technical personnel, in partnership with the Cabinet Office and each ministry.
- Aiming at developing employees of the Cabinet Office and each ministry, the NPA improved Administrative Training programs, such as the subject of public service ethics and fieldwork at the disaster-affected areas. Additionally, the NPA improved programs to enhance management ability and to prevent harassment in addition to taking the measures to support career development.

#### **1. Securing of Human Resources**

##### **(1) Implementation of the Effective Measures to Secure Human Resources**

Regarding the activities to secure human resources and educational activities in FY2019, the NPA took opportunities of the explanatory meetings of duties, such as study seminars on the public service and the guidance for recruitment examination of national public employees, along with the events to strengthen network with local universities, including round-table conferences with universities, and introduced the attractive nature of national public service, such as sense of serving the public or self-development through work and relationship of trust with superiors, which were identified through the employees’ consciousness survey that the NPA conducted for the first

time in FY2016 in a multilateral and comprehensive manner so that students could easily imagine the profile of national public employees. Moreover, the NPA effectively shared information concerning the measures for work style reform, practice of work-life balance and various types of support for occupational life, which have been carried out by the Cabinet Office and each ministry.

As a result, both the proportions of female applicants and female successful candidates of the Examination for Comprehensive Service and the Examination for General Service (for university graduate level) hit a record high.

## **(2) Revision of the Schedule for Recruitment Examinations**

Private companies moved the open date of recruitment activity two months earlier than the previous year starting with graduates and expected graduates of FY2016. To be in line with this, the NPA reviewed the schedule for recruitment examinations of national public employees and implemented the Examination for Comprehensive Service in Spring FY2017 approximately one month earlier than FY2016.

## **(3) Improvement of the Recruitment Examination for Experienced Personnel**

The Examination for Experienced Personnel has been carried out since FY2012 with the aim of recruiting personnel, who have useful experience accumulated in private companies, and appointing them to the posts on the Unit Chief level or above. This examination is one of the useful measures to deal with unbalanced age structure of public organizations. In FY2017, 7 types of the Recruitment Examination for Experienced Personnel were implemented, including newly established Examination for Experienced Personnel of the Japan Meteorological Agency (for Unit Chief level (technical category)). For these 7 examinations, 2,636 people applied (2,401 in FY2016), and finally, 342 candidates passed (297 in FY2016). For the Recruitment Examination for Experienced Personnel of the National Tax Agency, in particular, 1,328 people applied (964 in FY2016), and finally 250 candidates passed (223 in FY2016) partly because the agency maintained the expected number of recruits of around 200 people.

The NPA will continue to develop effective measures to secure human resources in cooperation with the Cabinet Office and each ministry and will encourage them to steadily recruit human resources from the private sector utilizing the Recruitment Examination for Experienced Personnel.

### ○ Recruitment Examination for Experienced Personnel in FY2017

- Examination for Experienced Personnel (for Unit Chief level [administrative category]) ※ 12 ministries will use this examination.
- Examination for Experienced Personnel of the Ministry of Foreign Affairs (for Secretary level)
- Examination for Experienced Personnel of the National Tax Agency (for National Tax Examiner level)
- Examination for Experienced Personnel of the Ministry of Agriculture, Forestry and Fisheries (for Unit Chief level [technical category])

– Examination for Experienced Personnel of the Ministry of Land, Infrastructure, Transport and Tourism (for Unit Chief level [technical category])

※ The examination was carried out in two divisions; the HQ division and the division of Regional Development Bureaus/Hokkaido Regional Development Bureau.

– Examination for Experienced Personnel of the Japan Tourism Agency (for Unit Chief level [administrative category])

– Examination for Experienced Personnel of the Japan Meteorological Agency (for Unit Chief level [technical category]) ※ newly established in FY2017

○ Results of the Recruitment Examination for Experienced Personnel

(Unit: persons)

	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017
Number of Applicants	1,206	1,492	2,009	1,446	2,401	2,636
Number of Successful Candidates	8	38	138	117	297	342

## 2. Development of Human Resources

### (1) Measures for the Administrative Training

#### (a) Improvement of the subjects on public service ethics and management ability enhancement

Concerning the subjects on public service ethics and management ability enhancement with the aim of having trainees think by themselves and act proactively, the NPA has been providing a subject on public service ethics in the training for young employees; concretely, the Initial Administrative Training and the Special Course for Officer level and that for Unit Chief level. In FY2017, the NPA expanded this subject to the Administrative Training for Division Director level in the light of cases violating restrictions on reemployment.

#### (b) Continuous review on the Initial Administrative Training (Improvement of subjects responding to globalization)

In the light of changing environments surrounding the operation of public service, particularly a growing necessity of responding to globalization, 28 staff of several foreign embassies in Japan in total were invited as instructors to all the courses of the Initial Administrative Training. They delivered introductory lectures about their countries and their expectation for Japan. The trainees were divided into small groups and had group discussions in English. The curriculum with an eye toward globalization was carried on in one of the courses, in which the trainees exchanged ideas with the government officials of ASEAN countries and worked out policy debate in English.

#### (c) Improvement of fieldwork and curriculum in cooperation with other organizations

The NPA upgraded the assistance program to reconstruct disaster-affected areas, which had been offered in

the Initial Administrative Training until 2016, to the “Program for Reconstructing Disaster-affected Areas and Regional Revitalization” and started to dispatch trainees to the organizations engaging in regional revitalization. In addition, the NPA dispatched some trainees to NPOs to support employment of people with disabilities. Furthermore, the NPA launched a new training course as part of the Special Course for Officer level with the main purpose of conducting fieldwork at NPOs carrying out activities in Minami Soma City, Fukushima Prefecture, which is the area hit by the Great East Japan Earthquake.

In the Leadership Training for Assistant Director level targeting officials who are expected to play a central role in administrative management as executive officials at HQ in the future, the NPA offered the curriculum of fieldwork in partnership with the foreign embassies in Tokyo and local governments. In FY2017, the NPA also carried out the joint program as the first trial in collaboration with “The University of Tokyo Executive Management Program (EMP)” that has been implemented by the University of Tokyo since 2008 mainly targeting those expected to become executive officials with the aim of providing them with “one and only opportunity” to develop comprehensive ability as well-rounded personality.

## **(2) Measures Taken for Training Courses with Special Theme**

### **(a) Cultivating awareness of managerial personnel concerning human resources development**

The NPA reorganized the curriculum of the Personnel Management Seminar into the one in line with the times and offered the seminar more frequently to secure employees’ opportunities of participation.

### **(b) Implementation of the course to develop instructors for the harassment prevention training**

Following the establishment of the NPA Rule concerning prevention of sexual harassment related to pregnancy, childbirth, childcare and nursing care, the NPA reorganized the conventional training to develop instructors for the Training for the Prevention of Sexual Harassment into the one to train instructors for the training to prevent harassment in general including power harassment.

### **(c) Measures taken for facilitating career development**

Aiming at facilitating utilization of the mentor system, which will help realize employees’ smooth adaptation to workplace environment, career development, including ability development and expertise acquisition, and work-life balance, the “Handbook for the Mentor System” (Notice issued on Feb. 2, 2018 by the Director, Recruitment Policy Division of the Human Resources Bureau) was issued to the Cabinet Office and each ministry. The handbook contains good examples of the Cabinet Office and each ministry and describes the issues that require consideration before implementing the mentor system in accordance with the process of implementation.

## ***Chapter 4. International Cooperation and Promotion of IT in Personnel Administration***

- The NPA has invited government executive officials from personnel administrative organizations in major countries every year to exchange ideas concerning the latest circumstances of personnel administration. In FY2017, the NPA invited government executive officials from the United States and France and co-hosted an international seminar under the theme of “How Can a Government Attract, Recruit and Foster Talented Personnel?” with the Japanese Society for Public Administration.
- The NPA invited specialists from the personnel administrative organizations of the Asian countries and exchanged ideas for the purpose of supporting civil service reform in Asian nations on a continuous basis and developing the personal network with the countries having a strong interest in the public employee systems in Japan. In FY2017, the NPA invited specialists from the five countries, namely Indonesia, Malaysia, Philippines, Singapore and Thailand for the first time, and exchanged ideas on the current state of human resource management and development of public employees.
- The NPA created the China-Japan-Korea Personnel Policy Network with the central personnel administrative organizations in China and Korea in Jan. 2005 and has implemented various cooperative projects since then. In FY2017, the eighth Director-General-level meeting was held in Dec. in Beijing, China where the eighth cooperation plan, a two-year cooperative framework, was established.
- All of the five ministries/agencies which had been using the both conventional and new system concurrently at the end of FY2016, launched full-fledged operation of the Personnel and Remuneration-related Duties Information System (hereinafter referred to as the “Personnel and Remuneration Information System”). This means that all of the 28 ministries/agencies that had been planning the transition, including the ministries that already started full operation by FY2016, completed the transition to this system (approx.273,000 officials (full-time employees)).

### **1. International Cooperation and International Exchange**

#### **(1) Invitation of Government Executive Officials from Major Countries**

As a specialized agency for personnel administration, the NPA has annually invited executive officials from personnel administrative organizations in major countries to exchange opinions on the latest circumstances surrounding personnel administration. The objectives are to promote cooperation in the field of personnel administration through cooperative relationships with personnel administrative organizations in foreign countries as well as to derive suggestions from other countries’ experiences and initiatives on issues that the Japanese public employee system is facing. Since FY2010, the NPA has invited government executive officials from two countries at one time and co-hosted an international seminar with the Japanese Society for Public Administration.

In FY2017, the NPA invited government executive officials from the United States and France with a view to obtaining reference information to examine issues related to securing and developing of human resources in Japan and hosted the international lecture meeting titled “How Can a Government Attract, Recruit and Foster

Talented Personnel?” in Nov. following the previous meeting held in FY2016.

At the lecture meeting, Mr. Mark Reinhold, Associate Director, Employee Services and Chief Human Capital Officer, the US Office of Personnel Management, explained about the public awareness of the attractive nature of the public service in the US, measures for employment and recruitment activity, various measures for competency development and the latest personnel management policy under the Trump Administration. Meanwhile, Mr. Yann Algan, Dean, School of Public Affairs of Sciences Po covered the method to secure human resources in the French public service, changes in the attractive nature of the public service, issues related to human resources development and various reforms carried out by the French President Emmanuel Macron.

The lecture meeting attracted more than 110 participants, including official of the Cabinet Office and each ministry, researchers and students, who asked many questions to Mr. Reinhold and Mr. Algan.

### **(2) Invitation of Officials from the Personnel Administrative Agencies of the Asian countries**

Aiming at allowing employees with expertise and high moral to play an active role in administration, the Asian countries promoting the economic development and political democratization are advancing reform to develop a fair and efficient framework for public employee system adopting a modern system in Western countries as a model. As far as the reform in personnel administration is concerned, these countries have a strong interest in the public employee system in Japan.

For the purpose of meeting these needs, supporting civil service reform in Asian nations on a continuous basis and creating a personal network, the NPA started in FY2017 to invite the experts of the personnel administrative agencies in Asian countries with the aim of exchanging ideas on the current state of public employee management and development of public employees.

In FY2017, the NPA invited five experts – Assistant Commissioner, Civil Service Commission of Indonesia; Director, Research, Planning and Policy Division, Public Service Department of Malaysia; Director III, Regional Office No. 11, Civil Service Commission of Philippines; Chief Human Resource Officer, Central Provident Fund Board of Singapore; and Human Resource Officer, Office of the Civil Service Commission of Thailand. Opinions were exchanged concerning securing of fair selection process, promotion of performance management and long-term personnel development.

### **(3) The China-Japan-Korea Personnel Policy Network**

Based on the “Action Strategy on Trilateral Cooperation among the People’s Republic of China, Japan and the Republic of Korea”, which was approved at the China-Japan-Korea Summit Meeting held in Nov. 2004, the NPA launched the China-Japan-Korea Personnel Policy Network in Jan. 2005 as a cooperative framework in personnel administration in partnership with the Ministry of Personnel (present Ministry of Human Resources and Social Security) of China and the Civil Service Commission (present Ministry of Personnel Management) of Korea. This network has implemented various cooperative projects up to date and plays a role in cooperation among Japan, China and Korea.

Every two years, this network holds a Director-General-level meeting of the central personnel administrative organizations in these three countries. In FY2017, the eighth Director-General-level meeting was held in Dec. in Beijing, China with participation of Emiko Matsuo, Director General for Secretariat's Policy Matters, Secretariat of National Personnel Authority; Hao Bin, Director-General of International Cooperation Department of the Ministry of Human Resources and Social Security of China; and Cho Sung-joo, Director-General for Leadership Development Bureau, National HRD Institute, Ministry of Personnel Management of Korea. They confirmed the results of their cooperation projects and developed the eighth cooperation plan, which is a two-year cooperative framework.

The eighth cooperation plan includes the decisions to continuously carry out exchange among administrative officials in the three countries, symposium on personnel administration hosted by the three countries and information exchange concerning personnel administration on a regular basis. The plan also contains the resolutions to implement the next Director-General-level meeting in Korea in 2019 and the high-level talk of the heads of the personnel administrative organs of the three countries in Japan in the same year.

## **2. Promotion of IT for Personnel Management Duties**

The Personnel and Remuneration Information System is a cross-governmental common system, which integrates various functions, such as personnel management, remuneration management, mutual aid management, notifications and applications by employees, based on the "Optimization Plan for Personnel and Remuneration System," which was decided by the Chief Information Officers (CIO) Liaison Conference of the ministries (Feb. 27, 2004). The system was originally scheduled to be introduced to all the ministries by FY2015. Nevertheless, the duties could not be coordinated sufficiently before building the system. There were also some problems with its performance. Taking into account these circumstances, the entire government decided to fundamentally review the personnel and remuneration duties under the Personnel and Remuneration Duties Efficiency Promotion Council, which was established in Aug. 2014, to simplify and streamline such duties and to minimize the costs related to the system operation aiming at enabling all the ministries to complete the transition to this system by the end of FY2016.

In partnership with related organizations, the NPA has worked on improvement measures relating to "Reform of Personnel and Remuneration Duties" and "Reform of Personnel and Remuneration System," which were stated in the improvement plan, and extended support to the ministries for their system transition work. In FY2017, full-fledged operations were launched in the Ministry of Health, Labour and Welfare (Regional Labor Bureau), the Ministry of Finance, the National Tax Agency, the Ministry of Land, Infrastructure, Transport and Tourism and the Japan Transport Safety Board that had been using the both conventional and new system concurrently at the end of FY2016. As a result, all of the 28 ministries/agencies (approx.273,000 officials (full-time employees)), which had been planning the transition, completed the transition to this system, including the ministries which had already started full operation by FY2016.



## Part 2.

### Development of Employees in Their 30s Who Will Play a Central Role in the Next-Generation Administration and Invigoration of the Entire Public Sector: Exploring Issues and Measures Through the Consciousness Survey

#### Introduction

Part 2 of the Annual Report FY2015 looked at the change in the incumbency of national public employees (personnel structure by age group) and its impact on personnel management. According to the report, the number of employees in their 40s and 50s is roughly two times larger than that of those in their 20s and 30s. The number of managerial personnel and employees with years of service with rich experiences in the public service are expected to be extremely small in 20 years from now. With such an awareness, the Annual Report considered the causes, impacts and challenges concerning this issue.

Part 2 of the Annual Report FY2016 disclosed the result of employees' consciousness survey, which was conducted to help realize an attractive workplace in the public service. This survey was carried out targeting the employees at HQ subject to the Salary Schedule for Administrative Service (I) (Admin (I)). The survey adopted the method used in the "Employee Satisfaction Survey" that has been extensively conducted at private companies, local governments and foreign governments. This is the first cross-ministerial survey implemented multilaterally and comprehensively concerning awareness of national public employees. Based on the survey results, the Annual Report confirmed the attractive nature of workplace in the public service, which includes serving the public and society, rewarding work and sound workplace environment in terms of compliance. The report also identified that allocation of employees, direction of personnel development, lowering vitality of workplace and burden from work may become the challenges in future operation of the public service.

In the Annual Report, an analysis was also conducted concerning the trend of employees' satisfaction by attribute based on the survey results, and it was found out that the average of the responses of the employees in their 30s was the lowest in all the responses.

Employees in their 30s are exactly the generation playing a central role in practical business at unit chief level or assistant director level between less experienced employees in their 20s with length of service for just several years and managerial personnel in their 40s and above. Accordingly, most of the issues facing this generation can be considered as the ones facing the entire workplace in the public service. Looking toward the future, employees in their 30s are expected to offer high-quality public service as experienced managerial personnel or working-level employees with years of service in 10 to 20 years ahead.

Realization of a workplace where employees in their 30s can work actively in their daily duties with high motivation will help to invigorate the current workplace in the public service. Properly developing employees in their 30s is essential to maintain and improve efficiency of the public service toward the future.

Given this background, the NPA intends to consider issues related to employees in their 30s and the entire public service and to propose measures to deal with such issues. To this end, the NPA summarized the environment surrounding the employees in their 30s and then conducted a survey asking the concrete questions of the

employees in their 30s and their superiors at Director level, who were surveyed in the previous fiscal year.

## **Chapter 1. Environment Surrounding the Employees in Their 30s**

### **Section 1. Current Situation of the Employees in Their 30s**

#### **1. Number of Employees and Personnel Structure**

Among the incumbent national public employees in the regular service in all the organizations of national government, full-time employees subject to Admin (I) responsible for general administrative affairs, totaled 140,319 in 2017. Among them, those in their 30s accounted for 20.6% of the total with 28,934 employees.

Meanwhile, the number of incumbent employees at HQ, including the Cabinet Office, ministries, committees, agencies, subject to Admin (I) in the same age group was 35,930. Among them, those in their 30s totaled 11,277 with 31.4% of the total.

**Table 1 Employees in Their 30s Subject to Admin (I) (All Administrative Organizations, HQ)**  
(Aggregated by the NPA based on the Fact-finding Survey of Remuneration of National Public Employees in 2017)

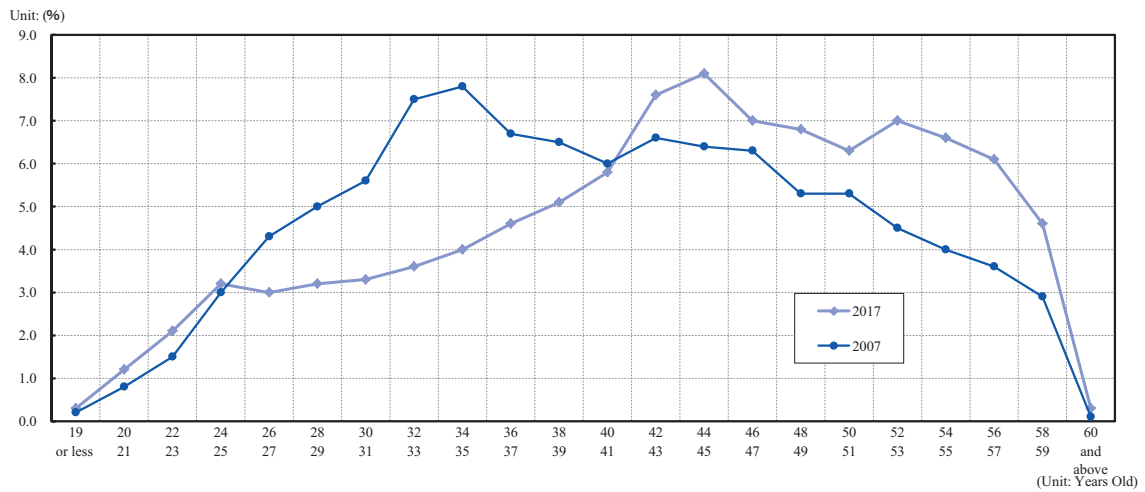
Number of Employees Salary Schedule for Administrative Service (I)	Total Number of Employees	
		Employees in Their 30s
All Administrative Organizations	140,319 employees (100.0%)	28,934 employees (20.6%)
HQ	35,930 employees (100.0%)	11,277 employees (31.4%)

With regard to the personnel distribution ratio in 2017 compared with that of a decade ago in 2007, the ratios of the employees in their 40s and 50s are by far larger than those in their 20s and 30s in all the administrative organizations as shown in Figure 1. The ratios of the employees in their 20s and 30s saw a significant decline over the 10 years. At HQ, on the other hand, a certain number of young employees are recruited every year, and the personnel distribution ratios are indicated in Figure 2. (※ 1)

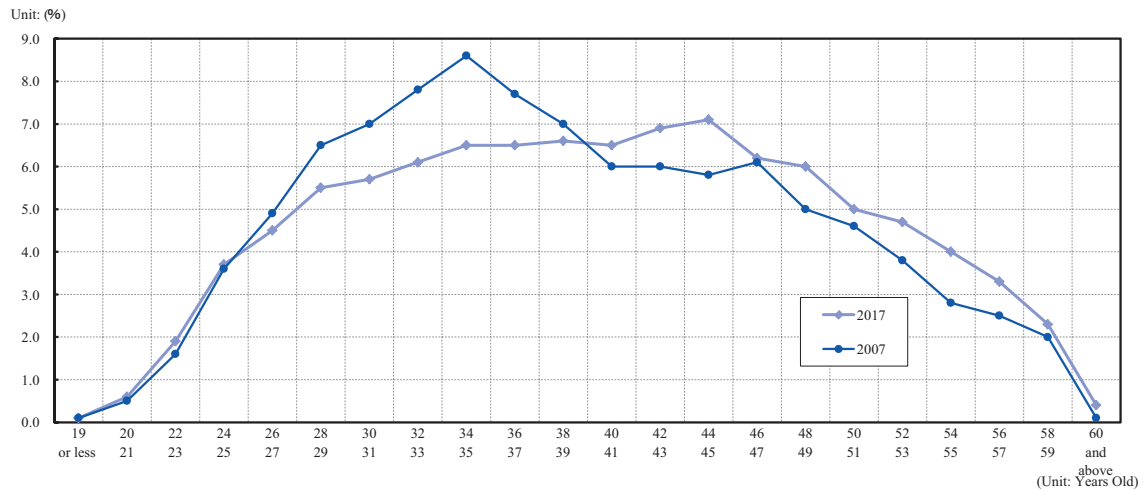
※ 1 Part 2 of the Annual Report FY2015 took up the subject “Change in Incumbency (Personnel Structure by Age Group) and Its Impact on Personnel Management” and conducted an analysis. There is no change in the trend since then. According to this Annual Report, unbalanced personnel structure by age group has emerged due to a reduction in the ceiling of the number of officials, prolonged incumbent period caused by strengthened restriction on reemployment and recent cutback on recruitment. Under the circumstances where a large number of employees are projected to reach the mandatory retirement over the next 20 years or so, the report pointed out that these issues related to personnel structure have caused concern regarding the declining organizational vitality associated with slower promotion of young and mid-level employees; problems related to personnel management, such as development of young and mid-level employees mainly of the regional offices with extremely small number of young employees; and obstacles to duty performance, such as the smooth inheritance of skills and knowhow. In consideration to that, the report proposed the necessity to address issues such as securing and development of diverse and competent human resources, utilization of abilities and experiences of elderly employees, and promotion of work style reform, including improvement in

work-life balance support system and correction of working long hours, in order to maintain efficient and vigorous organizations in the public service with an eye toward the state of public service in 10 or 20 years from now.

**Figure 1 Trends in Personnel Distribution Ratio by Age Group (Employees Subject to Admin (I) (All Administrative Organizations))**  
(Aggregated by the NPA based on the Fact-finding Survey of Remuneration of National Public Employees)



**Figure 2 Trends in Personnel Distribution Ratio by Age Group (Employees Subject to Admin (I) (HQ))**  
(Aggregated by the NPA based on the Fact-finding Survey of Remuneration of National Public Employees)



## 2. Duties

As shown in Table 2, most of the employees in their 30s among those at HQ subject to Admin (I) are distributed in the range from Grade 2 to Grade 6 of the salary schedule. Duties of Unit Chiefs and those of Assistant Directors are designated as the standard duties of Grade 3/Grade 4 and Grade 5/Grade 6 respectively.

With regard to the ability of Assistant Directors and Unit Chiefs to perform standard duties (refer to “Concerning the Abilities to Perform Standard Duties” (Decision of the Prime Minister on Mar. 6, 2009)),

Assistant Directors are expected to “play a central role in practical business for policy planning and administrative operations”; and Unit Chiefs are expected to “check the entire duties in charge and ensure to perform duties appropriately.” Employees in their 30s are playing a pivotal role in practical business in each field, including system planning, budgeting, coordination of external policies, handling of Diet affairs and international affairs.

Among the employees that participated in the survey targeting the employees in their 30s to be introduced in Section 2 of Chapter 2, most of the employees at Assistant Director level are those recruited through Level 1 Examination of National Public Employees, and a majority of the employees at Unit Chief level are those recruited from other types of examination.

**Table 2 Number of Incumbent Employees in Their 30s Subject to Admin (I) by Grade (HQ)**  
(Aggregated by the NPA based on the Survey on Incumbency of National Public Employees in the Regular Service in FY 2016)

Grade	1	2	3	4	5	6	7	8	9	10	Total
30-34 yrs. old	105	1,819	3,273	590	316	48	0	0	0	0	6,151
35-39 yrs. old	12	217	3,209	1,686	476	1,033	140	0	0	0	6,773
Total	117	2,036	6,482	2,276	792	1,081	140	0	0	0	12,924

(Note) Number of incumbent employees as of Jan. 15, 2017

### 3. Work-Life Balance

According to the “Vital Statistics of Population” for 2016 issued by the Ministry of Health, Labour and Welfare(MHLW), the average age of first marriage in Japan is 31.1 for husband and 29.4 for wife. The average age of mother at the birth of her first child is 30.7. Many people experience big life events, such as marriage and childbirth, in their 30s.

There is no statistic available on marriage and childbirth by age of national public employees, but the employees in their 30s face issues of work-life balance in the public service as well.

**Table 3 Trends in the Average Age of First Marriage by Year**  
(Annual Total of the Monthly Vital Statistics Report (Approximate Figures) for 2016 Released by MHLW)

	Husband	Wife
1995	Age 28.5	Age 26.3
2005	29.8	28.0
2012	30.8	29.2
2013	30.9	29.3
2014	31.1	29.4
2015	31.1	29.4
2016	31.1	29.4

**Table 4 Trends in the Average Age of Mother at the Birth of Her First Child by Year**  
(Annual Total of the Monthly Vital Statistics Report (Approximate Figures) for 2016 Released by MHLW)

	1975	1985	1995	2005	2013	2014	2015	2016
Average Age	25.7	26.7	27.5	29.1	30.4	30.6	30.7	30.7

## Section 2. Recent Working Environment for Employees

The NPA carried out an opinion exchange with the personnel authorities of 12 ministries (hereinafter referred to as the “Hearing with the Cabinet Office and Each Ministry”) concerning the recent working environment for employees focusing on the points to note in comparison with the environment in the past. The summary of the opinions presented by the Cabinet Office and each ministry found the situations as follows.

### 1. Measures for More Transparent Procedures

In recent years, there has been a growing demand to perform duties responding to more transparent and strict administrative procedures. The Cabinet Office and each ministry also demonstrated such recognition.

For instance, with the enforcement of the “Administrative Procedure Act” in 1994, the public comment procedures were introduced (introduction in 1999 following the Cabinet Decision and legislation in 2005). In 2001, the “Act on Access to Information Held by Administrative Organs” was enforced stipulating the obligation to disclose administrative documents. In connection with this, the “Public Records and Archives Management Act” came into effect in 2011 stipulating arrangement and preservation of administrative documents.

In addition, each employee is required to properly process the duties on a routine basis by conforming to various systems, including policy evaluation, administrative program review, and operations related to internal control, such as information security.

It is obvious that national public employees are required to comply with these systems and properly perform duties in order to fulfill their accountability obligations to the public and to secure public trust in the public service. Each employee is required to be strongly aware of such needs, and organizations should provide a system taking into account workload related to these systems. In reality, however, employees have to deal with excessive workload when an appropriate system is not established, or when they have to process the workload much heavier than expected. (※ 2)

※ 2 Taking as an example the number of disclosure request to administrative organs pursuant to the “Act on Access to Information Held by Administrative Organs”, 48,670 requests were filed in FY2001 when the act was first introduced. The number rose to a record high of 111,415 in FY2015. (Refer to the “Enforcement Status of the Act on Access to Information Held by Administrative Organs and Incorporated Administrative Agencies in FY2015” released by the Ministry of Internal Affairs and Communications”.)

## **2. Emphasis on Work-Life Balance**

In relation to work-life balance, various supportive systems have been steadily established in the public service over the past 20 years (※3). Additionally, efforts have been made continuously to raise awareness aiming at enabling employees to utilize the work-life balance supportive systems. Particularly in recent years, the entire government has been taking the measures to encourage male employees to use these systems. As a result, the childcare leave acquisition rate of national public employees in the regular service, for instance, rose to 14.5% for men and 99.2% for women in FY2016 from 0.1% for men and 79.6% for women in FY1996.

On the other hand, most of the employees who take over the duties of their colleagues who take leaves are also in their 30s. Therefore, it is often the case that utilization of the work-life balance system increases the workload of their colleagues in their 30s.

※ 3 The actions taken in relation to the leave system and short-time work system include introduction of the childcare leave and part-time childcare leave (referred to as childcare hours at present) (in Apr. 1992) followed by raising of the children's maximum age eligible for these systems (revision from "less than one year old" to "less than three years old" in Apr. 2002); launch of the leave for nursing children (in Apr. 2002); introduction of the leave for male employees to participate in childcare (in Jan. 2005); and introduction of childcare short-time work and raising of the children's maximum age eligible for part-time childcare leave (referred to as childcare hours at present) (revision from "less than three years old" to "prior to entering elementary school" in Aug. 2007). Furthermore, the measures undertaken to enable employees raising their children to flexibly allocate working time include the launch of early or late work starting time (in Apr. 2005) and improvement in the flextime system (in Apr. 2016).

## **3. Changes in Performing Responsible Duties**

At the Hearing with the Cabinet Office and Each Ministry, opinions were raised including that top-down decisions on work are made more frequently than before; that the duties which used to be performed by Unit Chiefs are now undertaken by Assistant Directors, and the duties which were usually done by Assistant Directors are carried out by Division Directors at present; and that a growing number of employees are forced to undertake the duties which are supposed to be done by their subordinates, due to an increase in the number of Unit Chiefs without subordinates.

It was pointed out that the recent changes in policymaking processes and necessity to deal with diverse administrative needs may have made employees in their 30s engage in administrative work, which does not require a major determination, more than before instead of involved in policymaking.

## **4. State of Heteronomous Duties**

Long working hours have become a major issue also at the workplace in the public service. According to the "Consciousness Survey on Overtime Work", which was conducted by the NPA in 2014, the most popular

answer among the employees at HQ on the factors to generate overtime work was heteronomous duties such as handling of Diet affairs, international affairs, consultation on laws and regulations and negotiations on budgeting (35.5%).

Among them, the duty that most requires overtime work was handling of Diet affairs (answered by 73.3% of respondents who cited heteronomous duties as the factor to generate overtime work). Mainly employees in their 30s at Assistant Director level are involved in a series of these duties, such as check of the content of questions to the Diet members, preparation of written answers and explanation to executive officials.

At the Hearing with the Cabinet Office and Each Ministry, some ministries unveiled their view that the Diet-related workload has increased recently than before while other ministries said that streamlining of internal procedures reduced their sense of burden or that they have not seen a quantity change yet. (※ 4)

※ 4 It is difficult to quantify the Diet-related workload objectively. With regard to memorandums on questions, for instance, the number of memorandums on questions submitted to the House of Representative and to the House of Councilors grew from 95 in 1997, 20 years ago, to 1,103 in 2007, a decade ago. After that, the number was on a downward trend for a while. It, however, started to increase again in 2014, and 807 memorandums on questions were submitted in 2017. (These figures were aggregated based on the data posted on the websites of the House of Representative and the House of Councilors.)

## ***Chapter 2. Consciousness of Employees in Their 30s***

### **Section 1. Issues Found in the Previous Survey**

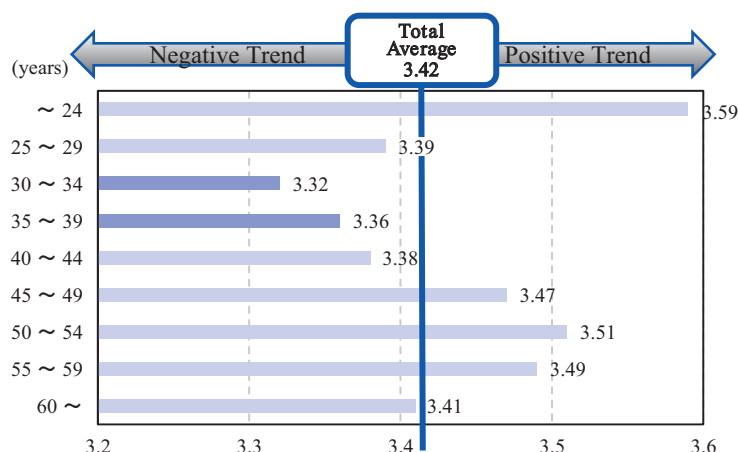
#### **1. Average Values of Answers by Age Group**

In FY2016, the NPA conducted a consciousness survey targeting the employees at HQ, who are subject to Admin (I) (hereinafter referred to as the “Previous Survey”). In the Previous Survey, the respondents were expected to answer on a five-point scale ranging from “definitely agree” to “definitely disagree.” These answers were graded from five points to one point respectively in order. The average values of respondents were computed, and an analysis was performed.

The average value by age group of all the 85 questions in the Previous Survey is the highest among the employees aged 24 or younger and drops sharply in the older age groups. The average hit the bottom in the age group of 30 to 34, and the second lowest average was found in the employees aged 35 to 39. The average values increased in the older age groups till the age bracket of 50-54 [Figure 3]. Looking at the average values by 10-year age category, the lowest average was also found in the employees in their 30s.

With respect to the average by question item, the average values of the employees in their 30s were the lowest in 51 question items out of 85. Among them, the average values of 23 items were 3.19 or lower. In the Previous Survey, the questions with the average values of 3.19 or lower were categorized as the items showing a negative trend [table 5].

**Figure 3 Average Values of Answers by Age Group in the Previous Survey**



**Table 5 Question Items Whose Average Values among the Employees in Their 30s are 3.19 or Lower and the Lowest Among All the Age Groups**

Categories in the Previous Survey	Question Items in the Previous Survey
Personnel Management of Employees	Self-decision on career
	Personnel allocation effective for career development
	Consent to job relocation and personnel transfer
	Motivation by personnel system
	Degree of satisfaction with welfare benefits
	Environment to treat employees with respect
	Future prospects of public service
	Degree of comfort in office environment
	Appropriate top management
	Genuine sense of organizational reform
Liveliness in the Workplace	Improvement through friendly competition in the workplace
	Sharing of skills and knowledge in the workplace
	Review on duties and its utilization
	Support for challenge in the workplace
	Intention to attain goals
	Aspiration for challenge in the workplace
	Cooperation among organizations
	Clarification of organizational roles
Streamlining of duties	
Management by Superior	Support for subordinates' career development
Appropriate Work Burden	Satisfaction with personnel allocation
Entire Consciousness	Degree of recommendation of the workplace at ministries
	Social valuation of my own work

## 2. The Items to Be Surveyed Further

The items with low average values among the employees in their 30s vary widely from “personnel management of employees”, “liveliness at workplace”, “management by superiors”, “appropriate work burden” to



“entire consciousness.” With a view to enhancing motivation and development of employees in their 30s, it is deemed necessary to concretely explore these issues and consider the measures to deal with such issues through implementing additional surveys highlighting the following fields.

### **(1) Factors Affecting Motivation**

The Previous Survey asked participants to answer if they agreed or not concerning each question, but did not gain insight into specific reasons for their answers. Accordingly, it is essential to understand more concretely the factors that maintain, improve or lower motivation of employees in their 30s also for the purpose of operating the entire public service more efficiently.

### **(2) Intentions Related to Career Development**

The Previous Survey found a strongly negative trend among the employees at Unit Chief level and those in their 30s in the items related to career development such as ability development and expertise acquisition.

Unbalanced personnel structure by age was found also in the Cabinet Office and each ministry. In order to stably maintain the public service in the midst of decreasing number of employees in their 30s, it is essential to develop human resources in a planned manner looking ahead 10 or 20 years from now. To this end, how to make an approach to employees' career development is critical for the purpose of enabling each employee to fulfill his or her ability.

Part 2 of the Annual Report FY2016 (hereinafter referred to as the “AR FY2016”) examined the results of the Previous Survey and made an analysis on reasons why negative trends were seen in the answers relating to this item made by the employees at Unit Chief level and those in their 30s. The reasons found in this report include that they may be concerned that their abilities and expertise are not necessarily reflected in personnel transfer partly because they do not have a clear picture about the direction of their future; and that these employees may wish to have more opportunities to seek advice on the future direction for their capacity building and acquisition of expertise. It is necessary to verify these reasons and to explore other factors as well.

### **(3) State of Challenges at Workplace**

In the Previous Survey, relatively negative evaluations were found in the field of “Liveliness at Workplace” overall, particularly in items relating to challenges at workplace. In particular, the average values of the employees in their 30s were the lowest in “support for challenge in the workplace” and “intention to attain goals.”

The AR FY2016 analyzed that the level of liveliness at workplace may be low in terms of competition and challenges due to insufficient communication among employees to interact with each other in performing their duties irrespective of age group. Maintaining and enhancing desire for new challenges held by the employees in their 30s, who are versed in duties, play a central role in practical business and have ideas to improve duties, is extremely important to revitalize the entire public service. Therefore, it is necessary to explore their consciousness and issues more concretely.

#### (4) Workplace Environment Such as Streamlining of Duties and Personnel Allocation

The Previous Survey also found negative trends in every generation in items related to work burden and workplace environment, such as “streamlining of duties” and “satisfaction with personnel allocation.”

The AR FY2016 analyzed and assumed that workload had increased excessively in proportion to personnel allocation mainly in the workplace where duties had not been streamlined sufficiently. Employees in their 30s are most affected in such a circumstance, and therefore, it is essential to understand the situation more concretely and to consider measures focusing on this generation.

#### (5) Management by Superiors and Communication at Workplace

Operating management by superiors, instructions and development provided to subordinates by superiors and communication among employees at workplace are commonly related to all of the above issues. They also have a great impact on the state of organizations and the operation of the public service in the future. It is necessary to understand these issues through clarifying consciousness of the employees in their 30s and those at Division Director level.

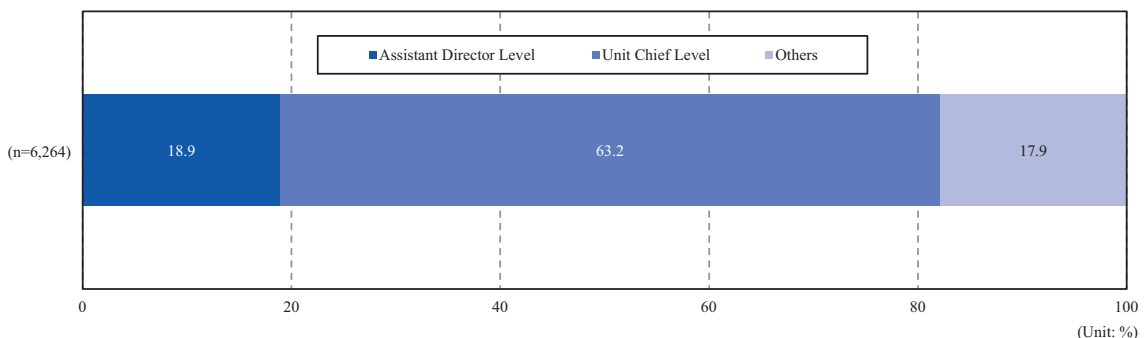
### Section 2. Survey of the Employees in Their 30s

#### 1. Survey Methodology

In light of the awareness of the issues discussed in the previous section, the NPA implemented an online anonymous survey from Jan. 22 to Feb. 2, 2018 targeting employees in their 30s at HQ who are subject to Admin (I) (hereinafter referred to as the “Survey of the 30s”). Additionally, the NPA carried out a similar survey targeting the employees at Division Director level with the aim of grasping superiors’ views about their subordinates in their 30s (hereinafter referred to as the “Survey of the Division Director Level”).

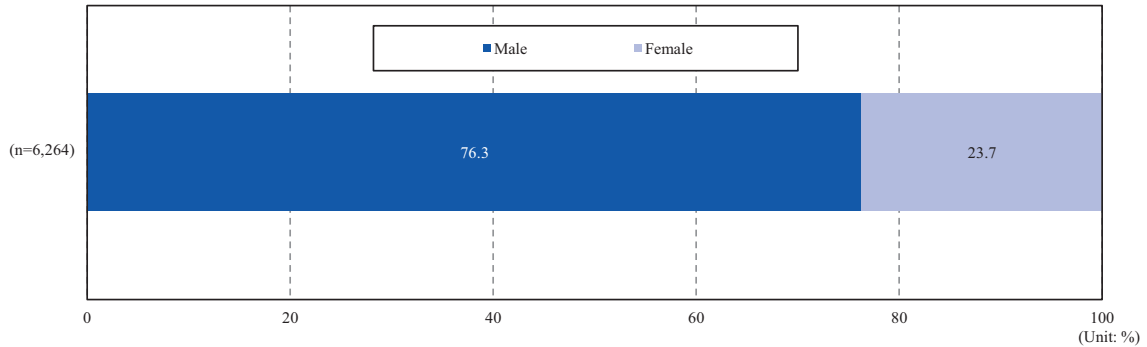
The respondents of the “Survey of the 30s” and the “Survey of the Division Director Level” (hereinafter collectively referred to as the “2018 Survey”) are made up of 6,264 employees in their 30s and 1,218 at Division Director level. The breakdowns of their attributes are shown in Figure 4 to Figure 6.

**Figure 4 【Survey of the 30s】 Breakdown of Respondents by Position Level**

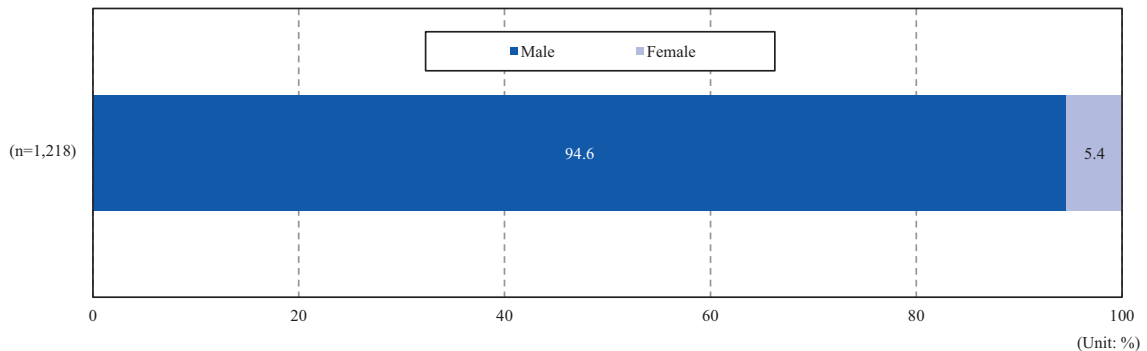


(Note) n= Number of valid respondents (The same shall apply hereinafter.)

