

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)

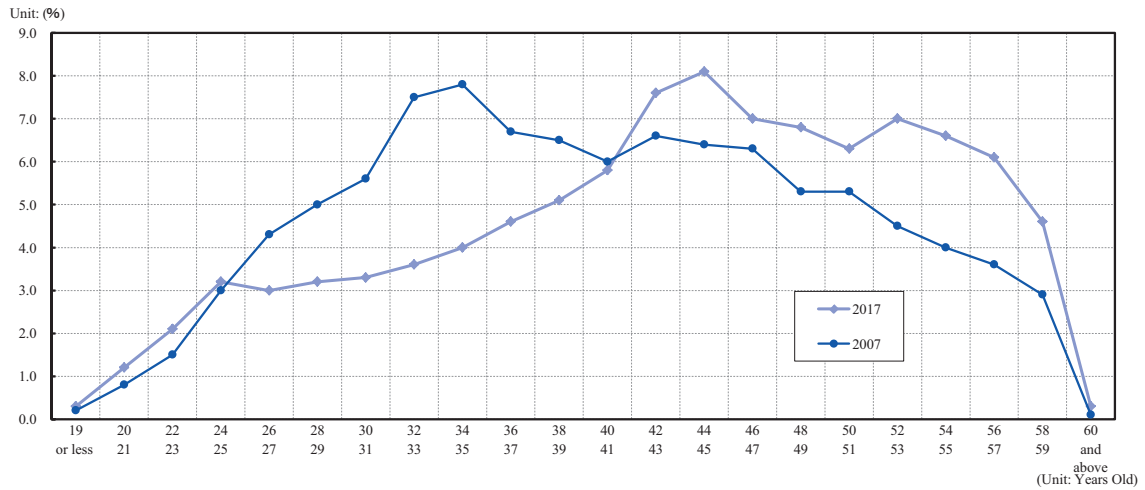
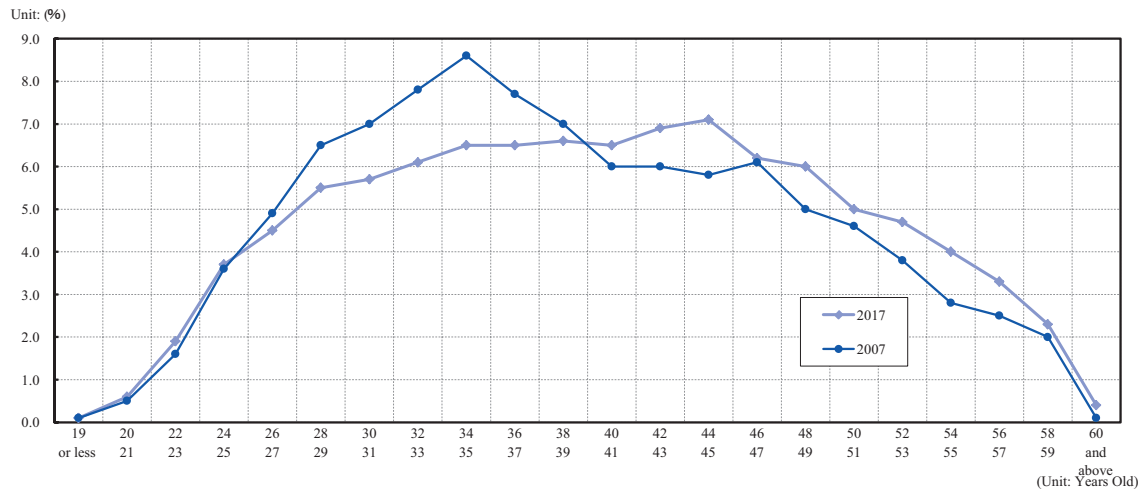


Figure 2 Trends in Personnel Distribution Ratio by Age Group (Employees Subject to Admin (I) (HQ))
(Aggregated by the NPA based on the Fact-finding Survey of Remuneration of National Public Employees)



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].