

*Volume 1*

*Personnel Administration*



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

- On Aug. 10, 2018, the NPA made a report and recommendation to the Diet and the Cabinet concerning a revision to basically balance the remuneration level of public employees to that of private sector employees (the Principle of Balancing Working Conditions with Those in the Private Sector), based on the principle of meeting changing conditions as established in the National Public Service Act.
- On Nov. 6, 2018, 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” (hereinafter referred to as the “Act on the Revision of the Remuneration Act”) (Act No. 82 of 2018) was enacted on Nov. 28, 2018 and promulgated as well as enforced on Nov 30, 2018. (The revision of the end-of-term and diligence allowances in FY2019 and onward were enforced on Apr. 1, 2019.)
- On Aug. 10, 2018, the NPA submitted the opinions to the Diet and the Cabinet to gradually raise the mandatory retirement age to 65; at the same time to take the measures to maintain the vitality of organizations, such as the introduction of a fixed-age step-down system from certain managerial posts for the time being; and to set the annual remuneration of the employees over 60 years old to 70% of the remuneration they earned before they were 60. These opinions are based on the idea that it is essential to make full use of the abilities and experiences of elderly employees for the purpose of responding appropriately to increasingly complex and sophisticated administrative issues and maintaining high-quality administrative services in a society facing a rapid decrease in the number of children and the aging of society.

**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. 10, 2018.

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

The NPA’s remuneration recommendation plays a role to secure appropriate remuneration of national public employees corresponding to the general conditions of society as a compensation for the restriction of basic labor rights. As part of the remuneration recommendation, the NPA has 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. Implementation of the recommendation and the ensuring of appropriate treatment are helpful to secure human resources and to stabilize labor-management relationships, serving as the foundation to maintain an efficient administrative management.

With regard to the reasons for the NPA making the recommendation based on the Principle of Balancing Working Conditions with Those in the Private Sector, national public employees are also workers who need to receive proper amounts of remuneration in compensation for their work. In the public service, however, there is no market control that acts as a constraint on remuneration decisions, 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 the Gap between the Public and Private Sector**

### **A. Monthly wages**

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

The remuneration level is generally determined based on factors that include 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 2018 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. 2018 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 655 yen (0.16%) 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. 2017 through Jul. 2018 was equivalent to 4.46 months of monthly remuneration. Since the average annual payment months of end-of-term and diligence allowances for national public employees (4.40 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 4.45 months.

## **C. Remuneration revision in 2018**

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

It was decided to raise Admin (I), which is applied to employees in charge of general administrative affairs in public service, by 0.2% on average retroactively from Apr. 2018. The initial salary of employees appointed through the Comprehensive Service Exam (University Graduate Level), the General Service Exam (University Graduate Level), and the General Service Exam (High school Graduates) was raised by 1,500 yen in consideration of the gap with the initial salary in the private sector. A revision was also made by approximately 1,000 yen targeting young employees. The salary for other employees including reappointed employees was basically increased by 400 yen respectively.

It was decided to revise other salary schedules based on a balance with Admin (I). Regarding the Salary Schedule for Designated Service, though it was below the executive compensation of private sector which we refer to, it was decided to keep the Salary Schedule unchanged responding to the raise of Grade 10 (400 yen) in Admin (I).

### **(b) Initial Salary Adjustment Allowance**

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

### **(c) 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. In addition, it was decided to distribute the end-of-term allowance in the Jun. and Dec. periods equally from FY2019 onwards.

### **(d) Day/night watch duty allowance**

It was decided to make required revision based on the remuneration status of the employees subject to day/night watch duty allowance.

## **2. Treatment of the Remuneration Recommendation**

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

The Government held the Cabinet Meeting Related to Remuneration on Aug. 10 and Nov. 6, 2018 to discuss how to respond to the NPA Remuneration Recommendation. According to the Cabinet Decision made on Nov. 6, 2018, 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 197th 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. 28, 2018, and the “Act on the Revision of the Remuneration Act” (Act No. 82 of 2018) was promulgated on Nov. 30, 2018. The said Act, excluding the revision of the end-of-term and diligence allowances in FY2019 and onward, was enforced on the same day and retrospectively applied from Apr. 1, 2018. The revisions of the end-of-term and diligence allowances have been enforced since Apr. 1, 2019.

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

The rules related to the remuneration revision based on the Act on the revision of the Remuneration Act, excluding rules of the diligence allowances in FY2019 and onward, were enforced on Nov. 30, 2018, in conjunction with the promulgation of the Act on the revision of the Remuneration Act. The provisions of the rules after the revision were retrospectively applied from Apr. 1, 2018.

Meanwhile, the rules of the diligence allowances in FY2019 and onward have been enforced since Apr. 1, 2019.

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

#### **(1) Background behind the Submission of the Opinion**

The NPA examined the ideal status for employment of elderly employees in the public service due to the facts that the Act Concerning the Stabilization of the Employment of the Elderly, etc. made it mandatory for private companies to take the measure to secure employment up to 65; and that the Basic Act on the National Civil Service Reform stipulated the requirement to consider the stepwise increase of the mandatory retirement age of the employees to 65. As a result, the NPA submitted the opinion on Sep. 30, 2011 to the Diet and the Cabinet stating that it should be appropriate to gradually raise the mandatory retirement age to 65. In Mar. 2013, the government decided at a Cabinet meeting to reappoint applicants to government positions requiring full-time service until their starting age of pension payment in principle for the time being; and to reconsider the state of connection between employment and pension, including the gradual raising of the retirement age, at each time of the gradual increase of the pension payment starting age.

After that, the government stated in the “Basic Policy on Economic and Fiscal Management and Reform 2017” (Cabinet Decision on Jun. 9, 2017) that “Concrete consideration will be given to raising the mandatory retirement age of national public employees.” In response to this, a study group was established comprising the related administrative organizations and conducted a study taking into account the opinion submitted by the NPA in 2011. As a result of the study, the “Summary of the Issues Based on the Already-Conducted Study” was compiled. The summary sorted out the points in raising the mandatory retirement age stating that it would be appropriate to consider stepwise increase of the mandatory retirement up to 65. The content of the Summary was approved by the “Cabinet Meeting Related to the Raising of the Public Employees’ Mandatory Retirement Age” and was reported to the ministerial round-table conference on Feb. 16, 2018. On the same day, the Prime Minister requested the President of the NPA to consider raising the mandatory retirement age of national public employees based on the Summary compiled by the government. Moreover, the government stated in the “Basic Policy on Economic and Fiscal Management and Reform 2018” (Cabinet Decision on Jun. 15, 2018) that “Considering a longer average life and the progression of the decreasing birth rate and aging population, consideration will be given to raising the mandatory retirement age of public employees to 65 step by step, to properly respond to the administrative issues that become more complicated and sophisticated.”

As a result of hearing and examining the opinions of the Cabinet Office and each ministry as well as the employee organizations, the NPA submitted the opinion on Aug. 10, 2018 to the Diet and the Cabinet on the necessity of raising the mandatory retirement age and the concrete measures to achieve this.

#### **(2) Contents of the Opinion by the NPA**

Below are the main contents of the opinion submitted by the NPA.

### **A. Necessity of raising the mandatory retirement age**

With the rapid progression of decreasing birthrate and aging population, the young working population continues to decrease in Japan. Therefore, the creation of a place where elderly people with motivation and the ability to work can play active roles has become an important issue for society as a whole.

Under such circumstances, many private companies have offered a re-employment system while a certain number of companies have raised the mandatory retirement age to address these issues. In addition, most of reappointed employees are working on a full-time basis. In the public service, on the other hand, the number of reappointed employees has been increasing significantly in recent years partly because reemployment has been made obligatory. Looking at the reappointed employees subject to Admin (I), about 70% of them take Unit Chief or Senior Officer level positions, and approximately 80% of them are short-time work employees due to the serious situation surrounding the ceiling of the total number of officials.

In the public service, the transfer of skills and know-how from elderly employees to young and middle-level employees has become a challenging issue. Most of the elderly employees, however, are reappointed as short-time work employees at lower government posts, and their abilities and experiences are not fully utilized. Therefore, there is a concern over lower efficiency in the public service due to employees' declining morale if the share of the reappointed employees continues to increase further. Meanwhile, employees may have a growing anxiety about their lives due to insufficient income after retirement attributable to the extending non-pension period.

It is essential to make full use of the abilities and experiences of employees over 60 in the same manner as it was in the period when they were younger than 60 in order to properly respond to increasingly complicated and sophisticated administrative issues and to maintain high-quality administrative services. For this end, it is necessary to gradually raise the mandatory retirement age to 65. This will help to secure the consistency and continuity of personnel management from recruitment to retirement and will also ensure the connection between employment and pension.

### **B. Concrete measures concerning raising the mandatory retirement age**

#### **(a) Review on the mandatory retirement system**

No employee will be mandatorily retired in the year when the retirement age is raised. Thus, the number of new recruits in the following fiscal year will see a significant decrease if the ceiling of the total number of officials is fixed. This will adversely affect the personnel structure by age group of the Cabinet Office and each ministry. Therefore, it is appropriate to gradually raise the mandatory retirement age. Furthermore, it is necessary to revise the personnel management and personnel plan, which are based on the current retirement age; and to review the lifestyle of each employee when raising the mandatory retirement age. Accordingly, it is appropriate to secure a certain preparation period before extending the retirement age.



The mandatory retirement age will be gradually raised up to 65. Additionally, in the cases where it is not appropriate to set the mandatory retirement age to 65 due to the special nature of duties and responsibilities, the retirement age of such employees should be separately set and gradually increased up to a ceiling of 70. These measures need to be implemented promptly.

During the period of stepwise raising of the mandatory retirement age, the current system of reappointment after the mandatory retirement should be maintained as a provisional measure with the aim of securing employment until the age of 65 when the pension will be fully paid. At the same time, a system should be established to enable the personnel authorities to hear intentions from employees in advance regarding their work style after the age of 60.

#### **(b) Introduction of the fixed-age step-down system from certain managerial posts**

If the managerial or supervisory personnel at age of 60 continue to hold such positions, it will slow the pace of promotion of young and mid-level employees and delay the timing they can take the posts that are required for their development. If these employees lower their motivation under such circumstances, the efficiency of the public service as a whole may be adversely affected. Given this background, the system for fixed-age retirement from certain managerial posts should be launched, for the time being, targeting managerial or supervisory personnel at HQ or Local Branch Bureaus and Departments (basically the government posts subject to the Designated Service Salary Schedule or managerial allowance) for the purpose of securing the turnover of the organization and maintaining its vitality.

When the employees subject to the system for fixed-age retirement from certain managerial posts reach the target age of this system (60 in principle), they should be demoted or transferred (appointment change) to the posts excluding those subject to this system, such as assistant directors or specialized staff. However, appointers should be able to exceptionally allow the employees concerned to continuously engage in the same duties; or to demote or to transfer them to other posts subject to the fixed-age step-down system from certain managerial posts (special appointment). Either of these are possible in the cases where there is a sufficient reason that appointment change will pose serious problems to the operation of the public service in consideration of special natures of the duties of the employees who have reached the target age of the fixed-age step-down system from certain managerial posts and difficulties in filling the vacant positions.

#### **(c) Introduction of the short-time work system for reappointment before the mandatory retirement age**

When it comes to the employees aged 60 and above, there will be a growing need for their diverse work styles because of their health or life plans. Thus, a short-time work system for reappointment before the mandatory retirement age should be launched to allow the employees to work as short-time workers based on their requests. This system will also contribute to maintaining the vitality of the organization by securing room for recruitment of new employees and promotion of young and mid-level employees.

#### **(d) Remuneration of the employees aged 60 and above**

Remunerations of national public employees are changed to bring them into accord with general conditions of the society. According to the “Basic Survey on Wage Structure” released by the Ministry of Health, Labour and Welfare, the annual remuneration of “supervisory, clerical and technical employees” in their early 60s (full-time/regular employees), who are similar to the full-time employees subject to Admin (I), is 68.8% of that of the employees in their late 50s of companies with 10 employees or more and 70.1% of that of companies with 100 employees or more (average figures of 2015, 2016 and 2017). Moreover, according to the “Survey of Private Industry” conducted by the NPA, the annual remuneration level of the employees aged 60 and above of the offices, which reduce employees’ remuneration when they reach 60, among those that have raised the mandatory retirement age to 61 or above (including the offices that have abolished the mandatory retirement system) is about 70% of that they received before they reached 60 (75.2% for directors and 72.7% for non-managerial personnel) .

Given these circumstances, it is appropriate to set the annual remuneration of employees aged 60 and above to 70% of the remuneration they received before the age of 60. Specifically, the monthly remuneration of the employees older than 60 should be set, for the time being, to the amount equivalent to 70% of the remuneration they earned before the age of 60. Meanwhile various allowances, which are related to the monthly remuneration level should be basically set to the amount equivalent to 70% of the allowances they received before 60. In addition, the employees over 60, excluding those whose work performance is extremely excellent, should not receive pay step increase in the same manner with the current employees over 55.

Furthermore, that the annual remuneration level of the employees whose appointment status was changed due to the fixed-age step-down system from certain managerial posts may become around 50 to 60% of that before their appointment status was changed because the managerial allowance is no longer paid to them.

According to the aforementioned “Survey of Private Industry”, many of the offices with the mandatory retirement age over 60 did not lower the remuneration because of the reason that employees have reached a certain age. Furthermore, it is desirable that the remuneration level around the age of 60 is maintained if employees continue to be in charge of the same duty even after 60. Many private companies, however, use the re-appointment system which lowers the remuneration level. Additionally, as long as the mandatory retirement age of 60 is in operation, it is not appropriate to immediately change the current remuneration curve, which was designed by reference to the private sector. Given these reasons, the reduction of the remuneration level of employees over 60 should be positioned as a tentative measure. A study will be continuously conducted concerning the ideal status, including the remuneration curve before 60, in the light of the remuneration trend in the private sector.

#### **(e) Necessary revisions to be made in the future**

With regard to the personnel management systems related to the raising of the mandatory retirement age, it is appropriate to keep examining the actual operation of the new mandatory retirement system and to consider making revisions that are necessary to secure smooth personnel management, even while the raising is being carried out in stages, taking into account the operation of the fixed-age step-down system from certain managerial

posts as well as the status of thorough personnel management based on abilities and performance.

Moreover, concerning the related remuneration system, necessary revisions will be examined in consideration of the mandatory retirement system in the private sector and remunerations of the elderly employees in addition to the impact that the changes in employees' personnel structure will bring about to personnel management of the Cabinet Office and each ministry.

### **C. Initiatives related to raising of the mandatory retirement age**

#### **(a) Thorough personnel management based on abilities and performance**

While gradually raising the mandatory retirement age to 65, it is necessary to review the entire management system of personnel including young and mid-level employees, for instance through ensuring personnel management based on abilities and performance throughout the tenure of the employees, in order to maintain the vitality of the organizations and to keep high quality of administrative services. The NPA will also conduct a review as needed.

In addition, with regard to the employees whose work performance is not satisfactory or who lack aptitude, it is necessary to ensure appropriate operation of personnel evaluation so that actions to change their status are strictly carried out in a timely manner. The NPA will also conduct necessary reviews concerning status change in addition to supporting the Cabinet Office and each ministry through informing them of the preparation of the procedures related to actions to change status.

#### **(b) The measures the entire public service should take to facilitate the raising of the mandatory retirement age**

The initiatives that need to be reviewed include: further provision of the duties to which the employees aged 60 and above can fully utilize their abilities and experiences after making efforts to establish the double-track career path; the measures related to the ceiling of the total number of officials enabling the recruitment of new employees on a necessary scale in a continuous and planned manner even during the period of raising the mandatory retirement age; the measures related to retirement allowance, such as offering incentives for employees' early retirement; and the measures to utilize the abilities and experiences of elderly employees even outside the public service.

#### **(3) Handling of the Submission of Opinion by the NPA**

The government is conducting a study on the raising of the mandatory retirement age taking into account the opinion submitted by the NPA. The NPA will continue to provide necessary cooperation to the government for its study.

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

– It was decided to stipulate the upper limit of overtime work that can be ordered, basically 45 hours a month and 360 hours a year, in the NPA Rule and to enforce it from Apr. 1, 2019.

At the same time, it was decided to ramp up the measures to ensure the health of employees, for instance through making it mandatory to conduct face-to-face guidance with medical doctors and to keep a record of employees' working hours aiming at strengthening the function of healthcare practitioners in an effort to perform health management of employees more properly.

– In Jan. 2019, marriage leave for part-time employees was newly established, and the target restriction of bereavement leave was lifted so that every part-time employee can take bereavement leave.

– Since Apr. 2019, the employees who are newly appointed as designated service officials or Director-level employees at HQ have been added to the target employees to whom the heads of ministries and agencies are required to offer training concerning sexual harassment. In addition, it was decided to set up a counselling desk in the NPA for those outside the public service who are the victims of sexual harassment from public employees.

– The “Study Group on the Preventive Measures for Power Harassment at the Workplace in Public Service”, comprising intellectuals, has been held since Mar. 2019 for the purpose of discussing measures for preventing power harassment at the workplace of national public employees.

– In response to the issues, including falsification of finalized documents, the “Guideline on Disciplinary Actions” was amended in Sep. 2018 with a view to clarifying representative cases regarding improper handling of official documents and the standard amount of disposition in each case.

### **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 the overtime work of private workers. 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.

The NPA indicated the upper limit of overtime work hours per year in the “Guidelines to Reduce Overtime Work” (Notice issued by the Director-General of the Employee Welfare Bureau in 2009) and has carried out examination on the system to reduce long working hours. The NPA stated in the report to the Diet and the Cabinet on Aug. 10, 2018 that the upper limit of overtime work hours that can be ordered would be stipulated in the NPA Rule of pursuant to the Working Hours Act taking into account the contents of the Act on the Arrangement of Related Acts to Promote Work Style Reform (Act No. 71 of 2018), which was enacted in Jun. 2018.

Later, concerning the upper limit of overtime work hours that can be ordered, the Rule 15-14 (Working

Hours, Holidays, and Leave of Absence of National Public Employees) was partially amended as a result of necessary examinations. Then, it was decided to set the upper limit to 45 hours a month and 360 hours a year in principle; and less than 100 hours a month, 720 hours or less a year and a two-to-six-month average of 80 hours or less for the employees in the departments handling a large amount of heteronomous duties. It, however, was decided that overtime work exceeding the upper limit may be ordered to the employees working on the large-scale disasters, drafting laws related to important policies, negotiating with other countries or international organizations or engaging in other important and especially urgent duties. In such cases, the heads of ministries and agencies are required to make the overtime work exceeding the ceiling to the minimum; to pay maximum attention to securing the health of the employees concerned; and to sort out, analyze and verify the reasons that caused the overtime work concerned within six months starting from the day after the last day of the year to which the day when the order of overtime work was made belongs.

In addition, the Rule 10-4 (Employees' Health and Safety Management) was partially revised in order to strengthen measures to ensure health of employees who worked overtime for long hours. It has become mandatory to provide employees, who worked overtime for 100 hours or more a month or for more than 80 hours a month on average during the period of two to six months, with face-to-face guidance by medical doctors even without a request from such employees. With regard to the face-to-face guidance to be offered in response to requests from employees working overtime for long hours, the target minimum hours of overtime work subject to the guidance have been reduced from 100 hours to 80 hours a month. Regarding the management of working hours, it was decided to make it mandatory to keep a record of employees' working hours in order to carry out face-to-face guidance; to require the Division Directors and the Heads of Office to check plans for overtime work in advance; and to ensure employees make follow-up reports to the Division Directors and the Heads of Office if the actual hours they worked overtime is different from the expected length of time. At the same time, it was decided that the Division Directors and the Heads of Office are required to confirm the hours the employees concerned worked overtime together with their coworkers; and that they are allowed to refer to the objective records if they grasp the attendance at the worksite of the employees concerned based on such records.

In addition, it was decided to strengthen the functions of healthcare practitioners aiming at managing employees' health more properly through clarifying duties of the healthcare practitioners; providing information necessary for the healthcare practitioners to properly offer health care guidance to the employees; and raising awareness of the issues related to duties of the healthcare practitioners.

The amendments of the rules that were made to take these measures were promulgated and issued on Feb. 1, 2019 and were enforced on Apr. 1, 2019.

Furthermore, the NPA issued the "Promotion of the Use of Annual Leave and Summer Leave by Utilizing a Planning Sheet" (Notice issued by the Director-General of the Employee Welfare Bureau in 2018) on Dec. 7, 2018 in an effort to drive the use of annual leave. It was also decided that from Jan. 1, 2019 the heads of ministries and agencies are required to pay attention to encouraging employees who are eligible for taking annual leave for 10 days or more a year to take the leave for five days or more per year for instance through utilizing a leave planning

sheet.

It is necessary for the entire government to work together to correct long working hours in the public since it is an important issue. The NPA will continue to play proper roles, for instance through grasping the operation status of systems as necessary and providing instructions to the Cabinet Office and each ministry.

## **2. Launch of Leaves for Part-time Employees**

Regarding leaves for part-time employees, necessary measures have been reflecting the features of part-time employees, who are appointed with the term of office according to the needs of duties, in consideration of balance with the private sector. Among the congratulation or condolence leaves for part-time employees, marriage leave was not applicable to them, and bereavement leave was offered only to the fixed-term employees for six months or more and to the employees working for six months or more consecutively.

According to the Survey on the System for Private Enterprises' Working Conditions, etc. in 2017, more than half of the companies, which hire fixed-term employees and offer the marriage and bereavement leave systems to full-time employees, provide the fixed-term employees with the same leave systems. In addition, the "Draft for Equal Pay for Equal Work Guidelines" presented in Dec. 2016 at the "Council for the Realization of Work Style Reform" (chaired by the Prime Minister) stipulated that "congratulation/condolence leaves, which are the same with those of permanent and full-time employees, shall be granted to fixed-term and part-time employees."

Given these points, the Rule 15-15 (Working Hours, Holidays and Leave of Absence of Part-time Employees) was revised to launch marriage leave, which is the same with that of full-time employees (paid leave within a period of five calendar days in a row), and to allow every part-time employee to take bereavement leave by lifting the restriction based on the term of office. This revision of the rule was promulgated and issued on Dec. 7, 2018 and was enforced on Jan. 1, 2019.

## **3. Preventive Measures against Sexual Harassment**

Regarding the prevention of sexual harassment, the NPA established the Rule 10-10 (Prevention of Sexual Harassment) (hereinafter referred to as "Rule 10-10") in 1998 and specified standard examples of disposition to sexual harassment in the "Guideline on Disciplinary Actions" in 2001. Furthermore, the NPA has made efforts to thoroughly eliminate sexual harassment from the public service through establishing the Sexual Harassment Prevention Week; holding symposiums and lectures to raise awareness of employees; and organizing seminars for counselors of the Cabinet Office and each ministry to sophisticate their counselling skills.

Nevertheless, the incidents leading to disciplinary actions have occurred continuously. In Apr. 2018, the incident involving an executive official at HQ occurred. In response to this, the NPA issued a notice in May 2018 requesting the Cabinet Office and each ministry to make all employees thoroughly aware of the basic matters concerning sexual harassment, and to encourage executive officials and managerial personnel to actively participate in training.

Under such circumstances, the government also carried out a study on the measures against sexual harassment. On Jun. 12, 2018, “Strengthening Measures for Sexual Harassment: Emergency Measures in Response to the Incident Occurred Between the Media and the Government” was decided at the “Headquarters for the Creation of a Society where All Women Shine” (chaired by the Prime Minister). Responding to this, the Minister of State (for Gender Equality) of the Cabinet Office made a request on Jun. 13 to the President of the NPA to consider necessary initiatives to beef up sexual harassment measures, such as improving and reinforcing of training for executive officials and the establishment of a counselling desk independent from the Cabinet Office and each ministry for people outside of the public service.

In line with this request, the NPA conducted a study in consideration of the situation of sexual harassment preventive measures taken by the Cabinet Office and each ministry. As a result, Rule 10-10 was amended to add the employees who are newly appointed as Designated Service officials or Division-Director-level personnel at HQ to the target employees to whom the heads of ministries and agencies are required to offer training concerning sexual harassment. In addition, measures were taken to enable those outside the public service, who are the victims of sexual harassment from public employees, to consult with the NPA. The amendment of this rule was promulgated and issued on Apr. 1, 2019 and was enforced on the same day.

#### **4. Preventive Measures against Power Harassment**

Regarding the prevention of power harassment (bullying by boss) of national public employees, the NPA has made efforts to raise awareness by holding symposiums and distributing the “Power Harassment Prevention Handbook.”

Despite such efforts, the result of the consciousness survey, which was conducted by the NPA in FY2017 targeting employees at HQ in their 30s subject to Admin (I), shows that a certain number of the employees still feel that they have received power harassment from their superiors. Thus, it is necessary to consider taking further preventive measures in order to enhance employees’ motivation to work and to realize a sound working environment and mental and physical health. Moreover, there is a problem that it is difficult to strictly distinguish between power harassment and work-related instructions. Unless appropriate measures are taken, superiors may be too nervous to provide necessary instructions when they should do. Furthermore, power harassment measures are being promoted also in the private sector.

Based on these circumstances, a study group composed of intellectuals and practitioners has been held since Mar. 2019 to examine measures to prevent power harassment at the workplace in public service.

#### **5. Revision of the Guideline on Disciplinary Actions for Improper Handling of Official Documents (Revision of the “Guidelines on Disciplinary Actions”)**

In order to restore the trust of the people, which has been lost because of the scandals committed by public employees, it is crucial that the Cabinet Office and each ministry ensure thorough compliance with service discipline. Moreover, in the event of a scandal, it is essential to deal with it strictly with appropriate disciplinary

actions. Based on such recognition, the NPA issued the “Guideline on Disciplinary Actions” for the purpose of providing appointees with a reference when they decide the amount of disposition. The NPA has also made necessary revisions of the guideline in accordance with the changes in social conditions.

With regard to the issues related to official documents such as falsification of finalized documents, the Prime Minister made a request to the Minister of State (for Official Document Management) of the Cabinet Office at the cabinet meeting, which was held on Jun. 5, 2018, concerning the ideal management of administrative documents, to promote effective initiatives to encourage awareness change about compliance regarding official documents. In response to this, the minister made a request to the President of the NPA on Jun. 7 to consider the revision of the “Guideline on Disciplinary Actions” in order to clarify the guideline for determining the amount of disciplinary actions for inappropriate handling of official documents.

