

Volume 1

Personnel Administration

Part 1. Major Trends in Personnel Administration in the Past Year

Chapter 1. Ensuring Proper Remuneration for Public Employees

— On Aug. 8, 2019, the NPA made a report and recommendation to the Diet and the Cabinet concerning a revision to basically balance the remuneration level of public employees to that of private sector employees (Principle of Balancing Working Conditions with Those in the Private Sector), based on the principle of meeting changing conditions as established in the National Public Service Act.

— On October 11, 2019, the government made a cabinet decision to carry out a remuneration revision in accordance with the NPA Recommendation. The “Act on the Partial Revision of the Act concerning the Remuneration of Regular Service Employees” (Act No. 51 of 2019) (hereinafter referred to as the “Act on the Revision of the Remuneration Act”) was enacted on Nov. 15, 2019 and promulgated as well as enforced on Nov. 22, 2019. (The revision of the end-of-term and diligence allowances and the revision of housing allowance in FY2020 and onward were enforced on Apr. 1, 2020.)

— In the report of Aug. 7, 2019, the NPA requested again that the measures to raise the mandatory retirement age be implemented as soon as possible, based on the NPA’s opinion submitted in Aug. 2018.

On Mar. 13, 2020, the “Bill for the Partial Revision of the National Public Service Act, etc.” was approved by the Cabinet and submitted to the 201st session of the Diet.

1. Recommendation and Report

The NPA reported on the remuneration of public employees in regular service, and recommended a remuneration revision to the Diet and the Cabinet on Aug. 7, 2019.

(1) Significance and Role of Remuneration Recommendation

The NPA’s remuneration recommendation plays a role to secure appropriate remuneration of national public employees corresponding to the general conditions of society as a compensation for the restriction of basic labor rights. As part of the remuneration recommendation, the NPA has as per convention conducted a review on the systems of salary and various allowances together with the revision of remuneration levels of national public employees.

Concerning remuneration of national public employees whose basic labor rights are restricted, the NPA makes the recommendation basically for the purpose of balancing the remuneration levels of national public employees and private sector workers (Principle of Balancing Working Conditions with Those in the Private Sector) through listening to the opinions thoroughly both from labor and management and precisely comparing the remuneration of national public employees with that in the

private sector as a third-party organization other than labor or management parties. Implementing the remuneration and thus ensuring appropriate treatment are helpful to secure human resources and to stabilize the labor-management relationship, serving as the foundation to maintain an efficient administrative management.

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

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

A. Monthly Wages

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

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

Regarding the survey target, most of the private companies with 50 or more employees on an enterprise scale basis have position levels such as director-general of the department, division director and unit chief, in the same manner as the public service, which makes it possible to compare their remuneration with that of public employees on the comparison of same category and same rank. In addition, with the number of offices currently subject to the survey, it is possible to conduct a detailed onsite survey and maintain survey accuracy. Due to these reasons, the current survey target is deemed appropriate.

Based on these ideas, the NPA conducted the “Survey of Private Industry” also in 2019 targeting

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

Using the remuneration for Apr. 2019 obtained from these surveys, the NPA compared the remuneration of national public employees who are in charge of general administrative affairs in the public service (officials subject to the Salary Schedule for Administrative Service (I) (hereinafter referred to as “Admin (I)”), and that of administrative and technical employees in private companies, who are recognized as the counterpart in the private sector. The comparison was made focusing on the employees who share the same determinants, including position level, place of work, educational background and age. Then, the gap between the public and private sectors was calculated by using an accurate comparison (Laspeyres formula). The comparison found that the monthly wage of national public employees was 387 yen (0.09%) lower than that of the private sector on average. Therefore, the NPA decided to raise the monthly remuneration of national public employees in order to keep balance with the private sector.

B. Special Remuneration (Bonus)

The special remuneration paid in private establishments during one year from Aug. 2018 through July 2019 was equivalent to 4.51 months of monthly remuneration. Since the average annual payment months of end-of-term and diligence allowances for national public employees (4.45 months) was 0.06 months less than that of the bonus in the private sector, it was decided to increase the payment months by 0.05 months to 4.50 months.

C. Contents of Remuneration Revision

(a) Salary Schedule

It was decided to raise Admin (I), which is applied to employees in charge of general administrative affairs in public service, by 0.1% on average retroactively from Apr. 2019. Specifically, in view of the difference with the initial salaries in the private sector, it was decided to increase the initial salaries of the employees recruited through the Examination for Comprehensive Service and the Examination for General Service (for university graduate level) by 1,500 yen and the initial salaries for the employees recruited through the Examination for General Service (for high school graduates) by 2,000 yen respectively; and to make necessary revisions of the remuneration of up to the pay steps of the employees in their mid-thirties. It was decided to revise other salary schedules based on a balance with Admin (I) as required. Meanwhile, it was decided not to revise the salary schedules of specialized staff and designated service because the revision of the salary schedule this time targets young

employees.

(b) Special Remuneration (Bonus)

Since the average annual payment months of end-of-term and diligence allowances for national public employees was 0.06 months less than that of the bonus in the private sector as stated above, it was decided to increase the payment months by 0.05 months. With regard to distribution of the increased amount between end-of-term and diligence allowances, the increase was allocated to the diligence allowance in light of the payment of special remuneration in the private sector with the aim of promoting remuneration commensurate with work performance.

(c) Housing Allowance

With regard to the housing allowance, the minimum amount of rent subject to the allowance is set with reference to the average rent of government housing. Taking into account the increase in the rent of the government housing, it was decided to raise the lower limit of the rent subject to the allowance by 4,000 yen. In addition, it was determined to increase the maximum amount of payment by 1,000 yen by using the funds generated by this revision in consideration of the housing allowance payment status in the private sector.

In response to these changes, it was decided to take necessary transitional measures for one year for the employees whose allowance would be cut by more than 2,000 yen.

(d) Future Issues concerning Remuneration System

With regard to the remuneration of national public employees, the NPA will take measures continuously from the viewpoint of emphasizing the duties and responsibilities of the employees and their expertise and reflecting their abilities and performance. At the same time, the NPA will conduct studies about how to make remuneration curves, including that before the age of 60, taking into account such factors as the retirement system and the status of the remuneration of elderly employees in the private sector, changes in the personnel structure in the public service, and the situation of personnel management in the Cabinet Office and each ministry.

2. Treatment of Remuneration Recommendation

(1) Treatment of Remuneration Recommendation

The Government held the “Cabinet Meeting Related to Remuneration” on Aug. 8 and October 11, 2019 to discuss how to respond to the NPA remuneration recommendation. According to the Cabinet Decision made on October 11, 2019, the remuneration revision would be conducted in accordance with the NPA recommendation. Moreover, on the same day, the Cabinet adopted the “Bill for the Act on the Revision of the Remuneration Act”; and submitted it to the 200th session of the Diet. After the

deliberations at the Cabinet Committee of the House of Representatives and the Cabinet Committee of the House of Councilors, the bill was approved and enacted at the plenary session of the House of Councilors on Nov. 11, 2019, and the “Act on the Revision of the Remuneration Act” was promulgated on Nov. 22, 2019. The said Act, excluding the revision of the end-of-term and diligence allowances and the revision of housing allowance in FY2020 and onward, was enforced on the same day, and the revision of the salary schedule was retrospectively applied from Apr. 1, 2019. The revisions of the end-of-term and diligence allowances and housing allowance have been enforced since Apr. 1, 2020.

(2) Revision of Rules

The rules related to the remuneration revision based on the “Act on the revision of the Remuneration Act” were enforced on Nov. 22, 2019, in conjunction with the promulgation of the Act. However, the amendments regarding the salary schedule were applied retroactively on Apr. 1, 2019; and the enactment and amendments concerning the end-of-term and diligence allowances as well as housing allowance came into effect as of Apr. 1, 2020.

3. Submission of Opinion by NPA on Revision of National Public Service Act, etc. to Gradually Raise Mandatory Retirement Age to 65

With respect to the employment of elderly employees, many private companies have established a re-employment system to deal with this issue. In the private sector, the majority of reappointed employees work on a full-time basis, and a certain number of companies have raised their mandatory retirement age. In the public service, on the other hand, many reappointed employees are working in a lower-level government position as a short-time employee due to the strict ceiling of the number of officials.

Amid the rapid aging of the population and the declining birthrate, it is essential to make full use of the skills and experiences of the elderly employees in order to accurately respond to the increasingly complicated and sophisticated administrative issues and to maintain high quality administrative services. For this reason, in Aug. 2018, the NPA submitted an opinion to the Diet and the Cabinet regarding the revision of the National Public Service Act, etc. with a view to gradually raising the mandatory retirement age to 65. The government conducted a review based on the proposal of the NPA. In the “Basic Policy on Economic and Fiscal Management and Reform 2019,” which was approved by the Cabinet in June 2019, the government unveiled its plan to “consider the gradual raise of the retirement age of public servants to 65.”

In the report at the time of the NPA recommendation on Aug. 7, 2019, the NPA requested again that the measures to increase the mandatory retirement age be implemented as soon as possible based on the opinion submitted by the NPA.

As a result of the continued discussions at the government, the “Bill for the Partial Revision of the

National Public Service Act, etc.” was approved by the Cabinet on Mar. 13, 2020, and submitted to the 201st session of the Diet. The Bill proposes to raise the mandatory retirement age by one year every two years, starting from Apr. 1, 2022, so that the retirement age will be 65 as of Apr. 1, 2030; to establish an upper age limit system for managerial and supervisory positions (i.e. “fixed-age step-down system from certain managerial posts”) under which, employees who have reached the age of 60 are transferred to government posts other than managerial and supervisory positions in principle; and to establish a short-time work system for reappointment before the mandatory retirement age, which allows for various working styles for employees aged 60 and above. The NPA will make the necessary preparations to facilitate the raising of the mandatory retirement age.

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

- Effective from Apr. 2019, the upper limit of overtime work that can be ordered shall be, in principle, 360 hours per year. In the case of departments with a high ratio of heteronomous duties, the limit is set at 720 hours. At the same time, the measure was taken to make it mandatory to provide employees who have worked overtime for 100 hours or more per month with face-to-face guidance by a doctor even without the employee’s request.
- In Jan. 2020, what is called summer leave for part-time employees was launched.
- In an effort to prevent power harassment and provide aid to its victims, Rule 10-16 (Prevention of Power Harassment, etc.) was enacted (promulgated on Apr. 1, 2020 and enforced on June 1, 2020) taking into account the report issued by the “Study Group on the Preventive Measures for Power Harassment at Workplace in Public Service.”

1. Correction of Working Long Hours

Overtime work of national public employees is ordered by the heads of ministries and agencies when there is an extraordinary or urgent need for the purpose of public service, and the framework is different from that of private sector workers, who in principle are not allowed to work overtime without what is called the “Article 36 Agreement.” Nevertheless, both the public and the private sectors share the need to correct long working hours from the viewpoint of ensuring the employees’ health and securing human resources, and thus, it is necessary to work on reducing overtime work.

With respect to national public employees, based on the amendment of the Labor Standards Act (Act No. 49 of 1947) by the Act on the Arrangement of Related Acts to Promote Work Style Reform (Act No. 71 of 2018), effective from Apr. 2019, the upper limit of overtime work that can be ordered shall be, in principle, 360 hours per year. In the case of departments with a high ratio of heteronomous duties, the limit is set at 720 hours. At the same time, the measure was taken to make it mandatory to provide employees who have worked overtime for 100 hours or more per month with face-to-face guidance by a doctor even without the employee’s request.

Correcting long working hours in the public service is an important issue that should be tackled by the entire government. The NPA also makes efforts to grasp the operating status of the systems, such as the range of departments of the Cabinet Office and each ministry, where the heterogeneous work is highly weighted, as well as the situation where overtime work was ordered beyond the upper limit; and to give guidance to the Cabinet Office and each ministry as necessary. Additionally, the NPA will continue to support the initiatives of the Cabinet Office and each ministry in cooperation with related organizations.

2. Launch of Leaves for Part-time Employees

Regarding leaves for part-time employees, necessary measures have been taken, reflecting the features of part-time employees, who are appointed with a term of office and working hours in accordance with the needs of duties, and in consideration of balance with the private sector.

As for summer leave of part-time employees, annual leave has been flexibly granted as substitute for the summer leave. Nevertheless, in light of the recent situation in the private sector, Rule 15-15 (Working Hours, Holidays and Leave of Absence of Part-time Employees) was amended, and a leave system similar to summer leave for full-time employees (paid leave for up to three consecutive days) was newly established. This amendment to the Rule was promulgated issued on Dec. 6, 2019, and came into effect on Jan. 1, 2020.

3. Prevention of Harassment

With regard to the issue of power harassment (abuse of authority) in the labor legislation for private sector employees, the bill to amend the Act on the Promotion of Female Participation and Career Advancement in the Workplace was enacted in May 2019, incorporating the power harassment preventive measures. In the public service, the efforts have been also made to prevent power harassment, such as distributing educational materials and holding lectures. Meanwhile, looking at the number of cases of consultations from employees to the NPA (※), power harassment was the most common reason for the consultation, with 230 cases out of 979 cases in FY2018, indicating a situation that various problems related to power harassment were occurring.

Under such circumstances, the NPA launched the “Study Group on the Preventive Measures for Power Harassment at Workplace in Public Service” (chaired by Takashi Araki, Professor of Graduate Schools for Law and Politics, the University of Tokyo) in Mar. 2019. This study group compiled and submitted a report in Jan. 2020. Taking this report into consideration, the NPA promulgated Rule 10-16 (Prevention of Power Harassment, etc.) on Apr. 1, 2020 (and enforced on June 1, 2020) with the aim of taking the measures to prevent and remedy power harassment. The rules stipulates the following matters.

- (1) The heads of each ministry and agency shall be responsible for taking the necessary measures to prevent power harassment and shall take the necessary measures promptly and appropriately when

power harassment occurs.

- (2) The heads of each ministry or agency shall provide necessary cooperation when the head of other ministry or agency requests an investigation or response concerning the power harassment committed by the employee of the ministry or agency that received this request.
 - (3) The heads of each ministry and agency shall ensure that no employee is treated disadvantageously as a result of filing a complaint against power harassment.
 - (4) Employees shall not commit harassment.
 - (5) The heads of each ministry and agency shall implement training.
 - (6) The heads of each ministry and agency shall establish a consultation system.
 - (7) Employees shall be able to discuss their complaints with the counselors of the Cabinet Office and each ministry and to consult with the NPA on complaints about power harassment.
- ※ The number of cases refers to the number of consultations regarding the same content by the same person as one case regardless of the number of times of the consultation was carried out.

Chapter 3. Securing and Development of Diverse Human Resources

- Keeping a close eye on recruitment activities in the private sector and local public organizations, the NPA took the measures to secure human resources for each candidate group in cooperation with the Cabinet Office and each ministry. Such measures include making appeals at the explanatory meetings of duties, devising pamphlets, and response to early selection of a career path.
- As for the Initial Administrative Training, the measures were implemented to respond to a significant increase in the number of participants; and to improve content through expanding the number of places in the disaster-affected areas to which the trainees were dispatched. For other Administrative Training programs, new training courses were rolled out to meet the needs and the curriculum was improved through utilization hands-on programs provided by external organizations.
- The recent inappropriate management of public administration has impaired the public's trust in the public service. Hence, the training was regularly conducted to make the participants reaffirm the mission of public employees as the servants of all citizens. Moreover, In recent years, young employees have become more aware of their own career development, and the training focusing on this issue was conducted again as in the previous fiscal year.

1. Securing of Human Resources

Under the circumstances where the private sector and local public organizations continue to be highly motivated to hire employees, an increasing number of young people have been selecting their career path earlier than before and diversifying awareness of employment. In the recruitment and enlightenment activities in FY2019, the NPA communicated the attractiveness of the public service to

young people and took the initiatives to secure human resources in accordance with each candidate group in cooperation with the Cabinet Office and each ministry while paying close attention to the recruitment and selection activities of private enterprises.

Specifically, the NPA took the opportunities of the explanatory meetings of duties, such as the study seminars on the public service and the orientations for recruitment examination of national public employees to provide information on initiatives for work style reform taken by the Cabinet Office and each ministry as well as various support for working lives; and to promote attractiveness that national public employees can contribute to society and feel a sense of satisfaction through performing duties. In addition, the NPA created the brochures to provide students with concrete images of these attractiveness and the working environment that they can relate to. Moreover, in response to students' earlier selection of a career path, the NPA created a concise, and easy-to-understand leaflet explaining the appeal of national public employees especially for first and second year university students and first year graduate students. The NPA also called attention to holding the guidance in line with the academic schedule at the time of exchanging opinions with university officials, who have a significant influence on the students' choice of career path, and at university conferences.

In implementing these measures, information was transmitted by linking paper media, such as posters and pamphlets, with electronic media, including websites, e-mail newsletters, and Facebook, in addition to arranging the information reflecting the characteristics of each media.

In addition, the NPA received a request from the government to consider the implementation of a selection examination for mid-career national public employees to deal with what is called the employment ice age generation. Given this background, the NPA decided to conduct the "National Public Employee Mid-career Recruits Selection Examination (for the Employment Ice Age Generation)" and rolled out the overview of the selection examination (including schedule and qualifications of the examination) on Mar. 27, 2020.

2. Development of Human Resources

(1) Measures for Administrative Training

The Initial Administrative Training saw a significant increase in the number of participants (641 in FY2018 and 678 in FY2019). In response to this, new field visit destinations were added with support from the neighboring local governments to increase the number of trainees who can be accepted into the program. At the same time, efforts were made to maintain the quality of the training, for instance through continuing to emphasize small group discussions to steadily conduct the training.

In the "the Program for Reconstructing Disaster-affected Areas and Regional Revitalization", which dispatches trainees to local NPOs working in the areas affected by the Great East Japan Earthquake and to NPOs engaging in regional development activities under public-private cooperation, trainees were dispatched to 11 organizations across the country, including newly added "Tomioka Plus"

in Tomioka Town, Fukushima Prefecture.

In the Administrative Training courses than the Initial Administrative Training, the needs were identified for each course, new instructors and destinations to dispatch trainees were explored, and the curriculum was reviewed. For example, in the training for Assistant Directors, a course specialized in improving management ability was launched. In the Third Year Follow-up Training, the hands-on programs offered by external organizations, which are highly valued from companies and fit the purpose of the Administrative Training program, were actively incorporated to enhance the curriculum. In addition, for the subjects with the themes of public service ethics and organizational management, which are offered in various Administrative Training courses, the NPA steadily developed and improved teaching materials to contribute to further cultivation of a sense of ethics and a sense of mission.

(2) Measures Taken for Training Courses with Special Theme

In the light of the incidents seriously undermining the people's trust in public employees, the training was carried out again in FY2019 targeting executive officials of the Cabinet Office and each ministry, who are expected to be role models. Specifically, Administrative Vice-Ministers gave lectures based on their own experience on how public employees should act in order to enable trainees to be aware once again of the mission of public employees, who are the public servants of all citizens, at the follow-up training after the conventional experience-based training at a consultation service counter for officials newly promoted to Deputy Director-General level at the HQ. Furthermore, a training was held for newly appointed Directors-General at the HQ to provide the personnel having control over the organization with an opportunity to think about the ideal state of organizational management as their own issue and consider how they should deal with it. Moreover, in FY2019, a new training course was launched to reconfirm the roles and behaviors required for executive officials and managerial personnel in preventing harassment.

For the purpose of supporting employees' career development, following last fiscal year, the NPA carried out "Career Development Seminar 30" taking into account the results of the employees' consciousness survey, which were unveiled in Part 2 of the Annual Report for FY2016 and FY2017. This seminar provides opportunities for the employees at Unit Chief level in their 30s to reflect back on their professional lives and to consider the future career development.

Chapter 4. Measures for Employment of Persons with Disabilities in the Public Sector

— The NPA conducted a study in response to the request in the "Basic Policy on Employment of Persons with Disabilities in the Public Sector" (Decided on October 23, 2018 at the Relevant Cabinet Meeting on the Employment of Persons with Disabilities in the Public Sector). As a result of the study, the NPA carried out the Selection Examination for Persons with Disabilities in FY2019 as it did in FY2018. In addition, the NPA offered support to the Cabinet Office and each ministry

for instance through providing the collection of reasonable accommodation cases.

1. Implementation of Selection Examination for Persons with Disabilities in FY2019

(1) Overview of Selection Examination for Persons with Disabilities

In the “Basic Policy on Employment of Persons with Disabilities in the Public Sector” (hereinafter referred to as the “Basic Policy”), the NPA was requested to implement a "selection examination for persons with disabilities in which a part of the ability demonstration test is carried out in a unified manner"; and to consider its period of implementation, “giving top priority to enabling the Cabinet Office and each ministry to hire by the end of the fiscal year” for FY2018, and “making it possible for the Cabinet Office and each ministry to hire within the year” for FY2019.

In response to this request, the NPA performed a necessary study and worked together with the Cabinet Office and each ministry to implement the Selection Examination for Persons with Disabilities to hire those with disability certificates(※) as officers in charge of routine clerical work. Specifically, the NPA conducted the basic ability test and the composition test in a unified manner as the first-stage selection; and then, the Cabinet Office and each ministry implemented the second-stage selection for those who passed the first-stage selection to decide final successful candidates. The examination took place from Feb. to Mar. and from Sep. to Nov. 2019.

※ Those who have received a certificate as follows and are aged 17 or above and under 59 of age as of Apr. 1 of the fiscal year when the first selection is conducted

A. (a) Physical disability certificate

(b) Medical certificate or commentary statement, which is issued by a medical doctor, who is designated by the prefectural governor pursuant to the provision of Article 15 of the Act on Welfare of Physically Disabled Persons, in the form used for the application in such prefecture as stipulated in the said Article; and which indicates the type and level of disability and states that the disability falls under the one listed in the appended table of the Act on Employment Promotion etc. of Persons with Disabilities

(c) Medical certificate or commentary statement, which is equivalent to (b) and issued by an industrial physician or a health care physician stipulated in Article 9 of Rule 10-4 (excluding the one related to the functional disorders of the heart, the kidney, the respiratory organs, the bladder or the rectum, the small intestine, immunity caused by human immunodeficiency virus or the liver)

(B) A medical treatment and education handbook issued by the prefectural governor or the mayor of an ordinance-designated city; or a judgment statement that the applicant concerned has intellectual disability (disabilities) issued by a Child Consultation Office, a Recovery Consultation Office for Persons with Intellectual Disabilities, a Mental Health and Welfare Center, a designated doctor for mental health or a Vocational Center for Persons with

Disabilities

(C) A mental disability certificate

(2) Changes from Selection Examination for Persons with Disabilities in FY2018

The Selection Examination for Persons with Disabilities was conducted in FY2019 after making necessary changes, such as accommodation for the examination, taking into account the implementation status of the examination in FY2018.

Regarding the first-stage selection, it was clearly stated that visually impaired examinees can take the examination using the test questions in an electronic file, and examinees with hearing impairments can choose to have a sign language interpreter in the examination room along with transmission by written examiner's statement.

Concerning the second-stage selection, the NPA asked the examinees about the institutions where they wished to be interviewed (up to three institutions per candidate) at the time of the first-stage selection in order to help ensure that candidates have an opportunity to be interviewed; and assigned an interview date for each candidate at his/her preferred institution. It was also decided to set a date to lift the ban on contacting candidates from the Cabinet Office and each ministry to present their offers.

(3) Results of implementation

With respect to the Selection Examination for Persons with Disabilities in FY2019, the number of expected new hires was 248, while the number of applicants was 4,574 and the number of successful applicants (prospective employees) was 244. In conducting the first-stage selection, 641 people requested and the NPA provided accommodation for the examination, such as Braille test, test questions in an electronic file, transmission by written examiner's statement and by sign language interpreter.

Since the formulation of the Basic Policy, the Cabinet Office and each ministry have been hiring people with disabilities, including those recruited through the Selection Examination for Persons with Disabilities, in accordance with their Disability Recruitment Plans, with a view to achieving the statutory employment rate. As a result, the Ministry of Health, Labour and Welfare announced that the statutory employment rate was attained in all administrative organs in Japan as of the end of 2019. (Ministry of Health, Labour and Welfare, "Results of a Special Survey on Recruitment and Retention of Persons with Disabilities in Administrative Organs of Japan", Feb. 2020)

2. Support for Provision of Reasonable Accommodation in Cabinet Office and each Ministry

With regard to the provision of reasonable accommodation to national public employees in regular service, the "Guidelines on the Measures to be Taken by Heads of Each Ministry and Agency for Persons with Disabilities at the Time of Recruitment Hiring and After Hiring of Employees" (Notice issued by the Director-General of the Employee Welfare Bureau and the Director-General of the Human

Resources Bureau in 2018) states that the heads of each ministry and agency shall provide employees with disabilities who have individual circumstances with reasonable accommodation within a range that does not impose an undue burden after fully discussing with them while respecting their intentions. The NPA captured the cases of reasonable accommodation provided by the Cabinet Office and each ministry; compiled them in cooperation with the Ministry of Health, Labour and Welfare; and distributed the collection of the cases to the Cabinet Office and each ministry so that it could be used as a reference in offering reasonable accommodation to persons with disabilities.

Chapter 5. Measures against COVID-19

- Since the COVID-19 infection was confirmed for the first time in Japan on Jan. 15, 2020, the spread of its infection has been observed in this country. Recognizing that the measures against COVID-19 are critical issues in terms of crisis management, the government has been taking a wide range of initiatives. The NPA also has been implementing the necessary measures.
- In consideration of the outbreak situation of COVID-19, the Secretary-General issued a notice on Feb. 25, 2020 concerning special exceptions for rest periods with the aim of allowing for flexible implementation of staggered working hours. Additionally, on Mar. 1, 2020, the Director-General of the Employee Welfare Bureau issued a notice concerning the handling of leave of absence when commuting is deemed extremely difficult in preventing the spread of COVID-19 infection.
- On Mar. 18, 2020, the Rule was amended to make it possible to pay special allowance for quarantine control work to the employees engaging in the COVID-19 related work.

(1) Issuance of Notices regarding Special Exceptions for Rest Periods and Handling of Leaves of Absence

In the light of the outbreak of the COVID-19, “Special Exceptions for Rest Periods When Allocating Working Hours pursuant to the Provision of Paragraph 2, Article 6 of the Act on Working Hours, Holidays, etc., for Officials in the Regular Service” (Notice of the Secretary-General in 2020) was issued on Feb. 25, 2020, in order to ease commuting congestion and to allow the Cabinet Office and each ministry to implement staggered working hours more flexibly. It was decided that the maximum number of consecutive regular working hours could be up to 6 hours when a rest period is provided between 11:30 am and 1:30 pm.