**Figure 5 [Survey of the 30s] Breakdown of Respondents by Gender**



**Figure 6 [Survey of the Division Director Level] Breakdown of Respondents by Gender**



## 2. Overview of the Survey Results

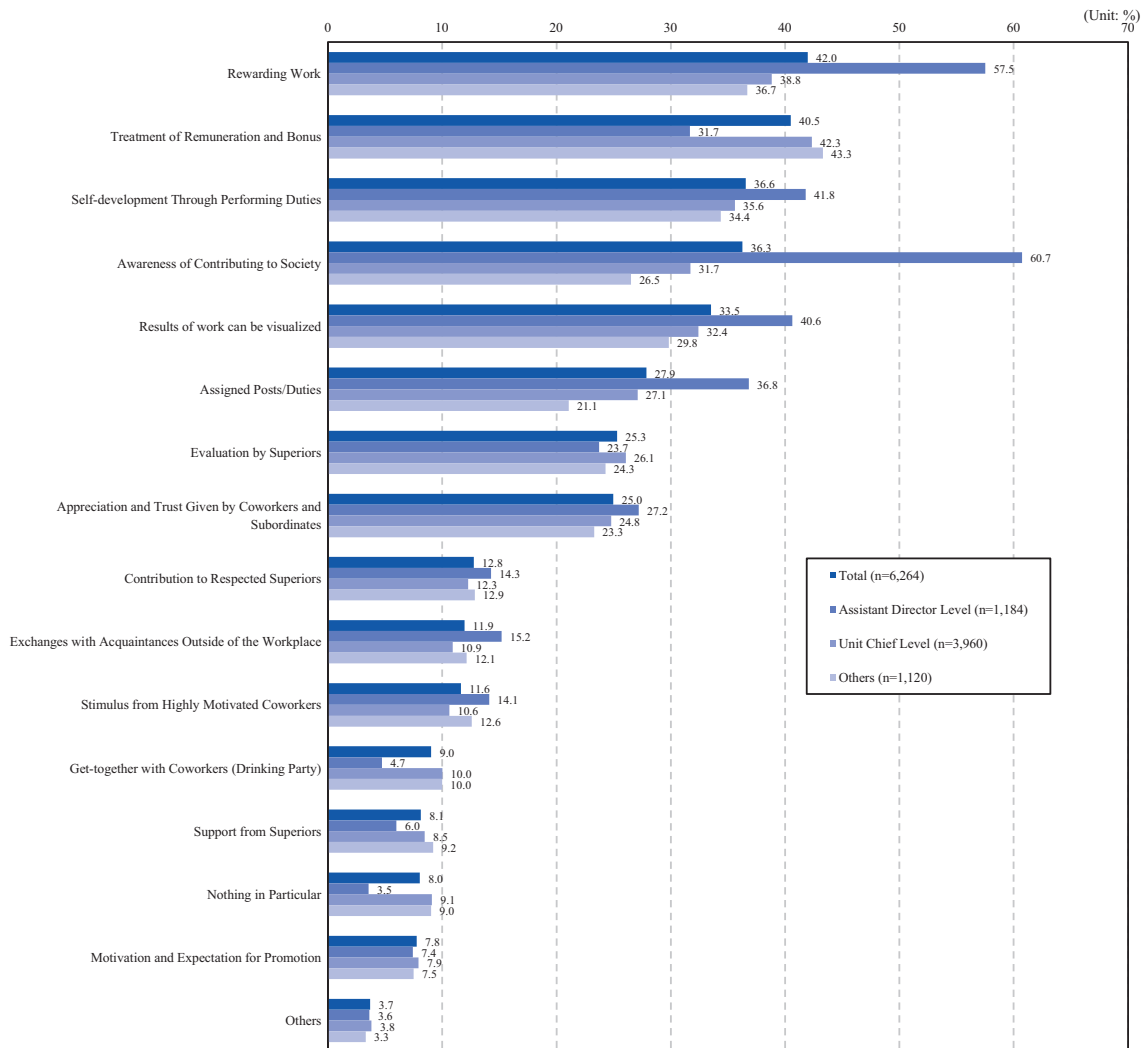
Below is an overview of the results of the 2018 Survey.

### (1) Motivation-related results

As the specific factors to maintain and enhance motivation of employees in their 30s, a high proportion of the entire respondents selected “rewarding work” (42.0%), “treatment of remuneration and bonus” (40.5%), “self-development through performing duties” (36.6%) and “awareness of contributing to society” (36.3%) [Figure 7].

Looking at the results by position level, roughly 60% of the employees at Assistant Director level selected “rewarding work” and “awareness of contributing to society”, which signifies that they valued the most the significance of work and awareness of contribution. Meanwhile, a high proportion of the employees at Unit Chief level chose “treatment of remuneration and bonus” as well. The survey respondents were allowed to choose up to five answers to this question. While the average number of items selected by the respondents was 3.9 for Assistant Director level, the employees at Unit Chief level chose 3.2 items and those at other position levels selected 3.1 items on average. This difference suggests that there are fewer factors to maintain and enhance motivation particularly of the employees at Unit Chief level.

**Figure 7 【Survey of the 30s】 Specific Factors to Maintain and Enhance Motivation for Work (Up to five items can be selected.)**



As specific factors that have lowered motivation of employees in their 30s, a large ratio of the entire respondents chose “inability to keep work-life balance due to busy work or long working hours”, “inability to have a sense of contribution to society and to find something meaningful and rewarding in duties”, “lack of support from superiors”, “treatment of remuneration and bonus” and “negative evaluation by superiors.”

Particularly, the most popular answer was “inability to keep work-life balance due to busy work or long working hours”, which was chosen by about half of the respondents [Figure 8].

A relatively large number of the respondents chose “lack of support from superiors” (31.4%) and “negative evaluation by superiors” (27.0%). Meanwhile, “evaluation by superiors” was selected by a certain number of the respondents as a specific factor to maintain and enhance motivation (25.3%). Taking these results into consideration, instructions and development provided by superiors are deemed to be major factors greatly affecting motivation of the employees in their 30s.

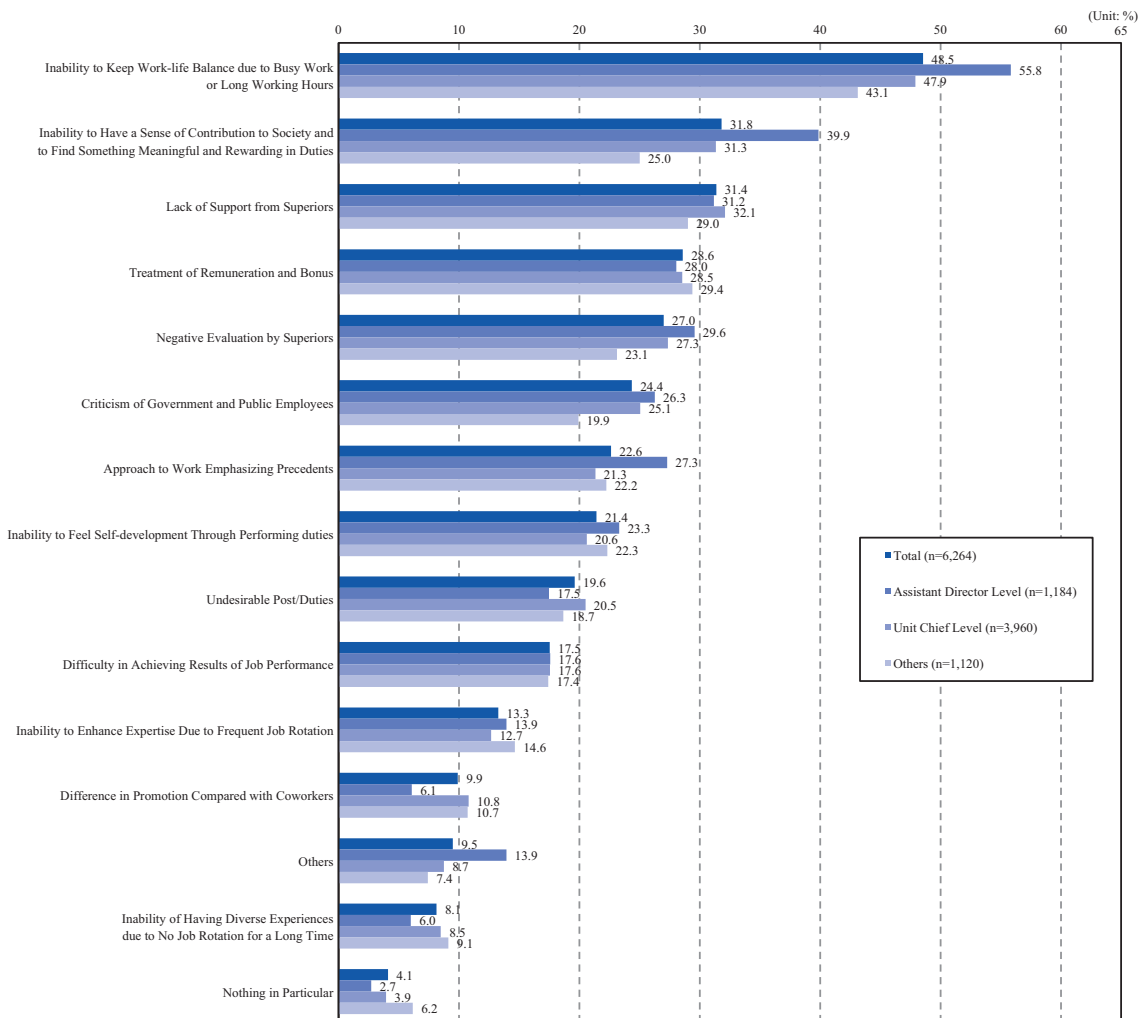
On the other hand, the ratio of the respondents who selected “difference in promotion compared with

coworkers”, was low (9.9%). With regard to the specific factors to maintain and enhance motivation, the ratio of the respondents who chose “motivation and expectation for promotion” was the lowest (7.8%). Given these results, the employees in their 30s do not find motivation in promotion to a higher position in the future.

“Criticism of government and public employees” was also selected by over 25% of the employees at Assistant Director level and Unit Chief level.

Taking a look at the results by position level, a relatively large ratio of the employees at Assistant Director level answered “inability to keep work-life balance due to busy work or long working hours” and “inability to have a sense of contribution to society and to find something meaningful and rewarding in duties”, but the survey did not find a considerable disparity among position levels overall.

**Figure 8 [Survey of the 30s] Specific Factors That Have Lowered Motivation for Work (Up to five items can be selected.)**



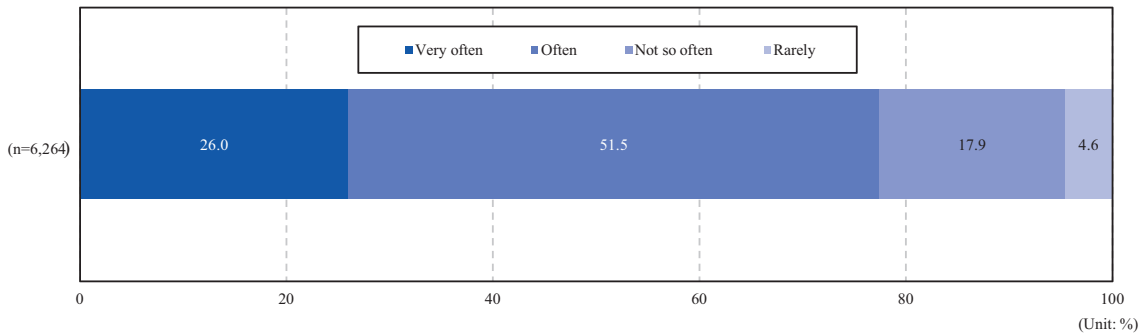
**(2) Career Development-related Results**

**(a) Interest and a sense of security of the employees in their 30s about their aptitude and future career development**

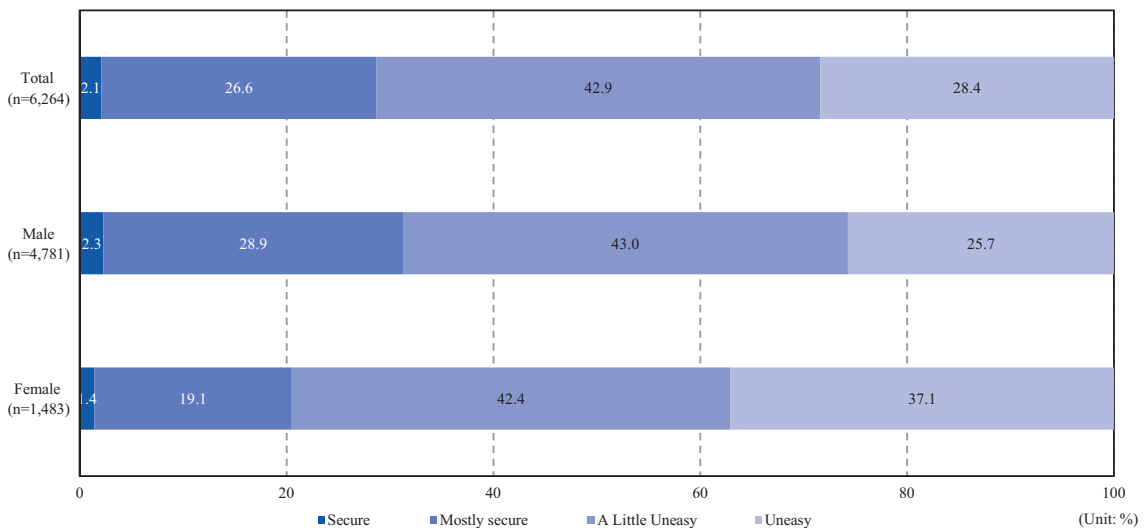
Asked about frequency of considering their own aptitude and hopes for future career development, about 80% of the employees in their 30s answered that they considered them “Very often” or “Often” [Figure 9]. With regard to a sense of security about future career development and work-life balance, around 70% of the employees in their 30s replied “uneasy” or “a little uneasy”[Figure 10].

No difference can be found in this trend by position level. Concerning the results by gender, the ratio of female employees who selected “uneasy” is somewhat larger than that of male employees. Still, about 70% of male employees chose “uneasy.”

**Figure 9 [Survey of the 30s] Frequency of Considering Own Aptitude and Hopes for Future Career Development**



**Figure 10 [Survey of the 30s] Sense of Security about Future Career Development Such as Capacity Building and Expertise Acquisition and about Work-life Balance**

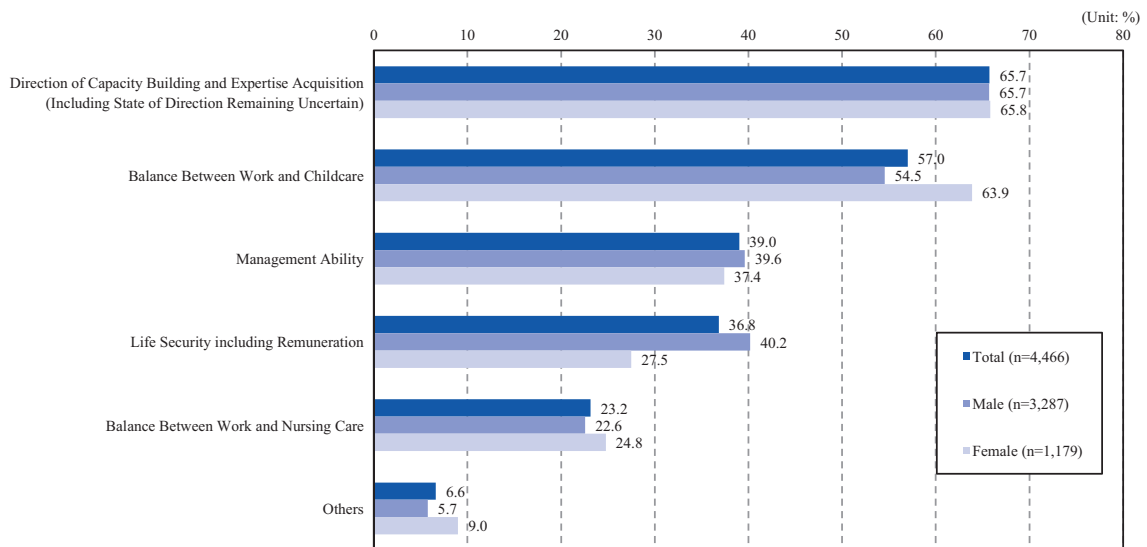


**(b) Reasons for feeling uneasy**

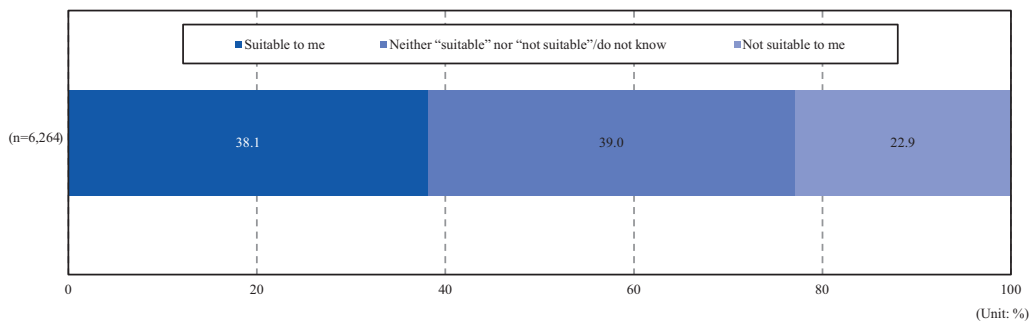
The survey asked an additional question to the 70% of the employees in their 30s, who chose “a little uneasy” and “uneasy”, about what makes them feel uneasy. The most popular answer was “direction of capacity

building and expertise acquisition (including state of direction remaining uncertain) (65.7%). In addition, over 50% of the respondents, both men and women, selected “balance between work and childcare” [Figure 11]. Furthermore, concerning contents of work, around 60% of the employees in their 30s chose “not suitable to me” (22.9%), or “neither ‘suitable’ nor ‘not suitable’/do not know” (39.0%) [Figure 12]. Asked whether they have an image about their own aptitude and future career development, about half of the respondents selected “have little image” or “do not have a clear image” [Figure 13].

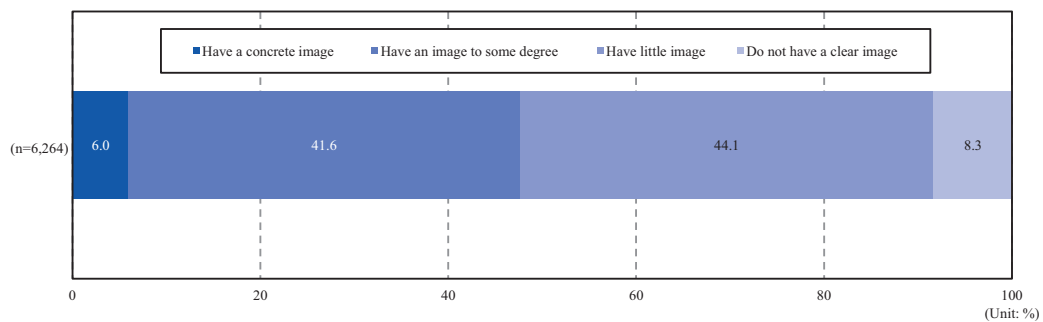
**Figure 11 [Survey of the 30s] Matters That Make Employees Feel Uneasy (The question asked to the employees who answered “a little uneasy” and “uneasy” to the question shown in Figure 10) (Multiple answers allowed)**



**Figure 12 [Survey of the 30s] Is the Content of Work Suitable to Yourself?**

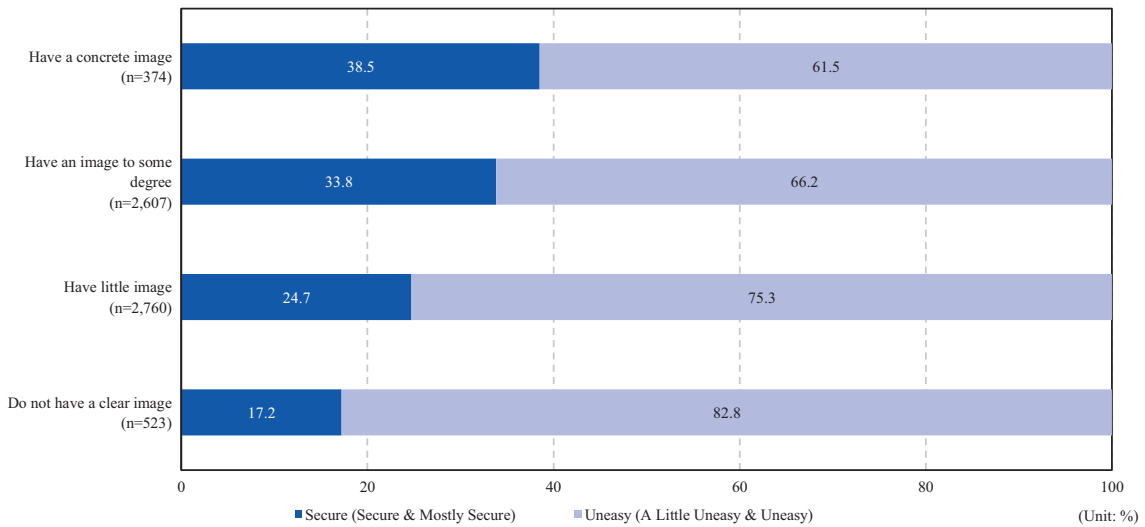


**Figure 13 [Survey of the 30s] Whether or not Having an Image about Aptitude and Future Career Development of Oneself**



Cross-tabulations were performed on the questions about having or not an image about aptitude and future career development of oneself; and a sense of security about future career development. The results show that a larger ratio of the employees answering that they have an image about their aptitude and future tend to reply that they feel secured about future career development. In contrast, a higher ratio of the employees answering that they have no image are inclined to respond that they feel uneasy about their future career development [Figure 14].

**Figure 14 [Survey of the 30s] Whether or Not Having an Image About Aptitude and Future Career Development of Oneself and a Sense of Security about Future Career Development**

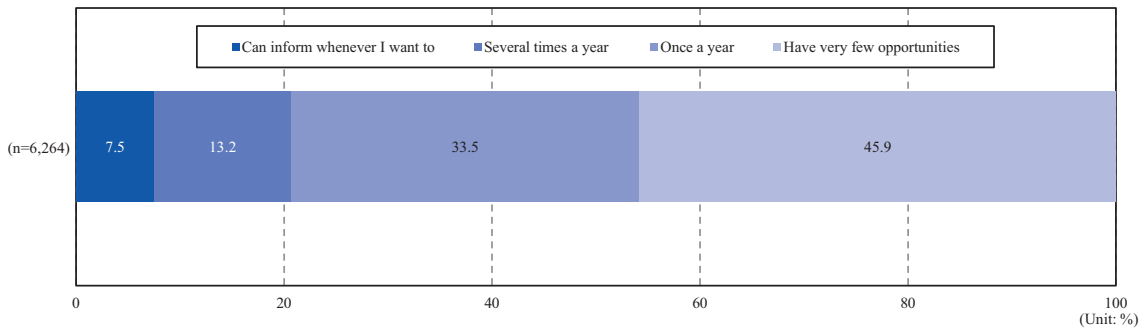


The results indicate that the employees in their 30s desire to enhance their own expertise and strengths for their career development [Refer to Figure 18]. On the other hand, they have not yet built a concrete image about their aptitude and their future career development, which may make them feel uneasy.

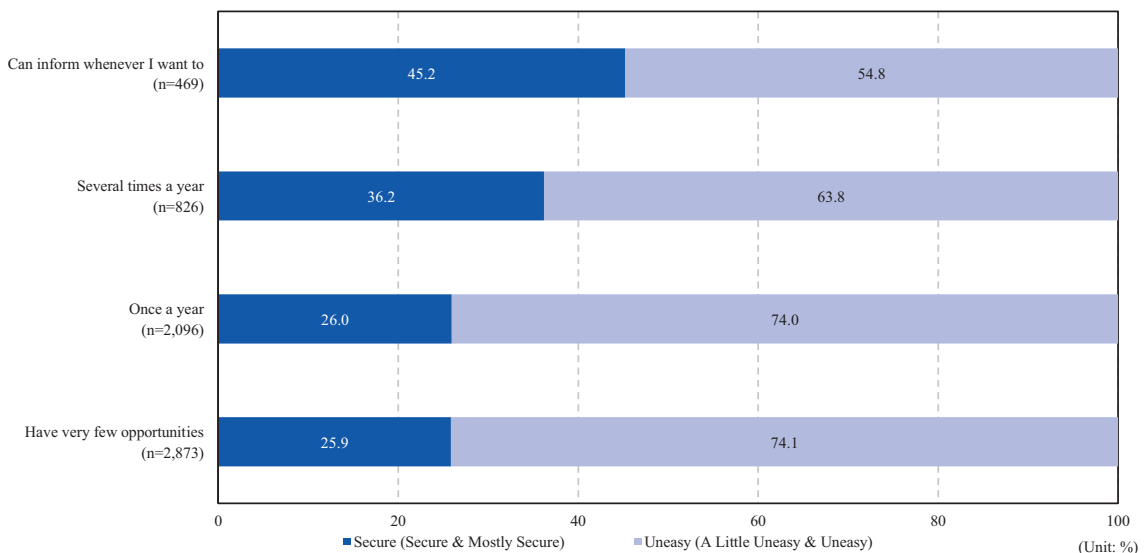
Asked whether or not they have opportunities to inform the personnel authorities of their own aptitude and hopes for future career development, only a small proportion of respondents chose “can inform whenever I want to” (7.5%) and the most popular answer was “have very few opportunities” (45.9%) [Figure 15]. Cross-tabulations were performed on this question and the one concerning a sense of security about future career development. The results show that the employees who have more opportunities to consult with the personnel authorities tend to select “secure” or “mostly secure” to the question about career development. In contrast, those who have fewer opportunities for consultation with the personnel authorities are inclined to choose “a little uneasy” and “uneasy” [Figure 16].



**Figure 15 [Survey of the 30s] Frequency of Informing (Consultation with) the Personnel Authorities about Own Aptitude and Hopes for Future Career Development**



**Figure 16 [Survey of the 30s] Frequency of Consultation with the Personnel Authorities and a Sense of Security About Future Career Development**



The results suggest that there is often a lack of communication between the personnel authorities and employees concerning career development, while having sufficient consultation opportunities is deemed to have a positive impact on the employees' sense of security about career development.

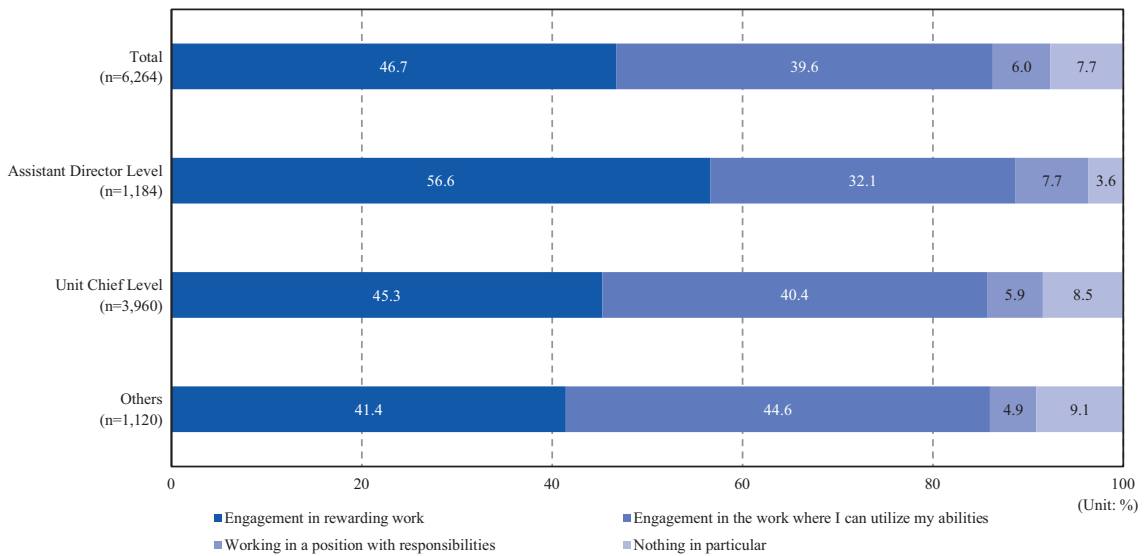
**(c) Intentions of the employees in their 30s regarding their career development**

Concerning matters which the employees in their 30s emphasize most, the popular answers include “engagement in rewarding work” (46.7%) and “engagement in the work where I can utilize my abilities” (39.6%) [Figure 17]. Regarding the direction of future career development, the top answer was “would rather enhance my expertise and strength” (50.2%) [Figure 18]. Meanwhile, in relation to the kind of duty the employees want to be engaged in from now on, the answers were divided into “managerial work as line personnel” (27.2%), “work similar to specialized work” (37.9%) and “cannot say either” (34.9%) [Figure 19]. Looking at the results by position level, a relatively large ratio of the employees at Assistant Director level chose “managerial work as line

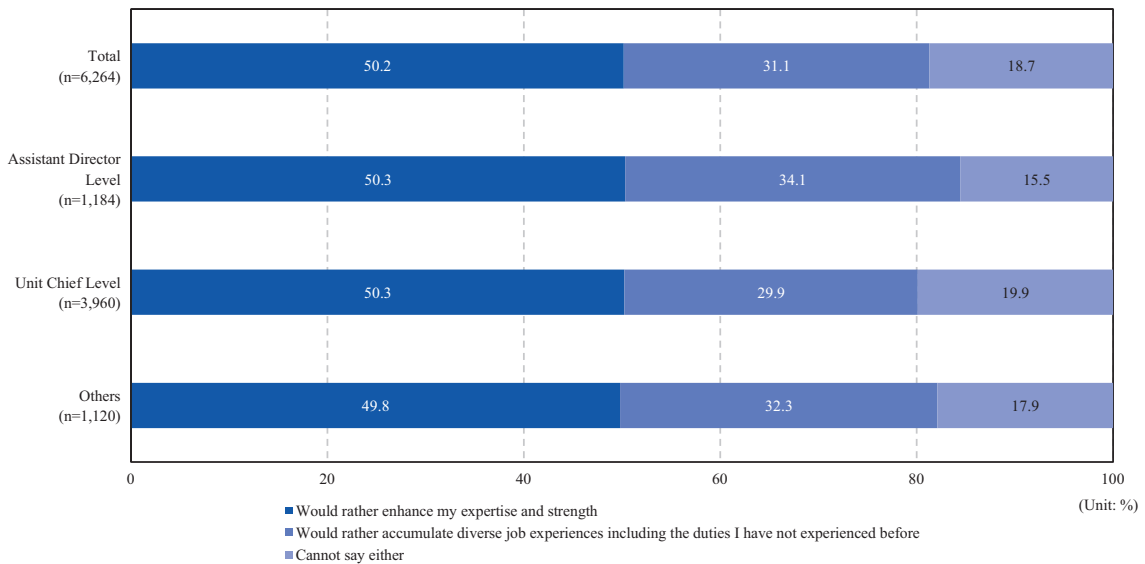
personnel”; while at the same time, over quarter of the employees at the same position level selected “work similar to specialized work.”

Asked about consciousness of promotion, only a small ratio of the employees in their 30s chose “working in a position with responsibilities” as the matter which they emphasize most in career development (6.0%) [Figure 17]. Concerning the question about to what level they want to get promoted, the top answer was “not specifically considered” (57.6%) [Figure 20].

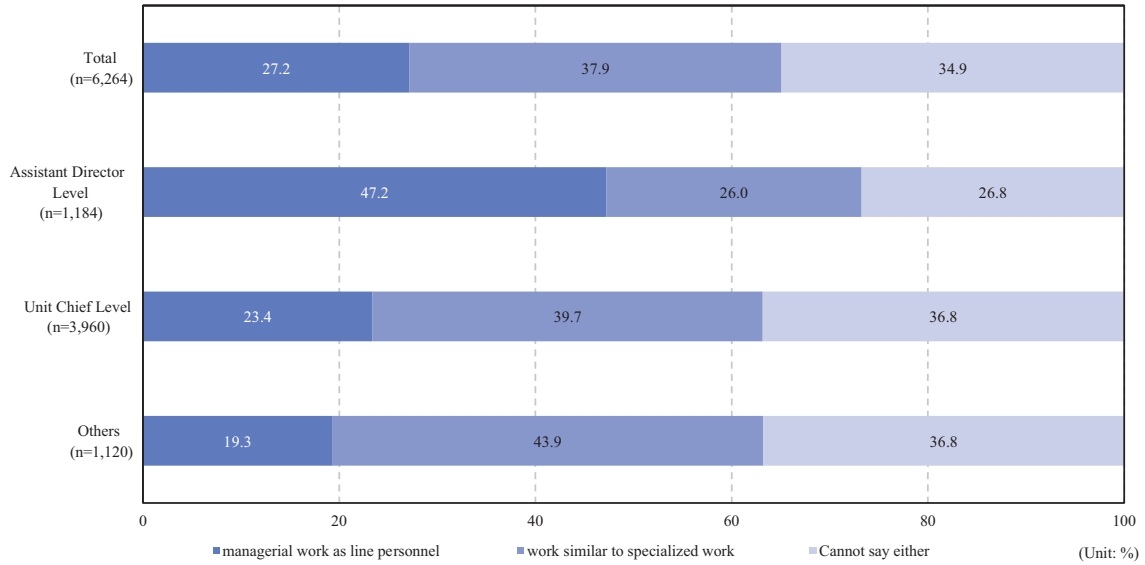
**Figure 17 [Survey of the 30s] Matter You Emphasized Most in Career Development**



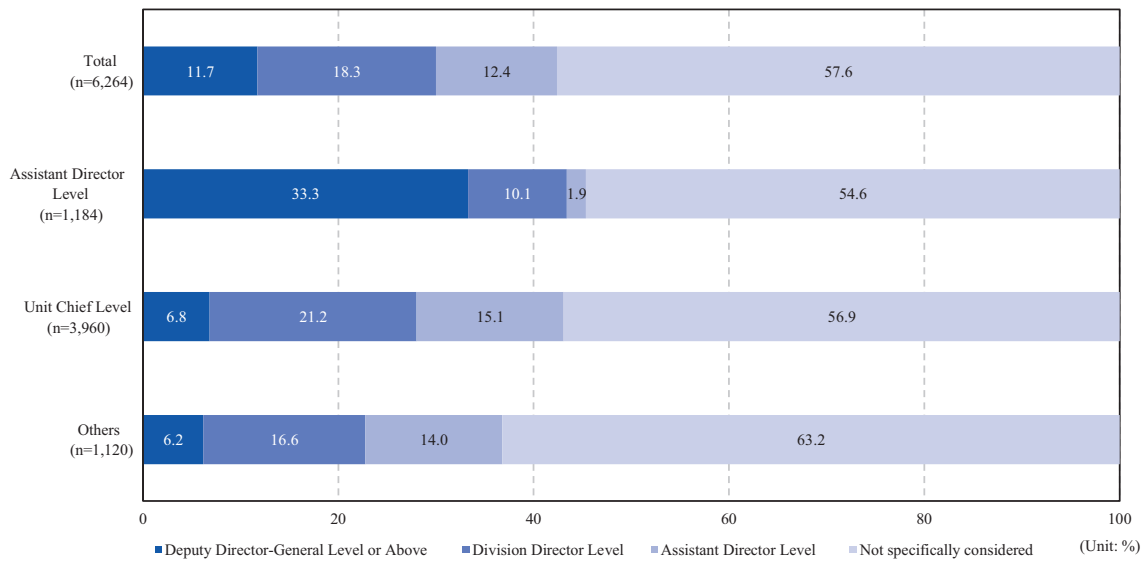
**Figure 18 [Survey of the 30s] Ideas about the Direction of Future Career Development**



**Figure 19 [Survey of the 30s] Ideas about Future Managerial Work**



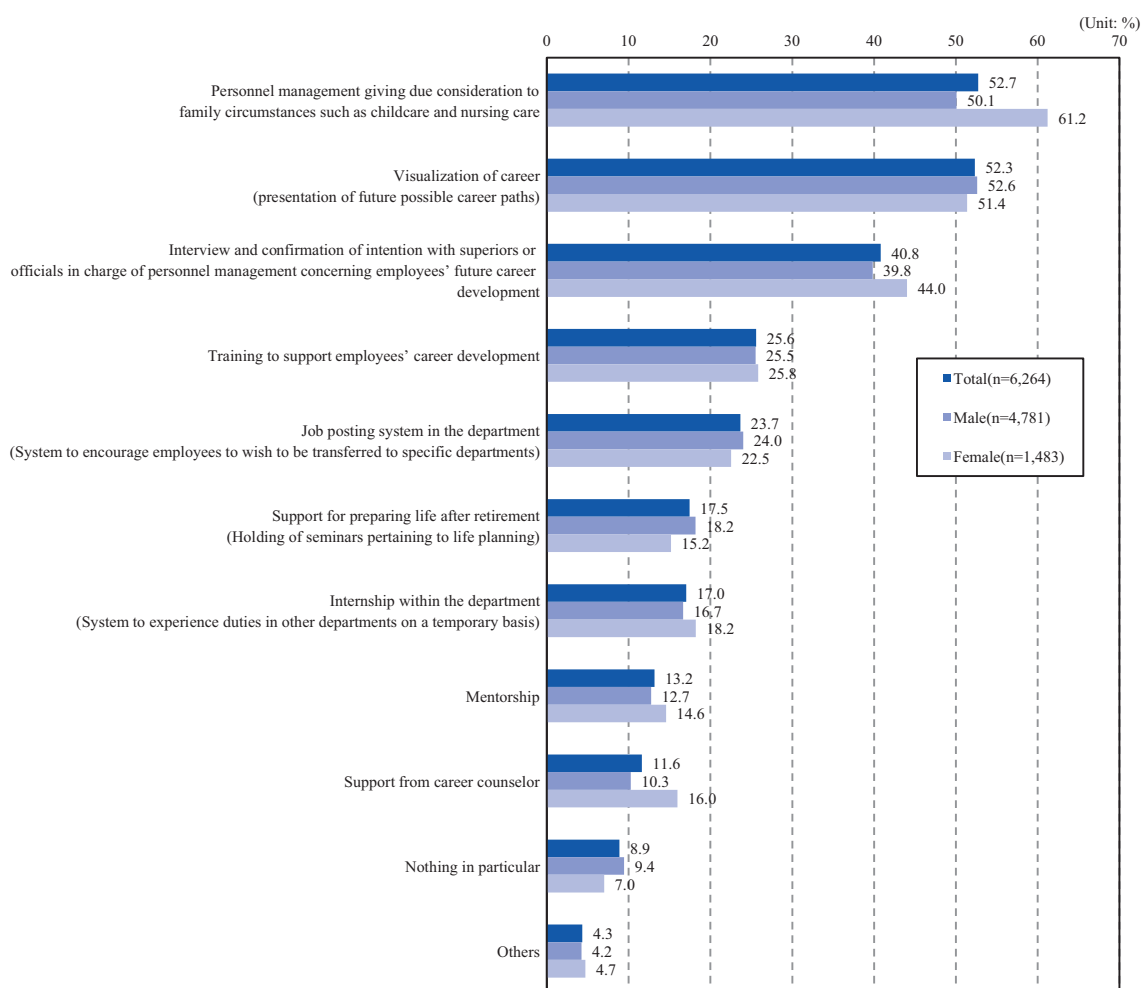
**Figure 20 [Survey of the 30s] To What Level Do You Want To Get Promoted?**



**(d) Support for career development provided by the personnel authorities or superiors**

Asked about necessary measures to support career development for the future, a large ratio of the employees in their 30s chose “personnel management giving due consideration to family circumstances such as childcare and nursing care” (52.7%), “visualization of career (presentation of future possible career paths)” (52.3%), “interview and confirmation of intention with superiors or officials in charge of personnel management concerning employees’ future career development” (40.8%) [Figure 21].

**Figure 21 [Survey of the 30s] Necessary Measures to Support Career Development for the Future (Multiple answers allowed)**



Regarding superiors' involvement in subordinates' career development, a relatively small ratio of the employees in their 30s chose "consideration of career development and fostering of subordinates" as the factor that made them consider their superiors as a model (18.1%) [Refer to Figure 36]; and selected "no consideration of career development and fostering of subordinates" as the matter that made them feel strongly dissatisfied with their superiors (13.3%) [Refer to Figure 39]. Furthermore, the ratio of the employees at Division Director level, who replied "consideration of career development and fostering of subordinates" as an extremely high priority in performing duties with subordinates, was not very large (21.9%) [Refer to Figure 37].