On Sep. 7, 2018, the NPA added the representative cases regarding improper handling of official documents and the standard amount of disposition to the “Guideline on Disciplinary Actions” to enhance proper management of official documents. To do this, the NPA took into account the provisions concerning prohibition of revising documents on decisions that have been finalized after decisions were made without going through decision again, which is stipulated by the provisions for punishment related to the penal code as well as the rule for handling documents of the Cabinet Office and each ministry that was amended in accordance with the notice issued by the Cabinet Office. Additionally, the NPA considered the past examples of disciplinary actions related to inappropriate handles of official documents. Specifically, according to the revised guideline, the standard amount of disposition for forgery or destruction of official documents and falsification of finalized documents shall be dismissal or suspension from duty, and that for falsification, loss, or accidental disposal of official documents shall be suspension from duty, reduction in pay or reprimand.

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

- With the young population shrinking and a strong desire of private companies to recruit young employees, the number of applicants for recruit examinations of the national public employees has been on a downward trend over the medium and long term. Stably securing competent and diverse human resources is an important issue in personnel management of public employees. Given these backgrounds, the NPA carried out measures to secure human resources in partnership with the Cabinet Office and each ministry.
- Concerning the Administrative Training to develop employees of the Cabinet Office and each ministry, new subjects of case studies were incorporated into programs and improvement was made on on-site visits. Regarding the training courses per theme, programs to support career development and training for executive officials and managerial personnel were newly launched.

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

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



Regarding the activities to secure human resources and awareness-raising activities in FY2018, while paying close attention to recruitment activities of private companies, the NPA worked together with the Cabinet Office and each ministry to carry out measures to secure human resources in line with the needs of personnel responsible for administration.

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. The NPA used these programs 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 made efforts to improve the activity to secure human resources through requesting the Cabinet Office and each ministry to dispatch fascinating employees who can communicate in an easy-to-understand manner in line with the actual work ranging from policy planning to execution in order to share such attractiveness with students. Furthermore, the NPA took the opportunities to exchange opinions with university personnel, who can influence students' career choices, and held the round-table meetings with university personnel to highlight these initiatives. The NPA used such opportunities to grasp the recruitment trend, including that of private companies, and employment consciousness especially of technical personnel or students of local universities, who cannot be easily recruited.

The NPA took these measures through effectively combining paper media, such as posters and pamphlets, with electronic media, such as websites, e-mail newsletters and Facebook, to disseminate information taking advantage of the strengths of these media.

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

The Examination for Experienced Personnel has been carried out since FY2012 with the aim of recruiting personnel, who have useful experience accumulated in private companies, and appointing them to posts on Unit Chief level or above. This examination is one of the useful measures that dealing with the unbalanced age structure of public organizations. In FY2018, 8 types of the Recruitment Examination for Experienced Personnel were implemented, including newly established Examination for Experienced Personnel of the Ministry of Internal Affairs and Communications (for Unit Chief level (technical category)). For these 8 examinations, 2,921 people applied (2,636 in FY2017), and finally, 353 candidates passed (342 in FY2017). For the Recruitment Examination for Experienced Personnel of the National Tax Agency, in particular, 1,287 people applied (1,328 in FY2017), and finally 249 candidates passed (250 in FY2017) partly because the agency maintained the expected number of recruits of around 200 people.

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

- Recruitment Examination for Experienced Personnel in FY2018
  - Examination for Experienced Personnel (for Unit Chief level [administrative category])
  - Examination for Experienced Personnel of the Ministry of Internal Affairs and Communications (for Unit Chief level [technical category]) ※ newly established in FY2018
  - Examination for Experienced Personnel of the Ministry of Foreign Affairs (for Secretary level)
  - Examination for Experienced Personnel of the National Tax Agency (for National Tax Examiner level)
  - Examination for Experienced Personnel of the Ministry of Agriculture, Forestry and Fisheries (for Unit Chief level [technical category])
  - Examination for Experienced Personnel of the Ministry of Land, Infrastructure, Transport and Tourism (for Unit Chief level [technical category])
    - ※ The examination was carried out in two divisions; the HQ division and the division of Regional Development Bureaus / Hokkaido Regional Development Bureau.
  - Examination for Experienced Personnel of the Japan Tourism Agency (for Unit Chief level [administrative category])
  - Examination for Experienced Personnel of the Japan Meteorological Agency (for Unit Chief level [technical category])
- Results of the Recruitment Examination for Experienced Personnel

(Unit: persons)

	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018
Number of Applicants	1,206	1,492	2,009	1,446	2,401	2,636	2,921
Number of Successful Candidates	8	38	138	117	297	342	353

## 2. Development of Human Resources

### (1) Measures for the Administrative Training

#### (a) Improvement of the content of the Initial Administrative Training

With regard to the Initial Administrative Training in FY2018, the NPA enriched the curriculum, for instance through improving destinations to dispatch trainees and the contents of hands-on experience courses; and preparing new case studies for the Case Studies of Administrative Policies, which use past administrative cases as subjects.

Concerning the “Program for Reconstructing Disaster-affected Areas and Regional Revitalization”, which dispatches trainees to the local NPOs working in the areas affected by the Great East Japan Earthquake as well as to the NPOs engaging in local revitalization activities in collaboration with the public and private sectors, the NPA newly started to dispatch trainees to two organizations including “Imabari. Dream Sports (FC Imabari)” in Imabari City, Ehime Prefecture, which operates the soccer club to promote regional revitalization; and to “Occhi Labo” in Unnan City, Shimane Prefecture, which develops young practitioners, who are expected to create the future of the

region, and support regional activities of the citizens.

Regarding the “Case Studies of Administrative Policies”, in which trainees research and present administrative cases of the past which are significant in terms of history, “Japan-US diplomatic history” was newly taken up as a new subject. For the case studies on US-Japan diplomacy, the trainees visited the Diplomatic Archives of the Ministry of Foreign Affairs of Japan to understand the significance of official document management. The curriculum was designed and implemented to allow trainees to attend lectures delivered by the researchers and ex-administrators well versed in the situation in those days and to deepen understanding of the reversion of Okinawa to Japanese administration and Japan-US trade/economic issues using the published diplomatic documents.

### **(b) Improvement of the training for Assistant Directors**

Aiming at characterizing the training for Assistant Directors, a new course has been launched to enable young Assistant Directors to consider organizational management, future work styles and career development. In addition, the training was carried out for the first time jointly with the Extended Association of Sai-no-kuni, Saitama Human Resource Development. In this program, the national public employees and the prefectural government employees visited a new town in the area adjacent to the National Institute of Public Administration to learn about the issues facing the aging local communities and how it should be in the future. In addition to touching on the actual situation, the trainees conducted a study on common policy issues based on keynote lectures and challenges presented by urban planning experts. The participants presented the research results and exchanged opinions with each other.

In the Leadership Training, the NPA has continued to implement a joint program with the University of Tokyo Executive Management Program (EMP). In an effort to further enhance the training program, the NPA also worked together with Ehime Prefecture as a destination to dispatch trainees, for instance through incorporating voluntary activities (hearing etc.) based on the subject of the group study of the trainees into the schedule.

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

### **(a) Implementation of the Career Development Seminar 30 on a trial basis**

For the purpose of supporting employees’ career development, the NPA newly developed and launched “Career Development Seminar 30” on a trial basis in FY 2018 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.

### **(b) Implementation of the training for executive officials and managerial personnel**

Since the end of FY2017, the incidents, such as falsification of finalized documents and sexual harassment by executive officials, have occurred seriously undermining people’s trust in public employees. Under such

circumstances, a new training was carried out targeting the 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.

Moreover, as the first try, the NPA provided trainings for officials at Director-General level to have discussion to concretely consider inappropriate cases, which may occur in connection with organizations the trainees belong to or their duties, along with the actions to take in the event of such incidents so that trainees can understand scandals caused by public employees as their own issues.

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

– In dealing with the situation where many national government organizations failed to achieve the mandatory employment rate for persons with disabilities, the “Basic Policy on Employment of Persons with Disabilities in the Public Sector” was formulated on Oct. 23, 2018.

The NPA carried out a study in line with the request made to the NPA in accordance with this basic policy. Based on the study, the NPA took the measures one by one, including formulation of the guideline on reasonable accommodation to be made for national public employees; increase in flexibility of the flextime system; and implementation of the selection examination for persons with disabilities, such as partially examining examinees’ demonstrated abilities in a unified manner.

The public sector needs to take a lead in the employment of persons with disabilities ahead of employers in the private sector. In FY2018, however, it was made clear that many national government organizations did not achieve the mandatory employment rate of persons with disabilities. As a result, the “Relevant Cabinet Meeting on the Employment of Persons with Disabilities in the Public Sector” was established on Aug. 28, 2018, so that the government as a whole could deal with this situation. On Oct. 23, 2018, the “Basic Policy on Employment of Persons with Disabilities in the Public Sector” (hereinafter referred to as the “Basic Policy”) was formulated.

In this Basic Policy, the requests were made to the NPA including: “to formulate the guideline on reasonable accommodation to be made for national public employees by the end of the year in the light of the guideline on reasonable accommodation for employers in the private sector” to promote understanding of the employment of persons with disabilities; “to take necessary measures, for instance through providing special exceptions for early or late work starting time, enhancing flexibility of the flextime system, and setting break times flexibly” to promote work styles according to their wishes and the aspects of their disabilities; and “to introduce the selection examination for persons with disabilities, such as partially examining examinees’ demonstrated abilities in a unified manner, from FY2018” to secure a variety of appointment styles.

## **1. Securing of Working Environment Friendly to Persons with Disabilities**

### **(1) Issuance of the Guideline on Reasonable Accommodation**

In response to the request for formulating the guideline on reasonable accommodation in the aforementioned Basic Policy, the NPA conducted a study in consideration of the guideline on reasonable accommodation for employers in the private sector formulated by the Ministry of Health, Labour and Welfare (MHLW). After hearing opinions from the Cabinet Office, each ministry and organizations for persons with disabilities along with public opinions, the NPA established the “Guideline on the Measures to be Taken by the Heads of Ministries and Agencies for Persons with Disabilities at the Time of Their Recruitment, Initial Appointment and Post-Appointment” and issued a notice on Dec. 27, 2018 (Notice of the Director-General of the Employee Welfare Bureau and the Director-General of the Human Resources Bureau in 2018). The guideline provides the idea about reasonable accommodation to be made at the time of recruitment, initial appointment and post-appointment of national public employees in the regular service, procedures for providing reasonable accommodation, the specifics of the reasonable accommodation, the idea about excessive burdens, establishment of the counseling system and examples of reasonable accommodation to be provided in accordance with disability category and situation.

### **(2) Revision of the NPA Rules to Enhance Flexibility of the Flextime System**

Responding to the requests in the above Basic Policy, the NPA carried out a study to secure an environment where persons with disabilities can work easily. The revision was made to the NPA Rule on Dec. 7, 2018 to provide the guideline on early or late work starting time; to enhance flexibility of the core time under the flextime system, weekly holidays and minimum working hours; to set rest periods twice or more per day and to extend or shorten rest periods according to the situation of each employee. The revised Rule came into effect on Jan. 1, 2019 to implement these measures.

## **2. Measures to Appoint Persons with Disabilities**

### **(1) Implementation of the Selection Examination for Persons with Disabilities**

The framework for hiring national public employees includes recruitment examinations, recruitment through selection conducted by the Cabinet Office and each ministry and employment as part-time employees. Under the circumstances where measures were being taken in FY 2018 to hire a large number of full-time employees, the NPA carried out a study on the use of framework for selection in a unified manner as the method to initially appoint persons with disabilities as full-time employees in response to the Basic Policy stated before. As a result, it was decided that this method should be used to initially appoint officer-level employees in charge of administrative affairs in accordance with the content of duties and scale stipulated in recruitment plans of the Cabinet Office and each ministry. In line with this concept, it was decided to carry out the selection examination for persons with disabilities, in which the NPA implements 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 conduct the second-stage

selection for those who have passed the first-stage selection to decide final successful candidates.

Below is the outline of the selection examination for persons with disabilities disclosed by the NPA on Oct. 24, 2018.

## **Outline of the Selection Examination for Persons with Disabilities for FY2018**

### 1. Target:

Officers in charge of routine clerical work

### 2. Eligibility for application

Those who meet the following requirements (1) and (2)

#### (1) Those who have received the following certificate, etc.

(a) Physical disability certificate, medical certificate or commentary statement issued by a medical doctor designated by the prefectural governor (hereinafter referred to as “designated doctor”) or an industrial physician stating that the applicant concerned has physical disability (disabilities) listed in the appended table of the Act on Employment Promotion etc. of Persons with Disabilities (Functional disorders of heart, kidney, respiratory organs, bladder, rectum, small intestine, immunity caused by human immunodeficiency virus or liver are limited to those diagnosed by a designated doctor.)

(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) Those who were born on or after Apr. 2, 1959 (limited to those who completed the compulsory education stipulated by the School Education Act, more than two years before as of Apr. 1, 2018)

### 3. Test schedule

Application period	Dec. 3 to Dec. 14, 2018
First-stage selection	Feb. 3, 2019
Announcement of applicants who passed the first-stage selection	Feb. 22, 2019
Second-stage selection	Feb. 27 to Mar. 13, 2019
Final announcement of successful candidates	Mar. 22, 2019

#### 4. Test types

Selection Stage	Test Type	Number of Questions (Time for answering the questions)	Content
First-stage Selection	Basic ability test (Multiple choice questions)	30 questions (1 hour and 30 minutes)	Written examination to test the basic abilities (intelligence and knowledge) required for public employees
	Composition test	One question (50 minutes)	Essay examination to test written expression and the ability to understand assignments
Second-stage Selection	Interview for initial appointment		Individual interview at the organization of the Cabinet Office or each ministry to hire the applicants concerned

※ The first-stage selection asks questions for high-school-graduate level.

#### 5. Test category

Hokkaido, Tohoku, Kanto Koshinetsu, Tokai Hokuriku, Kinki, Chugoku, Shikoku, Kyushu, Okinawa

In this examination, the originally expected number of employees to initially appoint was 676; the number of applicants was 8,712; the number of applicants who passed the first-stage selection was 2,302; and the number of successful candidates who passed the second-stage selection (successful candidates who received informal job offer) was 754. In the first-stage selection, 1,524 examinees requested accommodations for the examination. In response to this request, the NPA made accommodations, such as examination using Braille, extension of the examination time and examinations using a personal computer.

The selection test for employees with disabilities for FY2019 will be conducted with due consideration to the implementation status in FY2018.

### (2) Securing of Diverse Appointment Styles

The Basic Policy stipulates that the selection for initial appointment of persons with disabilities is to be conducted by individual ministries, in addition to the selection examination for persons with disabilities. In consideration of this, the NPA presented the “Basic Ideas about the Recruitment and Initial Appointment Methods Concerning the Initial Appointment of Persons with Disabilities” (Notice of the Director, Recruitment Policy Division of Human Resources Bureau in 2018) to the Cabinet Office and each ministry. In this statement, the NPA indicated the basic ideas about initial appointment of persons with disabilities, such as recruitment, method of initial appointment, and accommodations to be made at the time of employment, so that the selection for initial appointment can be carried out by the Cabinet Office and each ministry in a unified manner.

In addition, the Basic Policy stipulated that the framework shall be introduced to allow persons with disabilities to go through the selection by the Cabinet Office or each ministry to be promoted to full-time employees after working as part-time employees. In line with this Basic Policy, the NPA presented the “Framework for Step-up of Persons with Disabilities” (Notice of the Director-General for Personnel Policy, Cabinet Bureau of

Personnel Affairs and the Director-General of Human Resources Bureau, NPA in 2018) to the Cabinet Office and each ministry in order to ensure unity and fairness of the procedures. Concretely, the NPA specified the procedures for selection when changing appointment status from part-time to full-time employees. Such procedures include open recruitment of persons with disabilities that can be carried out exclusively by a specific ministry though it is usually implemented more extensively; and confirmation that can be performed to check skills required for government positions instead of using the method to examine demonstrated abilities, such as a written test.

Furthermore, the Basic Policy stipulates that the operation guideline for securing employment stability shall be established with a view to taking appropriate measures in accordance with the features of disabilities. In response to this, the “Operation of the System When Appointing Persons with Disabilities to Part-time Employees” (Notice of the Director-General of Human Resources Bureau, NPA and the Director-General for Personnel Policy, Cabinet Bureau of Personnel Affairs in 2018) was presented to the Cabinet Office and each ministry aiming at steadily promoting the employment of persons with disabilities in the public sector.

Specifically, the NPA newly stipulated that appointers shall make efforts to reappoint employees with disabilities in charge of duties for a specific period up to twice consecutively if they wish; and to renew the term of office of part-time employees with disabilities other than those in charge of duties for a specific period up to twice consecutively if they wish.

## ***Chapter 5. International Cooperation in Personnel Administration***

- The NPA has invited government executive officials from personnel administrative organizations in major countries every year to exchange ideas concerning the latest circumstances of personnel administration. In FY2018, the NPA invited government executive officials from Germany and the UK and co-hosted an international seminar under the theme of “Maintaining the Ethical Awareness and Preventing Misconduct by Senior Officials” with the Japanese Society for Public Administration (JSPA).
- The NPA has invited specialists from the personnel administrative organizations of the Asian countries and exchanged ideas since FY2017 for the purpose of supporting civil service reform in Asian nations on a continuous basis and developing the personal network with the countries having a strong interest in the public employee systems in Japan. In FY2018, the NPA invited specialists from the five countries, namely Indonesia, Malaysia, Philippines, Singapore and Thailand following the previous invitation in FY2017, and exchanged ideas on securing and development of human resources.
- The NPA created the China-Japan-Korea Personnel Policy Network with the central personnel administrative organizations in China and Korea in Jan. 2005 and has implemented various cooperative projects since then. In FY2018, the 11th Symposium co-hosted by the three countries on the theme of “The Ethics Systems in the 3 Countries” was held in Tokyo in Jun.



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

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

In Nov. 2018, the NPA invited government executive officials from Germany and the UK and hosted the international seminar titled "Maintaining the Ethical Awareness and Preventing Misconduct by Senior Officials."

At the seminar, Mr. Ansgar Hollah, Director-General, Public Service Directorate-General, Federal Ministry of the Interior, Building and Community, mentioned about the people's evaluation on public service in Germany, the right of civil servants to file objections to orders given by superiors and the roles of political civil servants. Moreover, Mr. Tristan Pedelty, Director, Public Bodies, Propriety & Ethics, Cabinet Office, explained about the overview of the ministerial code and the civil service code, efforts to make the employees comply with the codes and challenges facing the UK.

The seminar attracted approximately 100 participants, including officials of the Cabinet Office and each ministry, researchers and students, who asked many questions to Mr. Hollah and Mr. Pedelty.

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

Aiming at allowing employees with expertise and high morals to play an active role in administration, the Asian countries promoting the economic development and political democratization are advancing reform to develop a fair and efficient framework for public employee 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 a personal 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 FY2018, the NPA invited experts mainly at division director level from five organizations – Civil Service Commission of Indonesia; Public Service Department of Malaysia; Civil Service Commission of Philippines; Public Service Division, Prime Minister's Office of Singapore; and 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 "Recruiting and Developing Talented Human Resources in the Public Service."

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

Based on the “Action Strategy on Trilateral Cooperation among the People’s Republic of China, Japan and the Republic of Korea”, which was approved at the China-Japan-Korea Heads Meeting held in Nov. 2004, the NPA launched the China-Japan-Korea Personnel Policy Network in Jan. 2005 as a cooperative framework in personnel administration in partnership with the Ministry of Personnel (present 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.

When it comes to this network, the three countries take turns holding the Joint Symposium every year in principle in order to grasp important issues and the latest efforts related to the civil service system in the three countries. In FY2018, the 11th Joint Symposium was held in Tokyo in Jun. on the theme of “The Ethics Systems in the 3 Countries” led by IKEMOTO Takehiro, Secretary General, Secretariat of the National Public Service Ethics Board; Li Tao, Deputy Director-General, Office of Civil Service Management, Organization Department of the Communist Party of China Central Committee; and Leem Byeong-geun, Director, Property Examination Division, Ministry of Personnel Management. The symposium attracted approximately 70 participants, including officials of the Cabinet Office and each ministry, researchers and students.

At the symposium, the presentations were delivered concerning the state and challenges of the latest civil service ethics systems in the three countries, followed by a discussion by the presenters and a question-and-answer session with the audience.

## Part 2.

# To Create an Open Workplace Environment – In Consideration of the Actual Situation of Public Service Workplace Based on the Employees’ Voices

### Introduction

It is essential to know what employees are thinking about their working conditions and workplace environment on a daily basis in order to create a better workplace environment. Among various methods to grasp these matters, one of the most effective methods is to capture the voices of employees received at the consultation desk.

In Jun. 2000, the NPA established the procedure to follow when receiving complaints from the employees of the Cabinet Office and each ministry regarding working conditions and other issues related to personnel management. In accordance with this procedure, the NPA handles complaints from employees who have worries about or dissatisfaction with the working conditions or workplace environment. Listening to the voices of each employee and responding to their worries and dissatisfaction is a task that requires steady work but plays an important role as one of the measures to resolve employees’ complaints promptly and appropriately.

It has been nearly 20 years since the launch of this framework. So far, the NPA has received more than 20,000 complaints, which implies that the complaint consultation service provided by the NPA has gained understanding from employees of the Cabinet Office and each ministry. The content of complaints varies widely ranging from appointment, remuneration, working hours, leaves, service discipline, health and safety, to harassment, which suggests that employees have various worries about personnel management.

Looking at recent workplace in the public service, it has been increasingly obvious that employees facing various circumstances such as childcare and nursing care are increasing; that a sense of value of young employees is diversifying; and that young employees are concerned about their future career and want to know how they can grow in the future. These facts suggest an emergence of new types of worries or dissatisfaction.

The trend of such worries and dissatisfaction was also identified in the consciousness survey that the NPA conducted and unveiled in Part 2 of the Annual Report FY2016 as well as in Part 2 of the Annual Report FY2017 (hereinafter referred to as the “Consciousness Survey FY2017”). In Part 2 of the Annual Survey FY 2017, the trend was particularly strongly indicated. Then, the environment surrounding the employees in their 30s playing a central role in practical business was summarized, challenges were considered, and the measures for such challenges were proposed in the report.

This report covers the complaints that the NPA actually received; identifies the issues arising from the worries and dissatisfaction of each employee in the work life; and proposes how to deal with them. It is hoped that this will help each workplace and managerial personnel to improve the workplace environment and management on a daily basis.

Specifically, Chapter 1 describes the overview of the complaint consultation system offered by the NPA and the trend in the contents of consultation. Chapter 2 shares specific cases of complaint consultation to identify

employees' worries about and dissatisfaction with their workplace as well as the challenges facing the workplace in the public service, which are causing such worries and dissatisfaction.

Furthermore, Chapter 2 explores in a complementary manner what causes worries and dissatisfaction of employees as well as the challenges facing the workplace in the public service based on the survey on the workplace in the public service targeting young and mid-level employees (hereinafter referred to as the "Survey of Young and Mid-level Employees") in addition to the survey targeting managerial personnel (hereinafter referred to as the "Survey of Managerial Personnel").

Next, Chapter 3 takes a look at the measures to effectively resolve such worries and dissatisfaction before they become apparent, including what is expected on managerial personnel, what should be done at the workplace as a whole, and the roles the NPA needs to play. In addition, the initiatives taken by private companies are introduced as a reference.

## ***Chapter 1. Status of Complaint Consultation***

### **Section 1. Status of Complaint Consultation**

#### **1. Establishment of the Complaint Consultation System**

It is natural that employees have worries or dissatisfaction on a daily basis with regard to personnel management, such as their working conditions or workplace environment, as long as they work as a member of an organization regardless of whether it is in the public or private sector. If such worries or dissatisfaction of employees are resolved promptly and appropriately at workplace, this will lead to maintenance and improvement of employees' morale and vitalization of the workplace/organization. Otherwise, there are concerns that employees' desire and motivation for work will be lowered. Moreover, distrust in the workplace, superiors, coworkers may cause distortions in human relationships at the workplace, which can lead to mutual distrust among employees and can negatively affect the vitality of the entire organization. Furthermore, it is desirable that such worries and dissatisfaction are prevented as early as possible rather than resolved after the problems occur.

The NPA has long been engaged in the complaint consultation service. This service plays a role as a means to solve daily dissatisfaction of employees, which do not go as far as to be handled as equity process, such as appeal against disadvantageous action or request for administrative action. In the past, many requests for examination and requests for administrative action were associated with labor-management relations. Recently, however, more stable labor-management relations have changed the situation, and complaints of individual employees have become mainstream. In accordance with this, there is a growing need for complaint consultation as a means of solving complaints from individual employees. Under such circumstances, the procedure for complaint consultation was not made clear to the public. This made it difficult for individual employees to be aware of complaint consultation service provided by the NPA and to actually consult the NPA with their complaints.

In addition, increasingly complicated and sophisticated administration have been changing the working conditions and working environment of employees. Given this background, there is a growing number of

complaint consultation on working conditions and issues related to personnel management at workplace, such as bullying/ harassment and sexual harassment at workplace. Moreover, the content of consultation has become more complex and diversified. Accordingly, the complaint consultation has become more important than ever in order to maintain and improve the efficiency of public service.

Based on these circumstances, the NPA decided to promote appropriate measures through newly establishing Rule 13-5 (Consultation of Complaints from Employees) on Jun. 1, 2000 to clarify the procedures and handling methods for complaint consultation.

## **2. Overview of the Measures through the Complaint Consultation System**

When an employee, who has worry or dissatisfaction concerning the working conditions or working environment, requests consultation, a consultant appointed by the NPA responds to the request. A request for consultation can be made anonymously by telephone, e-mail, in writing, or interview, whichever is convenient for the employee concerned. The Complaint Management Division, Equity and Investigation Bureau of the NPA along with nine Regional Bureaus and Local Office receive such requests.

