

Foreword

Under the basic principle of the National Public Service Act, which guarantees democratic and efficient management of public service, the NPA has made efforts to achieve its mission, such as securing the fairness of personnel administration and protecting the interests of employees. The public employee system, including the NPA's recommendation system, has fulfilled important functions as the basis of the administrative operation.

Recent progress in declining birthrate and aging population as well as decrease in working age population have had an extensive impact on society, creating opportunities to secure labor force and to review the conventional working style. Under such circumstances, the NPA considers it important to work on various issues related to the current personnel administration, particularly the development and promotion of personnel policies to secure and develop diverse human resources, revision of the remuneration system along with gradual raising of the mandatory retirement age, and to realize working styles that enable employees to fulfill their abilities and experiences in order to secure efficient and dynamic public administrative organizations in the future to allow all the employees to fully utilize their abilities and experiences. The NPA will continue to play an appropriate role as a third party and a specialized agency responsible for ensuring the fairness of personnel administration and performing the compensatory function for restriction of basic labor rights.

This report consists of two volumes: Volume 1 covers “Personnel Administration” as a whole and Volume 2 describes the “Activities of the National Public Service Ethics Board.” Volume 1 is divided into three parts: Part 1 discusses major trends in personnel administration in FY2019, such as policies for improvement of employees’ working environment including the remuneration recommendation ensuring proper remuneration for public employees, efforts for securing and developing diverse human resources, measures for employment of persons with disabilities in the public sector, policies for Coronavirus Disease 2019 (COVID-19) and international cooperation in personnel administration. Next, Part 2, under a special theme of “To Develop National Public Employees who Open the Way to a Global Society” introduces the initiatives to deal with globalization in public administration and the status of securing and developing international human resources. Part 2 discusses human resource management adapted to a global society as well as the future measures to secure and develop international human resources. Part 3 specifies the NPA Activities in FY2019. The aim of this report is to deepen people’s understanding of personnel administration and public employees.

Number and Type of Public Employees

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

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

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

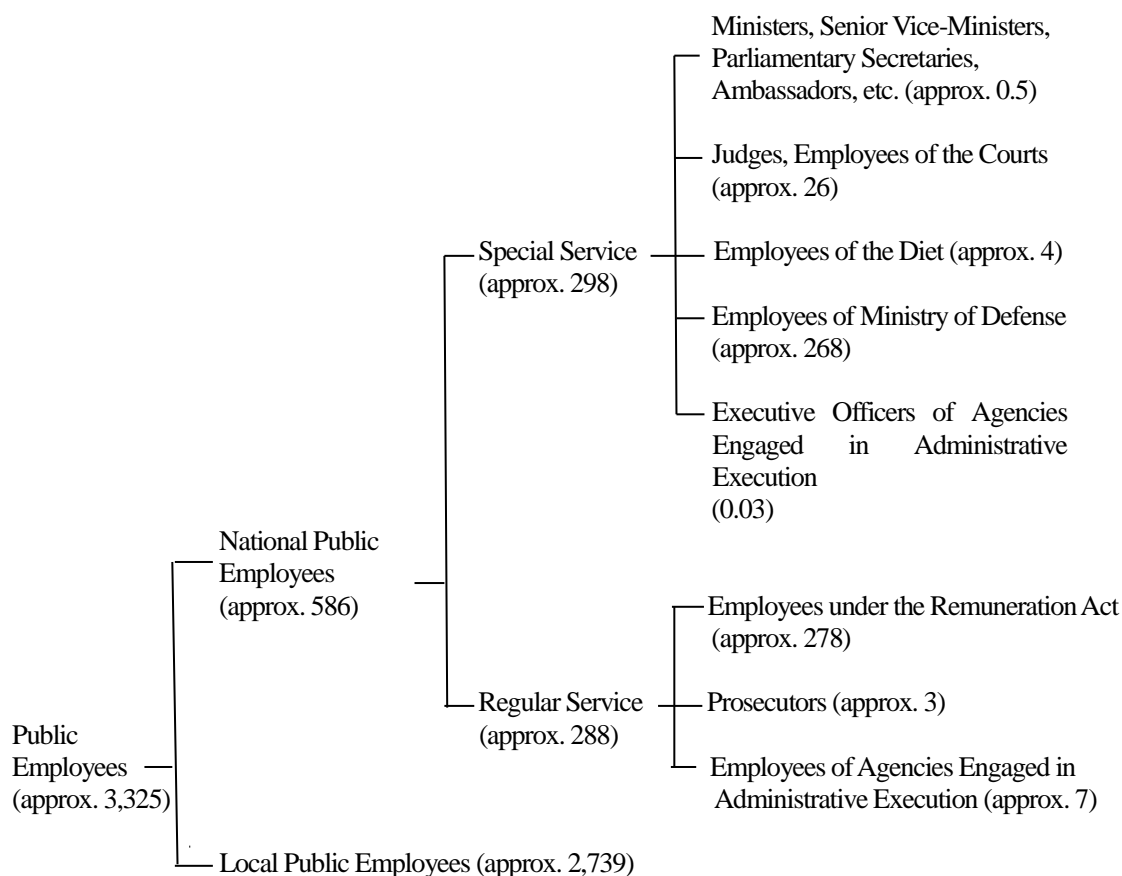
Based on the principle that national public employees in regular service should perform their duties fairly and with neutrality, there are various stipulations in the National Public Service Act, including the principle of the merit system, guarantee of status, and strict service discipline. From the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