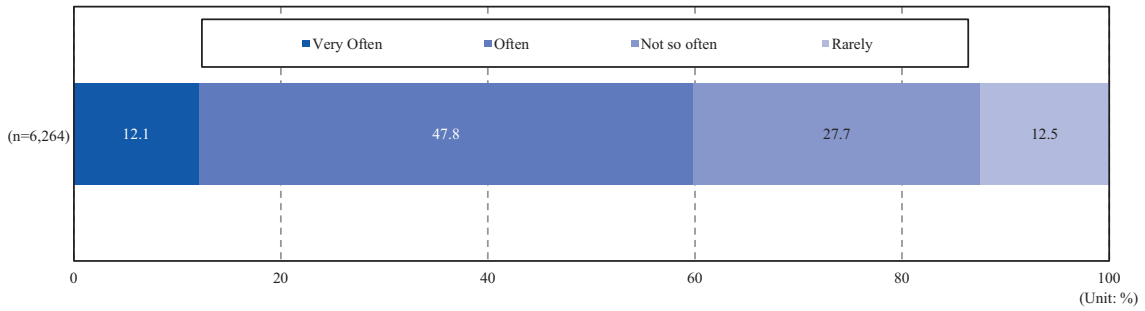
### (3) Challenging Spirit-related Results

#### (a) Making new proposals and performing challenges

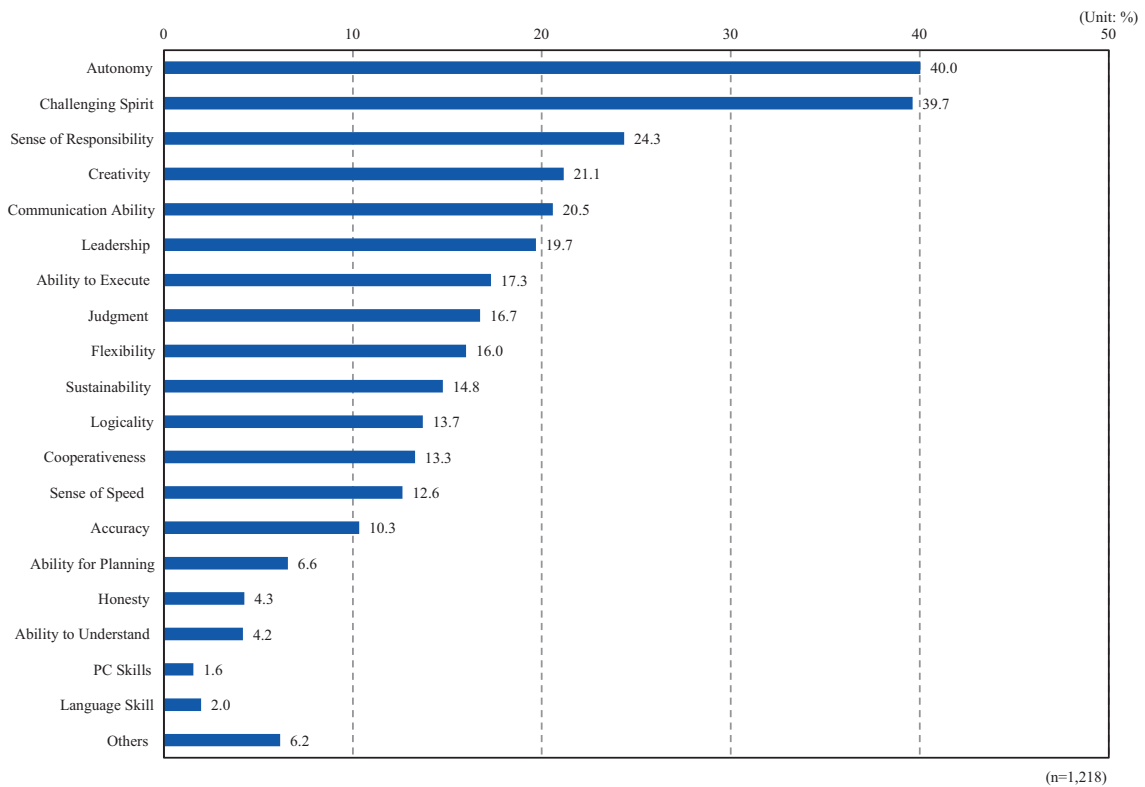
Concerning frequency of making new proposals and performing challenges in day-to-day duties, nearly 60% of the employees in their 30s chose "Very often" or "Often" [Figure 22]. This indicates that the employees in this age group think they have fulfilled their autonomy and challenging spirit to a certain degree.

On the other hand, the employees at Division Director level want the employees in their 30s to demonstrate their autonomy and challenging spirit more aggressively [Figure 23], which sheds light on a perception gap between the employees at Division Director level and those in their 30s.

**Figure 22 [Survey of the 30s] Frequency of Making New Proposals and Performing Challenges Related to Contents and Approach to Work**



**Figure 23 [Survey of the Division Director Level] In Which Trait Current Employees in Their 30s Are Insufficient Compared with You in Your 30s (Up to five items can be selected.)**



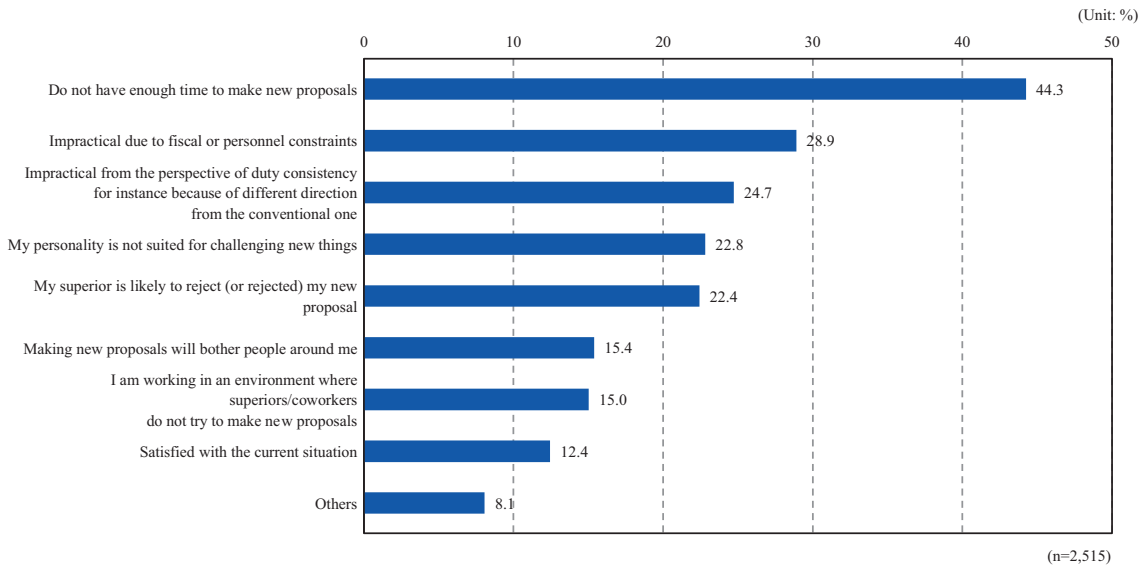
**(b) Reasons for not performing challenges**

Targeting the employees in their 30s who answered “infrequently” or “rarely” to the question about frequency of making new proposals and performing challenges related to contents and approach to work, the survey asked the reason for choosing such answers. The most common reason was “do not have enough time to make new proposals” followed by “impractical due to fiscal or personnel constraints” and “impractical from the

perspective of duty consistency for instance because of different direction from the conventional one.”

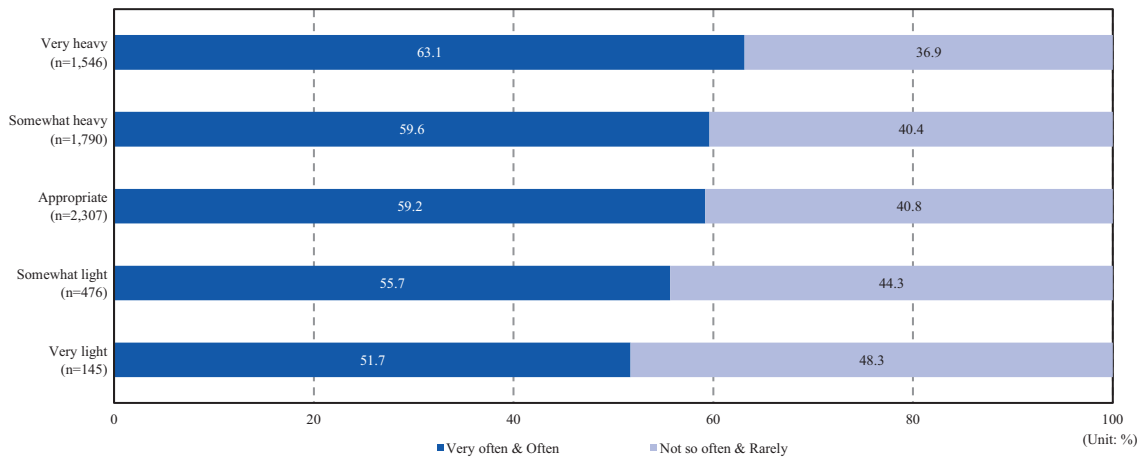
Additionally, over 20% of the respondents chose “My personality is not suited for challenging new things” and “My superior is likely to reject (or rejected) my new proposal.”

**Figure 24 [Survey of the 30s] Reasons for not Taking on Challenges Related to Contents and Approach to Work (The question asked to the employees who answered “not often” or “rarely” to the question shown in Figure 22) (Multiple answers allowed)**



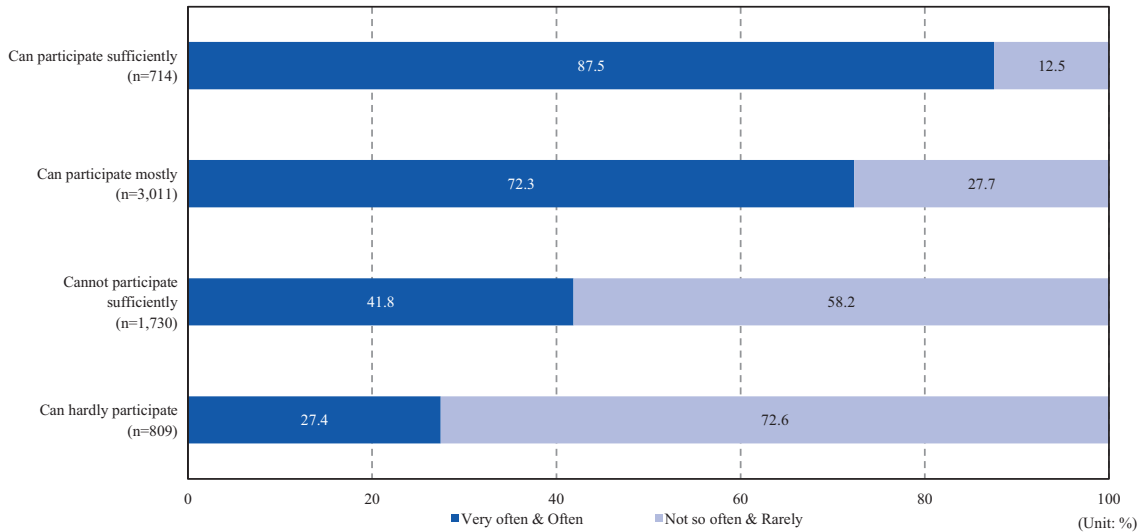
The results indicate that a certain number of the employees in their 30s state that they cannot make new proposals or perform challenges due to heavy workload. Meanwhile, cross-tabulations were performed on actual feeling of workload and frequency of making new proposals or performing challenges. The results show that those with heavier workload tend to make new proposals perform challenges more frequently when the answers of “Very often” and “often” to the question are combined [Figure 25].

**Figure 25 [Survey of the 30s] Actual Feeling of Workload and Frequency of Making New Proposals or Performing Challenges**



Asked about the degree of involvement in decision-making, roughly 60% of the employees in their 30s replied “can participate sufficiently” or “can participate mostly”. However, cross-tabulations on this question with frequency of making new proposals or performing challenges find that the employees with a higher degree of involvement in decision-making tend to make new proposals or performing challenges more frequently [Figure 26].

**Figure 26 [Survey of the 30s] Actual Feeling of Involvement in Decision-Making and Frequency of Making New Proposals or Performing Challenges**



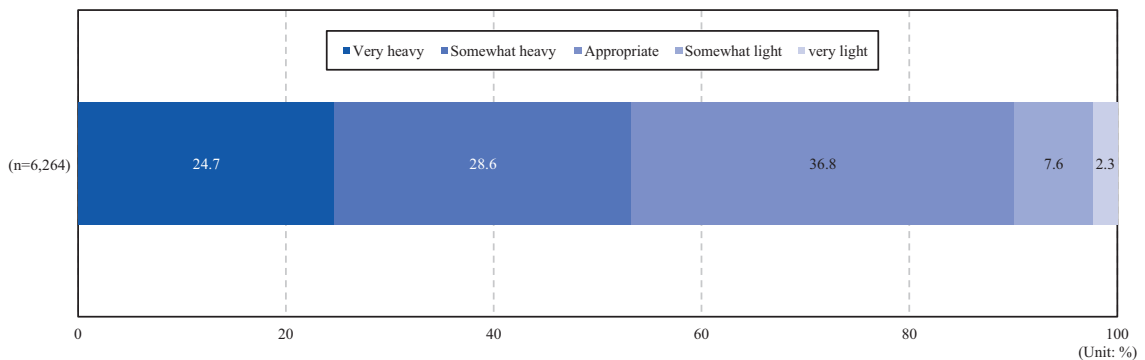
**(4) Results Related to Working Environments Including Streamlining of Duties and Personnel Allocation**

**(a) Workload**

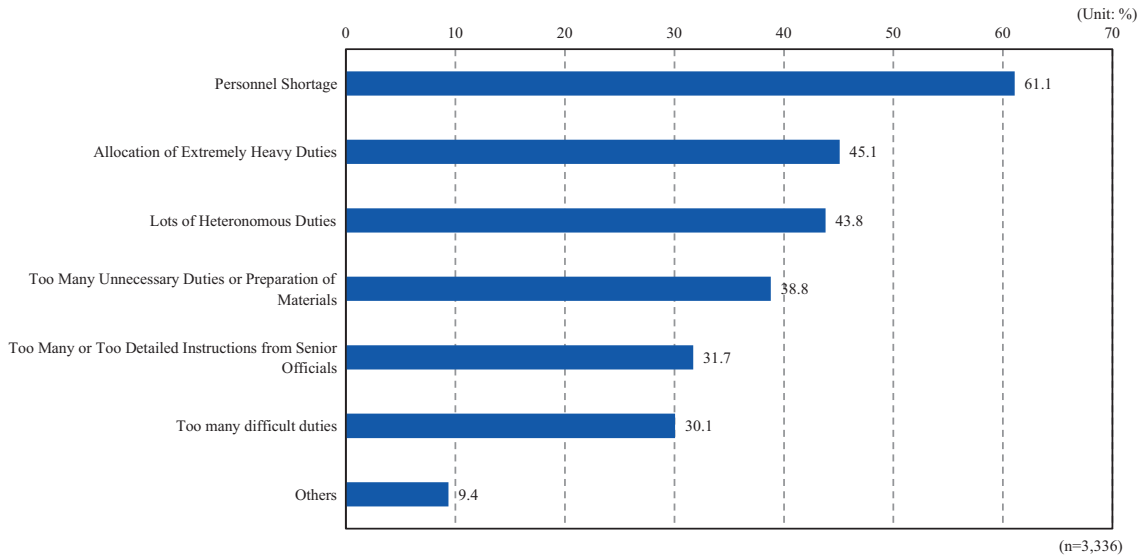
Concerning workload, more than half of the employees in their 30s chose “very heavy” (24.7%) or “somewhat heavy” (28.6%) [Figure 27].

Regarding the reasons for heavy workload, the most common answer was “personnel shortage” (61.1%) followed by “allocation of extremely heavy duties” (45.1%), “lots of heteronomous duties” (43.8%), “too many unnecessary duties or preparation of materials” (38.8%) [Figure 28].

**Figure 27 [Survey of the 30s] Actual Feeling of Workload**



**Figure 28 [Survey of the 30s] Reasons for Heavy Workload**  
 (The question asked to the employees who answered “very heavy” or “somewhat heavy” to the question shown in Figure 27) (Multiple answers allowed)



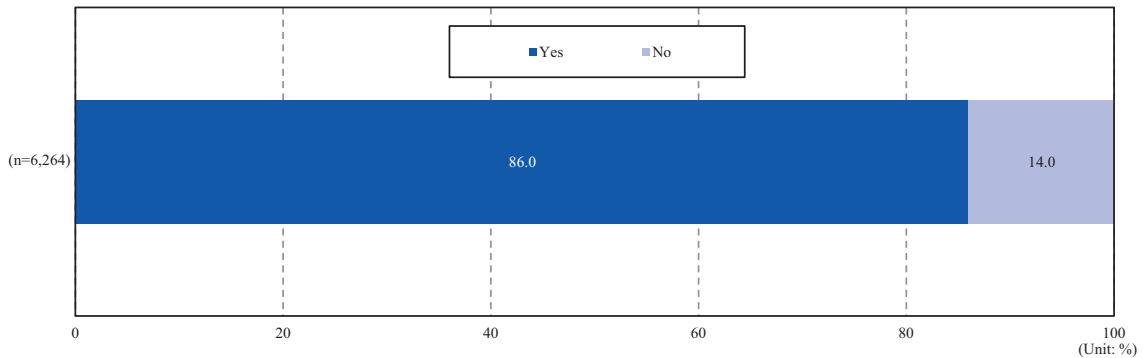
**(b) Potential for streamlining of duties**

Asked about if there are some duties that can be streamlined, more than 80% of the employees in their 30s replied “yes” [Figure 29].

Concerning specific duties that can be streamlined, more than 60% of the respondents selected “explanation and decision-making process of routine work” (61.2%) or “general affairs procedures” (61.1%) followed by “Diet-related duties” (43.5%) [Figure 30].

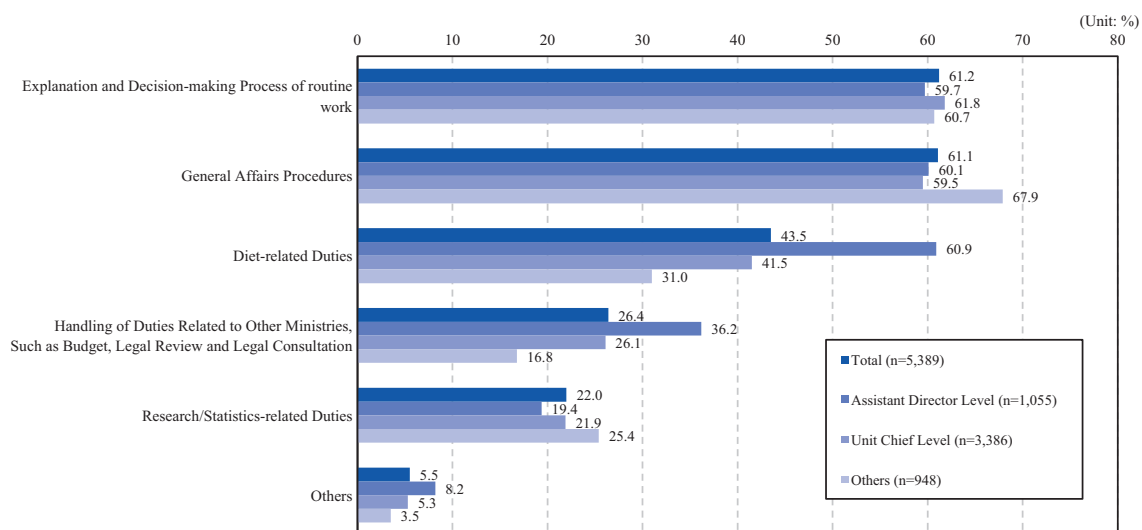
Looking at the results by position level, over 60% of the employees at Assistant Director level chose “Diet-related Duties” (60.9%). This ratio is larger than those at other position levels.

**Figure 29 [Survey of the 30s] Are There Any Duties with Potential for Further Streamlining?**





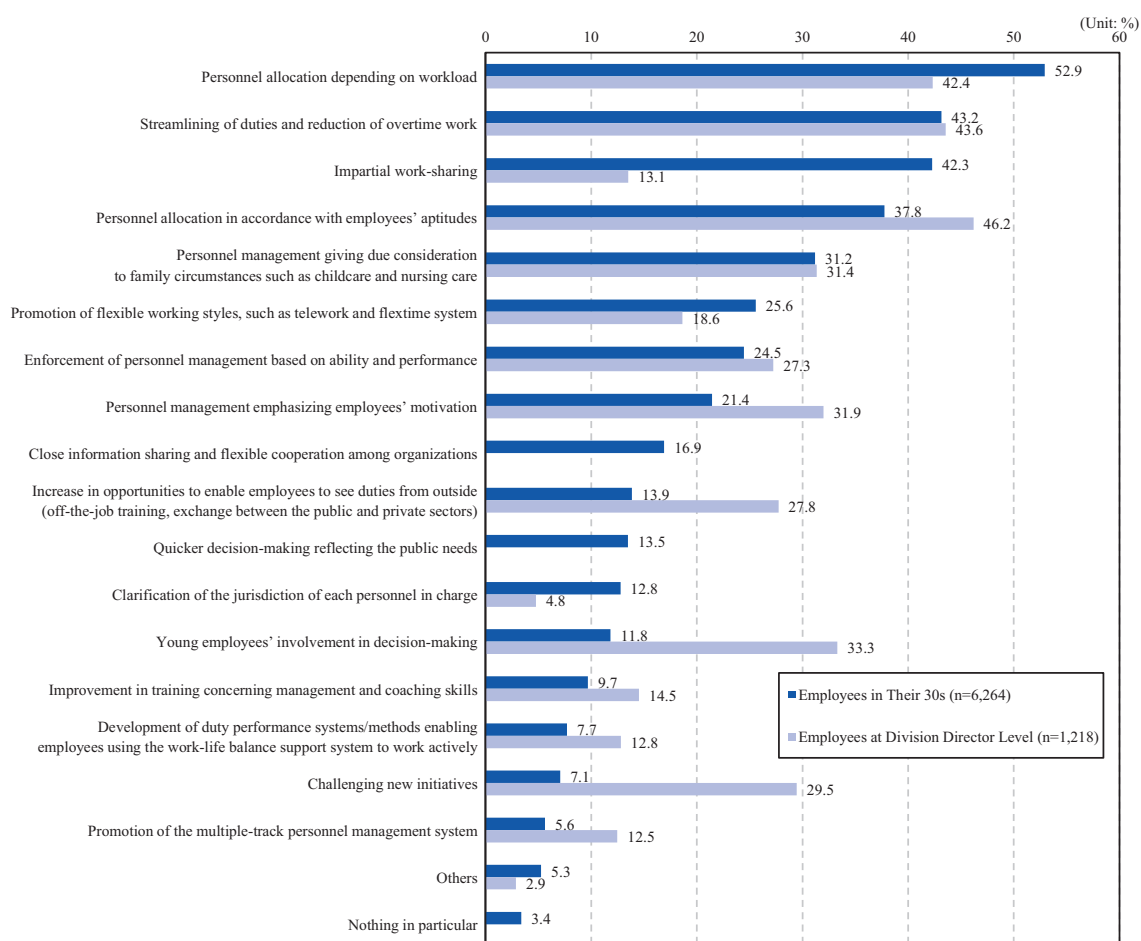
**Figure 30 [Survey of the 30s] What are exactly the duties with such potential?  
(The question asked to the employees who answered “yes” to the question shown in Figure 29) (Multiple answers allowed)**



**(c) Improvement in personnel management that can be expected on the employees’ own ministry**

Regarding the question asked to the employees in their 30s about further improvement that can be expected on their own ministry, the top answers were also related to workload, including “personnel allocation depending on workload” (52.9%), “streamlining of duties and reduction of overtime work” (43.2%) and “impartial work-sharing” (42.3%). Meanwhile, concerning “impartial work-sharing”, a difference could be observed between the ratio of the employees at Division Director level who chose this answer (13.1%) from those in their 30s [Figure 31]. (Note that the question asked in the survey of the employees at Division Director level was “What the organization needs to do to enable the employees in their 30s to fulfill their abilities.”)

**Figure 31 [Survey of the 30s and the Division Director Level] Further Improvements You Expect of Your Own Ministry(Up to five items can be selected.)**

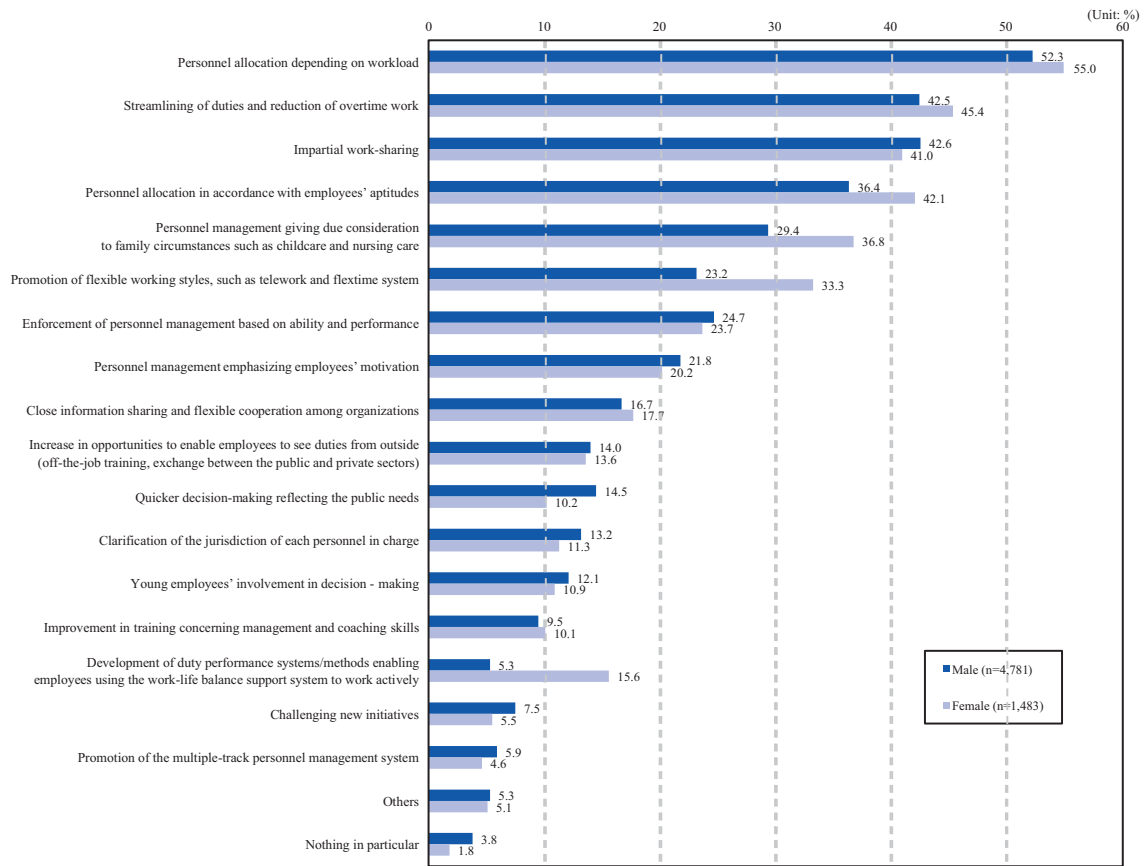


※The questionnaire for the Survey of the Employees at Division Director Level did not include “Quicker decision-making reflecting the public needs”, “Close information sharing and flexible cooperation among organizations” and “Nothing in particular” as the answer choices.

Moreover, a certain number of the employees in their 30s demand work-life support system and measures to realize the balance as shown in their replies, including “personnel management giving due consideration to family circumstances such as childcare and nursing care” (31.2%) and “promotion of flexible working styles, such as telework and flextime system” (25.6%).

Looking at the results by gender, women are more conscious about improvements in work-life balance support than men with “development of duty performance systems/methods enabling employees using the work-life balance support system to work actively” nearly 10 points higher than male employees [Figure 32].

**Figure 32 [Survey of the 30s] Further Improvements You Expect of Your Own Ministry (Up to five items can be selected.) (By Gender)**

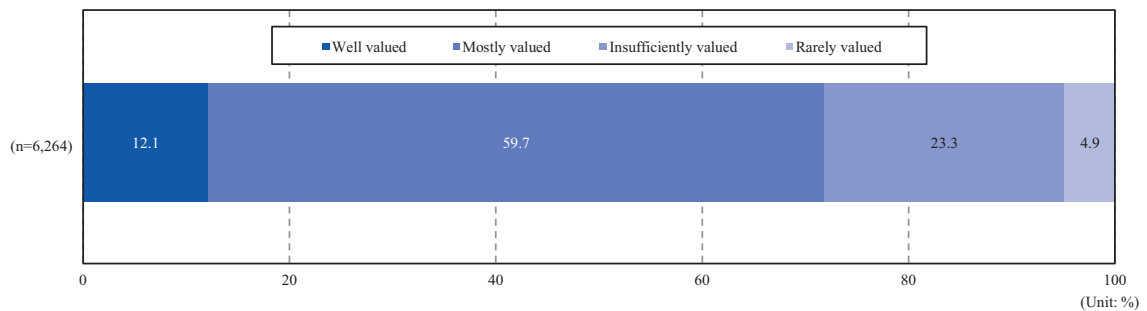


**(5) Results Related to Instructions and Development Provided by Superiors**

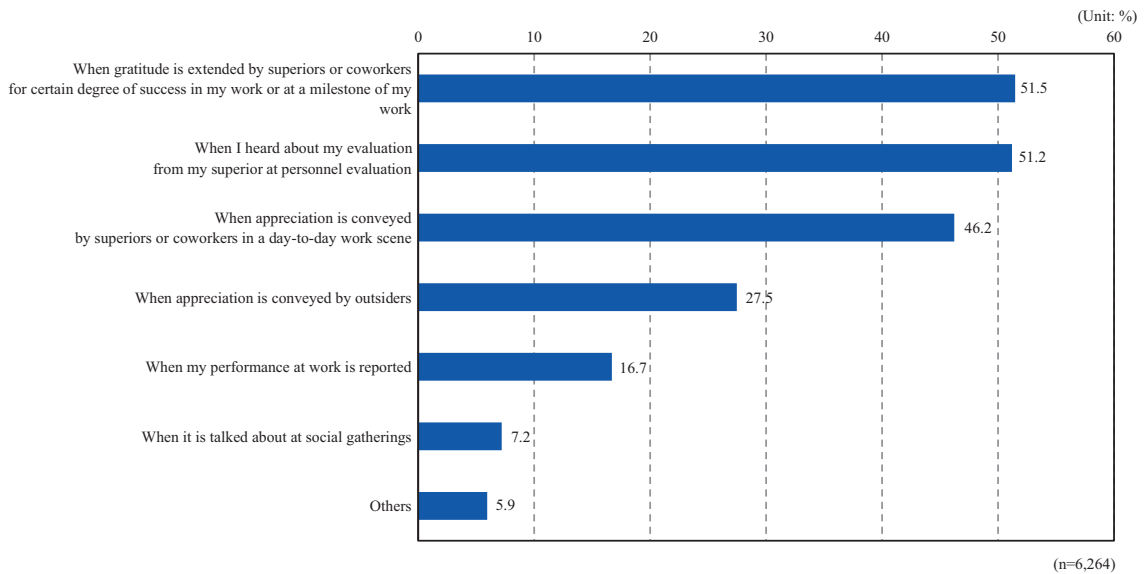
**(a) Response to evaluation by superiors**

Roughly 70% of the employees in their 30s answered that they felt their work was valued by superiors when combining “well valued” and “mostly valued” [Figure 33]. Regarding the time when they felt that way, the popular answers include “when I heard about my evaluation from my superior at personnel evaluation” (51.2%); and when gratitude or appreciation was conveyed by superiors at more informal situations for instance at a milestone of work or in a day-to-day work scene [Figure 34].

**Figure 33 [Survey of the 30s] Do you feel that your work is valued ?**



**Figure 34 [Survey of the 30s] Time When You Feel Your Work is Valued (Up to three items can be selected.)**

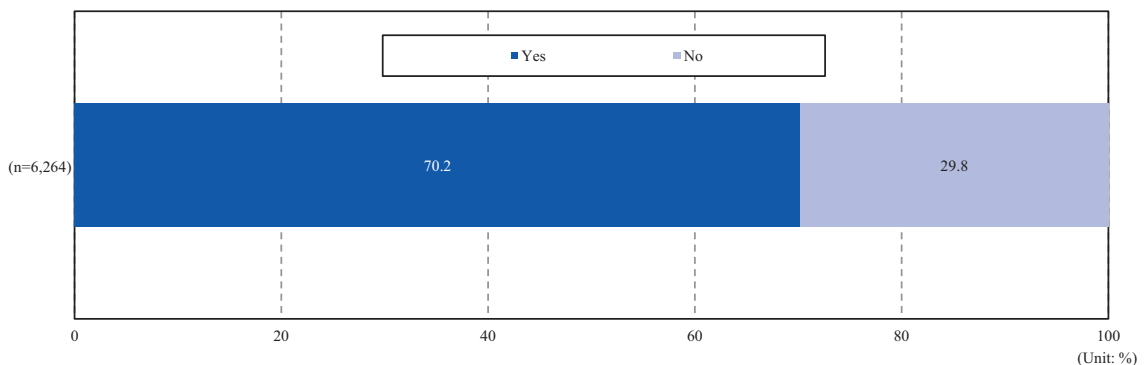


**(b) Expectations on superiors**

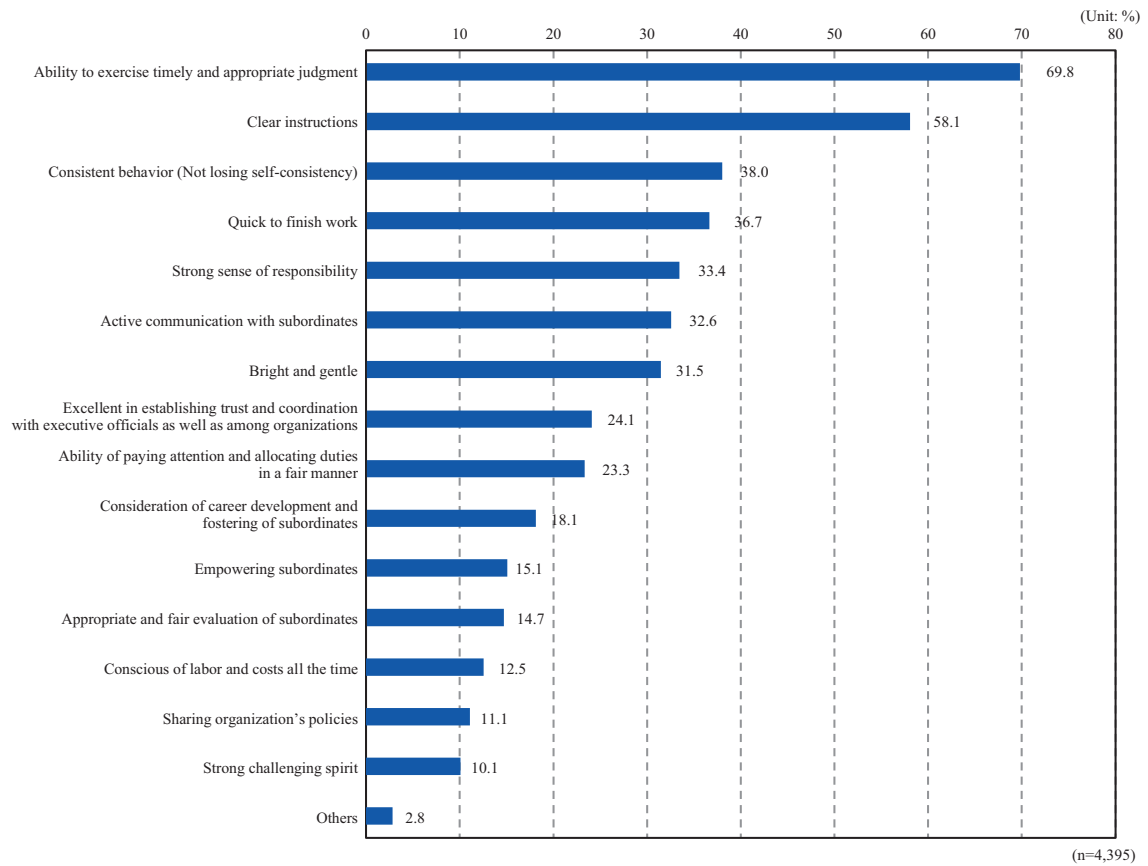
The survey asked the employees in their 30s about if they had a superior they held as ideal, and roughly 70% of them replied “yes” [Figure 35]. Concerning factors that made them to consider the superior as ideal, the common answers include “ability to exercise timely and appropriate judgment” (69.8%) and “clear instructions” (58.1%) [Figure 36].

The Survey of the Division Director Level asked about matters the employees at this level place emphasis on when performing duties. The top answers comprise “clear instructions” (72.9%), “trying to take responsibility instead of subordinates” (38.1%) and “consistent behavior” (32.3%). The results indicate that what subordinates expect about their superiors is generally consistent with the matters that their superiors emphasize [Figure 37].

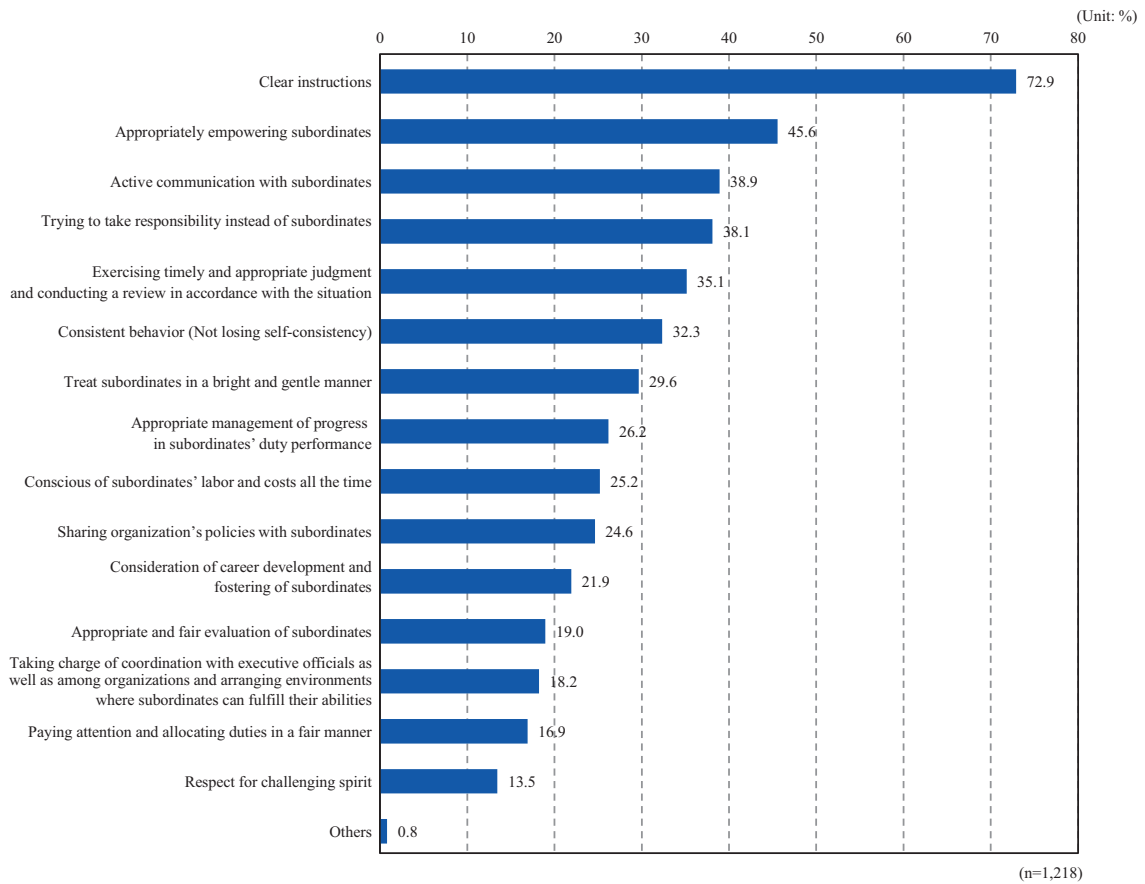
**Figure 35 [Survey of the 30s] Have you ever had a superior you hold as ideal since you joined the ministry?**



**Figure 36 [Survey of the 30s] The Factors That Made You Consider the Superior as Ideal(The question asked to the employees who answered “yes” to the question shown in Figure 35) (Up to five items can be selected.)**

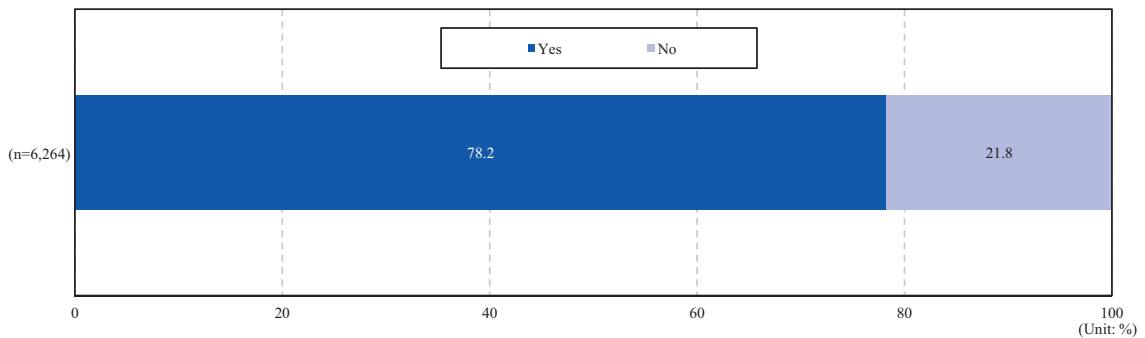


**Figure 37 [Survey of the Division Director Level] Matters you try to emphasize most when performing duties with your subordinates (Up to five items can be selected.)**

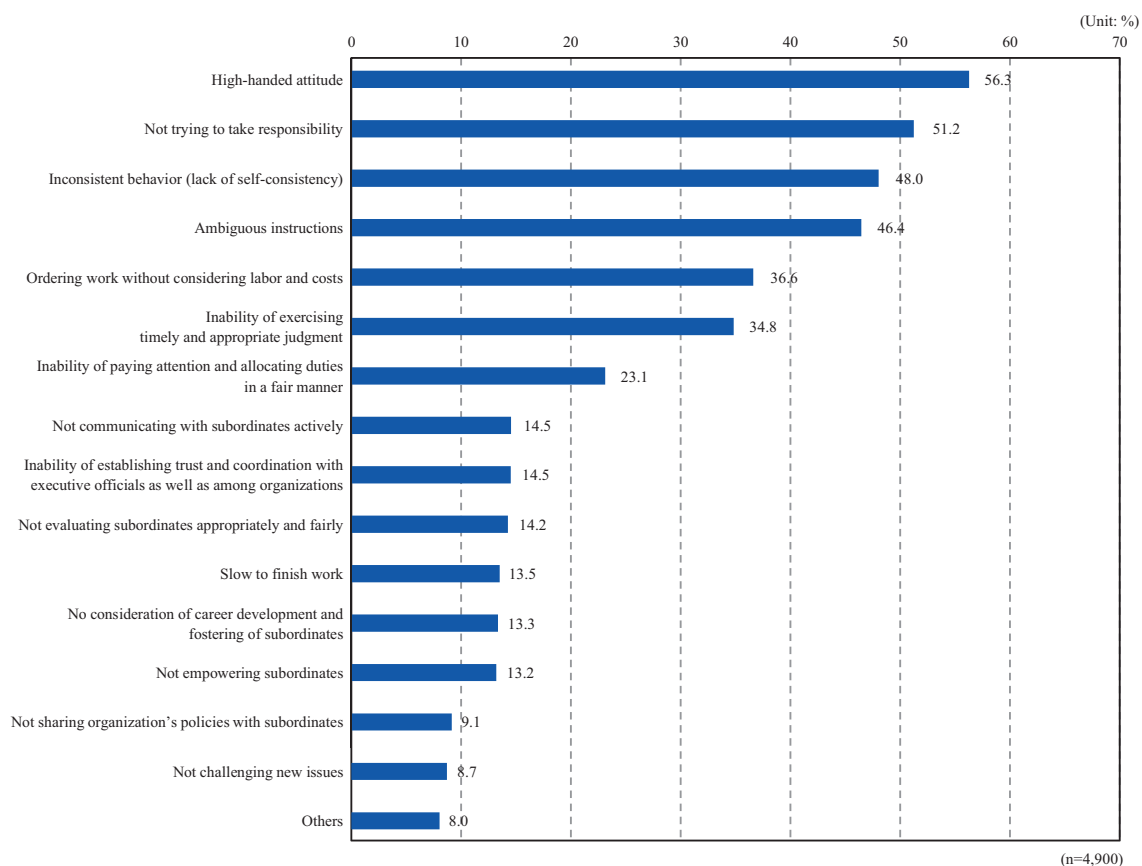


On the other hand, nearly 80% of the employees in their 30s replied that they had been deeply dissatisfied with their superiors [Figure 38]. Asked about the reasons for such dissatisfaction, many participants replied that they felt dissatisfaction with factors imposing unnecessary burden on subordinates, including “high-handed attitude” (56.3%), “not trying to take responsibility” (51.2%), “inconsistent behavior” (48.0%), “ambiguous instructions” (46.4%) and “ordering work without considering labor and costs” (36.6%) [Figure 39].