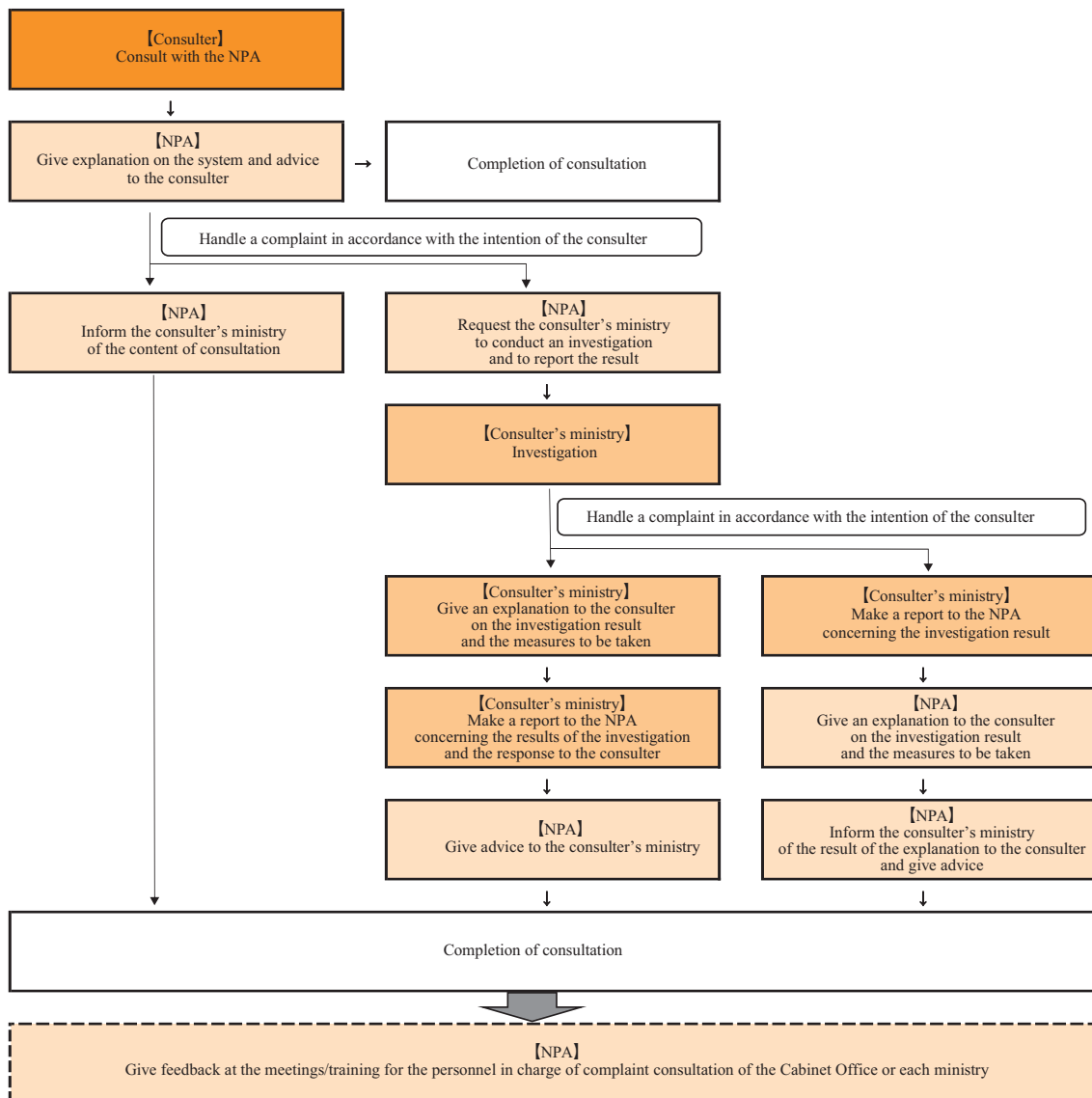
The content of consultation from employees vary greatly ranging from questions about systems related to appointment, remuneration and working hours; worries about human relationships at the workplace; to requests for taking concrete measures due to serious harassment that the employee concerned is currently experiencing. The stance of employees seeking advice also varies widely. Some employees seek consultation anonymously; and others may seek advice after disclosing their real names and ministries they belong to but want to keep their names secret when a consultant contacts their ministries to inform them of the contents of the consultation. In addition, some employees do not care about disclosing their real names because they want their ministries to take concrete measures. The NPA deals with such diversified consultation taking into consideration the intention of the employees seeking advice. For example, consultation related to the questions about systems are often complicated. In such a case, a consultant sorts out the content of the consultations through communicating with the employee requesting consultation; and then, identifies and makes inquires in the relevant department in charge of the system concerned. The consultant gives an explanation or advice to the employee asking for advice taking into account the replies from the relevant department. Furthermore, depending on the content of the consultation, a consultant obtains consent from the employee consulting with the NPA and informs the ministry to which the employee concerned belongs of the content of consultation or requests the ministry to investigate the facts, to take necessary actions and to report the result. In consideration of the intention of the employee seeking consultation, a relevant ministry or the NPA gives an explanation to the employee concerned about the result of investigation or the measures to be taken based on the result. Additionally, when the ministry concerned gives the explanation to the employee, the ministry concerned is required to make a report to the NPA about the result after giving the explanation to the employee seeking advice.

The content of consultations have become more complex and diversified as stated so far. In addition, the NPA receives more than 1,000 cases of consultation per year from employees as described in Section 2 to follow.

Given these facts, the NPA carefully deals with each case in consideration of the intention of the employee seeking consultation and paying due consideration to ensure confidentiality of the content of the consultation so as not to cause any disadvantageous treatment to the employee concerned.

In handling individual complaints, it is important to follow up at the workplace in order that the employees who asked for consultation can concentrate on their duties without any concerns at the workplace toward the future. To realize this, cooperation from the Cabinet Office and each ministry is indispensable. The NPA is working hard to utilize the cases and know-how, which are accumulated through handling complaints received from the employees, for the purpose of personnel management in the Cabinet Office and each ministry. To do this, the NPA provides such information at the meetings for the personnel in charge of complaint counseling of the Cabinet Office and each ministry and conducts the training concerning the methods of handling complaints [Figure 1].

**Figure 1 General Flow of Complaint Consultation**



## **Section 2. Trends in the Total Number of Complaint Consultation Cases**

The total number of complaint consultation cases has ranged between roughly the latter half of 800s to the first half of 1,400s from FY2000 when the service was launched pursuant to Rule 13-5 till FY2018 [Figure 2]. During this period, the following changes have occurred in the situation surrounding complaint consultation.

First, regarding the number of employees who are subject to the complaint consultation service, the service has been offered to national public employees in the regular service (excluding the employees of Agencies Engaged in Administrative Execution). In Apr. 2001, institutions such as national research institutes became incorporated administrative agencies. In Apr. 2014, national universities, national technical colleges, national hospitals and national sanatoriums became incorporated administrative agencies. Furthermore, in Jan. 2010, the Japan Pension Service was established, and the Social Insurance Agency was abolished in connection with this establishment. Due to the restructuring of national organizations, the employees of these agencies were removed from the range of application of the complaint consultation service, resulting in a substantial reduction in the number of target employees.

Next, regarding the complaint consultation system, the Cabinet Office and each ministry also developed a complaint consultation system for its own employees following the NPA. Since then, the NPA has been encouraging each ministry to make efforts to handle the consultation related to human relationships at the workplace first within the ministry and to solve the problems at each workplace, such as at a complaint consultation desk. At the same time, the NPA provided information and advice at the meetings so that the information and the results of analysis, which were accumulated through offering the complaint consultation service, could be used for personnel management in each ministry. As a result of these efforts, the measures for complain consultation in the Cabinet Office and each ministry have made a progress and become established. Meanwhile, the NPA also started to accept the requests for consultation by e-mail in FY2004 and distributed the leaflets concerning complaint consultation to the Cabinet Office and each ministry with the aim of raising awareness of the NPA's complaint consultation system. In this way, the NPA has created an environment where employees can consult with the NPA easily.

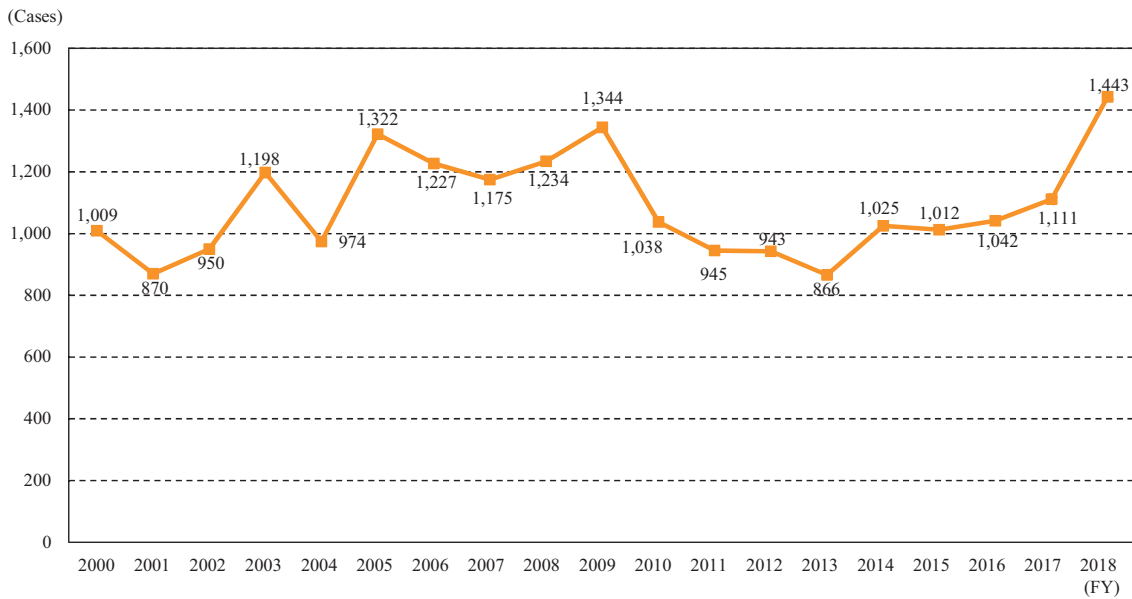
Furthermore, as for the situation surrounding administration during this period, it has become necessary for employees to respond to administrative needs, which have become increasingly complicated and sophisticated, with a limited number of employees due to the streamlining of administration. Accordingly, the workplace environment has become more severe than before, and the values of employees are becoming more diversified.

Under these changes, the total number of complaint consultation cases has shown little change since the establishment of the system despite some ups and downs. In the last five years, in particular, the total number exceeded 1,000 cases. In FY2018, it increased significantly to the highest past record of 1,443 cases, an increase of 29.9% from the previous year. In addition, when it comes to taking a look at the total number of consultation cases per thousand employees after FY2000, when the service started in accordance with Rule 13-5, in consideration of a significant decrease in the number of employees who are subject to the complaint service, it increased significantly from FY2003 to FY2005. After that, the total number of that per thousand employees remained

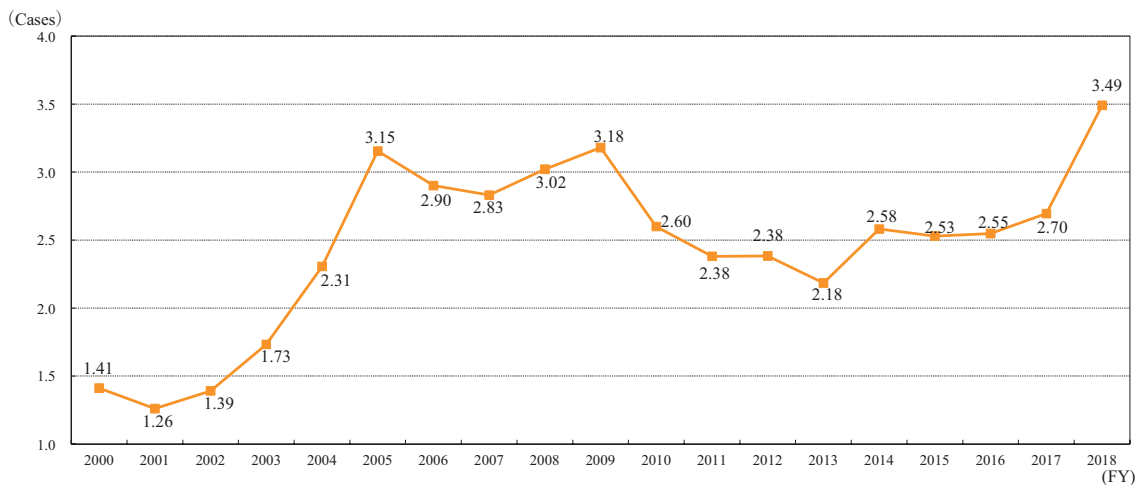
almost unchanged. In FY2018, however, the said number also hit a record high. [Figure 3].

In addition, with the launch of the complaint consultation system in the Cabinet Office and each ministry, the NPA has been receiving many complicated cases about which employees hesitated to make complaints to their own ministry.

**Figure 2 Trend in the Total Number of Complaint Consultation Cases**



**Figure 3 Trend in the Total Number of Complaint Consultation Cases per thousand Employees**



### Section 3. Overall Trend of the Content of Complaint Consultation

Requests for complaint consultations received at the NPA are categorized based on the main content of the consultation. Specifically, the categories include “appointment-related” such as transfer/replacement and resignation; “remuneration-related” including the decisions of remuneration and operation of various allowance systems (family allowance and commuter allowance); “working-hours-related, leaves-related, service-discipline-



related” such as allocation of working hours and acquisition of leaves; “health and safety-related” including working environment and returning to work from sick leave; and “personnel evaluation-related”, which includes personnel evaluation systems/procedures, personnel evaluation results and reflection of personnel evaluation results to appointment/remuneration. In addition, the categories related to so-called harassment comprise “sexual harassment”, “harassment related to pregnancy, childbirth, childcare or nursing care”, “power harassment” and “bullying/ harassment other than power harassment” for other types of bullying and harassment. Requests for complaint consultation that do not fall into any of these categories are classified as “others.”

Section 3 takes a look at the general trend of complaint consultation based on changes in the total number of complaint consultation cases by content category [Figure 4] in FY2008 and from FY2014 to FY2018.

First, looking at the breakdown in FY2008, “appointment-related” was the most common at approx. 22%, followed by “working-hours-related, leaves-related, service-discipline-related” at approx. 19%, and “power harassment” at approx. 14%. The combined ratio of harassment-related cases was less than 20%.

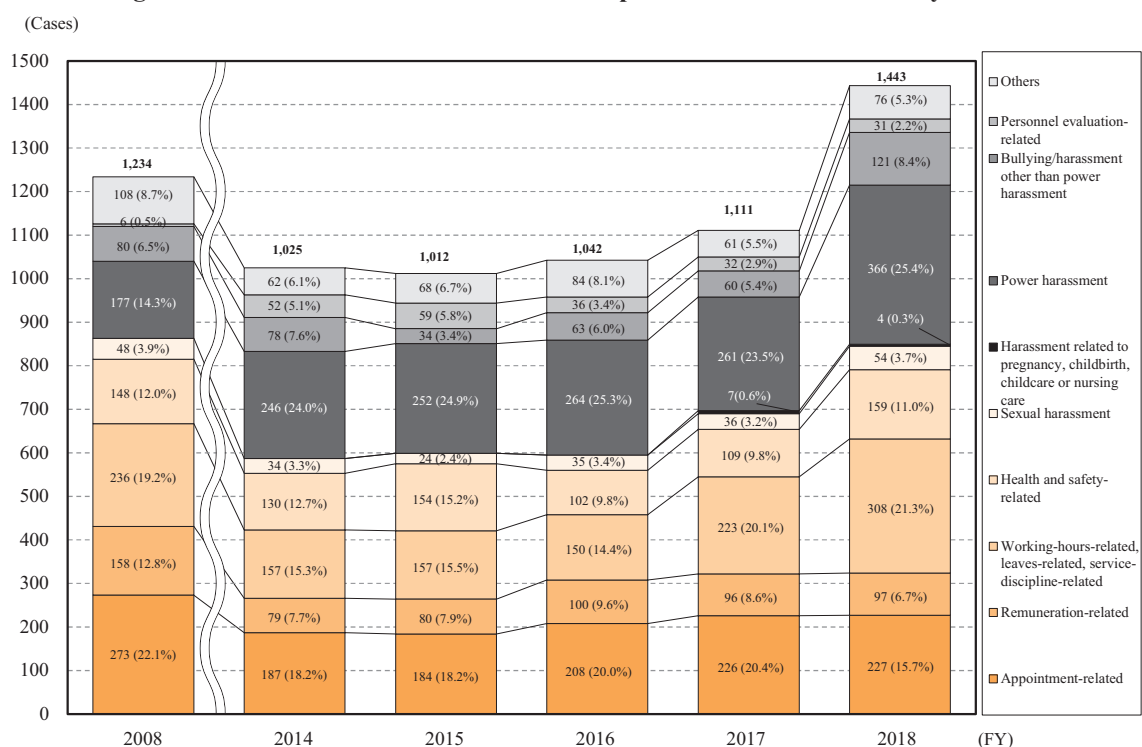
With regard to the breakdown from FY2014 to FY2018, on the other hand, “power harassment” had been the most common throughout the fiscal years, accounting for around 25% of the total in each year. The combined ratio of harassment-related cases was in 25-29%. In addition, “appointment-related” and “working-hours-related, leaves-related, service-discipline-related” were in 15-20%. “Health and safety-related” was in 10-14%. Moreover, an increase in the number of consultation cases related to harassment and appointment can be seen also among part-time employees.

The ratio of harassment-related consultation cases has increased in recent years compared to FY2008. There are several factors behind this trend, including a greater awareness of the word “harassment”, which is spread among the general public, and an increasing number of cases where employees choose to consult with the NPA, which is a neutral and third-party organization, instead of their own ministry because the content of consultation often contains the issues related to personal privacy. When it comes to power harassment (bullying by boss), the Consciousness Survey FY2017 found that about 60% of the employees in their 30s replied they had received strict instructions from their superiors, such as “instructed irrationally”, “scolded in a loud voice”, “their abilities were denied”; and 95.2% of them answered, “I felt the behavior was power harassment” or “I was dissatisfied with the behavior, though I did not go so far as to say it was power harassment.” It deems these things also exist behind the increase in harassment-related consultation.

Besides, in recent years, values of work style have been diversified and an awareness of so-called “work-life balance”, which is the balance between work and family life such as childcare and nursing care, has increased. In addition, according to the Consciousness Survey FY2017, “inability to keep work-life balance due to busy work or working long hours” was the most popular answer, accounting for nearly 50%, to the question about the specific factors that had lowered the motivation for work. Similarly, with regard to complaint consultation, employees facing such diverse circumstances request consultation concerning the balance between work and family life. The content of the consultations include transfer/replacement of employees who are raising children or nursing family members; how to perform duties according to the system of childcare hours and nursing leave; relationships with

supervisors and colleagues; and busy work and overtime work due to the severe situation of manpower. Given these facts, the ratios of “appointment-related” and “working-hours-related, leaves-related, service-discipline-related” have increased. In particular, “working-hours-related, leaves-related, service-discipline-related” exceeded 20% of the total in FY2018.

**Figure 4 Trends in the Total Number of Complaint Consultation Cases by Content**



## Chapter 2. Content of Individual Complaint Consultation Cases

As stated in Chapter 1, the NPA has received over 20,000 consultation cases so far, and the content of the consultations varies widely. This chapter takes a look at the complaint consultation cases that NPA actually received focusing on the ones suggesting issues in the workplace in the public service in order to create a better working environment.

### 1. Work-life Balance of an Employee Facing Various Circumstances

#### **[Case 1] Workplace Environment surrounding an employee expecting childbirth and childcare**

I am an employee of X ministry, and I’m soon going to take maternity leave. But I was told by my boss to come to work during maternity leave or childcare leave to hand over my duties. I have already submitted a report, which I prepared to hand over my duties, to my boss and also handed over my duties to my coworkers. My boss, however, wants me to directly transfer my duties also to another employee, which is the reason why my boss demands that I come to the office during the leave.

### **(Relevant Systems)**

Regarding the leave related to female employees' childbirth, maternity leave before childbirth is to be offered until the date of childbirth if a female employee who is expected to give birth within six weeks (14 weeks in the case of multiple pregnancy) makes notification to take this leave. In addition, maternity leave after childbirth is to be provided to a female employee who gave birth for eight weeks from the day following the childbirth day.

In addition, an employee can take childcare leave to raise their children until the children become three years old with the approval of their appointer. Their appointer is to approve unless it is extremely difficult to take measures to handle the work of the employee requesting to take childcare leave.

### **(Issues Identified in This Case)**

This is a case where the boss issued an order to the employee who had planned to take maternity leave and childcare leave to hand over the duties to another employee during the leave. Maternity leave is provided for the growth of the fetus and maternal protection. Employees during maternity leave are not required to engage in duties, and their superiors cannot order them to come to work to hand over the duties. During childcare leave, employees are exempted from the obligation to give undivided attention to their duties, so their superiors also cannot order them to work. Accordingly, the superior's order is not appropriate.

It is often the case that employees expecting life events in the near future, such as pregnancy, childbirth and childcare as in this case, feel anxiety about work-life balance as well as such life events. It is a matter of course that managerial personnel, who have such subordinates facing various circumstances, should understand the systems. They also need to be aware of their subordinate's work situation and their requests for leaves/absence from work. At the same time, the managerial personnel need to systematically manage the entire organization so that the employees concerned can fulfill their requests; and to review the operational system and work allocation as necessary. Furthermore, when it comes to pregnancy, childbirth, and childcare, it is unlikely that such events occur suddenly. Therefore, it is necessary for managerial personnel to have a close communication with the employees who expect life events like childbirth and their colleagues on a daily basis; and to create a workplace atmosphere that allows the employees concerned to consult with the managerial personnel easily. It is also important for managerial personnel to develop an environment where the employees can take leaves without any anxiety through taking enough time to hand over their duties before maternity leave and childcare leave.

#### **[Case 2] Balance between Nursing Care and Work**

Since my parents have gotten sick and need nursing care, I consulted with my boss asking if I could take nursing leave. Then, two days later, my boss suddenly informed me of personnel transfer to a different department. Do I really have to accept this transfer? In my workplace, there is no atmosphere that allows me to talk to my boss easily. I don't know the reason for my transfer, but it seems my successor has already been decided.

### **(Relevant Systems)**

In order to care for relatives who have difficulty in leading a daily life for two weeks or longer due to injury, disease or old age, an employee can, upon obtaining approval from his/her appointer, take nursing leave during a period when it is deemed appropriate not to work for up to six months in total for each continued care-requiring condition (the leave period can be divided up into three shorter periods). Appointers should approve a request for taking the leave if it falls under the grounds for taking nursing care leave, except on days or hours when the said request impedes the operation of the public service.

### **(Issues Identified in This Case)**

This is a case where the employee was unofficially informed of personnel transfer two days after having consulted with the boss about the acquisition of nursing leave. It, however, is often the case that employees who need to care for their family members feel anxious about keeping balance between nursing care and work. Particularly, in this case, the employee was notified of personnel transfer immediately after having requested the leave. This made the employee think that the personnel transfer was ordered as the action against the application for nursing leave. It is considered that explanation and communication from the managerial personnel to the employee was insufficient.

It is a matter of course that managerial personnel should understand the system for employees facing such circumstances. In particular, the need for nursing care cannot be known beforehand in many cases. Therefore, it is important to communicate closely with subordinates on a daily basis to foster a workplace atmosphere that allows subordinates to consult with their superiors easily so that superiors can respond promptly to the occurrence of such events.

### **[Case 3] Health-related Issue (Mental Health)**

On Friday of the previous week, I received a diagnosis from my doctor that I needed medical treatment for two weeks due to mental illness. Therefore, I submitted a medical certificate and requested a sick leave. But I could not receive approval for sick leave for the period as stated in the medical certificate.

My division director gave me approval to take leave for three days including weekend holidays but ordered me to come to work from Monday because it would cause problems if I took leave for two weeks during the busy period. Nevertheless, I still feel sick even on Monday, and it is difficult to get to work.

This is the first time that sick leave was not approved for the period stated in the medical certificates. I am dubious about my superior's judgement.

### **(Relevant Systems)**

With an approval from the head of ministry or agency, an employee can take sick leave for the shortest period deemed necessary (up to 90 consecutive days in principle) if medical treatment is required due to injury or disease. The head of ministry or agency should approve a request for taking sick leave if it falls under the ground for taking sick leave except in the case where said request impedes the operation of the public service and if the

purpose can be achieved by taking sick leave at other times. In such a case, it is basically required to make decision on sick leave based on a doctor's medical certificate. If it is not possible to make a judgment whether taking sick leave is unavoidable or not, it is required to seek a judgment of a health management doctor or a doctor designated by the head of the ministry or agency.

With regard to mental health, a stress check system has been introduced to grasp own stress and "Going to Work on a Trial Basis" has been underway to facilitate returning to work from sick leave.

### **(Issues Identified in This Case)**

This is a case where the employee, who was diagnosed with a mental health-related illness requiring medical treatment, could not obtain approval for sick leave due to busy work for part of the period requiring medical treatment.

In order for individual employees to fulfill their abilities, they have to be healthy. Even if they suffer from a disease, they are required to keep balance between treatment and work in accordance with the degree of the disease concerned. The health of employees should be primarily understood and dealt with by each employee. At the same time, the authority concerned also need to address this issue seriously in order to facilitate administrative operations and also to ensure efficiency and observe the obligations of considering safety.

With regard to sick leave, the head of ministry or agency should carefully make a decision whether the employees concerned can perform duties or not from the viewpoint of the health and safety of employees.

In addition, mental health-related illnesses may be noticed by other employees including managerial personnel and colleagues. Therefore, managerial personnel should always communicate closely with each employee at the workplace so as not to overlook a minor change in employees' condition of health. If such a change can be found, it is important to respond to it as an organization, for instance by consulting with healthcare staff including health managers and health management doctors. Moreover, since mental health-related illnesses may be caused by stress triggered by excessive work, it is important for managerial personnel to communicate closely with the employee suffering from the illness concerned and to allocate duties for the future.

### **[Case 4] Harassment Related to Pregnancy, Childbirth, Childcare or Nursing Care**

Since my wife was expecting to give birth to our first child, I, as her husband, consulted with the boss about taking childcare leave. My boss obviously took an unwelcome attitude saying, "You should know that I am not in a position to be able to say 'no', but you should not think it's a natural right."

