

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)

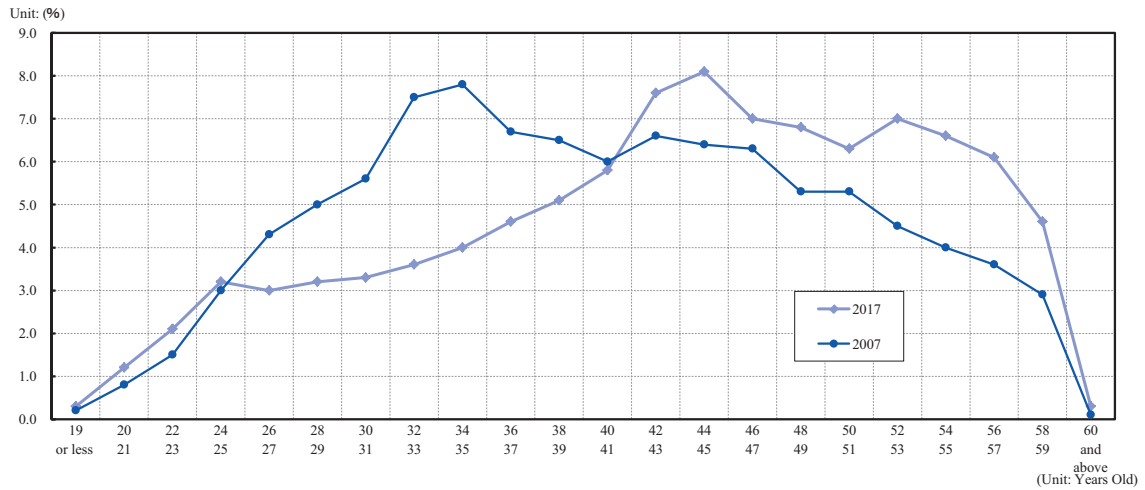
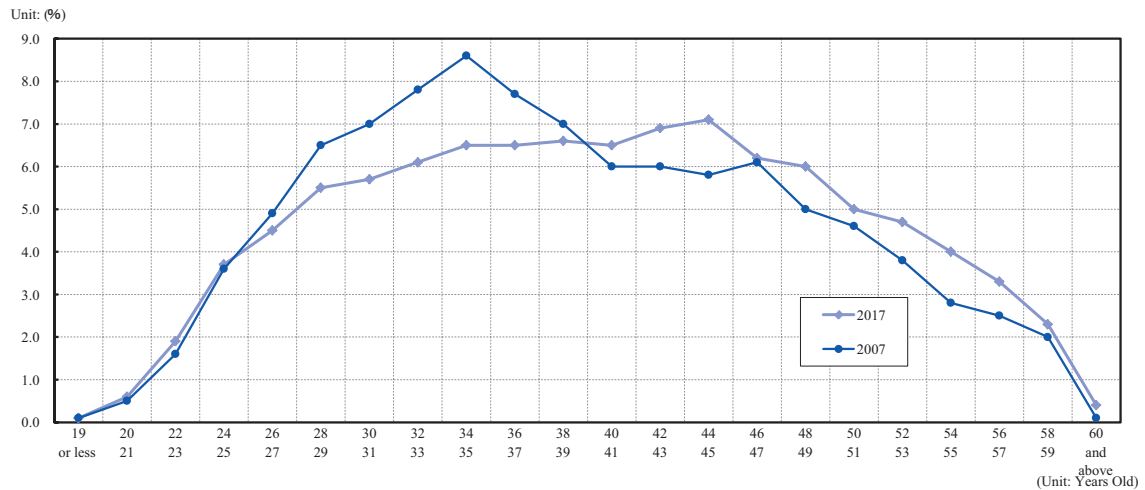


Figure 2 Trends in Personnel Distribution Ratio by Age Group (Employees Subject to Admin (I) (HQ))
(Aggregated by the NPA based on the Fact-finding Survey of Remuneration of National Public Employees)



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

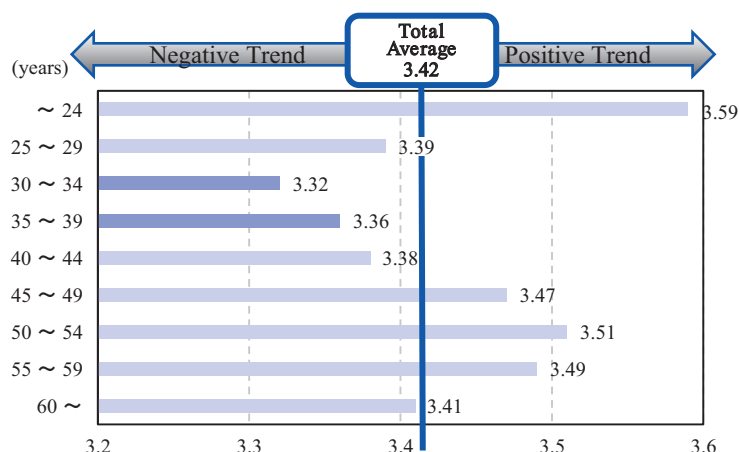


Table 5 Question Items Whose Average Values among the Employees in Their 30s are 3.19 or Lower and the Lowest Among All the Age Groups

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.

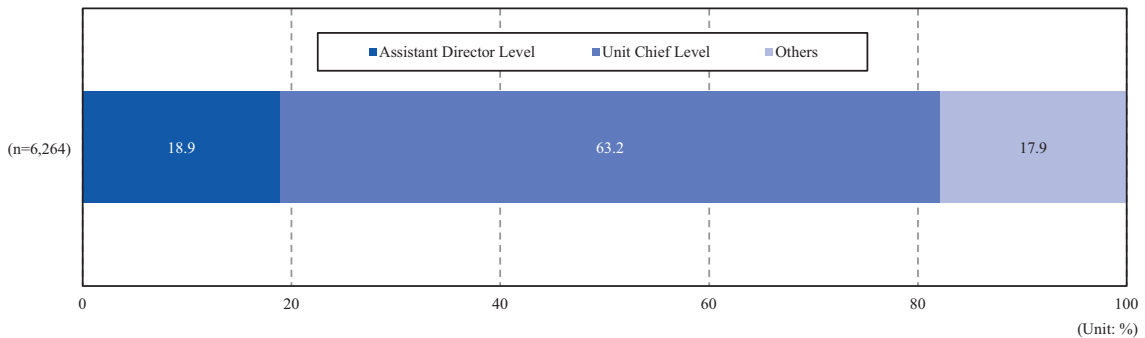
Section 2. Survey of the Employees in Their 30s

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

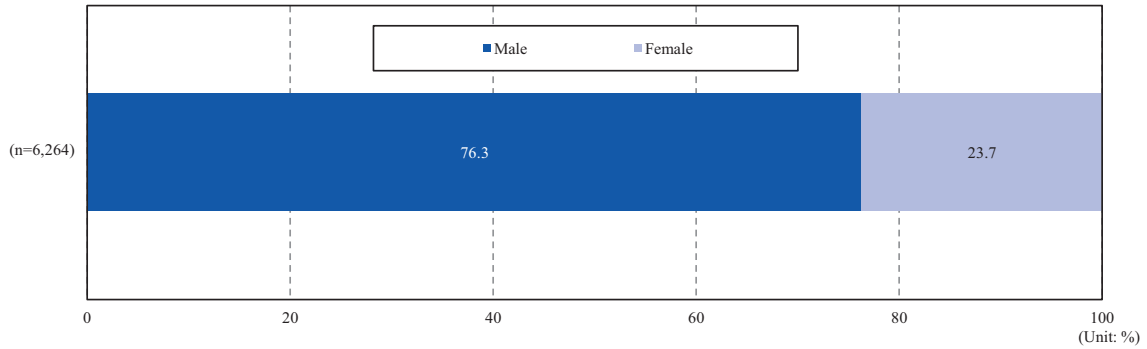
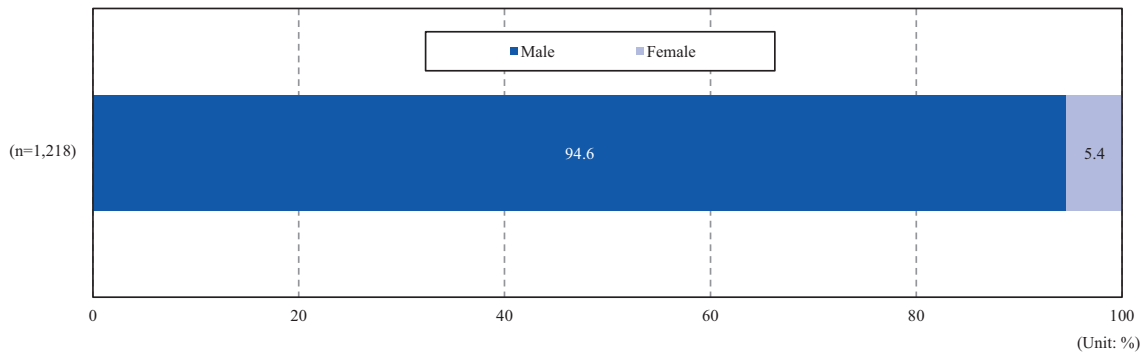


Figure 6 [Survey of the Division Director Level] Breakdown of Respondents by Gender



2. Overview of the Survey Results

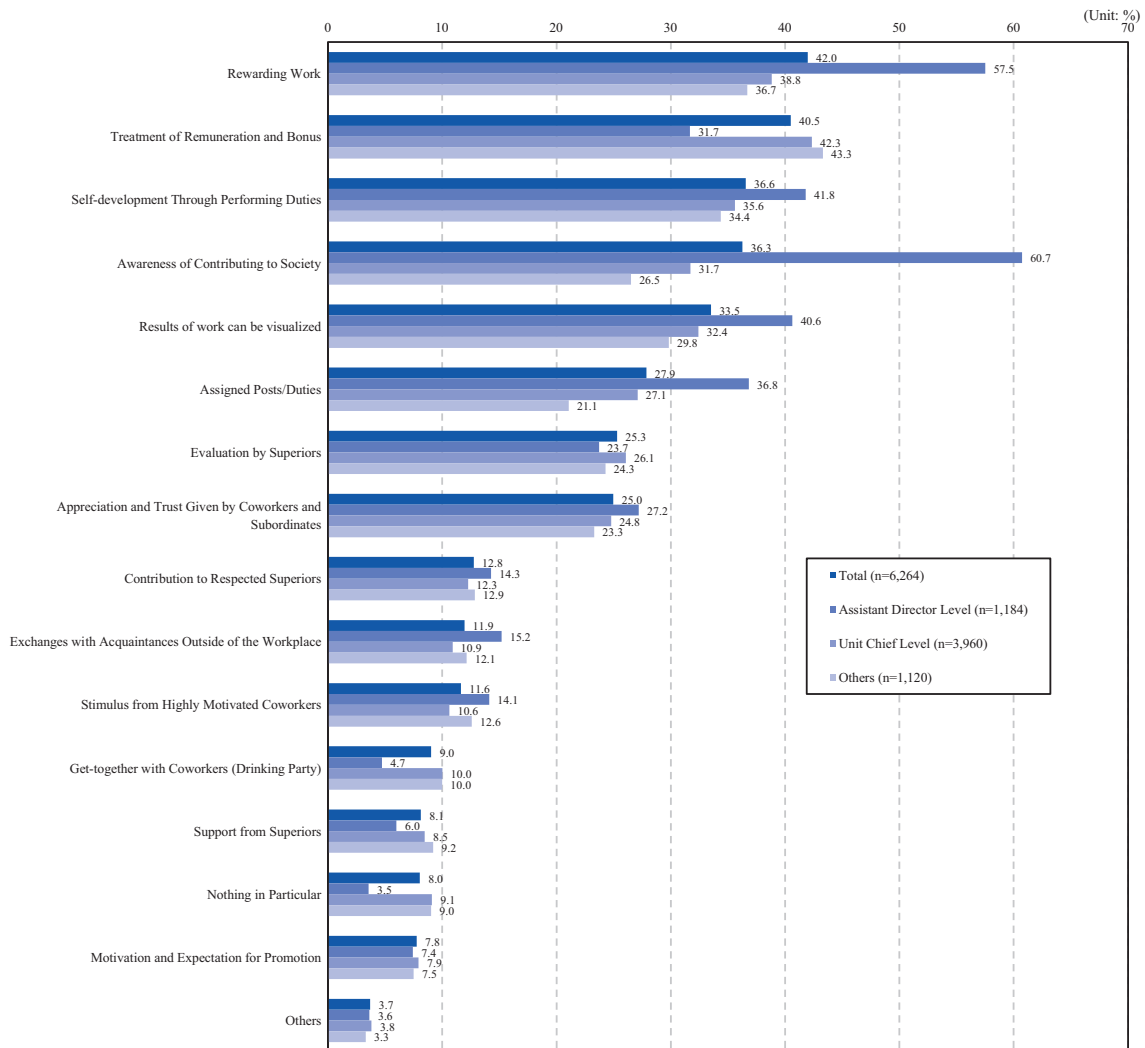
Below is an overview of the results of the 2018 Survey.