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

As employees of some public institutions have become non-public employees due to events such as postal privatization, incorporation of national universities, and conversion of Specified Incorporated Administrative Agencies into Unspecified Incorporated Administrative Agencies (Agencies Managed under the Medium-term Objectives or National Research and Development Agencies after April 1, 2015), the number of national public employees in regular service, which had been maintained at over 800,000 employees since the mid-1960s, has decreased to approximately 288,000 (which is the total number budgeted at the end of FY2020). With the addition of 298,000 employees in special service, the overall number of national public employees is approximately 586,000. Including local public employees, the total number of full-time public employees is approximately 3,325,000.

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

(Unit: Thousand People)



Note:

1. The number of national public employees, excluding those in the categories noted below, is the total number budgeted at the end of FY2020.
2. Regarding Agencies Engaged in Administrative Execution, the number of executive officers is the total number of full-time officers as of October 1, 2019 (Source: Cabinet Bureau of Personnel Affairs), and the number of employees is the total number of full-time employees as of Jan. 1, 2020. (Source: Ministry of Internal Affairs and Communications)
3. The number of local public employees is the number of those in regular service according to the "Survey of the Fixed Number of Local Public Organizations in 2018 [as of April 1, 2018]." (Source: Ministry of Internal Affairs and Communications)
4. There may be discrepancies due to rounding.
5. Part-time employees are not included in the data above. The number of part-time employees in regular service (excluding employees at agencies engaged in administrative execution) is about 150,000. (Source: Cabinet Bureau of Personnel Affairs)

An Introduction to the NPA

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

To fulfill its duties, the NPA has been trying to realize a personnel administration that can respond to needs of the times with the following aims:

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

<Responsibilities>

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

<Organizational Structure>

The NPA has three commissioners, one of whom is designated as the president. The appointment of the commissioners is made by the Cabinet with the consent of the Diet, and is then approved by the Emperor. The exercise of significant authorities of the NPA must be approved at the meeting of the NPA composed of these three commissioners. The meetings were held 51 times in FY2019.

The NPA General Secretariat is the organization responsible for performing the NPA's duties. Overall supervision is carried out by the secretary-general. The General Secretariat is divided into five divisions and two offices (General Affairs, Planning and Legal Affairs, Personnel, Financial Affairs, International Affairs, Records Management, and Information Management), four bureaus (Employee Welfare, Human Resources, Remuneration, and Equity & Investigation), the National Institute of Public Administration, eight regional bureaus (Hokkaido, Tohoku, Kanto, Chubu, Kinki, Chugoku, Shikoku and Kyushu) and Okinawa Local Office. The fixed number of personnel in the NPA was 616 at the end of FY2019.

The National Public Service Ethics Board, composed of one president and four board members, was established for addressing matters concerning the maintenance of ethics related to employee duties. The Secretariat is established under the National Public Service Ethics Board to perform administrative functions. The fixed number of personnel of the Secretariat was 12 at the end of FY2019.