Moreover, on Mar. 1, 2020, “Handling of Leave of Absence when Commuting is Deemed Extremely Difficult in Preventing the Spread of COVID-19 Infection” (Notice of the Director-General of the Employee Welfare Bureau in 2020) was issued based on the Basic Policy on the Measures against COVID-19 (decided on Feb. 25, 2020 by the Headquarters for Control of COVID-19 Infections) and the request for temporary suspension of elementary schools was announced on Feb. 27, 2020 by the Prime Minister at the Headquarters for Control of COVID-19 Infections. The notice stated that

employees may be eligible for paid leave, which can be granted when commuting is deemed extremely difficult, when it is considered unavoidable for them not to work on the grounds that employees are subject to detention as stipulated in Paragraph 2, Article 16 of the Quarantine Act (Act No. 201 of 1951); that employees, their family members or their relatives show symptoms of cold such as fever; and that employees need to take care of their children due to temporary suspension of elementary schools etc.

In addition, given that the Act for Partial Amendment of the Act on Special Measures against COVID-19, etc. (Act No. 4 of 2020) was promulgated and put into effect, amendments were made to the said notice on Mar. 27, 2020, including adding to the list of the “cases in which commuting is deemed extremely difficult,” the case in which employees, their family members or their relatives are subject to what is called the stay-at-home request as stipulated in Paragraph 2, Article 44-3 of the Act on the Prevention of Infectious Diseases and Medical Care for Patients with Infectious Diseases (Act No. 114 of 1998) and that it is deemed unavoidable for the employees to refrain from working.

(2) Amendments to Rule concerning Hardship Duty Allowance

In the wake of COVID-19, the preventive measures against the spread of COVID-19 in Japan have been implemented under a large-scale system, temporarily creating duties of a highly specific nature. Accordingly, on Mar. 18, 2020, Rule 9-129 (Special Provisions for the NPA Rule 9-30 (Hardship Duty Allowance) to Cope with the Great East Japan Earthquake and Other Major Disasters) was partially amended (and applied retroactively on Jan. 27, 2020). The objective of this partial amendment was to establish special provisions on the eligibility and the amount of the quarantine work allowance to be paid for the work dealing with Japanese people who returned from the infectious disease epidemic areas by chartered flights and that related to the cruise ship where the outbreak of COVID-19 occurred. In consideration of the actual conditions of the work concerned, it was decided that 3,000 yen per day when employees engaged in the aforementioned work (4,000 yen per day in the case of work involving physical contact with infected persons) could be paid.

Chapter 6. International Cooperation in Personnel Administration

— The NPA created the Japan-China-Korea Personnel Policy Network with the central personnel administrative organizations in China and Korea in Jan. 2005 and has implemented various cooperative projects since then. As part of the activities of this network, various personnel exchanges were also held. For instance, in Sept. 2019, the Heads Meeting was held in Sapporo City, for the first time in 10 years in Japan. At the meeting, the concrete direction of future cooperation was confirmed and a new memorandum of cooperation was agreed and signed. In addition, the Director-General Meeting took place in Seoul, Korea, in June, 2019; and the Tripartite Joint Symposium was held in Guangzhou, China, in Nov. 2019 on the theme of “Civil Service Recruitment Systems in the Three Countries.”

- The NPA has invited government executive officials from personnel administrative organizations in major countries every year to exchange ideas concerning the latest circumstances of personnel administration. In FY2019, the NPA invited government executive officials from Germany and the United Kingdom and co-hosted an international seminar under the theme of “Human Resource Management in the Civil Service Toward the Ageing Society” in collaboration with the Japanese Society for Public Administration.
- The NPA has invited experts from the personnel administrative agencies of Asian countries and exchanged ideas since FY2017 for the purpose of supporting civil service reform in Asian nations on a continuous basis and developing personnel network with countries having a strong interest in the public employee systems in Japan. In the third meeting held in FY2019, the NPA invited experts from the five countries, namely Indonesia, Malaysia, Myanmar, Philippines and Thailand, and exchanged ideas on “Building and Promoting Public Trust in the Civil Service.”
- With regard to the strategic executive training program that the Vietnamese government has been implementing since Aug. 2019, the NPA dispatched former executive administrators of the NPA and other ministries to Vietnam to give lectures and hold discussions; and provided support for planning and implementing the training program to invite trainees in Vietnam with excellent performance to Japan.

(1) Japan-China-Korea Personnel Policy Network

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

On Sept. 5, 2019, the 8th Heads Meeting of the Japan-China-Korea Personnel Policy Network was held in Sapporo City, for the first time in 10 years in Japan. The meeting was attended by Ichimiya Nahomi, President of the NPA; Fu Xingguo, Chief of National Civil Service Administration of China; and Hwang Seo-chong, Minister of the Ministry of Personnel Management of Korea. At this meeting, the concrete direction of future cooperation was confirmed and a new memorandum of cooperation was agreed and signed reflecting back on the cooperation activities to date among the three countries. This confirmed that the network would continue to strengthen the cooperative relationship. Moreover, the heads of the organizations in charge of personnel management in the three countries shared their efforts and exchanged views on “improvement of the workplace environments,” including the correction of long working hours, promotion of support for balancing work with childcare and nursing care, and the

measures against harassment.

Additionally, the 9th Directors-General-level Meeting was held in Seoul, Korea, in June 2019. The meeting was attended by Director-General for Secretariat's Policy Matters of the NPA from Japan; Deputy Director-General, General Office of the National Civil Service Administration from China; and Director General for Planning and Coordination, Ministry of Personnel Management from Korea. At the meeting, they formulated the ninth cooperation plan, which would serve as a framework for cooperation over the next three years, and held a prior consultation in preparation for the Top-level Meeting.

Furthermore, a tripartite joint symposium was held in Guangzhou, China, in Nov. 2019 on the theme of "Civil Service Recruitment Systems in the Three Countries." The symposium was attended by Deputy Director-General for Examination, Human Resources Bureau of the NPA; Director-General, Bureau I of Civil Service Management of the National Civil Service Administration from China; and Director-General for Human Resources Recruitment Bureau of the Ministry of Personnel Management from Korea, as the leaders. At the symposium, presentations and question & answer sessions were held concerning the securing of fairness in recruiting public employees.

(2) Invitation of Government Executive Officials from Major Countries

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

In Jan. 2020, the NPA invited government executive officials from Germany and the United Kingdom and hosted the international seminar titled "Human Resource Management in the Civil Service toward the Ageing Society".

At the lecture, Dr. Franz Palm, Deputy Head of the Directorate-General Public Service, Federal Ministry of the Interior, Building and Community of Germany, explained about the aging of the population in Germany, flexible working styles for elderly employees and the actual situation of pension system. Furthermore, Mrs. Debbie Alder, Director General, People and Capability at the Department of Work and Pensions of the United Kingdom also gave explanation on the changes in the population composition by age, the current situation of providing employment opportunities for elderly employees, and the necessity to reconsider the issues associated with the aging of the population from the perspective of skill development and physical and mental well-being.

Approximately 90 participants, including officials of the Cabinet Office and each ministry and researchers, attended the seminar and these participants asked many questions to invitees.

(3) Invitation of Officials from Personnel Administrative Agencies of Asian Countries

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

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

In the third meeting held in FY2019, the NPA invited Nurhasni Anwar, Assistant Commissioner, Indonesian Civil Service Commission; Norbaya binti Othman, Deputy Director, Remuneration Division, Public Service Department of Malaysia; Khin San Yu, Senior Head of Training Department, Central Institute of Civil Service (Upper Myanmar), Union Civil Service Board of Myanmar; Rodolfo Borra Encajonado, Director IV, Human Resource Policies and Standards Office, Civil Service Commission of the Philippines; and Kamonluck Onaree, Director, Bureau of Merit System Protection, Office of the Civil Service Commission of Thailand. The NPA exchanged opinions with the experts about initiatives and issues in the countries on the theme of “Building and Promoting Public Trust in the Civil Service”.

(4) Support for Strategic Executive Training Program of Vietnam

The Ho Chi Minh National Academy of Politics is a national leader training institution in Vietnam (under the direct control of the Communist Party of Vietnam). Since Aug. 2019, this institution has been conducting the “Training and Refresher Training of Leaders and Managers at Different Levels, especially the Strategic One” for incumbent executive officials at the level of Deputy Minister and Director-General in order to select and train candidates for the Central Committee members of the Communist Party, who are nominated every five years. In this training program, a course on the Japanese public administration and the public employee system was conducted as part of a project of the Japan International Cooperation Agency (JICA). Specifically, former executive administrators of the NPA and other ministries were dispatched to Vietnam to give lectures and hold discussions on the themes such as the public employee system, environmental policy, and public financial management; and provided support for the planning and implementing the training program to invite trainees in Vietnam with excellent performance to Japan.

Part 2 To Develop National Public Employees who Open the Way to a Global Society

Introduction

The environment surrounding Japan is changing drastically. For example, the rapid development of ICT and other technological innovations have expanded the movement of people, goods, money and information across national borders more rapidly than ever before, and made it impossible to avoid relationships with other countries in economic activities and people's lives. On the other hand, there has been a widespread reaction to globalization in recent years, with protectionism and an inward orientation emerging among countries that have benefited from free trade. In the midst of such major changes in international circumstances, Japan should take the lead in making the rules for a new era with other countries; and further promote international cooperation in response to the demands of the times for the peace, security and prosperity of the international community. In addition, domestic administration, including the sectors that were previously thought to have little international involvement, are now required to take into account their impact on other countries, the influence from other countries, and the impact on the increasing number of foreign residents in Japan. It has become necessary to plan and formulate policies and implement them taking into consideration the international situations and relevant international treaties.

These changes in circumstances have complicated and sophisticated the issues relating to international affairs, and have increased the importance of these duties for the Cabinet Office and each ministry. At present, Japanese national public employees are working on the duties related to international affairs at home and also in other countries around the world. It is expected that the volume of such duties will increase and the nature of the duties will become more diversified, complicated and sophisticated in the future. In properly carrying out these duties, it will be an important challenge to make further efforts to secure and develop diverse human resources who have a high level of expertise and a sense of mission as national public employees as well as an international sense; and to ramp up the power of the entire organization.

This report introduces the status of the duties related to international affairs in the Cabinet Office and each ministry and their efforts to secure and develop human resources; and then discusses the qualities and abilities required for international human resources in the future, as well as the measures needed to secure and develop such personnel.

Chapter 1 describes the current state of the duties related to international affairs in the administration; and Chapter 2 introduces the efforts taken by the NPA, the Cabinet Office and each ministry to secure and develop international human resources. Furthermore, Chapter 3 discusses how international human resources and personnel management should be adapted to the future global society, and the future measures to secure and develop international human resources; and then

introduces advanced initiatives taken by private companies.

Chapter 1. The Current State of Increasingly Complicated and Sophisticated Duties Related to International Affairs

From late Jan. to mid-Feb. 2020, the NPA conducted a hearing survey of 15 ministries that have a large number of employees dispatched under the Long-term Overseas Fellowship Program for Administrative Officials, the Short-term Overseas Fellowship Program for Administrative Officials, and Employee Dispatching Act (the "Hearing"). The purpose of the hearing was to explore the current state of the duties related to international affairs in the Cabinet Office and each ministry along with the securing and training of human resources engaged in such duties.

1. Overall Status of Increasingly Complicated and Sophisticated Duties Related to International Affairs

(1) Current State of the Duties Related to International Affairs

According to the Hearing of the Cabinet Office and Each Ministry, all ministries including the Cabinet Office replied that the volume and importance of the duties related to in international affairs in general have been increasing. In addition to the conventional duties, the Cabinet Office and each ministry are now working on the duties related to international affairs including: collection of the latest information on the issues that have a significant impact on security and socio-economic activities, such as international counter-terrorism and cyber-security measures, amid the expansion of the number of related countries and regions, and strengthening of cooperation with relevant countries and organizations; the measures to address the financial system and taxation in line with the progress of digitalization of the economy; cross-ministerial efforts to promptly respond to infectious diseases such as COVID-19; international negotiations for the development of a global intellectual property environment that enables companies to receive stable intellectual property protection even outside their home countries; understanding of new environmental problems such as plastic waste in the ocean and the development of international frameworks; and the initiatives to deal with international competition in advanced technologies having an impact also on the domestic market, such as AI, automated driving and the use of big data. When it comes to overseas development of infrastructure systems such as Shinkansen (bullet train) , the hearing found that national public employees are expected to respond comprehensively to the needs of export destinations by bringing together related industries and coordinating smoothly with domestic operators. As shown in the hearing results, the scope of the duties related to international affairs has been expanding.

Regarding these issues, there is a wide range of items on the agenda of international negotiations, whether bilateral or multilateral, and a growing number of negotiations are conducted with many countries over a long time period. In addition, with the progress of socio-economic globalization,

countries in Asia and Africa, with which Japan has had little opportunity to negotiate, have started to participate in these negotiations, and those involved in these negotiations have become more diversified, from the top level to the officer level. Furthermore, the government should play a leading role in making international rules while making necessary coordination with related ministries, including the departments in charge of domestic administration. The Cabinet Office and each ministry commented that it became necessary to allocate a considerable number of personnel to large-scale international conferences. They also pointed out that the number of negotiations and consultations as well as the need for urgent action had increased due to the large number of international frameworks.

Under such circumstances, many ministries are coping with the increase in the duties related to international affairs through establishing new departments and increasing the number of employees, even in the midst of the severe quota constraints. For example, in recent years, the Financial Services Agency has launched a vice-minister-level post of Vice Minister for International Affairs in order to respond to the discussions on the global financial regulatory reform. Similarly, the Ministry of Land, Infrastructure and Transport has created Director for Overseas Project Promotion Policy Planning and Coordination, Minister's Secretariat, for the purpose of promoting the participation of Japanese firms in overseas infrastructure development projects. Additionally, the Japan Tourism Agency has launched the International Tourism Department with the objective to develop a unified system to deal with the administration to promote international tourism, which is rapidly expanding as the number of foreign visitors to Japan increases. Moreover, the Ministry of Agriculture, Forestry and Fisheries and the Ministry of Health, Labour and Welfare have increased the number of personnel to strengthen their initiatives for expanding exports of agricultural, forestry and marine products and foods.

On the other hand, it was pointed out that the quality as well as the increase in quantity of the duties related to international affairs could not be covered by simply creating new organizations or increasing the number of employees; and that the responsible employees were too busy with their day-to-day work to deepen their expertise and consider solutions to problems in a proactive manner.

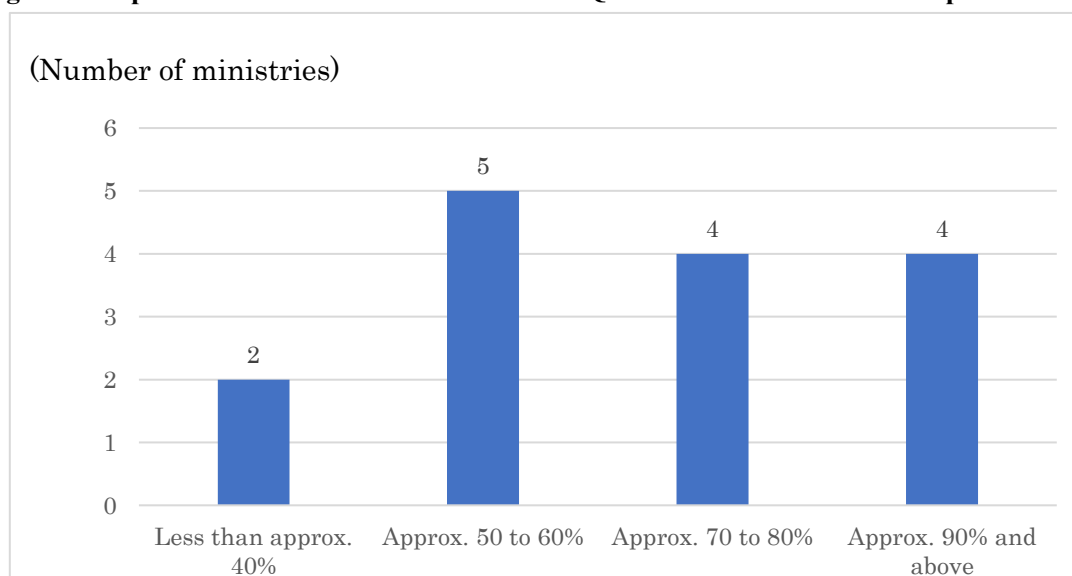
(2) Qualities and Abilities Required for Employees Responsible for the Duties Related to International Affairs

As for the qualities and abilities required of employees responsible for these duties related to international affairs, the Cabinet Office and all the ministries responded that language skills are important. Additionally, other required abilities and qualities, which they answered, include: communication and coordination skills to establish appropriate measures and directions while building trusting relationships and seeking smooth cooperation with partner countries; aggressiveness in leading discussions based on an understanding of the diverse cultures and backgrounds of foreign countries; and understanding and harmonious attitude toward other cultures. In other words, national public employees need the abilities to express their own opinions properly and formulate conclusions,

while accepting the arguments of various parties, both at home and abroad. In addition, they cited professional expertise in duties, the ability to collect and analyze information on other countries, a willingness to take on new challenges and a sense of mission as a national public employee.

Next, the proportion of executive officials at the HQ who have international experiences, such as working abroad, varies depending on the ministry, but the majority of them in most of the ministries have such experiences (Figure 1). The number of employees who have worked overseas becomes larger at lower position levels, and this proportion is expected to become larger in the future.

Figure 1 Proportion of Executive Officials at the HQ Who Have International Experiences



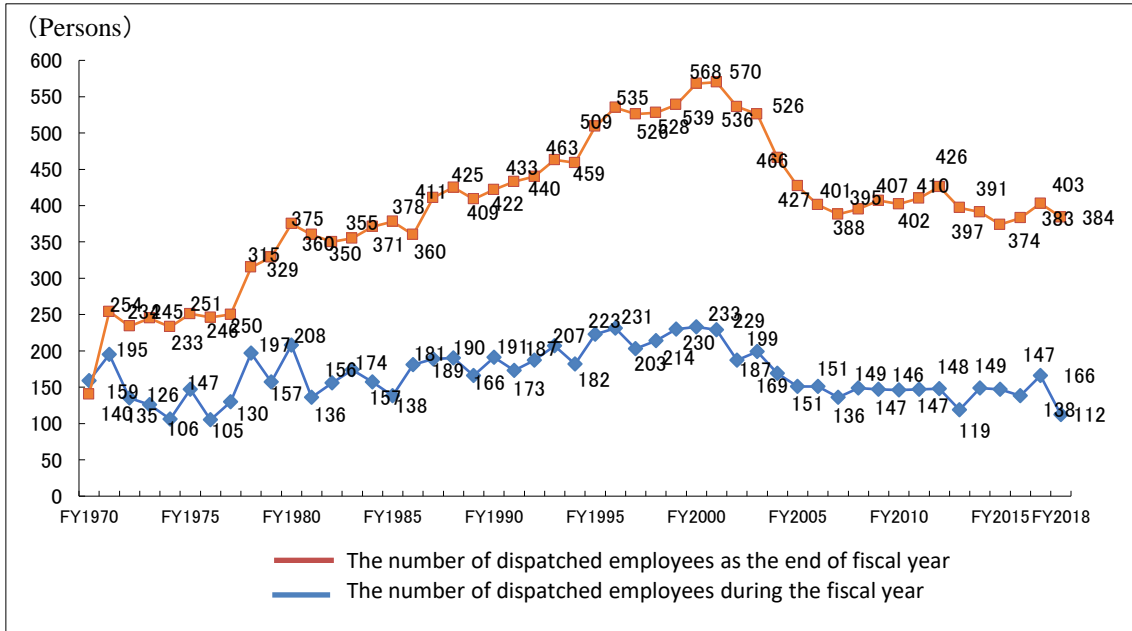
2. Dispatch under the Employee Dispatching Act

(1) Purpose of Dispatch under the Employee Dispatching Act

National public employees have a chance to be dispatched to international organizations or foreign governments under the Employee Dispatching Act. This act was enacted in 1970 based on the NPA's "Submission of Opinions on the Enactment of Act on Treatment, etc. of National Public Officers Engaged in Regular Services Dispatched to International Organizations, etc." The act stipulates the treatment of dispatched personnel so that they can engage in their duties at international organizations and foreign governments with a sense of security. There is no upper limit to the term of dispatch, as various dispatch periods are assumed depending on the purpose of international cooperation; however, Rule 18-0 (Dispatch of Employees to International Organizations) requires consultation with the NPA when dispatching employees for a period exceeding five years.

Figure 2 shows the changes in the number of dispatched employees since the establishment of the system with 384 employees as of the end of FY2018.

Figure 2 Changes in the Number of Dispatched Employees



Note: The figures in parentheses do not include the employees who were exempted from the application of the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers during their dispatch period due to the establishment of the National University Corporations and the conversion of Specified Incorporated Administrative Agencies into Unspecified Incorporated Administrative Agencies.

※1 The reason for the decrease in the number of dispatched employees since FY2001 is considered to be the fact that these employees were exempted from the application of the Employee Dispatching Act due to the establishment of the National University Corporations and the conversion of Specified Incorporated Administrative Agencies into Unspecified Incorporated Administrative Agencies.

Looking at the situation by recipient organization at the end of FY2018 (Figure 3), more than 60 percent of the dispatched personnel were sent to international organizations while about 30 percent were dispatched to foreign governments. In addition, concerning the situation by destination region at the end of the same fiscal year (Figure 4). Asia is the largest destination, followed by Europe and North America, where many United Nations agencies and international organizations are located.

Figure 3 Situation by Recipient Organization at the End of FY2018

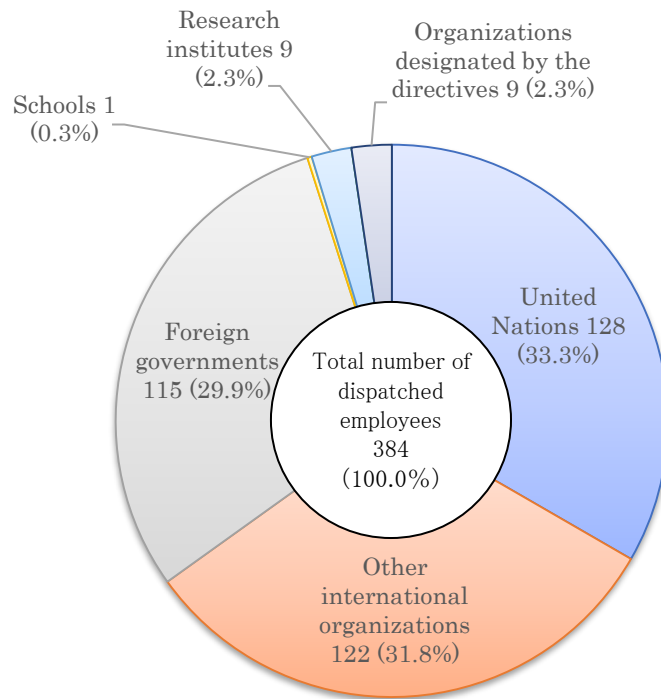
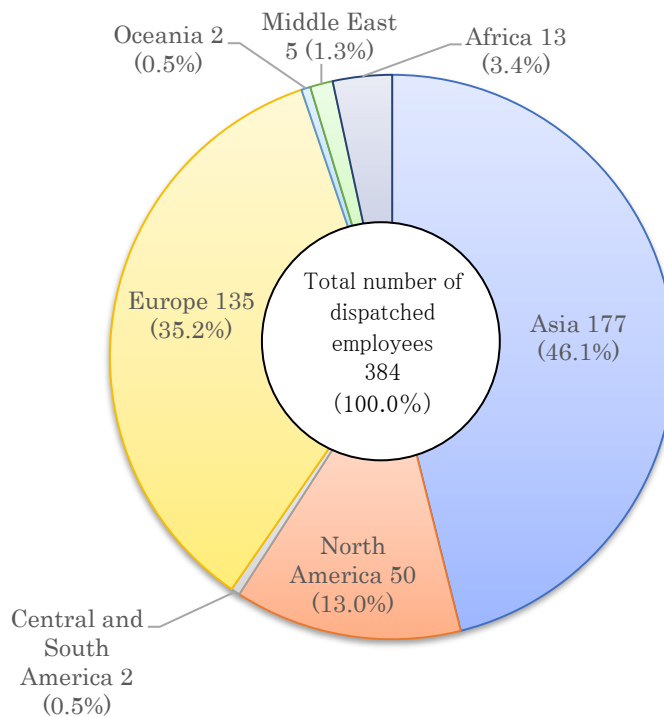


Figure 4 Situation by Destination Region at the End of FY2018



(2) Dispatch to International Organizations

National public employees are also sent to the U.N. agencies and other international organizations under the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers. The U.N. agencies include the International Atomic Energy Agency (IAEA), the International Monetary Fund (IMF), and the United Nations Educational, Scientific and Cultural Organization (UNESCO). Other international organizations include the Asian Development Bank (ADB) and the Organization for Economic Co-operation and Development (OECD). A wide range of employees, from the Unit Chief level to executive class, are dispatched to the international organizations where they engage in research on various policies, liaise and supervise operations with member states and the UN agencies as experts, or play active roles as executives who lead the policies and operations of the organization. In recent years, the organizations, to which national public employees are dispatched, have been diversifying due to an increase in the issues requiring international cooperation and efforts to reinforce Japan's international role. For instance, some employees have been dispatched to the international organizations, such as the United Nations World Tourism Organization (UNWTO), and the International Renewable Energy Agency (IRENA). It is expected that Japan's presence in the international community will be further strengthened through dispatched employees displaying the high level of expertise and business execution skills, which they have developed in their official duties, at these international organizations.

According to the employees dispatched to the international organizations, they cannot expect to earn recognition for their quiet efforts and diligence. Instead, in order to gain recognition of their presence, they need to actively express their opinions on a daily basis and to demonstrate their achievements and performance. At the same time, international organizations also have an aspect of administrative organizations. This means that in addition to their expertise as administrators, they can make use of their experience in coordinating with a wide range of stakeholders and their ability to prepare logical documents in many cases. There is an opinion that the experience of being involved in the decision-making process of international frameworks and deepening the knowledge of the fields where other countries are leading are useful when resuming work in the Japanese administration after returning home.

Employees to be dispatched to an international organization need to meet the requirements of the organization concerned, such as educational qualifications of a master's degree or higher level. Many of public employees in Japan hold undergraduate degrees and often become managerial personnel or executive officials as generalists through gaining diverse experience by job rotation.

In spite of these general differences in personnel practices, some of the Japanese public employees have served as the heads of international organizations and executive officials in the U.N.

agencies such as Under-Secretary-General (USG) and Assistant Secretary-General (ASG). While the backgrounds of these employees vary, many of them have taken an executive position in an international organization after highly recognized for their own specialty and ability to carry out the duties through gaining a great deal of experience after being hired, including: studying abroad; discussing on the front lines of international conferences related to the administration under their responsibility; working on large-scale international cooperation projects; working abroad several times through transfer to international organizations or diplomatic missions; and working with high-ranking government officials and experts from various countries. In order to continue to produce such human resources in the future, one of the options to take may be the use of the systems, such as the Junior Professional Officer (JPO) dispatch system. This system provides young people who wish to work for an international organization in the future with an opportunity to gain work experience in such an organization for a certain period of time under an agreement between the international organization concerned and the government of each country, with the costs of the dispatch covered by the government.