(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.

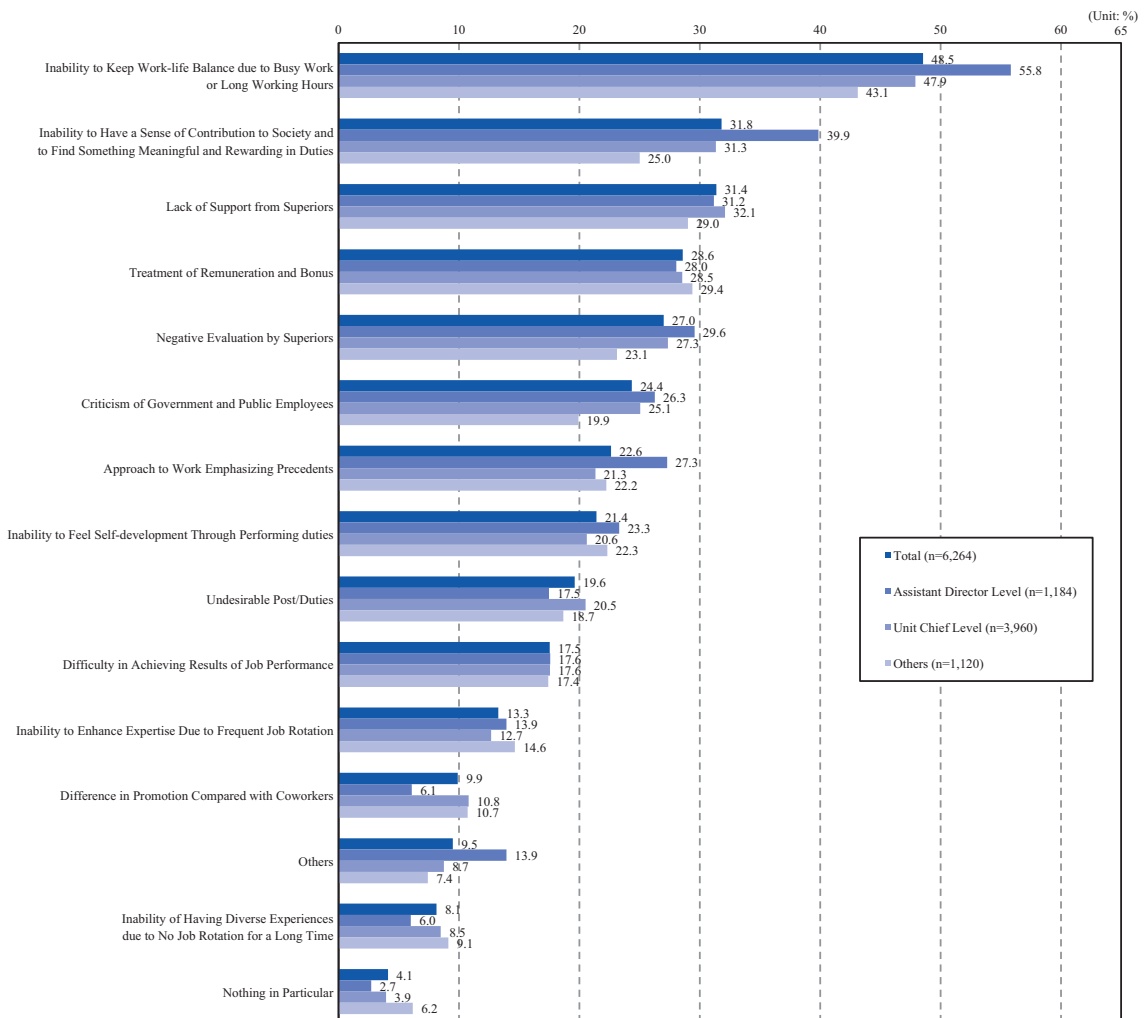
On the other hand, the ratio of the respondents who selected “difference in promotion compared with

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

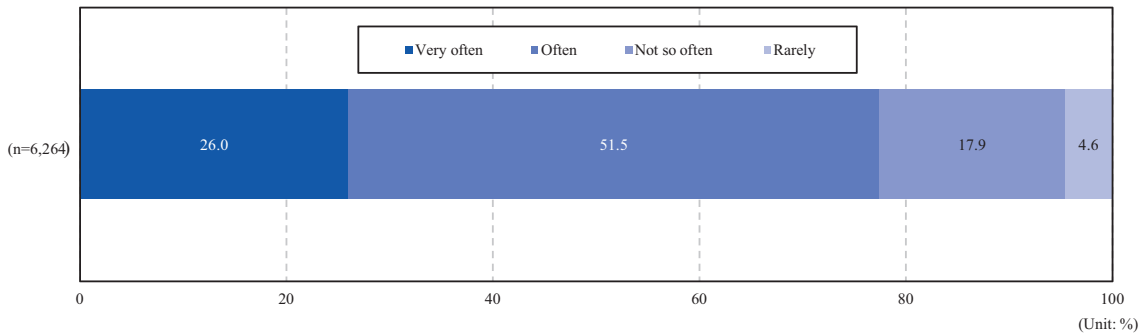
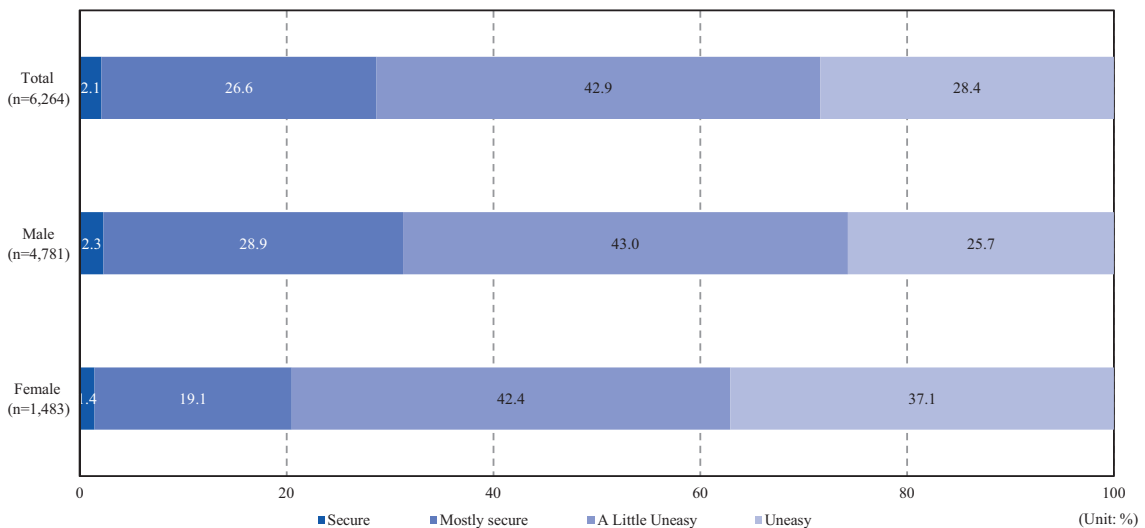


Figure 10 [Survey of the 30s] Sense of Security about Future Career Development Such as Capacity Building and Expertise Acquisition and about Work-life Balance



(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)

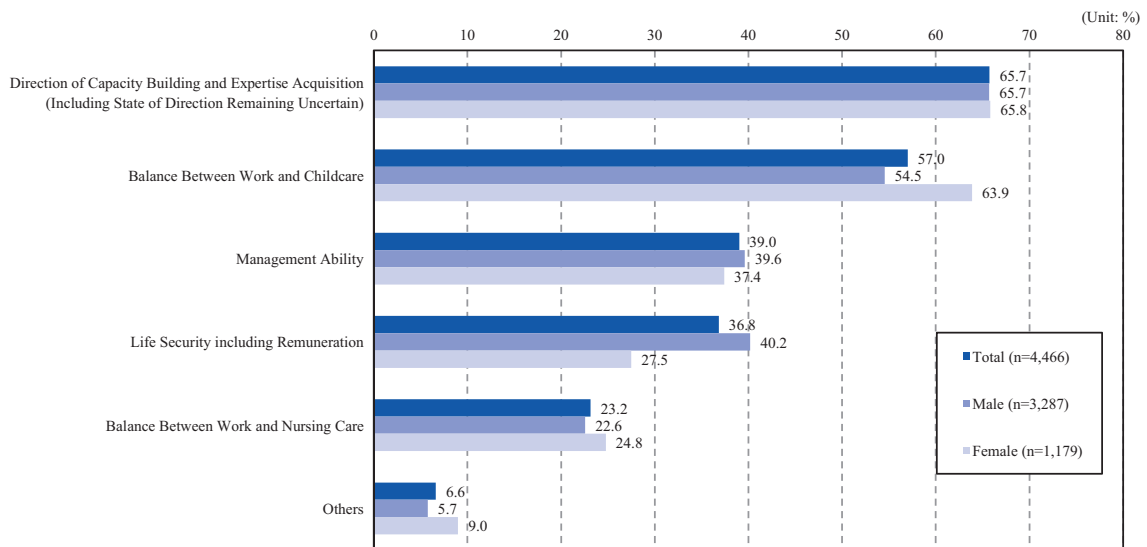


Figure 12 [Survey of the 30s] Is the Content of Work Suitable to Yourself?

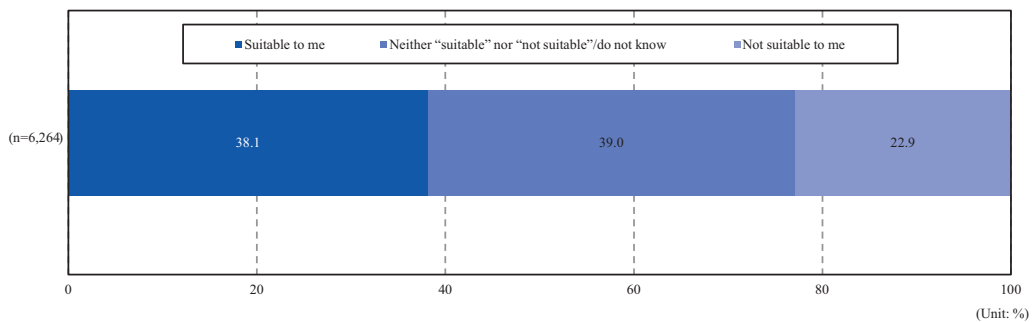
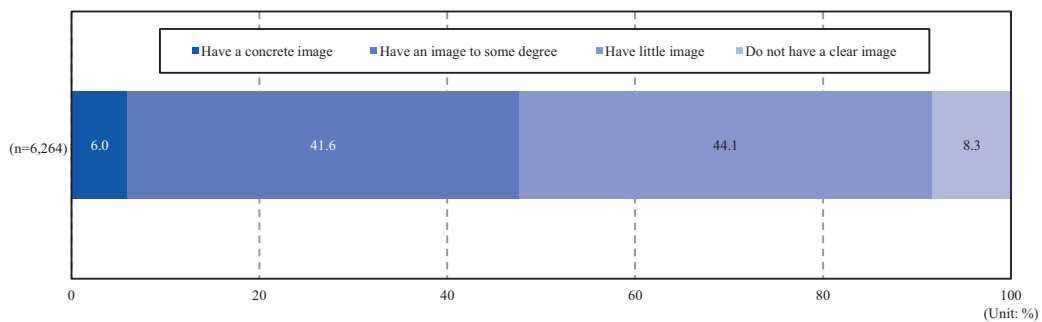
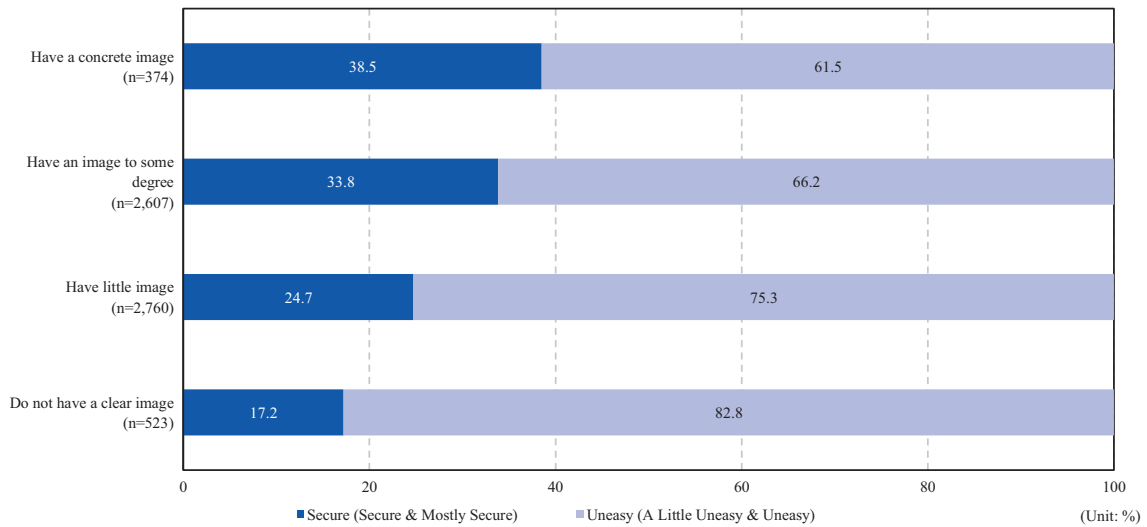