**Figure 38 [Survey of the 30s] Have you ever had a superior with whom you were deeply dissatisfied since you joined the ministry?**



**Figure 39 [Survey of the 30s] What made you feel such a strong dissatisfaction?(The question asked to the employees who answered “yes” to the question shown in Figure 38) (Up to five items can be selected.)**



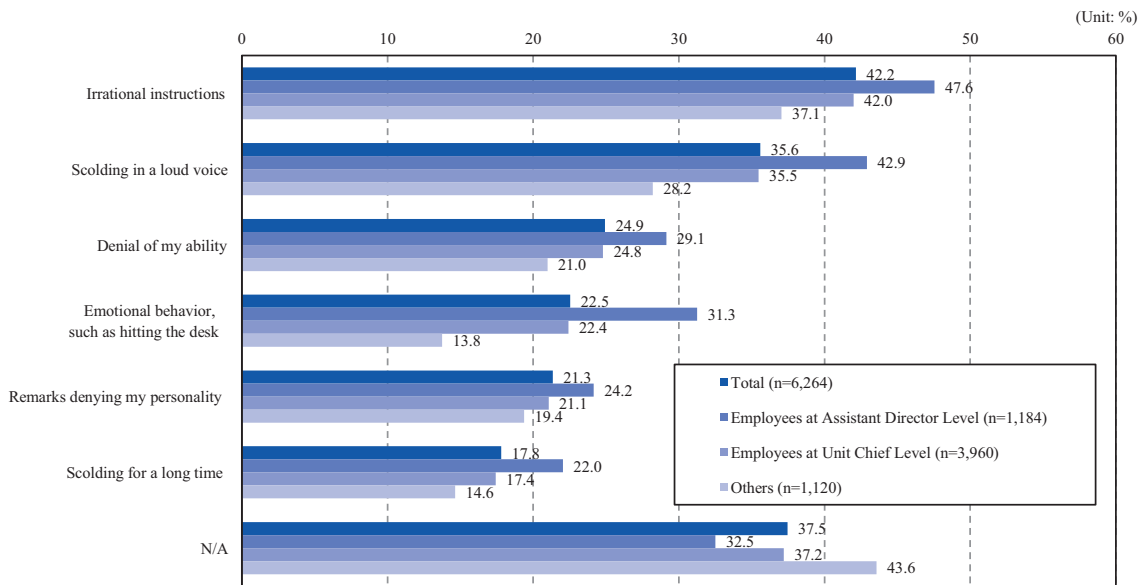
**(c) Strict instructions received from superiors**

Regarding the question about superiors' behavior when they provided strict instructions to their subordinates in the past several years, approximately 60% of the employees in their 30s chose “irrational instructions”, “scolding in a loud voice”, “denial of my ability”, “emotional behavior, such as hitting the desk”, “remarks denying my personality” or “scolding for a long time.”

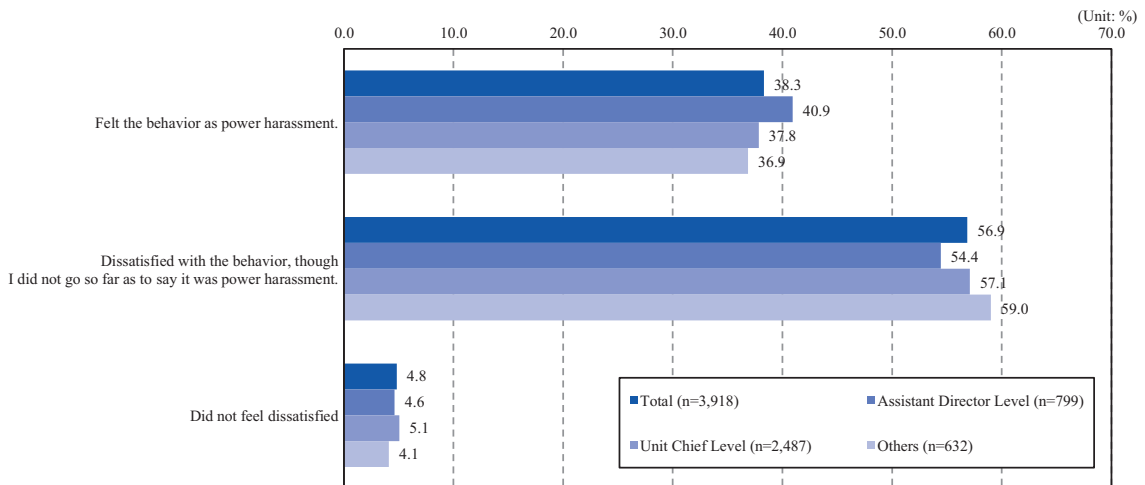
The results by position level show that the ratio of the employees who experienced these types of superiors' behavior is higher among those at higher position level [Figure 40].

Furthermore, among the employees in their 30s who experienced these sorts of behavior, 38.3% replied that “I felt the behavior as power harassment”, and 56.9% stated “I was dissatisfied with the behavior, though I did not go so far as to say it was power harassment” [Figure 41].

**Figure 40 [Survey of the 30s] Superiors' Behavior when They Provided you Strict Instructions in the Past Several Years (Multiple answers allowed)**



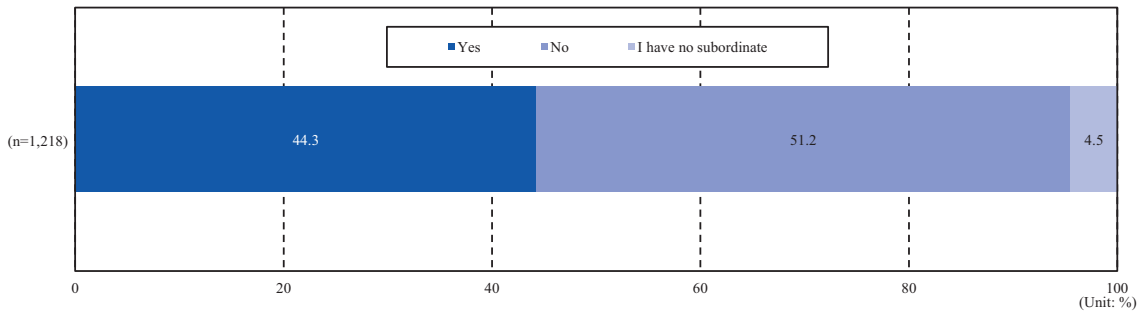
**Figure 41 [Survey of the 30s] Did you Feel Your Superiors' Strict Instructions as Power Harassment? (The question asked to the employees who chose the answers other than "N/A" to the question shown in Figure 40)**



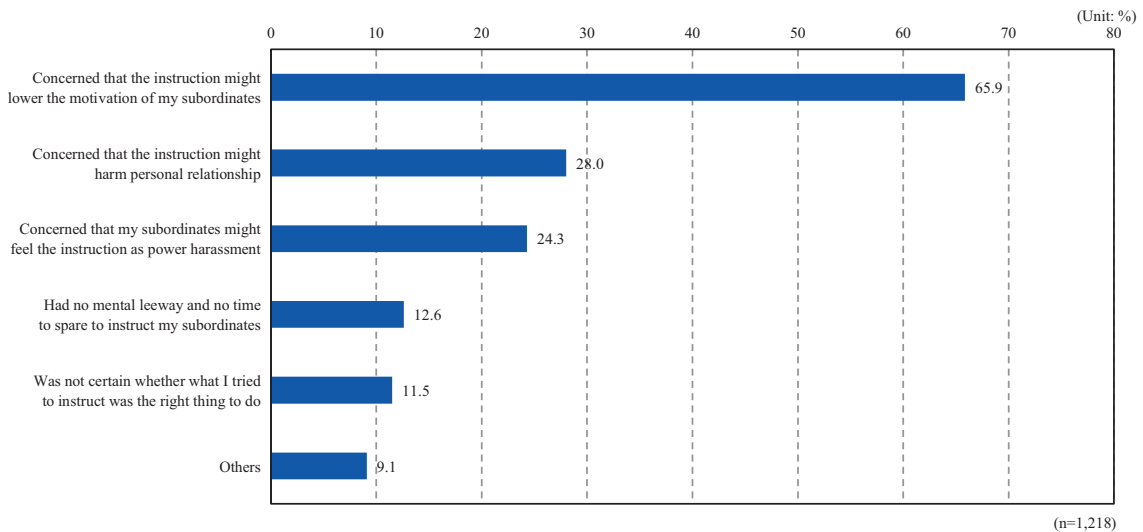
Looking at awareness of managerial personnel as shown in the Survey of the Division Director Level, nearly 40% of the employees at Division Director level answered that they had at least once hesitated to provide instructions on occasions when they had to instruct their subordinates [Figure 42]. Overall, the common reasons for hesitation are related to their concerns for subordinates' reactions, including "concerned that my subordinates might feel the instruction as power harassment" (24.3%), "concerned that the instruction might lower the motivation of my subordinates" (65.9%) and "concerned that the instruction might harm personal relationship" (28.0%) [Figure 43].



**Figure 42 [Survey of the Division Director Level] Have You Ever Hesitated to Provide Instructions on Occasions When You Had to Instruct Your Subordinates in the Past Several Years?**



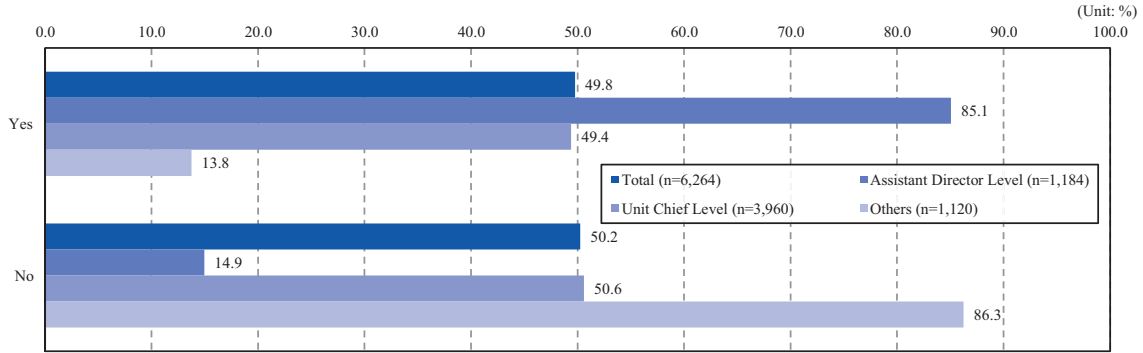
**Figure 43 [Survey of the Division Director Level] Reasons for Having Hesitated to Provide Instructions(The question asked to the employees who chose “yes” to the question shown in Figure 42) (Multiple answers allowed)**



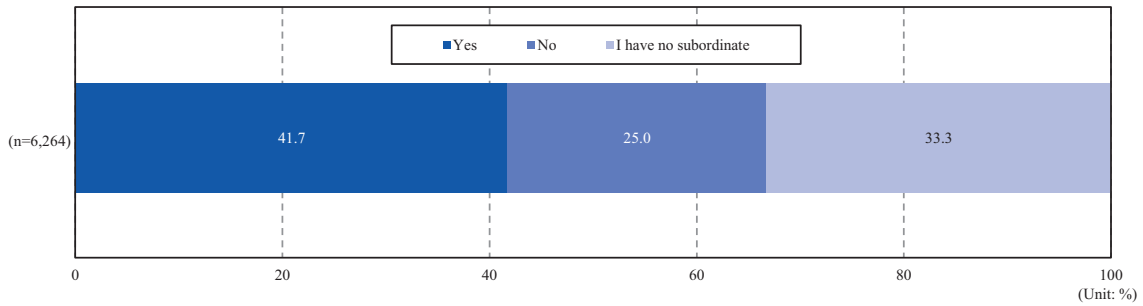
In relation to instructions provided to their subordinates, roughly 40% of the employees in their 30s answered that they had at least once hesitated to provide instructions on occasions when they had to instruct their subordinates [Figure 45]. Concerning the reasons for hesitation, the top answer was “concerned that the instruction might lower the motivation of my subordinates” (60.8%) followed by “concerned that the instruction might harm personal relationship” (41.3%). Furthermore, a certain number of the respondents chose “concerned that my subordinates might feel the instruction as power harassment” (18.2%) though the ratio was not so large [Figure 46].

Regarding instructions provided by the employees in their 30s to their subordinates, it should be noted that about half of the employees in this age group have no subordinate [Figure 44].

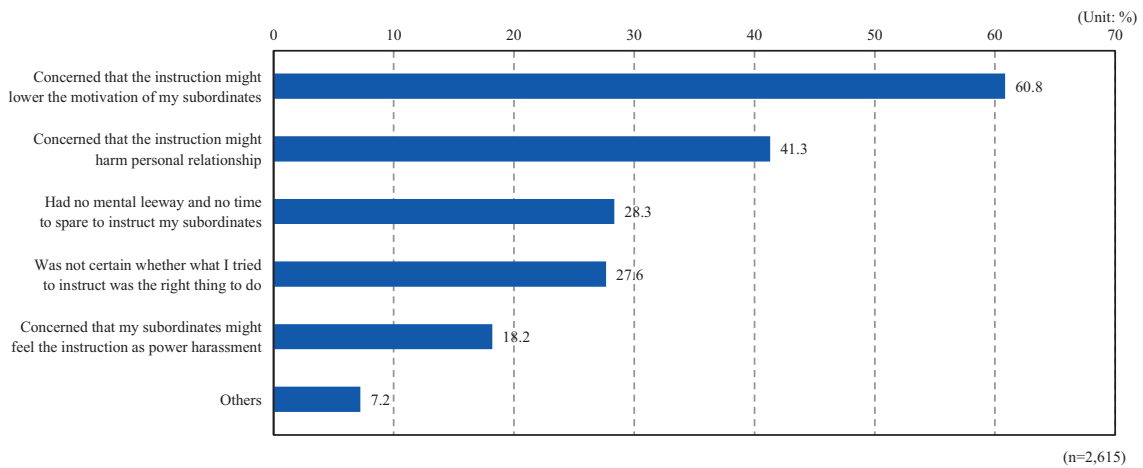
**Figure 44 [Survey of the 30s] Do you have any subordinates?**



**Figure 45 [Survey of the 30s] Have You Ever Hesitated to Provide Instructions on Occasions When You Had to Instruct Your Subordinates in the Past Several Years?**



**Figure 46 [Survey of the 30s] Reasons for Having Hesitated to Provide Instructions (The question asked to the employees who chose “yes” to the question shown in Figure 45) (Multiple answers allowed)**



**(6) Gaps in Awareness Among Generations**

Comparison of the results of the Survey of the 30s with those of the Division Director Level, gaps could be found in the following matters in addition to the aforementioned evaluation of impartial work sharing.

**(a) Awareness of the employees in their 30s about ability fulfillment**

Concerning abilities of the employees in their 30s, the employees at Division Director level felt that

“autonomy”(40.0%) and “challenging spirit” (39.7%) were not satisfactory as stated earlier [Figure 23]. In relation to further improvement that can be expected on their own ministry, the ratios of the employees who chose “challenging new initiatives”(22.4-point gap) and “young employees’ involvement in decision-making” (21.5-point gap) were remarkably larger among the employees at Division Director level than those in their 30s [Figure 31].

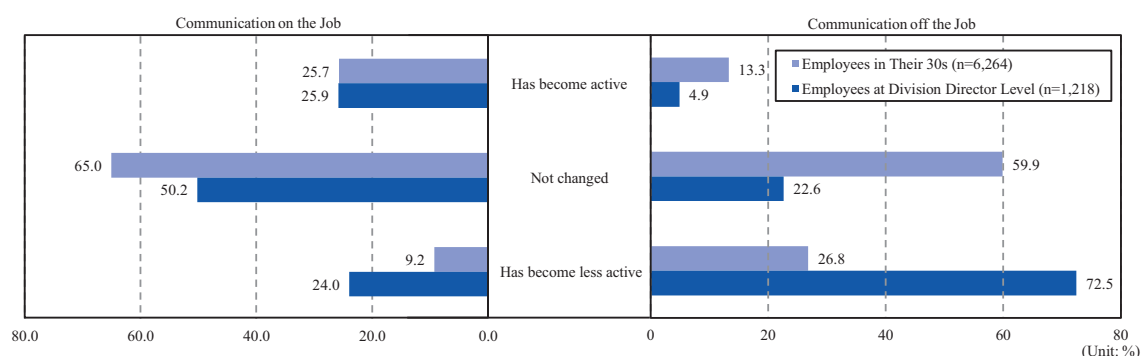
**(b) Changes in communication within the ministry**

Asked about communication within the ministry, approximately 60% of the employee in their 30s replied that communication both on and off the job had “not changed” compared with the situation when they joined the ministry. On the other hand, a relatively large ratio of the employees at Division Director level chose “has become less active.” Looking at the differences in the response ratios with those of the employees in their 30s, a large disparity in awareness could be identified with about 15-point gap for communication on the job and around 46-point gap for communication off the job [Figure 47].

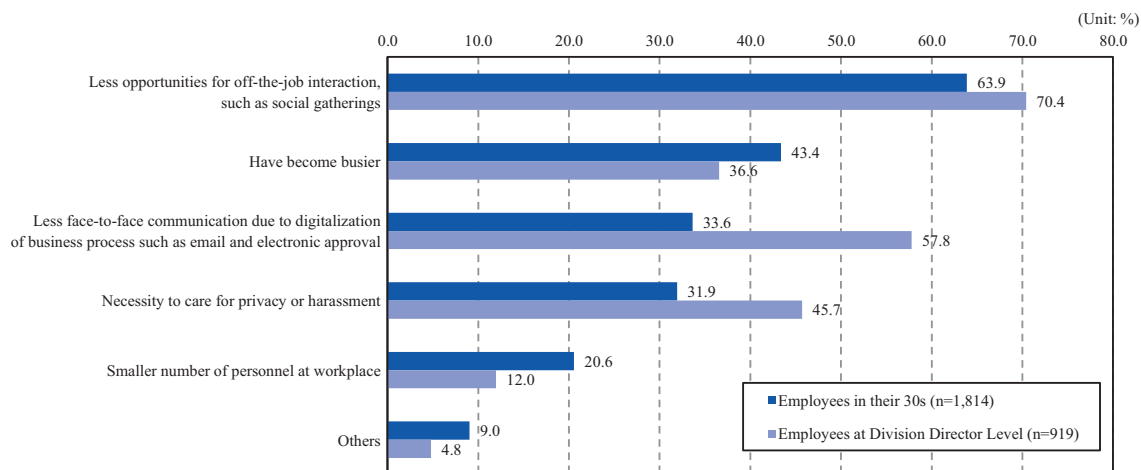
As for the reasons that communication has become less active, the most popular answer was “less opportunities for off-the-job interaction, such as social gatherings” both among the employees in their 30s and those at Division Director level. Meanwhile, a large ratio of the employees at Division Director level selected “less face-to-face communication due to digitalization of business process such as email and electronic approval” (24.2-point gap with the employees in their 30s) and “necessity to care for privacy or harassment” (13.8-point gap with the employees in their 30s) [Figure 48].

The results imply significant changes in workplace environment, including digitalization and streamlining of duties, spread of concept of harassment, and necessity of support for work-life balance, took place during the 10 to 20 years after the employees at Division Director level (currently in their 40s and 50s) joined the ministries before the employees currently in their 30s entered the ministries.

**Figure 47 [Survey of the 30s and the Division Director Level] Communication within the Ministry Compared with the Situation When You Joined the Ministry**



**Figure 48 [Survey of the 30s and the Division Director Level] Reasons for Less Active Communication within the Ministry (The question asked to the employees who chose “has become less active” to the question concerning “communication on the job” or “communication off the job” shown in Figure 47) (Multiple answers allowed)**



### **Chapter 3. Considerations of the Issues and the Measures**

#### **Section 1. Findings of the Surveys**

The survey results discussed in the previous chapter identified following issues surrounding the employees in their 30s.

#### **1. Rectification of Working Long Hours and Promotion of Flexible Working Style**

According to the Survey of the 30s, “inability to keep work-life balance due to busy work or working long hours” (48.5%) was the most popular answer to the question about the specific factors that had lowered the motivation for work. Additionally, concerning further improvement that can be expected on their own ministry, the popular answers were the ones related to streamlining of workload and duties, including “personnel allocation depending on workload” (52.9%), and “streamlining of duties and reduction of overtime work” (43.2%). The ratio of the respondents who chose these answers were also high in the Survey of the Division Director Level. These results indicate that rectification of working long hours through streamlining of duties, personnel allocation depending on workload and measures against personnel shortage is a common issue across generations. However, it is deemed to be the major factor that lowers satisfaction especially for the employees in their 30s who play a central role in practical business and experience big life events, such as marriage and childcare in their private lives.

Moreover, many employees in their 30s strongly call for their own ministry to implement personnel practice giving due consideration to family circumstances such as childcare and nursing care; and to promote flexible working style such as telework and flextime system.

## **2. Elimination of Concerns About Career Development**

The Survey of the 30s found that about 80 % of the employees in this age group thought about their aptitude or future career development “frequently” or “sometimes”; and roughly 70 % of them felt uneasy about their future.

In addition, according to the survey results, the employees in their 30s wanted to enhance their expertise and strength for their career development. At the same time, many of them did not have a clear image about their aptitude and details of their career development at present. A large number of employees in their 30s no longer have to concentrate on the duties at hand. They, however, have not gained a clear picture about the future direction they should head for, which might raise concerns for this generation. Therefore, it is important to enable employees to identify their aptitude and establish an image about their career development.

The results of cross tabulation imply that the frequency of opportunities to consult with the personnel authorities has an impact on a sense of security of the employees about their career development. It has become clear that there is often a lack of communication between the personnel authorities and employees concerning career development.

Furthermore, the surveys conducted this time suggest that both the employees in their 30s and those at Division Director level do not emphasize superiors’ involvement in their subordinates’ career development that much because they consider that personnel authorities are supposed to be responsible for personnel allocation. On the other hand, most of the employees in their 30s regard engagement in rewarding work rather than promotion as a motivator. This fact indicates that it is necessary to actively communicate interest and a sense of satisfaction with work to the employees in order to enhance employees’ motivation for duties and their enthusiasm to independently develop their abilities. To this end, managerial personnel, who closely interact with the employees and provide them with instructions on duty on a daily basis, play an important role in enhancing abilities/expertise and motivation for work in accordance with aptitude of each employee. Managerial personnel are also required to nurture their subordinates and be involved in their future career development in partnership with the personnel authorities for the purpose of developing specialized personnel of bureaus or divisions.

## **3. Improvement of Consciousness about Management**

In the Survey of the 30s, one fourth of the respondents chose “evaluation by superiors” (25.3%) as a specific factor to maintain/enhance motivation. Conversely, the popular answers concerning specific factors that had lowered the motivation included “lack of support from superiors” (31.4%) and “negative evaluation by superiors” (27.0%). Accordingly, the survey confirmed that superiors play a major role in relation to motivation of the employees in their 30s.

Nevertheless, about 30 % of the employees in their 30s replied that they had never had a superior they held as an ideal. In addition, nearly 80 % of the employees in their 30s replied that they had been deeply dissatisfied with their superiors on the grounds that superiors’ attitude was high-handed or that they did not try to take responsibility. Furthermore, the survey found that a certain number of the employees in their 30s received strict

instructions from their superiors which they felt as power harassment or dissatisfaction with. Superiors need to provide instructions with an awareness in mind that their subordinates in their 30s might regard instructions in such a way.

Meanwhile, more than 40 % of the employees at Division Director level answered that they had hesitated to provide instructions on occasions where they had to instruct their subordinates due to their concern that the instruction might lower the motivation of their subordinates. This result poses a problem with respect to succession of skills and knowhow.

Moreover, it is also pointed out that the employees in their 30s have fewer opportunities to be involved in decision-making of major policies and are required to engage in more clerical work than before. In consideration of the fact that engagement in rewarding work and a sense of contribution to society are major motivation for duties of the employees in this age group, their sense of satisfaction gets lower unless superiors provide them with enough explanation on significance or purpose of duties.

It should be noted that about half of the employees in their 30s replied in the Survey of the 30s that they had no subordinate. This means that on-the-job training (OJT) is not provided at workplace to these employees to develop their skills, which are required for instructing subordinates when they become managerial personnel in the near future. Moreover, “management ability” was one of concerns about future career development. Additionally, about 40 % of the employees who had subordinates had ever hesitated to provide instructions to their subordinates. Taking these facts into consideration, how to enhance abilities of instructing and developing subordinates in anticipation of the future of these employees, who are expected to become managerial personnel, is also a major issue.

#### **4. Improvement in Communication**

According to the surveys conducted this time, perception gap between the employees at Division Director level and those in their 30s could be found in some items, including assessment of impartial work sharing. This suggests the necessity to eliminate the gap through improving communication at workplace.

Concerning communication off the job compared with the one when they joined the ministry, for instance, a larger ratio of the employees at Division Director level consider that it has “become less active” while many of the employees in their 30s replied that it has “not changed.” The survey results imply that basis of value, such as working environment and historical background, may be different; that means of communication have been diversified partly fueled by digitalization; that changes are taking place in working environment such as increased need of giving consideration to harassment prevention or privacy. Measures should be taken with due consideration to these circumstances.

#### **5. Maintenance/Raising of Awareness as Servants of All Citizens and Further Enhancement of Challenging Spirit**

Based on the previous survey results, the AR FY2016 confirmed the attractive nature of workplace in the

public service, which included serving the public and society, rewarding work that makes employees grow through challenges, and sound workplace environment in terms of compliance. These results can be also confirmed in the survey carried out this time as rewarding work and contribution to society rank among the top motivation for work.

On the other hand, about one fourth of the employees in their 30s chose “criticism of governments and public employees” (24.4%) as a specific factor that had ever lowered motivation for work.

It is a concern that scandals in the public service, even if they are caused by only a very small number of employees, have tremendous negative impact on other employees’ motivation and damage the attractive nature of workplace in the public service affecting securing of competent personnel in the public service as a result.

Moreover, a large number of the employees in their 30s replied in the surveys conducted this time that they were making new proposals and performing challenges in day-to-day duties. Nevertheless, the surveys also found that nearly 40 % of their superiors at Division Director level felt that the employees in their 30s lacked in autonomy and challenging spirit. This disparity may be caused partly because the employees at Division Director level make an evaluation based on the working environment and historical background when they were in their 30s. However, top-down decisions on work are made more frequently than before according to the hearing. Given this background, the possibility cannot be denied that the employees in their 30s and some other public employees are inclined to sit back and wait for instructions from their superiors in such a working environment instead of having concerns or questions about various issues and making decisions independently.

Based on these circumstances, enabling employees in their 30s to consider themselves as servants of all citizens, to fulfill their autonomy and to further enhance challenging spirit needs to be addressed urgently also for the purpose of maintaining attractiveness of workplace in the public service.

## **Section 2. Consideration of the Measures**

This section takes a look at the issues identified through the surveys conducted this time from the viewpoints of workplace environment, which directly links to the current motivation for work of the employees in their 30s; of career development, which is a major concern for their future; and of employees’ awareness and communication, which serve as the foundation for such issues. The possible measures for each issue are also examined.

### **1. Measures for the Issues Related to Workplace Environment**

#### **~Creation of Workplace Environment Where Employees Can Work Actively~**

##### **(1) Promotion of Streamlining of Duties Reflecting Young Employees’ Opinions Actively**

First, with respect to workplace environment, the surveys found issues such as rectification of working long hours and business improvement.

Concerning rectification of working long hours, most of the employees in their 30s as well as those at Division Director level demand personnel allocation commensurate with workload. With this respect, it is essential

to reinforce business management by managerial personnel and to reduce or streamline duties at each workplace, as pointed out also by the report of the 2017 NPA Recommendation. If overtime work for long hours constantly continues even after promoting these measures, it is necessary to secure personnel commensurate with workload.

Meanwhile, business improvement requires strong commitment by officials at the top of the Cabinet Office and ministries. However, the Survey of the 30s found that more than 80 % of the respondents had their own opinions about business improvement. In order to promote more efficient duty performance, it is necessary to provide opportunities where the employees in their 30s can make new proposals or perform challenges proactively; and to work on improvements in a unified manner involving superiors. If business actually improves as a result of these efforts, employees will be able to gain a sense of achievement and something meaningful and rewarding in their work, which will bring about positive impact on higher motivation in addition to improvement in their own working environment.

Some ministries have already organized an “Operational Reform Team” under the initiative of young employees and established a bottom-up system to streamline operations for instance through studying operational reform. In the future, it may be possible to utilize the ideas of young employees by referring to these initiatives. On such occasions, the personnel authorities and superiors are expected to provide support, such as through arranging systems or giving consideration to workload, so that young employees can engage in their duties actively and autonomously.

## **(2) Appropriate Duty Assignment and Personnel Allocation Through Cooperation/Communication among the Personnel Authorities, Managerial Personnel and Employees**

Both the employees in their 30s and those at Division Director level share the view on heavy workload. Nevertheless, more than 40 % of the employees in their 30s demand impartial work-sharing while only the lower 10 % of the employees at Division Director level provided such an answer.

Extremely unbalanced or concentrated assignment of duties to specific employees will lower the motivation and bring about significant adverse health effects. The survey results suggest that managerial personnel are required to communicate with subordinate more actively; and make more efforts to understand workload and sharing work on a daily basis, as well as to assign duties. At the same time, the results also indicate that the personnel authorities need to understand press and slack of each division’s business; and to flexibly allocate employees for instance through temporarily assigning supportive personnel.

As far as personnel allocation is concerned, many employees at Division Director level demand that personnel be allocated in accordance with employees’ aptitude. Moreover, about 60 % of the employees in their 30s chose “not suitable to me”, “neither suitable nor not suitable” or “do not know.” Personnel cannot be always allocated in accordance with their aptitude at times because of the necessity of developing and selecting personnel on a long-term and systematic basis and of the then-current administrative demands. Despite that, personal authorities need to understand the aptitude of each employee in an adequate cooperation with managerial personnel and to allocate personnel while giving consideration to balance between personnel development and employees’



aptitude as much as possible. In addition, it is deemed necessary that personnel authorities make efforts to maintain/enhance motivation of employees through providing them with accounts regarding personnel allocation.

#### ○ Case Study of Private Companies

In private companies, building a win-win relationship between the company and the employees helps to enhance overall performance of the company. It is also considered that personnel allocation should be carried out taking into account various information, including employees' intentions about their career, employees' family circumstances, such as childcare and nursing care, along with their characteristics. Given this background, many private companies are working on "visualization" by managing employees' information, including knowledge, experiences and skills, using the database. Some companies have already launched projects to concretely utilize "visualized" information. High performers in each division are analyzed based on such information, and a judgment is made on to what degree they are consistent with each employee. Then, an evaluation is performed on the probability that the relevant employee can be successful when transferred to specific division. The evaluation will be used as a basis for judgment of the personnel transfer plan. At this company, a final decision on the personnel transfer plan is still made by people as it has been done before. Yet, the company could confirm that judgments, which have been made by experiences and intuition of staff in charge of personnel management, can now be carried out using the data, which the company finds very significant.

### **(3) Promotion of Flexible Working Style in Accordance with Employees' Circumstances**

Many employees in their 30s experience big life events in their private lives, such as marriage and childbirth, and how to balance work and life has become an evident issue as their concern for the near future.

Offering working style options in accordance with each employee's circumstances to the extent that it does not adversely affect the public service provides a foundation for the environment where employees can fulfill their abilities. Development of the work-life balance support system has been underway recently. The NPA is also continuously conducting a review to see if there is room for further improvement taking into account socioeconomic circumstances. Meanwhile, concerns cannot be eliminated only by developing a system. Instead, it is essential to create an environment where the system can be easily utilized, and to deal with individual circumstances. Accordingly, the personnel authorities are required to grasp each situation and carefully deal with it; and to create a system to prevent imposing extremely heavy workload over employees surrounding the one who is using the system. Additionally, one of the causes of employees' concerns is that they cannot have a concrete image for work-life balance. Thus, it is deemed effective to increase opportunities where employees can receive advice from those who are actually actively using these systems.

The use of remote access is also effective to realize flexible working style. It was decided that the entire government would promote this. In fact, some ministries have already produced successful results, such as reduction of waiting time for the Diet, through using cellphone or PC to check the materials for responses to

questions in the Diet. It is desirable to promote the use of remote access by referring to these advanced cases in the light of security issues and the development of facilities.

## **2. Measures for Issues Related to Career Development**

### **~ Enhancement of Public Service Efficiency and Expertise Through Realizing Employees' Diverse Career ~**

#### **(1) Employees' Identification of Their Own Aptitude and Establishment of Image for Career Development**

It is essential to strengthen the support to enable employees to develop necessary abilities, for instance through securing opportunities for employees to consider their own aptitude and future career development; offering information useful for career development, for example by disclosing within the department abilities and expertise that are required in the organization; and establishing a plan to develop employees through offering training or experiences for each type of ability and expertise which are required in each organization.

Some ministries have already launched opportunities for young employees to listen to the experiences of managerial personnel; introduced a curriculum concerning career development into the training within the ministry; and started to work on improvement of the training to enhance ability to perform duty. It is expected that each ministry will advance efforts by referring to these initiatives.

In FY2018, the NPA also plans to carry out new trainings on a trial basis aiming at eliminating employees' concern about career development and increasing motivation for duties and ability development. For the purpose of supporting employees' career development at the Cabinet Office and each ministry, the NPA will endeavor to consider the curriculum taking into account the results of the Survey of the 30s and to implement more effective trainings.

#### **○ Case Study of Private Companies**

Many companies have a job posting system as part of the measure to support career development. A certain company makes it a rule to interview employees who apply for the job posting system. The company provides even unsuccessful candidates with advice on skills required by the position the employee applied for, as well as on better approaches that the candidate should take. In this way, the job posting system itself is also used as one of the tools to support career development.

Other company creates a table called career map. The table has three periods, namely "Foundation Forming Period", "Strength Forming Period" and "Strength Deepening Period" on the vertical axis, and concrete departments on the horizontal axis. Image of employees and required abilities are filled in each relevant cell of the table. To employees who already have clear desired career, this table indicates abilities required for the career they aim for. To employees who do not have specific career they want to aim for, the table shows potential future careers.

A local government implements many training programs based on application by employees, focusing

on the situation that each employee has a different career plan. Additionally, this local government makes a table of the training system to allow employees to understand at a glance the programs to take in order to attain the career they aim for. The table is posted on the intranet. In this way, this local government has realized “visualization.” Furthermore, it has launched training exclusively for the employees aged 26 or 27, younger than the average age for big life events such as marriage, with a view to providing the employees who don’t have a specific career vision with opportunities to think about their career plan. This program enjoys favorable reviews.

## **(2) Expansion of Opportunities for Consultation on Aptitude and Career Development**

According to the Survey of the 30s, opportunities to consult personnel authorities and to communicate hopes to them for future career development were effective to eliminate concerns for future. Nevertheless, the survey found that many employees in their 30s felt that they did not have such opportunities sufficiently.

With regard to personnel allocation, consideration to employees’ aptitude was described in 1 (2). From the perspective of career development, it is also important that the personnel authorities listen to and grasp each employee’s hopes for career development on a mid-term or long-term basis; and have close communication to share with employees expectation and development-related issues while taking the measures stated in (1) simultaneously.

Some ministries have launched a job posting system for managerial posts or the posts to implement a specific policy. Under this system, employees submit the proposal for the policy and will be transferred as needed, based in the possibility of realizing the proposal. It is deemed possible to introduce the measure emphasizing employees’ motivation in personal management as much as possible by referring to these measures.

## **(3) Reinforcement of Superiors’ Involvement in Subordinates’ Career Development**

Both the employees in their 30s and those at Division Director level do not emphasize superiors’ involvement in career development that much. The reasons may include that personnel transfer of national public employees has been carried out under the initiative of the personnel authorities; and that managerial personnel themselves are also responsible for various duties and cannot always spend enough time to instruct subordinates.

But, employees’ intention about career development has been diversified. Given this background, the role of superiors, who closely interact with employees and provide them with instructions on a daily basis, has become more important than ever. From now on, managerial personnel, along with the personnel authorities, need to raise awareness about and be actively involved in subordinates’ career development while securing time through streamlining duties. The personnel authorities of the Cabinet Office and each ministry are also expected to provide instructions and support for that purpose. Additionally, the NPA will continue to make efforts to raise awareness about importance of supporting subordinates’ development and career development taking opportunities such as the Inter-Ministerial Joint Training by Levels of Positions or the Training Courses for Specific Themes.

The “mentor system” is one of the effective opportunities for employees to autonomously think about their

own career development, such as ability development and expertise acquisition. Under this system, senior employees support their junior, for instance through providing advice with the involvement of the personnel authorities to a certain degree. In Feb. 2018, the NPA issued the “Handbook for the Mentor System” (Notice issued by the Director, Recruitment Policy Division of the Human Resources Bureau). The NPA will continue to disseminate it to the Cabinet Office and each ministry as a tool useful for providing extensive support for subordinates’ development, their future career development and their working lives such as work-life balance.

### **3. Measures for the Issues Related to Employees’ Consciousness and Communication**

#### **~ Enhancement of Management and Activation of Communication at Workplace by Superiors ~**

##### **(1) Enhancement of Management by Superiors**

To summarize the results of the 2018 Survey and considerations that have been made so far, superiors need to take the following measures when managing operations and instructing/developing subordinates.

###### **【Creation of Workplace Environment】**

- Flexibly change duty allocation in accordance with situation to prevent unbalanced workload of subordinates
- Actively communicate with subordinates

###### **【Instructions to Subordinates Concerning Performance of Duties】**

- Make timely and appropriate judgments
- Clearly inform content and purpose of corrections when giving instructions
- Do not deviate from policies by repeating off-the-cuff remarks
- Do not hesitate to instruct subordinates on occasions when they are needed
- Occasionally inform subordinates who have attained results or are making efforts that they are appropriately evaluated

###### **【Streamlining of Duties】**

- Voluntarily make efforts to streamline duties
- Do not emphasize precedents so much as to discourage subordinates from making new challenges
- Provide instructions keeping cost performance in mind

###### **【Support of Subordinates’ Career Development】**

- Properly provide advice on subordinates’ career development (presentation of strength/weakness and advice on the direction for future ability development and expertise acquisition)

###### **【Prevention of Power Harassment】**

- Do not take high-handed attitude
- Do not make remarks denying subordinates’ ability and personality

None of the above measures is new, and many superiors give consideration to these measures to the extent possible. Circumstances may make it difficult to do so, or there may be some contradictions in understanding

depending on the position. Therefore, even if subordinates are dissatisfied, it does not necessarily mean that there is a problem in management overall.

Nevertheless, superiors should once again make efforts to be aware of these matters all the time, to communicate with subordinates, to share the circumstances when consideration cannot be made, and to obtain subordinates understanding.

Moreover, for the purpose of succeeding skills and knowhow, superiors need to confidently instruct their subordinates without concerns for lowering subordinates' motivation. To this end, it is effective to acquire coaching skills, and thus, the relevant training programs need to be improved.

With regard to power harassment, the NPA has long been working on raising awareness to prevent such conduct. In fact, the survey conducted in the previous year indicated positive figures concerning "degree of power harassment prevention." Taking this into consideration, it is deemed NPA has attained results to some degree. In light of the results of the Survey 2018, the NPA will make efforts to develop a common view on the definition of power harassment and to reinforce preventive measures. Furthermore, in relation to sexual harassment, various cases are still occurring, and the situation on this issue cannot be overlooked yet. With the occurrence of harassment, including the ones related to pregnancy, childbirth, childcare and nursing care, employees' motivation for work may be lowered. This may make it impossible for employees to work efficiently and undermine trust in the public service as a whole. It is essential for managerial personnel, who are superiors, to recognize the importance to prevent harassment again, and to set an example to their subordinates. Subordinates should also make sure not to commit harassment.

Regarding operations management and instruction/development of subordinates carried out by superiors, some ministries have already conducted a survey targeting all the employees concerning management-related actions of managerial personnel (such as "clear specification of priorities for duties", "appropriate review on work burden sharing" and "not imposing too detailed matters or unnecessary work"); and an administrative vice-minister gives each Director-General feedback on the survey results. At other ministries, the personnel authorities have set the "ability requirement for each position (competency)" including management ability, and reflect it to evaluation items for multifaced observation (360-degree assessment). These measures are deemed also useful.

## **(2) Promotion of Communication at Workplace**

Communication at workplace serves as the foundation for all sorts of performance of duties. Although all the relevant employees should make efforts to promote communication, managerial personnel, who are also superiors, are expected to play a leading role at each workplace. The 2018 Survey found a gap between the employees in their 30s and those at Division Director level concerning perception of changes in communication at workplace. Taking into account this result, managerial personnel and executive officials are required to make active efforts to promote communication while dealing with such a perception gap among generations and changes in workplace environment fueled for instance by digitalization.

On such occasions, communication off the job, which indicated an especially large gap, needs to be

facilitated. It is a valuable opportunity to have communication out of the workplace across generations or positions. For example, holding a lunch or social gatherings is deemed to be useful to promote smooth performance of duties.