(3) Dispatch to Foreign Governments

Employees dispatched to foreign governments under the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers have been sent to Asian countries, such as Indonesia, Vietnam and the Philippines, and African countries including Kenya, Tanzania and Ethiopia. A wide range of employees, from the Unit Chief level to executive class are dispatched mainly as specialists from the Japan International Cooperation Agency (JICA). They contribute to the development of the countries to which they are dispatched for instance through the deployment of infrastructure technologies and the support for various projects. In addition, as in the same manner with dispatch to international organizations, the experience and personal networks in the destination countries are often useful after returning home.

3. Progress of Globalization in the Domestic Administration

A remarkable development of ICT technology has fueled further development of globalization. For instance, global corporations, such as GAFA (Google, Amazon, Facebook, Apple) in the United States and BAT (Baidu, Alibaba, Tencent) in China, are providing a place beyond national borders where people can communicate via social networking services (SNS), and distribute information and buy/ sell/ and move goods and services over the Internet. Accordingly, these companies are having a significant impact on economic activities and people's lives in many countries. On the other hand, amid the ongoing international competition in the development of ICT technology, international cooperation has become indispensable to ensure cybersecurity to deal with threats caused by misuse of the ICT technology, such as damage and leakage of information; damage from money theft and

fraud; and operation/ function/ service failures. Therefore, when considering policies related to domestic economic activities and the safety/ security of life in Japan, it is necessary to take into account the global trends of these technologies and their impact on Japan; and to understand international treaties and rules before conducting appropriate administrative operations. As stated above, international involvement has become unavoidable in many administrative fields in Japan.

Looking at the situation in Japan, the relaxation of visa requirements, along with a growing interest in Japan, has boosted the number of foreign visitors to Japan significantly in recent years, from approx.6.79 million in 2009 to approx. 31.88 million in 2019 (up 369.5%), according to data from the Japan National Tourist Organization. Against this backdrop, for example, the number of personnel engaged in customs, immigration and quarantine (※2) increased significantly over a decade from FY2009 to FY2019; from 8,713 to 9,617 (a 10.4 % increase) in the customs offices; from 3,565 to 5,432 (a 52.4 % increase) in the immigration offices; and from 2,258 to 2,745 (a 21.6 % increase) in the quarantine offices. Due to the COVID-19 pandemic worldwide, the movement of people in the entire international society has been restricted. As a result, the number of foreign visitors to Japan decreased by 58.3% in Feb. 2020 and by 93.0% in Mar. 2020 compared to the same month last year, according to the Japan National Tourist Organization. Although the future is uncertain, these duties are expected to become increasingly important toward the future. Furthermore, in recent years, the measures have been taken to promote appropriate and smooth acceptance of foreign human resources as well as to create an environment with a view to realizing a symbiotic society with foreigners. Even in crisis management, such as disaster prevention and health/ medical care, a growing number of administrative organizations need to take the measures, such as providing appropriate information in consideration of the cultural background of each country or region of foreigner residents.

※2 Employees engaged in quarantine work refer to those working for the quarantine stations of the Ministry of Health, Labour and Welfare; and the plant protection stations and the animal quarantine service of the Ministry of Agriculture, Forestry and Fisheries.

Chapter 2 The Measures Taken by the NPA, the Cabinet Office and Each Ministry to Secure and Develop International Human Resources

Section 1. The Measures Taken by the NPA

As we have seen in the previous chapter, the duties related to international affairs are becoming increasingly complicated and sophisticated, increasing the number of employees of the Cabinet Office and each ministry engaged in international affairs, such as international negotiations. Under such circumstances, employees responsible for planning and drafting policies, even in the domestic administrative field, are required to take into account the trends in the international community. The NPA has been taking the following measures to secure and develop such international human resources.

1. Long-term Overseas Fellowship Program for Administrative Officials

(1) Overview of the Program

The Long-term Overseas Fellowship Program for Administrative Officials was established in FY1966 to provide administrators with opportunities to study at graduate schools in foreign countries in response to a remarkable progress in internationalization of administration and a growing need for administrators with an international perspective and sense.

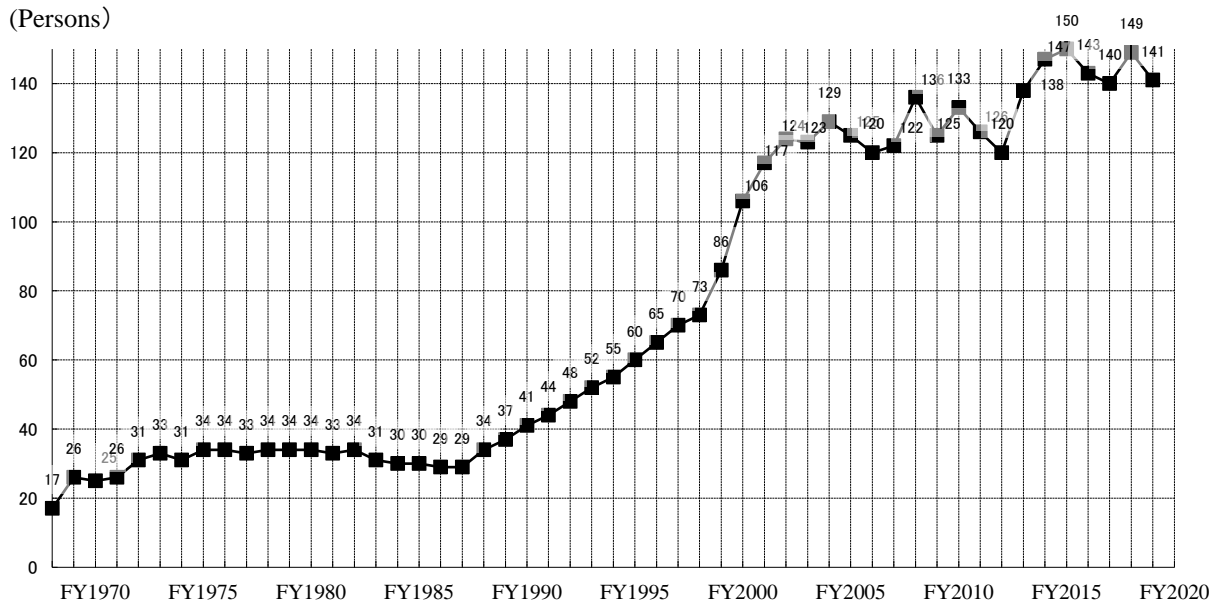
Researchers dispatched to graduate schools in foreign countries are administrative officials who have been in service for less than 10 years and are selected through the screening process conducted by the NPA and the graduate schools from those recommended by the heads of ministries, including the Cabinet Office. The researchers are required to study for two years to obtain a master's degree or equivalent qualification at a graduate school or other institution in a foreign country. They are engaged in academic research in a variety of fields such as public policy and international relations.

Those who completed this program are engaged in international duties, including international conferences, international negotiations, and working overseas, after returning to Japan by making use of the knowledge and human networks they gained while studying abroad. Even in Japan, they play a major role in addressing globalization of Japan's public administration through planning and drafting administrative policies from an international perspective.

(2) The Number of Dispatched Researchers

Since the start of this program in FY1966, the number of researchers dispatched until FY2019 has totaled 3,925. The number was 17 when the program was launched, but has increased since 1987 in an effort to meet the administrative needs associated with the rapid progress of internationalization, reaching 50 in FY1993, over 100 in FY2000, and over 120 in FY2002. In recent years, the number of dispatched employees has fluctuated slightly partly due to the instruction given to the Cabinet Office and each ministry to improve the level of language skills of researchers and to ensure that the achievements of their studying abroad benefit the public service. Therefore, the number of dispatched personnel has been over 140 since FY2014 to date and is on an upward trend over the medium to long term (Figure 5).

Figure 5 Trends in the Number of Newly Dispatched Researchers Under the Long-term Overseas Fellowship Program for Administrative Officials.



(Note) Includes dispatch to doctoral programs (3 in FY2012, 2 each in FY2013 and FY2014, 1 each in FY2016 and FY2017 and 2 in FY2018).

(3) Recent Initiatives

A. Response to the progress of the duties related to international affairs (Dispatch to doctoral programs)

With the increase in the duties related to international affairs in the Cabinet Office and each ministry, administrative officials have an increasing number of opportunities to participate in international conferences. With this backdrop, there is an opinion that it is desirable to secure a certain number of highly specialized employees who hold doctoral degrees in order to conduct negotiations at the same level with foreign administrators. In addition, there has been a growing need to provide employees with opportunities to obtain doctoral degrees. Under such circumstances, a system for dispatching administrators to doctoral degree programs was launched in the Domestic Fellowship Program in FY2007 and in the Long-term Overseas Fellowship Program for Administrative Officials in FY2012. By the end of FY2019, 37 administrators (the Domestic Fellowship Program) and 11 administrators (the Long-term Overseas Fellowship Program for Administrative Officials) have been dispatched under the respective programs.

B. Diversification of the Dispatch Destination Countries

In recent years, the NPA has been making efforts to further diversify the countries to dispatch

employees to meet the growing need to develop human resources capable of handling a wide range of international duties in response to the globalization of administrative duties. In cooperation with embassies in Japan and graduate schools in foreign countries, the NPA offers information and support for studying abroad to the employees to be dispatched as well as the Cabinet Office and each ministry. Moreover, the NPA holds briefings on each country for those who wish to study abroad.

The destinations to dispatch administrators was the only three countries, namely, the United States, the United Kingdom and France, when the programs were launched; and to the six countries, including Germany, Canada and Australia, until FY2001. In recent years, the destination countries have gradually diversified and increased to 16 countries (regions) in FY2019. The total number of dispatched researchers by destination country (region) is 2,834 to the U.S., 675 to the U.K., 177 to France, 85 to Germany, 51 to Canada, 36 to Australia, 24 to China, 14 to Singapore, 13 to the Netherlands, five to Korea, four to Sweden, two each to Taiwan and Spain, and one each to Denmark, Hong Kong and Belgium (Table 1).

Table 1 Status of Dispatch under the Long-term Overseas Fellowship Program for Administrative Officials (by Country (Region))

Destination	USA	UK	France	Germany	Canada	Australia	China	Singapore	Netherland	Korea	Sweden	Taiwan	Spain	Denmark	Hong-Kong	Belgium	Total
FY1966-2001	1,100	222	116	50	34	12											1,534
FY2002	108	8	2	2	3									1			124
FY2003	115	6	1							1							123
FY2004	110	12	3	1		3											129
FY2005	95	17	2	3	4	1	1		1			1					125
FY2006	101	11	3	1	2		1		1								120
FY2007	94	21	3		1	1	2										122
FY2008	98	25	3	1		2	4	2	1								136
FY2009	90	24	3	2	2	2	2										125
FY2010	90	32	3	1		2	3			1			1				133
FY2011	88	29	2	2		2	1		1	1							126
FY2012	73	33	5	4		1	2			2							120
FY2013	94	35	1	1	1	1	2	1			1	1					138
FY2014	105	33	2	2	1	2	1	1									147
FY2015	99	34	6	3		2	3	2	1								150
FY2016	95	31	6	4				4	1		1		1				143
FY2017	90	31	7	2	1		1	2	3		2						140
FY2018	97	39	4	4	2	2		1									149
FY2019	92	32	5	2		3	1	1	4							1	141
Total	2,834	675	177	85	51	36	24	14	13	5	4	2	2	1	1	1	3,925

(Note) Include those who extend the dispatch period to attend a doctoral program.

C. Thorough implementation of the system to reimburse the expenses for studying abroad and the necessity of benefiting the public service

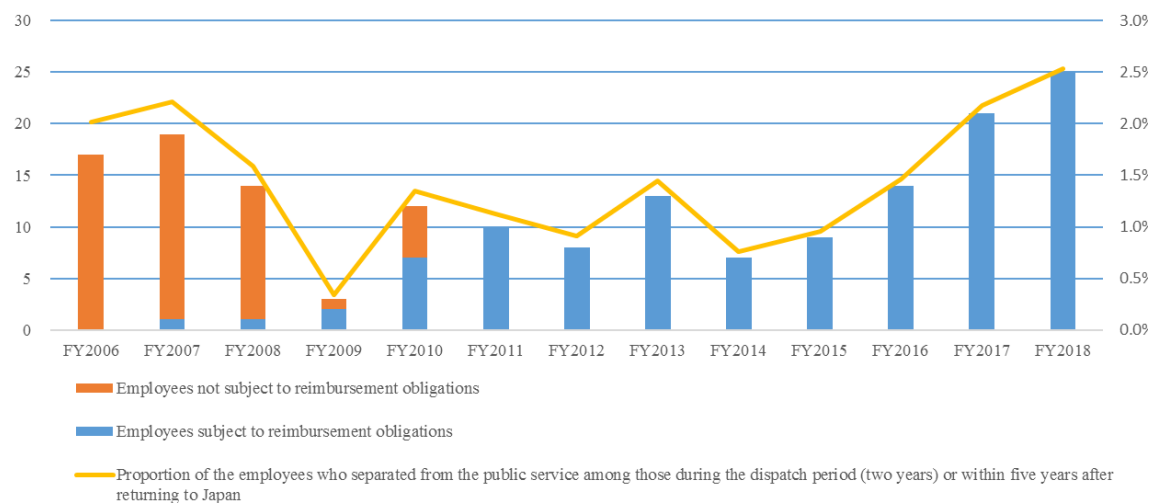
The purpose of employees' study abroad programs, including the Long-term Overseas Fellowship Program for Administrative Officials, is to utilize the achievements of their studying abroad in the

performance of their duties after completing the study abroad program and benefit the public service. If employees who have studied abroad leave the public service in the early stages, the achievements of their studying abroad cannot be fully returned to the public service. This will undermine the public's trust in the study abroad programs, to which a considerable amount of public money is spent. For this reason, the Act on Reimbursement of National Public Officers' Expenses for Studying Abroad (Act No. 70 of 2006) was enacted in order to make use of the achievements of studying abroad in the public service, to secure the public's trust, and to facilitate the efficient management of the public service. Pursuant to this law, the employees who leave the public service during their study abroad or without being in service for five years after the completion of their study abroad programs shall reimburse all or part of the expenses for their studying abroad, which were paid by the government.

The number of employees who left the public service after studying abroad has been on the rise in recent years. The proportion of those who separated from the public service during their dispatch period or within five years after returning to Japan was about 2.5% in FY2018 (Figure 6). The reasons behind this trend seem to be the lower hurdles for changing jobs and changes in attitudes toward their own careers as a result of having various experiences, including studying abroad. Those who left the public service commented that they could not directly apply their experience and knowledge gained from studying abroad to the posts assigned to them after returning to Japan; and that they wanted to engage in specific fields or duties outside the public service.

(Reference: The proportion of the number of employees who separated from the public service among the employees aged 25 to 34 who are covered by the Salary Schedule for Administrative Service (I) was 2.0 percent in FY 2018.)

Figure 6 Trends in the Number and Proportion of Employees Who Participated in the Long-term Overseas Fellowship Program for Administrative Officials and Separated from the Public Service During Their Dispatch Period or Within Five Years After Returning to Japan



The NPA has been taken the measures to ensure that the employees who studied abroad return the achievements of their studying abroad to the public service. Such measures include to conducts a strict screening process prior to the dispatch to assess the employees' enthusiasm for utilizing the results of their studying abroad and their awareness of responsibility to contribute to the public service; and to require them to submit a letter of confirmation that they will continue to engage in the public administration after completing their studying abroad. In addition, the NPA has repeatedly emphasized the purpose of the programs, which is to utilize the accomplishments of studying abroad in the public service, at the briefing for young employees who may wish to study abroad in the future (taking place about five times a year).

The NPA strives to provide thorough guidance even in the pre-departure training for the employees after their dispatch is confirmed so that they will study abroad with a medium- to long-term perspective with due consideration to how they can make effective use of their experiences of studying abroad in their careers in the public service. In addition, the NPA shares awareness of problems and the ongoing concrete specific measures with officers in charge of personnel management of the Cabinet Office and each ministry.

During the dispatch period, the NPA requires the dispatched employees to submit various reports on a regular basis in order to grasp their progress of research and health conditions. The NPA also instructs the Cabinet Office and each ministry to supervise their employees properly. If the content or progress of research is found to be insufficient, guidance will be given to the employees concerned through the ministry to which they belong.

With regard to the position assigned to dispatched employees immediately after returning to Japan, the Cabinet Office and each ministry are making efforts to place such employees in a department where they can make use of the expertise they acquired through studying abroad or the one related to international affairs. Some ministries also explain their intentions and expectations for each assignment. In addition to the efforts made by the public service as a whole to enhance the attractiveness and satisfaction with the work of public employees, the NPA intends to further encourage the Cabinet Office and each ministry to share awareness of the importance of appropriate actions to be taken after the employees return to Japan so that they can work with career prospects, a sense of security and satisfaction and maintain a high level of motivation.

2. Short-term Overseas Fellowship Program for Administrative Officials

(1) Overview of the Program

In response to a strong demand for the establishment of a system to send mid-level administrative officers overseas, the Short-term Overseas Fellowship Program for Administrative Officials was launched in FY1974 to develop human resources who can deal with the increasing volume of the duties related to international affairs in a timely and appropriate manner.

Dispatched researchers are administrative officials at the Unit Chief level or above who have been in service for roughly more than six years and are selected through the screening process conducted by the NPA from those recommended by the heads of ministries, including the Cabinet Office. Researchers are dispatched to foreign government agencies or international organizations, such as the United Nations, for six months or one year and engage in research activities on practical issues to acquire specialized knowledge and skills.

Those who completed this program have been working actively in a wide range of fields after returning to Japan making use of their international perspectives for their duties. The research reports they submit after returning to Japan are utilized in relevant administrative fields as the latest information on overseas systems and actual conditions.

(2) The Number of Dispatched Researchers

Since the start of this program in FY1974 through FY2019, 1,534 researchers have been dispatched to 34 countries in total. Table 2 shows the total number of dispatched researchers by country (region). The destinations that accepted a large number of dispatched researchers are the U.S. (724 people), the U.K. (309 people), Australia (100 people), France (70 people), Germany (62 people) and Canada (55 people).

Table 2 Status of Dispatch under the Short-term Overseas Fellowship Program for Administrative Officials (by Destination Country (Region))

(Persons)

USA	UK	Australia	France	Germany	Canada	Belgium	Korea	Netherlands	Switzerland	Singapore	New Zealand	China	Spain	Austria	Taiwan	Sweden	
724	309	100	70	62	55	35	25	25	22	21	20	14	8	6	5	5	
Thailand	Italy	Russia	Vietnam	Denmark	Finland	Indonesia	Sri Lanka	Malaysia	Ecuador	Columbia	Ireland	Norway	Luxemburg	UAE	Jordan	Egypt	Total
4	4	3	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1,534

(Note) The above table shows the number of administrators dispatched from FY1974 through FY2019. In FY2019, 19 administrators were dispatched.

3. Others

(1) Improvement of Recruitment Examinations

It is extremely important to secure competent human resources for national public employees under the circumstances where international politics and socio-economic situations are changing drastically making administrative issues more complicated, sophisticated and globalized. As part of the reorganization of the recruitment examination system implemented in FY2012, the NPA took the measures to recruit personnel with an emphasis on the response to globalization. Such measures include improving the methods of demonstrating abilities through increasing the weight of English in the recruitment examinations; and launching the "liberal arts division" in the Examination for Comprehensive Service, which is conducted in autumn, so that graduates of foreign universities can

also take the examination.

Even afterward, improvements were made on the recruitment examinations in line with changes in social conditions. Since FY2015, the English examinations implemented by external organizations have been used in all examination divisions of the Examination for Comprehensive Service. In FY2016, a review was conducted on the content of the specialized ability tests in the "politics and international division" of the Examination for Comprehensive Service in order to make it easier for students from the faculties of international relations to take the examination.

(2) Response to Globalization in Administrative Training

In order to respond to an increase in the international work at home and abroad, the National Institute of Public Administration conducts the following training programs to improve international mindset and encourage participants to think about how national public employees should behave.

A. Implementation of the subjects of the Initial Administrative Training responding to globalization

As part of the Initial Administrative Training for newly hired employees who are expected to be responsible mainly for policy planning and formulation, a course entitled "Expectations for Japan as Seen by Foreign Countries" has been offered since FY2008. In this course, diplomats and other foreign government officials working at embassies in Japan are invited as lecturers, and lectures and small group discussions are held in English in principle. This curriculum, is carried out to foster mutual understanding between Japan and other countries; to enhance understanding of the role that Japan is expected to play in the international community, and to cultivate an international mindset

B. Implementation of the International Course of the Administrative Training (for personnel at assistant director level)

Since FY2013, the International Course has been offered in the Administrative Training (for personnel at assistant director level) targeting the employees at the Assistant Director level who have experience working at diplomatic missions in foreign countries and are motivated to continue to engage in the duties related to international affairs. This course aims to maintain and improve employees' ability to communicate in English and negotiate with foreign counterparts and to enhance their international mindset through presentations and exchanging opinions with foreign participants, such the officials of embassies in Japan.

Section 2. The Measures Taken by the Cabinet Office and Each Ministry

The measures taken by the Cabinet Office and each ministry are introduced hereafter following

the previous section, which described the NPA's efforts to secure and develop international human resources.

(1) Recruitment

A. Recruitment of new employees

The hearings with the Cabinet Office and each ministry reveal that the percentage of new recruits who have shown an interest in the duties related to international affairs is higher than before; and the language skills, such as English proficiency, of new recruits, have improved compared to the past in many ministries including the Cabinet Office. As a background to these changes, some ministries pointed out the increase in the number of personnel with overseas experience partly due to the effect of improvement in the recruitment examinations, as described in the previous section, and also because many universities have been encouraging students to study abroad for a short period of time. There are some ministries that take into account language skills and qualifications as international human resources to some extent with a view to securing a diverse workforce. There, however, are no ministries that focus solely on these aspects in recruiting employees, and there is a tendency to emphasize the development of international personnel after recruitment.

B. Mid-career recruitment for private-sector human resources

In addition to the recruitment of new graduates, personnel who have working experience in the private companies are also hired to engage in international duties. For example, some ministries set strict requirements, such as high scores on language examinations and experience of working abroad, to hire such personnel with the aim of strengthening human resources capable of handling the increasing number of negotiations and coordination tasks with the governments of other countries. Other ministries have recruited qualified lawyers in recent years to handle tasks involving the relationship between international law and domestic law.

(2) The Initiatives to Enhance Employees' Ability to Respond to Globalization

The typical pattern, however, is to provide young employees with opportunities to take language training as much as possible before giving them a chance to study abroad, for instance under the Long-term Overseas Fellowship Program for Administrative Officials; and then to allow them to experience the duties related to international affairs, including working overseas, based on their wishes and aptitudes. There are various ways to develop international human resources depending on the ministry. Some ministries compile a list of employees who wish to engage in the duties related international affairs and give consideration to their career path based on their abilities and aptitudes. There are also cases where these employees are given the opportunity to be in charge of support work when other bureau or department needs assistance for the duties related to international affairs, for instance at large international conferences including the G20.

With regard to capacity building, skills of foreign languages other than English are often required to work in Europe, and also the duties related to China have been increasing. Given these circumstances, some ministries have expanded the scope of their language training, which used to focus on English, and launched the programs of French, Chinese, and other languages, in an effort to improve employees' proficiency of foreign languages other than English as well. Furthermore, some ministries offer language training for the employees, who have returned to Japan from overseas assignments, to maintain and improve their language skills. The reason behind this is that emphasis has been placed on improving the language skills of employees before their dispatch to foreign countries and follow-up after returning from overseas assignments tended to be insufficient.

In addition, with a view to enhancing expertise in the areas other than foreign languages, some ministries conduct training by inviting experts from private companies to learn about overseas business and the current situation in Japan seen from the perspective of the private sector, which is different from that of the national government. Additionally, there are some cases where employees are invited to submit overseas research plans, and then the selected employees are given an opportunity to actually conduct the research in foreign countries.

Moreover, with the aim of cultivating an international mindset among the personnel in charge of domestic administration, the Training for Level of Position has introduced the subject to enhance understanding of the duties related to international affairs, which are relevant to the administration under their jurisdiction. Additionally, with the objective of promoting self-directed study to improve language skills, some ministries have established an online training system that allows employees, including those working in regional areas, to take the training at home.

(3) Working Overseas

Concerning overseas assignments through dispatch to international organizations or governments of developing countries, or by secondment to overseas diplomatic missions, many ministries candidates based on the employee' intentions and aptitudes; and then after the completion of the overseas assignments, the employees are assigned to the positions that allow them to make use of such experiences. Some ministries take the measures to develop human resources, for instance by assigning personnel who have overseas work experience and can handle the work appropriately to the posts in important countries or key positions; and by giving young employees overseas experience through assigning them to the positions with relatively high proportions of research work. The hearing also found that some ministries are making efforts to strategically dispatch their employees to the regions and international organizations to which they have not sent many employees yet, or to dispatch employees to the same positions on a continuous basis, because the presence of Japanese employees in international organizations is very beneficial to the ministries, including the Cabinet Office, dispatching employees. Meanwhile, some ministries note that they implement open application for

overseas positions targeting all the employees with the aim of grasping the employees who are proactive about working overseas. This has enabled employees to express their preferences based on their life events, such as childcare and nursing care, and also has allowed the ministries to find employees who wish to work in a wide range of countries, not only in developed countries. There are also ministries that have been encouraging their employees to apply for vacant positions in international organizations, which are publicly open for applications, in order to expand dispatch to international organizations.

(4) Taking Advantage of the Training Implemented by the NPA

With regard to dispatch under the Long-term Overseas Fellowship Program for Administrative Officials and the Short-term Overseas Fellowship Program for Administrative Officials, the Cabinet Office and each ministry select candidates based on the language skills and aptitudes in consideration of wishes of the employees concerned and apply to the NPA. Meanwhile, some ministries implement the open application to select candidates within their own ministries. In addition, some ministries have their own study abroad programs to dispatch employees for a shorter period of time (such as one year) than the Long-term Overseas Fellowship Program for Administrative Officials in order to enable employees to acquire specialized knowledge and skills in the administration under their jurisdiction. Upon completion of the training program, the employees are often assigned with the duties related to international affairs or technical development for which they can utilize the achievements of their research, in consideration of their wishes as much as possible. Some ministries also hold briefing sessions to widely share with other ministries the knowledge and experiences that the employees gained through research activities in their studying abroad with the aim of actively utilizing the achievements of their research for the planning and formulation of future policies as well as various types of duties.