Figure 13 [Survey of the 30s] Whether or not Having an Image about Aptitude and Future Career Development of Oneself



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

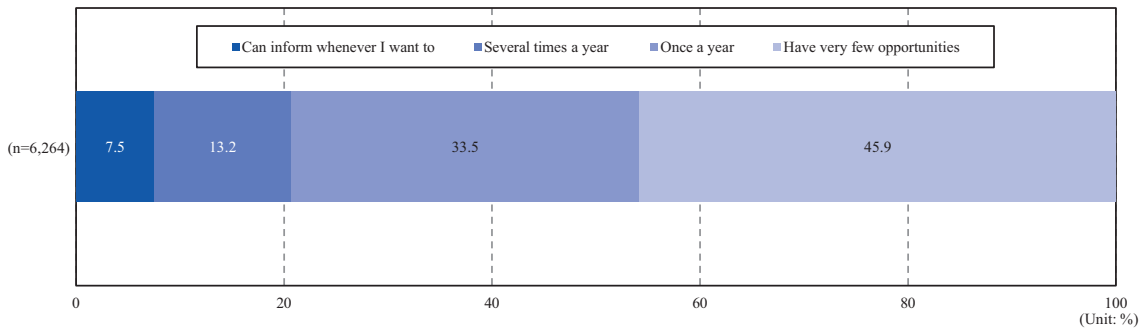
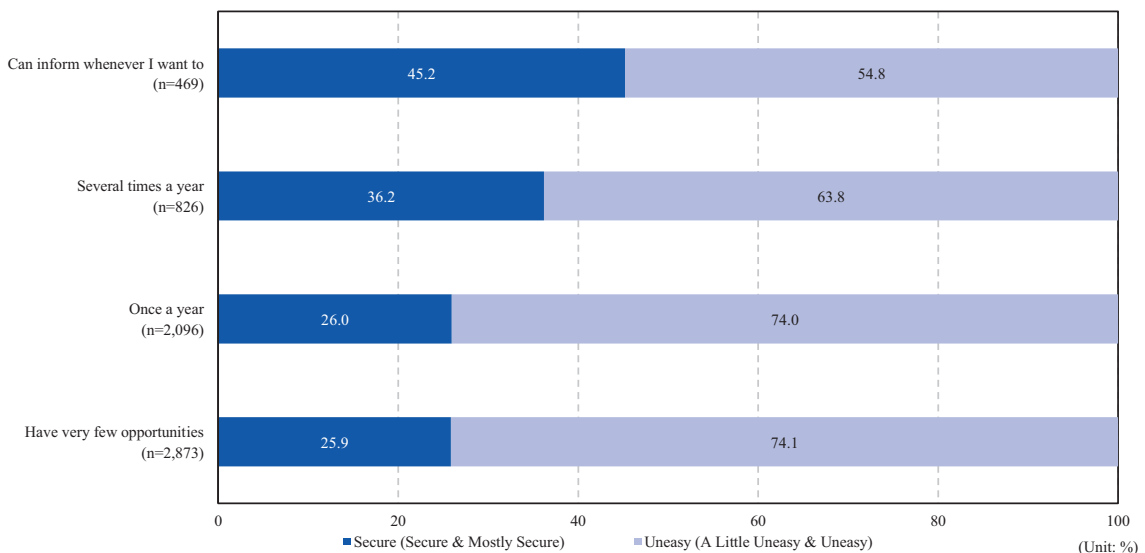


Figure 16 [Survey of the 30s] Frequency of Consultation with the Personnel Authorities and a Sense of Security About Future Career Development



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

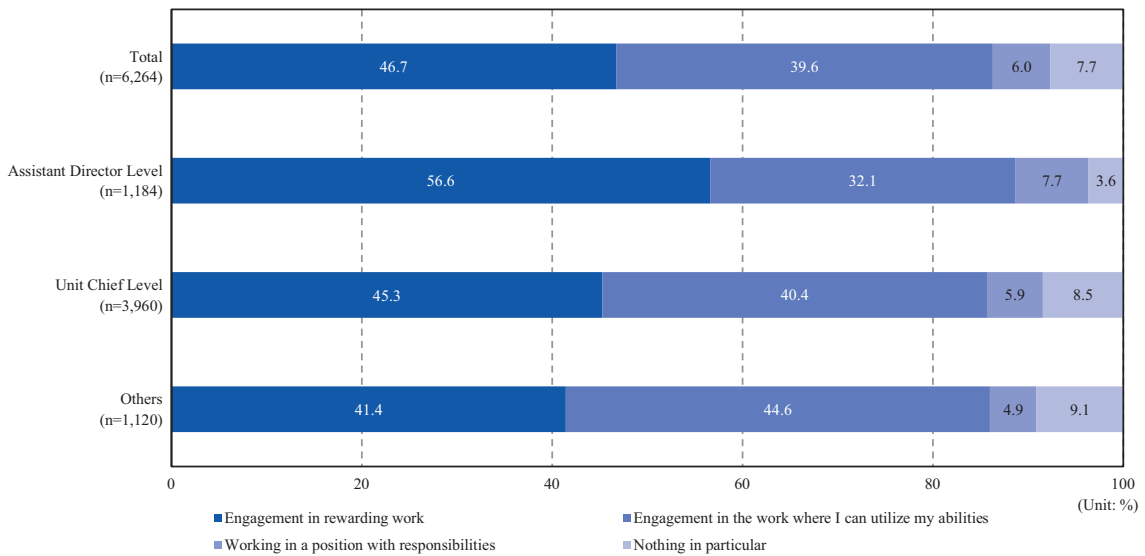


Figure 18 [Survey of the 30s] Ideas about the Direction of Future Career Development

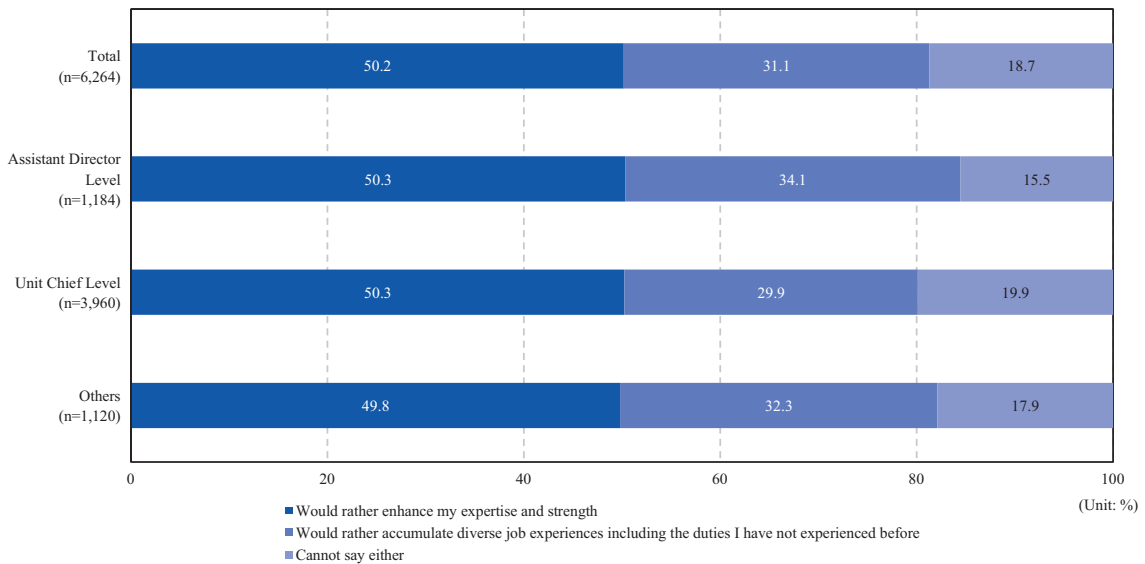


Figure 19 [Survey of the 30s] Ideas about Future Managerial Work

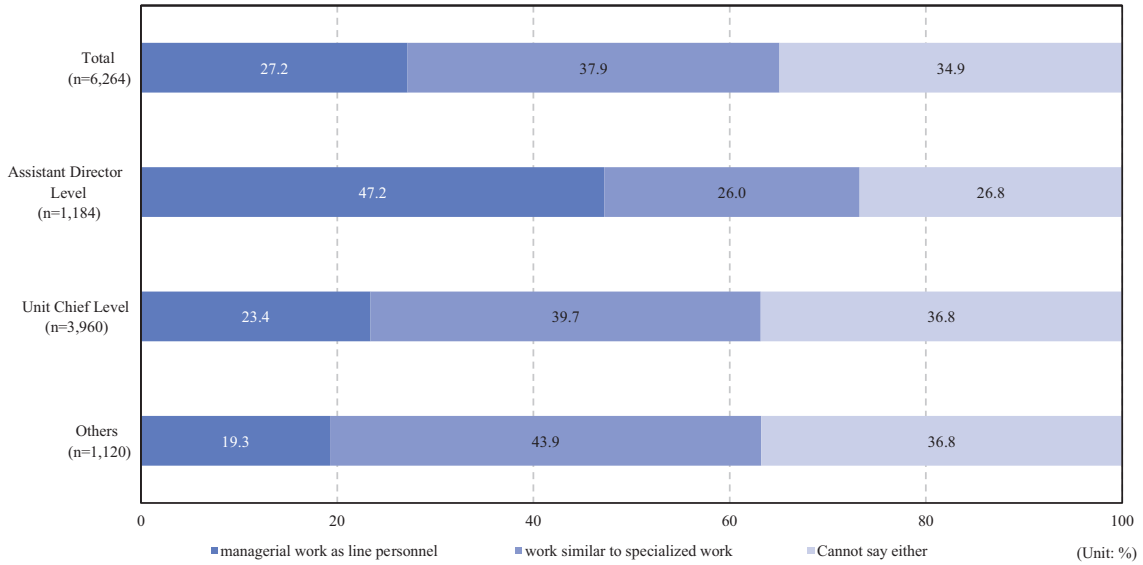
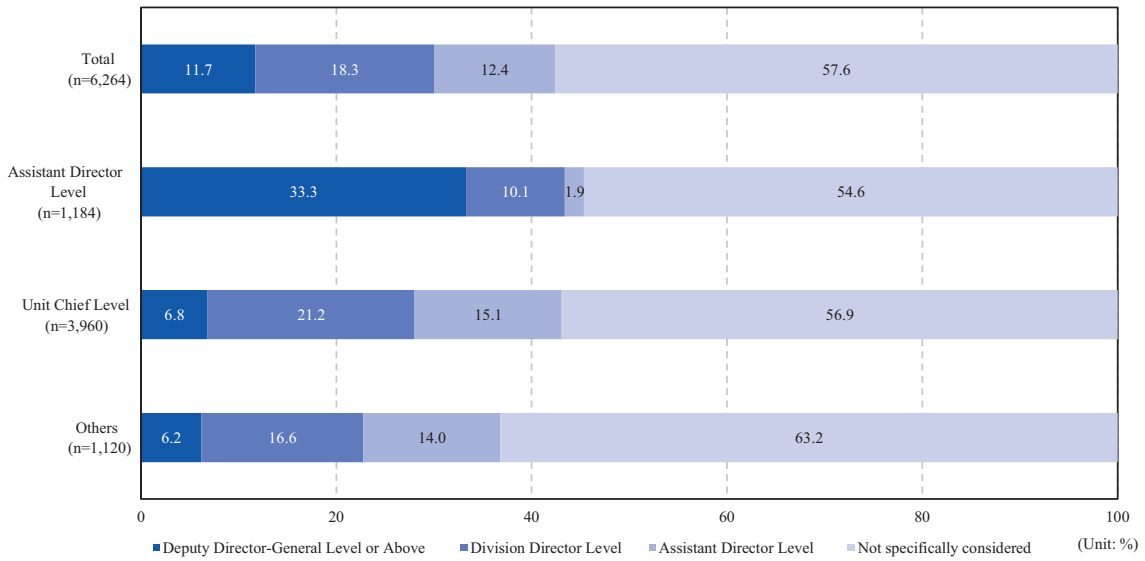