○ Case Study of Private Companies

As part of the recent measure to reinforce communication with subordinates, some companies launched “1 on 1 Meetings” (opportunity to exchange opinions once a week between superior and subordinate with the main objective of managing duty progress but including talks on private topics) as a system to increase interaction between superiors and subordinates. At a certain company, the personnel authorities do not as a rule provide superiors with subordinates’ private information based on the belief that it would damage a sense of trust. Instead, superiors actively hold “1 on 1 Meetings”, which consequently promotes communication to understand feelings of subordinates along with their performance of duties.

Moreover, some companies have resumed recreation events or trips, which were once terminated, as an opportunity to promote communication with colleagues.

**(3) Enhancement of Management Ability of the Employees in Their 30s and Maintenance/Raising of Awareness as Servants of All Citizens**

It is impossible to acquire abilities for operations management and instructions/development of subordinates overnight. According to the survey result, about half of the employees in their 30s do not have a subordinate. This suggests that the employees in this age group have only limited opportunities for OJT. Therefore, it is necessary to take measures for personnel allocation that helps to enhance abilities for instruction and development over the medium and long term for instance through working at regional offices of the Cabinet Office or each ministry, temporary transfer to other ministries, and personnel exchange between the public and the private sectors. At the same time, it is critical to raise motivation of the employees in their 30s through training.

Some ministries are implementing original management training targeting the employees at Assistant Director level in addition to those who are just promoted to managerial posts. Other ministries are conducting a study on addition of new management subjects to the curriculum for the employees at Assistant Director level and Unit Chief level. These measures would be also useful.

In relation to awareness as servants of all citizens, the most important thing is that each employee should always have a strong sense of awareness. In addition, it may be possible for the employees in their 30s to confirm the ideal state of national public employees through attending joint training with employees from other ministries or from the private sector and reflecting their own situation. Furthermore, these employees may be able to reconfirm job satisfaction and a sense of contribution to society through providing them with opportunities to look at their own duties and the entire public service from outside the public service by experiencing work at private organizations to pursue public interest, such as NPO. These measures are useful to maintain and enhance awareness as servants of all citizens. Moreover, actively offering the employees in their 30s opportunities to

explain their own experiences or current duties to younger employees or students wishing to join their ministry is deemed helpful for succession of skills and knowhow. Furthermore, such opportunities will enable the employees in their 30s to reconfirm their original purpose and pride when they decided to become national public employees.

Besides, in light of the recent circumstances surrounding the public service, each employee, not exclusively the employees in their 30s, is expected to engage in duties with a strong sense of mission or ethics in order to secure public trust in the public service. The NPA will also continue to secure and develop national public employees who are aware as servants of all citizens.

## **Conclusion**

Targeting the employees in their 30s whose relatively lower satisfaction level was confirmed in the AR FY2016, a new survey was conducted concerning career development and challenges at workplace; workplace environment such as streamlining of duties and personnel allocation; and management by superiors as well as communication at workplace. Based on the survey results, this report explored the concrete reasons for dissatisfaction or concerns and examined issues and measures.

One of the reasons for relatively lower satisfaction level of the employees in their 30s may be that the employees in this age group should instruct less experienced employees in their 20s and be responsible for coordination with managerial personnel in their 40s or above; and at the same time, they are supposed to directly deal with difficult problems as the personnel playing a central role in practical business. It, however, is presumed as an issue related to organizational structure, which exists in private companies as well.

The results of the 2018 Survey showed that many employees in their 30s are suffering from busy work and long working hours while considering if there is room for further streamlining of duties; and that there is a perception gap between the employees in their 30s and those at Division Director level concerning reaction to instructions provided by superiors and changes in communication at workplace. As a result, the survey identified organizational issues, including rectification of long working hours and promotion of flexible working styles; improvement in consciousness about management; and improvement in communication. Additionally, the employees in their 30s were concerned about their future career development and considered that they were making new proposals and performing challenges. On the other hand, the employees at Division Director level wanted those in their 30s to demonstrate more autonomy and challenging spirit, signifying a perception gap between them and the employees in their 30s. Accordingly, the surveys also identified the issues related to development of employees including how to maintain/raise awareness as servants of all citizens and further boost their challenging spirit while eliminating concerns held by the employees in their 30s about their career development.

Measures to resolve these issues should be taken because of reasons that maintenance/enhancement of motivation of the employees in their 30s leads to invigoration of public service as a whole; and that the employees in this age group are expected to work actively in the future as managerial personnel or employees with years of service with rich experiences. In addition, the 2018 Survey was conducted to get an insight into consciousness of

the employees in their 30s, but the issues identified are related to workplace in the public service as a whole. The parties concerned should fully cooperate to promote measures to solve this issues.

Despite a short survey period, many employees in their 30s participated in the 2018 Survey and responded also to free essay questions. This implies that they have the intention to solve various issues and to realize a workplace in the public service that can offer efficient and high-quality public service.

Given this background, this report made proposals for promotion of streamlining duties reflecting the opinions of young employees, such as those in their 30s; identification of own aptitude and establishment of image for career development by employees themselves; and improvement of management by superiors. The NPA hopes that the report is helpful for the personnel authorities of the Cabinet Office and each ministry as well as managerial personnel at each workplace to create workplace environment with a positive atmosphere. Additionally, the NPA endeavors to study and implement various of these measures.

#### Column: The Results of the Civil Service People Survey in the UK and Case Studies of Workplace with High Scores

In the United Kingdom, the Civil Service People Survey has been conducted annually since 2009 in every ministry and agency across the UK Civil Service. (For the overview of the survey, refer to the NPA's AR FY2016.) In addition to the overall result, the UK government website posts the survey results by attribute, such as institution, gender, ethnicity, with/without disabilities, health status, age, position level, job category and place of work. In the latest survey, that includes results by age (as of the end of Apr. 2018), the Cabinet Office, which is responsible for the survey, unveiled the results by attribute obtained in 2017.

According to this survey results, the employment engagement (index to show the level of how employees contribute to organizational objectives and feel satisfied with their work) was the highest among the youngest age group from 16 to 34 (62%) and became lower in older age groups (5-point gap at the largest) (※). Looking at the result by position level, the score went down as the position level became lower; and the score went up as the position level became higher. About 20-point gap existed between the administrative assistant at the lowest position level and Senior Civil Service (executive civil servants at Division Director level or above of each ministry/agency).

※ These results are based on simple comparison. The Cabinet Office disclosed the analysis result for the survey in 2015 after controlling the influence factors excluding age. The analysis result concerned did not show any remarkable gap among generations.

The employee engagement score of civil servants overall was 61% in 2017. Looking at questions having an influence on this score by category, relatively lower scores can be found in “training and development” (53%), “leadership and managing” (47%), and “pay and benefits” (30%). The results of Civil Service People Survey are fed back to each team of each workplace such as divisions where measures are taken to improve the employee engagement score. The latest score of the team in charge is recorded in the



performance evaluation sheet of Senior Civil Service. With a view to helping managerial personnel at each workplace to develop employee engagement, case studies of the workplace with high score are shared on the UK government website as follows.

○ Investment in Personnel Development

The team leader prioritized to promote training as a team goal. As a result, we could secure a large budget for training and capacity development and demonstrate the team's serious commitment to investment in employees at all position levels. Employees favorably evaluated the coverage of training fee by workplace.

○ Careful Understanding of Subordinates' Characteristics

The team leader spent enough time to understand their subordinates' strengths and weaknesses; and asked their subordinates to declare if they could perform a specific duty. As a result, the team leader could coordinate duties in accordance with the strength of their subordinates instead of forcing them to engage in duties at a low engagement level. Additionally, the team leader could secure time for capacity development to allow their subordinates to acquire necessary skills (by saving their time to work on difficult duties with their abilities at the time).

○ Careful Feedback

Face-to-face meetings have been launched between the superior and the subordinates, which take place every four to six weeks, along with the system to provide feedback from the superior, personnel authorities and parties related to duties of the division.

○ Meeting on Failures

The "Meeting on Failures" has been introduced as one of the tools to build open relationship of trust. At this meeting, all the team members are encouraged to share "unsuccessful experiences" with other members. The important point was that the leader started to talk about a mistake on the telephone first, which enabled team members to honestly talk about their own failures. Although failures are usually an uncomfortable topic, sharing such a topic helped to confirm many common themes among the members, which they found significant. At the same time, this meeting underlined that a risk of failure is just a sign of having challenging spirit; and that a failure itself is not a bad thing if they can learn something from it. Accordingly, the meeting was useful in creating an environment where they can trust each other better.

## **Part 3.**

## **NPA Activities in FY2017**

### ***Chapter 1. Appointment and Dismissal of Employees***

The appointment and dismissal of national public employees shall be based on the principle of the merit system, carried out based on the results of recruitment examinations, personnel evaluation or other demonstrated abilities. The initial appointment of employees is made through an open, fair and competitive examination. If not, initial appointment is made through a selection process. In compliance with these rules, in recent years, a variety of systems have been developed to enrich public service, such as systems to appoint those who have specialized professional experiences outside the public service, and a fixed-term appointment system. Diverse people have been appointed from the private sector through the selection process under fair assessment of abilities and appointment procedures. In addition, appointments including promotion and transfer after initial appointment shall be fairly implemented based on the principle of the merit system. The NPA offers instructions to the Cabinet Office and each ministry in carrying out appointments that are consistent with the purpose of the system so that personnel evaluation results can be utilized for appointment and dismissal. Furthermore, with securing fairness, the NPA has been improving the environment for facilitating the personnel exchange program between the Government and the private sector for the purpose of developing human resources and invigorating the public service.

On the other hand, from the perspective of maintaining efficiency in the public service and ensuring proper operations in the public service, public employees could face consequences such as dismissal, demotion and administrative leave against their will when they fall under certain cases.

### **Section 1. Securing Human Resources**

To cope with the increasingly complicated, sophisticated and globalized administrative issues, it is important to secure diverse and competent personnel with high qualifications and a sense of mission. While the number of applicants for the recruitment examinations of the national public employees has fluctuated in association with the change of employment conditions in the private sector, it has been decreasing in the medium- and long-term amid the situation of declining birthrates and severe circumstances surrounding the public service.

Under such circumstances, the NPA disseminated the distinctive attractiveness of national public employees' duties and profile of preferable human resources. Furthermore, in coordination and cooperation with the Cabinet Office and each ministry, the NPA enthusiastically carried out activities to secure personnel and to raise awareness targeting women, local university students, professional graduate school students, technical personnel and private-sector human resources respectively aiming at securing a new source of human resources.

## **Section 2. Recruitment Examinations**

### **1. Recruitment Examination Conducted in FY2017**

#### **(1) Type of Examinations**

The NPA conducted 21 types of recruitment examinations on 24 occasions in FY2017, as shown in Table 1. In addition to these examinations, there is another type of examination, namely, the Recruitment Examination for Ministry of Foreign Affairs (MOFA) Specialists which is conducted by the MOFA, based on the NPA's designation.

The breakdown of the 21 types includes ① the Examination for Comprehensive Service to initially appoint officers engaging in the duties concerning planning policies or research and study (2 types: Examination for graduate students and Examination for university graduate level); ② the Examination for General Service to initially appoint officers engaging mainly in routine work (3 types: Examination for university graduate level, Examination for high school graduates and Mid-career Recruitment Examination (for entry-level)); ③ the Examination for Specialists to initially appoint officers engaging in the duties that need specialized knowledge in a specific field of administration (15 types: Examination for National Taxation Specialists, Examination for Labor Standard Inspectors and so on); and ④ the Examination for Experienced Personnel to initially appoint personnel with experience in private companies to government positions at unit chief level and above.

[Table 1] National Public Employee Recruitment Examinations Conducted in FY2016/2017  
(Part 1) Recruitment Examinations Conducted by the NPA

Qualification	Type of examination		FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
				Female		Female		
University (graduate school) graduate level	Examination for Comprehensive Service	Examination for Graduate Students (except legal division)	2017	2,470	630	624	153	4.0
			2016	2,956	777	639	165	4.6
		Examination for Graduate Students (legal division)	2017	23	7	12	3	1.9
			2016	66	13	32	6	2.1
		Examination for University Graduate Level (except liberal arts division)	2017	18,121	6,591	1,254	331	14.5
			2016	18,927	6,558	1,372	347	13.8
	Examination for University Graduate Level (liberal arts division)	2017	2,811	968	135	26	20.8	
		2016	2,558	886	135	31	18.9	
	Examination for General Service	Examination for University Graduate Level	2017	35,142	12,391	7,205	2,435	4.9
			2016	35,998	12,344	7,583	2,548	4.7
	Examination for Specialists	Imperial Guards (university graduate level)	2017	1,758	395	42	8	41.9
			2016	1,712	381	48	8	35.7
		Ministry of Justice Specialists (human science)	2017	2,525	915	346	139	7.3
			2016	2,586	909	435	159	5.9
		Financial Specialists	2017	4,297	1,444	527	177	8.2
			2016	4,546	1,587	528	168	8.6
		National Taxation Specialists	2017	16,168	5,727	3,341	1,255	4.8
			2016	16,501	5,727	3,032	1,148	5.4
		Food Sanitation Inspectors	2017	513	294	67	36	7.7
			2016	485	283	67	41	7.2
		Labor Standard Inspectors	2017	3,711	1,132	478	147	7.8
			2016	3,673	1,092	402	127	9.1
		Air Traffic Control Officers	2017	1,045	441	138	63	7.6
			2016	1,005	385	141	55	7.1
	Examination for Experienced Personnel		2017	2,636	631	342	75	7.7
			2016	2,401	635	297	70	8.1
	Subtotal		2017	91,220	31,566	14,511	4,848	6.3
		2016	93,414	31,577	14,711	4,873	6.3	
High school graduate level	Examination for General Service	Examination for High School Students	2017	13,958	4,545	2,690	962	5.2
			2016	13,393	4,148	2,392	842	5.6
		Mid-career Recruitment Examination (entry level)	2017	449	69	18	1	24.9
			2016	674	102	21	2	32.1
	Examination for Specialists	Imperial Guards (high school graduate level)	2017	520	122	12	4	43.3
			2016	380	105	13	2	29.2
		Prison Officers	2017	5,263	973	992	248	5.3
			2016	5,344	944	942	253	5.7
		Immigration Control Officers	2017	2,193	516	79	15	27.8
			2016	1,906	456	126	30	15.1
		Tax Officers	2017	8,592	2,488	1,469	528	5.8
			2016	8,317	2,346	1,523	508	5.5
		Aeronautical Safety College Students	2017	666	213	102	29	6.5
			2016	617	217	111	42	5.6
		Meteorological College Students	2017	404	105	44	6	9.2
			2016	373	83	64	17	5.8
		Japan Coast Guard Academy Students	2017	583	106	81	20	7.2
			2016	571	99	84	19	6.8
	Japan Coast Guard School Students	2017	3,909	491	532	82	7.3	
		2016	3,897	463	570	83	6.8	
	Japan Coast Guard School Students (special)	2017	6,513	1,483	850	216	7.7	
		2016	9,594	1,853	962	178	10.0	
Subtotal		2017	43,050	11,111	6,869	2,111	6.3	
		2016	45,066	10,816	6,808	1,976	6.6	
Total			2017	134,270	42,677	21,380	6,959	6.3
			2016	138,480	42,393	21,519	6,849	6.4

## (Part 2) Recruitment Examination Conducted by the Ministry of Foreign Affairs (MOFA)

Qualification	Type of examination	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
			Male	Female	Male	Female	
University graduate level	MOFA Specialist Personnel	2017	386	186	48	26	8.0
		2016	401	184	54	20	7.4

## (Part 3) Total

Qualification	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
		Male	Female	Male	Female	
University graduate level / Graduate students	2017	91,606	31,752	14,559	4,874	6.3
	2016	93,815	31,761	14,765	4,893	6.4
High school graduate level	2017	43,050	11,111	6,869	2,111	6.3
	2016	45,066	10,816	6,808	1,976	6.6
Total	2017	134,656	42,863	21,428	6,985	6.3
	2016	138,881	42,577	21,573	6,869	6.4

## (2) Method of Recruitment Examinations

The recruitment examinations are designed to relatively assess whether applicants have the abilities and aptitudes required to perform duties for each kind of public service.

Therefore, examinations are conducted by combining types of tests such as “the Basic Ability Test,” “the Specialized Ability Test” and “the Interview Test” to effectively verify knowledge, skills, other abilities and aptitudes required to perform the duties of government positions.

For instance, the Examination for Comprehensive Service for the university graduate level includes written tests such as: “the Basic Ability Test” to examine the basic intelligence and knowledge required as national public employees; “the Specialized Ability Test” to examine the necessary specialized knowledge and skill; and “the Essay-based Test on Policy Issues” to examine the ability necessary for policy planning, comprehensive judgment and thinking power. In addition, “the Interview Test” to examine personality and interpersonal skills is conducted for each examinee. Meanwhile, in the Examination for Comprehensive Service for graduate students, “the Discussion-based Test on Policy Issues” is conducted, instead of “the Essay-based Test on Policy Issues,” to examine the presentation ability and communication skills, through group-based discussion on some issues.

Among these types of tests, the ones which require high expertise are prepared after deliberations and reviews involving university professors and employees with expertise from the Cabinet Office and each ministry. These professors and employees are commissioned as examination experts by the NPA.

Furthermore, after the implementation of the recruitment examinations, a study is carried out on their methods based on the analysis of the results. If required, fact-finding surveys are carried out concerning the content of subjects at each school. In this way, the NPA is always conducting studies with a view of enhancing appropriateness and credibility of the recruitment examinations.

## (3) Conducting Recruitment Examinations

### A. Overview

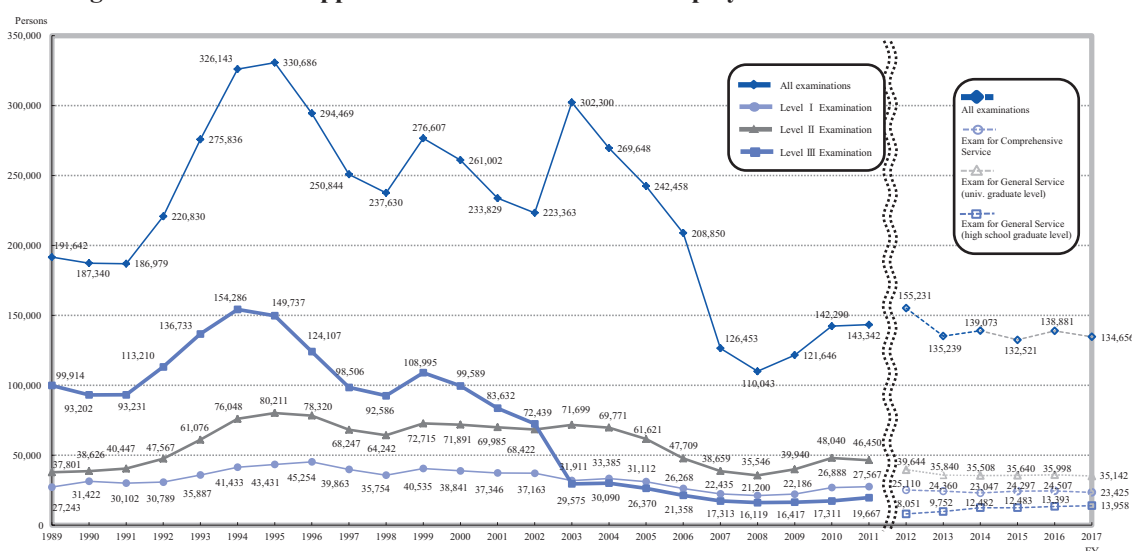
The overview of the recruitment examinations conducted in FY2017 is presented in Table 1.

The number of applicants for examinations conducted by the NPA and the MOFA was 134,656; representing a decrease of 4,225 (3.8%) from that in FY2016. As for examinations for the university graduate level (including those for graduate students), the number was 91,606; a decrease of 2,209 (2.4%) from that in FY2016, while the number of applicants of examinations for the senior high school graduate level was 43,050; a decrease of 2,016 (4.5%) from that in FY2016.

The total number of successful candidates for examinations conducted by the NPA and the MOFA was 21,428, representing a decrease of 145 (0.7%) from that in FY2016.

The ratios of successful candidates against all applicants (hereinafter the “success ratios”) are shown in Table 1. The success ratio of examinations for the university graduate level (including those for graduate students) was 6.3, higher than 6.4 of FY2016, while the success ratio for the senior high school graduate level examination was 6.3, higher than 6.6 of FY2016.

**Figure 1 Number of Applicants for National Public Employee Recruitment Examinations**



## B. The Situation by Type of Examination

### (a) Examination for Comprehensive Service

i) The number of applicants of the examinations for Comprehensive Service conducted in spring was; 2,470 for graduate students, representing a decrease of 486 (16.4%) from that in FY2016; 18,121 for undergraduate students, representing a decrease 806(4.3%) from that in FY2016; and 20,591 in total, representing a decrease 1,292(5.9%) from that in FY2016.

The number of female applicants was 630 for graduate students, 6,591 for undergraduate students, and 7,221 in total. The rate of women among all applicants was 35.1% that is more than 30 % during six successive years and the highest rate from the introduction of the examinations for Comprehensive Service.

The number of successful candidates was 624 for graduate students, 1,254 for undergraduate students, and 1,878 in total, representing a decrease of 133 (6.6%).

The number of successful female candidates was 153 for graduate students, 331 for undergraduate students, and 484 in total. The rate of women among all successful candidates was 24.5% for graduate students, 26.4% for undergraduate students, and 25.8% in total and the rate of women among all successful candidates in total was the highest rate in the past.

ii) The number of applicants for the Examination for Graduate Students (legal division) was 23, representing a decrease of 43 (65.2%), and the number of successful candidates was 12, representing a decrease of 20 (62.5%) from that in FY2016.

The number of female applicants was 7, representing a decrease of 6 (46.2%), and the rate of women among all applicants was 30.4%, 10.7 points up from that in FY2016. The number of female successful candidates was 3, representing a decrease of 3(50.0%), and the rate of women among all successful candidates was 25.0%, 6.3 points up from that in FY2016.

The number of applicants for the Examination for University Graduate Level (liberal arts division) was 2,811, representing an increase of 253 (9.9%), and the number of successful candidates was 135, representing the same number of that in FY2016.

The number of female applicants was 968, representing an increase of 82 (9.3%), and the rate of women among all applicants was 34.4%, 0.2 points down from that in FY2016. The number of successful female candidates was 26, representing a decrease of 5 (16.1%), and the rate of women among all successful candidates was 19.3%, 3.7 points down from that in FY2016.

**(b) Examination for General Service (for the university graduate level)**

As shown in Table 1, the total number of applicants was 35,142, representing a decrease of 856(2.4%) and the number of successful candidates was 7,205, representing a decrease of 378 (5.0%) from that in FY2016.

The number of female applicants was 12,391, representing an increase of 47 (0.4%), and the rate of women among all applicants was 35.3%, 1.0 points up from that in FY2016. The number of female successful candidates was 2,435, representing a decrease of 113 (4.4%), and the rate of women among all successful candidates was 33.8%, 0.2 points up from that in FY2016.

**(c) Examination for General Service (for high school graduates)**

As shown in Table 1, the total number of applicants was 13,958, representing an increase of 565 (4.2%), and the number of successful candidates was 2,690, representing an increase of 298 (12.5%) from that in FY2016.

The number of female applicants was 4,545, representing an increase of 397 (9.6%), and the rate of women among all applicants was 32.6%, 1.6 points up from that in FY2016. The number of successful female candidates was 962, representing an increase of 120 (14.3%), and the rate of women among all successful candidates was 35.8%, 0.6 points up from that in FY2016.

#### **(d) Results of Conducting Braille Examinations**

i) The NPA conducts Braille Examinations for the law division of Examination for Comprehensive Service (for the university graduate level) and the administration division of Examination for General Service (for the university graduate level).

Moreover, the NPA implemented tests with enlarged text, and extended the length of time for the Examinations for Comprehensive Service, General Service, Financial Specialists, National Taxation Specialists, Food Sanitation Inspectors, Labor Standards Inspectors, Tax Officers and Meteorological College Students, depending on the applicant's degree of visual disability.

ii) For Braille Examinations in FY2017, no applicants applied for the Examination.

The applicants for the examination both with enlarged text and extended answering time was made up of one applicant for the Examination for General Service (for university graduate level); one applicant for the Recruitment Examination for National Taxation Specialists; and two applicants for the Examination for General Service (examination for high school graduates).

Regarding tests with enlarged text, one applicant applied for the Examination for General Service (examination for high school graduates) and the Examination for Tax Officers each.

In addition, changing seats in the examination room was extended to candidates who have handicaps to the extent that it did not cause any problems for the fair implementation of the examinations.

#### **C. Online Applications for Examinations**

The rate of online applicants was 99.7% (examinations for university graduate level/graduate students: 99.9%, examinations for high school graduate level: 99.2%), 0.4 points higher than that of FY2016.

### **2. Improvements in the Recruitment Examination System in FY2018**

With reference to the outcomes of examinations implemented in FY2017 and reviewing the further improvements and requests from each ministry, the NPA published the implementation plan for recruitment examinations of national public employees for FY2018 in Feb. 2018. Additionally, the NPA implemented the following revision.

#### **(1) Revision of the Types of the Recruitment Examination for Ministry of Foreign Affairs Specialists**

International law, constitution and economics used to be the three compulsory subjects for the specialized ability test (essay-based test) of the Recruitment Examination for Ministry of Foreign Affairs Specialists. With the aim of securing human resources with diverse expertise in response to diversified diplomatic issues, the revision was made to designate only international law as a compulsory subject and constitution and economics as the selective subjects starting with the examinations in FY2018. In line with this, the NPA amended the NPA's public notice (promulgated and enforced on Aug. 31, 2017, the NPA's Public Notice No. 16 of 2011).



## **(2) Use of the English Examinations Implemented by External Organizations**

It was recognized that the use of English examinations implemented by external organizations was firmly established in the Examination for Comprehensive Service as shown in the fact that more than half of the second-stage examination applicants over the past three years received additional points by using such examinations. Therefore, the NPA decided to continuously use the examinations implemented by external organization in the same manner.

## **Section 3. Appointment**

### **1. The Initial Appointment in FY2017**

As a rule, the initial appointment of employees depends on an open and fair competitive examination. Successful candidates are added to the list of candidates for initial appointment which is developed for each examination. The NPA presents the list to appointers upon request, and the appointers of each ministry are then supposed to conduct interviews and appoint from among those on the list taking the results of the interviews into account. Most of those who were initially appointed in FY2017 were in the lists made based on the results of recruitment examinations conducted in FY2016.

For government positions which do not require recruitment examinations such as educational service or medical service, and for other government positions filled through competitive examinations as a general rule but which require special knowledge and skills, initial appointment is conducted through selection based on demonstrated abilities other than through competitive examinations.

### **2. Appointment Status Survey of National Public Employees in Regular Service**

The NPA annually conducts a survey about the appointment status of national public employees in regular service, in order to capture the real situation of the appointment of employees, and for further consideration of appointment policy and other personnel administration policy. The FY2017 survey covers the incumbent employees in FY2016.

#### **(1) Incumbency**

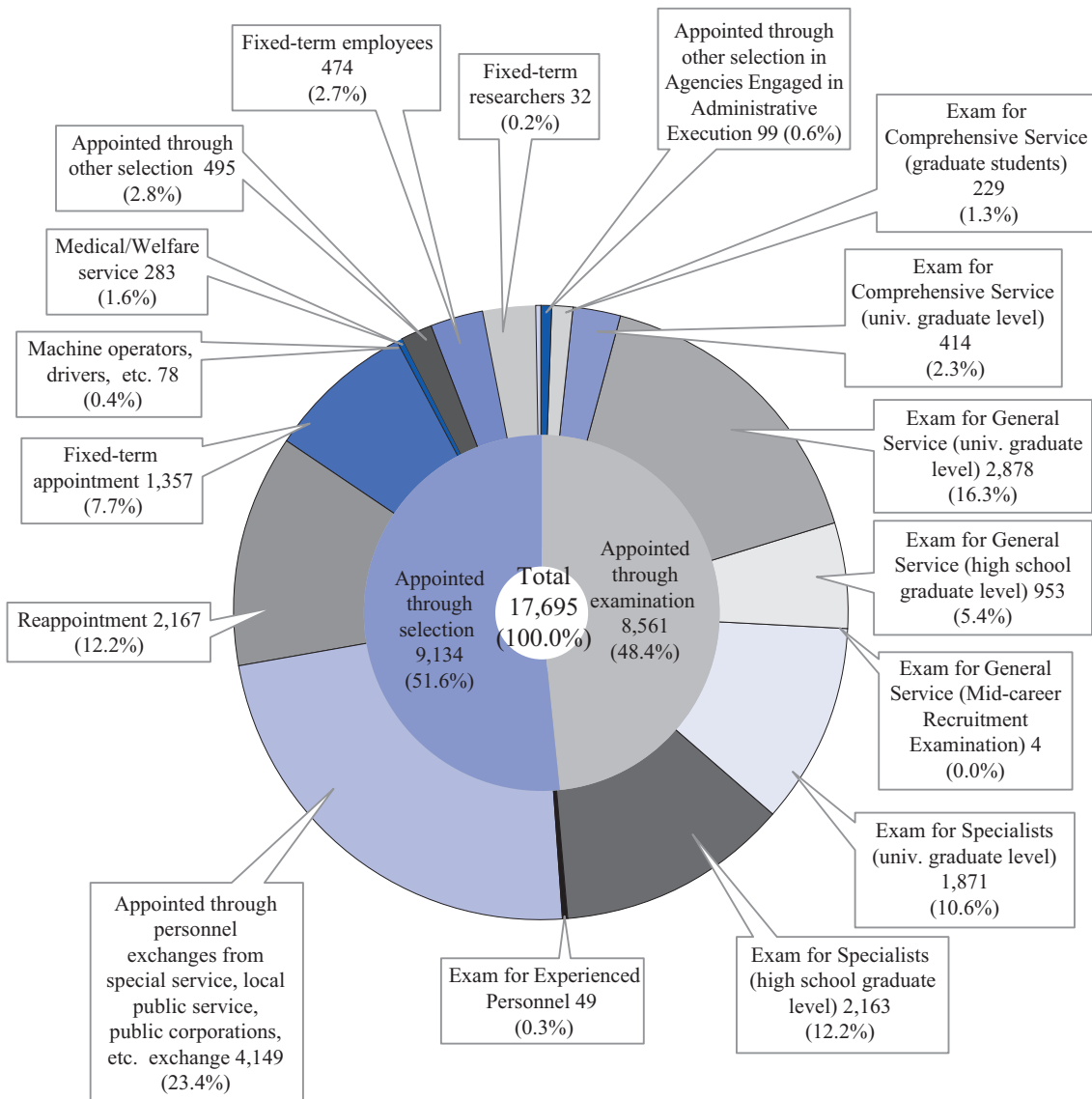
As of Jan. 15, 2017, the number of incumbent regular service employees was 278,581, which included personnel on administrative leave, full-time personnel on administrative leave engaged exclusively in the business of employee organizations, personnel dispatched to international organizations, personnel dispatched to the private sector for exchange purposes, personnel on childcare leave and reappointed full-time personnel, but which excluded prosecutors, temporarily appointed personnel, full-time laborers, and part-time employees. It was 474 more than that of 2016.

Men were 226,337 (81.2%) and women were 52,244 (18.8%).

**(2) Initial Appointment**

The total number of those who were initially appointed in FY2016 was 17,695 (13,153 men and 4,542 women), which represented an increase of 1,369 (increases of 879 men and of 490 women) from that of FY2015. Recruits through competitive examinations numbered 8,561, while recruits through other selection processes numbered 9,134, including 2,167 who were re-appointed employees, 1,863 who were fixed-term employees, 4,149 who were appointed through personnel exchanges from special service employees, local public employees, incorporated administrative agency personnel other than Agencies Engaged in Administrative Execution personnel and national university corporations personnel, Inter-University Research Institutes personnel as well as public finance corporation personnel and public corporation personnel, 856 who were appointed through other selection in national organs, and 99 who are appointed through other selection in Agencies Engaged in Administrative Execution.

**Figure 2 New Recruits by Type of Entry (FY2016)**



The numbers of recruits by competitive examinations in FY2016 by the types of examinations are as follows: the Examination for Comprehensive Service (for graduate students): 229 (2.7 of those appointed through the examination [the same applies to the following figures in parentheses]), the Examination for Comprehensive Service (for the university graduate level): 414(4.8%), the Examination for General Service (for the university graduate level): 2,878 (33.6%), the Examination for General Service (for high school graduates): 953 (11.1%), the Examination for General Service (for the mid-career recruitment examination): 4 (0.0%), the Examination for Specialists (for the university graduate level): 1,871 (21.9%), Examination for Specialists (for high school graduate level): 2,163 (25.3%), the Recruitment Examination for Experienced Personnel: 49 (0.6%).

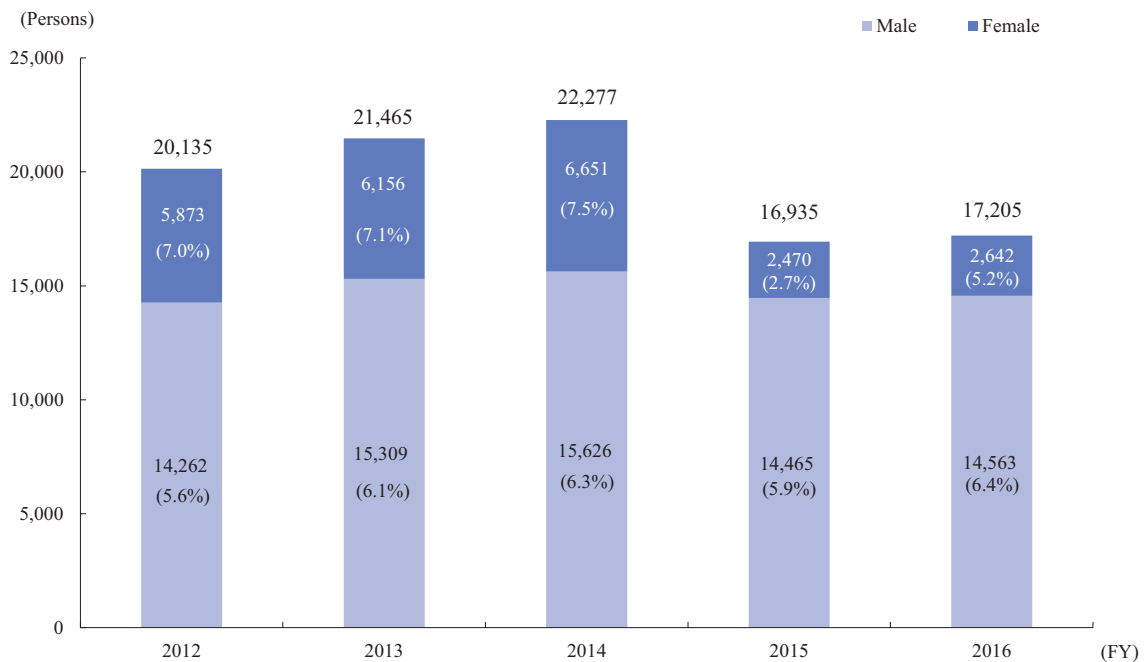
### (3) Separation

Separation from service means that an employee loses his/her status as an employee through such events as mandatory retirement, resignation (including due to personnel exchange), dismissal, or forfeiture of position.

The total number of separations in FY2016 was 17,205 (14,563 men and 2,642 women). This was an increase of 270 (98 men and 172 women) from that of FY2015.

Separation rate in FY2016, which was calculated as the ratio of the number of separations in FY2016 to the number of incumbents as of Jan. 15, 2016, was 6.2% (6.4% for men and 5.2% for women).

**Figure 3 Number of Separations During Most Recent Five Years**



(Note) Figures in parentheses are separation rates, i.e., the ratio of the number of separation in the fiscal year to the number of incumbents as of Jan. 15th of the previous year.

### 3. Appointment to Specified Government Positions (Division Directors at the HQ)

When there is a promotion, initial appointment, or reshuffle of an employee to a government position of

division-director level and above at the HQ, or to any government position equivalent to that at local branch offices or organs such as facilities, or to a government position at Agencies Engaged in Administrative Execution designated by the NPA (hereinafter referred to as “specified government positions”), it is essential that appointment is processed fairly considering the high level of responsibilities of the position. Appointments must not be inappropriately influenced by any pressure or demands based on favoritism or other unfair actions. Candidates’ knowledge, experience, and ability to manage and supervise, which are required for performance of the duties of the position, must be verified fairly through a career evaluation, results of personnel evaluation, and other objective selection methods. In such case of initial appointment through a selection process for specified government positions other than those for which the prime minister administers the integrated personnel management, etc., consultation with the NPA in advance is required.

Also, appointers must report to the NPA after filling the specified government positions through initial appointment, promotion (except when they have consulted with the NPA in advance).

The total number of specified government positions designated by the NPA is 2,446 as of Mar. 31, 2018. The NPA received reports on 583 persons and consultations on 2 persons from the ministries regarding the initial appointment, promotion, etc., to the specified government positions during FY2017.

#### **4. Appointment for Senior Officials**

“Cabinet Order on the Appointment of Senior Officials (Cabinet Order No.191 of 2014)” stipulates that the opinions of people with a high level of knowledge or sufficient experience in personnel administration should be considered. Under this framework, the Chief Cabinet Secretary asks for the opinion of the commissioner of the NPA on appointees from outside the public service. The commissioner stated his opinion on one case in FY2017.

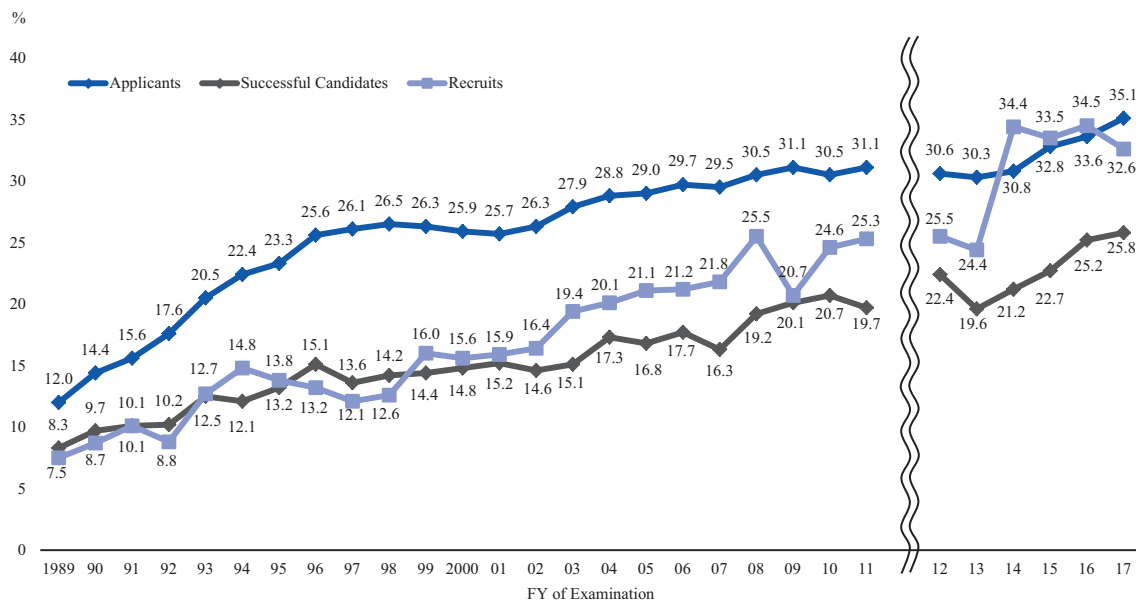
#### **5. Enlargement of Initial Appointment and Promotion of Female National Public Employees**

Female participation in national administration is an important issue that should be actively addressed by the government as a whole in order to realize a gender-equal society.

The government as a whole addresses the expansion of the initial appointment and promotion of female national public employees based on the “Guideline for Female National Public Employees’ Active Participation and Work-life Balance” (revised on Jan. 2016) through the “Council for Female National Public employees’ Active Participation and Work-life Balance,” which consists of the head of the Cabinet Bureau of Personal Affairs as the chair and the administrative vice- ministers of all the ministries and the Cabinet Office.

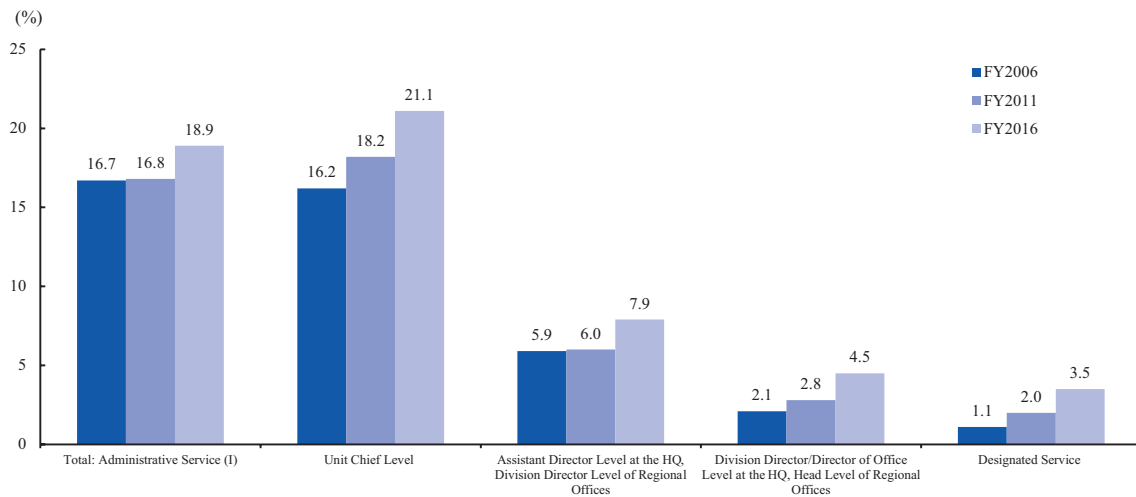
In FY2017, the rate of female applicants of the Examination for Comprehensive Service (excluding legal division and liberal arts division) was 35.1%, and that of the General Service (for the university graduate level) was 35.3%. Both of the rates were the highest level after the revision of examination in FY2012. The rate of women appointed in FY2017 was 34.5% and that in FY2018 is 32.6%. Further efforts should be continuously made to secure human resources in cooperation with the ministries, for the purpose of attracting competent female students to the public service.

**Figure 4 Trend in the Ratio of Women Among Applicants, Successful Candidates and Recruits in Level I Examination/Examination for Comprehensive Service**



With regard to promotions to managerial positions, the ratio of female officials in each senior position is the highest level as illustrated in Figure 5.