When it comes to the International Course of the Administrative Training (for personnel at assistant director level), many ministries select participants based on the motivation and language skills among those who meet the requirements, while some ministries select trainees through open application within their own ministries. Regarding the exchange of opinions in English with embassy officials as part of the program of the Initial Administrative Training, some participants commented that they could become aware of the necessity of cultivating an international mindset, which is necessary for various duties related to international affairs at home and abroad; and that they realized their own level of ability through training with their peers including those from other ministries, which was very stimulating.

(5) Status of Employee's Preferences for the Duties Related to International Affairs

The Cabinet Office and each ministry ask their employees to notify of their preferences for future

personnel matters in a personal statement and conduct an interview to listen to their wishes about once a year, so that employees can be assigned to a position in line with their circumstances and wishes as much as possible. In addition, many ministries state that the superiors and the personnel authorities are conducting interviews more frequently than before, including with those working overseas. Many ministries also note that the number of the employees wishing to engage in the duties related to international affairs is or has been increasing. On the other hand, many ministries state that most of the employees facing circumstances, such as childcare, tend not to wish to engage in the duties related to international affairs; but some ministries mention that they have employees engaging in such duties even during the period responsible for childcare, for example through taking advantage of telecommuting.

(6) Personnel Management Issues

The following are some of the personnel management issues related to securing and development of international human resources.

First of all, it is important to secure and develop human resources who have a high level of language skills and can respond to increasingly complicated and sophisticated issues. The issues that need to be addressed in securing and developing such personnel include: to pay attention also to the development of human resources who can respond to the situation in emerging countries such as China; and how to maintain the motivation of employees to become international human resources amidst a busy work environment, and at the same time to secure time for employees to develop themselves, such as learning foreign languages. While it is obvious that language skills are important, there is also an opinion pointing out the importance of “content”, such as the knowledge and skills necessary to carry out the policies and work of the administration under the jurisdiction. It would be necessary to develop human resources who have these skills in a well-balanced manner.

It is also important to clarify a career path for playing an active role as an international human resource; to establish positions to engage in the duties related to international affairs, provide employees with the necessary experience in accordance with their position level and treat them appropriately. The Cabinet Office and each ministry are also making efforts to assign relevant duties to the employees who have returned from studying or working abroad. It, however, is not always possible to assign such duties to the employees due to the timing of personnel appointments or rotation issues. A number of ministries find it necessary to establish a mechanism for medium- and long-term human resource development as well as role models. Additionally, some mention that they would like to increase the number of international human resources, but are facing challenges in securing the budget and the fixed number of employees. In addition, some comment that they would like to extensively cultivate an international mindset, for instance through the Training for Level of Position, under the circumstances where international involvement is inevitable even in the domestic

administration; however, they have not been able to do so sufficiently.

Chapter 3. The Measures to Secure and Develop International Human Resources

Section 1. International Human Resources in Demand and Ideal Status of Personnel Management

1. Requisites for International Human Resources

In these days, global trends are affecting various administrative fields both at home and abroad, and this trend is likely to become increasingly prominent in the future. As discussed in Chapter 1, with the increase in the duties related to international affairs in the administration under the jurisdiction, it has become essential for employees involved in the planning and formulation of domestic as well as international policies to possess an international mindset covering a wide range of fields along with a sense of mission and a high degree of expertise as public employees.

In addition, it is necessary for employees who are required to engage mainly in the duties related to international affairs, including international negotiations, to improve not only their language skills but also their communication skills so that they can proactively express their own opinions and maintain and expand various domestic and international human networks by gaining understanding and trust through their experience in the duties related to international affairs, including working overseas, while enhancing their expertise and international mindset. Additionally, employees, who are expected to engage in important international negotiations or to play an active role in international organizations, are required to further deepen their expertise to make it applicable on the international stage by accumulating experience in relevant duties related to international affairs.

In order to develop such employees, the personnel authorities of the Cabinet Office and each ministry are required to manage human resources in a planned manner as described below with an eye toward the qualities and abilities that will be needed in the future, taking into account the intentions of the employees. At the same time, each employee needs to have an attitude to think autonomously about his or her own career, and managerial personnel should conduct management that drives the growth of employees.

2. Promotion of Planned Personnel Management

To secure and develop necessary international human resources, the Cabinet Office and each ministry have been cultivating an international mindset and expertise of their employees by providing them with work experience through regular personnel transfers and opportunities for training, including various study abroad programs, and secondment. Moreover, personnel management has been carried out in consideration of employees' career development and life events, as well as their intentions as much as possible.

Having said that, the results of the hearings described in the previous chapter reveal the actual

situations where personnel management is not sufficiently carried out in a planned manner.

To promote well-planned personnel management, it is necessary to understand the qualifications and abilities that are required to perform duties and held by individual employees as well as the intentions for career development of each employee; and to provide employees with opportunities for growth through work and training based on adequate communication between the personnel authorities and employees.

In doing so, it is critical for the personnel authorities to grasp as concretely as possible the qualifications and abilities that are required and also held by individual employees and to manage human resources in an organized and planned manner while keeping an eye on future administrative issues in the midst of advancing globalization.

In developing international human resources, in particular, it is essential to create more opportunities of studying and working abroad, for instance through secondment to overseas diplomatic missions, and dispatch to international organizations for instance by utilizing the Junior Professional Officer (JPO) program. It is also necessary to provide such opportunities in a planned manner with full coordination with the relevant employees and the organizations concerned. Furthermore, it deems necessary as appropriate to make use of specialized staff responsible for supporting negotiations with foreign countries and international organizations; to hire experienced personnel who have useful experience outside of the public service; and to utilize specialized personnel in accordance with Fixed-term Employees Act.

Some private companies implement the measures to promote the growth and change of the employees through creating opportunities for employees to be transferred to different fields, including overseas positions. It deems crucial to expand the budget and the fixed number of employees that can be allocated to personnel management; and to stimulate the voluntary growth of employees and boost the vitality of the organization as a whole for the purpose of carrying out personnel management in a planned manner to encourage the growth and change of the employees.

3. Autonomous Career Development of Employees

According to the consciousness survey conducted by the NPA and disclosed in Part 2, Volume 1 of the Annual Report FY2017, employees in their 30s place a high value on “engagement in rewarding work” and “engagement in the work where I can utilize my abilities.” In addition, many respondents said what they need as the support for career development are “personnel management giving due consideration to family circumstances such as childcare and nursing care”, “visualization of career (presentation of future possible career paths)” and “interview and confirmation of intention with superiors or officials in charge of personnel management concerning employees’ future career development.”

**Table 3. Extracted from Appendix 1 “Results of the Survey of the Employees in their 30s”,
Part 2, Volume 1 of the Annual Report FY2017 of the NPA**

Q37. What is your primary focus in your career development?

Engagement in rewarding work	46.7%
Engagement in the work where I can utilize my abilities	39.6%
Working in a position with responsibilities	6.0%
Nothing in particular	7.7%

Q40. What kind of career development support do you consider necessary? (Multiple answers allowed)

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%
Personnel management giving due consideration to family circumstances such as childcare and nursing care	52.7%
Support for preparing life after retirement (Holding of seminars pertaining to life planning)	17.5%
Mentorship (System whereby senior employees offer consultation and advice on work and career development to junior employees through conducting interviews on a regular basis)	13.2%
Job posting system in the department (System to encourage employees to wish to be transferred to specific departments)	23.7%
Internship within the department (System to experience duties in other departments on a temporary basis)	17.0%
Training to support employees’ career development	25.6%
Support from career counselor	11.6%
Nothing in particular	8.9%
Others	4.3%

(Note) This survey was conducted as an anonymous web survey (response rate: 56.4%) from Jan. 22 to Feb. 2, 2018. The survey targeted employees between the ages of 30 to 39 at the end of FY2017 among the employees who are covered by the Salary Schedule for Administrative Service (I) and are working at the HQ (including temporary appointed employees, fixed-term short-time work employees and fixed-term employees).

In order to develop international human resources, it is important to provide employees with a variety of training and work experience. In addition, it is essential that individual employees autonomously think about their own career as a national public employee, who can pave the way for the global society of the future. They are required to create a new value by thinking and acting creatively while embracing diverse values through deepening their expertise in the administrative

fields in charge and expanding their personal networks through various activities, including the ones outside of their duties. Therefore, it is vital to continue learning by taking various learning opportunities outside of the workplace, in addition to the training provided by the organization. For this end, it may be possible to take advantage of self-development leave system that allows employees to voluntarily leave their jobs to study at a university.

With the aim of creating such an environment for development, the personnel authorities are required to enhance flexible working styles of employees and create time for them to use for autonomous activities through further promoting the work style reform, which has been already underway, including the use of flextime system. Additionally, it would be useful to offer opportunities for employees to reflect on their own experience in the public service by making them aware of their skills, qualities and abilities through career training; and to deliberately create opportunities for employees to think about the direction of their own career in the public service.

Moreover, career development of employees would also benefit from further promoting the measures already in place in some ministries, such as the open application for overseas positions targeting all the employees within the ministry, in order to increase the possibility of realizing employees' desired careers and to enable them to think about their own careers while taking into account life events such as childcare and nursing care.

Some private companies use a job posting system as an opportunity for employees to consider their own careers, and at the same time to contribute to the organization; and deliberately provide high-level and challenging training and other opportunities for employees to voluntarily teach and learn from each other within the organization. These types of support provided by the personnel authorities are effective in transferring know-how among employees and encouraging their autonomous career development. In addition, it can be expected that an international mindset, spirit and ambition will be fostered by stimulation among employees.

4. Appropriate Management by Managerial Personnel

In order to promote aforementioned "2. Promotion of Planned Personnel Management" and "3. Autonomous Career Development of Employees", it is essential for managerial personnel and employees to have a smooth communication with each other through daily operations and interviews for personnel evaluation. In addition, superiors need to concretely communicate to their subordinates the positioning and meaning of the work and the expected growth of the employees concerned through their work. It is also effective to consciously create opportunities for experienced superiors to offer advice regardless of the department.

Additionally, amidst the increasing complexity and sophistication of public administration, the situation is severe in terms of manpower making it difficult to take enough time to make policy decisions. As a result, it has been pointed out that superiors tend to give one-sided directions to young

employees, which reduces opportunities for young employees to express their opinions. Working in this way has some advantages, such as speeding up business processes, but it may also create employees who always wait for directions to do something. In the international community, it is necessary to actively express one's opinions at meetings and discussions and to lead and orchestrate discussions depending on the case. Accordingly, it is important for managerial personnel to create opportunities to enable individual employees to freely express their opinions and actively make proposals or discussions on a daily basis, thereby enhancing their communication ability. Moreover, managerial personnel are expected to develop a work plan so as to provide employees with as many opportunities as possible to attend important meetings and go on business trips at home and abroad, taking into account their aptitude and wishes.

Furthermore, concerning career development of employees, it is necessary for managerial personnel to build a relationship of trust with employees and communicate with them on a daily basis so that their intentions and actual conditions of family life of employees with diverse circumstances, such as childcare and nursing care, can be taken into consideration.

Section 2. Support from the NPA for Securing and Developing International Human Resources

The NPA will take the following measures to support the Cabinet Office and each ministry in their securing and developing human resources in a planned manner; to develop and provide various training opportunities; and to secure human resources. In addition to these, the NPA will conduct a study and disseminate information on personnel management in the future reflecting the particularities of the public service, so that personnel management can be carried out to promote the strengthening of public service organizations and the improvement of the qualifications and skills of employees.

(1) Improvement of Dispatch Training

Dispatch Training enables employees to acquire language skills and specialized knowledge. At the same time, this training helps them to improve various knowledge and abilities, including the way of thinking in different cultures, understanding of diversity, adaptability and communication skills, which can be gained in dispatch destination countries or through interaction with friends in other countries. In other words, Dispatch Training provides employees with a starting point for international work and is essential in the development of international human resources. The NPA will continue to strengthen its cooperation with embassies in Japan and overseas graduate schools to diversify the countries to dispatch trainees and to supply information to employees in order to respond to globalization. Moreover, the NPA will work with the Cabinet Office and each ministry to ensure the steady operation of the training. Furthermore, the NPA will cooperate and collaborate with the Cabinet Office and each ministry to secure budgets and quotas of employees with a view to sending a sufficient number of employees, which is large enough to benefit the mid- to long-term human resource planning

of the Cabinet Office and each ministry. At the same time, the NPA will urge the improvement of language skills and the formulation of effective research plans.

With regard to encouraging employees to return their achievements of their study abroad to the public service, including preventing employees from leaving the public service after they return to Japan, the Cabinet office and ministries are making a concerted effort by sharing concrete measures with the personnel in charge of human resources at the Cabinet Office and each ministry. Such measures include the ones concerning treatment of employees after their returning to Japan, such as the position to which they are assigned immediately after coming back to Japan, as well as the importance of communication with dispatched researchers in foreign countries. The NPA will urge the Cabinet Office and each ministry to take a medium- to long-term perspective on the future careers of their employees from the time of recommending a candidate.

In addition, it is considered that communicating the experience of the dispatched employees as overseas researchers and the way in which they continue to play an active role in the public service to junior employees, who will be responsible for the next generation, will highly motivate junior employees, and its importance should be recognized by the employees to be dispatched. The NPA will make efforts to take every opportunity to communicate the significance of Dispatch Training and enhance its effectiveness.

(2) Improvement of Administrative Training

The subjects of the Initial Administrative Training responding to globalization aim to cultivate an international mindset for a wide range of employees who are expected to engage in policy planning and formulation. Additionally, exchanging opinions in English serves as an incentive to improve language skills. Thus, the NPA will continue to implement these subjects while making necessary improvements.

The International Course of the Administrative Training (for personnel at Assistant Director level) is designed for employees, who have experience working at diplomatic missions or studying at graduate schools in foreign countries, to maintain and improve their skills to negotiate with foreign counterparts, which are indispensable to engage in international duties. The NPA will work on necessary improvements to make the content more effective in cooperation with the embassies in Japan, taking into account the opinions of the Cabinet Office and each ministry.

With respect to career development of employees, from the perspective of supporting their autonomous career development, the NPA will continue to provide opportunities for employees to reflect on their own careers and think about their future career development through “Career Development Seminar 30”, which has been launched since FY2018 and held several times a year, and "Training to Advance Careers", which has been conducted for female employees.

(3) The Measures to Secure Human Resources

As we have seen so far, the opportunities to play an international role in the public service are expanding. Even in domestic administration, it has become necessary to take global trends into account in performing duties. With the aim of continuously securing human resources who can play a leading role in the future of Japan and pave the way for a global society, the NPA will communicate to students the attractiveness of national public employees, who work in a wide range of fields in a global society, as well as the status of Dispatch Training and Administrative Training. Furthermore, the NPA will expand as necessary the Examination for Experienced Personnel, which aims to recruit personnel with useful experience in a private company to the position of Unit Chief or above, taking the needs of the Cabinet Office and each ministry into consideration.

Conclusion

This report introduced the Overseas Fellowship Program, which is implemented by the NPA. The report also explored the progress of globalization in the Cabinet Office and each ministry and the actual situation with regard to securing and training of human resources in response to them. Moreover, the report attempted to sort out possible measures to be taken in light of these circumstances.

To deal with increasingly complicated and sophisticated issues involving foreign countries, it is necessary not only to learn a foreign language, but also to accumulate international experience on a continuous basis, and to cultivate an international mindset that can flexibly accept various ideas, sense of values and cultures, which are different from those of Japan. At the same time, it is required to improve communication skills to state own ideas and make others understand them. To this end, it is critical for administrators to make daily efforts on a continuous basis to enhance their expertise in the duties in charge and to perform their duties with a sense of mission.

Promoting the measures described in this report and enabling more national public employees to pave the way for a global society will help motivate competent personnel, who are willing to make international contributions or play an active role leveraging their expertise, to actually engage in the duties related to international affairs. It will also stimulate many students who are interested in working internationally in the future to pursue career in the public service.

The NPA expects the Cabinet Office and each ministry to secure and develop human resources who can respond to a global society in the future while giving consideration to the career development of their employees; and will consider, support and implement a variety of measures.

Part 3. NPA Activities in FY2019

Chapter 1. Appointment and Dismissal of Employees

The appointment and dismissal of national public employees are to be based on the principle of the merit system, carried out based on the results of recruitment examinations, personnel evaluation or other demonstrated abilities. The initial appointment of employees is made through an open, fair and competitive examination. If not, initial appointment is made through a selection process. In compliance with these rules, in recent years, a variety of systems have been developed to enrich public service, such as systems to appoint those who have specialized professional experiences outside the public service, and a fixed-term appointment system. Diverse people have been appointed from the private sector through the selection process under fair assessment of abilities and appointment procedures.

In addition, appointments including promotion and transfer after initial appointment are to be fairly implemented based on the principle of the merit system. The NPA offers instructions to the Cabinet Office and each ministry in carrying out appointments that are consistent with the purpose of the system so that personnel evaluation results can be utilized for appointment and dismissal. Furthermore, with securing fairness, the NPA has been improving the environment for facilitating the personnel exchange program between the Government and the private sector for the purpose of developing human resources and invigorating the public service.

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

Section 1. Securing Human Resources

It is important to secure competent human resources who can respond to changing societies as servants of all citizens in order to maintain and improve the efficiency of public service amidst the increasing complexity and sophistication of administrative issues. While the number of applicants for the recruitment examinations of the national public employees has fluctuated in association with the change of employment conditions in the private sector, it has been decreasing in the medium- and long-term amid the situation of declining birthrates and severe circumstances surrounding the public service.

Under such circumstances, the NPA disseminated the distinctive attractiveness of national public employees' duties, explaining that national public employees can feel a sense of contribution to society and satisfaction; and profile of preferable human resources. Furthermore, in coordination and cooperation with the Cabinet Office and each ministry, the NPA enthusiastically carried out activities to secure personnel and to raise awareness targeting women, technical personnel, local university students, professional graduate school students and private-sector human resources respectively

aiming at securing a new source of human resources.

To prevent the spread of the COVID-19 pandemic, Joint Seminar by Central Government Ministries for Comprehensive Service, Joint Explanatory Meetings of Duties in the Cabinet Office and Each Ministry for General Service and Kasumigaseki OPEN Seminar, which were scheduled in March 2020, were all cancelled.

Section 2. Recruitment Examinations

1. Implementation of the Recruitment Examinations in FY2019

(1) Type of Examinations

The NPA conducted 28 types of recruitment examinations on 31 occasions in FY2019. In addition to these examinations, there is another type of examination, namely, the Recruitment Examination for Ministry of Foreign Affairs (MOFA) Specialists which is conducted by the MOFA, based on the NPA's designation (Table 1).

The breakdown of the 28 types includes ①the Examination for Comprehensive Service to initially appoint officers engaging in the duties concerning planning policies or research and study (2 types: Examination for graduate students and Examination for university graduate level); ②the Examination for General Service to initially appoint officers engaging mainly in routine work (3 types: Examination for university graduate level, Examination for high school graduates and Mid-career Recruitment Examination (for entry-level)); ③the Examination for Specialists to initially appoint officers engaging in the duties that need specialized knowledge in a specific field of administration (15 types: Examination for National Taxation Specialists, Examination for Labor Standard Inspectors and so on); and ④the Examination for Experienced Personnel to initially appoint personnel with experience in private companies to government positions at unit chief level and above (8 types in total including that for Unit Chief level [administrative category]).

Table 1 National Public Employee Recruitment Examinations Conducted in FY2018 / 2019

(Part 1) Recruitment Examinations Conducted by the NPA

Qualification	Type of examination		FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)	
					Female		Female		
University graduate level / Graduate students	Examination for Comprehensive Service	Examination for Graduate Students (except legal division)	2019	1,860	532	653	184	2.8	
			2018	2,181	588	639	158	3.4	
		Examination for Graduate Students (legal division)	2019	20	3	11	1	1.8	
			2018	22	3	11	2	2.0	
		Examination for University Graduate Level (except liberal arts division)	2019	15,435	6,025	1,145	383	13.5	
			2018	17,428	6,324	1,158	330	15.1	
	Examination for University Graduate Level (liberal arts division)	2019	2,893	1,040	148	32	19.5		
		2018	2,928	1,036	145	38	20.2		
	Examination for General Service	Examination for University Graduate Level	2019	29,893	11,321	7,605	2,839	3.9	
			2018	33,582	12,036	7,782	2,639	4.3	
	Examination for Specialists	Imperial Guards (university graduate level)	2019	1,273	295	36	10	35.4	
			2018	1,476	350	72	15	20.5	
		Ministry of Justice Specialists (human science)	2019	2,304	795	442	198	5.2	
			2018	2,366	887	475	228	5.0	
		Financial Specialists	2019	2,961	1,108	526	190	5.6	
			2018	3,529	1,224	526	180	6.7	
		National Taxation Specialists	2019	14,238	5,507	3,514	1,489	4.1	
			2018	15,884	5,745	3,479	1,277	4.6	
		Food Sanitation Inspectors	2019	427	266	134	82	3.2	
			2018	496	270	62	30	8.0	
		Labor Standard Inspectors	2019	3,508	1,163	573	206	6.1	
			2018	4,045	1,296	612	215	6.6	
		Air Traffic Control Officers	2019	912	405	105	64	8.7	
			2018	1,015	418	133	62	7.6	
	Examination for Experienced Personnel		2019	2,544	611	313	75	8.1	
			2018	2,921	708	353	84	8.3	
	Subtotal			2019	78,268	29,071	15,205	5,753	5.1
				2018	87,873	30,885	15,447	5,258	5.7
	High school graduate level	Examination for General Service	Examination for High School Graduates	2019	15,338	5,112	3,037	1,056	5.1
				2018	14,455	4,874	3,289	1,205	4.4
Mid-career Recruitment Examination (entry level)			2019	359	53	17	2	21.1	
			2018	402	68	16	4	25.1	
Examination for Specialists		Imperial Guards (high school graduate level)	2019	354	102	17	4	20.8	
			2018	555	198	23	9	24.1	
		Prison Officers	2019	11,525	2,861	1,210	393	9.5	
			2018	5,027	1,146	1,009	222	5.0	
		Immigration Control Officers	2019	2,251	636	137	26	16.4	
			2018	2,072	558	185	52	11.2	
		Tax Officers	2019	6,644	2,018	1,455	540	4.6	
			2018	8,011	2,517	1,496	576	5.4	
		Aeronautical Safety College Students	2019	503	170	132	48	3.8	
			2018	663	241	106	34	6.3	
		Meteorological College Students	2019	330	76	31	4	10.6	
			2018	418	87	32	2	13.1	
		Japan Coast Guard Academy Students	2019	473	94	72	14	6.6	
			2018	504	93	81	14	6.2	
Japan Coast Guard School Students		2019	2,822	481	556	94	5.1		
		2018	3,650	547	592	98	6.2		
Japan Coast Guard School Students (special)		2019	5,437	1,416	890	224	6.1		
		2018	5,970	1,507	1,028	285	5.8		
Subtotal			2019	46,036	13,019	7,554	2,405	6.1	
			2018	41,727	11,836	7,857	2,501	5.3	
Total			2019	124,304	42,090	22,759	8,158	5.5	
			2018	129,600	42,721	23,304	7,759	5.6	

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

Qualification	Type of examination	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
				Female		Female	
University graduate level	MOFA Specialist Personnel	2019	362	178	48	25	7.5
		2018	490	242	49	23	10.0

(Part 3) Total

Qualification	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
			Female		Female	
University graduate level / Graduate students	2019	78,630	29,249	15,253	5,778	5.2
	2018	88,363	31,127	15,496	5,281	5.7
High school graduate level	2019	46,036	13,019	7,554	2,405	6.1
	2018	41,727	11,836	7,857	2,501	5.3
Total	2019	124,666	42,268	22,807	8,183	5.5
	2018	130,090	42,963	23,353	7,782	5.6

(2) Method of Recruitment Examinations

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

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

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

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

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

(3) Conducting Recruitment Examinations

A. Overview

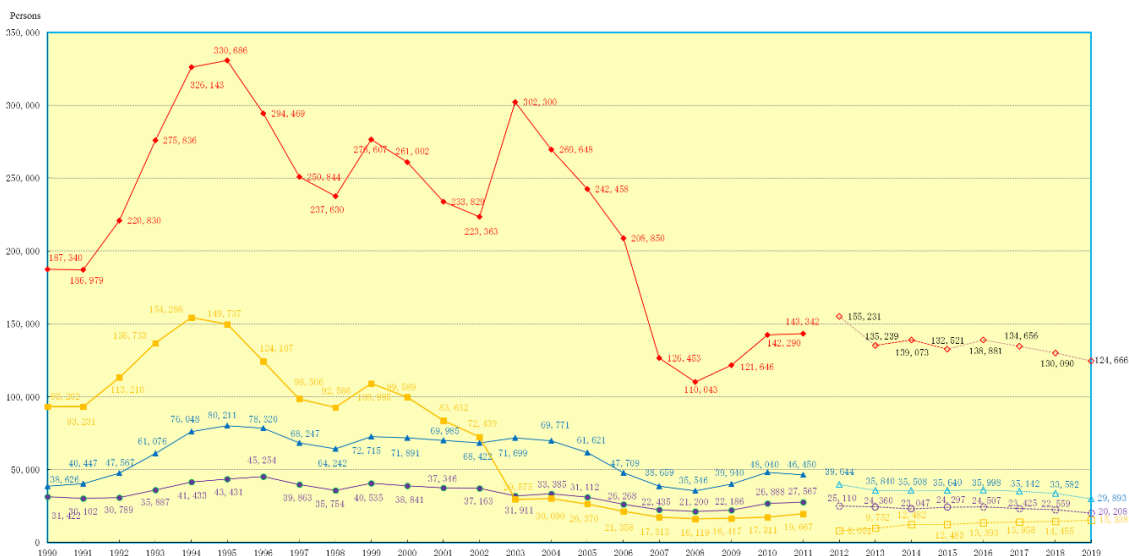
The overview of the recruitment examinations conducted in FY2019 is presented in Table 1.

The number of applicants for examinations conducted by the NPA and the MOFA was 124,666; representing a decrease of 5,424 (4.2%) from that in FY2018. As for examinations for the university graduate level (including those for graduate students), the number was 78,630; a decrease of 9,733 (11.0%) from that in FY2018, while the number of applicants of examinations for the senior high school graduate level was 46,036; an increase of 4,309 (10.3%) from that in FY2018.

The total number of successful candidates for examinations conducted by the NPA and the MOFA was 22,807, representing a decrease of 546 (2.3%) from that in FY2018.

The ratios of successful candidates against all applicants (hereinafter the “success ratios”) are shown in Table 1. The success ratio of examinations for the university graduate level (including those for graduate students) was 5.2, lower than 5.7 of FY2018, while the success ratio for the senior high school graduate level examination was 6.1, higher than 5.3 of FY2018.

Figure 1 Number of Applicants for National Public Employee Recruitment Examinations



B. The Situation by Type of Examination

(a) Examination for Comprehensive Service

i) The number of applicants of the examinations for Comprehensive Service conducted in spring was; 1,860 for graduate students, representing a decrease of 321 (14.7%) from that in FY2018; 15,435 for university graduate level, representing a decrease of 1,993 (11.4%) from that in FY2018; and 17,295 in total, representing a decrease of 2,314 (11.8%) from that in FY2018.