### **(Relevant Systems)**

As defined in Rule 10-15 (Prevention of Harassment Related to Pregnancy, Childbirth, Childcare or Nursing Care), harassment related to pregnancy, childbirth, childcare or nursing care is the speech and behavior, which are related to the relevant employee's (1) pregnancy or childbirth, (2) use of systems or measures related to pregnancy or childbirth, (3) use of systems or measures related to childcare and (4) use of systems or measures

related to nursing care; and to damage working environment of the employee concerned. In addition, the rule stipulates that the heads of ministries and agencies should take necessary measures to prevent harassment related to pregnancy, childbirth, childcare or nursing care; should prevent the disadvantages of employees who have filed complaints; and should conduct necessary training for employees. Moreover, they should take necessary actions promptly and appropriately in the event of such harassment.

As for childcare leave, both male and female employees are eligible for the leave. In order to take the leave, it is required to make a request for approval basically at least one month prior to the date on which the employee concerned intends to commence childcare leave.

### **(Issues Identified in This Case)**

This is a case where the boss clearly took an unwelcome attitude to the male employee who intended to take childcare leave because his wife was expecting to give birth. As stated in Case 1, an approval from the appointer is required to take childcare leave. This approval is not discretionary, and there is little room for disapproval. Accordingly, the speech like what the superior said in this case is not appropriate.

The government as a whole is promoting males' acquisition of childcare leave in the light of women's more active participation in the society and diversification of values. This implies that managerial personnel, who believe that only women are responsible for childcare, need to change such a perception. At the same time, it is necessary for managerial personnel to understand the systems and to provide maximum support to enable their subordinates, regardless of gender, to keep balance between childcare and work. To that end, managerial personnel need to communicate with employees raising children and grasp the worries about work styles, including leave and absence from work, of these employees. In addition, the organization as a whole needs to take measures, such as reviewing allocation of work including that other employees.

## **2. Sexual Harassment and Power Harassment (bullying by boss)**

### **[Case 5] Sexual Harassment**

The top of my department calls my name without an honorific title, which I feel questionable. Even during work, he often calls female employees in their 20s and 30s with their nicknames such as "XX-chan" and calls female employees in their 40s "obachan."

He also insults female employees who retired early by calling them "selfish obachan."

Until now, nobody has called my name without an honorific title, and no boss has ever called female employees obachan. Is it all right that a managerial officer takes such behavior?

### **(Relevant Systems)**

In Rule 10-10 (Prevention of Sexual harassment, etc.), sexual harassment is defined as "sexual speech and behavior at the workplace that make others uncomfortable as well as employees' sexual speech and behavior

outside the workplace that make other employees feel uncomfortable.” “Sexual speech and behavior” refer to speech and behavior based on sexual interest and desire. They include speech and behavior based on consciousness that roles should be divided by gender and those based on prejudice against sexual orientation or gender identity. In addition, the rule stipulates that the heads of ministries and agencies should take necessary measures to prevent and eliminate sexual harassment; should prevent the disadvantages of employees who have filed complaints; and should conduct necessary training for employees. In addition, the rule also stipulates that necessary actions should be taken promptly and appropriately in the event of any problems arising from sexual harassment.

### **(Issues Identified in This Case)**

This is a case where the top of the department made insulting remarks, such as changing the way the boss called employees depending on age. Such remarks fall under the ones based on intention to discriminate others by gender. Additionally, the employee who was given such remarks feels uncomfortable. Accordingly, it is appropriate that the boss’s remarks fall under sexual harassment.

In principle, managerial personnel are responsible for creating a workplace environment where subordinates can work comfortably. In this case, however, the top of the department conducted acts that fall under sexual harassment. Even if managerial personnel call subordinates by nicknames partly with an intention to facilitate communication, they should recognize that such a behavior may make those who are called by nicknames and surrounding employees feel uncomfortable. On the other hand, if managerial personnel are too afraid of sexual harassment and hesitate to communicate with their subordinates, it may cause a problem for business management and vitalization of the organization. In that sense, management personnel are required to communicate with their subordinates appropriately. It is also important for organizations to take measures, such as the use of sexual harassment counselors and training for managerial personnel.

#### **[Case 6] Power Harassment (bullying by boss)**

My boss does not try to control operations, such as information sharing that is normally performed between superiors and subordinates. Nevertheless, whenever we subordinates make a report on work projects, my boss points out something and says in a loud voice, “Why can’t you do this?” reprimanding the subordinates, while forcing them to stand for a long time. In addition, concerning projects on which the subordinates made a report in advance, my boss shouts or gives orders at the last minute saying, “I already have ordered you to do that.” I am having difficult time due to such speech and behavior of my boss.

Our division director is aware of such a situation. My boss, however, believes that his own idea is absolutely right and does not listen to our division director.

The speech and behavior of my boss have made me feel sick and also have exhausted other employees as well. Not only interfering with business operations, the speech and behavior of my boss have had bad effect on the health of the employees including myself. I do hope that the actions will be taken immediately.

### **(Relevant Systems)**

The “Power Harassment Prevention Handbook”, which was compiled by the NPA in Jul. 2015, introduces the general concept of “power harassment” by describing it as “speech and behavior that violate personality and personal dignity beyond the appropriate scope of work against the backgrounds of occupational status and authority or superiority in the workplace; and cause mental and physical distress or worsen a workplace environment.” Especially, the boundary between power harassment and instructions is problematic. In order not to be considered as power harassment, it is necessary (1) to respect personality and always give instructions with a view to “developing” personnel; (2) to show the necessity of performing the duty before giving instructions; and (3) to provide appropriate instructions according to the situation, such as the content and amount of work along with the timing, location and methods of giving instructions. Furthermore, the workplace as a whole needs to take actions to make each employee aware of speech and behavior that may be considered as power harassment in order to prevent the occurrence of this type of harassment.

### **(Issues Identified in This Case)**

This is a case where the boss who does not control operations reprimands the subordinates frequently, which can be considered as power harassment. In addition, the division director, who is a superior of the boss, concerned also does not try to improve the situation. This circumstance is making some employees feel sick.

In principle, superiors are responsible for creating a workplace environment where subordinates can work comfortably. In this case, however, the behavior of the boss concerned may fall under power harassment and deteriorates the workplace environment of the entire organization, including that of other employees. In addition, there is a possibility that this behavior may adversely affect the health of the employees. Superiors often perform the acts, which are considered as power harassment, with an intention to provide necessary instructions to subordinates. In this case, however, the boss concerned takes an inappropriate method and lacks required abilities such as operations management and provision of proper instructions. Furthermore, in this case, the division director, who is a superior of the boss performing acts that can fall under power harassment, does not provide effective instructions to improve the boss’s behavior and does not fulfill the responsibility as a division director.

In addition, if tasks are concentrated only on specific employees due to unbalanced task allocation, and the employee concerned as well as surrounding employees get too busy with their tasks, complaints and dissatisfaction get accumulated within the organization, which is considered as one of the factors behind power harassment. Accordingly, the entire organization needs to review the allocation of tasks.

## **3. Personnel Evaluation**

### **[Case 7] Procedures for Personnel Evaluation**

Diligence allowance was paid, but the result of performance evaluation, which is the basis for deciding the Performance Rank of diligence allowance, was not disclosed. I had no chance to have an end-of-



term interview. I missed an opportunity to file a complaint regarding the evaluation result.

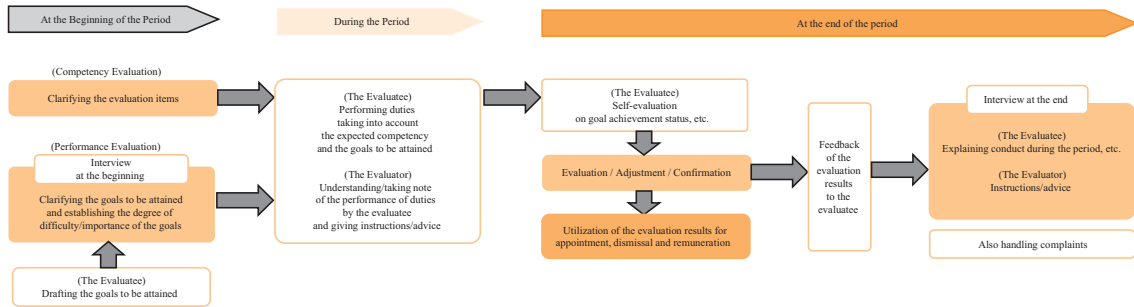
### **(Relevant Systems)**

Personnel evaluation is conducted based on the competency evaluation and the performance evaluation. The competency evaluation is to evaluate the abilities that were demonstrated in the course of performing duties during the evaluation period for one year (Oct. 1 to Sep. 30 of the following year). In reference to the “abilities required to demonstrate in performing duties (the ability to perform standard duties)”, which is defined in accordance with the classified job ladder and duties of an employee concerned, the actions actually taken by the relevant employee are evaluated whether they fall under these abilities. Meanwhile, the performance evaluation is to evaluate results achieved as a result of performing duties during the evaluation period for six months (Oct. 1 to Mar. 31 of the following year; and Apr. 1 to Sep. 30). Individual employees set the role that they should play as “goals” at the beginning of each term, and the evaluation is conducted on the degree to which each employee played the role. Below is the flow of personnel evaluation procedures [Figure 5].

- ① At the start of the evaluation period for the performance evaluation, the evaluator (supervisor of the employee to be evaluated) conducts an interview with the evaluatee (employee to be evaluated) and determines the role that the evaluatee should play during the evaluation period by setting goals related to the duties (interview at the beginning of the term).
- ② The evaluatee makes a report on his/her own assessment of the ability demonstrated and the results achieved during the evaluation period so that it can be used as a reference for evaluation (self-assessment).
- ③ The evaluator conducts both the competency evaluation and the performance evaluation based on an absolute evaluation of five levels comprising S (highest), A (higher), B (normal), C (lower) and D (lowest) (in the case of regular employees). This evaluation is finalized after adjustment by the coordinator (evaluator’s supervisor) and confirmation by an officer with the implementation right (such as the head of the ministry or agency).
- ④ The officer with the implementation right discloses the evaluation result to the evaluatees. After that, the evaluator conducts an interview with the evaluatee and gives guidance and advice based on the evaluation results as well as the facts that form the basis of the results (end-of-term interview).

In order to respond appropriately to employees’ complaints about personnel evaluation, two systems are established; “complaints consultation” covering all complaints related to personnel evaluation; and “complaint processing” to handle complaints according to the predetermined procedure focusing on complaints about disclosed evaluation results and complaints that could not be resolved by “complaint consultation.”

**Figure 5 Flowchart of Personnel Evaluation**



**(Issues Identified in This Case)**

This is a case where the end-of-term interview with the employee concerned was not conducted due to the absence of the employee on the scheduled date of the interview in addition to personnel transfer of the evaluator. The interview has not been carried out yet because of continuing busy work afterward, which is an inappropriate response.

Personnel evaluation takes a certain amount of time and effort for evaluators starting from an interview at the beginning of the term; understanding and evaluation of duty performance of the employees to be evaluated during the term; to an end-of-term interview. Evaluators often say that personnel evaluation is a burden to them. The result of personnel evaluation, however, are used for appointment and remuneration of employees. At the same time, the evaluation provides employees with opportunities to identify their strengths and weaknesses and to voluntarily develop their abilities. Accordingly, personnel evaluation plays an important role in personnel management. In addition, it is very significant in terms of organization and operational management that managerial personnel, in the process of personnel evaluation, share awareness with the employees concerned with regard to the roles that they are expected to play in light of the organizational goals; grasp duty performance of the subordinates; and provide the subordinates with instructions and advice for the future based on the results of their duty performance.

It is important for managerial personnel to be conscious of using personnel evaluation as a tool to support their own management, not just as a task.

**[Case 8] Communication through Personnel Evaluation**

I took sick leave for three months and administrative leave for a month and a half due to mental illness. The results of the competency evaluation and the performance evaluation right after returning to work from the leaves were both “D”. I heard that the reason was simply because I had taken leave. I was also told that I could recover as much as I wanted if I worked hard, but I could not receive any detailed explanation.

**(Relevant Systems)**

Refer to Case 7.

### **(Issues Identified in This Case)**

This is a case where the employee received a low evaluation on the ground of having taken leave for a long time. But it is not appropriate to give a low evaluation based only on taking long leave. If employees worked during the evaluation period even for a short period of time, evaluators must appropriately grasp the abilities and performance demonstrated during the period and evaluate them appropriately.

Moreover, in this case, the employee concerned did not receive enough explanation on the reasons for the evaluation. Personnel evaluation is carried out also with the aim of human resources development. At the end-of-term interview, evaluators are required in principle to give detailed instructions and advice on how to improve and behave in performing duties in the future, for instance through giving comments on each evaluation item and goal based on the evaluation results and the facts that underpin the results. Such detailed instructions and advice can be expected to help employees enhance the degree of satisfaction with their evaluation. At the same time, if the evaluatees reflect the evaluation results in their duty performance afterward, it will improve the performance of each employee, and consequently, that of the organization.

Furthermore, this case is related to an employee suffering from mental illness. In addition to such illness, there are employees facing various circumstances, such as childcare and nursing care, and working under certain restrictions at the workplace. With regard to these employees, it is required to understand their circumstances, and then to set goals at an interview at the beginning of the term and to give instructions/advice at the end-of-the-term interview so that individual employees can fulfill their abilities and utilize their knowledge as well as experience. To that end, evaluators and evaluatees need to have good communication, for example about changes in circumstances such as childcare and nursing care, not exclusively at the interviews at the beginning or the end of the term.

#### **[Case 9] Use of the Results of Personnel Evaluation for Diligence Allowance (Remuneration)**

After the result of my performance evaluation was disclosed as the rank A, I was transferred to a different ministry. However, my Performance Rank of diligence allowance immediately after the transfer was “Good (Average)”, which did not reflect at all the evaluation result before the transfer. Even after the personnel transfer to a different ministry/agency, the evaluation result before the transfer should be reflected in diligence allowance after the transfer.

### **(Relevant Systems)**

When an employee is transferred to a different ministry/agency, it is required to take measures, such as sending a copy of the personnel evaluation record from the ministry/agency before the transfer to the one after the transfer, so that it can be used for appointment and remuneration.

In addition, a system is in place to utilize the results of personnel evaluation for appointment (promotion and transfer), remuneration (grade increase, pay step increase and diligence allowance) and change in status (demotion, dismissal and reduction in pay) so that personnel management can be carried out based on ability and

performance regardless of the employees' seniority and the type of recruitment examination they passed.

Regarding the use of the result of performance evaluation for diligence allowance, the Performance Rank of the employees whose latest result of performance evaluation is S or A is decided as "Outstanding", "Excellent" or "Good" (Average)" in the order of the overall rating from the highest. The employees whose latest result of performance evaluation is B are ranked as "Good (Average)", and those with C or D are evaluated as "Not Good" in the Performance Rank for diligence allowance. The Performance Ranks should be decided within the total amount of diligence allowance, which is fixed by law. Therefore, the Performance Rank for diligence allowance of the employees with the rank A as in this case may be decided as "Good (Average)" depending on the number of employees whose result of performance is S or A.

#### **(Issues Identified in This Case)**

The results of personnel evaluation are used for appointment and remuneration serving as a basis of personnel management. For this reason, the Cabinet Office and each ministry are required to take appropriate measures, such as sending personnel evaluation records, when an employee is transferred to a different ministry/agency.

In this case, it may be considered that the employee concerned did not fully understand the method to decide the Performance Rank for diligence allowance. In such a case, however, the employee may feel that the work performance was not properly reflected in the remuneration and lose the motivation for performing duties afterward. Accordingly, it is desirable that the personnel authorities of the Cabinet Office and each ministry raise awareness of the mechanism for utilizing the results of personnel evaluation for appointment and remuneration when conducting training on personnel evaluation or contacting employees regarding the implementation of personnel evaluation.

#### **4. Others (Appointment/Remuneration)**

##### **[Case 10] Personnel Transfer**

Although appointed as an administrative official, I have been assigned and transferred only to technical posts or sites since the second post after my initial appointment. Every year, I convey my wish to be transferred to an administrative post. But I have been told that it is impossible to go back to the administrative posts, which are decreased in number. My wish has not been listened even at interviews.

#### **(Relevant Systems)**

Personnel allocation of employees is a matter that is carried out, by the appointers of the Cabinet office and each ministry under their authority and responsibility, based on the qualifications, experience and aptitude for duties. of employees concerned in consideration of the overall operation of the organization.

### **(Issues Identified in This Case)**

This is a case where the employee has conveyed a wish regarding the personnel transfer, but it has not come true and there is no convincing explanation, either. As a background behind such consultation, there are some employees who cannot realize career development they are interested in due to various circumstances. It is important to carefully explain future career development of such employees taking into account their wishes.

#### **[Case 11] Wide-area Transfer Allowance**

Regarding the payment of the wide-area transfer allowance, I was transferred from office A to office B on Apr. 1 of a certain year and had received the wide-area transfer allowance since then. Then, I mandatorily retired two years later on Mar. 31. On the following day, Apr. 1, I was reappointed and transferred from the office B to the office C.

I had received a reply from the NPA that employees in a case as above are eligible for wide-area transfer allowance. Nevertheless, I asked the person in charge at my office about the payment of the wide-area transfer allowance after my reappointment and I was told that I lost the eligibility for the allowance due to my mandatory retirement and cannot receive the allowance any more.

### **(Relevant Systems)**

Wide-area transfer allowance is paid for three years from the date of transfer to employees who are transferred to a different office on the conditions that the distance between the offices before and after the transfer as well as the distance between the residence immediately before the transfer and the office immediately after the transfer are 60 kilometers or more.

Additionally, wide-area transfer allowance is paid also to employees who are reappointed on the day following the mandatory retirement day if they have been meeting the requirement for payment even before the mandatory retirement or they become eligible for the allowance upon their reappointment after Apr. 2015.

### **(Issues Identified in This Case)**

In this case, the consultant of the NPA explained about the allowance payment requirements to the employee asking for consultation and recommended the employee reconfirm with the person responsible for remuneration in the office the employee belonged to. Then, it became clear that the person in charge did not understand well about the amendment to the allowance system. After that, appropriate actions were taken. This case suggests the importance of sharing information throughout the organization, including the publication system revisions, and the development of a system that facilitates consultation within the organization for the cases where the person in charge cannot make a judgment easily.

#### **Overview of the Results of the Survey on the Workplace in the Public Service**

The NPA conducted a survey on awareness of employees about the Workplace in the public service

from Dec. 2018 to Mar. 2019 targeting managerial personnel and young and mid-level employees respectively, who participated in the training conducted at the NPA's HQ, the National Institute of Public Administration, the regional bureaus and local office (Number of respondents: approx. 300 managerial personnel, and approx. 600 young and mid-level employees). The survey respondents were limited to the employees who participated in the training programs, but here are the trend of the survey results and the current situation of the workplace in the public service, which is implied in the results.

## 1. Survey of Managerial Personnel

### (1) Trend of the Survey Result

#### ① Anxiety and dissatisfaction due to no (few) young subordinates

- I have to serve as a playing manager./ I cannot pass on my skills and know-how. (Relatively frequent answers among regional office employees)

#### ② Increase in work volume

- Increase in heteronomous duties (Somewhat common answers among employees at HQ)
- Increase in internal management duties (Very popular answers across all the respondents)

#### ③ Anxiety about management

- Lack of management experience; larger burden of management due to increased internal management work; lack of time to spend on management (Relatively frequent answers among regional office employees)

#### ④ Low motivation of subordinates

- Wait for instructions without doing work actively (Relatively frequent answers among regional office employees)

#### ⑤ Subordinates raising their children or providing nursing care to family members

- I have subordinates raising their children or providing nursing care. (Extremely popular answers across the respondents)
- The burden is concentrated on me or other certain employees (Relatively frequent answers across the respondents) (among those who answered, "I have subordinates raising their children or providing nursing care.")

#### ⑥ A system to enable subordinates having/feeling worries and issues related to their work to seek consultation

- A consultation system is in place. (Very popular answers across all the respondents)
- Managerial personnel themselves (Very popular answers across all the respondents); colleagues and senior coworkers (Relatively popular answers across all the respondents); complaint consultation desk (Relatively popular answers across all the respondents) (among those who answered "A

consultation system is in place”)

## **(2) Current Situation of the Workplace in the Public Service Implied in the Survey Result**

With regard to the worries of subordinates, there are many responses that managerial personnel themselves provide consultation, which implies that they are trying to communicate with their subordinates at the workplace.

Meanwhile, many replied that the burden on the managerial personnel, who should manage the workplace as a whole, was increasing with the expansion of work volume, especially in internal management duties as a backdrop. In addition, many responded that the burden was concentrated on themselves or other certain employees because of the subordinates raising their children or providing nursing care to family members.

In addition, many regional office employees answered that they were concerned about management such as lack of management experience and shortage of time to spend on management. Moreover, concerning motivation of subordinates, many of them answered that the subordinates were inclined to wait for instructions without doing work actively.

There may be a vicious circle where managerial personnel are too busy to instruct and develop subordinates, which makes their subordinates work less actively and forces them to do everything by themselves as a result. Therefore, the survey shows a necessity of improving the relationship between managerial personnel and their subordinates.

## **2. Survey of Young and Mid-level Employees**

### **(1) Trend of the Survey Result**

- ① Anxiety and dissatisfaction due no (few) subordinates and junior coworkers
  - I have to do everything on my own. (Relatively frequent answers across all the respondents)
- ② Increase in work volume
  - Increase in heteronomous duties (Relatively common answers among the employees at HQ)
  - Increase in internal management duties (Very popular answers across all the respondents)
- ③ Anxiety and dissatisfaction related to duty performance
  - There are many inefficient and meaningless duties (Relatively frequent answers across all the respondents)
- ④ Anxiety and dissatisfaction related to ability development and career development
  - Anxiety about keeping balance between childcare and work (Relatively common answers among female employees)
- ⑤ Employees raising their children or providing nursing care to family members
  - I am raising my children/providing nursing care to my family members. (Relatively frequent answers

across all the respondents)

- I feel anxiety/dissatisfaction (Relatively common answers among male employees and very popular answers among female employees) (among those who answered “I am raising my children/providing nursing care to my family members”)
- ⑥ Systems to seek consultation concerning worries and issues related to work
- A consultation system is in place (Very popular answers across all the respondents)
  - Superiors (Very popular answers across all the respondents), colleagues and senior coworkers (Very popular answers across all the respondents) (among those who answered “A consultation system is in place”)

## **(2) Current Situation of the Workplace in the Public Service Implied in the Survey Result**

Many young and mid-level employees responded that they had a system for consulting about work-related worries, indicating that they can receive support from their superiors, senior coworkers and colleagues.

On the other hand, many replied that they had to do everything because they had no (or few) subordinates and junior coworkers despite an increase in work volume, especially in internal management duties. Additionally, many responded that they had anxiety and dissatisfaction because there were many inefficient and meaningless duties. These results suggest that improvement should be made to create a workplace environment which is friendly to employees.

Regarding employees who are raising their children or providing nursing care to their family members, the survey shows that mainly female employees are feeling anxieties/dissatisfaction. Therefore, it is necessary to eliminate such anxieties and dissatisfaction.

## ***Chapter 3. Issues and Measures***

### **Section 1. Issues Identified in Complaint Consultation**

#### **1. Changes in the Situation Surrounding the Public Service**

##### **(1) Changes in the Personnel Structure**

A comparison was made in respect to the personnel structure by age group in 2008 and 2018 of the employees subject to Admin (I) among national public employees in regular service in charge of general administrative affairs at all the organizations as well as at the regional offices. The result shows that the ratios of the employees in their late 20s and those in their 30s decline significantly despite a slight increase of the employees in the early 20s. Particularly, this trend is prominent at the regional offices [NPA, “Survey of National Public Employees” (Figure 6)].

At each workplace in the public service, the organization should be operated, and the duties should be processed with a limited number of personnel. Under such severe circumstances, employees may be forced to work long hours or may not be able to take enough annual leave. And such a situation may force them to bear



physical and mental burdens.

In such a situation, employees cannot fulfill their abilities and perform their duties satisfactorily due to too heavy burdens on them, which will lead to difficulties in organizational management and business processing as a result.

In addition, in such a workplace environment where there is not enough room, employees tend to become impatient and frustrated in an effort to achieve results in a forcible manner. Employees will suffer from mental stress, making it difficult to create a virtuous cycle in which they follow up each other in performing their duties. Rather, it may cause serious damages such as “power harassment” by managerial personnel.

The Survey of Management Personnel also shows that managerial personnel feel that their burden is increasing. Moreover, the Survey of Young and Mid-level Employees indicates that anxiety and dissatisfaction of these employees are growing because they have to do everything with no (few) subordinates / junior coworkers.

It is fundamental to secure appropriate personnel commensurate with the amount of work in order to carry out administrative affairs. It is necessary to take measures so that each employee can stay healthy as much as possible and fulfill their abilities at a severe workplace environment.

## **(2) Actualization of Employees Facing Various Circumstances**

In recent years, the existence of employees facing various circumstances, such as childcare and nursing care, has become actualized regardless of whether it is in the public or private sector, and this trend is expected to be strengthened further.

### **A. Childcare**

A considerable number of employees are working while raising their children both in the public and private sectors. For example, looking at the acquisition rate of childcare leave in the private sector, 0.1% among males and 49.1% among females took the leave in FY1996. Meanwhile, the acquisition rate in FY2017 rose to 5.1% among males and 83.2% among females [MHLW, “Basic Survey of Gender Equality in Employment Management” (Figure 7)]. Similarly, as far as the public sector is concerned, 0.1% among males and 79.6% among females took the childcare leave in FY1996, which surged to 18.1% among males and 99.7% among females in FY2017 [NPA, “Fact-Finding Survey of National Public Employees Taking Childcare Leave” (Figure 8)].

Case 1 and Case 4 in Chapter 2 featured the cases concerning “workplace environment surrounding an employee expecting childbirth and childcare” and “Harassment related to Pregnancy, Childbirth, Childcare or Nursing care”. These cases surfaced issues, for instance, that the measures have not been taken in accordance with the circumstances of the employees who are seeking balance between work and childcare.

According to the Consciousness Survey FY2017, the “inability to keep work-life balance due to busy work or long working hours” was the most frequent answer to the question about the “specific factors that have lowered motivation for work” in their 30s.