**Figure 5 Ratio of Women in Senior Positions (Administrative Service (I) and Designated Service)**



The NPA engages in recruitment activities in partnership with each ministry. In addition, the NPA is taking approaches for managerial personnel and female employees in order to raise awareness and improve the working environment for female employees.

## **6. Promotion of Employees Appointed Through Level II and III Examinations to Senior Positions**

In order to steadily pursue the promotion of outstanding employees appointed through the Level II and III Examinations with motivation and ability to senior positions, each ministry is endeavoring to select and cultivate “planned trainees” based on the “Guidelines concerning the Promotion of Employees Appointed through the Level II and III Examinations to Senior Posts” (a notice issued by the NPA Secretary-General in 1999). Each ministry is making efforts according to their individual circumstances, such as promotion of such employees to positions previously held by employees who passed the Level I Examination and expanding the seconded positions in other ministries. The NPA conducts “Administrative Training (special course)” for the officer level (three times a year), the unit chief level (three times a year) and the assistant director level (twice a year), with a view to contributing to the promotion of “planned trainees.” In FY2017, 118 employees from 23 ministries participated in the officer level courses, 136 employees from 23 ministries participated in the unit chief level courses, and 80 employees from 23 ministries participated in the assistant director level courses.

In order to give opportunities for overseas training to employees appointed through the Level II and III Examinations who have until now had few opportunities for overseas assignment or overseas training and to improve their fundamental knowledge so as to deal with the globalization of administration, two employees selected from participants in the Administrative Training (special course for the unit chief level) were dispatched for overseas training through a special framework of the Short-Term Overseas Fellowship Program in FY2016.

At the end of FY2016, there were a total of 246 newly appointed senior officials (division director level and above at the HQ in each ministry) as a result of efforts to promote those employees appointed through the Level II and III Examinations, of whom 23 were appointed to posts in Designated Service, 118 to division directors at the HQ, 42 to heads of local branch offices, and 63 to officials of the Ministry of Foreign Affairs (ambassadors/consuls general).

## **7. Dispatch to Law Schools, the Tokyo Organising Committee of the Olympic and Paralympic Games, the Rugby World Cup 2019 Organising Committee, and the Fukushima Soso Reconstruction Corporation**

### **(1) Dispatch to Law Schools**

Education at law schools serves as an element of education on legal practice in a close partnership with the training of legal apprentices. Based on such perspectives, as it is required that the effectiveness of such practical education be maintained, the Act on the Dispatch of Judges, Public Prosecutors and Other Regular Service National Public Employees to Law Schools was enforced on Apr. 1, 2004. Under this Act, the Dispatch System to Law Schools was established so that in addition to judges and public prosecutors, regular service national public employees who have advanced levels of expertise in administrative practice are dispatched to law schools on a continuous, steady basis to teach as experienced professionals.

Under this system, 23 employees (including 20 prosecutors) were dispatched to law schools in FY2017.

Of these employees, 8 (including 5 prosecutors) were dispatched on a part-time basis, where official duties as a national public employee and duties as a law school professor were both carried out, while the other 15 (all were prosecutors) were dispatched on a full-time basis, where official duties as a national public employee were not pursued and only the duties as a law school professor were carried out.

## **(2) Dispatch of national public employees to the Tokyo Organising Committee of the Olympic and Paralympic Games**

In FY2017, 46 employees were dispatched to the Tokyo Organising Committee of the Olympic and Paralympic Games and 10 employees were dispatched to the Rugby World Cup 2019 Organising Committee.

## **(3) Dispatch of Personnel to the Fukushima Soso Reconstruction Corporation**

The “Act for the Partial Revision of the Act on Special Measures for the Reconstruction and Revitalization of Fukushima” was promulgated and enforced on 19, 2017. This act stipulates dispatch of national public employees to the Fukushima Soso Reconstruction Corporation upon request from this corporation. The objective of this personnel dispatch is to effectively offer diagnose or advice, which requires a close link with administrative works or projects of the central government for its smooth and effective implementation, on management carried out by a sole proprietor or a corporation, whose office was located as of Mar. 11, 2011 in a city, town or village containing a zone currently under the evacuation order due to the nuclear power plant accident caused by the earthquake that occurred off the Pacific coast of the Tohoku region on Mar. 11, 2011 or in a zone where the evacuation orders have been lifted.

In accordance with this act, the NPA established the Rule 1-69 (Dispatch of the Employees to the Fukushima Soso Reconstruction Corporation) that stipulates necessary matters to dispatch the central government personnel to the Fukushima Soso Reconstruction Corporation.

In FY2017, 33 employees were on loan to the Fukushima Soso Reconstruction Corporation.

## **Section 4. Promoting Appointment of Human Resources from the Private Sector**

There are various systems to utilize personnel from the private sector in the public service, including (a) an appointment of private sector personnel to invigorate the public service; (b) a fixed-term appointment; (c) a fixed-term appointment of public employees specializing in research; (d) personnel exchange between the government and the private sector.

### **1. Appointment of Private Sector Personnel to Invigorate the Public Service**

Rule 1-24 (Special Rule for Appointment of Personnel from the Private Sector for the Invigoration of the Public Sector) provides a flexible appointment system. This rule is designed to appoint personnel with advanced expertise and a wide variety of experience smoothly from the private sector, who cannot be fostered in the public service, and to contribute to vitalization of the public service.

The targets of the Rule are: (i) personnel in the private sector having a high level of professional expertise and experience, through business experience, (ii) personnel in the private sector having useful qualities for the public service through business experience to meet the new demands of public administration, and (iii) personnel in the private sector having useful qualities for the public service through diverse experience in a field different from the public service. In concrete terms, atomic-energy specialists, health information managers, and people with business experience in finance are appointed. Based on this system, 63 personnel were appointed in FY2017.

## **2. Fixed-term Appointment**

The fixed-term appointment system, based on the Act concerning Fixed-term Employees, is a system to allow appointment of regular service employees, excluding researchers at research institutes, etc., for a fixed-term. This system is applied on two occasions: (i) when there are duties for which there is a significant need to engage those with a high level of professional expertise and experience or great insight for a certain period of time; and (ii) when it is necessary for efficient functioning of the public service to engage personnel with professional expertise and experience for a fixed period of time. Those appointed for a fixed-term under (i) may receive remuneration appropriate for their highly professional expertise. Based on this system, 436 personnel were appointed in FY2017.

## **3. Fixed-term Appointment of Researchers**

The fixed-term appointment system of researchers based on the Act concerning Fixed-term Researchers is a system to appoint employees in the regular service who engage in research activities at national research institutes, etc., on a fixed-term basis. The system consists of two types of appointment: (i) the “invitation type” to appoint especially competent researchers to engage in research duties requiring advanced expertise, and (ii) the “young researcher fostering type” to appoint young researchers who are recognized as having the ability to carry out duties independently, and are of high potential as researchers in order to engage in research activities that will contribute to the cultivation of the abilities required for becoming promising researchers to perform leading roles in their respective research fields.

In FY2017, 11 researchers were appointed for type (i) and 18 researchers were appointed for type (ii) under this system.

Incidentally, besides the Act concerning Fixed-term Employees or the Act concerning Fixed-term Researchers, the fixed-term appointment may be allowed based on Article 42 of Rule 8-12 (Appointment and Dismissal of Employees) for the following government positions:

- (a) Government positions which are planned to be abolished within three years, and
- (b) Government positions which engage in science technology, etc. which are planned to end within five years, pertaining to a research project to be implemented based on a special plan. With regard to appointment based on this system, 19 personnel were appointed in Public Employment Security Offices under category (a) and none were appointed under category (b) in FY2017.



#### 4. Personnel Exchange between the Government and the Private Sector

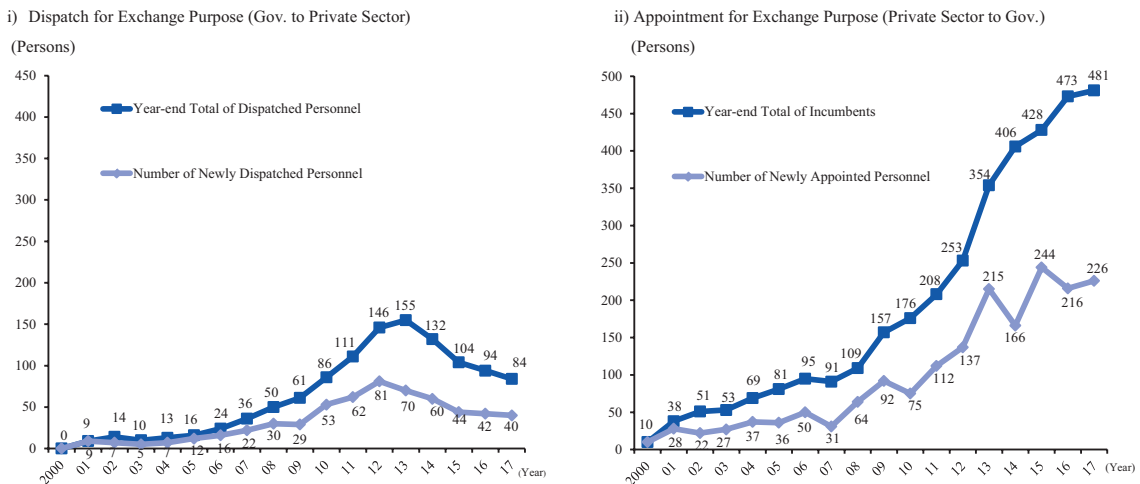
The system under the Act on Personnel Exchange between the Government and the Private Enterprise aims to deepen their mutual understanding and to promote human resource development and vitalization of organizations by personnel exchange between the public and private sectors, while ensuring the fair operation of the public service. There are two exchange cases: (i) government officials are dispatched to private enterprises and (ii) the government appoints private enterprises' workers on a fixed-term appointment basis.

On Mar. 28, 2018, the NPA submitted a report based on the above Act to the Diet and the Cabinet concerning the state of personnel exchange between the government and the private sector carried out in 2017.

In 2017, 132 officials were dispatched for exchange purposes, and 698 personnel were appointed for exchange purposes. During the period between 2015 and 2017, 174 officials returned to their original duties from the dispatch for exchange purposes.

In 2017, 40 officials were newly dispatched from the government to the private sector for exchange purposes, and 226 personnel in the private sector were newly appointed to the government for exchange purposes.

**Figure 6 Personnel Exchange Between the Government and Private Sector**



### Section 5. Situation Related to Changes in Status

“Changes in status” refer to the implementation of demotion, dismissal, administrative leave, and pay reduction to maintain the efficiency of public duties, where it is stipulated by laws and regulations, regardless of the employee’s responsibilities.

#### 1. Demotion and Dismissal

In the event that an appointer demotes or dismisses an employee against his/her will, under Rule 11-4 (Guarantee of Status of Employees), the appointer is supposed to submit to the NPA a copy of the written explanatory statement issued to the employee. In FY2017, 10 persons were dismissed and no person was demoted. Among the reasons for dismissal, the leading reason was “Difficulties to Perform Duties Due to Mental and/or

Physical Disorders” and “Lack of Qualifications Required for Government Positions” (4 persons). (Reference 1)

**[Reference 1] Status of Demotions/Dismissals against Employee's Will in FY2017**

(Unit: Persons)

Reason Type	Poor Work Performance	Difficulties to Perform Duties Due to Mental / Physical Disorders	Lack of Qualifications Required for Government Positions	Abolition of Position or Staff Redundancy	Total
Demotion	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Dismissal	2 (3)	4 (6)	4 (3)	0 (0)	10 (12)

(Notes) 1. The numbers in parentheses indicate the numbers in FY2016.

2. When the reason of demotion/dismissal is both “poor work performance” and “lack of qualifications required for government positions,” it is included in “poor work performance.”

**2. Administrative Leave**

As of Jul. 1, 2017, 1,623 employees were on administrative leave. Among them, 1,254 employees (77.3%) were on administrative leave due to illness. (Reference 2)

**[Reference 2] Status of Administrative Leave (as of Jul. 1, 2017)**

(Unit: Persons)

Need to get long-term rest due to mental/physical disorders	Injury/disease related to accidents on duty	2 (1)
	Injury/disease related to accidents while commuting	5 (2)
	Tuberculosis	1 (0)
	Diseases other than tuberculosis	1,246 (1,245)
	Subtotal	1,254 (1,248)
Indictment on criminal charges	4 (3)	
Research engagement	365 (363)	
Partnership research engagement	0 (0)	
Holding concurrent positions as executive members and so on in enterprise utilizing research results	0 (0)	
Support for establishment of public institution	0 (0)	
Missing due to disaster	0 (0)	
No vacancy at time of reinstatement	0 (0)	
Total	1,623 (1,614)	

(Notes) The numbers in parentheses indicate the numbers as of Jul. 1, 2016.

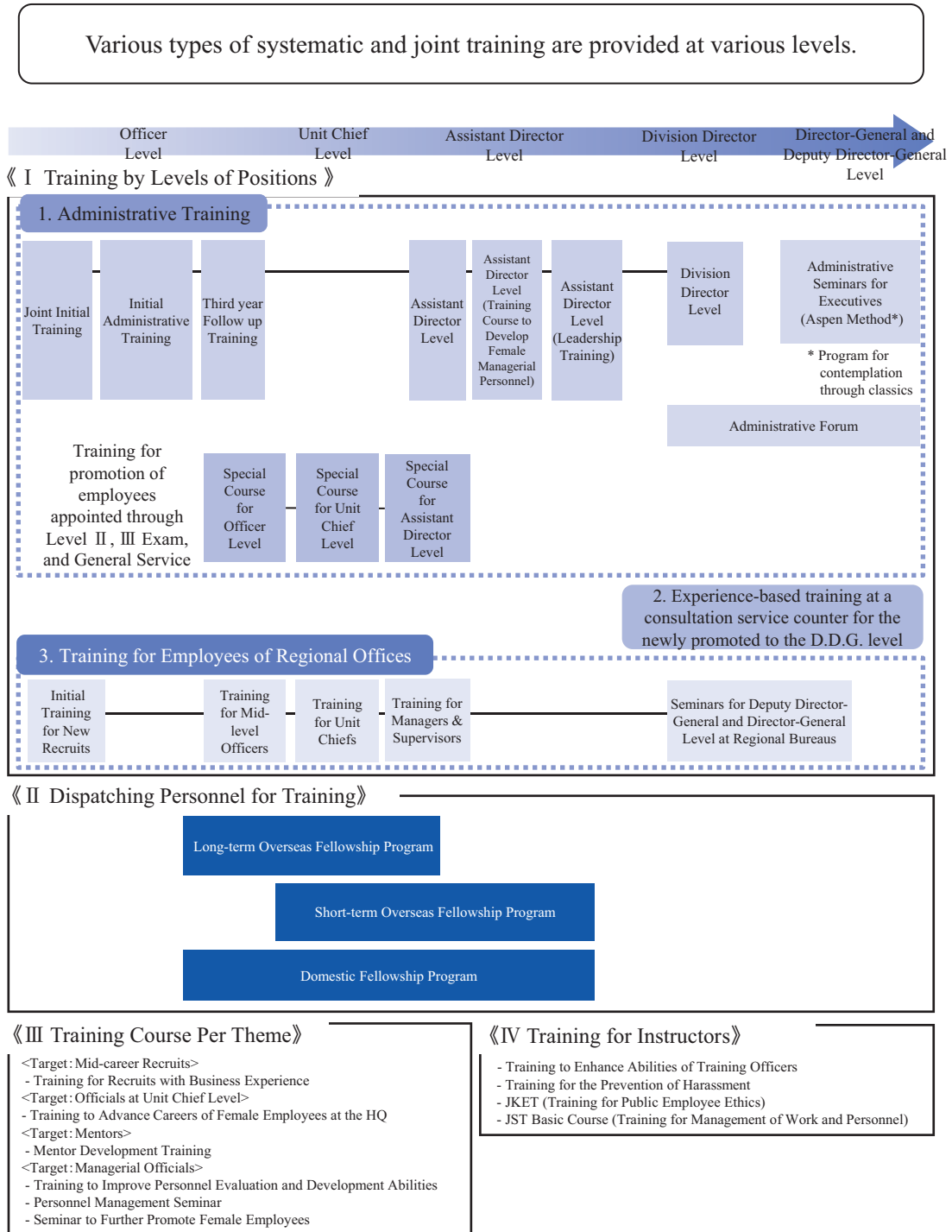
**3. Pay Reduction**

In the event that an appointer implemented “Pay reduction” (pay grade decrease/pay step decrease) against the employee’s will, under Rule 11-10 (Pay Reduction of Employees), the appointer is supposed to submit to the NPA a copy of the written explanatory statement issued to the employee. In FY2017, no person was subject to a pay reduction.

## Chapter 2. Human Resources Development

The NPA plans and provides training courses as below. (Figure 7)

**Figure 7 Principal Training Courses Provided by the NPA**



## **Section 1. Outline of Training Systems Conducted by the NPA**

The NPA provided 204 training courses for employees of each ministry in which a total of 8,182 regular service employees (a total of 9,369 including special service employees) participated in FY2016.

In response to requests from each ministry, the NPA dispatches its personnel as instructors for training courses conducted by each ministry. The NPA dispatched its personnel to a total of 46 training courses at 33 organizations in FY2017.

## **Section 2. Training by Level of Position**

The NPA carries out administrative training, experience-based training, such as Experience-based training at a Consultation Service Counter, and Training for Employees of Regional Offices, in order to develop qualifications and abilities necessary for each managerial position. The NPA makes efforts to improve the system and courses for the training required at each position level from the stage immediately after initial appointment to director-general level.

### **1. Administrative Training**

Administrative Training for employees who are expected to play a core role in the administrative operations of each ministry. The basic purpose of this Administrative Training is to improve employees' sense of mission as servants of the whole community based on a strong ethical awareness; to raise the level of qualification/ability required to represent viewpoints of the people as a whole, such as a broad perspective and flexible ideas; and to build mutual trust enabling policies to be carried out through cooperation among national public employees.

Administrative training includes Joint Initial Training provided at the time of initial appointment, Initial Administrative Training, Third Year Follow-up Training, training courses for personnel at the unit chief level, assistant director level or division director level at the HQ and Administrative Forum for division director and above levels. These courses focus on three core curriculum, namely, (i) to contemplate the mission and responsibilities of servants of the whole community, (ii) to examine ideal public policies through multiple verifications, and (iii) to learn about fair public service management. In addition, the participants engage in discussions and opinion exchanges through residential training in order to enhance mutual understanding and trust as they enlighten each other.

In order to broaden participants' horizons and promote mutual understanding through exchanges with people from various fields, participants from private enterprises and foreign governments are invited to training courses for personnel at the assistant director level or division director level.

The NPA carries out administrative training of a total of 41 training courses in FY2017.

#### **(1) Joint Initial Training**

The NPA conducts three-day Joint Initial Training for newly appointed employees who are assumed to engage in operations such as policy planning in each ministry.

## **(2) Initial Administrative Training**

The NPA offered five courses of five-week Initial Administrative Training for employees who participated in the Joint Initial Training explained in (1), and are assumed to engage in operations such as policy planning at the HQ.

## **(3) Third Year Follow-up Training**

The NPA conducts four-day Third Year Follow-up Training for employees who, in principle, participated in the Initial Administrative Training explained in (2), are in their 3rd year of administration service, and are assumed to engage in operations such as policy planning at the HQ.

## **(4) Administrative Training (for the Assistant Director Level)**

The NPA offered six courses of a four-day training targeting personnel at the assistant director level at the HQ in charge of operations such as policy planning who were promoted to this level over the past year in general.

## **(5) Administrative Training (for the Assistant Director Level) - International Course**

The NPA implemented one international course (four-day training) which aims to help participants enhance their communication and persuasive skills in English through presentation and discussions in English in order to develop human resources who can respond to the globalization of public administration in each field.

## **(6) Administrative Training (for the Assistant Director Level) – Female Manager Training Course**

The NPA implemented one female manager training course to exchange ideas with female leaders in the public and private sectors and to consider management of subordinates and their own working style targeting female employees who are expected to be responsible for administrative management as managerial officials at the HQ in the near future and to become role models for the future female managerial officials who follow them.

This training was designed as a commuting-style program to facilitate the participation of employees and carried out for a total of four days.

## **(7) Administrative Training (for the Assistant Director Level) – Dispatch Training Course to China and Dispatch Training Course to Korea**

With help from the Chinese government, the NPA organized a dispatch training course to China targeting employees at the assistant director level at the HQ. Delegates visited various agencies of the central government to exchange ideas on a variety of policy agendas and the Japan-China relationship. They also visited the local government in Shandong province to gain an understanding of the actual situation of the economy, society and administration in China.

The NPA has also conducted the dispatch training courses to the Republic of Korea since FY2006, targeting personnel at the assistant director level at the HQ. In the course, trainees visited the National Human Resources

Development Institute, which is a training institute for national public employees in Korea, exchanged opinions between Japanese administrative officials and their counterparts in Korea, and studied the administrative situation in Korea.

**(8) Administrative Training (for the Assistant Director Level) – Leadership Training**

From Aug. 2017 to Jan. 2018, the NPA conducted one leadership training course for a total of 13 days, targeting officials at the assistant director level at the HQ, who are expected to play a central role as executive officials at the HQ.

**(9) Administrative Training (for the Division Director Level)**

The NPA conducted three courses targeting officials at the division director level at the HQ in FY2017, including one dispatch training course to China.

**(10) Administrative Training (Special Course for the Officer Level)**

The NPA conducts this course for personnel who were initially appointed through the Level II or III Examinations, or Examination for General Service and will shortly be promoted to unit chief positions, and whose work performance is outstanding so that they can be considered as candidates for selection for high level positions. The NPA implemented three of these courses in FY2017.

**(11) Administrative Training (Special Course for the Unit Chief Level)**

The NPA conducts this course for personnel at the unit chief level at the HQ who were initially appointed through the Level II or III Examinations and whom each ministry are planning to systematically foster as future executive officials. The NPA implemented three of these courses in FY2017.

**(12) Administrative Training (Special Course for the Assistant Director Level)**

The NPA conducts this course for personnel at the assistant director level at the HQ who were initially appointed through the Level II or III Examinations and whom each ministry is planning to systematically foster as future executive officials. The NPA implemented two of these courses in FY2017.

**(13) Administrative Forum (for the Division Director Level and Executives at the HQ)**

The NPA holds two-hour forums in the NPA conference room for the purpose of providing training opportunities for personnel at the division director level and above at the HQ with the aim of providing lectures by distinguished intellectuals in various fields and opportunities to exchange opinions with them. The NPA implemented seven of these forums in total in FY2017.

#### **(14) Administrative Seminar for Executives (Aspen Method)**

The NPA conducted one course called Administrative Seminar for Executives (Aspen Method) for personnel at the deputy director-general level and lead division director level at the HQ for three days in FY2016. The Aspen Method is a method of training conducted by the Aspen Institute in the US. It is thinking-based training using various classics, aiming at training high-level leadership through conversations among participants.

### **2. Experience-based Training at a Consultation Service Counter for the Newly Promoted to the D. D. G. Level**

This training was carried out jointly with the Consumer Affairs Agency for officials at the deputy director-general level at the HQ who were promoted over the past year. The training aims to change the attitude of the national public employees in charge of consumer-oriented administration, and to provide them with opportunities to consider the future state of administration and public employees.

In FY2017, 97 persons from 30 organizations participated.

### **3. Training for Employees of Regional Offices**

The NPA's regional bureaus (local office) implement training courses by levels of positions, which are designed to enhance qualifications/abilities required for each position level and to thoroughly raise awareness as servants of all citizens on the basis of actual circumstances of each ministry's regional offices. Additionally, administrative seminars for executives are also carried out aiming at making trainees consider the ideal state of administrative management and a sense of ethics which is expected to executive administrators.

## **Section 3. Dispatch Training**

The NPA organizes and conducts training programs in which administrative officials at each ministry are dispatched to domestic or overseas graduate schools. The NPA makes efforts to strictly operate through a tough screening process analyzing the research plan of the applicants and their characteristics. The NPA is making efforts to operate this system thoroughly such as by rigorously reviewing the applicants from various aspects including their understanding of being servants of the whole community, the usefulness of their research, and their motivation to reflect the results of their study in public service.

### **1. Overseas Fellowship Programs**

#### **(1) Long-term Overseas Fellowship Program for Administrative Officials**

This is a program in which the NPA dispatches administrative officials at each ministry to overseas graduate schools for a period of two years to allow them to engage in research activities. The program is designed to foster administrative officials who have an international perspective and can appropriately respond to the international environment, which has been becoming more and more complex and diverse in the wake of the ongoing globalization of public administration.

The researchers dispatched are administrative officials whose length of service is less than eight years (from FY2018, less than 10 years). They are selected through the NPA screenings from among those recommended by each ministry, and have to go through a selection process of each graduate school.

A total of 140 researchers were dispatched in FY2017 including one being dispatched to a doctoral course.

**[Table 2] Number of Personnel Dispatched Under the Long-term Overseas Fellowship Program in FY2017**

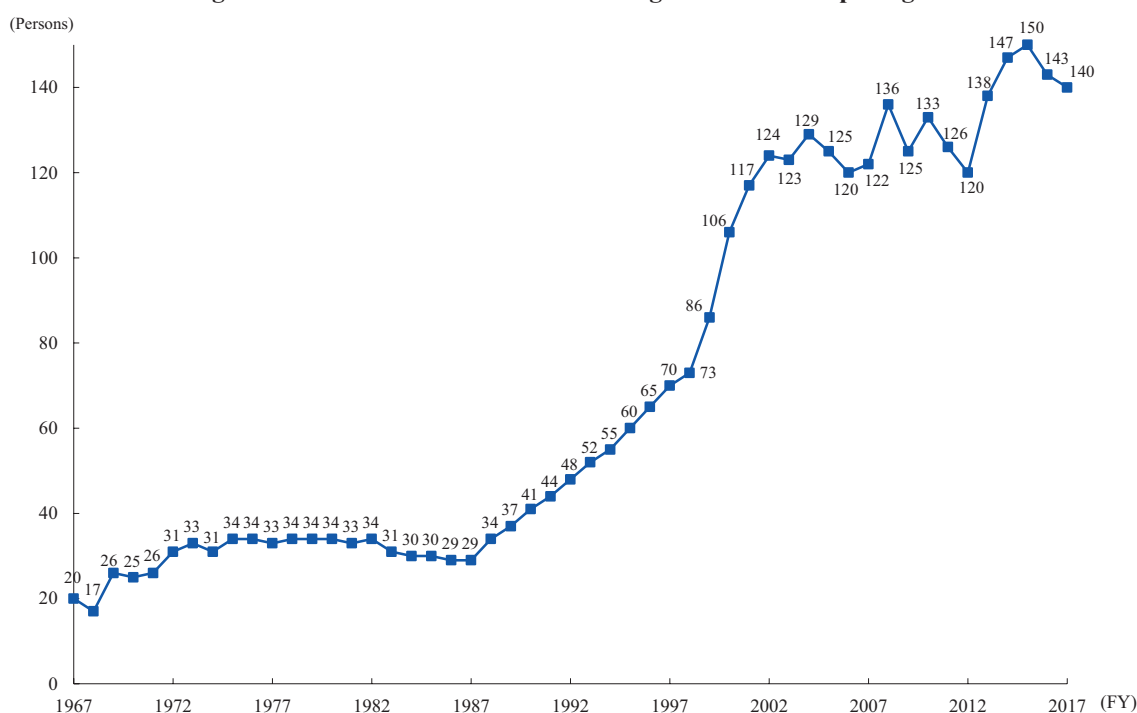
(Unit: persons)

US	UK	France	The Netherlands	Germany	Sweden	Singapore	Canada	China	China(Hong Kong)	Total
90(1)	31	7	3	2	2	2	1	1	1	140

(Notes) The number in a parenthesis indicates the number of the researcher who was dispatched to a doctoral course.

A total of 3,635 researchers have been dispatched since FY1966, when the program started, until FY2017. The number of newly dispatched researchers has increased steadily since FY1987 and has been at least 120 per year since FY2002.

**Figure 8 Number of Researchers on Long-term Fellowship Program**



The breakdown of the total number of researchers by country (region) is: US: 2,645, UK: 604, France: 168, Germany: 79, Canada: 49, Australia: 31, China: 23, Singapore: 12, the Netherlands: 9, Korea: 5, and others: 10. The NPA makes efforts to diversify the countries to dispatch officials in collaboration with the embassies of various countries, National University of Singapore and Paris Institute of Political Studies.

## (2) Short-term Overseas Fellowship Program for Administrative Officials

The NPA dispatches administrative officials in each ministry to foreign governmental organizations for a



period of six months or one year to foster personnel who can handle ever-increasing international duties appropriately and promptly by allowing them to obtain expertise and skills in foreign countries.

Personnel dispatched are administrative officials at the rank of 3rd grade or above on Admin (I) (or the equivalent rank when other salary schedules are applied) and whose length of service is roughly six years or more. They are selected by the NPA, which screens candidates recommended by each ministry. Selected personnel are dispatched to overseas government organizations and international organizations to engage in research and study for their own subject.

In FY2017, 21 researchers were dispatched. The breakdown by country is in Table 3.

A total of 1,496 researchers were dispatched from FY1974, when the program started, to FY2017. The breakdown by country (region) is: US: 711, UK: 305, Australia: 98, France: 66, Germany: 60, Canada: 55, and others: 201.

**[Table 3] Number of Personnel Dispatched Under the Short-term Overseas Fellowship Program in FY2017**

(Unit: persons)

UK	US	Australia	Belgium	Canada	Austria	France	Korea	Spain	Switzerland	Total
5	5	2	2	2	1	1	1	1	1	21

## 2. Domestic Fellowship Programs

The NPA dispatches administrative officials from each ministry to domestic graduate schools to allow them to engage in research activities. In order to deal with increasingly complicated and sophisticated administrative demands, this program aims at fostering personnel with highly specialized knowledge, and advanced skills.

In FY2017, the NPA dispatched officials to the following courses.

### (1) Domestic Fellowship Program for Administrative Officials (Doctoral Course)

The NPA dispatches administrative officials to doctoral courses at domestic graduate schools for a period of up to three years to allow them to engage in research activities.

The personnel dispatched are administrative officials at the ranks of 2nd grade to 9th grade on Admin (I) (or the equivalent rank when other salary scales are applied) and whose length of service is roughly 2 years or more and less than 25 years, and are selected from among those recommended by each ministry through the NPA screenings and entrance examinations of graduate schools.

In FY2017, the NPA dispatched one researcher each to the graduate school of the University of Tsukuba and the National Graduate Institute for Policy Studies.

### (2) Domestic Fellowship Program for Administrative Officials (Master's Course)

The NPA dispatches administrative officials in each ministry to master's courses at domestic graduate schools for a period of up to two years to allow them to engage in research activities.

The personnel dispatched are administrative officials at the ranks of 1st grade to 6th grade on Admin (I) (or the equivalent rank when other salary scales are applied) and whose length of service is roughly 2 years or more

and less than 18 years. They are selected from among those recommended by each ministry through the NPA screenings and entrance examinations of graduate schools.

In FY2017, 11 researchers were dispatched.

### **3. Overseas Study Costs Repayment System**

The Act on Reimbursement of National Public Employees' Expenses for Studying Abroad was enacted on Jun. 19, 2006 in order to ensure effectiveness of the overseas study system of national public employees and to contribute to ensuring citizens' trust of the system. If an employee leaves his/her job during the period of overseas study or within five years in principle after the end of the study, he/she must repay the government all or part of the costs incurred in studying abroad.

In FY2016, 39 employees (including 20 employees in special service) were obliged to repay the costs.

## **Section 4. Training Courses for Special Themes**

### **1. Training Courses for Special Theme**

#### **(1) Training to Improve Personnel Evaluation and Development Abilities**

The implementation of fair personnel evaluation is an important task for managers. Thus, the NPA has been implementing training to Improve Personnel Evaluation and Development Abilities, which is designed so that managers who are supposed to serve as evaluators at each ministry, can acquire practical knowledge and techniques for evaluation and interviews.

The training consists of two courses: "Lecture and debate," which provides lectures including case studies, and "Role-playing Course," which gives trainees an opportunity to experience simulated interviews. The NPA's officials work as instructors so that managers from each ministry can raise their evaluation ability adequately and utilize it for developing their subordinates. The NPA had 20 of these trainings and 976 employees participated in them in total in FY2017.

#### **(2) Personnel Management Seminar**

The NPA has carried out the Personnel Management Seminar since FY2010 targeting managerial personnel. The purpose of this seminar is to promote/support efforts of the Cabinet Office and each ministry to develop human resources through offering participants the opportunities to confirm key points that managerial personnel should keep in mind when making improvement to enable their subordinates to fulfill their abilities; as well as the opportunities to develop mutually by sharing experiences and exchanging opinions. The NPA conducted 9 seminars and 356 employees participated in them in total in FY2017.

#### **(3) Seminar to Further Promote Female Employees**

As part of measures to further promote female employees, the NPA has conducted the seminar to further promote female employees since FY2014, which takes place at the HQ and regional bureaus of the NPA targeting

managerial officials. The objective of this seminar is to raise awareness of managerial officials who are responsible for human resource management/development at each workplace with a view of reviewing the factors which prevent the promotion of female employees in each ministry and creating an environment to promote female employees. The NPA conducted 9 seminars and 257 employees participated in them in total in FY2017.

#### **(4) Training for Recruits with Business Experience**

The NPA has conducted a training course for recruits from private sector with business experience since FY2002. This training course aims at giving them knowledge about service discipline that public employees need “as servants of the whole community,” and thorough understanding of ethics that must be maintained by public employees.

The training had been carried out attracting employees with business experience appointed in different styles in the same program. With the aim of making the training more effective, the NPA implemented this training four times in FY2017 targeting the employees recruited through similar appointment styles. The participants totaled 198 employees from 28 ministries. This amendment has made it possible to design the curriculum in accordance with needs or features and to enable participants to exchange ideas and develop a network among the employees in a similar situation.

#### **(5) Training for Female Employees**

With the aim of urging the enhancement of female employees’ promotion in public service, the NPA has conducted training to advance careers of female employees.

These training courses provide trainees with opportunities to enhance their ability by enlightening one another, develop management abilities, and form a personal network.

The NPA conducted 14 courses and 496 employees participated in them in total in FY2017.

#### **(6) Mentor Development Training**

Since FY2006, as part of the support to implement the “mentor system (a system in which elder employees provide advice or other support to their junior colleagues upon request from the latter with a certain involvement of the personnel authorities)” in the Cabinet Office and each ministry, the NPA has conducted the Mentor Development Training for the employees who are expected to become a mentor in order to allow them to acquire the basic knowledge about mentors or mentoring at workplace and communication skills.

The NPA conducted 13 courses and 746 employees participated in them in total in FY2017.

## **2. The Instructor Training Programs**

Table 4 shows the objectives of the instructor training programs, which were implemented by the NPA in FY2017.

[Table 4] The Objectives of the Instructor Training Programs

Name of Training Programs	Objectives
Training to Enhance Abilities of Training Officers	Mainly targeting newly-appointed officers in charge of training planning and training instructors in each ministry, the program aims to help them acquire the basic knowledge that is required to perform their duties and to enhance their planning ability.
Training for the Prevention of Harassment	This training aims to raise employees' awareness about harassment prevention; to ensure understanding of managers and supervisors about their duties and roles; and to develop their practical abilities. (This training has been launched since FY2017 by drastically changing the former Training for the Prevention of Sexual Harassment and adding the programs concerning pregnancy, childbirth, childcare, nursing care and power harassment).
JKET (Training for Public Employee Ethics)	The program aims to cultivate a sense of ethics by considering public employee ethics.
JST Basic Course (Training for Management of Work and Personnel)	The program aims to help trainees to understand the principles concerning work management and instruction of subordinates in an organizational and systematic manner and to provide them with practical abilities.

### ***Chapter 3. Remuneration of Employees***

#### **Section 1. Report and Recommendation on Remuneration**

##### **1. Mechanism for Remuneration Recommendation**

###### **(1) Significance and Role of the Remuneration Recommendation**

Article 28 of the National Public Service Act stipulates that the remunerations of national public employees may be changed at any time by the Diet in accordance with general conditions in society, that the NPA must report to the Diet and the Cabinet simultaneously on the propriety of the current salary schedules not less than once each year, and that the NPA must make an appropriate recommendation to the Diet and the Cabinet.

In light of the distinctive features of the status of national public employees and the public nature of their duties, their basic labor rights guaranteed under the Constitution are restricted. The NPA remuneration recommendation plays a role to secure appropriate remunerations of national public employees corresponding to the general conditions of society in compensation for the restriction of basic labor rights. The remuneration recommendation has conventionally dealt with the review on the systems for salary and other various allowances, in addition to the revision of the remuneration level.

Article 3 of the National Public Service Act stipulates that the protection of the welfare of officials is one of NPA's basic roles. Securing appropriate treatment of national public employees through the NPA recommendation elevates the morale of diligent national public employees. At the same time, it is useful in securing human resources in the public service and stabilizing the labor-management relationship, which serves as a platform to maintain efficient administrative management.

###### **(2) Making Recommendations Based on the Principle of Balancing Working Conditions with Those in the Private Sector**

The reasons why the NPA makes a recommendation based on the above principle is as follows. National public employees are workers to whom the proper amount of remuneration needs to be paid as compensation for their work. Unlike the private sector, there is no limitation in the form of the market acting as a deterrent with

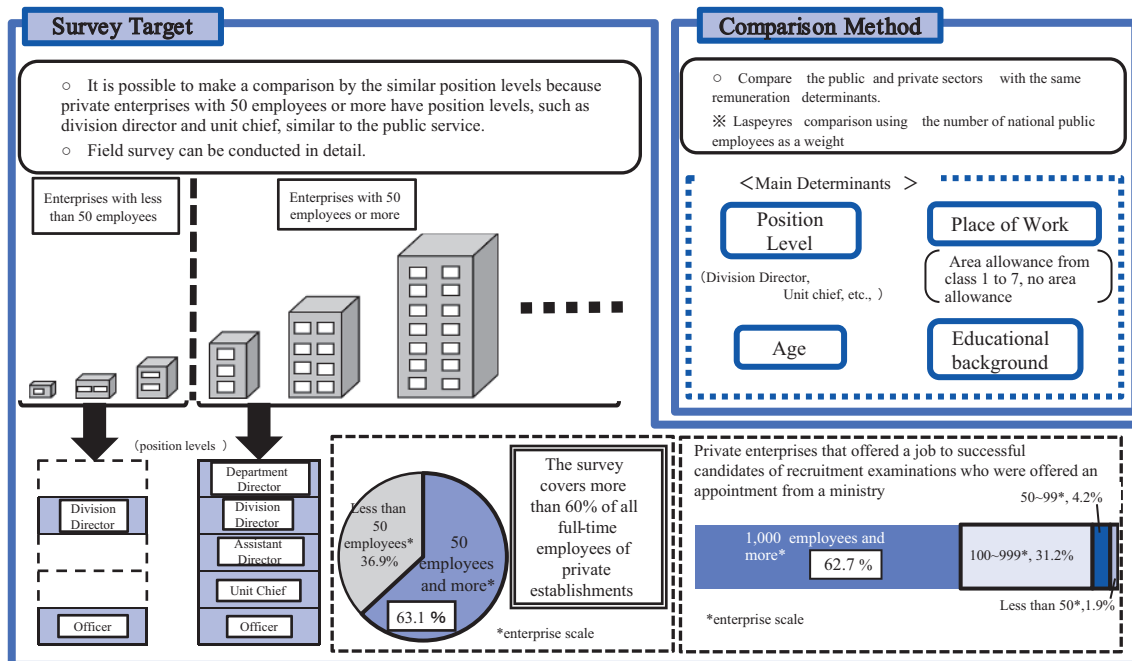
respect to remuneration of a market in the public sector. Accordingly, it is most rational to decide remuneration levels in the public sector by following remuneration trends in the private sector, which are determined through labor-management negotiations reflecting the economy/employment conditions of the time.

With regard to comparisons between the remuneration of national public employees and that of private company workers, the NPA precisely compares the remuneration for the month of Apr. of the employees in both sectors having the same main remuneration determinants. The NPA carries out the “Fact-finding Survey of Job-by-Job Pay Rates in Private Enterprises” targeting offices with 50 or more employees on an enterprise scale basis and 50 or more employees on an office scale basis for the purpose of making comparisons with the remuneration of private company employees working at these offices.

In general, a remuneration level is set based on the factors, such as job category, position level, place of work, educational background and age. Therefore, it is not appropriate to use average salaries to compare remunerations between the public service and private companies. Instead, a combination of remuneration determinants should be used as a basis for the comparison (comparisons of the same categories and equality).

Concerning the survey target, most of the private companies with 50 employees or more on the enterprise scale basis have position levels, such as department director, division director and unit chief, similar to the public service. Thus, it is possible to make a comparison between national public employees and their counterpart in the same category in such private companies. In addition, with the current number of offices subject to the survey, field surveys can be conducted in detail and survey accuracy can be maintained. Because of these reasons, the current survey target is appropriate (Figure 9).

**Figure 9 Comparison with Remuneration in the Private Sector**



### (3) Comparison with Private Enterprise Pay Levels

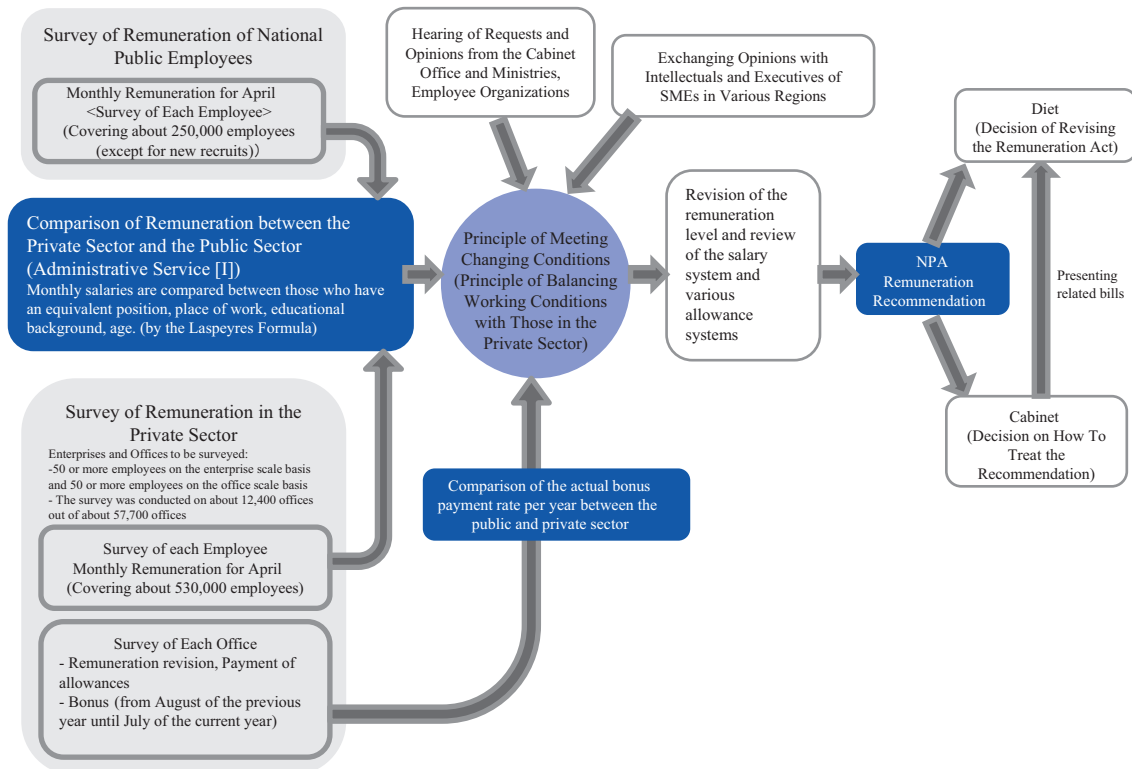
[Comparison of Monthly Wages]

The NPA conducts the “Fact-finding Survey of Remuneration of National Public Employees” and the “Fact-finding Survey of Job-by-job Pay Rates in Private Enterprises” each year in order to precisely ascertain salary levels in both the public and private sectors for the month of Apr. Then, the NPA makes comparisons between public employees and private sector workers using the aforementioned method and submits its recommendation formed on the basis on balancing remuneration levels of public employees with those of private sector workers (Figure 10).