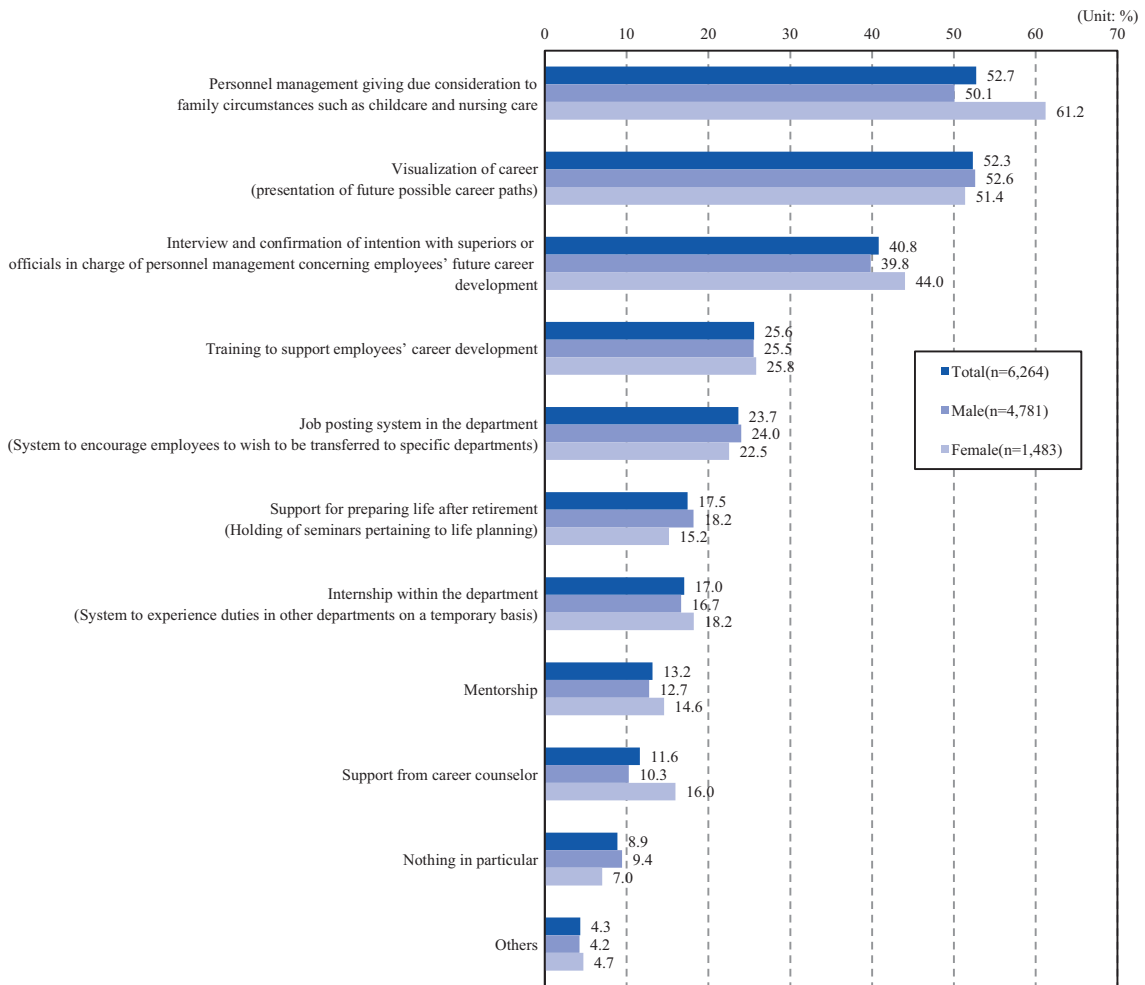
Figure 20 [Survey of the 30s] To What Level Do You Want To Get Promoted?



(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

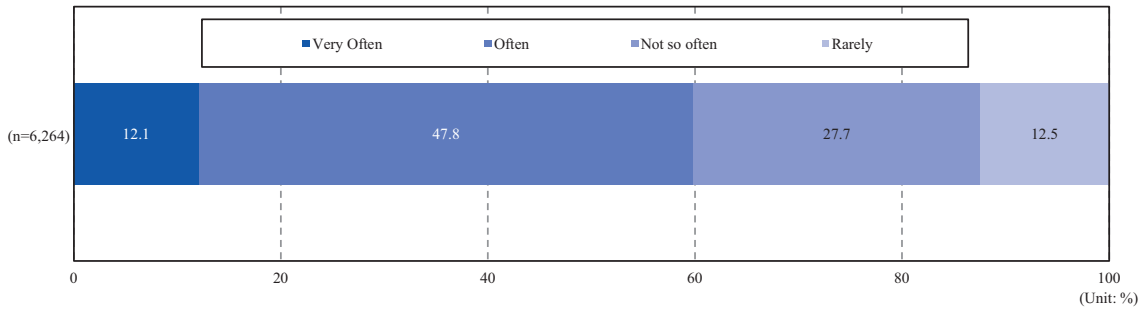
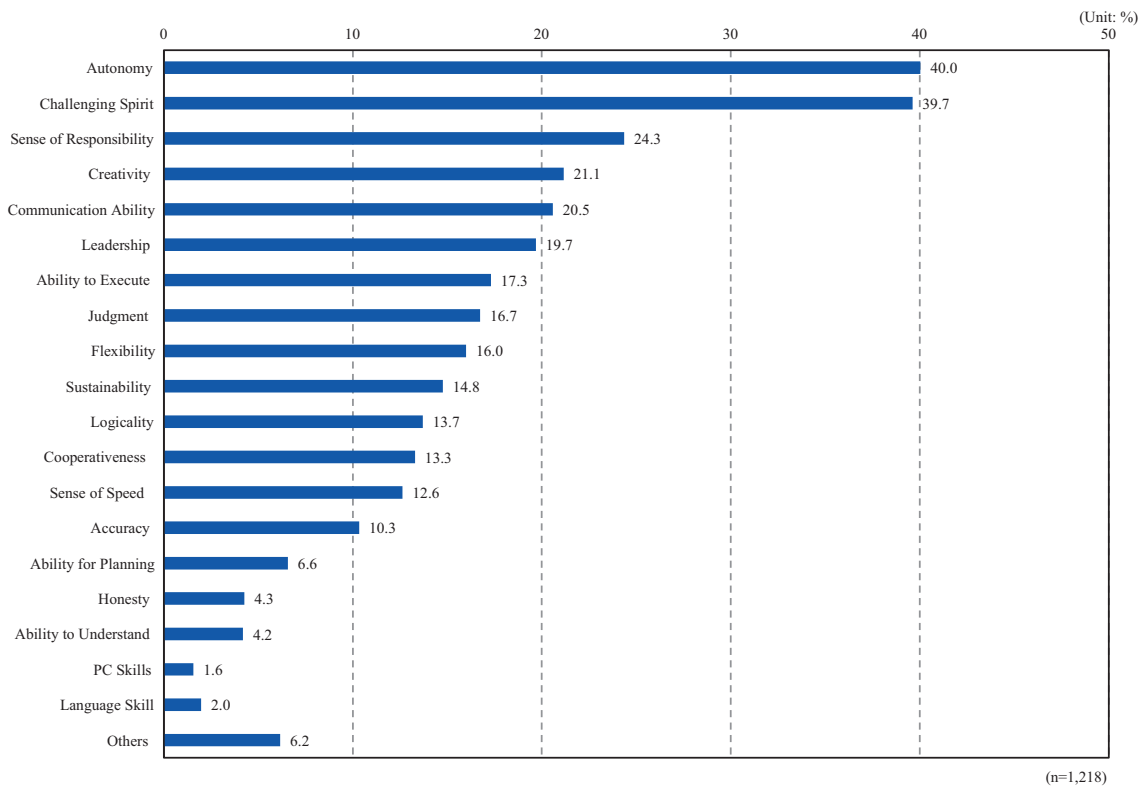


Figure 23 [Survey of the Division Director Level] In Which Trait Current Employees in Their 30s Are Insufficient Compared with You in Your 30s (Up to five items can be selected.)



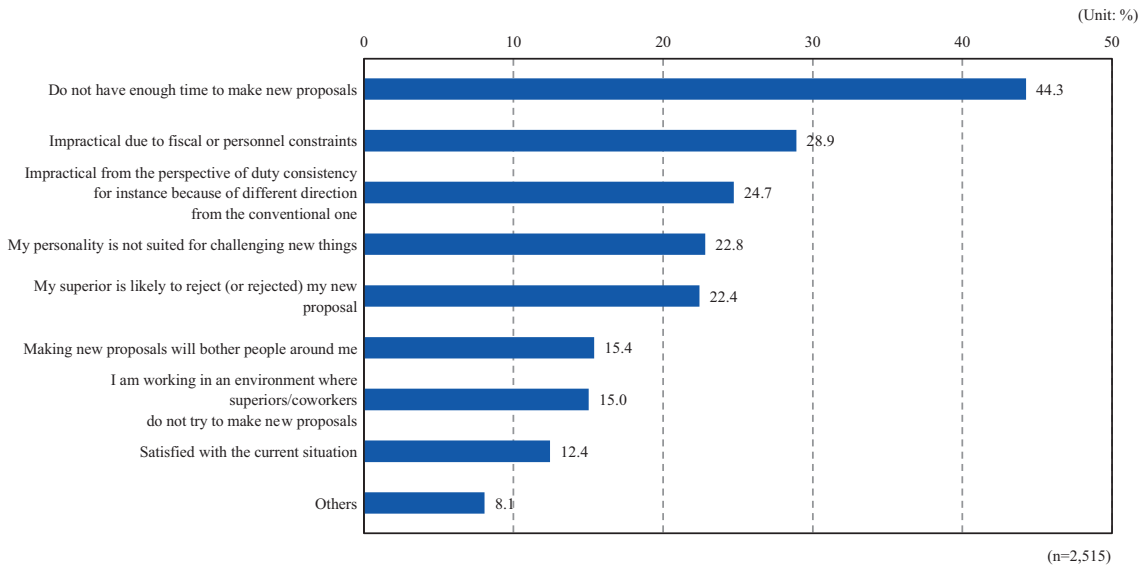
(b) Reasons for not performing challenges

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.”