From now on, it will be necessary not only to take temporary measures for such a case when children get sick, but also to consider how to keep balance between day-to-day childcare and career development of employees

including males.

## **B. Nursing care**

The population has been rapidly aging. For instance, the ratio of the population aged 65 and above was 14.6% in 1995, but it surged to 26.6% in 2015 [Ministry of Internal Affairs and Communications “National Census”]. Under such a circumstance, the number of employees with family members requiring nursing care is expected to increase even further. For example, the number of employees who took short-term nursing leave, which was launched in Jun. 2010, was 1,234 in 2011, but it increased to 2,832 in 2017 [NPA, “Fact-finding Survey of National Public Employees Taking Nursing Leave” (Table 1)].

Case 2 in Chapter 2 highlighted a case concerning “Balance between Nursing Care and Work.” This case identified an issue that communication was not carried out enough between the employee seeking balance between work and nursing care and the superior. Depending on the degree on which their family members need nursing care, working hours of employees who have to care for their relatives may be allocated in various ways and the use of systems for supporting balance between work and nursing care may vary from employee to employee. For this reason, it is necessary to deal with these situations in a flexible manner.

## **C. Health of Employees**

Case 3 in Chapter 2 highlighted “Health-related Issue (Mental Health).” This case revealed the issues, such as how circumstances of employees receiving medical treatment should be understood. When it comes to the health of employees, for example, the ratio of employees taking long-term sick leave (those who have been absent from work due to illness for one month or longer) increased during about 10 years from the late 1990s, but has remained around 2% in recent years [NPA, “Fact-finding Survey of National Public Employees Taking Long-Term Sick Leave”]. In the future, it is likely that not a few employees will be forced to work under certain restrictions due to their own illnesses.

Currently, various efforts are being made to achieve the mandatory employment rate of persons with disabilities at national government organizations in accordance with the “Basic Policy on Employment of Persons with Disabilities in the Public Sector.” The NPA has been receiving requests in complaint consultation from employees with disabilities demanding considerations be made according to the characteristics of their disabilities to facilitate their work. With the promotion of employment of persons with disabilities, it will be required to expand workplaces in the public service where people with various disabilities can play an active role according to their wishes and the characteristics of their disabilities.

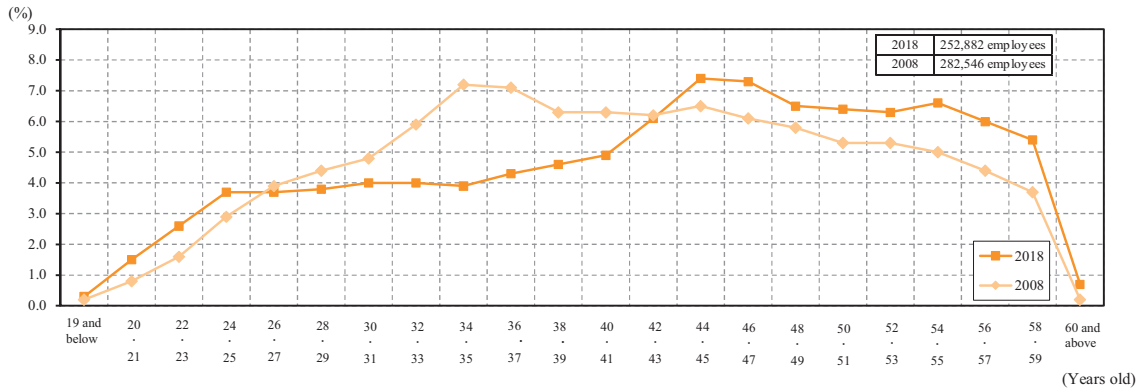
Moreover, complaints mainly about appointment and harassment have been received from part-time employees on the grounds of their fixed term of office and positions in the workplace. Therefore, it is necessary to pay attention to the workplace environment for these employees.

From now on, we need such organization management and HRM that will enable individual employees to

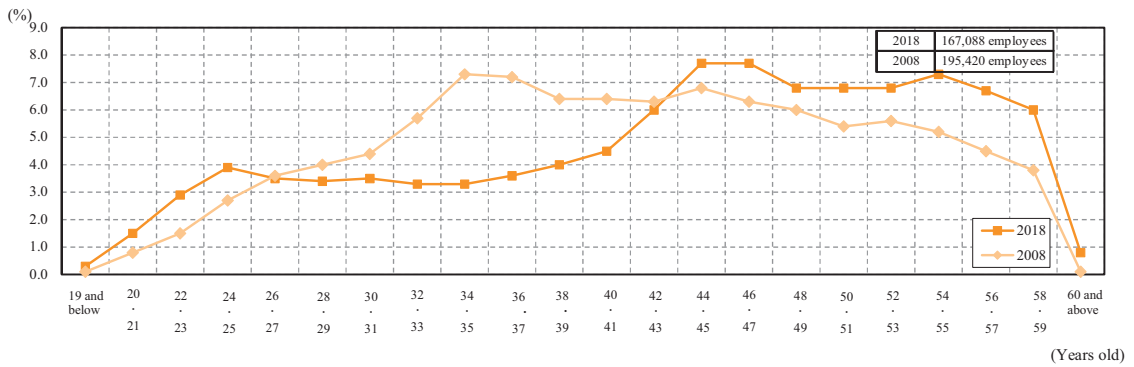
work responding to their own circumstances; and that will not make many employees with motivation and abilities feel difficult to continue to work, nor make them feel uneasy about continuing their career in the public service.

**Figure 6 Ratios of Personnel Structure by Age Group of the Employees Subject to Admin (I)**

1 All Administrative Organizations



2 Regional Offices



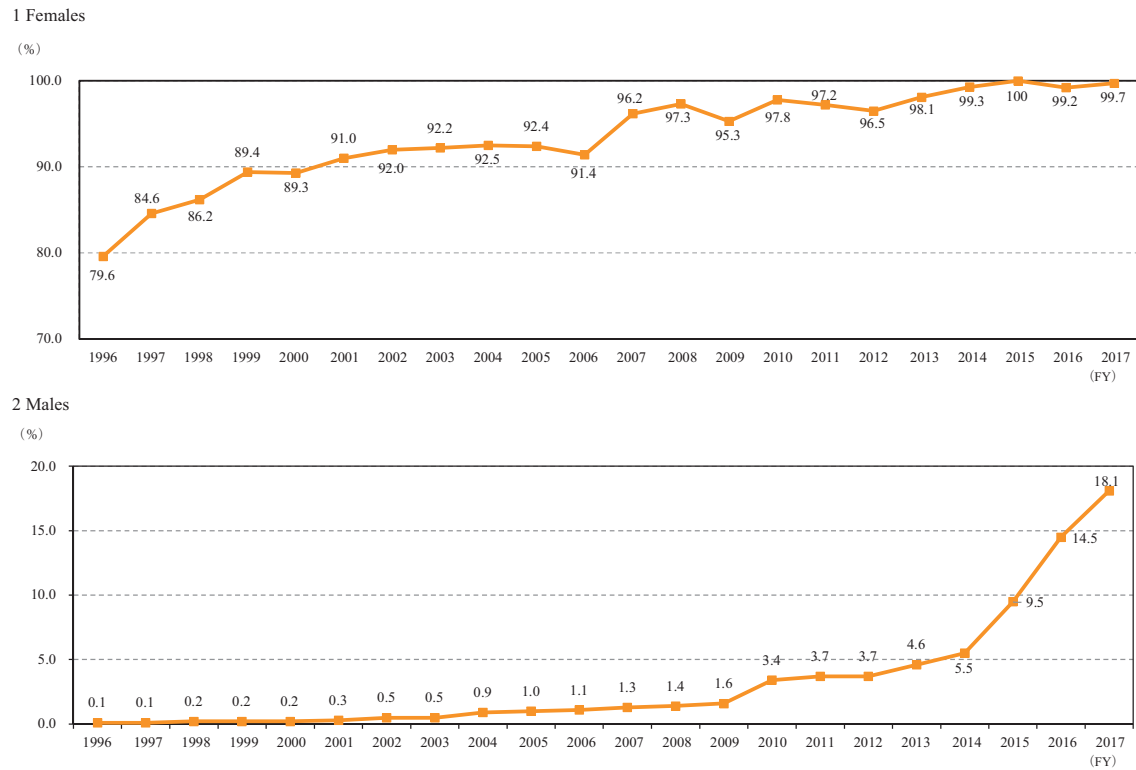
NPA, "Fact-finding Survey of Remuneration of National Public Employees"

**Figure 7 Trends in the Childcare Leave Acquisition Rates in the Private Sector**



(Note) The ratios in parentheses for FY2011 are the results of all the prefectures except Iwate, Miyagi and Fukushima Prefectures. MHLW, “Basic Survey of Gender Equality in Employment Management”

**Figure 8 Trends in the Childcare Leave Acquisition Rates of National Public Employees in Regular Service**



NPA, “Fact-Finding Survey of National Public Employees Taking Childcare Leave”

**Table 1 Trends in the Number of National Public Employees in Regular Service Taking Short-term Nursing Leave**

	2011	FY2013	2015	2017
Number of the employees taking short-term nursing leave	1,234	1,622	2,080	2,832

(Note) The short-term nursing leave system was newly established in Jun. 2010.  
NPA, “Fact-finding Survey of National Public Employees taking Nursing Leave, etc.”

## **2. Changes in Employees’ Consciousness**

### **(1) Consciousness of Career Development**

In the Consciousness Survey FY2017, the popular answers to the question about the “matter you emphasize most in career development in their 30s” include “engagement in the work where I can utilize my abilities” along with “engagement in rewarding work.” With regard to the “idea about the direction of future career development”, the top answer in their 30s was “would rather enhance my expertise and strength.”

The Survey of Young and Mid-level Employees also indicates that these employees, mainly women, feel anxiety about the balance between career development and childcare.

These results suggest that employees have a strong interest in career development in a practical sense, i.e., the development of their abilities and skills toward the future, instead of simply considering career development in a superficial meaning as promotion to upper posts.

In addition, Case 7 in Chapter 2 featuring “Procedures for Personnel Evaluation” identified an issue that interviews were not carried out in some cases despite their important roles in personnel management, including the function to enable employees to identify their strengths and weaknesses and to voluntarily develop their abilities through personnel evaluation.

Moreover, it is deemed that employees have the strong desire to know concretely how their superiors and coworkers regard them; what is highly evaluated; and what is considered missing or lacking.

Case 8 in Chapter 2 highlighting “Communication through Personnel Evaluation” also identified an issue, i.e., a necessity of communication through interviews. Necessary measures should be taken at each workplace responding to growing consciousness of career development of young employees in an effort to create a workplace environment where they can perform their duties actively without feeling anxiety as much as possible about their future professional lives in the public service.

Moreover, we should keep in mind the fact that it may lead to dissatisfaction with their superiors, coworkers and even the entire workplace, if young employees feel they are not given enough opportunities to convey their thoughts and opinions regarding concerns and hopes related to their professional lives.

### **(2) Consciousness of Balance Between Work and Private Life**

In the past, many employees used to work completely during the working hours when they were ordered to work including overtime, believing that engaging in duties takes precedence over everything; and to spend their

extra time for their private lives.

For example, however, according to the result of the “Survey on Current Status and Consciousness of Children and Young People”, which was conducted by the Cabinet Office in FY2017 targeting young people aged 16 to 29 including students, 63.7% of the survey participants responded “prioritize family/ private life over work” to the question asking about balance between work and family/ private life. As far as the public service is concerned, the NPA conducted a survey in FY2017 targeting new recruits selected through the Examination for Comprehensive Service. According to the survey, over 60% responded “prioritize work” or “somewhat prioritize work” while less than 40% answered “prioritize family life” or “somewhat prioritize family life” to the question “Which do you prioritize more, work or family life?” Meanwhile, the Consciousness Survey FY2017 asked the question, “What do you think will be needed in preparation for the age with life expectancy of 100.” To this question, 63.8% answered “acquisition of knowledge and skills that can be used outside of the public service”, and 45.9% replied “development of personal network.”

There exist some people, mainly young people, who want to spend a more meaningful life by placing priority on life outside of work, such as family life, in the same manner with their work. Although not directly related to work, keeping work-life balance, interacting with people in the local community other than the workplace and improving knowledge as well as ability are helpful not only to gain spiritual richness but to foster diverse perspectives and the ability to flexibly create new ideas. Accordingly, these experiences are expected to have positive impacts on work.

It is also important to consider workstyle at the workplace in the public service toward the future taking into account the consciousness as described so far.

### **3. Changes in the Abilities Managerial Personnel Are Expected to Have**

In recent years, there has been an increasing number of complaint consultation about the cases, such as “power harassment”, which are attributable to a lack of communication between managerial personnel and their subordinates along with the development and instructions given by managerial personnel.

Managerial personnel are expected to operate the organization and achieve the result from their work. Under such circumstances with tight time constraints, they may be forced to handle business by working as players or giving specific instructions to their subordinates and making them to follow the instructions faithfully.

Furthermore, in an extreme case, managerial personnel may unilaterally press their subordinates on how to proceed with work and the decision on the actions to take based on their past successful experiences and force the subordinates to obey them. This, however, may be considered as “power harassment”. The Survey of Managerial Personnel also shows that those especially at regional offices have many anxieties about management, such as little management experience.

Such an approach may be considered as unavoidable for managerial personnel who are required to achieve short-term results under severe conditions. If managerial personnel, however, continue to take this approach, it will hinder the growth and proper development of their subordinates, which will lead to a lower performance of the

organization as a result.

In order for managerial personnel to develop their subordinates appropriately, along with responding to their anxieties and worries, managerial personnel are required to communicate with them properly and more intentionally than ever before.

Additionally, Case 5 and Case 6 in Chapter 2 featured the cases of “Sexual Harassment” and “Power Harassment.” As illustrated in these cases, inappropriate instructions may deteriorate workplace environments and adversely affect the health of employees. It is an urgent issue to prevent such a situation.

## **Section 2. Measures**

### **1. Provision of a Workplace Environment Friendly to Employees**

#### **(1) Thorough Publication of Various Systems to Support Work-life Balance**

Various systems and structures have been established in an effort to enable employees facing diverse circumstances to smoothly keep work-life balance. For example, regarding childcare and nursing care, the flextime system, childcare short-time work, leave for nursing children and short-term nursing leave have been established. Concerning mental health, a system has been established which enables employees to consult with healthcare staff including health managers and health management doctors.

These systems, however, cannot be utilized if employees with such circumstances are not aware of the systems or do not know how to use them.

In addition, even if these systems have been established, it is difficult for the employees seeking work-life balance to take advantage of the systems if their superiors or coworkers do not know the systems or do not show understanding over them.

Therefore, it is important to thoroughly publicize the systems. First, the personnel authorities need to make efforts through various media and opportunities so that all the employees, including managerial personnel, can accurately recognize the concrete contents of the systems.

At the same time, the heads of the organizations are required to convey a message of the importance of creating a workplace environment where employees facing diverse circumstances can work actively through utilizing the systems and keeping work-life balance. These efforts should be made to deepen understanding of such systems among individual employees at each workplace, including managerial personnel and the employees who are not using the systems.

The NPA will continue to support efforts to create a workplace environment friendly to employees by thoroughly publicizing various systems for supporting work-life balance and promoting the mental health development.

#### **(2) Measures Taken at Each Workplace**

From now on, it is necessary to take measures to create a workplace environment in the public service where employees can work while coping with their circumstances.

In such an event, it is assumed that the circumstances of each employee vary greatly ranging from childcare, nursing care to their own illness/disability. Furthermore, employees' involvement in childcare and nursing care, for instance, differs significantly depending on the degree of growth of the children, the degree of care required by the care recipients, and surrounding environments to support the employees.

It is difficult to bring out the abilities of the employees with such circumstances if this situation is handled by uniformly assigning routine work to them across the board or reducing their burdens utilizing the short-time work system.

It is necessary to cope with the circumstances each employee faces as much as possible at each workplace in order to allow individual employees to fulfill their abilities even if they have various circumstances; and to maximize the performance of the organization by working together. To make it come true, it is necessary to create a workplace environment where the circumstances of each employee are disclosed and shared throughout the workplace paying attention to privacy; and then, the contents of duties and working patterns of each employee are considered based on such information as an issue of the entire workplace.

For example, meetings are held on a regular basis at many workplaces as one of the measures. In addition to sharing the progress of each employee's duties and the current issues or goals of each department, the meetings can be used as a place for discussing the challenges employees face, such as their worries or what they want support for, or what they can do even under such circumstances.

In carrying out such measures, it is essential for all the employees to keep in mind that many employees have some sort of circumstances but are required to work coping with them; and to have awareness that anyone may be placed in a similar situation at any time even if they are free from a specific circumstance at present. Based on such a recognition, every employee needs to consider how to operate his/her own workplace.

There used to be a trend to negatively treat the employees facing such circumstances at workplace. However, nothing is more important than that superiors and coworkers positively accept such employees and to work together with them to consider the solutions.

If this enables employees with diverse circumstances to fulfill their abilities at each workplace while coping with individual circumstances by utilizing the work-life balance supportive systems and to play a complementary role with each other, individual employees will be able to continue engaging in their duties and ensuring organizational performance at the same time.

Furthermore, if a sense of security is given to the employees who already have anxiety and stress due to their various circumstances, they will positively take it that the workplace and the organization understand their situation well and will be motivated to work proactively.

It would be ideal in the future that these efforts will help to realize a workplace environment that focuses on the work style of each employee after taking into account the circumstances of all the employees, including community activities and self-development. Thereby, frustration attributable to burdens concentrated on specific employees will be relieved.



○ Examples of the measures taken by private companies

There are companies that extend support and assistance to social gatherings / meetings with the aim of promoting communication among the employees. For example, some companies shoulder a portion of the expenses to hold a cross-departmental social gathering at a company cafeteria. Other companies offer places, food and drink when employees plan a conference to present and share their knowledge and experience.

In addition, some companies carry out a cleanup activity in their neighborhood as part of the CSR (corporate social responsibility) activity, which also serves as a place for communication between the employees.

Moreover, there are companies that hold a discussion between management and employees roughly for two hours with about 10 participants at a time followed by a social gathering to promote active communication.

### **(3) Utilization of the Complaint Consultation System of the Cabinet Office and Each Ministry**

In the Cabinet Office and each ministry, there is a system that the department in charge of personnel affairs receives consultations from individual employees about their problems concerning personnel management.

The personnel department is reluctant to disclose this system to the employees because it is conducted on the premise that there are worries and dissatisfaction from the employees consulting with the department. This system, however, should be used continuously and effectively as a method to pick up complaints that employees have difficulty voicing directly to their workplace. Thus, it should be actively publicized to the employees.

Additionally, concerning these consultations, priority is given to the elimination of worries and dissatisfaction of each employee, and thus, there is a trend to focus on how to deal with the cases smoothly.

It is crucial not only to consider the best measure for the employees seeking consultation but also to treat it as an issue for the entire organization from the perspective of what should be done to create a better workplace environment.

Based on such an approach, it is required to fully understand the circumstances of the employees seeking consultation and the actual work situation at the workplace where the employees concerned work as well as working patterns of other employees; to ensure organizational performance; and to create a workplace environment that allows the employees concerned and those who work with them to fulfill their abilities while coping with their own circumstances.

This will make it possible to satisfy the employees requesting consultation as an individual case. Moreover, accumulating these cases will allow the Cabinet Office and each ministry to create a workplace environment where employees facing diverse circumstances can work while coping with such circumstances.

The NPA will continue to respond meticulously through the complaint consultation system described in Section 1 in Chapter 1 and will appropriately support this system of the Cabinet Office and each ministry.

○ Examples of the measures taken by private companies

The measures to deal with consultation from employees include the one provided by senior employees with excellent personality as specialized consultants; the consultation desk for employees as well as their family members; and a consultation desk where employees can consult with external experts such as lawyers.

Other initiatives include a round-table discussion where employees, who are taking childcare leave or planning to take it, can consult and exchange information with senior employees who have child-rearing experience.

## **2. Enhancement of Young Employees' Motivation**

### **(1) The Measures to Streamline Duties**

In the Cabinet Office and each ministry, general affairs department accepts proposals of the measures to streamline duties and improve workplace environments from individual employees.

With regard to this initiative, proposals have been actively taken up and widely disseminated as an instrument to improve organizational performance. This should continuously function as an effective tool to pick up valuable voices of employees from even outside of workplace.

At the same time, it is also essential that the tops of the organizations evaluate these proposals and send out a message that encourages further streamlining of duties for the purpose of further raising employees' awareness about business improvement.

If efforts to streamline duties reduce unnecessary work and facilitate business processing, and consequently reduce overtime work hours, young employees' dissatisfaction will be eliminated and their motivation for work will be increased.

○ Examples of the measures taken by private companies

The initiatives to realize proposals from employees and to enhance their motivation include the one to allow young employees to plan a project related to the movement to improve workplace atmosphere, which is combined with training, and to present it to the top of the organization; and to commercialize the adopted plans.

In addition, there is a tool in an in-house SNS (social networking service), where all the employees can access and post with photos what they have devised in performing their duties. Since contributions can be evaluated by viewers, such a visible evaluation leads to the enhancement of employees' motivation.

Furthermore, a company supports employees' voluntary activities that are in line with the philosophy, which the company expect the employees to observe, through giving endorsement as a corporate activity when requested by the employees regardless of the business relevance of those activities. The Company expects that this initiative will make employees like their own company, coworkers and products and will lead to innovation.

Moreover, a company distributes video messages from executives for the purpose of raising awareness, re-recognizing satisfaction with work and reducing a sense of distance with executives.

## **(2) The Initiatives Taking Advantage of Interviews for Personnel Evaluation**

Appropriate evaluation should be given to the employees who have demonstrated their abilities at the workplace in the public service workplace in spite of the constraints on their work style triggered by their involvement in childcare or nursing care. Additionally, evaluation should be made even on inexperienced young employees based on the abilities actually demonstrated and performance achieved by them instead of evaluating based only on insufficient experience.

Moreover, young employees are expected to come up with new measures and methods with flexible and innovative ideas even if they have little work experience. Partly for the purpose of encouraging these measures and methods, it is required to enhance motivation of young employees through actively evaluating these matters and encouraging them to work more actively.

As a measure for constructing such a framework, for example, an interview is carried out at the beginning of the term concerning performance evaluation in personnel evaluation between the employee concerned and his/her superior. At the interview, goals should be set through considering the challenges facing each department and aptitude of each employee; taking into account the circumstances of the employee; listening to the employee's intention; and sharing recognition based on sufficient communication.

It is often the case that setting typical and easily achievable goals of duties to the employees facing some sort of circumstances is regarded as consideration for these employees. It, however, may lower the motivation of these employees who take it that high expectations are not placed on their contribution to duties.

There is a tendency to consider that setting job-related goals, which can be achieved without feeling excessive pressures, to young employees will also make them feel a sense of accomplishment and raise their motivation as a result. Nevertheless, if the young employees feel that the level of goals is low, they regard that their ability is evaluated as such and may lose their motivation instead.

When setting goals, it is essential to identify each employee's ability as well as situation; to pay attention not to give too much burden on the employee; and to set ambitious job-related goals that may go beyond the knowledge and experience that the employee has had so far, instead of using a uniform ruler.

With this method, employees will be convinced of their job-related goals and engage in daily work. Thus, they are expected to perform their duties with motivation. Even if they have constraints on their work style, they will be able to fulfill their abilities under such circumstances.

Furthermore, it is critical to accurately evaluate the abilities demonstrated and the performances achieved by the employees in the personnel evaluation (competency evaluation and performance evaluation). It is also required to reflect the results appropriately in appointment and remuneration.

It is considered that the results of personnel evaluation will increase motivation of each employee, and then enhance the performance of the entire organization through effectively utilizing the results to develop and allocate personnel and to provide incentives for treatment.

For this reason, when conducting an end-of-term interview between a superior and an employee who proposed an idea to streamline duties or to improve a workplace environment, which produced effects to a certain

degree, the superior needs to tell the employee that such a performance is positively evaluated and further contribution is expected in order to bring out the motivation of the employee.

In addition, in the cases where an employee is expected to demonstrate the ability more in consideration of his/her potential or an employee seems to be withered due to constraints on the working style, it is necessary to inspire an attitude with which the employee engages in duties positively and actively by giving careful feedback to the employee and making him/her aware of his/her own potential.

Furthermore, it is deemed effective that a superior carefully explains his/her own policy regarding personnel development, such as the perspective on the improvement of the abilities and skills of each subordinate when an interview for personnel evaluation is held.

Through knowing the superior's perspective on development of the employee, the employee will develop a sense of security and understand the significance of engaging in the duties in charge.

At the same time, the interview offers an opportunity to think about future career. Therefore, it is also effective to listen to the employee's idea about career development at the interview.

In particular, under the circumstance where young and mid-level employees desire to ramp up their expertise and strengths, enhancement of expertise of the employees as administrators is indispensable for a better performance of organizations in the public service.

Accordingly, understanding the intention of the employees and reviewing the content of duties with a view to improving expertise will further raise awareness of medium- to long-term capacity building as well as career development.

○ Examples of the measures taken by private companies

A company takes measures to raise awareness of career development among managerial personnel and to communicate the necessity of career interviews at the training for managerial personnel based on the understanding that possibly more than a few managerial personnel have not been aware of career development and have not spoken to their subordinates about their career.

Another company provides career-related training for the employees, including young employees, in order to encourage them to have a career model from an early stage.

### **(3) Thorough Publication of Appropriate Utilization of Personnel Evaluation**

Before launching the initiatives described previously in (2), it is necessary to make managerial personnel fully understand the ideal status and methods of personnel evaluation.

Specifically, managerial personnel need to understand that personnel evaluation should be conducted based on the performance such as actually achieved results instead of the amount of overtime work; that the evaluation results should be reflected in appointment and remuneration; and that the evaluation should be used as a tool for HRD.

Furthermore, in addition to managerial personnel, it is necessary to make the employees subject to

evaluation fully understand the significance and objectives of personnel evaluation for the purpose of fostering their awareness of actively using personnel evaluation as a tool, for instance by conveying their thoughts to managerial personnel in setting job-related goals.

In particular, it is essential to make them recognize that interviews at the beginning and at the end of the term are not simply compulsory, rather that they are very effective in enhancing employees' ability and motivation through sharing awareness between the employee and the superior to set goals; and confirming the points to which the superior evaluated excellent and challenges for the future.