The number of female applicants was 532 for graduate students, 6,025 for university graduate

level, and 6,557 in total. The rate of women among all applicants was 37.9% that is more than 30% during eight successive years and the highest rate from the introduction of the examinations for Comprehensive Service.

The number of successful candidates was 653 for graduate students, 1,145 for university graduate level, and 1,798 in total, representing an increase of 1 (0.1 %).

The number of successful female candidates was 184 for graduate students, 383 for university graduate level, and 567 in total. The rate of women among all successful candidates was 28.2% for graduate students, 33.4% for university graduate level, and 31.5% in total and all of those rates of women among all successful candidates were the highest in the past.

ii) The number of applicants for the Examination for Graduate Students (legal division) conducted in autumn was 20, representing a decrease of 2 (9.1 %), and the number of successful candidates was 11, the same as that in FY2018.

The number of female applicants was 3, the same as that in FY2018, and the rate of women among all applicants was 15.0%, 1.4 points up from that in FY2018. The number of female successful candidates was 1, representing a decrease of 1 (50.0 %), and the rate of women among all successful candidates was 9.1%, 9.1 points down from that in FY2018.

The number of applicants for the Examination for University Graduate Level (liberal arts division) was 2,893, representing a decrease of 35 (1.2 %), and the number of successful candidates was 148, representing an increase of 3 (2.1 %).

The number of female applicants was 1,040, representing an increase of 4 (0.4%), and the rate of women among all applicants was 35.9%, 0.5 points up from that in FY2018. The number of successful female candidates was 32, representing a decrease of 6 (15.8%), and the rate of women among all successful candidates was 21.6%, 4.6 points down from that in FY2018.

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

As shown in Table 1, the total number of applicants was 29,893, representing a decrease of 3,689 (11.0%) and the number of successful candidates was 7,605, representing a decrease of 177 (2.3%) from that in FY2018.

The number of female applicants was 11,321, representing a decrease of 715 (5.9%), and the rate of women among all applicants was 37.9%, 2.1 points up from that in FY2018. The number of successful female candidates was 2,839, representing an increase of 200 (7.6%), and the rate of women among all successful candidates was 37.3%, 3.4 points up from that in FY2018.

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

As shown in Table 1, the total number of applicants was 15,338, representing an increase of 883 (6.1%), and the number of successful candidates was 3,037, representing a decrease of 252

(7.7%) from that in FY2018.

The number of female applicants was 5,112, representing an increase of 238 (4.9%), and the rate of women among all applicants was 33.3%, 0.4 points down from that in FY2018. The number of successful female candidates was 1,056, representing a decrease of 149 (12.4%), and the rate of women among all successful candidates was 34.8%, 1.8 points down from that in FY2018.

(d) Examination for Experienced Personnel

In FY2019, 8 types of the Recruitment Examination for Experienced Personnel were implemented.

As shown in Table 1 the total number of applicants was 2,544, representing a decrease of 377 (12.9%), and the number of successful candidates was 313, representing a decrease of 40 (11.3%) from that in FY2018.

The number of female applicants was 611, representing a decrease of 97 (13.7%), and the rate of women among all applicants was 24.0%, 0.2 points down from that in FY2018. The number of successful female candidates was 75, representing a decrease of 9 (10.7%), and the rate of women among all successful candidates was 24.0%, 0.2 points up from that in FY2018.

(e) Results of Conducting Braille Examinations

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

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

ii) For Braille Examinations in FY2019, one applicant each applied for the Examination for Comprehensive Service (for university graduate level) and the Examination for General Service (for university graduate level).

For the examination both with enlarged text and extended answering time, one applicant each applied for the Examination for Comprehensive Service (for university graduate level), the Examination for General Service (for university graduate level), the Examination for General Service (for high school graduates) and the Examination for National Taxation Specialist.

Regarding tests with enlarged text, two applicants applied for the Examination for General Service (for university graduate level), and one applicant applied for the Examination for Labor Standards Inspectors.

In addition, changing a seat in the examination room was extended to an examinee with

disabilities to the extent that it did not cause any problems for the fair implementation of the examinations.

C. Online Applications for Examinations

The rate of online applicants was 99.9% (examinations for university graduate level / graduate students: 99.9%, examinations for high school graduate level: 99.7%).

2. Improvements in the Recruitment Examination System in FY2019

The NPA published the implementation plan for recruitment examinations of national public employees for FY2020 in Feb. 2020. Additionally, with reference to the outcomes of examinations implemented in FY2019 and reviewing the further improvements and requests from each ministry, the NPA implemented the following revision.

(1) Launch of the Recruit Examination for Coast Guard Officers

A new government position was established whose main duty is to perform administrative work requiring specialized knowledge in the field of coast guard services. In order to launch the Recruitment Examination for Coast Guard Officers in FY2020, Rule 8-18 (Recruitment Examination) was amended and enforced on January 1, 2020 to stipulate the category names, types and qualifications for the Recruitment Examination for Coast Guard Officers.

(2) Review on the Qualifications for the Recruitment Examination for Japan Coast Guard Academy Students

Rule 8-18 originally stipulated that those eligible for taking the Recruitment Examination for Japan Coast Guard School Students shall be the persons for whom five years (or six years for the first recruitment examination when the examination is carried out twice a fiscal year) have not elapsed since the day following the date of graduation from high school or school for secondary education as of April 1 of the fiscal year when the examination takes place. Revisions were made to the provisions of this rule, such as changing "five years" to "twelve years" and "six years" to "thirteen years", and the revised rule went into effect on January 1, 2020.

Section 3. Appointment

1. The Initial Appointment in FY2019

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

FY2019 were in the lists made based on the results of recruitment examinations conducted in FY2018.

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

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

The NPA annually conducts a survey about the appointment status of national public employees in regular service, in order to capture the real situation of the appointment of employees, and for further consideration of appointment policy and other personnel administration policy. The FY22019 survey covers the incumbent employees in FY2018.

(1) Incumbency

As of Jan. 15, 2019, the number of incumbent regular service employees was 279,982, which included personnel on administrative leave, full-time personnel on administrative leave engaged exclusively in the business of employee organizations, personnel dispatched to international organizations, personnel dispatched to the private sector for exchange purposes, personnel on childcare leave and reappointed full-time personnel, but which excluded prosecutors, temporarily appointed personnel, full-time laborers, and part-time employees. It was 519 more than that of 2018.

Men were 223,866 (80.0%) and women were 56,116 (20.0%).

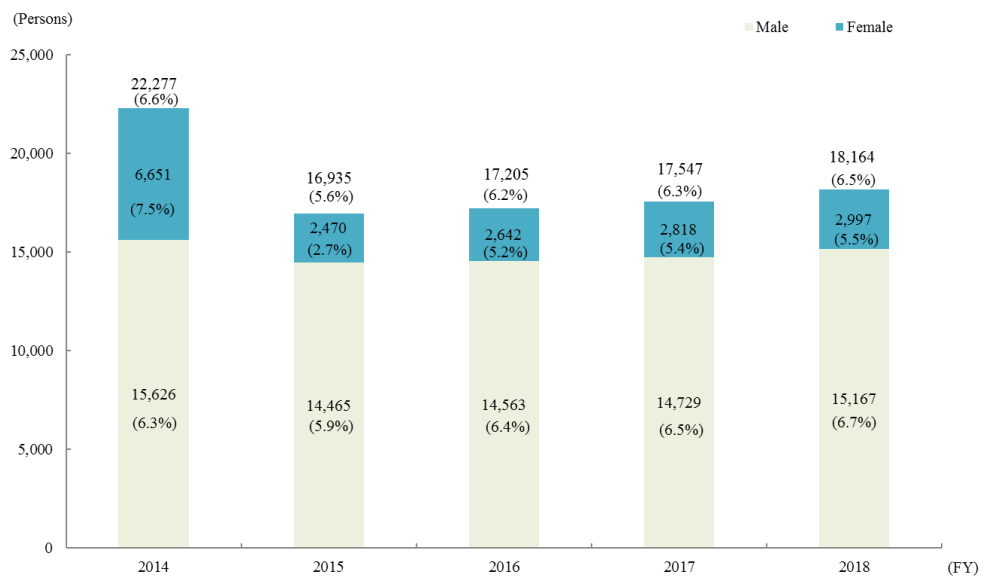
(2) Initial Appointment

The total number of those who were initially appointed in FY2018 was 18,407 (13,622 men and 4,785 women), which represented an increase of 228 (increases of 134 men and of 94 women) from that of FY2017. Recruits through competitive examinations numbered 9,063, while recruits through other selection processes numbered 9,344, including 2,006 who were re-appointed employees, 1,842 who were fixed-term employees, 4,451 who were appointed through personnel exchanges from special service employees, local public employees, incorporated administrative agency personnel other than Agencies Engaged in Administrative Execution personnel and national university corporations personnel, Inter-University Research Institutes personnel as well as public finance corporation personnel and public corporation personnel, 919 who were appointed through other selection in national organs, and 126 who were appointed through other selection in Agencies Engaged in Administrative Execution.

The total number of separation in FY2018 was 18,164 (15,167 men and 2,997 women), representing an increase of 617 (438 men and 179 women) from that of FY2017.

Separation rate in FY2018, which was calculated as the ratio of the number of separations in FY2018 to the number of incumbents as of Jan. 15, 2018, was 6.5% (6.7% for men and 5.5% for women).

Figure 3 Number of Separations during Most Recent Five Years



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

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

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

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

The total number of specified government positions designated by the NPA is 2,484 as of Mar. 31, 2020. The NPA received reports on 667 persons and consultations on 7 persons from the ministries regarding the initial appointment, promotion, etc., to the specified government positions during FY2019.

4. Appointment for Senior Officials

Regarding eligibility screening for initial appointment of those who are not national public employee, “Cabinet Order on the Appointment of Senior Officials (Cabinet Order No.191 of 2014)” stipulates that the opinions of people who can make a neutral and fair judgement from objective point of view with a high level of knowledge or sufficient experience in personnel administration should be considered. Under this framework, the Chief Cabinet Secretary asks for the opinion of the commissioner of the NPA on appointees from outside the public service. The commissioner stated his opinion on one case in FY2019.

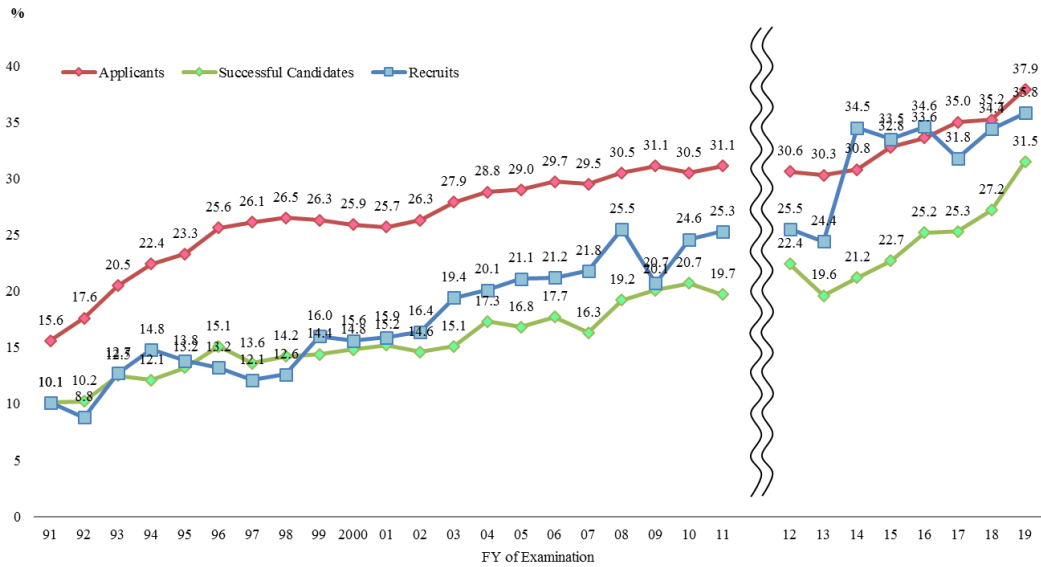
5. Enlargement of Initial Appointment and Promotion of Female National Public Employees

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

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

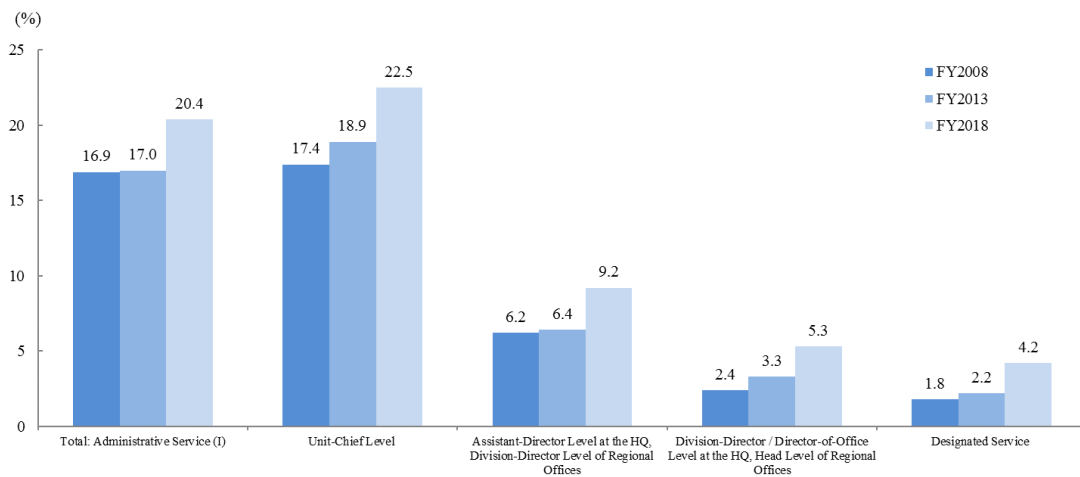
In FY2019, the rate of female applicants of the Examination for Comprehensive Service (excluding legal division and liberal arts division) was 37.9%, and that of the General Service (for the university graduate level) was 37.9%. Both of the rates were the highest after the revision of examination in FY2012. The rate of women appointed in FY2019 was 34.4% and the rate of women among those who were offered an appointment in FY2020 is 35.8%. Further efforts should be continuously made to secure human resources in cooperation with the ministries, for the purpose of attracting competent female students to the public service.

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



With regard to promotions to managerial positions, the ratio of female officials in each senior position was the highest in FY2017 in the past as illustrated in Figure 5. It is necessary for the Cabinet Office and each ministry to make more efforts continuously so that the initial appointment of female national public employees leads to the promotion of that.

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



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

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

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

In order to give opportunities for overseas training to employees appointed through the Level II and III Examinations who have until now had few opportunities for overseas assignment or overseas training and to improve their fundamental knowledge so as to deal with the globalization of administration, the NPA conducted a special framework of the Short-Term Overseas Fellowship Program.

At the end of FY2018, there were a total of 274 newly appointed senior officials (division director level and above at the HQ in each ministry) who were appointed through the Level II and III Examinations, of whom 28 were appointed to posts in Designated Service, 128 to division directors at the HQ, 43 to heads of local branch offices, and 75 to officials of the Ministry of Foreign Affairs (ambassadors / consuls general).

7. Dispatch to Law Schools, etc.

(1) Dispatch to Law Schools, etc.

The Cabinet Office and each ministry have been dispatching employees with their consent to law schools, the Fukushima Soso Reconstruction Corporation, the Tokyo Organising Committee of the Olympic and Paralympic Games and the Rugby World Cup 2019 Organising Committee based on the Act on the Dispatch of Judges, Public Prosecutors and Other Regular Service National Public Employees to Law Schools, the Act on Special Measures for the Reconstruction and Revitalization of Fukushima, the Act on Special Measures for the Tokyo Olympic Games and Tokyo Paralympic Games of 2020 and the Act on Special Measures for the Rugby World Cup 2019.

Table 2 shows the number of employees who were dispatched to the law schools and the aforementioned corporations in FY2019.

(2) Dispatch to the Japan Association for the 2025 World Exposition

In view of the national significance of the World Exposition to be held in 2025, the "Act on Special Measures Required for Preparation and Operation of the International Exposition to be Held in 2025" was promulgated on April 26, 2019, and came into effect on May 23, 2019. Aiming at smooth preparation and operation of the world exposition, this act stipulates the designation of the Japan Association for the 2025 World Exposition and the provision that national public employees may be dispatched to this association upon request from the association.

Based on this act, the NPA enacted Rule 1-72 (Dispatch of Officials to the Japan Association for the 2025 World Exposition Designated by the Provisions of Paragraph 1, Article 14 of the Act on Special Measures Required for Preparation and Operation of the International Exposition to be Held in 2025). This rule stipulates necessary matters concerning the dispatch of government officials to this association (which is a public interest incorporated association converted from a general incorporated association on October 20, 2019) designated by the provision of paragraph 1, Article 14 of the said act. At the same time, the NPA made amendments to the relevant rules, which came into effect in conjunction with the enforcement of this Act.

Table 2 shows the number of employees dispatched to the Japan Association for the 2025 World Exposition, a public interest incorporated association, during FY2019 (including the number dispatched until October 20, 2019 when this association was a general incorporated association).

Table 2 The Number of Dispatched Employees in FY2019

(Unit: persons)

Dispatch Destinations	Number of Dispatched Employees
Law Schools	24 (22)
Part-time based dispatch	9 (7)
Full-time based dispatch	15 (15)
Tokyo Organising Committee of the Olympic and Paralympic Games	68
Rugby World Cup 2019 Organising Committee	12
Fukushima Soso Reconstruction Corporation	44
Japan Association for the 2025 World Exposition	8

(Note) The figures in parentheses indicate the number of prosecutors included in the total.

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

There are various systems to utilize personnel from the private sector in the public service, including (a) an appointment of private sector personnel to invigorate the public service; (b) a fixed-

term appointment; (c) a fixed-term appointment of public employees specializing in research; (d) personnel exchange between the government and the private sector.

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

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

The targets of the Rule are: (i) personnel in the private sector having a high level of professional expertise and experience, through business experience, (ii) personnel in the private sector having useful qualities for the public service through business experience to meet the new demands of public administration, and (iii) personnel in the private sector having useful qualities for the public service through diverse experience in a field different from the public service. In concrete terms, atomic-energy specialists, medical information managers, and people with business experience in finance are appointed. Based on this system, 46 personnel were appointed in FY2019.

2. Fixed-term Appointment

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

In recruiting employees under this system, it is necessary to go through the fair procedure for open recruitment or the one equivalent to open recruitment in addition to proper demonstration of abilities to prove that a candidate has a high level of specialized knowledge and experiences.

Based on this system, 475 personnel were appointed in FY2019.

3. Fixed-term Appointment of Researchers

The fixed-term appointment system of researchers based on the Act concerning Fixed-term Researchers is a system to appoint employees in the regular service who engage in research activities at national research institutes, etc., on a fixed-term basis. The system consists of two types of appointment: (i) the “invitation type” to appoint especially competent researchers to engage in research

duties requiring advanced expertise, and (ii) the “young researcher fostering type” to appoint young researchers who are recognized as having the ability to carry out duties independently and have excellent nature as researchers in order to engage in research activities that will contribute to the cultivation of the abilities required for becoming promising researchers to perform leading roles in their respective research fields.

In FY2019, 12 researchers were appointed for type (i) and 22 researchers were appointed for type (ii) under this system.

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

- (a) Government positions which are planned to be abolished within three years, and
- (b) Government positions which engage in science technology, etc. which are planned to end within five years, pertaining to a research project to be implemented based on a special plan.

With regard to appointment based on this system, 2 personnel were appointed in Public Employment Security Offices under category (a), and no one was appointed under the category in (b).

4. Personnel Exchange between the Government and the Private Sector

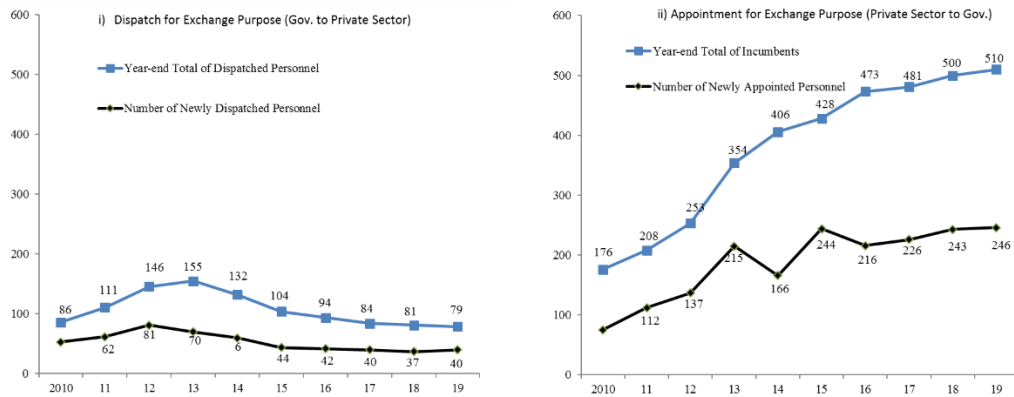
The system under the Act on Personnel Exchange between the Government and the Private Sector aims to deepen their mutual understanding and to promote human resource development and vitalization of organizations by personnel exchange between the public and private sectors, while ensuring the fair operation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

On Mar. 27, 2020, the NPA submitted a report based on Article 23, Paragraph (2) of the said Act to the Diet and the Cabinet concerning the state of personnel exchange between the government and the private sector carried out in 2018.

In 2019, 121 officials were dispatched for exchange purposes, and 738 personnel were appointed for exchange purposes. During the period between 2017 and 2019, 132 officials returned to their original duties from the dispatch for exchange purposes.

In 2019, 40 officials were newly dispatched from the government to the private sector for exchange purposes, and 246 personnel in the private sector were newly appointed to the government for exchange purposes.

Figure 6 Personnel Exchange between the Government and Private Sector



Section 5. Situation Related to Changes in Status

“Changes in status” refers to the implementation of demotion, dismissal, administrative leave, and pay reduction to maintain the efficiency of public duties, when employees fall under certain cases which related laws and regulations stipulate, regardless of the employee’s responsibilities.

1. Demotion and Dismissal

In the event that an appointer demotes or dismisses an employee against his / her will, under Rule 11-4 (Guarantee of Status of Employees), the appointer is supposed to submit to the NPA a copy of the written explanatory statement issued to the employee. In FY2019, 8 persons were dismissed and no person was demoted. Among the reasons for dismissal, the leading reason was “Lack of Qualifications Required for Government Positions” (3 persons) and “Lack of Qualifications Required for Government Positions” (3 persons). (Reference 1)

Reference 1 Status of Demotions / Dismissals against Employee's Will in FY2019

(Unit: Persons)

Reason \ Type	Poor Work Performance	Difficulties to Perform Duties Due to Mental / Physical Disorders	Lack of Qualifications Required for Government Positions	Abolition of Position or Staff Redundancy	Total
Demotion	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Dismissal	2 (1)	3 (3)	3 (5)	0 (0)	8 (9)

(Notes) 1. The numbers in parentheses indicate the numbers in FY2018.

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

2. Administrative Leave

As of Jul. 1, 2019, 1,720 employees were on administrative leave. Among them, 1,368 employees (79.5%) were on administrative leave due to illness. (Reference 2)

Reference 2 Status of Administrative Leave (as of Jul. 1, 2019)

(Unit: Persons)

Need to get long-term rest due to mental/physical disorders	Injury/disease related to accidents on duty	1	(1)
	Injury/disease related to accidents while commuting	3	(5)
	Tuberculosis	0	(0)
	Diseases other than tuberculosis	1,364	(1,286)
	Subtotal	1,368	(1,292)
Indictment on criminal charges		3	(4)
Research engagement, etc.		349	(357)
Partnership research engagement, etc.		0	(0)
Holding concurrent positions as executive members and so on in enterprise utilizing research results		0	(0)
Support for establishment of public institution		0	(0)
Missing due to disaster		0	(0)
No vacancy at time of reinstatement		0	(0)
Total		1,720	(1,653)

(Notes) The numbers in parentheses indicate the numbers as of Jul. 1, 2019.

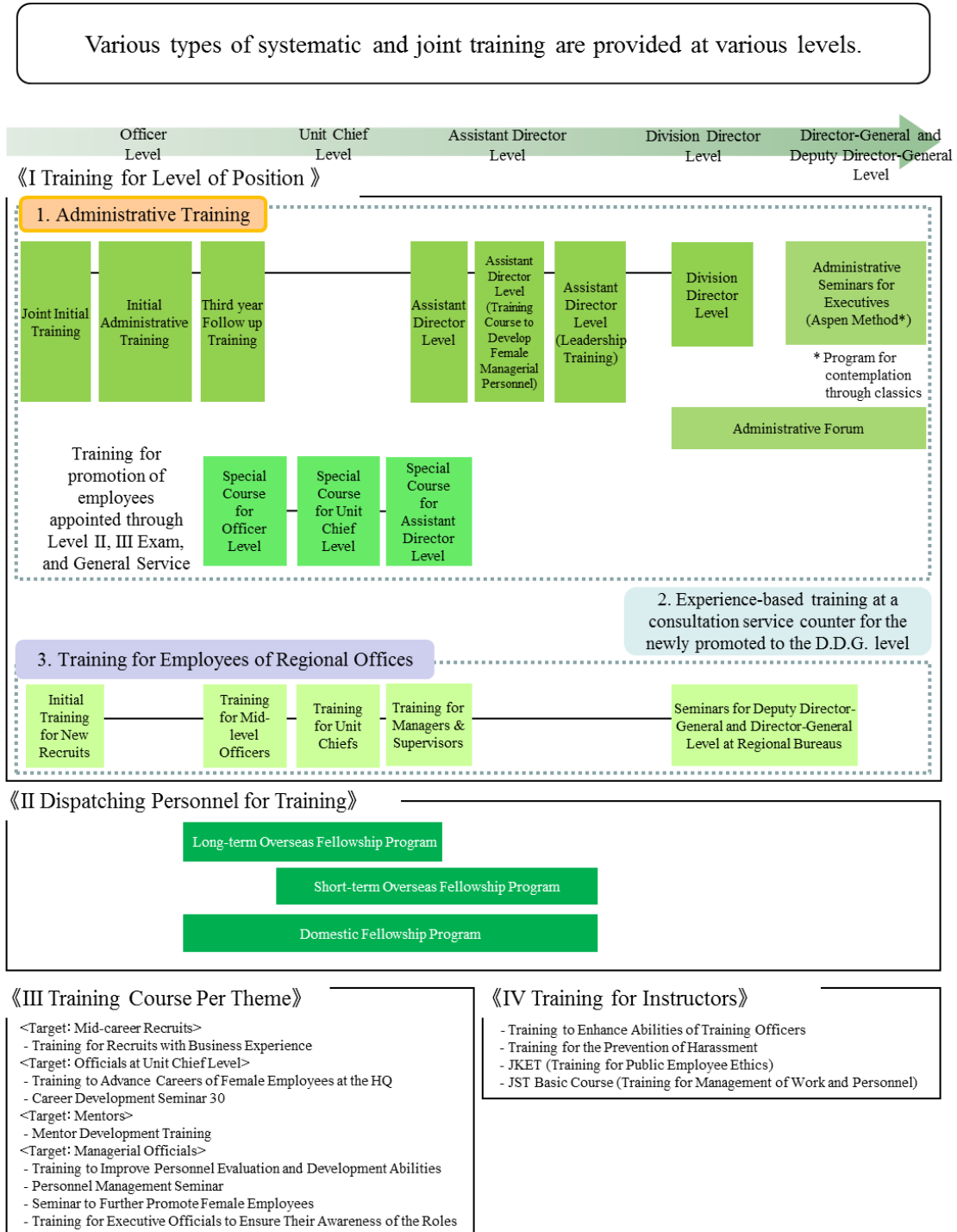
3. Pay Reduction

In the event that an appointer implemented “Pay reduction” (pay grade decrease / pay step decrease) against the employee’s will, under Rule 11-10 (Pay Reduction of Employees), the appointer is supposed to submit to the NPA a copy of the written explanatory statement issued to the employee. In FY2019, no person was subject to pay reduction.