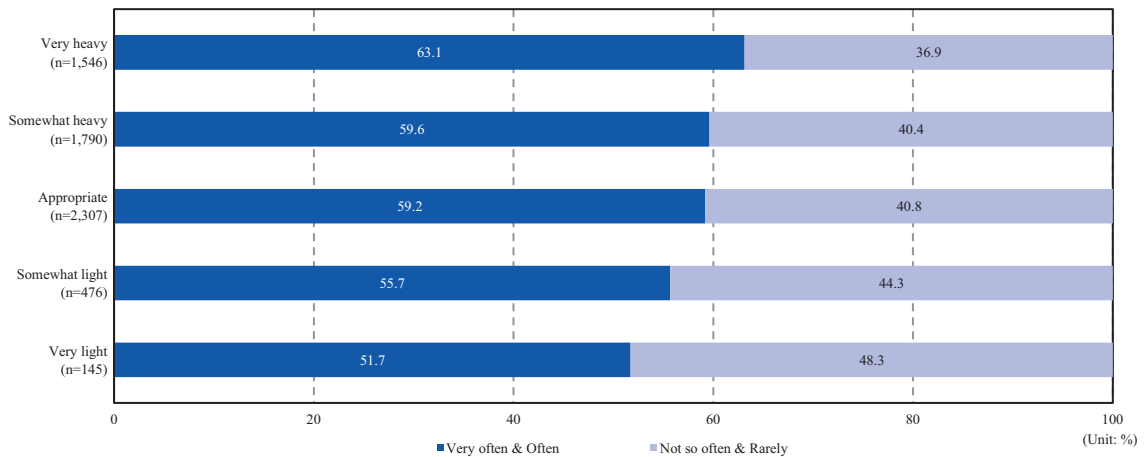
Additionally, over 20% of the respondents chose “My personality is not suited for challenging new things” and “My superior is likely to reject (or rejected) my new proposal.”

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)



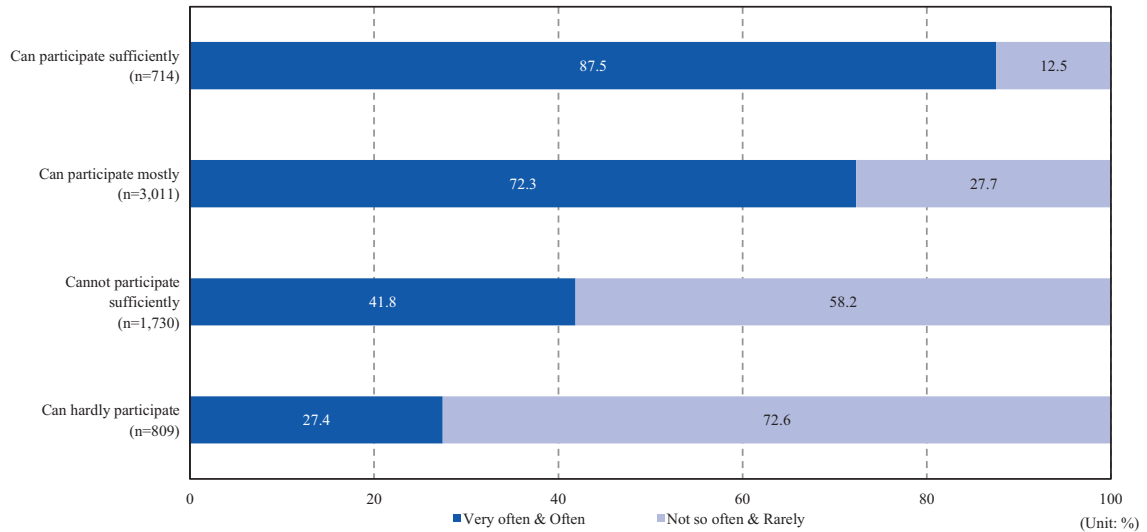
The results indicate that a certain number of the employees in their 30s state that they cannot make new proposals or perform challenges due to heavy workload. Meanwhile, cross-tabulations were performed on actual feeling of workload and frequency of making new proposals or performing challenges. The 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

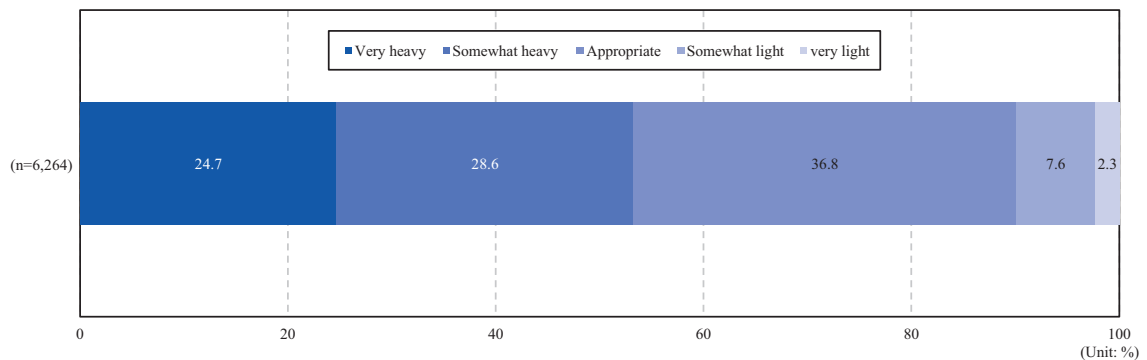
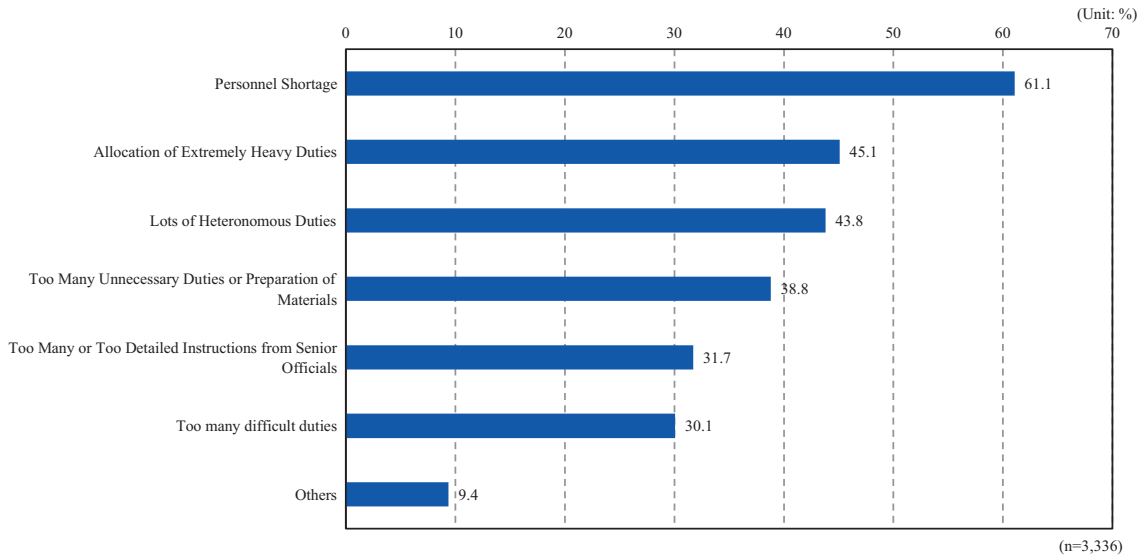


Figure 28 [Survey of the 30s] Reasons for Heavy Workload
 (The question asked to the employees who answered “very heavy” or “somewhat heavy” to the question shown in Figure 27) (Multiple answers allowed)



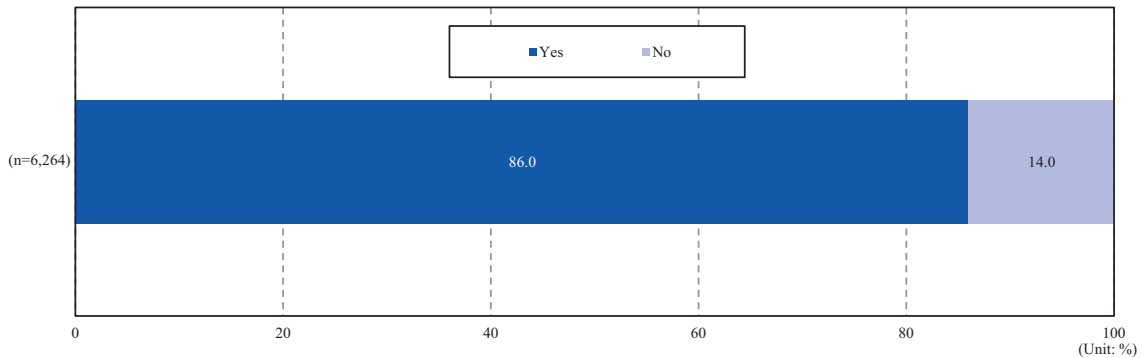
(b) Potential for streamlining of duties

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

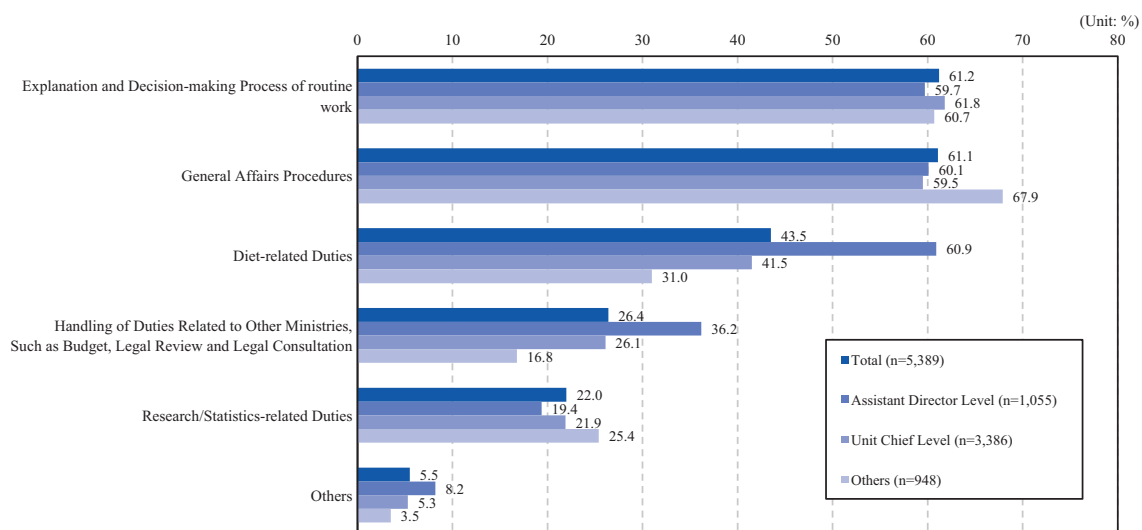
Concerning specific duties that can be streamlined, more than 60% of the respondents selected “explanation and decision-making process of routine work” (61.2%) or “general affairs procedures” (61.1%) followed by “Diet-related duties” (43.5%) [Figure 30].

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?