When it comes to personnel evaluations of managerial personnel, the results of the initiatives and measures related to the affairs under the jurisdiction tend to be focal points of evaluation from the perspective of ability and performance. In addition to them, it is also necessary to appropriately evaluate what they have achieved through their management.

The NPA, for the purpose of enhancement of employees' motivation on the process of personnel evaluation, will continue to ensure utilization of personnel evaluation for personnel development and other objectives through the implementation of the training to improve evaluation ability; the encouragement to the Cabinet Office and each ministry to promote the measures for a better understanding about the systems among the employees by taking advantage of the opportunities to explain the use of the results of personnel evaluation to appointment and remuneration to the officers in charge of personnel affairs.

○ Examples of the measures taken by private companies

Private companies also regard the interviews for personnel evaluation as valuable opportunities for having communication between superiors and subordinates. A company has conventionally carried out interviews three times in total, i.e., at the beginning, in the middle, and at the end of the term with the aim of managing operations. The interviews, however, were carried out only as formal opportunities where each other's thoughts could not be conveyed. Moreover, it took place less frequently, making it impossible to give feedback timely and sufficiently. For this reason, the company separately conducts one-on-one interviews with a frequency of once every two weeks to one month. In these interviews, a superior provides a subordinate with an opportunity to think about future career or brings up the potential and challenges of the subordinate.

Furthermore, another company implements training to give managerial personnel, who are superiors, a better understanding of how to communicate with their subordinates and how to give them feedback at interviews.

### **3. Improvement of Management Ability of Managerial Personnel**

#### **(1) Expansion of Subordinates' Ability**

The typical methods for decision-making in an organization are roughly divided into a top-down type and a bottom-up type. Selection of the appropriate type depends on various factors such as the content of the case and

the number of days until the deadline, and of course, it cannot be decided uniformly.

The advantages of the top-down type include speedy decision-making and accurate penetration of top-level decisions. If only this method is used for decision making, young and mid-level employees, who are subordinates, may lose their motivation, and employees always waiting for directions may be generated.

The recent workplace in the public service has been placed in a severe situation in terms of manpower. In addition to this, increasingly complicated and sophisticated administration makes it difficult to take sufficient time to decide policies. Accordingly, the top-down type tend to be largely used for decision making.

Whatever the decision-making method may be, managerial personnel should make decisions when things should be decided and are responsible for what they have decided. With a view to nurturing subordinates and improving organizational performance for the future, it is deemed appropriate to take a bottom-up approach where subordinates are encouraged to make proposals as much as possible, and policies are made based on such proposals.

In doing so, rather than simply empowering subordinates to make proposals, it is necessary to grasp sufficiently the actual situation of the subordinates such as their processing of duties on a daily basis; to identify the ability and the degree of burden of the employees concerned; to pay attention not to give too much burden on specific employees when sharing duties; and to empower subordinates in a way that enables individual employees to ramp up their abilities.

Even in a case where managerial personnel make a decision based on their idea which is different from that of the subordinates, they should explain the necessity and rationality of having made such a decision so that the subordinates can accept it.

## **(2) Daily Communication**

From now on, managerial personnel are required to be aware that there will be a large number of employees who have various circumstances, including childcare and nursing care, at any workplace; and that there are employees who want to enrich their private lives, for instance through interaction with people outside the workplace, and self-development. Based on such an awareness, managerial personnel need to consider plans related to business processing and personnel allocation in order to create a workplace environment that can cope with this situation.

Specifically, since the circumstances facing individual employees vary greatly, it is necessary for managerial personnel to fully understand the actual situation of the subordinates including their private lives along with their duties with due consideration to personal privacy.

Meanwhile, not all the subordinates positively accept the superiors who ask about their private lives at workplace lately. For this reason, managerial personnel usually take this approach negatively.

Nevertheless, apart from the matters having nothing to do with day-to-day duties, the circumstances such as childcare and nursing care have a considerable impact on the employees' work style. If employees are working with anxiety over such matters, they may be affected mentally such as leading to lack of concentration during

working time.

Therefore, managerial personnel need to actively capture the circumstances that their subordinates face. In doing so, it is essential to seek understanding from the subordinates by telling them that managerial personnel are gathering information not out of curiosity; and to build a relationship of trust on a daily basis so as not to create resistance from subordinates.

To that end, managerial personnel are required to actively communicate with their subordinates on a daily basis in addition to at an interview for personnel evaluation. For example, chatting during off-duty hours is also deemed effective. Other options may include creating of an environment that facilitates communication with managerial personnel through holding luncheons and social gatherings outside working hours while paying attention to the circumstances of family lives and giving consideration to the private time of the subordinates.

○ Examples of the measures taken by private companies

One of the initiatives to create opportunities for communication between superiors and subordinates is a survey with simple questions, which is conducted once a month. The superiors look at the replies and speak to the employees if there is a sign of change in their answers. Another initiative is to post a company newsletter on the in-house intranet and allow employees to post a comment anonymously on the messages from executives and department heads, and also allow other employees to see the comments from the employees and to make a comment on them.

Other initiatives include one in which a young employee provides an executive with support/ advice person-to-person concerning how to use in-house communication tools and the trends in specific fields. The executive can gain new awareness through interaction with the young employee. At the same time, the young employee can hear the management's visions in a timely manner, increase the motivation, and have a chance to communicate with other young employees who are participating in this initiative.

### **(3) Improvement of Own Management Style**

Almost all managerial personnel are deemed to be aware that they are responsible for management. On the other hand, it is demanded that they achieve results in day-to-day business processing as a player. Additionally, they are required to carefully handle even routine tasks so as not to make errors. Due to these situations, managerial personnel may fail to give their full attention to their subordinates.

This failure would be unavoidable in light of these circumstances of managerial personnel. Managerial personnel, however, need to be aware once again of the importance of management in order to improve the performance of the entire organization and to meet the expectations of subordinates whose growth they are related to. Moreover, while working on various issues related to administration, they also need to develop their subordinates and create a workplace environment where subordinates with diverse circumstances can fulfill their abilities.

In addition, managerial personnel have their own styles of management that have been cultivated from

their own experiences and cannot fit into a uniform manual, which itself should not be denied.

However, in the midst of the emergence of employees with various circumstances along with the diversification of values and growing awareness of career development among young employees, managerial personnel need to review their management on a daily basis and continue to improve it if necessary.

What was accepted as a strict instruction in the past may now be considered as “power harassment” if we look back on it once again. Managerial personnel may be required to change their management methods with the times even though the methods were once effective. They need to take a humble attitude to review them.

Moreover, there used to be an idea that superiors “speak with their back” meaning that subordinates naturally learn and grow if superiors show work performance to the subordinates without giving specific instructions verbally. This method, however, is no longer effective for personnel development amid increasingly complicated and sophisticated administration as well as diversified sense of value among young employees.

In addition, rapid progress has been made in information and communication equipment, which itself is greatly contributing to an efficient and rational business processing. On the other hand, there is a concern that this may result in less direct communication, which will make it difficult to understand what subordinates worry about in relationship with their work and what causes delay in business processing.

In particular, “listening attentively” to others is deemed critical for the management in the future. In other words, nothing is more important than establishing a relationship of trust by listening to the subordinates actively and discussing with each other so as not to cause misunderstanding.

In doing so, it is important to deepen the relationship by properly selecting a method, such as one-on-one dialogue, setting of discussion at each workplace and use of communication tools, according to the content of the talk and circumstances in each occasion.

The NPA will continue to support the improvement of management skills of managerial personnel through making various efforts such as featuring management in the training for managerial personnel. In addition to this, the NPA will make it mandatory to implement the training for Designated Service officials and Division Director level officials at HQ to prevent sexual harassment; and establish a consultation desk in the NPA to provide people outside of the public service with consultation services concerning sexual harassment committed by public employees. With regard to “power harassment”, the NPA will study measures to be taken in the public service by listening to experts.

○ Examples of the measures taken by private companies

One of the initiatives to improve the management by managerial personnel is to raise their awareness through gathering managerial personnel to provide them with opportunities to discuss their daily challenges and how to deal with them and to listen to how other managerial personnel, who are colleagues, are dealing with the challenges. Another initiative is to conduct a survey of subordinates concerning managerial personnel. The results of the survey are reported from the human resources department to the superiors of the managerial personnel concerned, and the superiors give instructions to the managerial personnel.



## **Conclusion**

This report features complaint consultation, which is handled as the complaint consultation work of the NPA and shares the concrete consultation cases. In addition, a complementary survey was conducted targeting young and mid-level employees and managerial personnel with the aim to explore the worries and dissatisfaction that the employees have in relation to working at the workplace along with the causes of these problems.

Moreover, in the report, NPA makes efforts to reveal the issues that the workplaces in the public service face; to indicate what to do to deal with the issues; and to suggest the measures to address them.

As a result of analyzing the contents of the complaint consultation this time, it is found that the emergence of employees with various circumstances, such as childcare and nursing care, are not necessarily being handled sufficiently at each workplace and by managerial personnel.

The report also suggests that young and mid-level employees feel anxiety about their career and are anxious to know about their evaluation; but that they are not given sufficient explanation on their development from the managerial personnel or interviews for personnel evaluation are not conducted properly.

These are the issues that need to be addressed by each workplace and each managerial personnel. But the first thing to do is to recognize them as their issues; and then, all the workplaces and managerial personnel should work together to deal with them.

In response to the issues underscored as above, this report clarifies the necessity to deal with the followings: (1) How to enable employees with various circumstances to fulfill their abilities and enhance the motivation under the circumstance with limited organizations and manpower; (2) How to communicate with and develop young and mid-level employees who have more diversified sense of values and are increasingly aware of career development; and (3) The points that should be particularly noted under the circumstance where the management ability of managerial personnel is demanded more than ever.

On that basis, the recommendations are made on (1) the development of a workplace environment with an open atmosphere where employees can talk about anything; (2) the need of personnel evaluation that emphasizes human resources development; and (3) the establishment of a relationship of trust through daily communication with subordinates.

It would be grateful if this report would be useful as a reference for each workplace and managerial personnel for creating a workplace environment where individual employees can fully demonstrate their abilities and work with motivation.

In an effort to assist that, the NPA will continuously endeavor to publicize the complaint consultation system to promote its utilization. At the same time, as part of the initiatives to create a workplace environment friendly to employees, the NPA will strive to disseminate the work-life balance support systems; to ensure the use of personnel evaluation with an emphasis on human resource development; and to improve the training to ramp up the management skills of managerial personnel.

## **Part 3. NPA Activities in FY2018**

### ***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**

To cope with the increasingly complicated, sophisticated and globalized administrative issues, it is important to secure human resources who can respond to changing societies as servants of all citizens. 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.

## **Section 2. Recruitment Examinations**

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

The NPA conducted 28 types of recruitment examinations on 31 occasions in FY2018. 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 ① the Examination for Comprehensive Service to initially appoint officers engaging in the duties concerning planning policies or research and study (2 types: Examination for graduate students and Examination for university graduate level); ② the Examination for General Service to initially appoint officers engaging mainly in routine work (3 types: Examination for university graduate level, Examination for high school graduates and Mid-career Recruitment Examination (for entry-level)); ③ the Examination for Specialists to initially appoint officers engaging in the duties that need specialized knowledge in a specific field of administration (15 types: Examination for National Taxation Specialists, Examination for Labor Standard Inspectors and so on); and ④ the Examination for Experienced Personnel to initially appoint personnel with experience in private companies to government positions at unit chief level and above (8 types in total including that for Unit Chief level [administrative category]).

**Table 1 National Public Employee Recruitment Examinations Conducted in FY2017/2018  
(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)	2018	2,181	588	639	158	3.4	
			2017	2,470	630	624	153	4.0	
		Examination for Graduate Students (legal division)	2018	22	3	11	2	2.0	
			2017	23	7	12	3	1.9	
		Examination for University Graduate Level (except liberal arts division)	2018	17,428	6,324	1,158	330	15.1	
			2017	18,121	6,591	1,254	331	14.5	
		Examination for University Graduate Level (liberal arts division)	2018	2,928	1,036	145	38	20.2	
			2017	2,811	968	135	26	20.8	
		Examination for General Service	Examination for University Graduate Level	2018	33,582	12,036	7,782	2,639	4.3
				2017	35,142	12,391	7,205	2,435	4.9
	Examination for Specialists	Imperial Guards (university graduate level)	2018	1,476	350	72	15	20.5	
			2017	1,758	395	42	8	41.9	
		Ministry of Justice Specialists (human science)	2018	2,366	887	475	228	5.0	
			2017	2,525	915	346	139	7.3	
		Financial Specialists	2018	3,529	1,224	526	180	6.7	
			2017	4,297	1,444	527	177	8.2	
		National Taxation Specialists	2018	15,884	5,745	3,479	1,277	4.6	
			2017	16,168	5,727	3,341	1,255	4.8	
		Food Sanitation Inspectors	2018	496	270	62	30	8.0	
			2017	513	294	67	36	7.7	
		Labor Standard Inspectors	2018	4,045	1,296	612	215	6.6	
			2017	3,711	1,132	478	147	7.8	
	Air Traffic Control Officers	2018	1,015	418	133	62	7.6		
2017		1,045	441	138	63	7.6			
Examination for Experienced Personnel			2018	2,921	708	353	84	8.3	
			2017	2,636	631	342	75	7.7	
Subtotal			2018	87,873	30,885	15,447	5,258	5.7	
			2017	91,220	31,566	14,511	4,848	6.3	
High school graduate level	Examination for General Service	Examination for High School Graduates	2018	14,455	4,874	3,289	1,205	4.4	
			2017	13,958	4,545	2,690	962	5.2	
		Mid-career Recruitment Examination (entry level)	2018	402	68	16	4	25.1	
			2017	449	69	18	1	24.9	
	Examination for Specialists	Imperial Guards (high school graduate level)	2018	555	198	23	9	24.1	
			2017	520	122	12	4	43.3	
		Prison Officers	2018	5,027	1,146	1,009	222	5.0	
			2017	5,263	973	992	248	5.3	
		Immigration Control Officers	2018	2,072	558	185	52	11.2	
			2017	2,193	516	79	15	27.8	
		Tax Officers	2018	8,011	2,517	1,496	576	5.4	
			2017	8,592	2,488	1,469	528	5.8	
		Aeronautical Safety College Students	2018	663	241	106	34	6.3	
			2017	666	213	102	29	6.5	
		Meteorological College Students	2018	418	87	32	2	13.1	
			2017	404	105	44	6	9.2	
		Japan Coast Guard Academy Students	2018	504	93	81	14	6.2	
			2017	583	106	81	20	7.2	
		Japan Coast Guard School Students	2018	3,650	547	592	98	6.2	
	2017		3,909	491	532	82	7.3		
	Japan Coast Guard School Students (special)	2018	5,970	1,507	1,028	285	5.8		
		2017	6,513	1,483	850	216	7.7		
	Subtotal			2018	41,727	11,836	7,857	2,501	5.3
			2017	43,050	11,111	6,869	2,111	6.3	
Total			2018	129,600	42,721	23,304	7,759	5.6	
			2017	134,270	42,677	21,380	6,959	6.3	

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

Qualification	Type of examination	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
			Male	Female	Male	Female	
University graduate level	MOFA Specialist Personnel	2018	490	242	49	23	10.0
		2017	386	186	48	26	8.0

**(Part 3) Total**

Qualification	FY	No. of Applicants (A)		No. of successful candidates (B)		Ratio (A/B)
		Male	Female	Male	Female	
University graduate level / Graduate students	2018	88,363	31,127	15,496	5,281	5.7
	2017	91,606	31,752	14,559	4,874	6.3
High school graduate level	2018	41,727	11,836	7,857	2,501	5.3
	2017	43,050	11,111	6,869	2,111	6.3
Total	2018	130,090	42,963	23,353	7,782	5.6
	2017	134,656	42,863	21,428	6,985	6.3

**(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

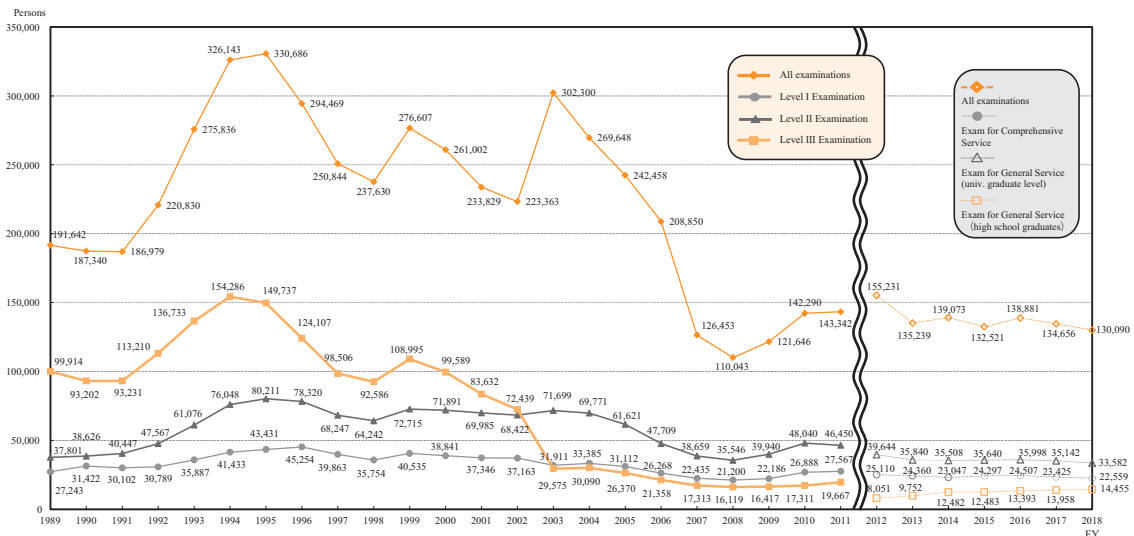
The overview of the recruitment examinations conducted in FY2018 is presented in Table 1.

The number of applicants for examinations conducted by the NPA and the MOFA was 130,090; representing a decrease of 4,566 (3.4%) from that in FY2017. As for examinations for the university graduate level (including those for graduate students), the number was 88,363; a decrease of 3,243 (3.5%) from that in FY2017, while the number of applicants of examinations for the senior high school graduate level was 41,727; a decrease of 1,323 (3.1%) from that in FY2017.

The total number of successful candidates for examinations conducted by the NPA and the MOFA was 23,353, representing an increase of 1,925 (9.0%) from that in FY2017.

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 5.7, lower than 6.3 of FY2017, while the success ratio for the senior high school graduate level examination was 5.3, lower than 6.3 of FY2017.

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



#### B. The Situation by Type of Examination

##### (a) Examination for Comprehensive Service

i) The number of applicants of the examinations for Comprehensive Service conducted in spring was; 2,181 for graduate students, representing a decrease of 289 (11.7%) from that in FY2017; 17,428 for university graduate level, representing a decrease of 693 (3.8%) from that in FY2017; and 19,609 in total, representing a decrease of 982 (4.8%) from that in FY2017.

The number of female applicants was 588 for graduate students, 6,324 for university graduate level, and 6,912 in total. The rate of women among all applicants was 35.2% that is more than 30% during seven successive

years and the highest rate from the introduction of the examinations for Comprehensive Service.

The number of successful candidates was 639 for graduate students, 1,158 for university graduate level, and 1,797 in total, representing a decrease of 81 (4.3%).

The number of successful female candidates was 158 for graduate students, 330 for university graduate level, and 488 in total. The rate of women among all successful candidates was 24.7% for graduate students, 28.5% for university graduate level, and 27.2% in total and the rate of women among all successful candidates in total was the highest rate in the past.

ii) The number of applicants for the Examination for Graduate Students (legal division) conducted in autumn was 22, representing a decrease of 1 (4.3%), and the number of successful candidates was 11, representing a decrease of 1 (8.3%) from that in FY2017.

The number of female applicants was 3, representing a decrease of 4 (57.1%), and the rate of women among all applicants was 13.6%, 16.8 points down from that in FY2017. The number of female successful candidates was 2, representing a decrease of 1 (33.3%), and the rate of women among all successful candidates was 18.2%, 6.8 points down from that in FY2017.

The number of applicants for the Examination for University Graduate Level (liberal arts division) was 2,928, representing an increase of 117 (4.2%), and the number of successful candidates was 145, representing an increase of 10 (7.4%). The number of applicants and successful candidates for University Graduate level (liberal arts division) were the highest rate compared to the past.

The number of female applicants was 1,036, representing an increase of 68 (7.0%), and the rate of women among all applicants was 35.4%, 1.0 points up from that in FY2017. The number of successful female candidates was 38, representing an increase of 12 (46.2%), and the rate of women among all successful candidates was 26.2%, 6.9 points up from that in FY2017. The number of female applicants, the rate of women among all applicants, the number of successful female candidates, and the rate of women among all successful candidates were the highest compared to the past.

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

As shown in Table 1, the total number of applicants was 33,582, representing a decrease of 1,560 (4.4%) and the number of successful candidates was 7,782, representing an increase of 577 (8.0%) from that in FY2017.

The number of female applicants was 12,036, representing a decrease of 355 (2.9%), and the rate of women among all applicants was 35.8%, 0.5 points up from that in FY2017. The number of successful female candidates was 2,639, representing an increase of 204 (8.4%), and the rate of women among all successful candidates was 33.9%, 0.1 points up from that in FY2017.

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

As shown in Table 1, the total number of applicants was 14,455, representing an increase of 497 (3.6%), and the number of successful candidates was 3,289, representing an increase of 599 (22.3%) from that in FY2017.

The number of female applicants was 4,874, representing an increase of 329 (7.2%), and the rate of women among all applicants was 33.7%, 1.1 points up from that in FY2017. The number of successful female candidates was 1,205, representing an increase of 243 (25.3%), and the rate of women among all successful candidates was 36.6%, 0.8 points up from that in FY2017.

#### **(d) 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 FY2018, 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, there was one applicant who applied for the Examination for General Service (for high school graduates).

For the examination with extended answering time, there was one applicant who applied for the Examination for General Service (for university graduate level).

Regarding tests with enlarged text, one applicant each applied for the Examination for Comprehensive Service (for university graduate level) and the Examination for General Service (for university graduate level).

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: 99.6%), 0.2 points higher than that of FY2017.

### **Section 3. Appointment**

#### **1. The Initial Appointment in FY2018**

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 FY2018 were in the lists made based on the results of



recruitment examinations conducted in FY2017.

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 FY2018 survey covers the incumbent employees in FY2017.

### **(1) Incumbency**

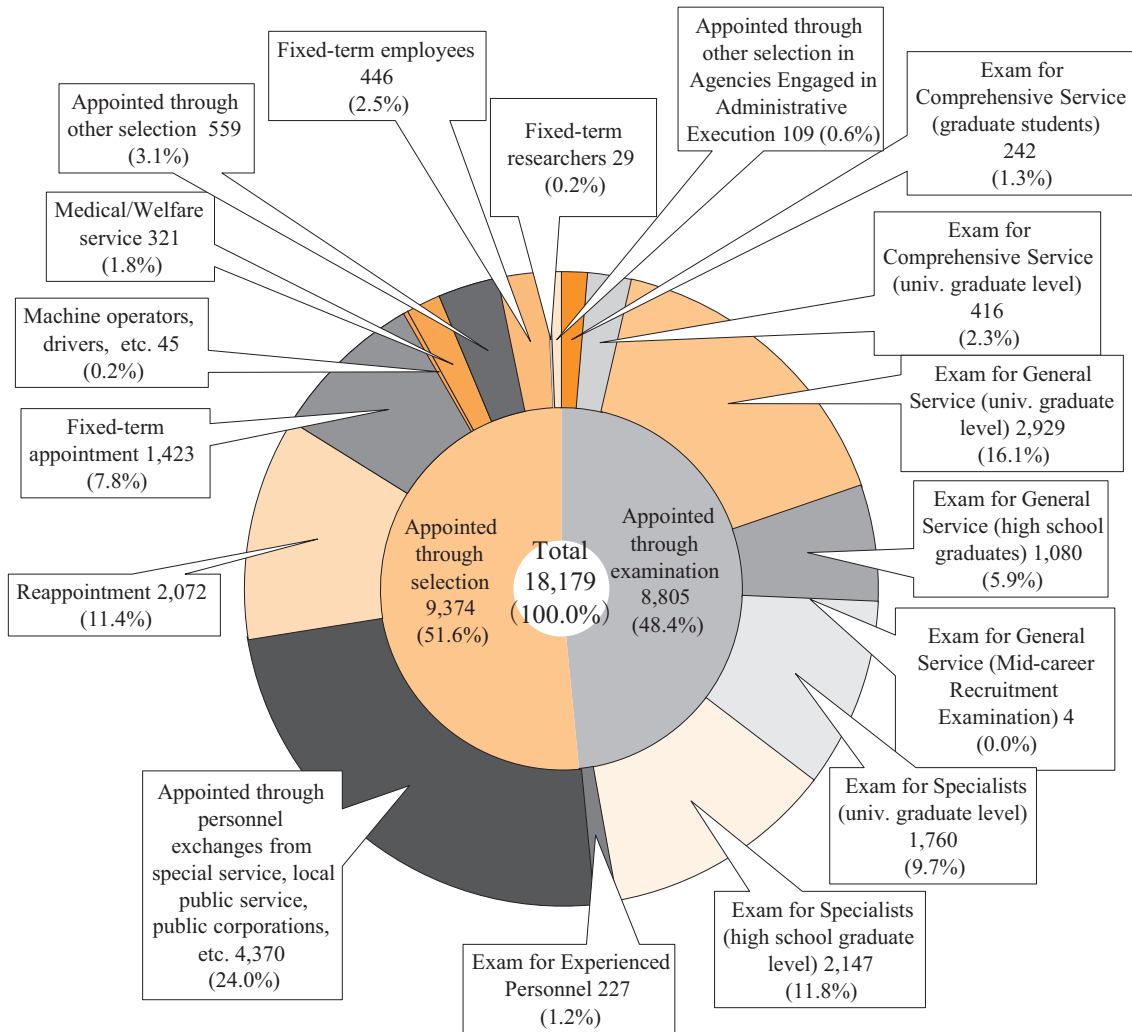
As of Jan. 15, 2018, the number of incumbent regular service employees was 279,463, which included personnel on administrative leave, full-time personnel on administrative leave engaged exclusively in the business of employee organizations, personnel dispatched to international organizations, personnel 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 882 more than that of 2017.