Chapter 2. Human Resources Development

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

Figure 7 Principal Training Courses Provided by the NPA



Section 1. Outline of Training Systems Conducted by the NPA

The NPA provided 189 training courses for employees of each ministry in which a total of 7,805 regular service employees (a total of 8,893 including special service employees) participated in FY2018. The role of Off-JT becomes increasingly important with the changing circumstances surrounding the public service as a backdrop, and the NPA is working to enhance and strengthen various types of training, including the one to ramp up management skills.

In response to requests from each ministry, the NPA dispatches its personnel as instructors for training courses conducted by each ministry. The NPA dispatched its personnel to a total of 33 training courses at 25 organizations in FY2019.

Section 2. Training by Level of Position

1. Administrative Training

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

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

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

The NPA carries out administrative training of a total of 40 training courses in FY2018.

(1) Joint Initial Training

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

(2) Initial Administrative Training

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

(3) Third Year Follow-up Training

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

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

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

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

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

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

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

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

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

The NPA has also conducted the dispatch training courses to the Republic of Korea, targeting

personnel at the assistant director level at the HQ. In the course, trainees visited the National Human Resources Development Institute, which is a training institute for national public employees in Korea, exchanged opinions between Japanese administrative officials and their counterparts in Korea, and studied the administrative situation in Korea.

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

The NPA conducted a leadership training course targeting officials at the assistant director level at the HQ, who are expected to play a central role as executive officials at the HQ.

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

In FY2019, the NPA conducted training courses targeting the personnel at division director level at HQ, including a course for dispatching trainees to China and a course for visiting the disaster-affected areas in Fukushima Prefecture.

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

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

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

The NPA conducts this course for personnel at the unit chief level at the HQ who were initially appointed through the Level II or III Examinations, or Examination for General Service and whom each ministry are planning to systematically foster as future executive officials.

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

The NPA conducts this course for personnel at the assistant director level at the HQ who were initially appointed through the Level II or III Examinations, or Examination for General Service and whom each ministry is planning to systematically foster as future executive officials.

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

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

(14) Administrative Seminar for Executives (Aspen Method)

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

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

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

3. Training for Employees of Regional Offices

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

Section 3. Dispatch Training

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

1. Overseas Fellowship Programs

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

This is a program in which the NPA dispatches administrative officials at each ministry to overseas graduate schools for a period of two years to allow them to engage in research activities. The program is designed to foster administrative officials who have an international perspective and can

appropriately respond to the international environment, which has been becoming more and more complex and diverse in the wake of the ongoing globalization of public administration.

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

A total of 141 researchers were dispatched in FY2019. The details are shown in table 3.

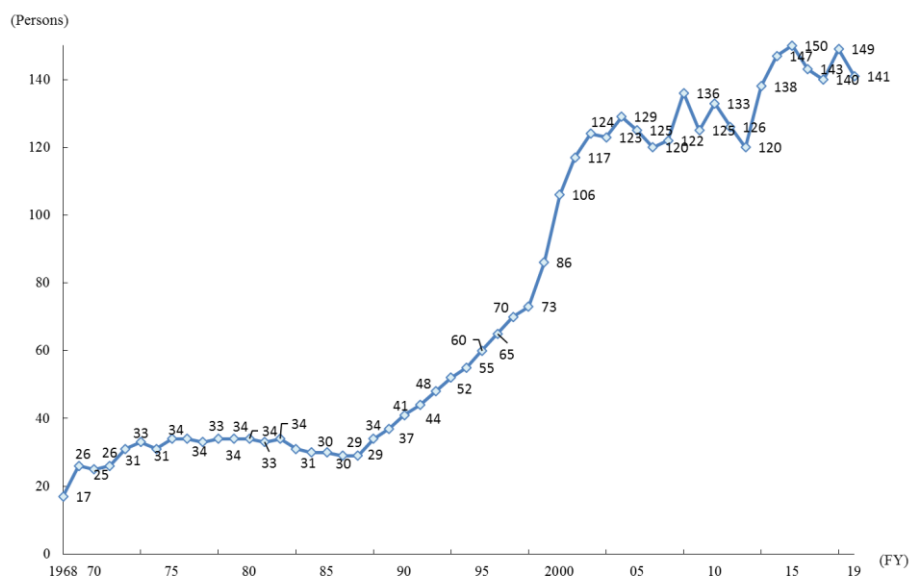
Table 3 Number of Personnel Dispatched Under the Long-term Overseas Fellowship Program in FY2019

(Unit: persons)

US	UK	France	Germany	Netherlands	Belgium	Australia	Singapore	China	Total
92)	32)	5	2	4	1	3	1	1	149

A total of 3,925 researchers have been dispatched since FY1966, when this program started, until FY2019. The number of dispatched researchers has increased steadily since FY1987 and was over 50 in FY 1993 and over 100 in FY2000. The number of newly dispatched personnel has been over 140 since FY2014 to date.

Figure 8 Number of Researchers on Long-term Fellowship Program



The total number of dispatched researchers by destination country (region) is 2,834 to the U.S., 675 to the U.K., 177 to France, 85 to Germany, 51 to Canada, 36 to Australia, 24 to China, 14 to Singapore, 13 to the Netherlands, five to Korea and 11 to other destinations. In cooperation with the embassies in Japan and the graduate schools in foreign countries, such as National University of

Singapore, the NPA offers information and support for studying abroad to the employees to be dispatched as well as the Cabinet Office and each ministry. Moreover, the NPA holds briefings on each country for those who wish to study abroad. In this way, the NPA has been making efforts to diversify the countries to dispatch researchers.

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

The NPA dispatches administrative officials in each ministry to foreign governmental organizations for a period of six months or one year to foster personnel who can handle ever-increasing international duties appropriately and promptly by allowing them to obtain expertise and skills in foreign countries.

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

In FY2019, 21 researchers were dispatched. The breakdown by country is in Table 4.

A total of 1,534 researchers were dispatched from FY1974, when the program started, to FY2019. The breakdown by country (region) is: US: 724, UK: 309, Australia: 100, France: 70, Germany: 62, Canada: 55, and others: 214.

Table 4 Number of Personnel Dispatched Under the Short-term Overseas Fellowship Program in FY2019

(Unit: persons)

US	UK	Australia	France	Germany	Singapore	New Zealand	Austria	Sri Lanka	Total
5	2	2	2	1	4	1	1	1	19

2. Domestic Fellowship Programs

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

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

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

The personnel dispatched are administrative officials at the ranks of 2nd grade to 9th grade on

Admin (I) (or the equivalent rank when other salary schedules are applied) and whose length of service is roughly 2 years or more and less than 25 years, and are selected from those recommended by each ministry through the NPA screenings and entrance examinations of graduate schools. In FY2019, 3 researchers were dispatched.

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

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

The personnel dispatched are administrative officials at the ranks of 1st grade to 6th grade on Admin (I) (or the equivalent rank when other salary schedules are applied) and whose length of service is roughly 2 years or more and less than 18 years. They are selected from those recommended by each ministry through the NPA screenings and entrance examinations of graduate schools. In FY2019, 18 researchers were dispatched.

3. Overseas Study Costs Repayment System

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

In FY2018, 67 employees (including 31 employees in special service) got newly obliged to repay the costs.

Section 4. Training Courses per Theme

1. Training Courses per Theme

(1) Training to Improve Personnel Evaluation and Development Abilities

The NPA has been implementing training to Improve Personnel Evaluation and Development Abilities since Oct. 2008, which is designed so that managers who are supposed to serve as evaluators at each ministry can acquire practical knowledge and techniques for evaluation and interviews.

The training consists of two courses: "Lecture & Debate Course", which provides lectures with the goal of facilitating trainees to understand the framework of the personnel evaluation system and to utilize it for human resource development; and "Role-playing Course", which gives trainees an opportunity to experience simulated interviews. Since the evaluation system has penetrated into the Cabinet Office and each ministry, only "Role-playing Course" has been implemented since FY2018. The NPA's officials work as instructors so that managers from each ministry can raise their evaluation ability adequately and utilize it for developing their subordinates.

(2) Personnel Management Seminar

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

(3) Seminar to Further Promote Female Employees

As part of measures to further promote female employees, the NPA has conducted the seminar to further promote female employees since FY2014, which takes place at the HQ and regional bureaus of the NPA targeting managerial officials. The objective of this seminar is to raise awareness of managerial officials who are responsible for human resource management / development at each workplace with a view of reviewing the factors which prevent the promotion of female employees in each ministry and creating an environment to promote female employees.

(4) Training for Recruits with Business Experience

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

(5) Training for Female Employees

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

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

(6) Mentor Development Training

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

and communication skills.

(7) Training for Executive Officials to Ensure Role Awareness

In the light of the recent undermining of trust in public employees as described in Part 1, the NPA carried out the training programs for executive officials, who should serve as models for other employees, with the aim of reminding them of the role of public employees as the servants of all citizens.

(8) Training for Executive Officials and Managerial Personnel to Prevent Harassment

A new training program was launched mainly for executive officials and managerial personnel, who should serve as role models for other employees, with the objective of reminding them of the roles and behaviors, which are required to prevent harassment.

(9) Career Development Seminar 30

Career Development Seminar 30 has been launched since FY2018 with the aim of enhancing the motivation for work and ability development of employees, who have acquired experiences to a certain degree, through having them look back on their professional lives and think about their future career development.

2. The Instructor Training Programs

Table 5 shows the objectives and implementation status of the instructor training programs, which were implemented by the NPA in FY2019.

Table 5 The Objectives and Implementation Status of the Instructor Training Programs

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

Chapter 3. Remuneration of Employees

Section 1. Recommendation and Report on Remuneration

1. Mechanism for Remuneration Recommendation

(1) Significance and Role of the Remuneration Recommendation

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

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

systems for salary and other various allowances, in addition to the revision of the remuneration level.

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

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

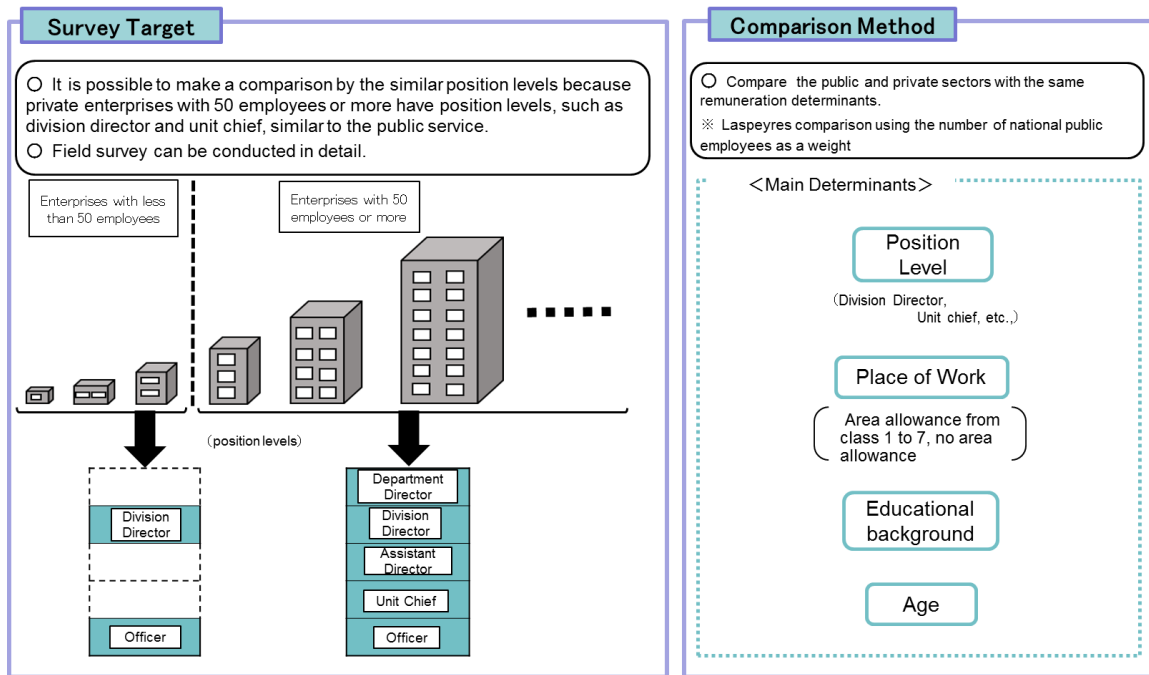
The reasons why the NPA makes a recommendation based on the above principle is as follows. National public employees are workers to whom the proper amount of remuneration needs to be paid as compensation for their work. Unlike the private sector, there is no limitation in the form of the market acting as a deterrent regarding decision of remuneration in the public sector. Accordingly, it is most rational to decide remuneration levels in the public sector by following remuneration trends in the private sector, which are determined through labor-management negotiations reflecting the economy / employment conditions of the time.

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

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

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

Figure 9 Comparison with Remuneration in the Private Sector



(3) Comparison with Private Enterprise Pay Levels

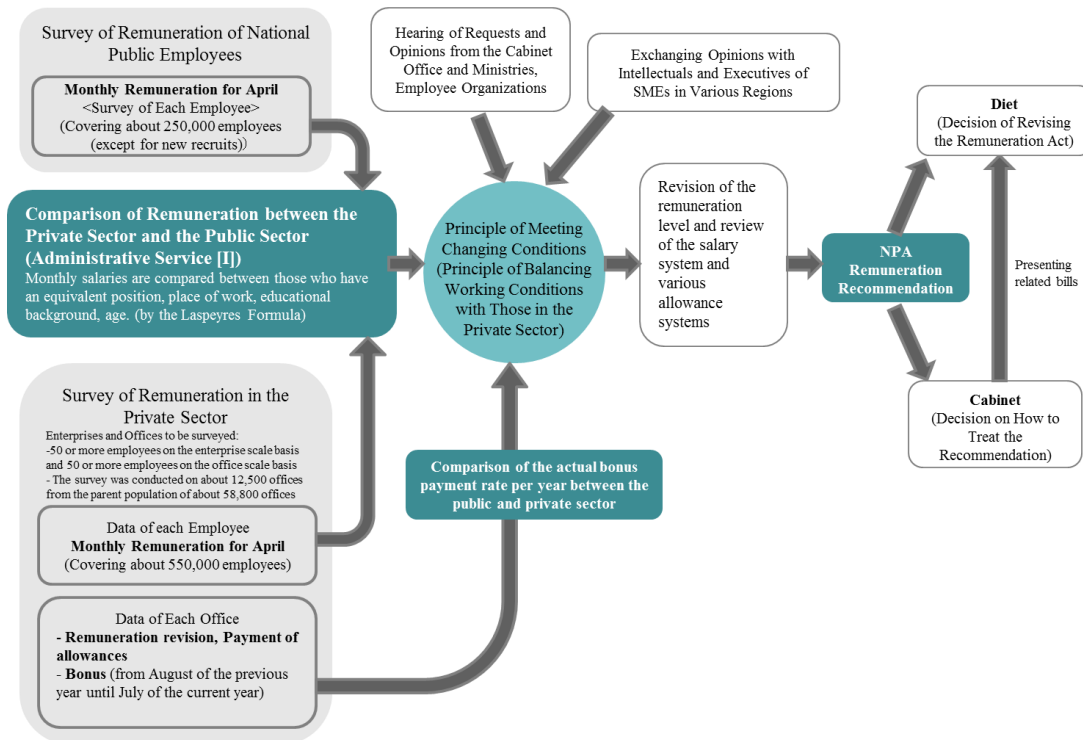
[Comparison of Monthly Wages]

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

[Comparison of Special Remuneration (Bonus)]

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

Figure 10 Process of Remuneration Recommendation



2. 2019 Report and Recommendation

The NPA submitted its report and recommendation on the remuneration of regular service employees to the Diet and the Cabinet on Aug. 7, 2019. Details of the report are described in Chapter 1 of Part 1.

3. Survey of Remuneration of National Public Employees (Survey of National Public Employees)

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

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

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

Survey calculations: Remuneration calculated as of Apr. 1

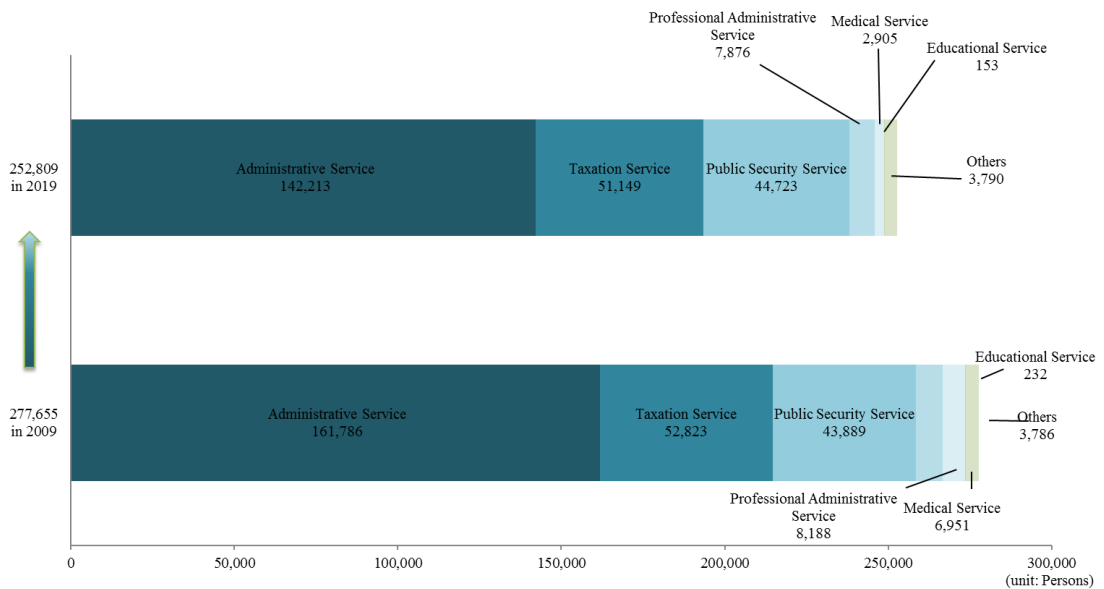
The outline of results of the 2019 Survey of National Public Employees is as follows.

(1) Composition of National Public Employees

The number of national public employees has been decreasing year after year as a result of continued personnel reduction. It has decreased by approx. 25,000 from 2009.

The average age is 43.1, which is flat from a year ago.

Figure 11 Number of Employees by Job Type in 2019 and 2009



(2) Remuneration of Employees

The average remuneration amount per month and the receipt status of various allowances as of Apr. 1, 2019, are as follows. (Table 6)

Table 6 Average Monthly Remuneration by Item

(Unit: yen)

Item	All Employees	Employees to whom Admin (I) is Applied
Salary	338,969	329,433
Area Allowance	43,096	43,540
Managerial Allowance	11,953	12,659
Family Allowance	10,320	10,059
Housing Allowance	5,675	6,121
Others	7,670	9,311
Total	417,683	411,123

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

4. Survey of Job-by-Job Pay Rates in Private Enterprises (Survey of Private Industry)

For the purpose of acquiring the basic data to decide the appropriate remuneration of public employees, the NPA conducts the "Survey of Private Industry" each year in conjunction with personnel commissions of each prefecture and cabinet order-designated cities and ascertains the actual remuneration of workers in the private sector.

(1) Outline of the 2019 Survey

A. Private Sector Offices the Survey Covered

Private sector offices targeted by the survey were those with 50 or more employees on the enterprise scale basis and 50 or more employees on the office scale basis. A total of 58,815 offices were targeted.

B. Private Sector Offices Actually Surveyed

A total of 12,549 private sector offices were randomly selected from all offices the Survey covered, by stratifying them into 913 groups by prefecture and cabinet-order-designated cities and also by organization, scale and industry, using the stratified random sampling method.

C. Survey Method and Content

The NPA and the staff of each personnel committee conducted an on-site investigation during the period from April 24 to June 13, 2019, regarding the remuneration amount per month paid for April 2019.

D. Calculation Method

Restored to the population when calculating totals and averages.

(2) Results of the 2019 Survey

A. The Total Number of the Survey Completed Offices

10,902 offices (a completion rate of 87.9%)

B. The Actual Number of Employees Actually Investigated in the Individual Survey

The personnel actually investigated in the survey targeting 76 job types (comprising 22 job types equivalent to those subject to the Admin (I) and 54 other job types), which is deemed similar to those in the public service, totaled 499,130 employees in the job types equivalent to the ones subject to Admin (I) (33,894 employees for the initial salary survey and 465,236 for other surveys); and 55,415 employees in other job types (3,363 employees for the initial salary survey and 52,052 for other surveys).

The number of the employees in the job types subject to the surveys, excluding the initial salary survey, is assumed to be 4,145,304. Among them, 3,352,781 employees are in the job types equivalent to those subject to Admin (I).

Section 2. Implementation of the Remuneration Act

1. Revision of the Systems Other Than Remuneration Recommendation

(1) Hardship Duty Allowance

Rule 9-30 (Hardship Duty Allowance) was partially and successively amended in order to expand the scope of application of the quarantine work allowance for animal quarantine work and to revise other Hardship Duty Allowances in light of changes in the work situation in the Cabinet Office and each ministry.

(2) Commuter Allowance

Rule 9-24 (Commuter Allowance) was partially amended in order to eliminate the need to follow the procedures for return and re-payment of commuter allowance in the case of taking childcare leave from the middle of the month to the middle of the following month.

(3) End-of-term Allowance and Diligence Allowance

With the aim of further promoting remuneration based on ability and performance, reviews were conducted on the performance coefficient for the sub-categories of the diligence allowance and on the handling of the division of the research leave period for the end-of-term and diligence allowances.

Based on these reviews, Rule 9-40 (End-of-term Allowance and Diligence Allowance) was partially amended.

(4) Revision of the Rules in Response to the Establishment of New Administrative Organizations

In response to the establishment, reform or abolition of administrative organizations as well as the establishment of new government positions, Rule 9-2 (Applicability of Salary Schedule) was partially amended in order to change the scope of application of the Salary Schedule for Public Security Service (I); and Rule 9-6 (Salary Adjustment Pay) and Rule 9-17 (Managerial Allowance) were partially and successively amended.

2. Revision of the Fixed Numbers of Officials in Each Grade of Salary Schedules

(1) Submission of opinions about Revision of the Fixed Numbers of Officials in Each Grade of Salary Schedules

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

The authority to set and revise the fixed number of officials in each grade of salary schedules resides in the Prime Minister on the grounds that it is related to organization management. However, the fixed number of officials in each grade is a factor of working conditions which plays a fundamental role in deciding employees' remuneration. Therefore, the Remuneration Act specifies "when setting or revising the fixed number, the Prime Minister is to hear and fully respect the opinions of the NPA with a view to securing appropriate working conditions for employees," for the purpose of ensuring the compensatory function for the restriction of basic labor rights.

The NPA's opinions are submitted to the Prime Minister with a view to securing appropriate working conditions for employees as the compensatory function for restriction of basic labor rights, which are guaranteed in the Constitution. The NPA's opinions share the same characteristics with the

NPA Recommendation, which requests full implementation to the Diet and the Cabinet.

With regard to the fixed numbers of officials in each grade of salary schedules, necessary revisions have been made each year in order to respond to the changes in duties associated with expanding administrative demands and complication / sophistication of administration; to promote efficient administrative management; and to ensure appropriate and stable personnel management.

In FY2019, during the budgeting process that started with a request of the Cabinet Office and each ministry at the end of Aug. 2019, the NPA heard the opinions of both the labor and management and drafted the proposal on the setting and revision of the fixed numbers of officials in each grade of salary schedules. The proposal was submitted to the Prime Minister as the opinion on Dec. 19, 2019 prior to the Cabinet decision on the budgetary request. On Mar. 30, 2020, the NPA submitted to the Prime Minister the opinion concerning the fixed numbers of officials in each grade of salary schedules which added the matters necessary for the operation of this fixed number in the Cabinet Office and each ministry with a view to passing the budget reflecting the said opinion of the NPA. The Prime Minister set and revised the fixed numbers of officials in each grade of salary schedules in accordance with the opinion submitted by the NPA.

In preparing the opinion, the NPA gives consideration to the smooth operation of public organizations and the necessity to maintain and enhance the morale of employees. The NPA also pays attention so as not to cause major disparity between generations or significant imbalances between ministries. At the same time, the NPA makes an evaluation on appropriate remuneration commensurate with the content / degree of duty and responsibility along with qualifications, ability and experience necessary for the performance of duties. In addition, the NPA proactively cuts the fixed numbers of officials of less necessity to make the opinion reflecting the actual circumstances of the Cabinet Office and each ministry.

Besides, the NPA submitted its opinions on 8 cases related to the setting and revision of the fixed numbers of officials in each grade of salary schedules in response to the new establishment of the organizations and the increase/decrease in the ceiling of the number of officials, which were carried out by the government during FY2019. The Prime Minister set and revised the fixed numbers of officials in each grade of salary schedules in accordance with the NPA's opinion. Furthermore, the NPA submitted the view on the operation of designated service officials. In response this, the Prime Minister revised the "Operation of Designated Service" (decided by the Prime Minister on May 30, 2014) in accordance with the opinions of the NPA.

(2) Examination of Decision on Grades of Duty

Regarding the remuneration decision at the time of initial appointment, grade increase and pay step increase, the Cabinet Office and each ministry can make decisions by themselves in accordance with the standards set in Rule 9-8. However, consultation with the NPA is required for the exceptional

cases where a remuneration decision is not based on the standards in deciding grade increase to Grade 7 or above of Admin (I), which are the grades for standard duty of Directors of office at the HQ; and the cases where a special decision is made in deciding initial salary of those who have extremely useful knowledge and experience in the private sector. Thus, the NPA responded to individual cases of consultation from the Cabinet Office and each ministry and conducted examinations.