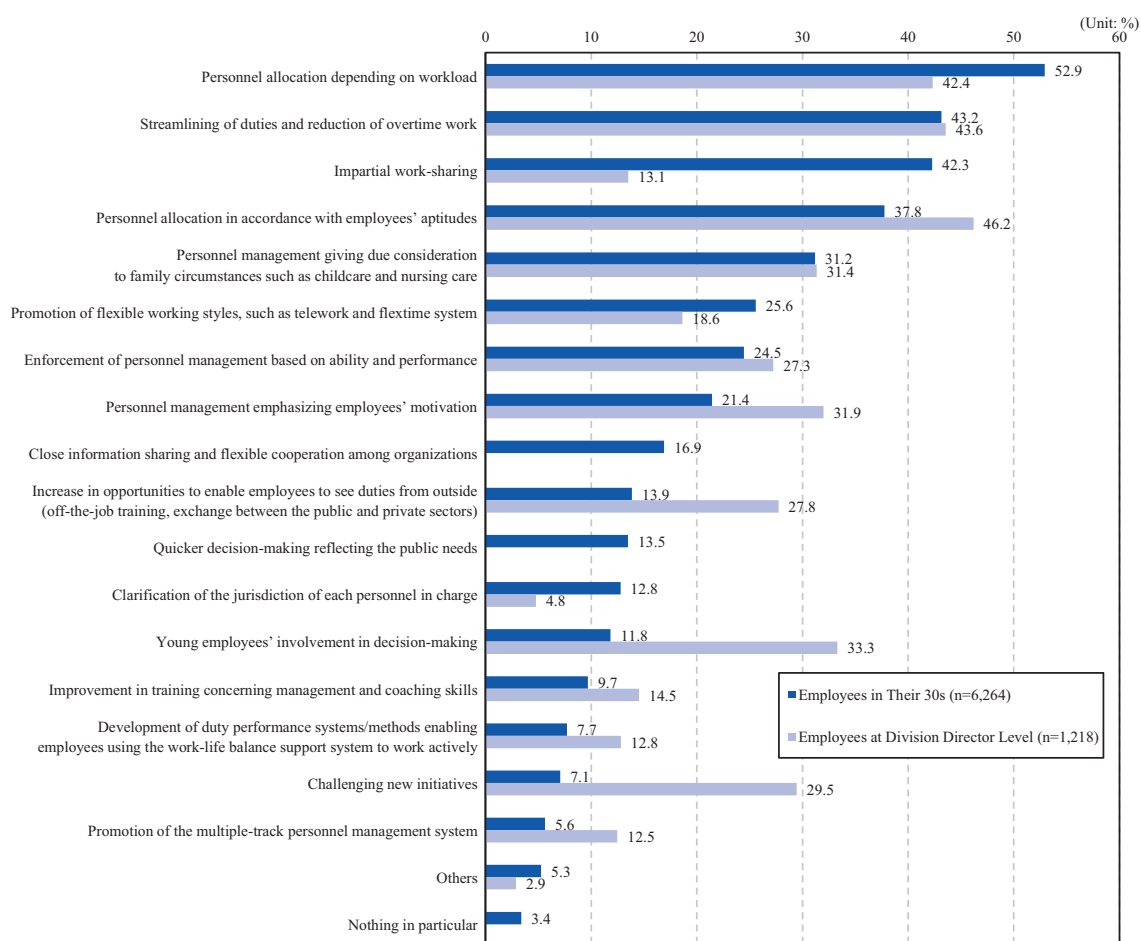
**Figure 30 [Survey of the 30s] What are exactly the duties with such potential?
(The question asked to the employees who answered “yes” to the question shown in Figure 29) (Multiple answers allowed)**



(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.)

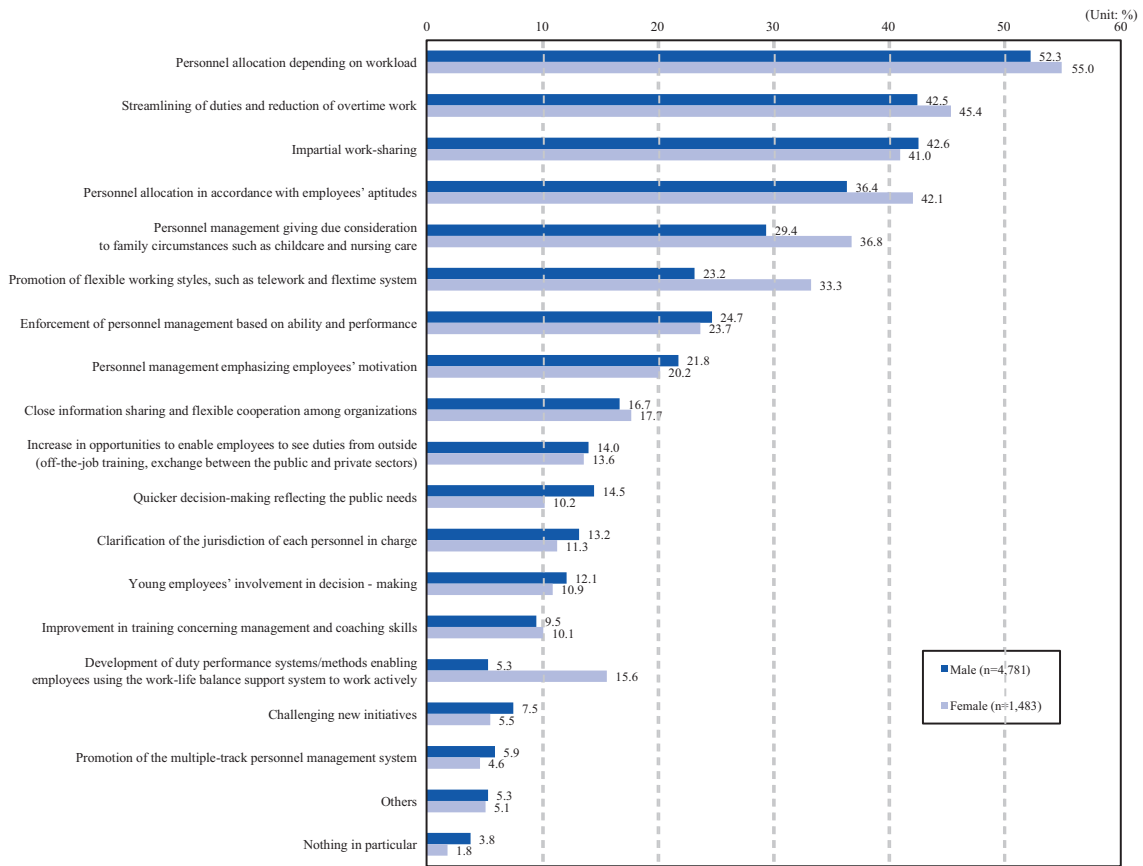


※The questionnaire for the Survey of the Employees at Division Director Level did not include “Quicker decision-making reflecting the public needs”, “Close information sharing and flexible cooperation among organizations” and “Nothing in particular” as the answer choices.

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 ?

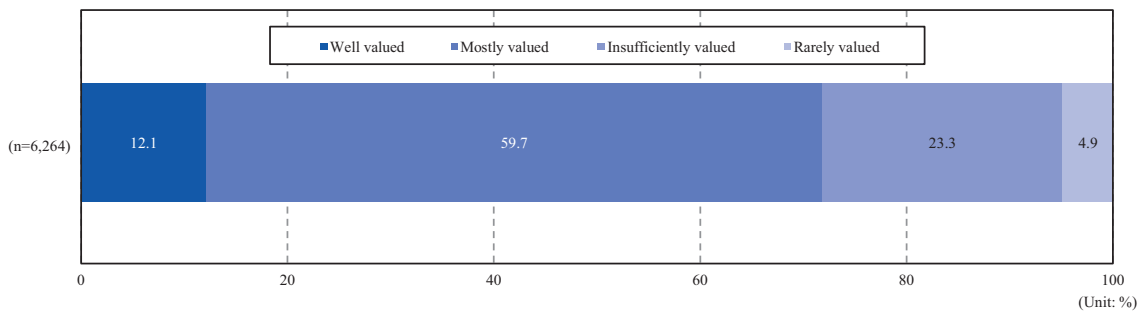
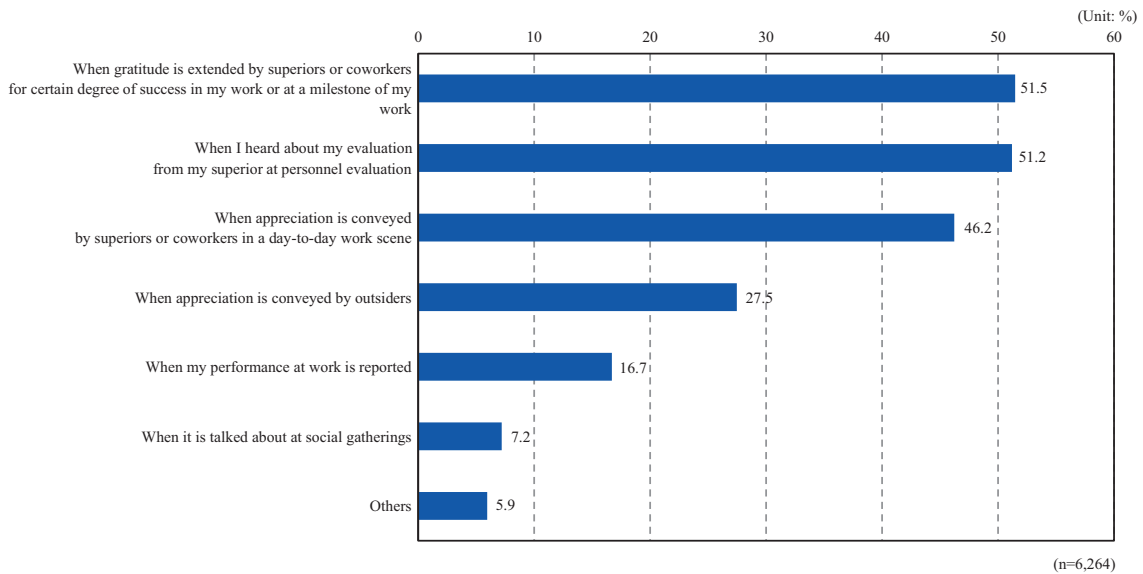


Figure 34 [Survey of the 30s] Time When You Feel Your Work is Valued (Up to three items can be selected.)



(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?

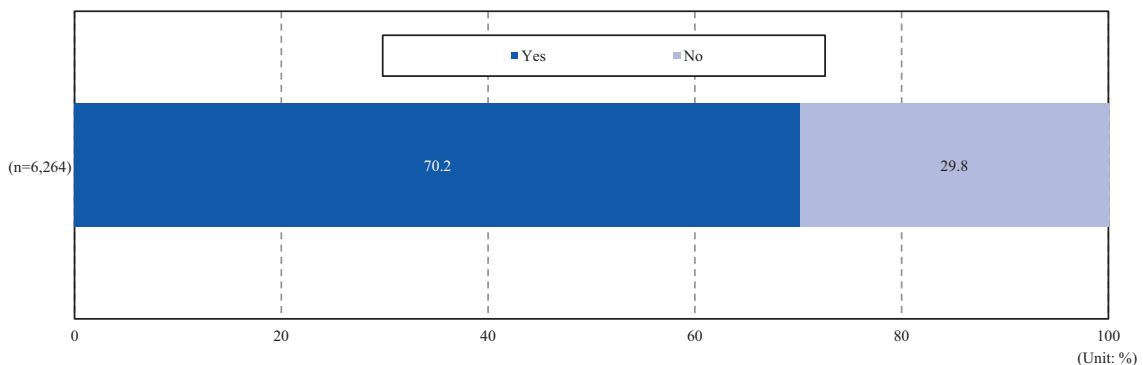


Figure 36 [Survey of the 30s] The Factors That Made You Consider the Superior as Ideal(The question asked to the employees who answered “yes” to the question shown in Figure 35) (Up to five items can be selected.)