[Comparison of Special Remuneration (Bonus)]

Regarding special remuneration, through the “Fact-finding Survey of Job-by-job Pay Rates in Private Enterprises,” the NPA grasps the accurate amount of special remuneration in the private sector (bonus) paid in the last year from Aug. of the previous year to Jul. of the current year. The NPA submits a recommendation to make the number of months of the special remuneration (end-of-term allowance and diligence allowance) paid as a yearly bonus to public employees, the same as the number of months of bonus paid in the private sector (Figure 10).

**Figure 10 Process of Remuneration Recommendation**



## 2. 2017 Report and Recommendation

The NPA submitted its report and recommendation on the remuneration of regular service employees to the

Diet and the Cabinet on Aug. 8, 2017. Details of the report are described in Chapter 1 of Part 1.

### 3. Survey of Remuneration of National Public Employees

With the cooperation of each ministry, the NPA conducts the “Fact-finding Survey of Remuneration of National Public Employees” every year to ascertain remuneration levels for national public employees. It serves as a basis for the comparison with remuneration levels for private sector workers.

Survey target: Incumbent employees to whom the Remuneration Act, the Act Concerning Fixed term Researchers or the Act Concerning Fixed-term Employees applies as of Jan. 15 (excluding employees on administrative leave, dispatched employees who exclusively engage in duties in the workplace to which they are dispatched, and employees serving at diplomatic missions abroad).

Survey items: Receipt status of salary and allowances, age, educational background, type of recruitment examination they passed.

Survey calculations: Remuneration calculated as of Apr. 1.

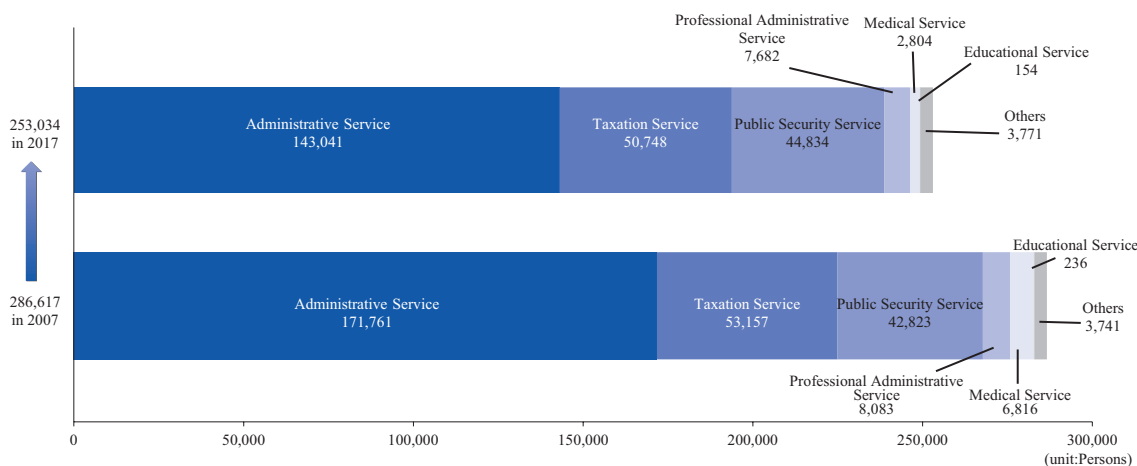
The outline of results of the 2017 Fact-finding Survey of Remuneration of National Public Employees is as follows.

#### (1) Composition of National Public Employees

The number of national public employees has been decreasing year after year as a result of continued personnel reduction. It has decreased by approx. 34,000 from 2007.

The average age is 43.2, which is 0.1 younger than that in 2016.

**Figure 11 Number of Employees by Job Type in 2017 and 2007**



(Notes) 1. The "Number of Employees" refers to the incumbent employees as of April 1 of each year (excluding new recruits, reappointed employees, those on administrative leave, those who are dispatched to other organizations, and those who work at diplomatic establishments abroad).

2. In the "Administrative Service," the numbers of employees under the Administrative Service (I) were 140,319 (55.5%) in 2017, and 166,568 (58.1%) in 2007.

## (2) Remuneration of Employees

The average remuneration amount per month and the receipt status of various allowances as of Apr. 1, 2017, are as follows. (Table 5)

[Table 5] Average Monthly Remuneration by Item

(Unit: yen)

Item	All Employees	Employees to whom the Salary Schedule for Administrative Service (I) is Applied
Salary	339,980	330,531
Area Allowance	41,586	42,230
Managerial Allowance	11,748	12,360
Family Allowance	10,900	10,806
Housing Allowance	5,321	5,748
Others	7,434	9,044
Total	416,969	410,719

(Note) “Others” includes the HQ duty allowance, cold area allowance and remote area allowance, but does not include compensation of actual expenses or performance-based allowances such as commuter allowance, hardship duty allowance and overtime allowance.

## 4. Survey of Job-by-Job Pay Rates in Private Enterprises

For the purpose of acquiring the basic data to determine the appropriate remuneration of public employees, the NPA conducts “the Fact-finding Survey of Job-by-Job Pay Rates in Private Enterprises” each year in conjunction with personnel commissions of each prefecture and cabinet order-designated cities and ascertains the actual remuneration of employees in the private sector who engage in duties similar to public duties.

### (1) Outline of the 2017 Survey

#### A. Private Sector Offices the Survey Covered

Private sector offices targeted by the survey were those with 50 or more employees on the enterprise scale basis and 50 or more employees on the office scale basis. A total of 57,673 offices were targeted.

#### B. Private Sector Offices Actually Surveyed

A total of 12,367 private sector offices were randomly selected from all offices the Survey covered, by stratifying them into 915 groups by prefecture and cabinet-order-designated cities and also by organization, scale and industry, using the stratified random sampling method.

#### C. Survey Method and Content

The Survey was jointly conducted with personnel committees of prefectures and cabinet order-designated cities during the period from May 1 to Jun. 16, 2017, by way of site surveys held at the offices on monthly wages paid for the month of Apr. 2017.



#### **D. Calculation Method**

In calculating totals and average values, consideration was given to avoid results that are skewed to specific areas, scales, or industries, by multiplying the result by the reciprocal of the sampling rate for offices or employees to obtain the population again.

#### **(2) Results of the 2017 Survey**

##### **A. The Total Number of the Survey Completed Offices**

10,777 offices (a completion rate of 87.8%)

##### **B. The Actual Number of Employees Subject to the Individual Survey**

528,798 full-time employees (including 33,715 who were subject to the initial salary survey) in 76 job types which are thought to be similar to public duties (including 18 job types subject to the initial salary survey).

The population excluding those who are involved in the initial salary survey is estimated to be 4,043,232.

### **Section 2. Implementation of the Remuneration Act**

#### **1. Revision of the Fixed Numbers of Officials in Each Grade of Salary Schedules**

Remuneration of public employees is paid on the basis of salary schedules and grades, which are determined in accordance with the duty and responsibility he/she is assigned. The grade of each employee is determined within the range of the number in the grade to which he/she is rated. The fixed number of officials in each grade of salary schedule is determined by classifying individual duties based on the degree of complexity, difficulty, and responsibility on the basis of standard duties by grade of each salary schedule and then designating the number of officials in each grade (the limit) by budget account, organization and position title. The fixed numbers of officials in each grade take a role in ensuring uniformity and fairness in grading so that the appropriate grading of duties might be performed in each ministry. In concrete terms, the number is fixed by grade, based on the standard duties by grade, as well as the degree of complexity, difficulty, and responsibility of the duties employees are assigned, considering qualifications, abilities and experience required to execute the said duties.

The authority to set and revise the fixed number of officials in each grade of salary schedules reside in the prime minister. However, the fixed number of officials in each grade is related to working conditions. Therefore, the Remuneration Act specifies “when setting or revising the fixed number, the prime minister is to hear and fully respect the opinions of the NPA, which has the compensatory function for the restriction of basic labor rights.”

The NPA’s opinions are submitted to the prime minister with a view to securing appropriate working conditions for employees as the compensatory function for restriction of basic labor rights, which are guaranteed in the Constitution. The NPA’s opinions share the same characteristics with the NPA Recommendation, which requests full implementation of the Diet and the Cabinet.

## Chapter 4. Life Planning for Public Employees

In response to the full-fledged aging of Japanese society, the NPA has promoted measures to ensure smooth implementation of the reappointment system and provide the information necessary to enable public employees to plan their post-retirement lives.

### Section 1. Situation of Mandatory Retirement and Reappointment System

#### 1. Situation of Mandatory Retirement and Employment Extension

The National Public Service Act stipulates the mandatory retirement age to be 60 as a general rule with some exceptions. In cases of positions that do not conform to the mandatory retirement age of 60 due to the particularity of duties and responsibilities, the Act provides the range of 61 to 65 as an alternative (special mandatory retirement age) (e.g. doctors: 65, administrative vice-ministers: 62).

In addition, for exceptional cases of mandatory retirement, where it is recognized that the employee's retirement would have a significant adverse effect on the administration of public service, an employment extension system is provided to enable employees to continue to work. In this system, the employment period can be extended up to one year. It can be extended again up to a total of three years.

[Table 6] Number of Employees Who Continued to Work in FY2017 by Employment Extension  
(Unit: person)

	Total	First-time Extension	First-time Extension of Extended Employment Period	Another Extension of Extended Employment Period
Employees Subject to the Remuneration Act	1,233	1,215	13	5

(Note) No employees of the agencies engaged in administrative execution continued to work in FY 2017 by employment extension.

#### 2. Implementing the Reappointment System

The current reappointment system was introduced in FY2001 with the expectation that it would enable employees to devote themselves to their duties without any anxiety regarding their life after mandatory retirement. The system combines employment and pension to allow employees to make effective use of the capabilities and experience they have cultivated over many years, and helps them deal with the gradual raising of the starting age for receiving the portion of public pension equivalent to the basic pension.

The number of employees newly reappointed in FY2016 was 11,974. (The number of employees under the Remuneration Act was 11,224 and the number at agencies engaged in administrative execution was 750.) As a recent trend, employees are reappointed mainly as short-time work employees, which is very different from the situation in the private sector, where reemployment is based on full-time employment.

#### 3. Living Conditions After Mandatory Retirement

Aiming at understanding the employment situation and living conditions of former national public

employees after their mandatory retirement, the NPA conducted the “Survey on Living Conditions of Retired Public Employees” from Aug. to Oct. 2017 targeting 3,792 former employees who mandatorily retired in FY2016 (whose whereabouts could be confirmed at the time of survey).

**[Table 7] Overview of the Survey on Living Conditions of Retired Public Employees** (Unit: %)

Question	Answer	Percentage
Did you wish to work after mandatory retirement?	Yes	84.4
	No	15.6
What are the reasons that you wanted to work after mandatory retirement? (Multiple answers allowed.)	I need to earn my living.	88.3
Until what age did you want to work?	65 years old	55.3
	70 years old	15.6
Are you working now?	Yes	86.1
	No	13.9
What is your place of employment now?	Reappointed employee of the national government organ	80.8
What is your working pattern? (National Government Organs)	Full-time work	50.6
	Part-time work	47.4
What is your working pattern? (Private Companies)	Full-time work	77.7
	Part-time work	20.2
What are your anxieties about your future life? (Multiple answers allowed.)	My health	71.5
	Health and nursing care of my family members	69.2
	Household spending such as daily living expenses	66.1
Elderly employment system appropriate for the public service	Raising of the mandatory retirement age	76.9
	Employment of all mandatory retirees who wish to work using the current reappointment system	13.2
	Abolition of mandatory retirement	3.9

## Section 2. Support for Life Planning After Mandatory Retirement

The NPA held a “life planning seminar” to consider life planning through knowledge and information on the reappointment system and the pension system, as well as the discussion among the participants. The seminar is designed for employees in their 40s and 50s.

In FY2017, “Life planning Seminars” were held 26 times with 1,489 participants.

In addition, the NPA produced and distributed a booklet, titled “How to Take the Next Step (FY2017 edition),” which contains specific information useful for household finances and health management after retirement and so on.

## Chapter 5. Public Employees’ Working Environment

### Section 1. Working Hours and Leave

Working hours and leave are basic working conditions. Details of these working conditions are stipulated in the Working Hours Act based on the principle of meeting changing conditions in Article 28 of the National Public Service Act. The NPA, which is responsible for implementing the Working Hours Act, established Rule 15-14 (Working Hours, Holidays, and Leave of Employees) and has made efforts to ensure appropriate working

conditions for public employees in cooperation with each ministry that actually puts the system into operation.

According to the Working Hours Act, the NPA is to carry out a survey on the system of working hours and leave, report the survey results to the Diet and the Cabinet, and if necessary, recommend appropriate revisions of the said Act.

## **1. Situation of Overtime Work and Annual Leave Taken**

In principle, the employees' regular working hours are 7 hours and 45 minutes per day and 38 hours and 45 minutes per week. Overtime work can be ordered when there is a temporary or urgent need. According to the 2017 Fact-finding Survey of Remuneration of National Public Employees, the average number of overtime hours worked across all the ministries in 2016 was 235.0 hours. By organization, the average number of overtime hours in 2016 worked at the HQ was 366 hours, and the average at offices other than the HQ was 207 hours. Regarding the "Guidelines Concerning the Reduction in Overtime Work" (notice by Director-General of Employee Welfare Bureau of the NPA in 2009), which stipulates the overtime work ceiling of 360 hours per year, an average of 22.9% of employees exceeded the ceiling across all the ministries. In particular, at the HQ, where a large amount of heteronomous duties are handled, 46.3% of employees exceeded 360 hours and 7.9% of employees exceeded 720 hours.

In principle, employees' annual leave is 20 days a year. According to the above survey, the average number of days of annual leave taken was 13.8 days in 2016 with 12.4 days at the HQ and 14.1 days at offices other than the HQ.

## **2. Research and Study Regarding the System of Working Hours and Leave**

### **(1) Survey on the Actual Application of the System of Working Hours and Leave in the Public Service**

The NPA conducts surveys on the actual application of working hours and leave among national government offices, to promote the appropriate use of the working hours and leave system in the public service, and to contribute to reviews of the system.

In FY2017, the NPA conducted a field survey of 49 offices in 15 ministries (including 7 agencies as external organs attached to ministries), with a focus on government offices with a department that has adopted the shift work system, and ascertained the actual status of the application of the working hour and leave system.

### **(2) Survey on Private Enterprises' Working Conditions**

The NPA conducts the "Survey of Private Enterprises' Working Conditions" every year to obtain basic data for deliberation of the working conditions and systems of national public employees.

In 2016, the NPA surveyed working conditions and systems as of Oct. 1 at 7,355 enterprises randomly selected from enterprises with 50 or more employees located throughout Japan.

## **Section 2. Health and Safety Measures**

### **1. Promotion of Health Management**

#### **(1) Mental Health Measures**

Recently, the number of employees who take long-term sick leave due to mental illness has been over 60% of all the employees who take long-term sick leave.

In response to this situation, the NPA has been taking measures as below focusing on employees' mental health, in accordance with "Guidelines for the Mental Health Care of Employees" (notice issued by Director-General of Working Conditions Bureau of the NPA [2004]).

- Conducting mental health training courses.
- Establishing "Counseling Offices for Mental Health Care." (10 places in Japan) In 2017, 180 requests for consultation were received.
- Establishing "Counseling Offices for Returning to Work from Mental Illness" (10 places in Japan). In 2017, 178 requests for consultation were received.

#### **(2) Fact-finding Survey of National Public Employees Taking Long-term Sick Leave**

With a view to using it as a reference for considering the measures for employees' health management, the NPA conducted the "Fact-finding Survey of National Public Employees Taking Long-term Sick Leave" targeting national public employees in the regular service who had been absent from work due to injury or illness for one month or longer consecutively during the period from Apr. 1, 2016 to Mar. 31, 2017. (The survey takes place every five years.)

The number of employees who took long-term sick leave in FY2016 totaled 5,336 (1.93% of the entire employees), a decrease of 34 compared with the previous survey (in FY2011).

#### **(3) Survey on the Number of Deaths among National Public Employees**

In order to contribute to improving employee's health and safety management, the NPA conducted the "Survey on the Number of Deaths among National Public Employees" for national public employees in regular service who died in FY2016.

In FY2016, the number of deaths while in office was 258 (the death rate, the number of deaths per 100,000 people, was 94.1), an increase of 31 compared with FY2015 (an increase of 11.2 points in the death rate).

## **2. Ensuring Safety**

### **Prevention of Accidents in the Workplace**

In FY2016, 234 employees took leave for at least one day due to an accident in the workplace, a decrease of 6 people compared with FY2015. Among them, three persons died.

### **3. Instructions and Enlightenment on Health and Safety Management**

The NPA conducts training seminars for personnel in charge of health and safety management at each ministry, in order to deepen the understanding of practices related to health and safety management. In FY2017, the NPA held seminars in Tokyo (75 participants) and four other regions (540 participants).

#### **Section 3. Measures to Prevent Harassment**

The NPA has been making efforts to prevent sexual harassment and other types of harassment related to pregnancy, childbirth, childcare and nursing care by stipulating the responsibilities of the NPA, the head of each ministry/agency and employees respectively in Rule10-10 (Prevention of Sexual Harassment) and Rule 10-15 (Prevention of Harassment Related to Pregnancy, Childbirth, Childcare and Nursing Care). Concerning power harassment, the NPA has been continuously making the Cabinet Office and each ministry aware of the “Examples of Behaviors that Require Particular Attention to Prevent Power Harassment” (issued in Jan. 2010) and the “Power Harassment Prevention Handbook” (issued in Jul. 2015), which introduced the general ideas about power harassment, behaviors that can be considered as power harassment, examples of consultation and consultation counters.

#### **Section 4. Childcare Leave System**

##### **1. Expansion of Childcare Leave System**

From the perspective of balancing work and childcare, the childcare leave system for public employees was established to support employees who are raising children as they continue their jobs, thereby enhancing their welfare, and contributing to smooth operation of the public service, pursuant to the Childcare Leave Act.

Against the backdrop of the aging population combined with the diminishing number of children, several measures have been taken since the system was established in 1992, such as providing economic assistance for employees who are on childcare leave, and raising the maximum age of employees’ children for which employees can request childcare leave or part-time childcare leave (currently “childcare hours”) from below one year of age to below age three.

In Aug. 2007, the short-time working system for those with childcare responsibilities was introduced under which working hours could be shorter than the normal working hours to enable them to care for their children until they reach the age when they begin attending elementary school. The maximum age of targeted children was raised from younger than age three to the age when they begin attending elementary school.

In Apr. 2011, the system was revised to enable part time employees, who meet certain conditions, to take childcare leave.

## 2. Childcare Leave Actually Taken

### (1) Childcare Leave

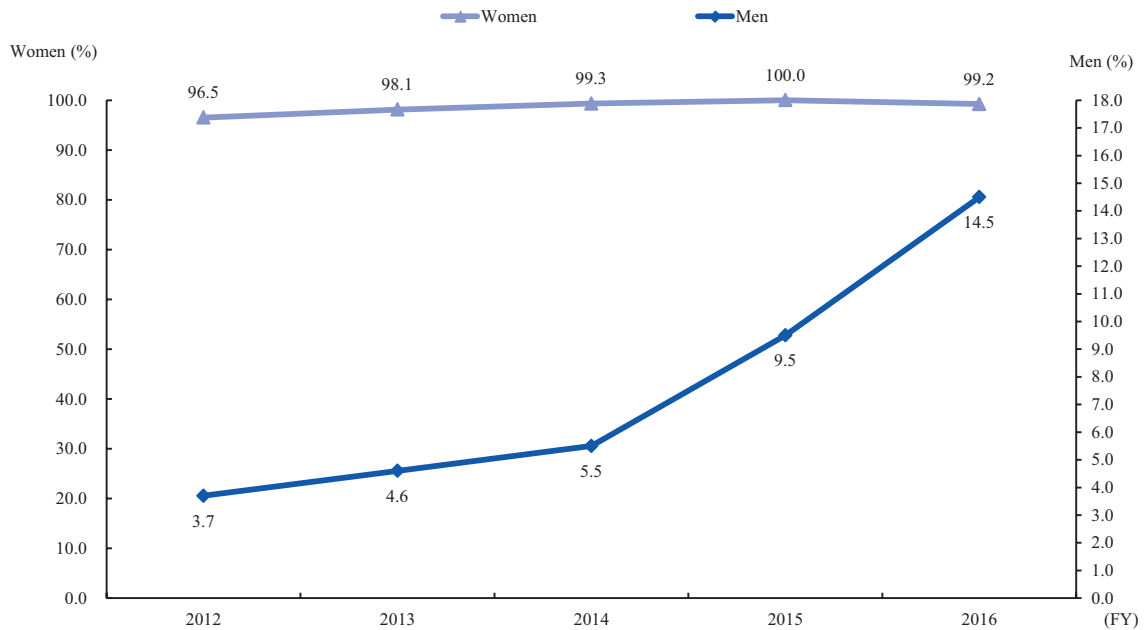
#### A. Number and Ratio of Employees Who Newly Started Childcare Leave

The number of full-time employees who newly started childcare leave in FY2016 was 2,937 (975 men and 1,962 women), an increase of 310 (an increase of 324 men and a decrease of 14 women) from that in FY2015.

The ratio of employees who took childcare leave in FY2016 is shown in Figure 12. The ratio of male employees was 14.5% (9.5% in FY2015) and the ratio of female employees was 99.2% (100.0% in FY2015). The ratio of male employees was the highest in the past.

In addition, the number of part-time employees who started childcare leave in FY2016 was 232 (all women), an increase of 5 (a decrease of 2 men and an increase of 7 women) from that in FY2015. The ratio of part-time employees who took childcare leave was 95.9% for females.

**Figure 12 Ratio of Employees Who Took Childcare Leave (full-time employees)**



#### B. Period of Childcare Leave of Those Who Newly Started Childcare Leave

The average period of childcare leave was 11.7 months (men: 2.2 months, women: 16.5 months) in FY2016 (12.7 months in FY2015).

#### C. Substitute Measures for Employees Taking Childcare Leave

Regarding substitute measures for employees taking childcare leave, 'changing duty allocation' accounted for the largest ratio (56.0%), followed by 'appointing fixed-term employees' (20.5%) in FY2016.

#### **D. Return to Work**

Among the full-time employees whose childcare leave expired in FY2016, 1.1% of them retired in the middle of their childcare leave or on the date when they were originally supposed to return to work. In total, 98.9% of employees whose childcare leave expired in FY2016 returned to work (FY2015 was 97.9%).

### **(2) Paternity Leave for Childbirth and Leave for Participating in Childcare**

#### **A. Paternity Leave for Childbirth**

Among full-time male employees whose child was born in FY2016 (6,703 employees), 5,508 employees (82.2%) used the paternity leave for childbirth (5,585 employees [81.5%] in FY2015) for 1.8 days on average (1.8 days in FY2015).

#### **B. Leave for Participating in Childcare**

Among full-time male employees whose child was born in FY2016 (6,703 employees), 4,423 employees (66.0%) used the leave for participating in childcare (4,067 employees [59.4%] in FY2015) for 3.8 days on average (3.7 days in FY2015).

#### **C. Combined Use of Paternity Leave for Childbirth and Leave for Participating in Childcare**

Among full-time male employees whose child was born in FY2016 (6,703 employees), 5,718 employees (85.3%) used paternity leave for childbirth or the leave for participating in childcare (5,764 employees [84.1%] in FY2015). In addition, 3,513 employees (52.4%) took both types of leave for a total of more than 5 days (3,019 employees [44.1%] in FY2015).

### **(3) Childcare Short-Time Work**

The number of full-time employees who began childcare short-time work in FY2016 was 145 (16 men, 129 women), a decrease of 11 (3 men increased, 14 women decreased) from that in FY2015.

### **(4) Childcare Hours**

The number of full-time employees who newly attained approval for childcare hours in FY2016 was 1,378 (118 men, 1,260 women), an increase of 7 (14 men decreased, 21 women increased) compared with FY2015.

The number of part-time employees who newly started childcare hours in FY2016 was 32 (all women), an increase of 10 (all women) from that in FY2015.

## **Section 5. Leave for Self-Development and Leave System to Accompany a Spouse**

The self-development leave system is an unpaid leave system under the Act on National Public Employees' Leave for Self-Development to allow highly-motivated employees who hope to study in universities or participate in international cooperation projects to maintain their status as national public employees without engaging in their



duties, in view of the necessity of promoting capacity development among national public employees in order to enable them to cope with increasingly complicated and sophisticated administrative tasks.

The leave system to accompany a spouse is an unpaid leave system to exempt an employee, who hopes to live in a foreign country together with his/her spouse who is working abroad, from attending to his/her duty while still retaining his/her status as a national public employee pursuant to the Act on the Leave System to Accompany a Spouse. The objective of this system is to promote continued employment of competent employees who are expected to play an important role in the public service, and contribute to smooth administration of the public service.

In FY2016, 63 employees (4 men, 59 women) newly started to take the leave to accompany a spouse, it is an increase of 4 (a decrease of 4 men, an increase of 8 women) from FY2015. The reasons for their spouses' staying abroad are overseas assignment (49 employees) and studying abroad (14 employees). The average duration is one year and eleven months (two years in FY2015).

## **Section 6. Accident Compensation**

The accident compensation system aims to provide compensation and welfare services when public employees are involved in accidents on duty or accidents while commuting. Compensation is meant to compensate losses suffered by accidents, and welfare services is aimed at promoting rehabilitation of afflicted employees and to provide support for the employees or the bereaved. The National Public Service Accident Compensation Act and other regulations stipulate 12 types of compensation and 18 types of welfare services. Compensation and welfare services are provided directly by Implementing Organizations (each ministry). The NPA carries out overall coordination for compensation and welfare services by Implementing Organizations and establishment of standards related to implementation in order to ensure that compensation and welfare services are completely implemented pursuant to the said Act.

### **1. Revision of the Accident Compensation System**

The items described below were amended and came into effect as of Apr. 1, 2017.

- ◎ Nursing Care Compensation
- ◎ Assistance Regarding School Expenses

### **2. Status of the Implementation of Accident Compensation System**

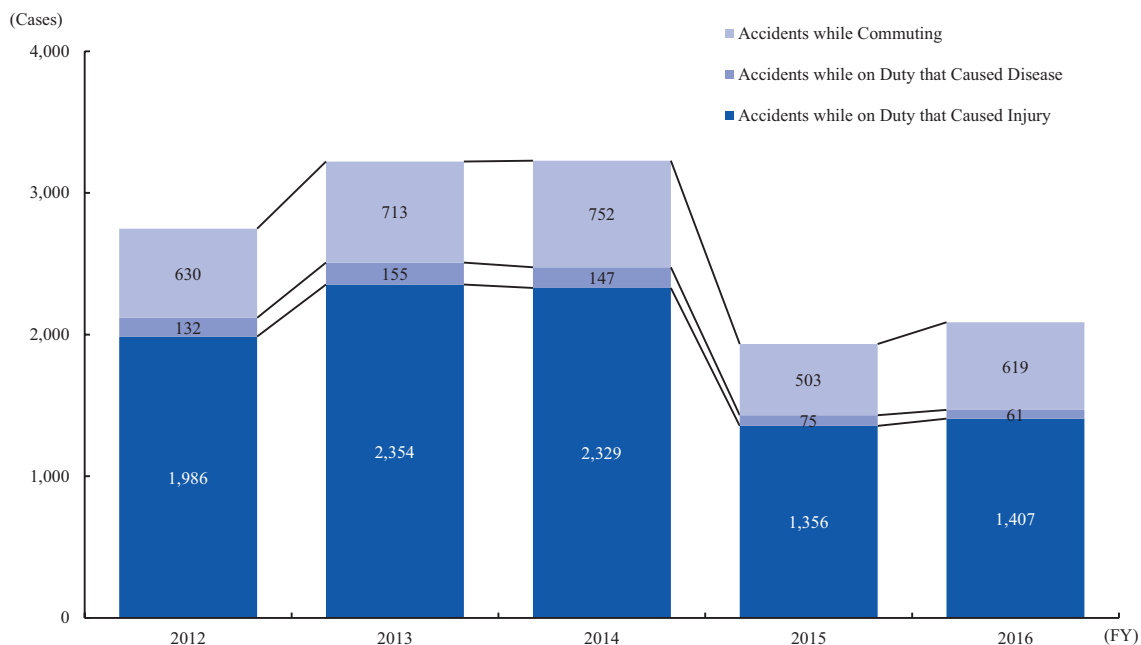
The NPA receives reports about the implementation of compensation and welfare service in the previous FY from each Implementing Organization.

The National Public Service Accident Compensation Act applies to national public employees in regular service, regardless of full-time or part-time, and the number of employees subject to the Act is currently approx. 430,000 (as of Jul. 2016).

In FY2016, a total of 2,087 cases were recognized by the Implementing Organizations as accidents on duty

or accidents while commuting (1,468 accidents on duty and 619 accidents while commuting) (Figure 13).

**Figure 13 Trends in the Number of Acknowledgements of Accidents on Duty and Accidents While Commuting**



## Section 7. Audits

### 1. Payrolls Audits

The NPA conducts payroll audits every year, aiming to ensure that payments and records of remuneration to employees are carried out in accordance with laws and the NPA rules. When the NPA finds inappropriate actions, it provides necessary guidance in order to ensure rectifying them.

In FY2017, payroll audits were carried out at 520 organizations focusing on the application status of the new salary system based on the Revised Remuneration Act of 2005, certification of various allowances and revised points due to comprehensive revision of the remuneration system based on the Revised Remuneration Act of 2014.

### 2. Audit of Health and Safety Management

Audits of health and safety management are conducted by the NPA with the aim of ascertaining the situation with respect to compliance of regulations concerning health and safety at each ministry.

In FY2017, the NPA audited 58 organizations with a focus on organizations which handle a large number of hazardous materials and equipment.

### 3. Audit of Implementation of Accident Compensation

The NPA conducts an audit of implementation of accident compensation every year with the aim of ensuring appropriate implementation of compensation and welfare services for accidents on duty or accidents

while commuting in compliance with the Act and the NPA rules. When the NPA finds unjust matters, it provides necessary instructions in order to ensure rectifying them.

In FY2017, the NPA audited 18 organizations to confirm recognition of accidents on duty or while commuting and the implementation of compensation and welfare services associated with such accidents dated on and after Apr. 1, 2015.

## **Section 8. Service Discipline and Disciplinary Action**

Paragraph 1 of Article 96 of the National Public Service Act stipulates, as the basic standard of service discipline, that “Every official, as a servant of all citizens, must serve the public interest, and devote the utmost effort in the performance of duties.” To concretely realize the purpose of this basic standard, the act requires public employees to obey laws, regulations and orders of their superiors in the course of their duties, and to preserve secrecy obtained in the course of duties. The act also prohibits employees from involvement in acts of dispute such as strikes, and any acts causing discredit, restricts their political activities, and excludes them from private enterprises. The disciplinary action system has been established to maintain service discipline in government organizations.

### **1. Service Discipline**

Among the issues relating to the employees’ service discipline, the restriction of political activities and exclusion from private enterprises are directly under the jurisdiction of the NPA.

In addition, the NPA conducted seminars on the service discipline/disciplinary action system for officials in charge of personnel management at the HQ and regional bureaus of each ministry in order to enhance their understanding of the objectives of service discipline/disciplinary action system. In FY2017, seminars were held at the NPA HQ (94 participants) and 9 locations throughout Japan (470 participants).

### **2. Disciplinary Action**

#### **(1) Outline of the Disciplinary Action System and Giving Instructions on Disciplinary Actions**

As stipulated in Paragraph 1 of Article 82 of the National Public Service Act, appointers of the Cabinet Office and each ministry can take disciplinary action against an employee, either through dismissal, suspension from duty, reduction in pay or reprimand if (i) the employee has violated the National Public Service Act, the National Public Service Ethics Act or orders issued pursuant to these acts, (ii) the employee has breached his/her obligations in the course of his/her duties or has neglected his/her duties, or (iii) the employee is guilty of such malfeasance rendering himself/herself unfit to fulfill his/her role as a servant of all citizens. Concrete procedures are specified in the National Public Service Act and Rule 12-0 (Disciplinary Action).

The NPA discloses the situation of disciplinary actions each year and enforces strict operation of the disciplinary action system by the Cabinet Office and each ministry taking the opportunity of the meeting of responsible personnel.

## (2) The Situation Relating to Disciplinary Action

The total number of employees against whom disciplinary action was taken in 2017 was 328 (12 dismissals, 58 suspensions from duty, 187 reductions in pay, and 71 reprimands), an increase of 64 compared with 2016.

The Ministry of Health, Labour and Welfare accounted for the largest ratio of all disciplinary actions, followed by the Ministry of Justice and the National Tax Agency. The major reason for disciplinary action was misconduct outside the public service (e.g. theft, assault) followed by general disciplinary matters (e.g. absence, inappropriate working attitude), and traffic offence and contravening traffic regulations (Reference 3).

### [Reference 3] Status of Disciplinary Actions by Type and Cause (2017)

(Unit: persons)

Type of disciplinary actions Cause	Dismissal	Suspension from duty	Reduction in pay	Reprimand	Total
Irregularity related to general service discipline (absence, inappropriate working attitude)		22 (9)	53 (22)	22 (9)	97 (40)
Irregularity related to transactions in daily work (improper business processing, failure to report)	1 (1)	3 (1)	12 (15)	3 (8)	19 (25)
Irregularity related to handling of public money or property (loss, wrongful handling)		3 (1)	20 (4)	18 (1)	41 (6)
Embezzlement	3 (5)	1 (2)	5 (5)		9 (15)
Acceptance of bribes, entertainment or being treated to food/drink (violations of the Ethics Act)	4 (2)	2 (3)	1 (1)	1 (1)	8 (7)
Traffic offence and contravening traffic regulations	1	10 (4)	25 (16)	13 (12)	49 (32)
Misconduct outside the public service (theft, assault)	3 (2)	17 (34)	70 (71)	12 (16)	102 (123)
Lack of supervisory responsibility			1 (4)	2 (12)	3 (16)
Total	12 (10)	58 (54)	187 (138)	71 (62)	328 (264)

(Notes) 1. A case which has several causes is categorized by the main cause.

2. The figures in parentheses are for 2016.

## 3. The Concurrent Holding of Positions

### (1) Concurrent Engagement in the Operation of a Business on an Employee's Own Account

According to Article 103 of the National Public Service Act and Rule 14-8 (Concurrent Positions as Executives in Profit-making Enterprises, etc.) employees may operate a profit-making enterprise on their own account with the approval of the head of a government agency.

The total number of approvals reported to the NPA by each ministry was 266 in 2017. Major contents

pertaining to that include the leasing of condominiums, apartments, parking lots and land, and the sale of solar electricity.

## **(2) Reports on Participating in the Management of Profit-making Enterprises through the Holding of Stocks**

According to Article 103 of the National Public Service Act and Rule 14-21 (Reports by Employees in a Position to be able to Participate in the Management of Profit-making Enterprises through the Holding of Stocks), employees are to report to the NPA through the head of a government agency if they are able to manage profitmaking enterprises through the holding of stocks. If the NPA considers that this is not appropriate in light of performing public duties, it shall notify the employees to that effect. In 2017, no employee made such a report.

## ***Chapter 6. Employee Organization***

Article 108-2 of the National Public Service Act allows national public employees in regular service (excluding employees of agencies engaged in administrative execution), other than employees working in police departments, the Japan Coast Guard and penal institutions, to form an employee organization for the purpose of maintaining and improving their working conditions.

### **Section 1. Range of Managerial Personnel**

Article 108-2 of the National Public Service Act defines officials making important administrative decisions, holding managerial or supervisory positions and officials whose duty should be performed from the standpoint of proper authorities in their relationship with employee organizations as “managerial personnel, etc.” This article prohibits “managerial personnel, etc.” from forming an employee organization with other employees.

The range of managerial personnel, etc. is specifically defined in the appendix of Rule 17-0 (Range of Managerial Personnel, etc.) according to the classification of organizations. When there is any revision or abolition of administrative organizations or positions, the NPA revises the appendix to this rule accordingly. The NPA made three amendments in FY2017.

The total number of managerial personnel, etc. stood at 38,059, or 16.2% of all 234,237 personnel (the ceiling of the number of officials (excluding police officials, etc.)) at the end of FY2017.

### **Section 2. Registration of Employee Organizations**

A registration system was established to allow the NPA to certify an employee organization as a democratic and voluntary organization that satisfies the requirements specified in the National Public Service Act, for the purpose of promoting better relationships between proper authorities and employee organizations in negotiations and establishing stable labor-management relationships.

A total of 13 organizations were newly registered and 79 organizations were deregistered in FY2017, based on the provisions of Article 108-3 of the said Act and Rule 17-1 (Registration of Employee Organizations). As a

result, the total number of registered organizations stood at 1,368, with the total number of members amounting to 83,944 (83,519 excluding the members of 10 organizations comprised of managerial personnel, etc.) at the end of FY2016.

There were 1,100 cases of changes in registration made due to changes in registered constitutions.

### **Section 3. Officials' Acts on Behalf of Employee Organization**

#### **1. Exclusive Engagement**

No official may engage exclusively in any business of an employee organization, while holding a position as an official. However, it is possible for an official, with the permission of the head of a government agency, to engage exclusively in such business as an officer of a registered employee organization (so-called exclusive engagement) (Article 108-6 of the National Public Service Act). Article 18 of the Supplementary Provisions of the said Act stipulates that the longest period an employee may engage in such a role is to be within the range of not more than 7 years for the time being. This time period is stipulated as 7 years in Article 8 of Rule 17-2 (Officials' Acts on Behalf of Employee Organization). At the end of 2017, the number of employees in exclusive engagement was 101.

#### **2. Short Term Engagement**

Other than exclusive engagement, officials may engage, with prior permission, in short term duties in employee organizations within the range of 30 days per year for one day or one hour as a unit, as an officer of a registered employee organization or a member of a decision-making body (Article 6 of Rule 17-2). The number of officials in short term engagement in 2017 was 305, their total engagement period was 2,129 days and 7 hours.

### **Section 4. Meeting with Employee Organizations**

When making a recommendation or establishing/revising/repealing any rule regarding employees' working conditions, the NPA holds a meeting with employee organizations for the purpose of hearing opinions or demands and allowing an opportunity for those opinions and demands to be reflected in the NPA's measures.

In 2017, the NPA held a total of 216 meetings (76 at the HQ and 140 at regional bureaus) with employee organizations. Of these meetings, 110 (50.9%) related to collective demands at the time of the annual spring labor negotiation or requests for the NPA recommendation, 97 (44.9%) were on revisions of the fixed number of officials in each grade of salary schedules, 6 (2.8%) on gender equality.

### ***Chapter 7. Equity Process***

The NPA starts an equity process, as soon and as appropriately as possible, in accordance with prescribed review procedures whenever an employee files with the NPA an appeal against disadvantageous disposition, a request for administrative action concerning working conditions, an appeal for review concerning implementation of the accident compensation, or an appeal for review on a remuneration decision. In conducting such a process,

the NPA sets the target for each case's review process, grasps the situation of progress periodically, and streamlines procedures, so that early processing of each case can be achieved. In addition, the NPA widely offers complaint counseling, and takes necessary measures including necessary actions to each ministry.

The NPA, as a neutral third-party organization, is to protect the welfare of employees, ensure the fairness of the personnel administration, and contribute to efficient operation of the public service through the equity process. Along with the system of remuneration recommendations and reports, the system of the request for administrative action regarding working conditions is also positioned as one of the compensatory measures for the restriction of basic labor rights of employees. This system is significant to improve and optimize the working conditions.

### **Section 1. Appeal against Disadvantageous Disposition**

Based on the review system associated with disadvantageous dispositions (Article 90 of the National Public Service Act), the NPA sets up a Board of Equity for each case to review the case and, based on a report prepared by the board, the NPA approves, revises or rescinds the original disposition when an employee requests a review of a disadvantageous disposition such as reduction in pay, demotion, administrative leave, or dismissal against his/her will.

The NPA itself takes measures to restore the employee's damage caused by the disposition or instructs the person who took the disposition to take necessary measures when the NPA revises or rescinds the disposition. The determination made by the NPA is the final one in the administrative organization.

The NPA reviews appeals against disadvantageous dispositions in accordance with the procedures specified in Rule 13-1 (Appeal against Disadvantageous Disposition). When reviewing cases, the NPA tries to process each case in an expeditious way by proactively using an intensive hearing method.

In FY2017, a total of 22 cases, including 6 cases carried over from FY2016, were on the table. Among them, 5 cases were determined (5 approvals), 6 case was withdrawn or rejected, and 11 cases were carried over to FY2018.

### **Section 2. Requests for Administrative Action on Working Conditions**

The system for requesting administrative action (Article 86 of the National Public Service Act) is designed to allow the NPA to make a determination after conducting a necessary review or to resolve a case through mediation or by using an equivalent measure when an employee submits a request for an administrative action on working conditions.

Requests for administrative action are reviewed in accordance with the procedure specified in Rule 13-2 (Requests for Administrative Action on Working Conditions).

In FY2017, a total of 18 requests (13 new requests and 5 requests carried over from FY2016) were on the table. Of these requests, 2 were determined, 10 were withdrawn or rejected, and 6 were carried over to FY2018.