Men were 225,272 (80.6%) and women were 54,191 (19.4%).

### **(2) Initial Appointment**

The total number of those who were initially appointed in FY2017 was 18,179 (13,488 men and 4,691 women), which represented an increase of 484 (increases of 335 men and of 149 women) from that of FY2016. Recruits through competitive examinations numbered 8,805, while recruits through other selection processes numbered 9,374, including 2,072 who were re-appointed employees, 1,898 who were fixed-term employees, 4,370 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, 925 who were appointed through other selection in national organs, and 109 who were appointed through other selection in Agencies Engaged in Administrative Execution.

**Figure 2 New Recruits by Type of Entry (FY2017)**



The numbers of recruits by competitive examinations in FY2017 by the types of examinations were as follows: the Examination for Comprehensive Service (for graduate students): 242 (2.7% of those appointed through the examination [the same applies to the following figures in parentheses]), the Examination for Comprehensive Service (for university graduate level): 416 (4.7%), the Examination for General Service (for university graduate level): 2,929 (33.3%), the Examination for General Service (for high school graduates): 1,080 (12.3%), the Examination for General Service (for mid-career recruitment examination): 4 (0.0%), the Examination for Specialists (for university graduate level): 1,760 (20.0%), the Examination for Specialists (for high school graduate level): 2,147 (24.4%), the Recruitment Examination for Experienced Personnel: 227 (2.6%).

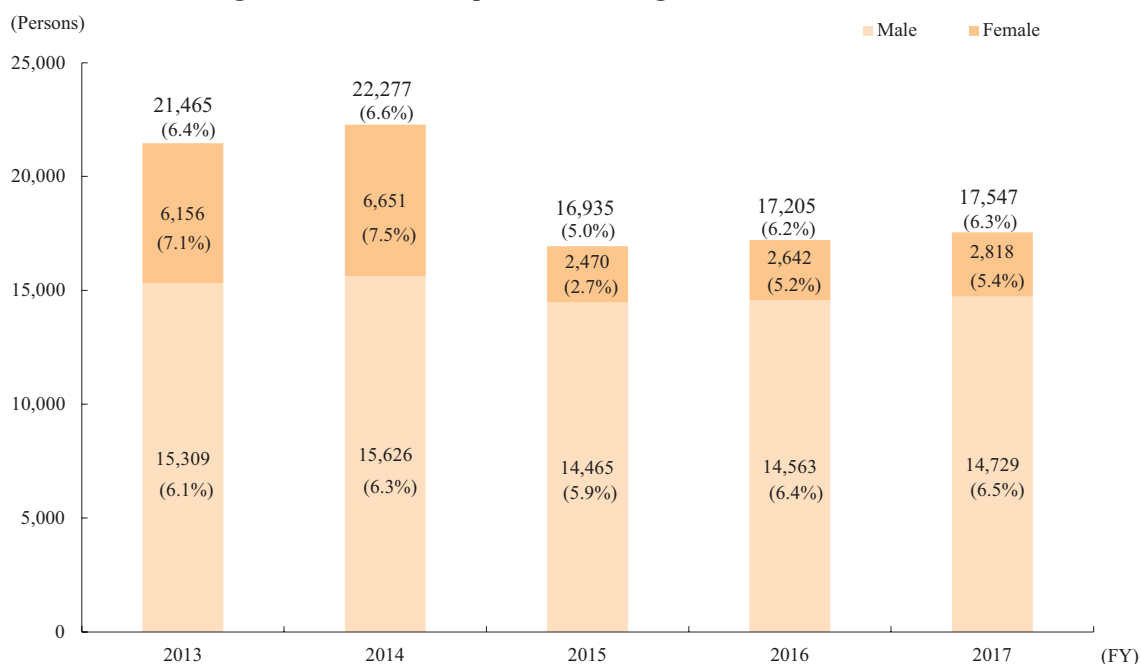
### (3) Separation

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

The total number of separation in FY2017 was 17,547 (14,729 men and 2,818 women), representing an increase of 342 (166 men and 176 women) from that of FY2016.

Separation rate in FY2017, which was calculated as the ratio of the number of separations in FY2017 to the number of incumbents as of Jan. 15, 2017, was 6.3% (6.5% for men and 5.4% 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 2,455 as of Mar. 31, 2019. The NPA received reports on 442 persons and consultations on 2 persons from the ministries regarding the initial appointment, promotion, etc., to the specified government positions during FY2018.

#### **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. In FY2018, however, the commissioners were not asked their opinions.

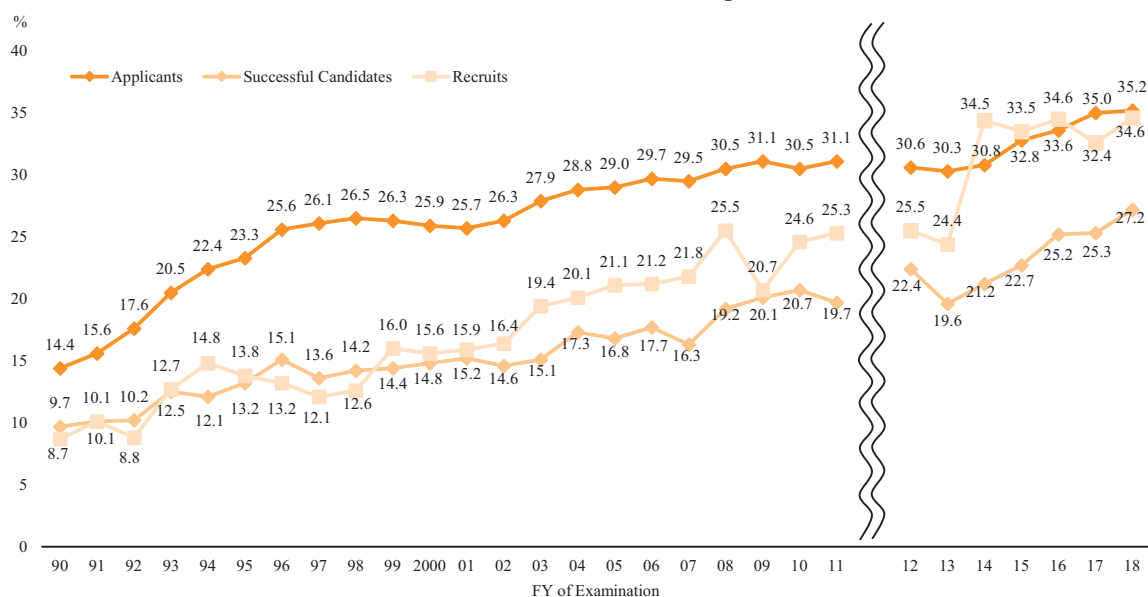
#### **5. Enlargement of Initial Appointment and Promotion of Female National Public Employees**

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.

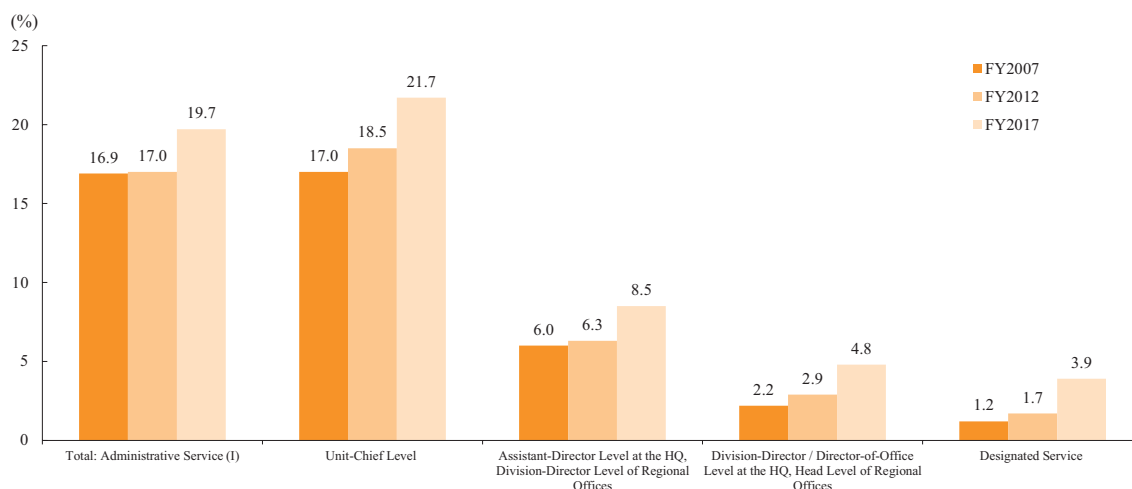
In FY2018, the rate of female applicants of the Examination for Comprehensive Service (excluding legal division and liberal arts division) was 35.2%, and that of the General Service (for the university graduate level) was 35.8%. Both of the rates were the highest after the revision of examination in FY2012. The rate of women appointed in FY2018 was 34.6% and the rate of women among those who were offered an appointment in FY2019 is 34.6%. Further efforts should be continuously made to secure human resources in cooperation with the ministries, for the purpose of attracting competent female students to the public service.

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



With regard to promotions to managerial positions, the ratio of female officials in each senior position was the highest in FY2017 in the past as illustrated in Figure5. 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 (three times a year), the unit chief level (three times a year) and the assistant director level (twice a year), with a view to contributing to the promotion of “planned trainees.” In FY2018, 116 employees from 25 ministries participated in the officer level courses, 121 employees from 23 ministries participated in the unit chief level courses, and 72 employees from 26 ministries participated in the assistant director level courses.

In order to give opportunities for overseas training to employees appointed through the Level II and III Examinations who have until now had few opportunities for overseas assignment or overseas training and to improve their fundamental knowledge so as to deal with the globalization of administration, 4 employees selected from participants in the Administrative Training (special course for the unit chief level) were dispatched for overseas training through a special framework of the Short-Term Overseas Fellowship Program in FY2018.

At the end of FY2017, there were a total of 256 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 24 were appointed to posts in Designated Service, 121 to division directors at the HQ, 37 to heads of local branch offices, and 74 to officials of the Ministry of Foreign Affairs (ambassadors / consuls general).

## **7. 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 FY2018.

**Table 2 The Number of Dispatched Employees in FY2018**

(Unit: persons)

Dispatch Destinations	Number of Dispatched Employees
Law Schools	27 (23)
Part-time based dispatch	11 (7)
Full-time based dispatch	16 (16)
Tokyo Organising Committee of the Olympic and Paralympic Games	57
Rugby World Cup 2019 Organising Committee	13
Fukushima Soso Reconstruction Corporation	47

(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, 44 personnel were appointed in FY2018.

### 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, 488 personnel were appointed in FY2018.

### **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 FY2018, 22 researchers were appointed for type (i) and 23 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.

No one was appointed to a government position at officer level under the category (a), and no one was appointed under the category in (b), either.

### **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.

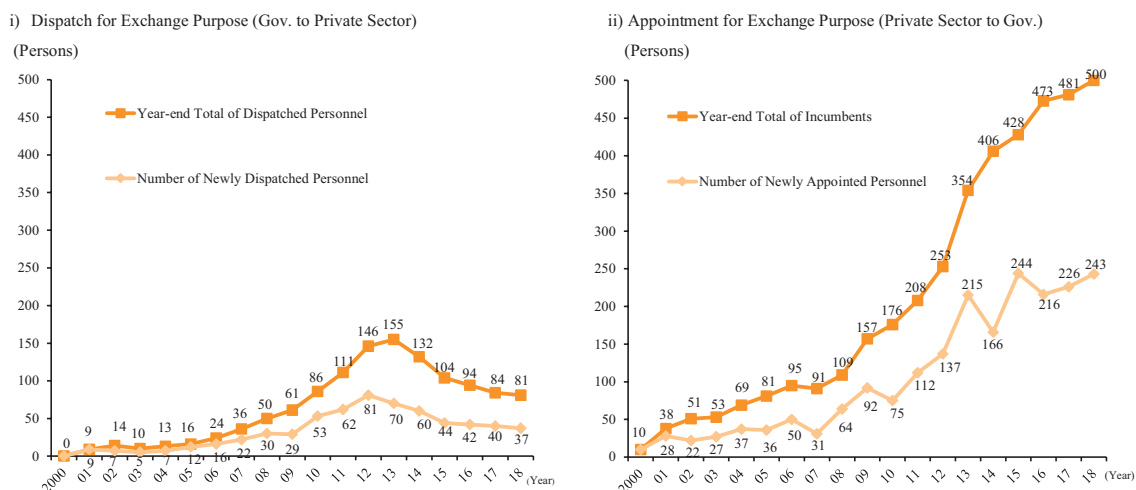
On Mar. 27, 2019, the NPA submitted a report based on Article 23, Paragraph (2) of the said Act to the Diet and the Cabinet concerning the state of personnel exchange between the government and the private sector carried out in 2018.

In 2018, 120 officials were dispatched for exchange purposes, and 717 personnel were appointed for exchange purposes. During the period between 2016 and 2018, 142 officials returned to their original duties from the dispatch for exchange purposes.



In 2018, 37 officials were newly dispatched from the government to the private sector for exchange purposes, and 243 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 FY2018, 9 persons were dismissed and no person was demoted. Among the reasons for dismissal, the leading reason was “Lack of Qualifications Required for Government Positions” (5 persons). (Reference 1)

**Reference 1 Status of Demotions / Dismissals against Employee’s Will in FY2018**

(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	1 (2)	3 (4)	5 (4)	0 (0)	9 (10)

(Notes) 1. The numbers in parentheses indicate the numbers in FY2017.  
 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, 2018, 1,653 employees were on administrative leave. Among them, 1,292 employees (78.2%) were on administrative leave due to illness. (Reference 2)

**Reference 2 Status of Administrative Leave (as of Jul. 1, 2018)**

(Unit: Persons)

Need to get long-term rest due to mental/physical disorders	Injury/disease related to accidents on duty	1	(2)
	Injury/disease related to accidents while commuting	5	(5)
	Tuberculosis	0	(1)
	Diseases other than tuberculosis	1,286	(1,246)
	Subtotal	1,292	(1,254)
Indictment on criminal charges	4	(4)	
Research engagement, etc.	357	(365)	
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)	
<b>Total</b>	<b>1,653</b>	<b>(1,623)</b>	

(Notes) The numbers in parentheses indicate the numbers as of Jul. 1, 2017.

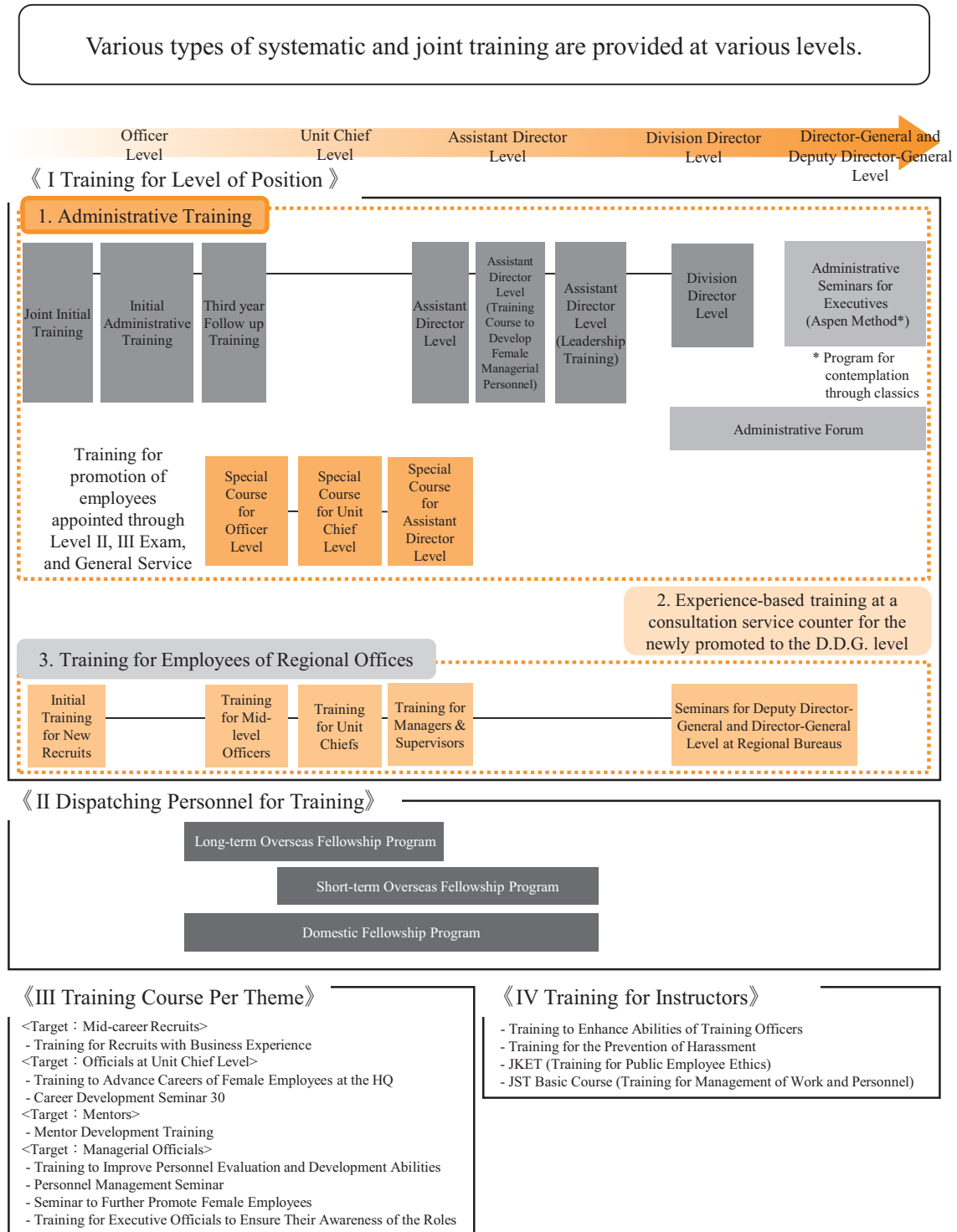
**3. Pay Reduction**

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 FY2018, 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 199 training courses for employees of each ministry in which a total of 8,168 regular service employees (a total of 9,399 including special service employees) participated in FY2017. 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 42 training courses at 35 organizations in FY2018.

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

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

The NPA conducts four-day Third Year Follow-up Training for employees who, in principle, participated in the Initial Administrative Training explained in (2), are in their 3rd year 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 five courses of four-day training targeting personnel at the assistant director level at the HQ in charge of operations such as policy planning who were promoted to this level over the past year in general.

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

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

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

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

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

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

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

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

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

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

From Aug. 2018 to Jan. 2019, the NPA conducted one leadership training course for a total of 13 days, targeting officials at the assistant director level at the HQ, who are expected to play a central role as executive officials at the HQ.

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

The NPA conducted four courses targeting officials at the division director level at the HQ in FY2018, including the course to dispatch trainees to China and the one to visit 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. The NPA implemented three of these courses in FY2017.

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

The NPA conducts this course for personnel at the unit chief level at the HQ who were initially appointed through the Level II or III Examinations and whom each ministry are planning to systematically foster as future executive officials. The NPA implemented three courses in FY2018.

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

The NPA conducts this course for personnel at the assistant director level at the HQ who were initially appointed through the Level II or III Examinations and whom each ministry is planning to systematically foster as future executive officials. The NPA implemented two courses in FY2018.

**(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. The NPA implemented six forums in total in FY2018.

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

The NPA conducted one course called Administrative Seminar for Executives (Aspen Method) for personnel at the deputy director-general level and lead division director level at the HQ for three days in FY2018. The Aspen Method is a method of training conducted by the Aspen Institute in the US. It is thinking-based training using various classics, aiming at training high-level leadership through conversations among participants.

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

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

In FY2018, 85 persons from 23 organizations participated.

### **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 149 researchers were dispatched in FY2018 including two being dispatched to a doctoral course.

**Table 3 Number of Personnel Dispatched Under the Long-term Overseas Fellowship Program in FY2018**

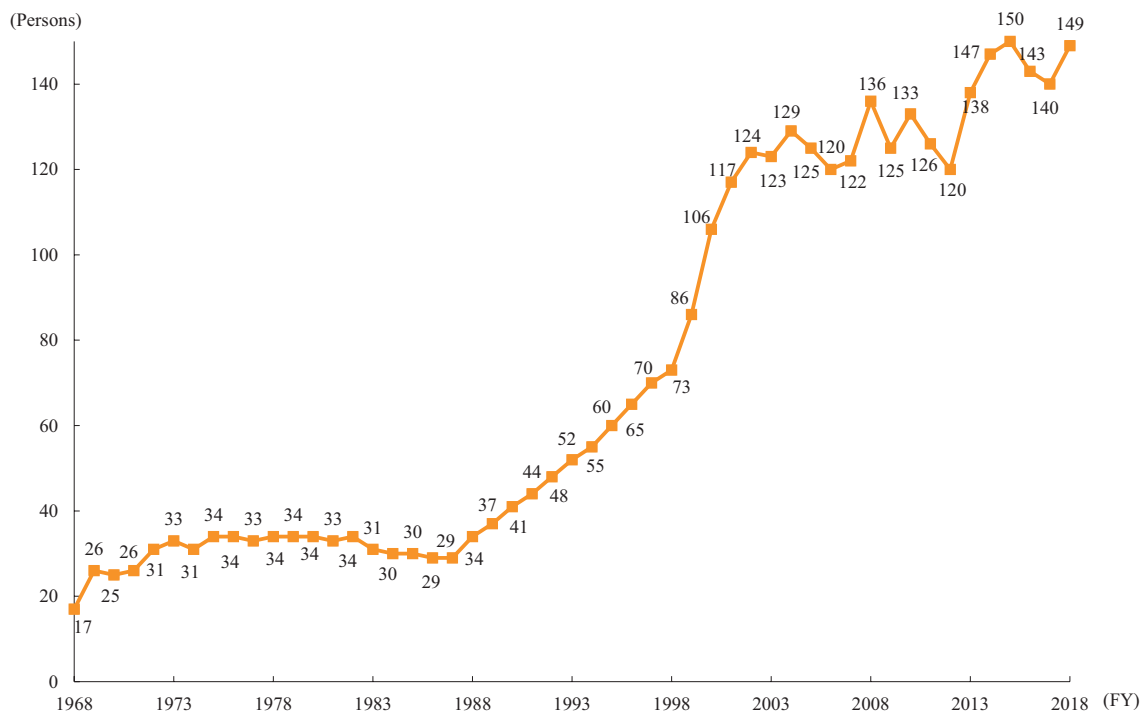
(Unit: persons)

US	UK	France	Germany	Australia	Canada	Singapore	Total
97 (1)	39 (1)	4	4	2	2	1	149

(Notes) The numbers in parentheses indicate the numbers of the researcher who was dispatched to a doctoral course.

A total of 3,784 researchers have been dispatched since FY1966, when the program started, until FY2018. The number of newly dispatched researchers has increased steadily since FY1987 and has been at least 120 per year since FY2002.

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



The breakdown of the total number of researchers by country (region) is: US: 2,742, UK: 643, France: 172, Germany: 83, Canada: 51, Australia: 33, China: 23, Singapore: 13, the Netherlands: 9, Korea: 5, and others: 10. The NPA makes efforts to diversify the countries to dispatch officials to in collaboration with the embassies of various countries, National University of Singapore and Paris Institute of Political Studies.



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

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

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

In FY2018, 19 researchers were dispatched. The breakdown by country is in Table 4.

A total of 1,515 researchers were dispatched from FY1974, when the program started, to FY2018. The breakdown by country (region) is: US: 719, UK: 307, Australia: 98, France: 68, Germany: 61, Canada: 55, and others: 207.

**Table 4 Number of Personnel Dispatched Under the Short-term Overseas Fellowship Program in FY2018**

(Unit: persons)

US	Belgium	France	UK	Germany	Korea	Singapore	Switzerland	Total
8	3	2	2	1	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 FY2018, the NPA dispatched one researcher each to the graduate school of the Tokyo University of Marine Science and Technology and the National Graduate Institute for Policy Studies.

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

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

The personnel dispatched are administrative officials at the ranks of 1st grade to 6th grade on Admin (I) (or the equivalent rank when other salary 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 FY2018, 9 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 FY2017, 47 employees (including 16 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 and debate," which provides lectures with the aims 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. The NPA's officials work as instructors so that managers from each ministry can raise their evaluation ability adequately and utilize it for developing their subordinates. The NPA conducted 18 courses and 784 employees participated in them in total in FY2018.

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

The NPA has carried out the Personnel Management Seminar since FY2010 targeting managerial personnel. The purpose of this seminar is to promote/support efforts of the Cabinet Office and each ministry to develop human resources through offering participants the opportunities to confirm key points that managerial personnel should keep in mind when making improvement to enable their subordinates to fulfill their abilities; as well as the opportunities to develop mutually by sharing experiences and exchanging opinions. The NPA conducted 6 seminars and 323 employees participated in them in total in FY2018.

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

As part of measures to further promote female employees, the NPA has conducted the seminar to further

promote female employees since FY2014, which takes place at the HQ and regional bureaus of the NPA targeting managerial officials. The objective of this seminar is to raise awareness of managerial officials who are responsible for human resource management / development at each workplace with a view of reviewing the factors which prevent the promotion of female employees in each ministry and creating an environment to promote female employees. The NPA conducted 10 seminars and 305 employees participated in them in total in FY2018.

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

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

The NPA implemented two courses in FY2018 targeting the employees recruited through similar appointment styles. The participants totaled 131 employees from 26 organizations. In addition, the NPA carried out the follow-up training after six months, in which a field trip to the public service was designed, targeting the employees who had participated in the said training above. The participants totaled 27 employees from 9 organizations.

#### **(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.

The NPA conducted 11 courses and 381 employees participated in them in total in FY2018.

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

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

The NPA conducted 11 courses and 501 employees participated in them in total in FY2018.

#### **(7) Training for Executive Officials / Managerial Personnel**

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. Among them, the training targeting

newly appointed officials at the Deputy Director-General level were carried out twice attracting 86 participants in total, and the training for officials at the Director-General level was carried out once attracting 39 participants.