3. Disclosure of Remuneration Levels of Incorporated Administrative Agencies, etc.

The remuneration levels of incorporated administrative agencies, national university corporations, special corporations and authorized corporations are disclosed based on the guidelines for the remuneration level disclosure established by the Minister of Internal Affairs and Communications. As a specialized agency, the NPA provided these corporations (192 corporations in FY2019) disclosing the remuneration levels with necessary cooperation for instance through creating and providing the indexes to compare remuneration of each corporation with that of national public employees.

Chapter 4. Life Planning for Public Employees

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

Section 1. Situation of Mandatory Retirement and Reappointment System

1. Situation of Mandatory Retirement and Employment Extension

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

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

The situation of mandatory retirement and employment extension are shown in Table 7 and Table 8 respectively.

Table 7 The Number of Employees Mandatorily Retired in FY2018

(Unit: persons)

Total	Employees Subject to the Remuneration Act	Employees of the Agencies Engaged in Administrative Execution
5,058	4,867	191

Table 8 Number of Employees Who Continued to Work in FY2019 by Employment Extension

(Unit: persons)

	Total	First-time Extension	Second-time Extension	Third-time Extension
Employees Subject to the Remuneration Act	1,189	1,164	12	13

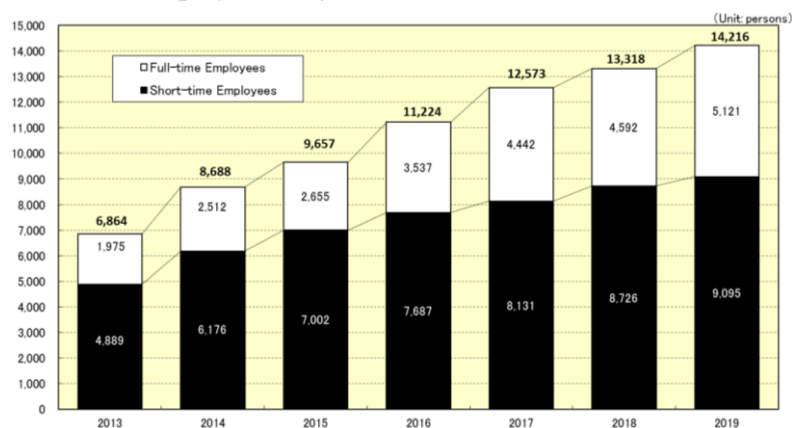
2. Implementing the Reappointment System

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

The number of employees newly reappointed in FY2018 was 13,991. (The number of employees under the Remuneration Act was 13,318 and the number of employees at the agencies engaged in administrative execution was 673.) The number of employees who were to be reappointed in FY2019 was 14,779. (The number of employees under the Remuneration Act was 14,216 and the number of employees at the agencies engaged in administrative execution was 563.)

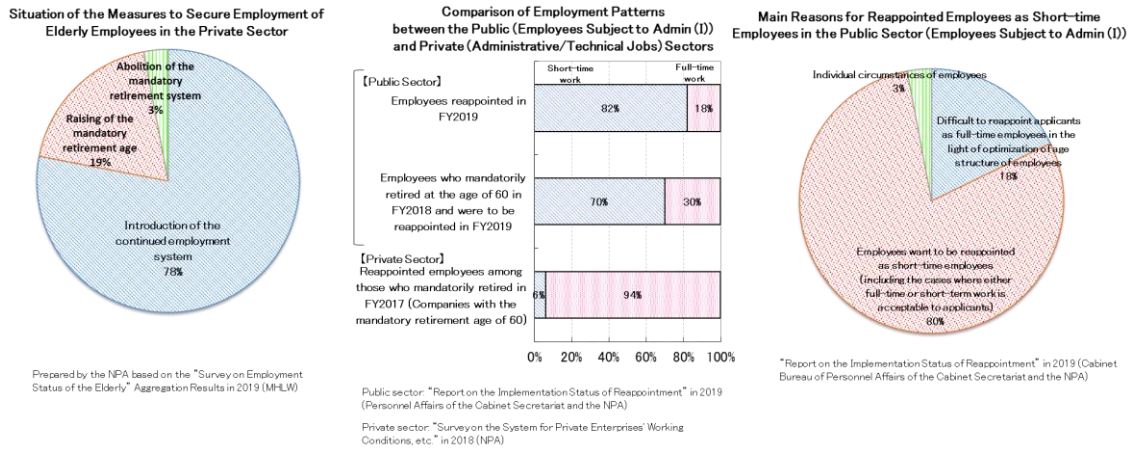
As a recent trend, employees are reappointed mainly as short-time work employees, which is very different from the situation in the private sector, where reemployment is based on full-time employment.

**Figure 12 The Number of Reappointed Employees by Fiscal Year
(Employees Subject to the Remuneration Act)**



※The figures of FY2019 are those as of May 2019 and include the number of employees to be reappointed in FY2019

Figure 13 Current Status of Employment of Elderly Employees in the Public and Private Sectors



Section 2. Implementation of Life Planning Seminar

The NPA holds the “life planning seminars” to consider life planning through providing participants with knowledge and information on the reappointment system and the pension system, as well as carrying out discussions among the participants. The seminars are designed for employees in their 40s and 50s.

In addition, the NPA produced and distributed a booklet, titled “How to Take the Next Step (FY2019 edition),” which contains specific information useful for household finances and health management after retirement and so on.

Chapter 5. Public Employees’ Working Environment

Section 1. Working Hours and Leave

Working hours and leave are basic working conditions. Details of these working conditions are stipulated in the Working Hours Act based on the principle of meeting changing conditions in Article 28 of the National Public Service Act. The NPA, which is responsible for implementing the Working Hours Act, established Rule 15-14 (Working Hours, Holidays, and Leave of Absence of National Public Employees) and has made efforts to ensure appropriate working conditions for public employees in cooperation with each ministry that actually puts the system into operation.

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

1. Situation of Overtime Work and Annual Leave Taken

In principle, the employees’ regular working hours are 7 hours and 45 minutes per day and 38

hours and 45 minutes per week. Overtime work can be ordered when there is a temporary or urgent need. According to the 2019 Survey of National Public Employees, the average number of overtime hours worked across all the ministries in 2018 was 226 hours. By organization, the average number of overtime hours worked at the HQ was 356 hours, and the average at offices other than the HQ was 198 hours. Regarding the “Guidelines to Reduce Overtime Work” (notice by Director-General of Employee Welfare Bureau of the NPA in 2009), which stipulates the overtime work ceiling of 360 hours per year, the average rate of employees who exceeded the ceiling was 22.0% across all the ministries. In particular, at the HQ, where a large amount of heteronomous duties are handled, 44.7% of employees exceeded 360 hours and 7.4% of employees exceeded 720 hours.

In principle, employees’ annual leave is 20 days a year. According to the above survey, the average number of days of annual leave taken was 14.8 days in 2018 with 13.4 days at the HQ and 15.1 days at offices other than the HQ.

2. Setting of the Upper Limit of Overtime Work Orders

Starting in April 2019, the upper limit of overtime work hours that can be ordered has been stipulated in Rule 15-14 as follows.

(1) General Rule

- Up to 45 hours per month
- Up to 360 hours per year

(2) Departments with a high ratio of heteronomous duties

- Less than 100 hours per month
- Up to 720 hours per year
- Monthly average of up to 80 hours for the duration of two to six months
- Up to six month per year with overtime work for more than 45 hours per month

In addition to the above, the measure is taken to make it mandatory to provide employees who have worked overtime for 100 hours or more per month with face-to-face guidance by a doctor in accordance with Rule 10-4 (Employees’ Health and Safety Management) even without a request from the employees concerned.

3. Research and Study Regarding the System of Working Hours and Leave

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

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

In FY2019, the NPA conducted a field survey of 49 offices in 17 ministries (including 8 agencies

as external organs attached to ministries), with a focus on government offices with a department that has adopted the shift work system, and ascertained the actual status of the application of the working hour and leave system. In addition, a hearing was held on the opinions and requests regarding these systems.

The survey found that the situation as a whole is generally handled well. However, some errors attributable to insufficient understanding of laws and regulations, including the upper limit of overtime work orders, were identified. Thus, necessary guidance was given to ensure the correction of these errors.

(2) Survey on the system of Private Enterprises' Working Conditions

The NPA conducts the "Survey on the system of Private Enterprises' Working Conditions" every year to obtain basic data for deliberating systems of working hours, leave, etc. of national public employees.

In 2018, the NPA surveyed systems of working hours, leave, etc. as of Oct. 1 at 7,432 enterprises randomly selected from enterprises with 50 or more employees on an enterprise basis located throughout Japan.

Section 2. Health and Safety Measures

1. Promotion of Health Management

(1) Mental Health Measures

Recently, the number of employees who take long-term sick leave due to mental illness has been over 60% of all the employees who take long-term sick leave. It has been becoming the important issue to ensure health of employees such as prevention of "Karoshi (death from overwork)."

In response to this situation, the NPA has been taking measures as below focusing on employees' mental health, in accordance with "Guidelines for the Mental Health Care of Employees" (notice issued by Director-General of Working Conditions Bureau of the NPA [issued in 2004, revised in Aug, 2017]).

- Conducting mental health training courses.
- Establishing "Counseling Offices for Mental Health Care." (10 places in Japan) In FY2019, 196 requests for consultation were received.
- Establishing "Counseling Offices for Returning to Work concerning Mental Health Care" (10 places in Japan). In FY2019, 127 requests for consultation were received.

(2) Survey on the Number of Employees Who Take Long-term Sick Leave due to Mental and Behavioral Disorders

In order to contribute to considering measures regarding employee's health management, the

NPA conducted the “Survey on the Number of Employees Who Take Long-term Sick Leave due to Mental and Behavioral Disorders” for national public employees in regular service who had not worked for more than one month continuously in FY2018.

In FY2018, the number of employees who took long-term sick leave for mental and behavioral disorders was 3,818 (1.39% of all the employees), a decrease of 23 (its rate against the total stay the same) compared with FY2017.

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

In order to contribute to improving employee’s health and safety management, the NPA conducted the “Survey on the Number of Deaths among National Public Employees” for national public employees in regular service who died in FY2018.

In FY2018, the number of deaths of employees while incumbent was 226 (the death rate, the number of deaths per 100,000 people, was 82.0), a decrease of 17 compared with FY2017 (a decrease of 6.3 points in the death rate).

(5) Measures to Prevent Passive Smoking

With regard to the measures to prevent passive smoking in the public service workplace, efforts have been made based on the "Guidelines Concerning Countermeasures for Smoking in Offices", which were released in July 2003. Concerning this issue, the Act for the Partial Revision of the Health Promotion Act (Act No. 78 of 2018) (hereinafter referred to as the "Amendment Act") was successively enacted in July 2019 and in April 2020. It was also decided to take the measure to prevent passive smoking in the facilities where national public employees work in accordance with the Health Promotion Act (Act No. 103 of 2002). As a result, the "Measures to Prevent Passive Smoking at Workplace and to Ensure Health” (Notice of the Director- General of Employee Welfare Bureau of the NPA of 2019) was issued in June 2019 following the decision to take the measures to prevent passive smoking in some facilities where national public employees work from July 2019 in accordance with the Health Promotion Act. This notice provides the points to note for the preventive measures against passive smoking based on the Health Promotion Act. In addition, the notice stipulates the points to note for the preventive measures against passive smoking that were provided in the guidelines of 2003, the measurement of air quality, and the promotion of these measures. Furthermore, with the full enforcement of the Amendment Act in April 2020, which requires that this measure at all facilities, where national public employees work, shall be based on the Health Promotion Act, a review was conducted on the content of the points to note for the preventive measure against passive smoking, which were stipulated in the Notice of the Director- General of Employee Welfare Bureau of the NPA of 2019. As a result, the said notice was abolished in March 2020, and the "Measures to Prevent Passive Smoking at Workplace and Initiatives to Ensure Health" (Notice of the Director- General of Employee

Welfare Bureau of the NPA of 2020) was issued.

2. Ensuring Safety

Prevention of Accidents in the Workplace

In FY2018, 209 employees took leave for at least one day due to an accident in the workplace, an increase of 4 people compared with FY2017. Among them, one person died.

3. Instructions and Enlightenment on Health and Safety Management

The NPA conducts training seminars for personnel in charge of health and safety management at each ministry, in order to raise the awareness and to deepen the understanding of practices related to health and safety management.

Section 3. Measures to Prevent Harassment

1. Strengthening of the Measures to Prevent Sexual Harassment

On April 1, 2019, the revised Rule 10-10 (Prevention of Sexual Harassment, etc.) went into effect, and newly appointed Designated Service officials and newly appointed personnel at Division Director level at HQ were added to the those for whom the heads of each ministry and agency shall offer training. At the same time, a consultation service desk was established in the NPA, where outsiders, who suffered from damage from employees, can seek consultation.

In addition, the NPA created the training materials for self-directed learning targeting all employees with a focus on helping them understand the basics of sexual harassment. The materials were distributed them to the Cabinet Office and each ministry in October 2019.

2. Holding of the Meeting for Personnel in Charge of Preventive Measures against Harassment

The NPA held meetings for personnel in charge of preventive measures against harassment twice at the HQ of the NPA along with the regional bureaus and local office in order to deepen awareness of personnel in charge and to improve the measures taken in the Cabinet Office and each ministry.

In addition, the NPA held seminars for the counselors, who receive harassment-related complaints, at the NPA's HQ as well as the regional bureaus and local office in an effort to improve the knowledge and skills of counselors and to create a system to facilitate consultation.

Furthermore, the NPA carried out courses to train instructors for the "Training for the Prevention of Harassment" targeting employees in charge of personnel management in the Cabinet Office and each ministry; and the "Training for Executive Officials and Managerial Personnel to Prevent Harassment" targeting executive officials and managerial personnel. These programs were carried out at the HQ, Regional Bureaus and Local Office of the NPA with the aim of raising employees' awareness of harassment prevention and of ensuring understanding of the duties and roles that should

be fulfilled by managerial personnel and supervisors.

3. Harassment Prevention Week for National Public Employees

The NPA designated a period from Dec. 4 to Dec. 10 every year as the “Harassment Prevention Week for National Public Employees” with the aim of enabling the Cabinet Office and each ministry to systematically and effectively work on the harassment preventive measures. The NPA calls on the Cabinet Office and each ministry to make further efforts such as awareness raising and enlightenment during the prevention week. As part of the initiatives during the prevention week, the NPA holds meetings to contribute to awareness raising, advice and information provision concerning the prevention of harassment.

4. Situation of the Training for the Prevention of Harassment in the Cabinet Office and Each Ministry

With regard to sexual harassment, efforts have been made to prevent the harassment through stipulating the responsibilities of the heads of ministries and agencies in Rule 10-10 and Rule 10-15 (Prevention of Harassment related to pregnancy, childbirth, childcare and familycare, etc.)

Article 7 of Rule 10-10 and Article 7 of Rule 10-15 require the heads of ministries and agencies to conduct training for employees in order to prevent sexual harassment and harassment related to pregnancy, childbirth, childcare and familycare. Moreover, the Cabinet Office and each ministry are working on the training to prevent power harassment (abuse of authority in workplaces), which was yet to be institutionalized as of FY2018.

Section 4. Childcare Leave System

1. Promotion of Proper Utilization of the Childcare Leave System

From the perspective of balancing work and childcare; the childcare leave system, the childcare short-time work and the childcare hours for public employees were established to support employees who are raising children as they continue their jobs, thereby enhancing their welfare, and contributing to smooth operation of the public service, pursuant to the Childcare Leave Act.

2. Childcare Leave Actually Taken

(1) Childcare Leave

A. Number and Ratio of Employees Who Newly Started Childcare Leave

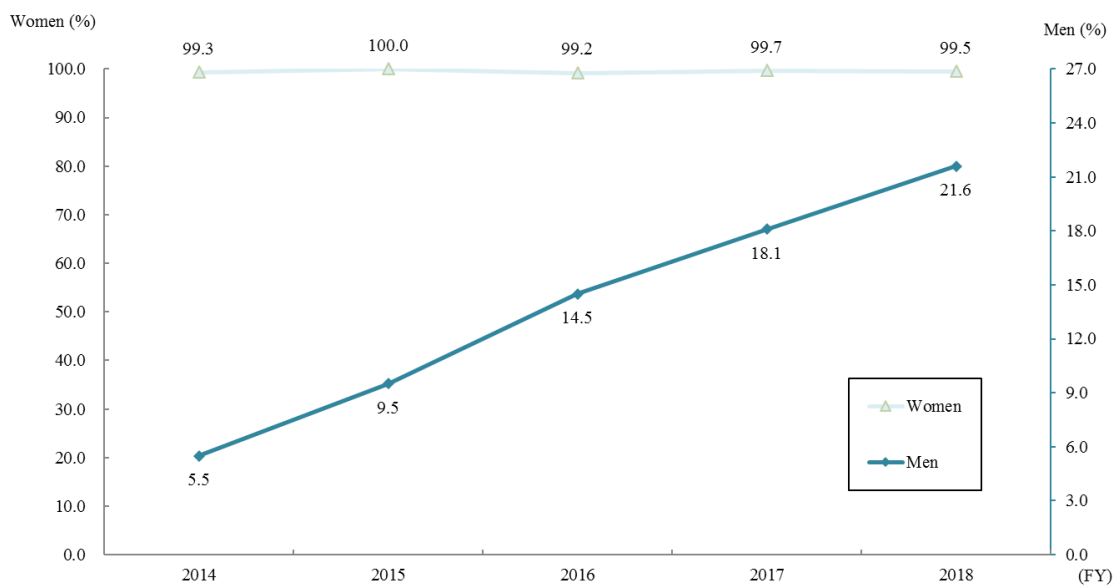
The number of full-time employees who newly started childcare leave in FY2018 was 3,260 (1,350 men and 1,910 women), a decrease of 17 (an increase of 168 men and a decrease of 185 women) from that in FY2017.

The ratio of employees who took childcare leave in FY2018 is shown in Figure 14. The ratio

of male employees was 21.6%, 3.5 points up (18.1% in FY2017) and the ratio of female employees was 99.5%, 0.2 points down (99.7% in FY2017). The ratio of male employees was the highest compared to the past.

In addition, the number of part-time employees who started childcare leave in FY2018 was 296 (13 men and 283 women), an increase of 54 (an increase of 6 men and an increase of 48 women) from that in FY2017. The ratio of part-time employees who took childcare leave was 68.4% for men and 100% for women.

Figure 14 Ratio of Employees Who Took Childcare Leave (full-time employees)



B. Period of Childcare Leave of Those Who Newly Started Childcare Leave

The average period of childcare leave was 10.4 months (men: 1.8 months, women: 16.4 months) in FY2018 (10.7 months in FY2017).

C. Substitute Measures for Employees Taking Childcare Leave

Regarding substitute measures for employees taking childcare leave, ‘changing duty allocation’ accounted for the largest ratio (64.7%), followed by ‘appointing fixed-term employees’ (16.8%) in FY2018.

D. Return to Work

Among the full-time employees whose childcare leave expired in FY2018, 1.1% of them retired in the middle of their childcare leave or on the date when they were originally supposed to return to work. In total, 98.9% of employees whose childcare leave expired in FY2018 returned to work

(FY2017 was 98.8%).

(2) Paternity Leave for Childbirth and Leave for Participating in Childcare

A. Paternity Leave for Childbirth

Among full-time male employees whose child was born in FY2018 (6,250 employees), 5,669 employees (90.7%) used the paternity leave for childbirth (5,630 employees [86.2%] in FY2017) for 1.9 days on average (1.8 days in FY2017).

B. Leave for Participating in Childcare

Among full-time male employees whose child was born in FY2018 (6,250 employees), 5,397 employees (86.4%) used the leave for participating in childcare (5,065 employees [77.6%] in FY2017) for 4.2 days on average (4.0 days in FY2017).

C. Combined Use of Paternity Leave for Childbirth and Leave for Participating in Childcare

Among full-time male employees whose child was born in FY2018 (6,250 employees), 5,876 employees (94.0%) used paternity leave for childbirth or the leave for participating in childcare (5,861 employees [89.8%] in FY2017). In addition, 4,757 employees (76.1%) took both types of leave for a total of more than 5 days (4,247 employees [65.0%] in FY2017).

(3) Childcare Short-Time Work

The number of full-time employees who began childcare short-time work in FY2018 was 141 (21 men, 120 women), a decrease of 16 (the same for men, 16 increased for women) from that in FY2017.

(4) Childcare Hours

The number of full-time employees who newly attained approval for childcare hours in FY2018 was 1,491 (137 men, 1,354 women), an increase of 83 (8 men decreased, 91 women increased) compared with FY2017.

The number of part-time employees who newly started childcare hours in FY2018 was 28 (2 men, 26 women), a decrease of 3 (an increase of 2 men, a decrease of 5 woman) from that in FY2017.

Section 5. Self-Development Leave System and Leave System to Accompany a Spouse

The self-development leave system is an unpaid leave system under the Act on National Public Employees' Leave for Self-Development, etc. to allow highly-motivated employees who hope to study in universities or participate in international cooperation projects to maintain their status as national public employees without engaging in their duties, in view of the necessity of promoting capacity

development among national public employees in order to enable them to cope with increasingly complicated and sophisticated administrative tasks.

The leave system to accompany a spouse is an unpaid leave system to exempt an employee, who hopes to live in a foreign country together with his / her spouse who is working abroad, from attending to his / her duty while still retaining his / her status as a national public employee pursuant to the Act on the Leave System to Accompany a Spouse. The objective of this system is to promote continued employment of competent employees who are expected to play an important role in the public service, and contribute to smooth administration of the public service.

In FY2018, 82 employees (3 men, 79 women) newly started to take the leave to accompany a spouse, it is an increase of 15 (a decrease of 4 men, an increase of 19 women) from FY2017. The reasons for their spouses' staying abroad are overseas assignment (71 employees), management of business (2 employees) and studying abroad (9 employees). The average duration is one year and ten months (two years in FY2017).

Section 6. Accident Compensation

The accident compensation system aims to provide compensation and welfare services when public employees are involved in accidents on duty or accidents while commuting. Compensation is meant to compensate losses suffered by accidents, and welfare services is aimed at promoting rehabilitation of afflicted employees and to provide support for the employees or the bereaved. The National Public Service Accident Compensation Act and other regulations stipulate 12 types of compensation and 18 types of welfare services. Compensation and welfare services are provided directly by Implementing Organizations (ministries/agencies). The NPA carries out overall coordination for compensation and welfare services by Implementing Organizations and establishment of standards related to implementation in order to ensure that compensation and welfare services are completely implemented pursuant to the said Act.

1. Revision of the Accident Compensation System

The items described below were amended and came into effect as of Apr. 1, 2018.

- ◎ Nursing Care Compensation
- ◎ Assistance Regarding School Expenses

2. Status of the Implementation of Accident Compensation System

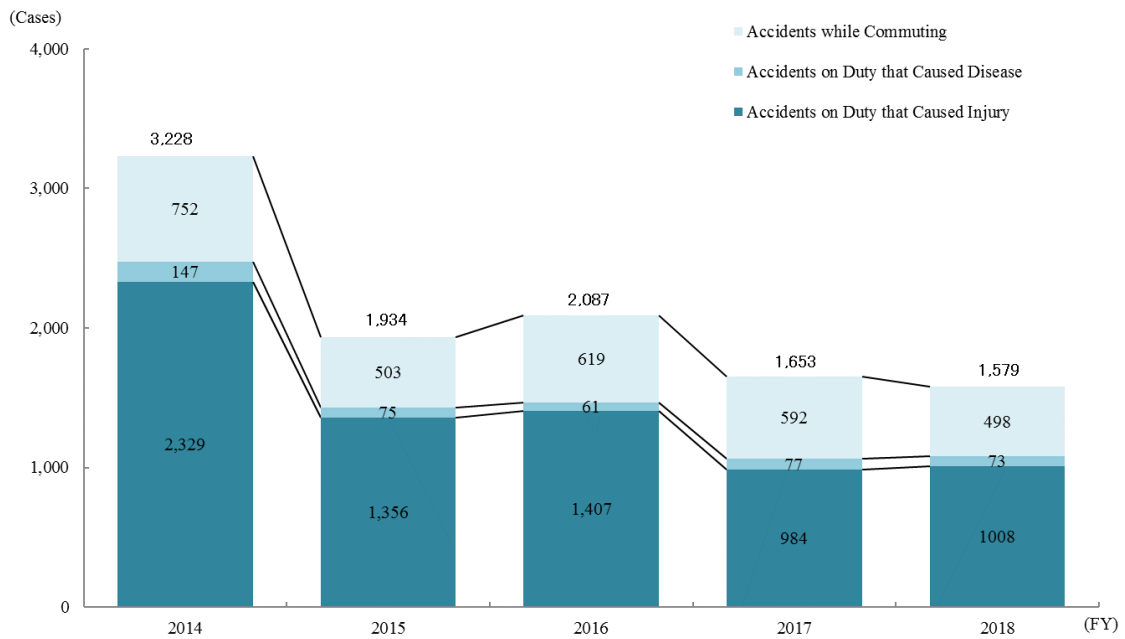
The NPA receives reports about the implementation of compensation and welfare service in the previous FY from each Implementing Organization.

The National Public Service Accident Compensation Act applies to national public employees in regular service, regardless if full-time or part-time, and the number of employees subject to the Act is

currently approx. 440,000 (as of Jul. 2018).

In FY2018, a total of 1,581 cases were recognized by the Implementing Organizations as accidents on duty or accidents while commuting (1,079 accidents on duty and 798 accidents while commuting) (Figure 15).

Figure 15 Trends in the Number of Acknowledgements of Accidents on Duty and Accidents While Commuting



Section 7. Audits

1. Payrolls Audits

The NPA conducts payroll audits every year, aiming to ensure that payments and records of remuneration to employees are carried out in accordance with laws and regulations. When the NPA finds inappropriate actions, it provides necessary guidance in order to ensure rectifying them.

In FY2019, payroll audits were carried out at 513 organizations focusing on the remuneration structure reform based on the Revised Remuneration Act of 2005 and the revised points due to comprehensive revision of the remuneration system based on the Revised Remuneration Act of 2014.

2. Audit of Health and Safety Management

Audits of health and safety management are conducted by the NPA every year with the aim of ascertaining the situation with respect to compliance of laws and regulations concerning health and safety at each ministry. When the NPA finds inappropriate actions, it provides necessary guidance in order to ensure rectifying them.

In FY2019, the NPA audited 57 organizations with a focus on organizations which handle a large number of hazardous materials and equipment.

3. Audit of Implementation of Accident Compensation

The NPA conducts an audit of implementation of accident compensation every year with the aim of ensuring appropriate implementation of compensation and welfare services for accidents on duty or accidents while commuting in compliance with laws and regulations. When the NPA finds unjust matters, it provides necessary instructions in order to ensure rectifying them.