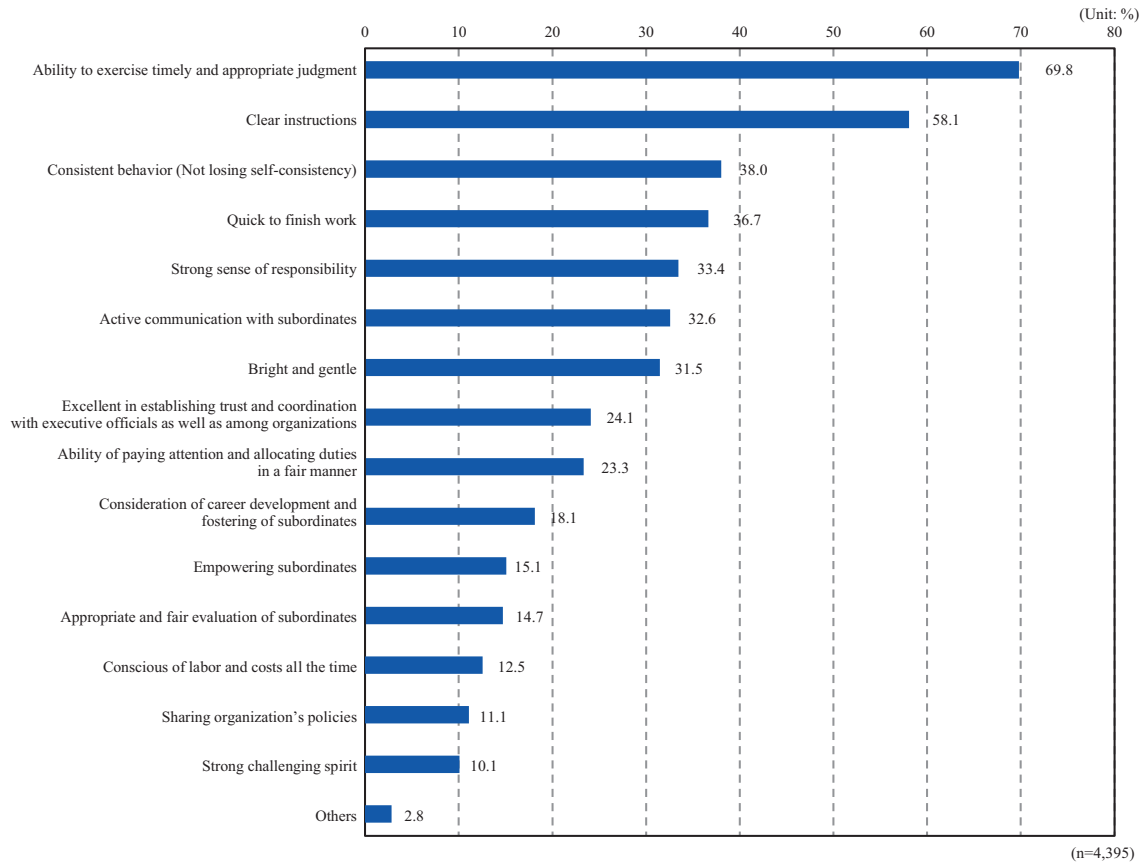
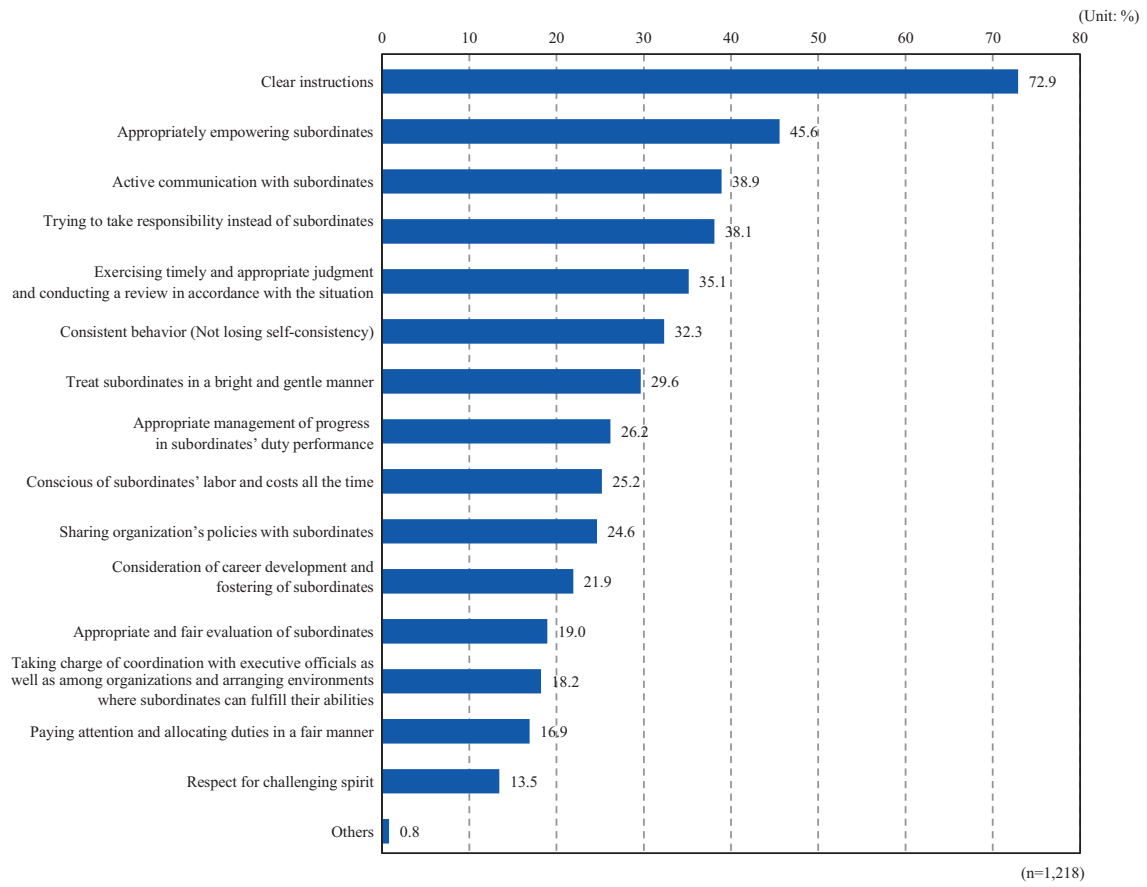


Figure 37 [Survey of the Division Director Level] Matters you try to emphasize most when performing duties with your subordinates (Up to five items can be selected.)



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?

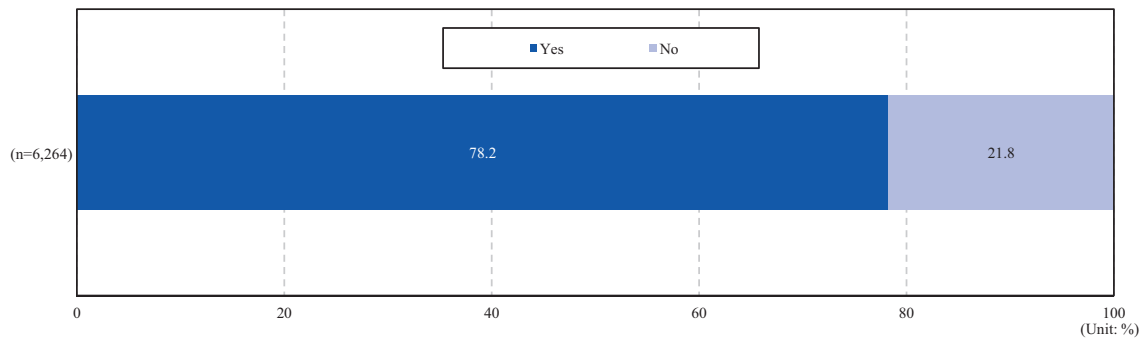
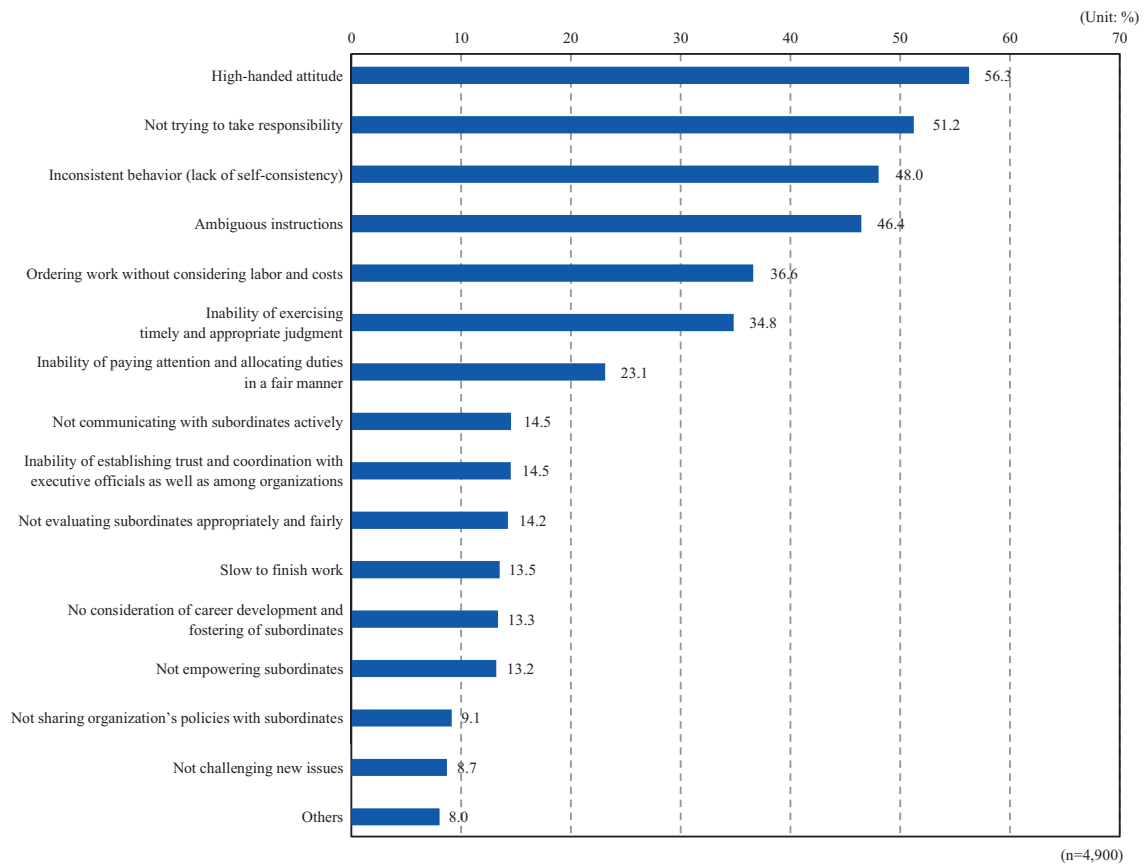


Figure 39 [Survey of the 30s] What made you feel such a strong dissatisfaction?(The question asked to the employees who answered “yes” to the question shown in Figure 38) (Up to five items can be selected.)



(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)

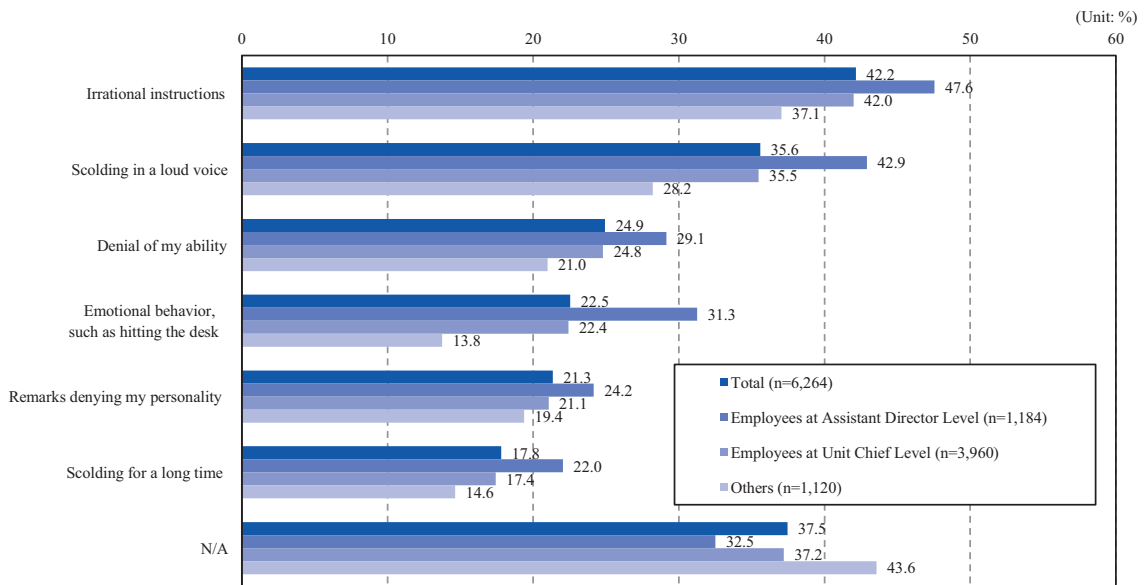
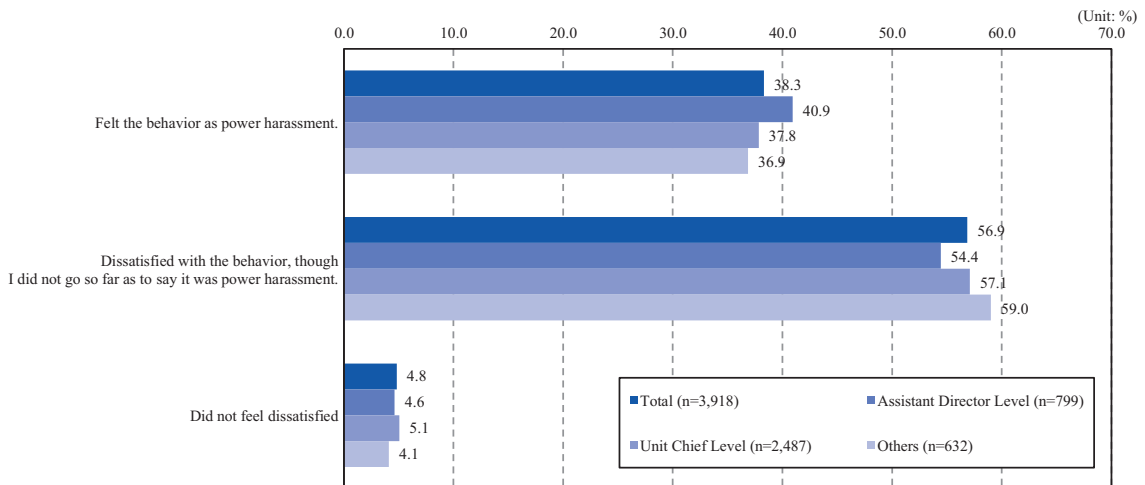


Figure 41 [Survey of the 30s] Did you Feel Your Superiors' Strict Instructions as Power Harassment? (The question asked to the employees who chose the answers other than "N/A" to the question shown in Figure 40)



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?