### **Section 3. Appeals for Review Related to Implementation of Accident Compensation and Appeals for Measures Related to Welfare Services**

The NPA forwards an appeal for review to the Accident Compensation Review Committee for deliberation and decides the case based on the committee's report when an employee files an appeal related to a decision on an accident on duty, an accident while commuting, recognition of healing, a decision on the grade of disability, and other implementations of compensation made by Implementing Organizations under the accident compensation review system (Article 24 of the National Public Service Accident Compensation Act) and when an employee files an appeal on operation of welfare services under the appeal system for measures related to welfare services (Article 25 of the said Act).

Reviews of accident compensation are conducted in accordance with the procedure specified in Rule 13-3 (Appeals for Review Related to Accident Compensation).

In FY2017, a total of 28 cases (20 new cases and 8 cases carried over from FY2016) were on the table. Of these cases, 7 were determined, 7 were withdrawn or rejected, and 14 were carried over to FY2018.

### **Section 4. Appeals for Reviews Related to Remuneration Decisions**

The review system for a decision on remuneration (Article 21 of the Remuneration Act) is designed to allow the NPA to take a decision after reviewing the case when an employee who has an objection against a decision on his/her remuneration (including decisions on salary corrections) files an appeal for review. The NPA reviews such cases in accordance with the procedure specified in Rule 13-4 (Appeals for Reviews Related to Remuneration Decisions).

In FY2017, there were 14 new cases, which mainly objected to the decision on salary increase and performance ratio for diligence allowance, and a total of 35 cases were on the table, including 21 cases carried over from FY2016. Of these cases, 20 were determined, 5 were withdrawn or rejected, and 10 were carried over to FY2018.

### **Section 5. Consultation on Complaints**

When the NPA receives complaints or requests for advice from employees regarding working conditions or other matters related to personnel management, it appoints a counselor to provide the employees concerned with advice and carry out any necessary measures such as the provision of guidance and mediation for the persons concerned. This system is implemented in accordance with the procedure specified in Rule 13-5 (Complaints Counseling).

In FY2017, the NPA received 1,111 complaints, an increase of 69 from that in FY2016.

Also, the NPA held "Liaison Conference concerning Complaint Counseling," and "Training for Officers in Charge of Complaint Counseling," at the NPA.



## Chapter 8. International Cooperation

### Section 1. Status of Personnel Dispatches Based on the Employee Dispatching Act

As part of international cooperation based on the Employee Dispatching Act, each ministry dispatches personnel to international organizations of which Japan is a member or with which Japan has commitments such as treaty obligations, as well as to foreign government agencies. This occurs upon the receipt of a request from such organizations and is subject to the consent of the personnel chosen to be dispatched.

In FY2016, 138 persons were newly dispatched to international organizations, a decrease of 9 persons from that in FY2015. Meanwhile, 111 persons returned to Japan in FY2016. As a result, the total number of dispatched personnel was 383 as of the end of FY2016, an increase of 9 persons from that in FY2015.

The status of such dispatches by organization and by area at the end of FY2016 are shown in Figures 14 and 15.

Figure 14 International Dispatch by Organization in FY2016

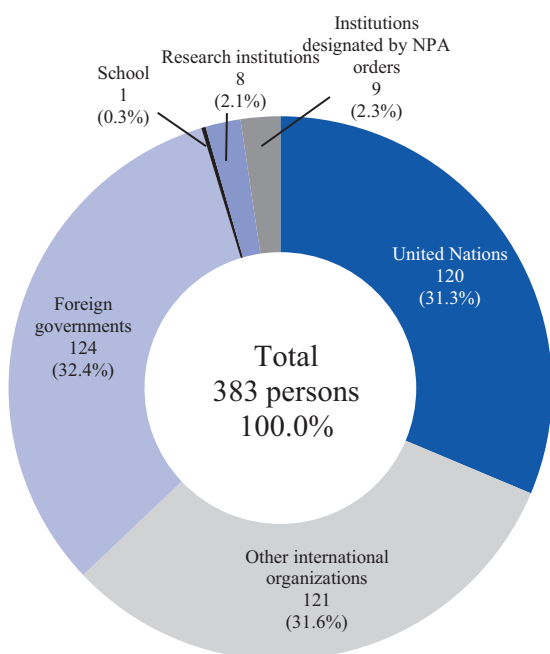
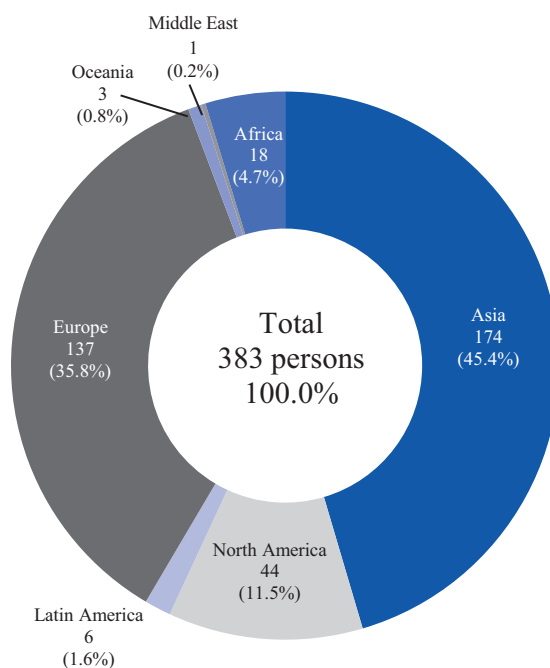


Figure 15 International Dispatch by Region in FY2016



## Section 2. International Cooperation and Exchange

### 1. Invitation of Foreign Government Executives

As a specialized agency on personnel administration, the NPA annually invites executive officials from personnel administration organizations in major countries to exchange opinions on the latest circumstances surrounding personnel administration. The objectives are to promote cooperation in the field of personnel administration through cooperative relationships with personnel administration organizations in foreign countries, and to derive suggestions from other countries' experiences/initiatives on issues which the Japanese public employee system is facing.

In FY2017, the NPA invited Mr. Mark Reinhold, Associate Director, Employee Services and Chief Human Capital Officer, the US Office of Personnel Management and Mr. Yann Algan, Dean, School of Public Affairs of Sciences Po from France and held an international lecture meeting titled “How Can a Government Attract, Recruit and Foster Talented Personnel?” in collaboration with the Japanese Society for Public Administration.

At the meeting, these guest speakers introduced the attractiveness nature of the public service and the latest measures as well as the issues concerning securing and development of human resources in the United States and France.

## **2. Invitation of Officials from the Personnel Administrative Agencies of the Asian Countries**

For the purpose of supporting civil service reform in Asian nations on a continuous basis and creating a personal network with the countries having a strong interest in the public employee system in Japan, the NPA decided to invite experts of the personnel administrative agencies in Asian countries and to exchange ideas with them.

In FY2017, the NPA launched this program and exchanged opinions concerning the present state of personnel management and development of public employees by inviting Dr. Septiana Dwiputrianti, Assistant Commissioner, Civil Service Commission of Indonesia; Mr. Suhaim Mahbar, Director, Research, Planning and Policy Division, Public Service Department of Malaysia; Mr. Cyril-Nathan SM. Eamiguel, Director III, Regional Office No. 11, Civil Service Commission of Philippines; Mr. Tan Kok Heng, Chief Human Resource Officer, Central Provident Fund Board of Singapore; and Dr. Pipawin Leesamphandh, Human Resource Officer, Office of the Civil Service Commission of Thailand.

## **3. Cooperation with Developing Countries**

Developing countries, as they work on national development, are faced with the common tasks of establishing public employee systems that will act as the basis of their administration and improve their governance. These countries have frequently asked Japan to share its experiences in these areas. In response to such requests, the NPA cooperates with the implementation of training courses for government employees of developing countries, which are hosted by Japan International Cooperation Agency (JICA).

### **(1) Training Course on Human Resources Management**

To contribute to improving personnel administration in developing countries, the NPA has held two courses. One is the “Seminar on Governmental Human Resource Management for Senior Officials,” for senior officials of central personnel administrative agencies, and the other is the “Seminar on Public Personnel Administration for Middle Level Officials,” for the assistant director level employees of central personnel administrative agencies.

### **A. Seminar on Governmental Human Resource Management for Senior Officials**

In FY2017, 10 officials from 10 countries participated in the 2-week seminar. A total of 253 officials from 66 countries (regions) participated in this seminar during the period from FY1991, when this seminar started, to FY2017.

### **B. Seminar on Public Personnel Administration for Middle Level Officials**

In FY2017, 11 officials from 11 countries participated in the 3-week seminar. A total of 199 officials from 70 countries (regions) participated in this seminar during the period from FY1999, when this seminar started, to FY2017.

## **(2) Seminar on National Government Administration for Senior Officials**

The NPA has held seminars for senior officials from the central government organizations of each country. In these seminars, the background to the development of governance, and social and economic development in Japan are introduced, and various policy issues are taken up for discussion. Through the discussions held on these issues, participants consider how public administration should be run in order to effectively contribute to the social and economic development of each country.

In FY2017, 9 officials from 9 countries participated in the 3-week seminar. A total of 330 officials from 79 countries (regions) participated in this seminar during the period from FY1986, when this seminar started, to FY2017.

## **(3) Support for some countries**

### **A. Afghanistan**

Aiming at supporting the development of Afghanistan's economic society and securing the country's independence and stability in terms of public safety, economy and society, the NPA cooperated and assisted JICA's visit-Japan training program relating to governance reform for the Afghan government officials. In FY2017, the NPA provided explanation on the systems for appointment, remuneration, personnel development, service discipline and ethics of national public employees in Japan as well as the operation of such systems, and group-based discussion on the issues of personnel administration system targeting the employees responsible for personnel management at each ministry (10 participants).

### **B. Botswana**

The NPA continuously supported JICA's visit-Japan training course for Botswanan governmental officials. In FY2017, the NPA provided them with instruction on the development of remuneration system to secure personnel with special occupational qualifications as public employees. In addition, with the goal of introducing the cross-ministerial examination for public employees in Botswana, the NPA instructed the officials on the methods to produce multiple-choice tests to measure the examinees' basic ability; and to implement and operate

interview test to see if the examinees have behavioral characteristics that public employees are expected to have (17 participants in total).

#### **4. The China-Japan-Korea Personnel Policy Network**

In response to the “Action Strategy on Trilateral Cooperation among the People’s Republic of China, Japan and the Republic of Korea” approved at the China-Japan-Korea Summit Meeting held in Nov. 2004, a framework for the China-Japan-Korea Personnel Policy Network was considered for part of the cultural and human exchanges. In Jan. 2005, a memorandum was agreed and signed between the NPA, the Ministry of Personnel (present Ministry of Human Resources and Social Security) of China, and the Civil Service Commission (present Ministry of Personnel Management) of Korea, and the China-Japan-Korea Personnel Policy Network was established.

Based on the agreement which stipulates a four-year cooperation concluded by the three countries in Sep. 2015 and the 8th cooperation plan formulated in Dec. 2017, the NPA has been conducting various cooperation projects.

The major projects held in FY2017 are as below.

##### **(1) The 10th Joint Training for Young/Mid-Level Public Employees**

In Apr., young and mid-level employees of the central personnel agencies in Japan, China and Korea jointly organized a training program in Tokyo and discussed various administrative issues of each country.

##### **(2) Exchange for Administrators of Each Ministry**

###### **A. Dispatch from Japan**

As the trainees from NIPA, 16 officials at the division director level of each ministry were dispatched to China and 10 officials at the assistant director level of each ministry were dispatched to Korea in Sep.; and 12 officials at the assistant director level of each ministry were dispatched to China in Nov.

###### **B. Acceptance to Japan**

In Nov., the NPA accepted 20 Korean government officials and provided them with the training programs including a lecture concerning personnel administration in Japan and an opinion exchange session between the administrators in Japan and those in Korea.

##### **(3) The 8th Director-General Level Meeting**

In Dec., the 8th Director-General Level Meeting was held in Beijing, China attended by the Directors-General level officials of the central personnel administrative organizations in the three countries and formulated the 8th Cooperation Plan, a cooperation framework over the next two years.

## **5. Mike Mansfield Fellowship Program**

The Department of State in the US has conducted the Mike Mansfield Fellowship Program on the basis of the Mike Mansfield Fellowship Act (enacted in Apr. 1994), in order to foster U.S. federal government officials who have a deep understanding of Japan. Fellows are widely selected from federal government organizations and they are sent to Japan. After undertaking a homestay in Ishikawa prefecture for about two months, they participate in training programs for about 10 months while being involved in daily duties at each ministry, Diet members' offices, private enterprises, and so forth.

In cooperation with the Ministry of Foreign Affairs, the NPA makes arrangements for the acceptance of fellows into each ministry, plans and implements common programs such as orientation, survey tours, and participating in Administrative Training conducted by NIPA.

In FY2017, 10 fellows were accepted for the 22st program in Japan for 10 months, starting in Sep.

## **6. Research Groups from Abroad**

To understand personnel management and human resource development in the Japanese public service, in FY2017, a total of 236 foreign government officials visited the NPA.

## ***Chapter 9. Promotion of IT for Personnel Management Duties***

The personnel and remuneration duties information system (Personnel and Remuneration System) is a standard system which integrates various functions for national public employees such as personnel management, remuneration management, mutual aid management, notifications and applications by employees. The NPA is responsible for construction and operation of this system. As of the end of FY2017, all the employees of 28 ministries/agencies (approximately 273,000 full-time employees) are subject to the application of this system.

## ***Chapter 10. NPA President's Award***

The NPA President's Award was established in 1988 on the 40th anniversary of the NPA, for the purpose of rewarding employees or occupational groups that have exercised diligence in duties with awareness as servants of the whole community, and made an outstanding contribution to the enhancement of the public understanding and trust of public service and public employees.

The NPA President organizes the selection committee (In FY2017, the Chair: Kazuo Tsukuda, Senior Executive Advisor of Mitsubishi Heavy Industries, Ltd. with six members) to examine and select employees or occupational groups recommended by the ministries and Agencies Engaged in Administrative Execution. The awardees are decided by the President of the NPA based on the result of impartial examination and selection.

The 30th NPA President's Award in FY2017 was presented to one employee and four groups. The award ceremony was held in Tokyo on Feb. 7, 2018, and following the ceremony, the awardees and the representatives of the awardee groups had an audience with their Majesties the Emperor and Empress at the Imperial Palace.

A total of 63 individuals and 90 occupational groups have received the NPA President's Award from FY1988, when this award started, to FY2017.



*Volume 2*

*Activities of the National Public Service  
Ethics Board*





To cope with severe criticism from society regarding a series of scandals caused mainly by executive officials, the Ethics Act was established in Aug. 1999 and fully enforced in Apr. 2000 with the aim of ensuring people's trust in public service by preventing acts that cause public suspicion or distrust towards the fairness in the execution of duties.

In addition to general ethics principles concerning the duties that should be observed by officials, the Ethics Act stipulates the establishment of a Cabinet Order (the Ethics Code) specifying the necessary matters to maintain ethics in consideration of general ethical principles, various reporting systems (rules for reporting) to secure transparency in dealings between officials and business operators, the establishment of The National Public Service Ethics Board (hereinafter referred to as the "Ethics Board") which is an organization in charge of matters concerning the maintenance of ethics pertaining to the duties of officials, and establishment of ethics supervisory officers (Administrative Vice-Ministers of the Cabinet office and each ministry, etc.) to administrative institutions.

Furthermore, along with the general standards of ethical conduct in consideration of general ethics principles of the Ethics Act, the Ethics Code clearly sets the scope of conduct of the people who have interests at stake regarding the duties of officials, including those seeking permission and authorization and those who obtain subsidies as interest parties, and stipulates "Code of Conduct" of prohibitions and restrictions on conduct, such as receiving gifts and accepting entertainment from the interested parties that might cause public suspicion or distrust.

The Ethics Board was established within the NPA under the National Public Service Act and the Ethics Act. The Ethics Board is composed of a president and four board members, and under the purpose of the Ethics Act, which is to ensure citizen's trust in the public service, takes charge of business concerning the maintenance of ethics in the public service, including the submission of opinions concerning the establishment, revision or abolition of the Ethics Code, inspection of various reports, implementation of investigation and disciplinary procedures in cases of suspected violation of the Ethics Act and the Ethics Code, and approval of disciplinary actions. The Ethics Board has a secretariat to carry out its administrative affairs. The operations of the Ethics Board require its resolution. In FY2017, the Ethics Board was held 23 times, and it has been held a total of 457 times since its foundation.

Based on the Ethics Act, the Ethics Supervisory Officers are posted at each ministry and each agency engaged in administrative execution and are responsible for maintaining ethics pertaining to the duties of personnel in their ministries, etc. together with the heads of ministries and agencies, in cooperation with the Ethics Board.

## ***Chapter 1. Cultivation of Employees' Ethics Awareness and Creation of Ethical Organization Climate***

### **1. Cultivation of Employees' Ethics Awareness**

It is essential to raise employees' awareness through training on a regular and continuous basis in order to cultivate their ethics awareness. Therefore, the Ethics Board encourages executive officials and personnel in charge of ethics administration of the Cabinet Office and each ministry to raise awareness of the employees in their organization. In addition, the Ethics Board supports planning and implementation of training/educational activities carried out by the Cabinet Office and each ministry and implements cross-ministerial training and educational activities. The Ethics Board implemented the following measures in FY2017.

- (1) Understanding of Current Conditions and Promotion of Measures by the Cabinet Office
- (2) Support for Training Planned and Implemented by the Cabinet Office and Each Ministry
- (3) Implementation of Cross-ministerial Training and Educational Activities
  - i) Awareness-raising activities in National Public Employees' Ethics Week
  - ii) Holding seminars on public service ethics

### **2. Creation of Ethical Organization Climate**

#### ◎ Establishment of the Consultation and the Reporting System

Currently, the existing consultation and reporting system for public service ethics include the "Public Service Ethics Hotline" established within the Ethics Board and the hotline developed in the Cabinet Office and each ministry. The latter is made up of the hotline that the Cabinet Office and each ministry established within their organizations (for internal reporting) and the one established outside their organization, for instance, by utilizing law firms (for external reporting). The hotline for internal reporting has been provided in the bureau or department in charge of personnel management of all the ministries, but the hotline for external reporting is not yet complete in some ministries. The Secretariat of the Ethics Board provided the ministries that did not have the hotline for external reporting yet with explanation on the significance of the hotline and advice for establishing the system and requested individual ministry to develop it. As a result, three ministries launched the hotline for external reporting in FY2017, and the ministries established the system totaled 43 among 48 ministries/agencies that have ethics supervisory officers.

### **3. Public Relations Activity and Opinion Hearing Concerning Public Service Ethics**

It is a matter of course that employees themselves should straighten up on their own in relation to public service ethics. But raising awareness of business operators to work with facilitates operational management both of the employees and business operators. Therefore, the Ethics Board has been conducting public relations activities targeting business operators.

## ***Chapter 2. Status of the Reporting System under the Ethics Act***

### **1. Outline of the Reporting System**

Three kinds of reporting systems are established in the Ethics Act to secure transparency of relations between national public employees and business operators, etc. The outline of each reporting system is as follows.

#### **(1) System for Reporting Receipts of Gifts, and System for Requesting Permission to Inspect Such Reports**

- i) When officials at the rank of assistant director and above at the HQ receive gifts from business operators exceeding 5,000 yen in value, they must submit a quarterly report on the receipt of such gifts to the heads of each ministry and agency (Article 6 of the Ethics Act). The heads of each ministry and agency must then send copies of such reports submitted by an official at the rank of Designated Service to the Ethics Board.
- ii) Furthermore, from the perspective of preventing the receipt of inappropriate gifts and ensuring transparency in relationships between officials and business operators, the system has been established whereby anyone can request permission to inspect reports on gifts that exceed 20,000 yen in value (Paragraph 2 of Article 9 of the Ethics Act).

#### **(2) Reports on Share Dealings, etc.**

Each official at the rank of deputy director-general and above at the HQ must submit a report on share dealings, etc., if he/she has purchased or transferred shares during the previous year. The report must be submitted to the heads of each ministry and agency during the period of Mar. 1st to Mar. 31st each year (Article 7 of the Ethics Act).

The heads of each ministry and agency must then send copies of such reports to the Ethics Board.

#### **(3) Reports on Income, etc.**

Each official at the rank of deputy director-general and above at the HQ must submit a report on his/her income earned during the previous year. The report must be submitted to the heads of each ministry and agency during the period of Mar. 1st to Mar. 31st each year (Article 8 of the Ethics Act).

The heads of each ministry and agency must then send copies of such reports to the Ethics Board.

## **2. Reports Submitted in Recent Years**

### **(1) Mandatory Reports on the Receipt of Gifts, etc.**

The total numbers of reports on the receipt of gifts, etc. submitted by officials at the rank of Designated Services and above from FY2012 to FY2016 are as follows.

**[Table 1] Reports on Receipts of Gifts, etc. (FY2012-2016)**

FY	Category	Gifts of Money, Goods		Offering of Food and Drink		Rewards		Total
		No. of cases	%	No. of cases	%	No. of cases	%	No. of cases
FY2012		89	2.5	1,979	55.7	1,484	41.8	3,552
FY2013		48	1.2	2,434	60.6	1,536	38.2	4,018
FY2014		93	2.1	2,610	59.7	1,671	38.2	4,374
FY2015		95	2.8	2,552	74.9	761	22.3	3,408
FY2016		75	2.3	2,464	75.5	724	22.2	3,263

The majority of “gifts of money, goods” shown in the table include real flowers, books, and food/alcohol. The major providers of “food and drink” are incorporated foundations, incorporated associations, private enterprises, and mass media. The majority of “rewards” include payments for writing, royalties on books, and payments for lectures and editing.

The number of officials who submitted reports in FY2016 was 724.

### **(2) Mandatory Reports on Share Dealings, etc.**

The total numbers of reports on share dealings, etc. submitted by officials at the rank of deputy director-general and above at the HQ from 2012 to 2016 are as follows.

**[Table 2] Reports on Share Dealings, etc. (2012-2016)**

CY	Category	Number of Reports	Number of Transactions (Acquisition and Transfer)				Total Number of Transactions
			Trades on Stock Markets	Inheritance /Donation	Stock Exchange/ Stock Split	Unlisted Stocks	
2012		52	211	76	18	0	305
2013		78	457	26	84	1	568
2014		47	262	20	22	3	307
2015		50	465	11	39	0	515
2016		43	237	33	20	2	292

### **(3) Mandatory Reports on Income, etc.**

The total numbers of reports on income, etc. submitted by officials at the rank of deputy director-general and above at the HQ from 2012 to 2016 are as follows.

[Table 3] Reports on Income, etc. (2012-2016)

CY	Category	Number of Reports	Consisting Solely of Regular Pay		Including Income other than Regular Pay	
			No. of cases	Rate (%)	No. of cases	Rate (%)
2012		1,340	884	66.0	456	34.0
2013		1,338	871	65.1	467	34.9
2014		1,368	897	65.6	471	34.4
2015		1,279	912	71.3	367	28.7
2016		1,330	940	70.7	390	29.3

### ***Chapter 3. Strict and Prompt Response to Violation of the Ethics Act***

#### **1. Outline of Investigations and Disciplinary Procedures**

As for investigations and disciplinary actions for violations of the Ethics Act, as in the case of violations of service discipline regulations in the National Public Service Act, relevant actions should be primarily taken by appointers. In taking such actions, the Ethics Act stipulates that the procedure shall be implemented with a certain amount of involvement on the part of the Ethics Board, so that strict actions shall be taken and there shall be no remarkable imbalance among actions in the Cabinet Office and each ministry.

Based on rules, when an appointer suspects there has been a violation of the Ethics Act, a preliminary report on the case will be submitted to the Ethics Board and the appointer shall investigate the case. When necessary, the appointer and the Ethics Board will jointly investigate the case. When a special need is recognized, the Ethics Board may independently investigate the case.

When, as a result of an investigation, the appointer decides to take disciplinary action against an employee who has been charged in relation to any conduct in violation of the Ethics Act, the appointer must obtain approval from the Ethics Board in advance. The Ethics Board strictly reviews the details of the violation and determines the appropriateness of the disciplinary action proposed by the appointer.

#### **2. Status of Investigations and Disciplinary Actions for Suspected Violations of the Ethics Act**

During FY2017, 19 cases involving alleged violations of the Ethics Act were newly investigated, while no ongoing investigations were carried over from FY2016. Of these cases, disciplinary actions were taken for 9 cases involving 14 employees (2 dismissals, 5 suspensions, 1 reduction in pay, and 6 reprimand) due to violations of the Ethics Act while admonishments or serious warnings (hereinafter referred to as “corrective measures”) were issued for 10 cases involving 50 employees under the internal rules of each ministry (1 case in which more than 1 employee was involved and for which both disciplinary actions and corrective measures were taken are counted in both categories). No investigation was carried over to FY2018.

Compared to FY2016, the number of cases of new investigations increased by 8, and the number of cases of disciplinary actions increased by 5.



# *Appendix*





Appendix 1: Incumbents in Each Salary Schedule

(As of Jan. 15, 2017)

Salary schedule	Definition	The number of incumbents
Administrative service (I)	All employees not subject to any other salary schedule (excluding part-time employees).	152,477 (56.2%)
Administrative service (II)	Guards, office maintenance workers, drivers, machine operators, telephone operators, etc.	3,048 (1.1%)
Professional administrative service	Air traffic control officers, plant quarantine officers, examiners at the Patent Office, etc.	7,841 (2.9%)
Taxation service	Employees in charge of assessing and collecting taxes at the National Tax Agency	51,964 (19.1%)
Public security service (I)	Police officers, imperial guards, immigration security officers and prison guards	23,754 (8.8%)
Public security service (II)	Employees of the Public Prosecutors Office, the Public Security Intelligence Agency, the Reformatories, etc.	24,042 (8.9%)
Maritime service (I)	Captains, mates, engineers, radio operators, etc., aboard ocean-going or coastal vessels	200 (0.1%)
Maritime service (II)	Employees aboard vessels who are not subject to the Maritime Service (I) Salary Schedule	371 (0.1%)
Educational service (I)	Professors, lecturers, etc. at national educational institutions equivalent to universities	93 (0.03%)
Educational service (II)	Teachers, nurse-teachers, etc. at national educational institutions equivalent to college of technology	81 (0.03%)
Research service	Employees in charge of laboratory or research work at national laboratories or research institutes	1,499 (0.6%)
Medical service (I)	Medical doctors and dentists	680 (0.3%)
Medical service (II)	Pharmacists, dieticians, etc.	504 (0.2%)
Medical service (III)	Public health nurses, midwives, nurses, assistant nurses, etc.	1,974 (0.7%)
Welfare service	Employees in charge of guiding or nursing people or children at national social welfare institutions	249 (0.1%)
Specialized staff	Employees in charge of research, etc., with highly professional expertise in specific fields of public administration	254 (0.1%)
Designated service	Administrative vice ministers, heads of external bureaus, etc.	948 (0.3%)
Fixed-term employees	Fixed-term employees providing specialized services through the use of advanced knowledge and experience	1,392 (0.5%)
Fixed-term researchers	Researchers appointed for a fixed-term to engage in advanced studies	98 (0.04%)
Total		271,469 (100.0%)

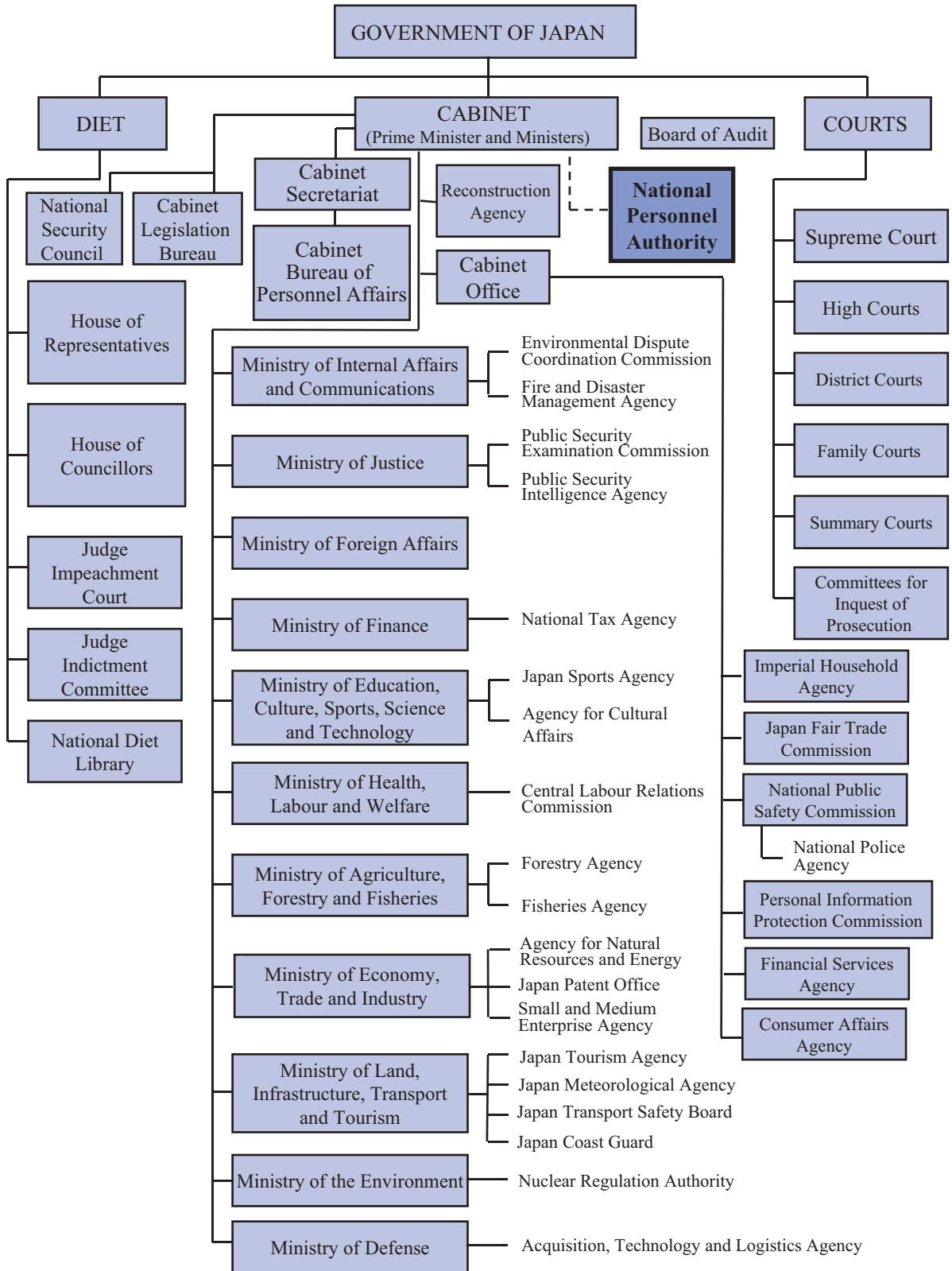
(Source) Survey of Appointment Situation of National Public Employees in Regular Service in FY2016

Appendix 2: History of NPA Remuneration Recommendations

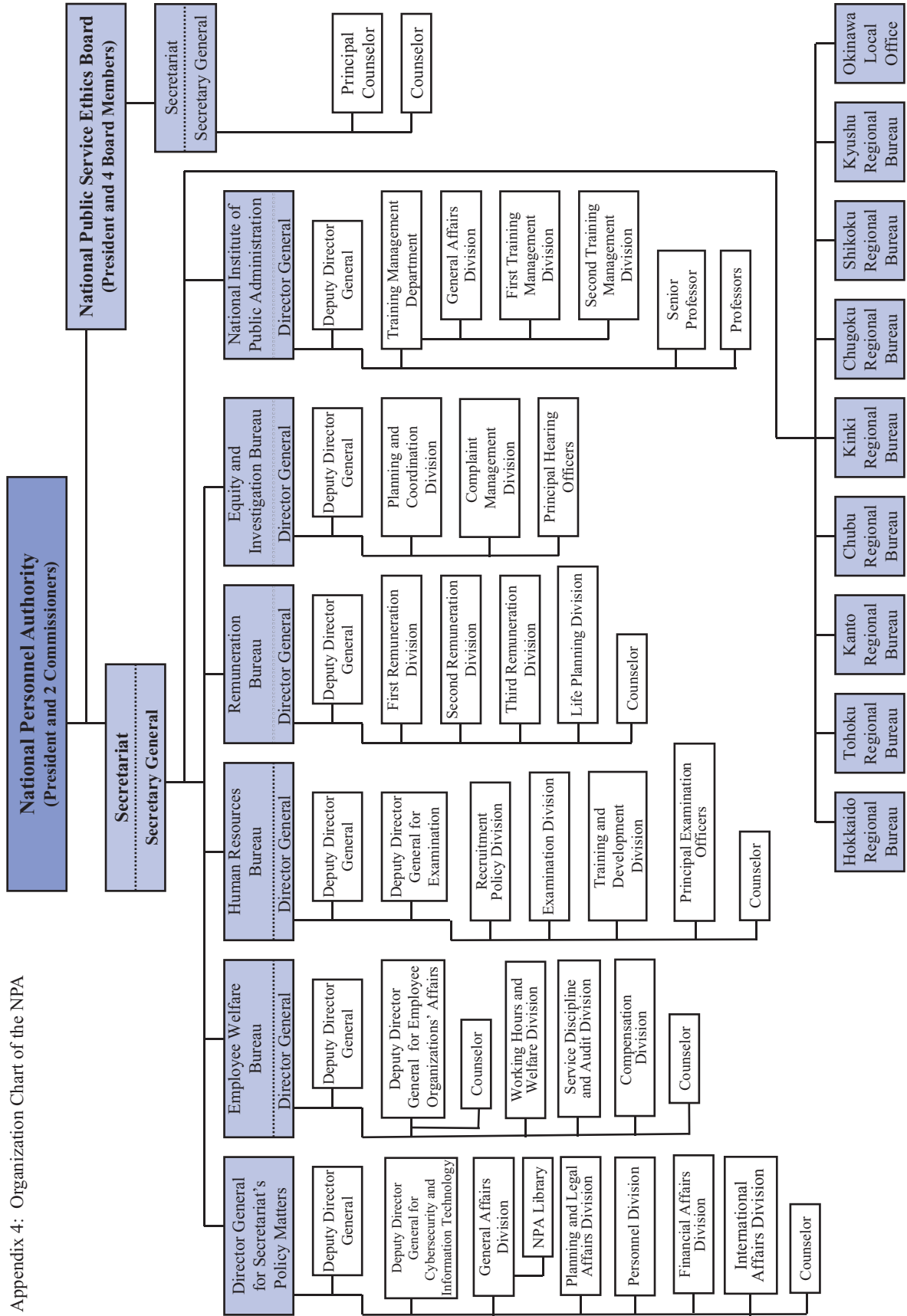
NPA Remuneration Recommendations		Diet Decision	
Date	Contents	Date of Implementation	Contents
Dec. 10, 1948	6,307 yen as the standard of remuneration	Dec. 1, 1948	6,307 yen established as the standard of remuneration
Dec. 4, 1949	7,877 yen as the standard of remuneration	—	Recommendation rejected
Aug. 9, 1950	8,058 yen as the standard of remuneration	Jan. 1, 1951	7,981 yen established as the standard of remuneration
Aug. 20, 1951	11,263 yen as the standard of remuneration	Oct. 1, 1951	10,062 yen established as the standard of remuneration
Aug. 1, 1952	13,515 yen as the standard of remuneration	Nov.1, 1952	12,820 yen established as the standard of remuneration
Jul. 18, 1953	15,480 yen as the standard of remuneration	Jan. 1, 1954	15,483 yen established as the standard of remuneration
Jul. 19, 1954	(No recommendation; report only)	—	—
Jul. 16, 1955	Increase in special allowances	Dec.14, 1955	End-of-term allowance increased
Jul. 16, 1956	Revision of the salary system, approx. 6% increase in remuneration	Apr. 1, 1957	Implemented with partial amendments
Jul. 16, 1957	Increase in end-of-term allowance Establishment of commuter allowance	Nov.18, 1957 Apr. 1, 1958	Implemented as recommended by the NPA
Jul. 16, 1958	Increase in initial salary	Apr. 1, 1959	(Same as above)
Jul. 16, 1959	Increase in remuneration for mid-career employees	Apr. 1, 1960	(Same as above)
Aug. 8, 1960	12.4% increase in remuneration	Oct. 1, 1960	Implemented with partial amendments
Aug. 8, 1961	7.3% increase in remuneration	Oct. 1, 1961	Implemented as recommended by the NPA
Aug. 10, 1962	9.3% increase in remuneration	Oct. 1, 1962	Implemented with partial amendments
Aug. 10, 1963	7.5% increase in remuneration	Oct. 1, 1963	Implemented as recommended by the NPA
Aug. 12, 1964	8.5% increase in remuneration	Sep. 1, 1964	(Same as above)
Aug. 13, 1965	7.2% increase in remuneration	Sep. 1, 1965	(Same as above)
Aug. 12, 1966	6.9% increase in remuneration	Sep. 1, 1966	(Same as above)
Aug. 15, 1967	7.9% increase in remuneration	Aug. 1, 1967	(Same as above)
Aug. 16, 1968	8.0% increase in remuneration	Jul. 1, 1968	(Same as above)
Aug. 15, 1969	10.2% increase in remuneration	Jun. 1, 1969	(Same as above)
Aug. 14, 1970	12.67% increase in remuneration	May 1, 1970	(Same as above)
Aug. 13, 1971	11.74% increase in remuneration	May 1, 1971	(Same as above)
Aug. 15, 1972	10.68% increase in remuneration	Apr. 1, 1972	(Same as above)
Aug. 9, 1973	15.39% increase in remuneration	Apr. 1, 1973	(Same as above)
Jul. 26, 1974	29.64% increase in remuneration (including 10% increase in remuneration recommended on May 30, 1974, as a tentative measure)	Apr. 1, 1974	(Same as above)
Aug. 13, 1975	10.85% increase in remuneration	Apr. 1, 1975	(Same as above)
Aug. 10, 1976	6.94% increase in remuneration	Apr. 1, 1976	(Same as above)
Aug. 9, 1977	6.92% increase in remuneration	Apr. 1, 1977	(Same as above)
Aug. 11, 1978	3.84% increase in remuneration	Apr. 1, 1978	(Same as above)
Aug. 10, 1979	3.70% increase in remuneration	Apr. 1, 1979 (Oct. 1, 1979*)	(Same as above) (*for the designated service)
Aug. 8, 1980	4.61% increase in remuneration	Apr. 1, 1980 (Oct. 1, 1980*)	(same as above) (*for the designated service)
Aug. 7, 1981	5.23% increase in remuneration	Apr. 1, 1981 (Apr. 1, 1982*)	Implemented with partial amendment (*for the designated service and managerial officials)

NPA Remuneration Recommendations		Diet Decision	
Date	Contents	Date of Implementation	Contents
Aug. 6, 1982	4.58% increase in remuneration	—	Recommendation rejected
Aug. 5, 1983	6.47% increase in remuneration	Apr. 1, 1983	Implemented with amendment (2.03%)
Aug. 10, 1984	6.44% increase in remuneration	Apr. 1, 1984	Implemented with amendment (3.37%)
Aug. 7, 1985	5.74% increase in remuneration	Jul. 1, 1985	Implemented as recommended by the NPA
Aug. 12, 1986	2.31% increase in remuneration	Apr. 1, 1986	(Same as above)
Aug. 6, 1987	1.47% increase in remuneration	Apr. 1, 1987	(Same as above)
Aug. 4, 1988	2.35% increase in remuneration	Apr. 1, 1988	(Same as above)
Aug. 4, 1989	3.11% increase in remuneration	Apr. 1, 1989	(Same as above)
Aug. 7, 1990	3.67% increase in remuneration	Apr. 1, 1990	(Same as above)
Aug. 7, 1991	3.71% increase in remuneration	Apr. 1, 1991	(Same as above)
Aug. 7, 1992	2.87% increase in remuneration	Apr. 1, 1992	(Same as above)
Aug. 3, 1993	1.92% increase in remuneration	Apr. 1, 1993	(Same as above)
Aug. 2, 1994	1.18% increase in remuneration	Apr. 1, 1994	(Same as above)
Aug. 1, 1995	0.90% increase in remuneration	Apr. 1, 1995	(Same as above)
Aug. 1, 1996	0.95% increase in remuneration	Apr. 1, 1996	(Same as above)
Aug. 4, 1997	1.02% increase in remuneration	Apr. 1, 1997 (Apr. 1, 1998*)	(Same as above) (*for the designated service)
Aug. 12, 1998	0.76% increase in remuneration	Apr. 1, 1998	Implemented as recommended by the NPA
Aug. 11, 1999	0.28% increase in remuneration	Apr. 1, 1999	(Same as above)
Aug. 15, 2000	0.12% increase in remuneration	Apr. 1, 2000	(Same as above)
Aug. 8, 2001	0.08% increase in remuneration	Apr. 1, 2001	(Same as above)
Aug. 8, 2002	2.03% decrease in remuneration	Dec. 1, 2002	(Same as above)
Aug. 8, 2003	1.07% decrease in remuneration	Nov. 1, 2003	(Same as above)
Aug. 6, 2004	(No recommendation on the standard of remuneration)	—	—
Aug. 15, 2005	0.36% decrease in remuneration	Dec. 1, 2005	(Same as above)
Aug. 8, 2006	(No recommendation on the standard of remuneration)	—	—
Aug. 8, 2007	0.35% increase in remuneration	Apr. 1, 2007	Implemented with partial amendments
Aug. 11, 2008	(No recommendation on the standard of remuneration)	—	—
Aug. 11, 2009	0.22% decrease in remuneration	Dec. 1, 2009	Implemented as recommended by the NPA
Aug. 10, 2010	0.19% decrease in remuneration	Dec. 1, 2010	(Same as above)
Sep. 30, 2011	0.23% decrease in remuneration	Mar. 1, 2012	Implemented with partial amendments (+ further reduction)
Aug. 8, 2012	(No recommendation on the standard of remuneration)	—	—
Aug. 8, 2013	(No recommendation on the standard of remuneration)	—	—
Aug. 7, 2014	0.27% increase in remuneration	Apr. 1, 2014	Implemented as recommended by the NPA
Aug. 6, 2015	0.36% increase in remuneration	Apr. 1, 2015	(Same as above)
Aug. 8, 2016	0.17% increase in remuneration	Apr. 1, 2016	(Same as above)
Aug. 8, 2017	0.15% increase in remuneration	Apr. 1, 2017	(Same as above)

Appendix 3: Organization Chart of the Japanese Government



Appendix 4: Organization Chart of the NPA







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