In FY2019, the NPA audited 17 organizations to confirm recognition of accidents on duty or while commuting and the implementation of compensation and welfare services associated with such accidents dated on and after Apr. 1, 2017.

Section 8. Service Discipline and Disciplinary Action

Article 96, Paragraph (1) of the National Public Service Act stipulates, as the basic standard of service discipline, that “Every official, as a servant of all citizens, must serve the public interest, and devote the utmost effort in the performance of duties.” To concretely realize the purpose of this basic standard, the act requires public employees to obey laws, regulations and orders of their superiors in the course of their duties, and to preserve secrets obtained in the course of duties. The act also prohibits employees from involvement in acts of dispute such as strikes, and any acts causing discredit, restricts their political activities, and excludes them from private enterprises. The disciplinary action system has been established to maintain service discipline in government organizations.

1. Service Discipline

Among the issues relating to the employees’ service discipline, the restriction on political activities and exclusion from private enterprises are directly under the jurisdiction of the NPA.

In addition, the NPA conducted seminars on the service discipline / disciplinary action system for personnel in charge of personnel management at the HQ and regional bureaus of each ministry in order to enhance their understanding of the objectives of the service discipline / disciplinary action system.

2. Disciplinary Action

(1) Outline of the Disciplinary Action System and Giving Instructions on Disciplinary Actions

As stipulated in Article 82, Paragraph (1) of the National Public Service Act, appointers of the Cabinet Office and each ministry can take disciplinary action against an employee, either through dismissal, suspension from duty, reduction in pay or reprimand if (i) the employee has violated the said Act, the National Public Service Ethics Act or orders issued pursuant to these acts, (ii) the employee has breached his/her obligations in the course of his/her duties or has neglected his/her duties,

or (iii) the employee is guilty of such malfeasance rendering himself/herself unfit to fulfill his/her role as a servant of all citizens. Concrete procedures are specified in the National Public Service Act and Rule 12-0 (Disciplinary Action).

The NPA discloses the situation of disciplinary actions each year and enforces strict operation of the disciplinary action system by the Cabinet Office and each ministry taking the opportunity of the meeting of responsible personnel.

(2) The Situation Relating to Disciplinary Action

The total number of employees against whom disciplinary action was taken in 2019 was 296 (26 dismissals, 74 suspensions from duty, 131 reductions in pay, and 65 reprimands), a decrease of 4 compared with 2018.

The Ministry of Justice and the National Tax Agency accounted for the largest ratio of all disciplinary actions, followed by the Ministry of Health, Labour and Welfare; and the Ministry of Land, Infrastructure, Transport and Tourism. The major reason for disciplinary actions was misconduct outside the public service (e.g. theft, assault) followed by general disciplinary matters (e.g. absence, inappropriate working attitude), and transactions in daily work (e.g. improper business processing, failure to report) (Reference 3).

Reference 3 Status of Disciplinary Actions by Type and Cause (2019)

(Unit: persons)

Type of disciplinary actions Cause	Dismissal	Suspension from duty	Reduction in pay	Reprimand	Total
Irregularity related to general service discipline (absence, inappropriate working attitude)	2 (1)	21 (12)	32 (37)	13 (17)	68 (67)
Irregularity related to transactions in daily work (improper business processing, failure to report)	4 (1)	12 (11)	18 (12)	9 (8)	43 (32)
Irregularity related to handling of public money or property (loss, wrongful handling)			5	7 (1)	12 (14)
Embezzlement	7 (4)	1 (5)	4 (4)		12 (14)
Acceptance of bribes, entertainment or being treated to food / drink (violations of the Ethics Act)	1	2 (1)		5 (5)	8 (12)
Traffic offence and contravening traffic regulations	1 (1)	9 (19)	14 (27)	11 (11)	35 (58)
Misconduct outside the public service (theft, assault)	11 (11)	29 (23)	57 (61)	16 (9)	113 (104)
Lack of supervisory responsibility			1 (2)	4 (10)	5 (12)
Total	26 (18)	74 (71)	131 (149)	65 (62)	296 (300)

(Notes) 1. A case which has several causes is categorized by the main cause.

2. The figures in parentheses are for 2017.

3. The Concurrent Holding of Positions

(1) Concurrent Engagement in the Operation of Business on an Employee's Own Account

According to Article 103 of the National Public Service Act and Rule 14-8 (Concurrent Positions as Executives, etc. in Profit-making Enterprises), employees may operate a profit-making enterprise on their own account with the approval of the head of a government agency.

The total number of approvals reported to the NPA by each ministry was 356 in 2019. Major contents pertaining to that include the leasing of condominiums / apartments, parking lots / land, and the sale of solar electricity.

(2) Reports on Participating in the Management of Profit-making Enterprises through the Holding of Stocks

According to Article 103 of the National Public Service Act and Rule 14-21 (Reports, etc. by Employees in a Position to be able to Participate in the Management of Profit-making Enterprises through the Holding of Stocks), employees are to report to the NPA through the head of a government agency if they are able to manage profitmaking enterprises through the holding of stocks. If the NPA considers that this is not appropriate in light of performing public duties, it is to notify the employees to that effect. In 2019, two employees made such a report, but his/her position was not considered inappropriate in light of performing his/her public duties.

Chapter 6. Employee Organization

Article 108-2 of the National Public Service Act allows national public employees in regular service (excluding employees of agencies engaged in administrative execution), other than employees working in police departments, the Japan Coast Guard and penal facilities (referred to as “police officials, etc.” in Section 1 of Chapter 6), to form an employee organization for the purpose of maintaining and improving their working conditions.

Section 1. Range of Managerial Personnel

Article 108-2 of the National Public Service Act defines officials making important administrative decisions, holding managerial or supervisory positions and officials whose duty should be performed from the standpoint of proper authorities in their relationship with employee organizations as “managerial personnel, etc.” This article prohibits “managerial personnel, etc.” from forming an employee organization with other employees.

The range of managerial personnel, etc. is specifically defined in the appendix of Rule 17-0 (Range of Managerial Personnel, etc.) according to the classification of organizations. When there is any revision or abolition of administrative organizations or positions, the NPA revises the appendix to this rule accordingly. The NPA made four amendments in FY2019.

The total number of managerial personnel, etc. stood at 38,232, or 16.2% of all 235,837 personnel (the ceiling of the number of officials (excluding police officials, etc.)) at the end of FY2019.

Section 2. Registration of Employee Organizations

A registration system was established to allow the NPA to certify an employee organization as a democratic and voluntary organization that satisfies the requirements specified in the National Public Service Act, for the purpose of promoting better relationships between proper authorities and employee organizations in negotiations and establishing stable labor-management relationships.

A total of 9 organizations were newly registered and 49 organizations were deregistered in FY2019, based on the provisions of Article 108-3 of the said Act and Rule 17-1 (Registration of Employee Organizations). As a result, the total number of registered organizations stood at 1,304, with the total number of members amounting to 76,650 (76,281 excluding the members of 10 organizations comprised of managerial personnel, etc.) at the end of FY2019.

There were 1,008 cases of changes in registration due to changes in registered constitutions.

Section 3. Officials' Acts on Behalf of Employee Organization

1. Exclusive Engagement

No official may engage exclusively in any business of an employee organization, while holding a position as an official. However, it is possible for an official, with the permission of the head of a government agency, to engage exclusively in such business as an officer of a registered employee organization (so-called exclusive engagement) (Article 108-6 of the National Public Service Act). Article 18 of the Supplementary Provisions of the said Act stipulates that the longest period an employee may engage in such a role is to be within the range of not more than 7 years for the time being. This time period is stipulated as 7 years in Article 8 of Rule 17-2 (Officials' Acts on Behalf of Employee Organization). At the end of 2019, the number of employees in exclusive engagement was 90.

2. Short Term Engagement

Other than exclusive engagement, officials may engage, with prior permission of the head of a government agency, in short term duties in employee organizations within the range of 30 days per year for one day or one hour as a unit, as an officer of a registered employee organization or a member of a decision-making body (Article 6 of Rule 17-2). The number of officials in short term engagement in 2019 was 231, their total engagement period was 1,568 days and 4 hours.

Section 4. Meeting with Employee Organizations

When making a recommendation or establishing/revising/repealing any rule regarding employees'

working conditions, the NPA holds a meeting with employee organizations for the purpose of hearing opinions or demands and allowing an opportunity for those opinions and demands to be reflected in the NPA's measures.

In 2019, the NPA held a total of 2018 meetings (73 at the HQ and 135 at regional bureaus) with employee organizations. Of these meetings, 109 (52.4%) related to collective demands at the time of the annual spring labor negotiation or requests for the NPA recommendation, 91 (43.8%) were on revisions of the fixed number of officials in each grade of salary schedules, 5 (2.4%) on gender equality, 2 on working hours (1.0%), 1 (0.5%) on various allowances.

Chapter 7. Equity Process

The NPA starts an equity process, as soon and as appropriately as possible, in accordance with prescribed quasi-judicial procedures of review whenever an employee files with the NPA an appeal against disadvantageous disposition, a request for administrative action concerning working conditions, an appeal for review concerning implementation of the accident compensation, or an appeal for review on a remuneration decision. In conducting such a process, the NPA sets the target for each case's review process, grasps the situation of progress periodically, and streamlines procedures, so that early processing of each case can be achieved. In addition, the NPA widely offers complaint counseling, and takes necessary measures including necessary actions to each ministry.

The NPA, as a neutral third-party organization, is to protect the welfare of employees, ensure the fairness of the personnel administration, and contribute to efficient operation of the public service through the equity process. Along with the system of remuneration recommendations and reports, the system of the request for administrative action regarding working conditions is also positioned as one of the compensatory measures for the restriction of basic labor rights of employees. This system is significant to improve and optimize the working conditions.

Section 1. Appeals against Disadvantageous Disposition

Based on the review system associated with disadvantageous dispositions (Article 90 of the National Public Service Act), the NPA sets up a Board of Equity for each case to review the case and, based on a report prepared by the board, the NPA approves, revises or rescinds the original disposition when an employee requests a review of a disadvantageous disposition such as reduction in pay, demotion, administrative leave, or dismissal against his/her will.

The NPA itself takes measures to restore the employee's damage caused by the disposition or instructs the person who took the disposition to take necessary measures when the NPA revises or rescinds the disposition. The determination made by the NPA is the final one in the administrative organization.

The NPA reviews appeals against disadvantageous dispositions in accordance with the procedures

specified in Rule 13-1 (Appeal against Disadvantageous Disposition). When reviewing cases, the NPA tries to process each case in an expeditious way by proactively using an intensive hearing method.

In FY2019, a total of 23 cases, including 6 cases carried over from FY2018, were on the table. Among them, 2 cases were determined (2 approvals), 4 cases were withdrawn or rejected, and 17 cases were carried over to FY2020.

Section 2. Requests for Administrative Action on Working Conditions

The system for requesting administrative action (Article 86 of the National Public Service Act) is designed to allow the NPA to make a determination after conducting a necessary review or to resolve a case through mediation or by using an equivalent measure when an employee submits a request for an administrative action on working conditions. Under the system, employees are guaranteed to actively request improvement and optimization of their working conditions.

Requests for administrative action are reviewed in accordance with the procedure specified in Rule 13-2 (Requests for Administrative Action on Working Conditions).

In FY2019, a total of 12 requests, including 5 requests carried over from FY2018, were on the table. Of these requests, 5 were determined, 1 was withdrawn or rejected, and 6 were carried over to FY2020.

Section 3. Appeals for Review Related to Implementation of Accident Compensation and Appeals for Measures Related to Welfare Services

The NPA forwards an appeal for review to the Accident Compensation Review Committee for deliberation and decides the case based on the committee's report when an employee files an appeal related to a decision on an accident on duty, an accident while commuting, recognition of healing, a decision on the grade of disability, and other implementations of compensation made by Implementing Organizations under the accident compensation review system (Article 24 of the National Public Service Accident Compensation Act) and when an employee files an appeal on operation of welfare services under the appeal system for measures related to welfare services (Article 25 of the said Act).

Reviews of accident compensation are conducted in accordance with the procedure specified in Rule 13-3 (Appeals for Reviews Related to Accident Compensation).

In FY2019, a total of 15 cases, including 6 cases carried over from FY2018, were on the table. Of these cases, 1 was determined and 14 were carried over to FY2020.

Section 4. Appeals for Reviews Related to Remuneration Decisions

The review system for a decision on remuneration (Article 21 of the Remuneration Act) is designed to allow the NPA to take a decision after reviewing the case when an employee who has an objection against a decision on his/her remuneration (including decisions on salary corrections) files

an appeal for review. The NPA reviews such cases in accordance with the procedure specified in Rule 13-4 (Appeals for Reviews Related to Remuneration Decisions).

In FY2019, a total of 32 cases, including 12 cases carried over from FY2018, were on the table. Of these cases, 7 were determined, 5 were withdrawn or rejected, and 20 were carried over to FY2020.

Section 5. Consultation on Complaints

Under the complaint counseling system, a consultant for employees appointed by the NPA provides the employees concerned with advice upon receiving their complaints or requests for advice regarding working conditions or other personnel management matters. In addition, with the consent of the employees seeking advice, the details of the consultation may be reported to the ministry to which they belong; and if needed, necessary actions, such as requesting an investigation of the facts, are taken. This system is implemented in accordance with the procedure specified in Rule 13-5 (Complaints Counseling).

In FY2019, the NPA received 1,621 complaints, an increase of 178 from that in FY2018.

Also, the NPA held “Liaison Conference concerning Complaint Counseling,” and “Training for Officers in Charge of Complaint Counseling,” at the HQ, regional bureaus and local office.

Chapter 8. International Cooperation

Section 1. Status of Personnel Dispatches Based on the Employee Dispatching Act

As part of international cooperation based on the Employee Dispatching Act, each ministry dispatches personnel to international organizations of which Japan is a member or with which Japan has international commitments such as treaty obligations, as well as to foreign government agencies. This occurs upon the receipt of a request from such organizations and is subject to the consent of the personnel chosen to be dispatched.

In FY2018, 112 persons were newly dispatched to international organizations, a decrease of 54 persons from that in FY2017. Meanwhile, 112 persons returned to Japan in FY2018. As a result, the total number of dispatched personnel was 384 as of the end of FY2018, a decrease of 19 from that in FY2017.

The status of such dispatches by organization and by area at the end of FY2018 are shown in Figures 16 and 17.

Figure 16 International Dispatch by Organization in FY2018

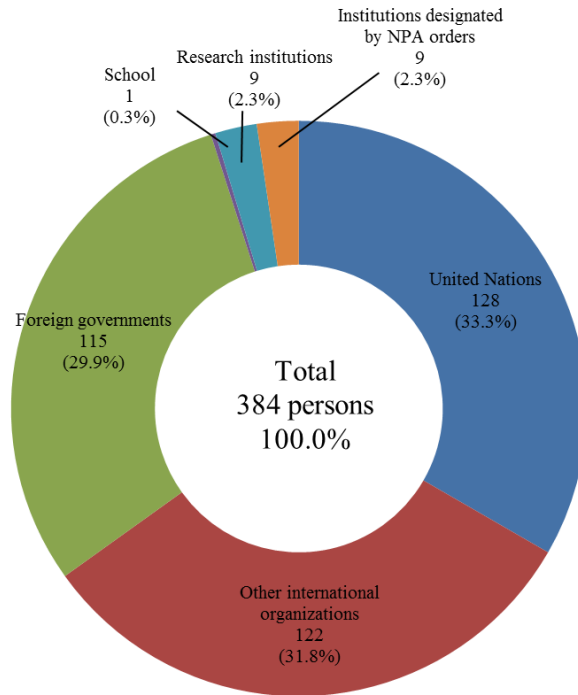
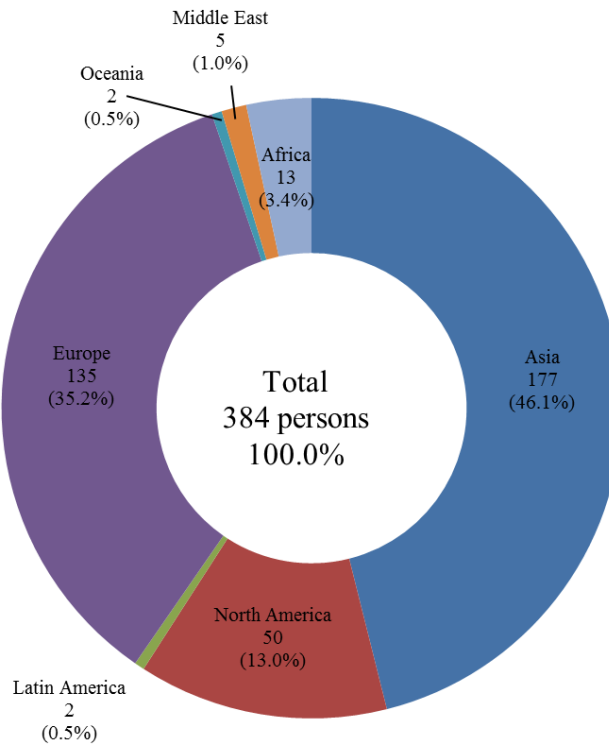


Figure 17 International Dispatch by Region in FY2018



Section 2. International Cooperation and Exchange

1. Invitation of Foreign Government Executives

As a specialized agency on personnel administration, the NPA annually invites executive officials from personnel administration organizations in major countries to exchange opinions on the latest circumstances surrounding personnel administration. The objectives are to promote cooperation in the field of personnel administration through cooperative relationships with personnel administration organizations in foreign countries, and to derive suggestions from other countries' experiences/initiatives on issues which the Japanese public employee system is facing.

In FY2019, the NPA invited Dr. Franz Palm, Deputy Head of the Directorate-General Public Service in the Federal Ministry of the Interior, Building and Community from Germany and Mrs. Debbie Alder, Director General, People and Capability at the Department of Work and Pensions from the UK and held an international lecture meeting titled "Human Resource Management in the Civil Service Toward the Ageing Society" in collaboration with the Japanese Society for Public Administration.

2. Invitation of Officials from the Personnel Administrative Agencies of the Asian Countries

For the purpose of supporting civil service reform in Asian nations on a continuous basis and expanding a personal network with the countries having a strong interest in the public employee system in Japan, the NPA has invited experts of the personnel administrative agencies in Asian countries and exchanged ideas with them since FY2017.

In FY2019, the NPA invited experts, mainly division director level personnel, from the five organizations: the Indonesian Civil Service Commission, the Public Service Department of Malaysia, the Union Civil Service Board of Myanmar, the Civil Service Commission of the Philippines, and the Office of the Civil Service Commission of Thailand; and exchanged ideas on the measures taken and the issues faced by each participating country under the common theme of "Building and Promoting Public Trust in the Civil Service."

3. Cooperation with Developing Countries

Developing countries, as they work on national development, are faced with the common issues of establishing public employee systems that will act as the basis of their administration and of improving their governance. These countries have frequently asked Japan to share its experiences in these areas. In response to such requests, the NPA cooperates in the implementation of training courses for government employees of developing countries, which are hosted by Japan International Cooperation Agency (JICA).

(1) Training Course on Human Resources Management

To contribute to improving personnel administration in developing countries, the NPA has assisted two courses. One is the “Seminar on Governmental Human Resource Management for Senior Officials,” for senior officials of central personnel administrative agencies, and the other is the “Seminar on Public Personnel Administration for Middle Level Officials,” for the assistant director level employees of central personnel administrative agencies.

A. Seminar on Governmental Human Resource Management for Senior Officials

In FY2019, 11 officials from 11 countries participated in the 2-week seminar. A total of 273 officials from 68 countries (regions) participated in this seminar during the period from FY1991, when this seminar started, to FY2019.

B. Seminar on Public Personnel Administration for Middle Level Officials

In FY2019, 13 officials from 13 countries participated in the 3-week seminar. A total of 226 officials from 71 countries (regions) participated in this seminar during the period from FY1999, when this seminar started, to FY2019.

(2) Seminar on National Government Administration for Senior Officials

The NPA has assisted seminars for senior officials from the central government organizations of each country. In these seminars, participants share the background to the development of governance and socioeconomic development in Japan, and discuss various policy issues. Through the discussions held on these issues, participants consider how public administration should be run in order to effectively contribute to the socioeconomic development of each country.

In FY2019, 11 officials from 11 countries participated in the 3-week seminar. A total of 350 officials from 79 countries (regions) participated in this seminar during the period from FY1986, when this seminar started, to FY2019.

(3) Support for some countries

A. Afghanistan

Aiming at supporting the development of Afghanistan’s economic society and securing the country’s independence and stability in terms of public safety, economy and society, the NPA cooperated and assisted JICA’s visit-Japan training program relating to governance reform for Afghan government officials. In FY2019, the NPA provided explanation on the systems for appointment, remuneration, human resource development, service discipline and ethics of national public employees in Japan as well as the operation of such systems, and group-based discussions on the issues of personnel administration systems targeting officials responsible for personnel

management at each ministry (The training attracted 7 participants).

B. Vietnam

The Ho Chi Minh National Academy of Politics, which is a national leader training institution in Vietnam, implements the "Training and Refresher Training of Leaders and Managers at Different Levels, especially the Strategic One" targeting current executives at the level of Deputy Minister and Director-General. For this training program, the NPA dispatched former executive administrators of the NPA and other ministries to Vietnam to deliver lectures and hold discussions; and provided support for planning and implementing the training program to invite trainees, who achieved excellent results at the training in Vietnam, to Japan. Additionally, with respect to the examination system reform to ensure fair implementation of the recruitment examination for civil servants, the NPA provided support such as accepting training to visit Japan from FY2014 to FY2016. After that, in response to a request to resume the support, the NPA conducted a preliminary field survey in FY2019 with the aim of considering the specific content of support at the time of resumption.

4. The China-Japan-Korea Personnel Policy Network

At the China-Japan-Korea Summit Meeting held in Nov. 2004, the "Action Strategy on Trilateral Cooperation among the People's Republic of China, Japan and the Republic of Korea," which includes a concept of a framework for the China-Japan-Korea Personnel Policy Network as part of the cultural and human exchanges, was approved. In Jan. 2005, in response to that, the China-Japan-Korea Personnel Policy Network was realised between the NPA, the Ministry of Personnel (present the National Civil Service Administration) of China, and the Civil Service Commission (present Ministry of Personnel Management) of Korea.

This network project is carried out based on the memorandum of cooperation and the cooperation plan exchanged among the three countries.

The major projects held in FY2019 are as below.

(1) The 12th Joint Training for Young/Mid-Level Public Employees

In Dec., young and mid-level employees of the central personnel agencies in Japan, China and Korea jointly organized a training program in Daejeon-Gwangyeoksi, Korea and discussed various personnel administrative issues of each country.

(2) Exchange for Administrators of Each Ministry

A. Dispatch from Japan

As the trainees from NIPA, 8 officials at the assistant director level of each ministry were dispatched to China in Sep.; 14 officials at the assistant director level of each ministry were dispatched to China in Oct.; and 14 officials at the division director level of each ministry were

dispatched to China in Jan. 2019.

B. Acceptance to Japan

In Nov., the NPA accepted 20 Korean government officials and provided them with the training program including a lecture concerning personnel administration in Japan and an opinion exchange session between the administrators in Japan and those in Korea.

(3) The 12th Joint Symposium

Under the theme of "Civil Service Recruitment Systems in the Three Countries", the symposium was held in Nov. in Guangzhou, China, covering the measures taken in each country and the latest trends."

(4) 9th Director-Generals Meeting

In Jun., the 9th Director-General Meeting was held in Seoul, Korea, which was attended by the Director-General level officials of the central personnel agencies in the three countries. As a result, the 9th cooperation plan was formulated at the meeting.

(5) 8th Heads Meeting

In Sept., the 8th Heads Meeting was held in Sapporo City, which brought together Nahomi Ichimiya, President of the NPA; Fu Xingguo, Chief of National Civil Service Administration of China; and Hwang Seo-chong, Minister of Personnel Management of Korea. A new memorandum of cooperation was agreed and signed at the meeting.

5. Mike Mansfield Fellowship Program

The Department of State in the US has conducted the Mike Mansfield Fellowship Program on the basis of the Mike Mansfield Fellowship Act (enacted in Apr. 1994), in order to foster U.S. federal government officials who have a deep understanding of Japan. Fellows are widely selected from federal government organizations and they are sent to Japan. After undertaking a homestay in Ishikawa prefecture for about two months, they participate in training programs for about 10 months while being involved in daily duties at each ministry, Diet members' offices, private enterprises, and so forth.

In cooperation with the Ministry of Foreign Affairs, the NPA makes arrangements for the acceptance of fellows into each ministry, plans and implements common programs such as orientation, survey tours, and participating in Administrative Training conducted by NIPA.

In FY2019, 10 trainees were accepted for the 24th program which was originally scheduled from September 2019 to June 2020. The training, however, was discontinued at the end of March 2020 due to the spread of COVID-19.

7. Research Groups from Abroad

To understand personnel management and human resource development in the Japanese public service, in FY2019, a total of 99 foreign government officials visited the NPA.

Chapter 9. Promotion of IT for Personnel and Remuneration Duties

The personnel and remuneration duties information system was developed based on the “Optimization Plan for Personnel and Remuneration System”, which was decided by the Chief Information Officers (CIO) Liaison Conference of the Cabinet Office and each Ministry (decided on Feb. 27, 2004 and finalized on Feb. 28, 2017). It is a standard system that integrates various functions for national public employees such as personnel management, remuneration management and mutual aid management, notifications and applications by employees. The NPA is responsible for building and operating this system.

In FY2019, the Japan Casino Regulatory Commission, which was established in Jan. 2020, went into full operation in Feb. 2020. As a result, a range of coverage of this system expanded to all the employees of 30 organizations, which totaled approx. 277,000 (full-time employees).

Chapter 10. NPA President’s Award

The NPA President’s Award was established in 1988 on the 40th anniversary of the NPA, for the purpose of rewarding employees or occupational groups that have exercised diligence in duties with awareness as servants of the whole community, and made a contribution to the enhancement of the public understanding and trust of public service and public employees.

The NPA President organizes the selection committee (In FY2019, the Chair: Kazuo Tsukuda, Executive Corporate Advisor of Mitsubishi Heavy Industries, Ltd. with six members) to examine and select employees or occupational groups recommended by the ministries and Agencies Engaged in Administrative Execution. The awardees are decided by the President of the NPA based on the result of impartial examination and selection.

The 32nd NPA President’s Award in FY2019 was presented to two employee and three groups. The award ceremony was held in Tokyo on Feb. 12, 2020, and following the ceremony, the awardees and the representatives of the awardee groups had an audience with their Majesties the Emperor and Empress at the Akasaka Imperial Residence.

A total of 66 individuals and 97 occupational groups have received the NPA President’s Award from FY1988, when this award started, to FY2019.