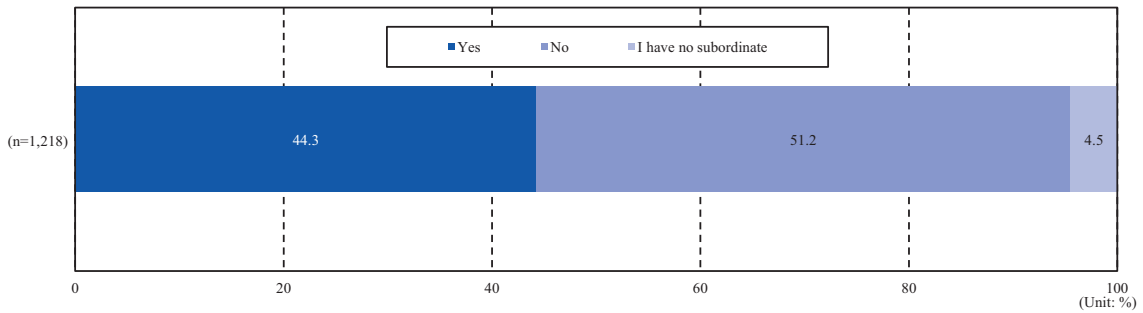
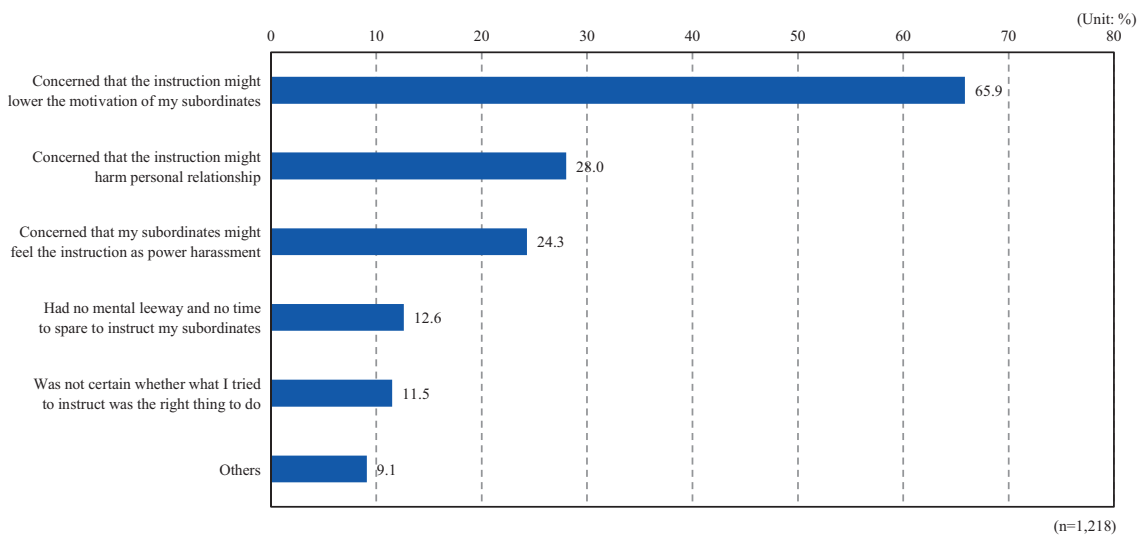


Figure 43 [Survey of the Division Director Level] Reasons for Having Hesitated to Provide Instructions(The question asked to the employees who chose “yes” to the question shown in Figure 42) (Multiple answers allowed)



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?

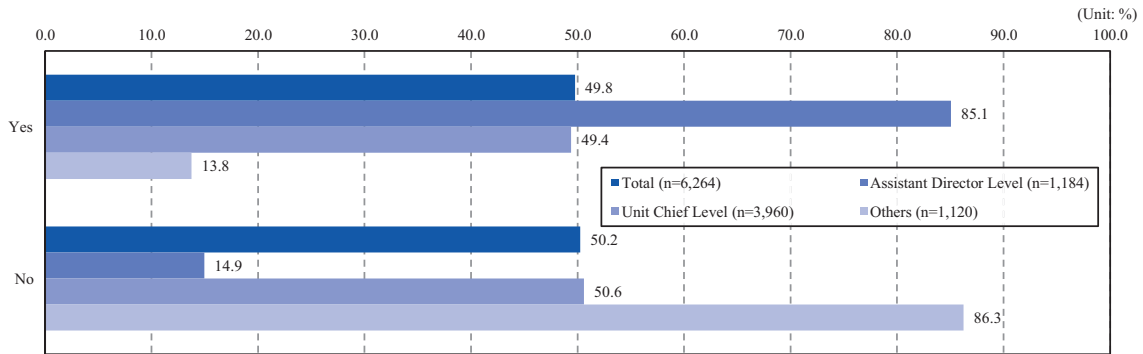


Figure 45 [Survey of the 30s] Have You Ever Hesitated to Provide Instructions on Occasions When You Had to Instruct Your Subordinates in the Past Several Years?

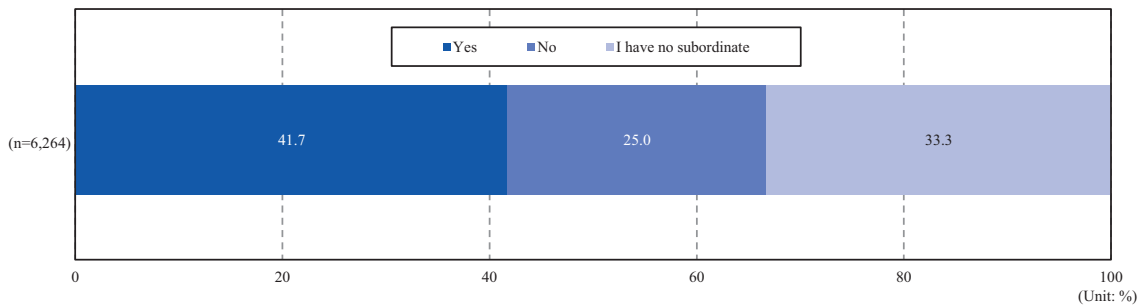
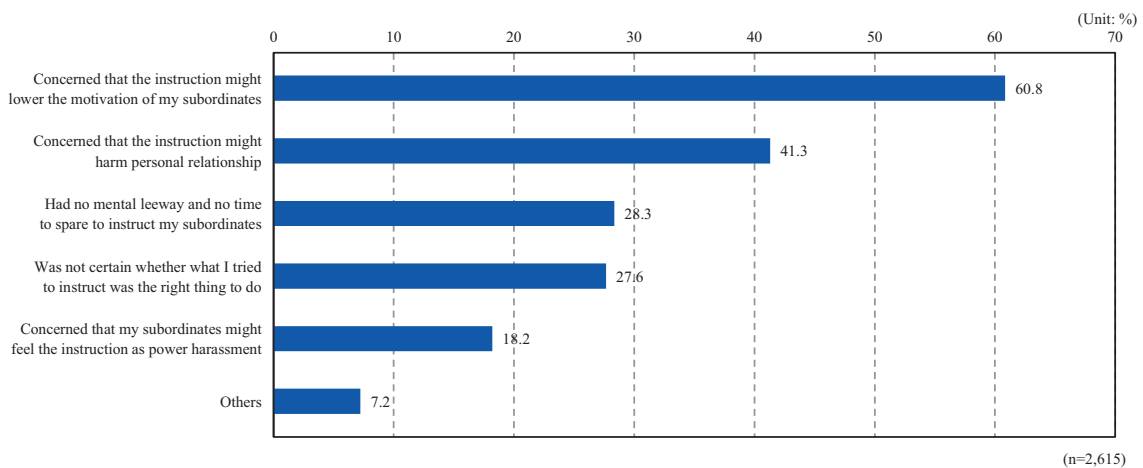


Figure 46 [Survey of the 30s] Reasons for Having Hesitated to Provide Instructions (The question asked to the employees who chose “yes” to the question shown in Figure 45) (Multiple answers allowed)



(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

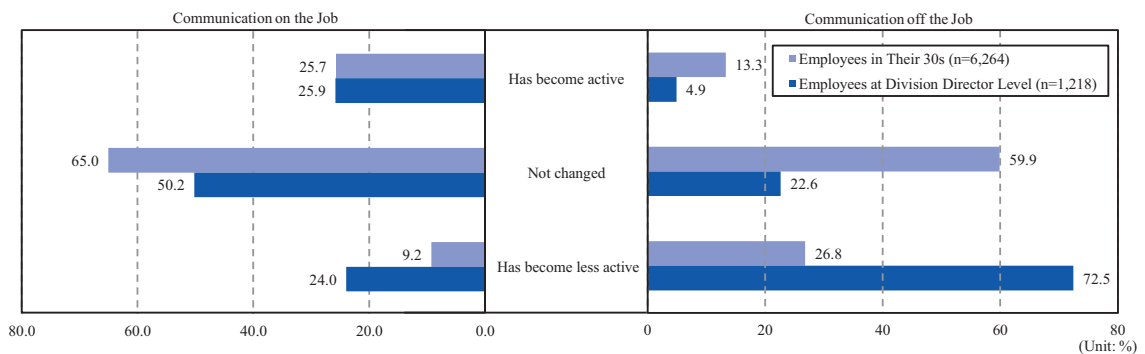
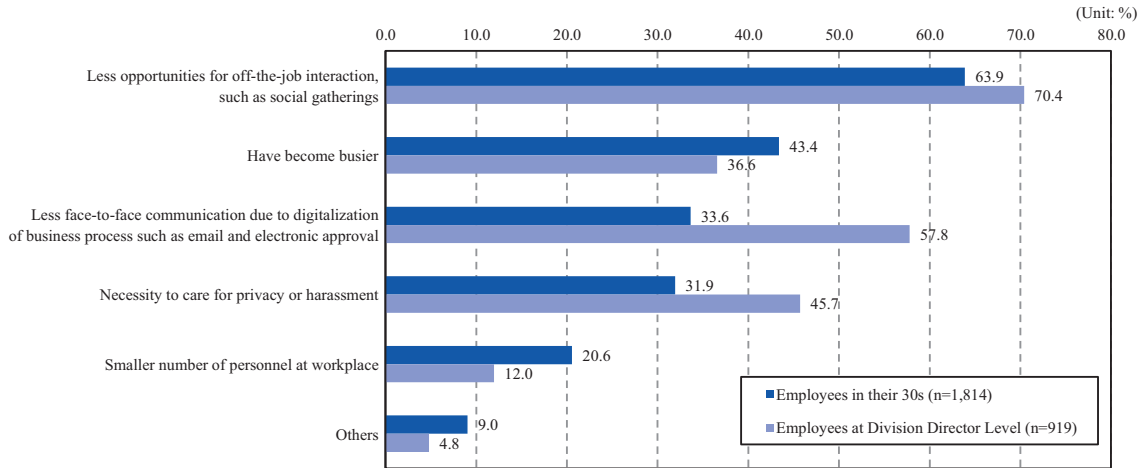


Figure 48 [Survey of the 30s and the Division Director Level] Reasons for Less Active Communication within the Ministry (The question asked to the employees who chose “has become less active” to the question concerning “communication on the job” or “communication off the job” shown in Figure 47) (Multiple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