### **(8) Career Development Seminar 30**

As described in Part 1, “Career Development Seminar 30” was newly developed with a view to supporting career development of employees at the Unit Chief level in their 30s. The seminar was held on a trial basis four times in total (including one follow-up seminar), and 97 employees from 31 organizations participated in the seminar.

## **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 FY2018.

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

Name of Training Programs	Objectives	Duration (Unit: days)	Number of Implementation (Unit: times)	Participants (Unit: persons)
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.	1	1	36
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.	1	9	461
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.	3	5	92
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.	4	5	86

## **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 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**

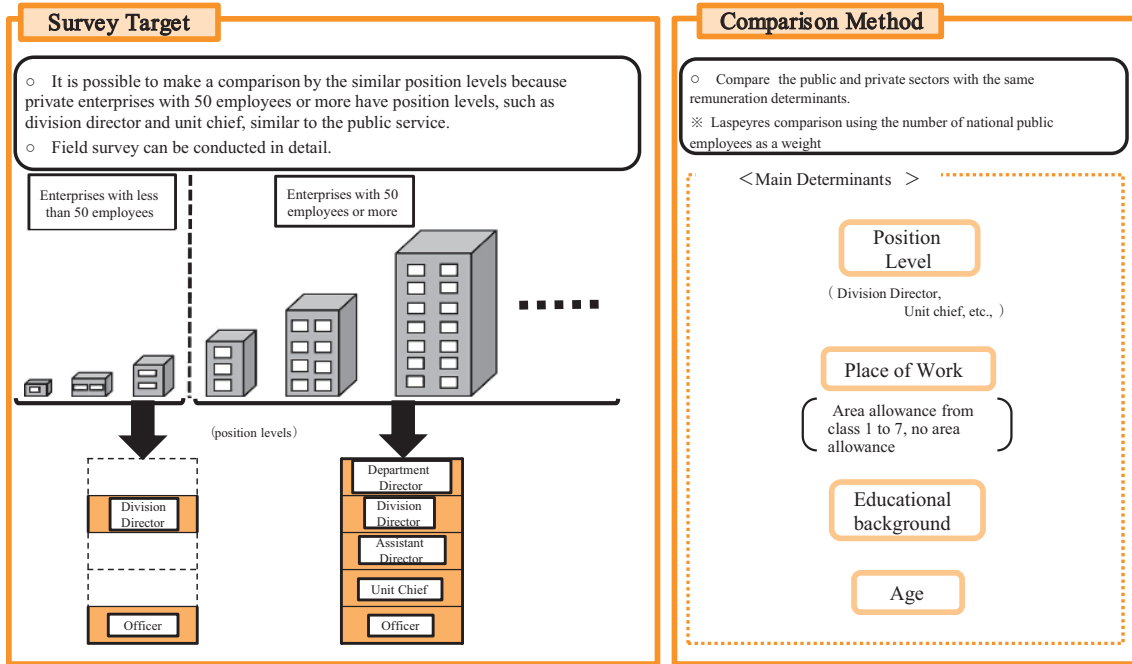
The reasons why the NPA makes a recommendation based on the above principle is as follows. National public employees are workers to whom the proper amount of remuneration needs to be paid as compensation for their work. Unlike the private sector, there is no limitation in the form of the market acting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

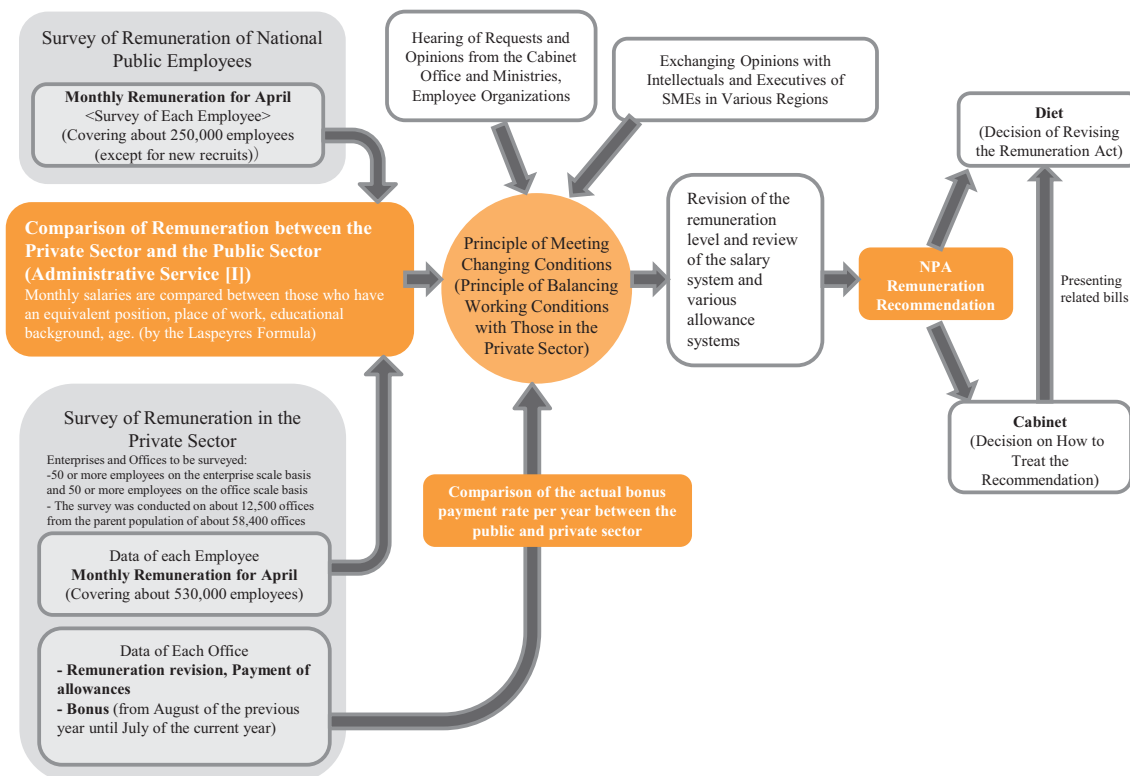
[Comparison of Monthly Wages]

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. 2018 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. 10, 2018. 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

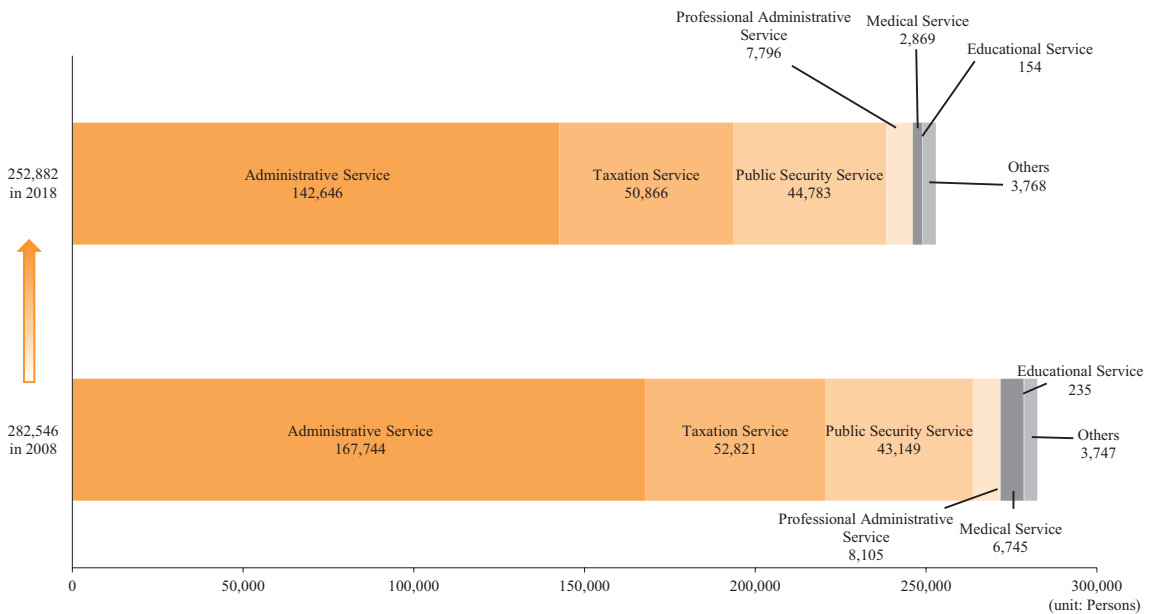
The outline of results of the 2018 Survey of National Public Employees is as follows.

**(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. 30,000 from 2008.

The average age is 43.1, which is 0.1 year younger than that in 2017.

**Figure 11 Number of Employees by Job Type in 2018 and 2008**



- (Notes) 1. The “Number of Employees” refers to the incumbent employees as of April 1 of each year (excluding new recruits, reappointed employees, those on administrative leave, those who are dispatched to other organizations, and those who work at diplomatic establishments abroad).
2. In the “Administrative Service,” the numbers of employees under the Administrative Service (I) were 140,093 (55.4%) in 2018, and 162,960 (57.7%) in 2008.

**(2) Remuneration of Employees**

The average remuneration amount per month and the receipt status of various allowances as of Apr. 1, 2018, 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	339,120	329,845
Area Allowance	42,546	43,062
Managerial Allowance	11,883	12,481
Family Allowance	10,649	10,429
Housing Allowance	5,453	5,893
Others	7,529	9,230
Total	417,230	410,940

(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 who engage in duties similar to public duties.

##### (1) Outline of the 2018 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 58,351 offices were targeted.

###### B. Private Sector Offices Actually Surveyed

A total of 12,479 private sector offices were randomly selected from all offices the Survey covered, by stratifying them into 914 groups by prefecture and cabinet-order-designated cities and also by organization, scale and industry, using the stratified random sampling method.

###### C. Survey Method and Content

The Survey was jointly conducted with personnel commissions of prefectures and cabinet order-designated cities during the period from May 1 to Jun. 18, 2018, by way of site surveys held at the offices on monthly wages paid for the month of Apr. 2018.

###### D. Calculation Method

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

to obtain the population again.

## **(2) Results of the 2018 Survey**

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

10,896 offices (a completion rate of 88.2%)

### **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 479,937 employees in the job types equivalent to the ones subject to Admin (I) (33,313 employees for the initial salary survey and 446,624 for other surveys); and 54,194 employees in other job types (2,865 employees for the initial salary survey and 51,329 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 4,043,463. Among them, 3,247,603 employees are in the job types equivalent to those subject to Admin (I).

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

### **1. Revision of Rules in Conjunction with the Establishment of Administrative Organizations**

In order to change the range of application of the Salary Schedule for Professional Administrative Service in conjunction with the establishment, revision and abolition of administrative organizations along with the launch of new government positions, Rule 9-2 (Applicability of Salary Schedule) was partially amended and Rule 9-6 (Salary Adjustment Pay) and Rule 9-17 (Managerial Allowance) were revised partially and successively.

### **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 FY2018, during the budgeting process that started with a request of the Cabinet Office and each ministry at the end of Aug. 2018, 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. 20, 2018 prior to the Cabinet decision on the budgetary request. On Mar. 28, 2019, 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 20 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 FY2018. 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 the pay steps of

designated service officials. In response this, the Prime Minister provided a separate operation according to the view submitted by 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 FY2018) 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 FY2017**

(Unit: persons)

Total	Employees Subject to the Remuneration Act	Employees of the Agencies Engaged in Administrative Execution
4,578	4,400	178

**Table 8 Number of Employees Who Continued to Work in FY2018 by Employment Extension**

(Unit: persons)

	Total	First-time Extension	Second-time Extension	Third-time Extension
Employees Subject to the Remuneration Act	990	964	19	7

(Note) No employees at the agencies engaged in administrative execution continued to work in FY2018 by employment extension.

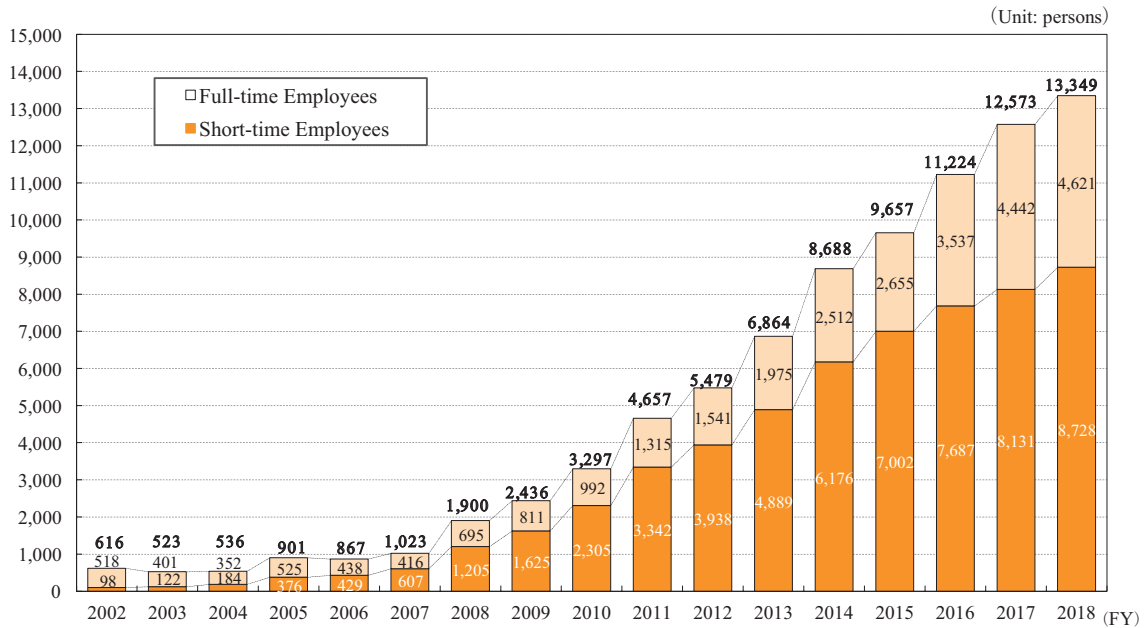
## 2. Implementing the Reappointment System

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

The number of employees newly reappointed in FY2017 was 13,340. (The number of employees under the Remuneration Act was 12,573 and the number of employees at the agencies engaged in administrative execution was 767.) The number of employees who were to be reappointed in FY2018 was 14,022. (The number of employees under the Remuneration Act was 13,349 and the number of employees at the agencies engaged in administrative execution was 673.)

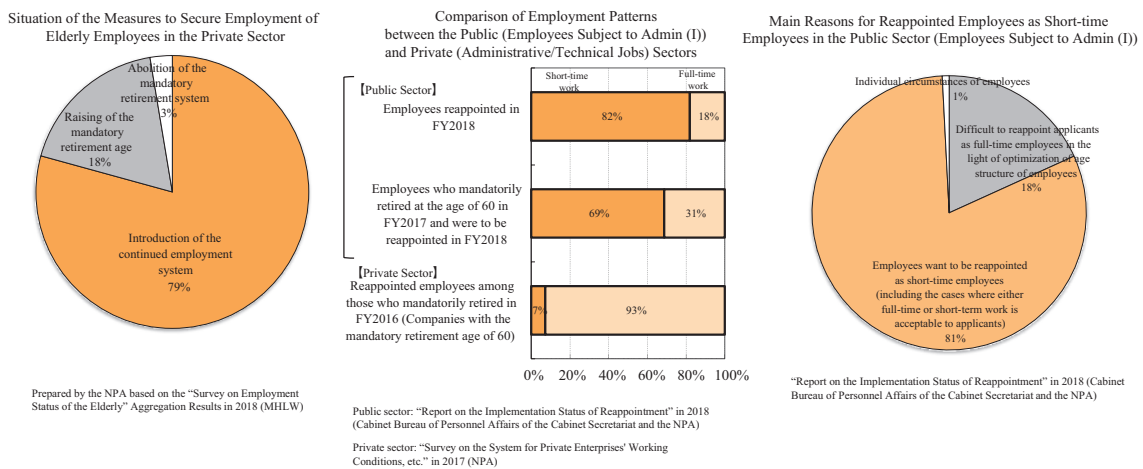
As a recent trend, employees are reappointed mainly as short-time work employees, which is very different from the situation in the private sector, where reemployment is based on full-time employment.

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



※ The figures of FY2018 are those as of May 2018 and include the number of employees to be reappointed in FY2018.

**Figure 13 The 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 FY2018, "Life planning Seminars" were held 29 times with 1,408 participants.

In addition, the NPA produced and distributed a booklet, titled "How to Take the Next Step (FY2018 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 2018 Survey of National Public Employees, the average number of overtime hours worked across all the ministries in 2017 was 228 hours. By organization, the average number of overtime hours in 2017 worked at the HQ was 350 hours, and the average at offices other than the HQ was 201 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 21.9% across all the ministries. In particular, at the HQ, where a large amount of heteronomous duties are handled, 43.8% of employees exceeded 360 hours and 7.0% 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 14.4 days in 2017 with 13.1 days at the HQ and 14.6 days at offices other than the HQ.

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

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

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

In FY2018, the NPA conducted a field survey of 49 offices in 16 ministries (including 10 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, when the NPA found inappropriate cases, it gave them instructions and advice to improve such cases.

## **(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 2017, the NPA surveyed systems of working hours, leave, etc. as of Oct. 1 at 7,399 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 FY2018, 183 requests for consultation were received.
- Establishing "Counseling Offices for Returning to Work concerning Mental Health Care" (10 places in Japan). In FY2018, 206 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 FY2017.

In FY2017, the number of employees who took long-term sick leave for mental and behavioral disorders was 3,841 (1.39% of all the employees), an increase of 354 (its rate against the total increased 0.12 points) compared with FY2016.

#### **(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 FY2017.

In FY2017, the number of deaths of employees while incumbent was 243 (the death rate, the number of



deaths per 100,000 people, was 88.3), a decrease of 15 compared with FY2016 (a decrease of 5.8 points in the death rate).

## **2. Ensuring Safety**

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

In FY2017, 205 employees took leave for at least one day due to an accident in the workplace, a decrease of 29 people compared with FY2016. Among them, three persons died.

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

The NPA conducts training seminars for personnel in charge of health and safety management at each ministry, in order to raise the awareness and to deepen the understanding of practices related to health and safety management. In FY2018, the NPA held seminars at HQ and all regional bureaus and local office.

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

### **1. 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 for the purpose of raising the awareness of employees regarding harassment prevention and of ensuring understanding of the duties and roles that should be fulfilled by managerial personnel and supervisors.

### **2. 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 has held lecture meetings to contribute to awareness raising, advice and information provision concerning the prevention of harassment. In FY2018, lecture meetings took place in Saitama City, Hiroshima City and Fukuoka City.

### **3. Situation of the Training for the Prevention of Sexual 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.

Article 7 of Rule 10-10 requires the heads of ministries and agencies to conduct training for employees in order to prevent sexual harassment. In FY2017, a total of 1,077 courses were held by the Cabinet Office and each ministry attracting 139,971 participants in total.

Moreover, Article 8 of Rule 10-10 requires the heads of ministries and agencies to establish a system to handle complaint consultation, for instance by assigning counselors to receive complaints from employees regarding sexual harassment. As of Jun. 1, 2018, a total of 11,867 counselors were assigned across the ministries.

## **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 for public employees was established to support employees who are raising children as they continue their jobs, thereby enhancing their welfare, and contributing to smooth operation of the public service, pursuant to the Childcare Leave Act.

Against the backdrop of the aging population combined with the diminishing number of children, several measures have been taken since the system was established in 1992, such as providing economic assistance for employees who are on childcare leave, and raising the maximum age of employees' children for which employees can request childcare leave or part-time childcare leave (currently "childcare hours") from below one year of age to below age three.

In Aug. 2007, the short-time working system for those with childcare responsibilities was introduced under which working hours could be shorter than the normal working hours to enable them to care for their children until they reach the age when they begin attending elementary school. In addition, the maximum age of targeted children for the childcare hours system was raised from younger than age three to the age when they begin attending elementary school.

In Apr. 2011, the system was revised to enable part time employees to take childcare leave if they meet certain conditions.

Moreover, the NPA launched the "Guidelines for Utilization of the Support System for Balancing Work with Childcare / Nursing Care" (Notice issued by the Director-General of the Employee Welfare Bureau in 2018) in Mar. 2018 and issued a notice to the Cabinet Office and each ministry. The guidelines stipulated a comprehensive review of the other guidelines regarding the use of the work-life balance support systems already presented to the Cabinet Office and each ministry; and clarification of the basic concept common to the work-life balance support systems as well as the roles of personnel departments and managerial personnel.

## 2. Childcare Leave Actually Taken

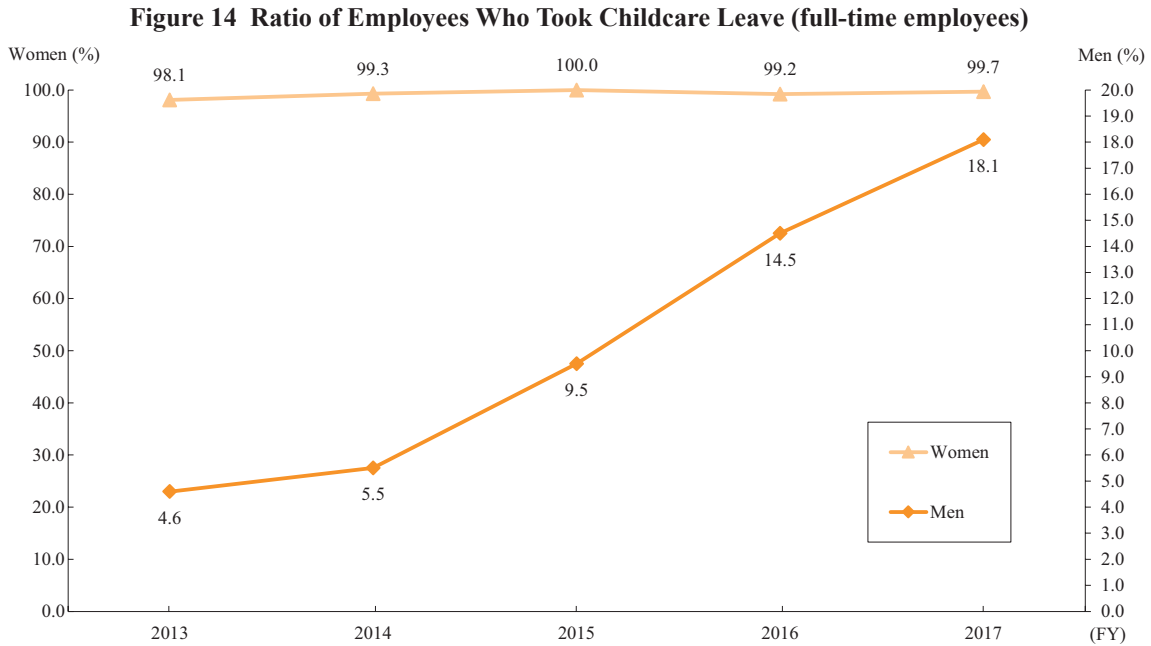
### (1) Childcare Leave

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

The number of full-time employees who newly started childcare leave in FY2017 was 3,277 (1,182 men and 2,095 women), an increase of 340 (an increase of 207 men and an increase of 133 women) from that in FY2016.

The ratio of employees who took childcare leave in FY2017 is shown in Figure 14. The ratio of male employees was 18.1% (14.5% in FY2016) and the ratio of female employees was 99.7% (99.2% in FY2016). 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 FY2017 was 242 (7 men and 235 women), an increase of 10 (an increase of 7 men and an increase of 3 women) from that in FY2016. The ratio of part-time employees who took childcare leave was 43.8% for men and 100% for women.



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

The average period of childcare leave was 10.7 months (men: 1.8 months, women: 15.8 months) in FY2017 (11.7 months in FY2016).

#### C. Substitute Measures for Employees Taking Childcare Leave

Regarding substitute measures for employees taking childcare leave, 'changing duty allocation' accounted for the largest ratio (60.4%), followed by 'appointing fixed-term employees' (20.2%) in FY2017.

#### **D. Return to Work**

Among the full-time employees whose childcare leave expired in FY2017, 1.2% 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, 98.8% of employees whose childcare leave expired in FY2017 returned to work (FY2016 was 98.9%).

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

#### **A. Paternity Leave for Childbirth**

Among full-time male employees whose child was born in FY2017 (6,530 employees), 5,630 employees (86.2%) used the paternity leave for childbirth (5,508 employees [82.2%] in FY2016) for 1.8 days on average (1.8 days in FY2016).

#### **B. Leave for Participating in Childcare**

Among full-time male employees whose child was born in FY2017 (6,530 employees), 5,065 employees (77.6%) used the leave for participating in childcare (4,423 employees [66.0%] in FY2016) for 4.0 days on average (3.8 days in FY2016).

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

Among full-time male employees whose child was born in FY2017 (6,530 employees), 5,861 employees (89.8%) used paternity leave for childbirth or the leave for participating in childcare (5,718 employees [85.3%] in FY2016). In addition, 4,247 employees (65.0%) took both types of leave for a total of more than 5 days (3,513 employees [52.4%] in FY2016).

### **(3) Childcare Short-Time Work**

The number of full-time employees who began childcare short-time work in FY2017 was 157 (21 men, 136 women), an increase of 12 (5 men increased, 7 women increased) from that in FY2016.

### **(4) Childcare Hours**

The number of full-time employees who newly attained approval for childcare hours in FY2017 was 1,408 (145 men, 1,263 women), an increase of 30 (27 men increased, 3 women increased) compared with FY2016.

The number of part-time employees who newly started childcare hours in FY2017 was 31 (all women), a decrease of 1 (1 woman decreased) from that in FY2016.

## **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.

In FY2017, 27 employees (14 men, 13 women) newly started to take self-development leave, it is an increase of 17 (an increase of 10 men, an increase of 7 women) from FY2015. The reasons for the leave are studying at an university, etc. (23 employees) and participating in activities for international cooperation (4 employees). The average duration is one year and nine months (one year and eight months in FY2015).

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 FY2017, 67 employees (7 men, 60 women) newly started to take the leave to accompany a spouse, it is an increase of 4 (an increase of 3 men, an increase of 1 woman) from FY2016. The reasons for their spouses' staying abroad are overseas assignment (53 employees) and studying abroad (14 employees). The average duration is two years (one year and eleven months in FY2016).

## **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

### **2. Status of the Implementation of Accident Compensation System**

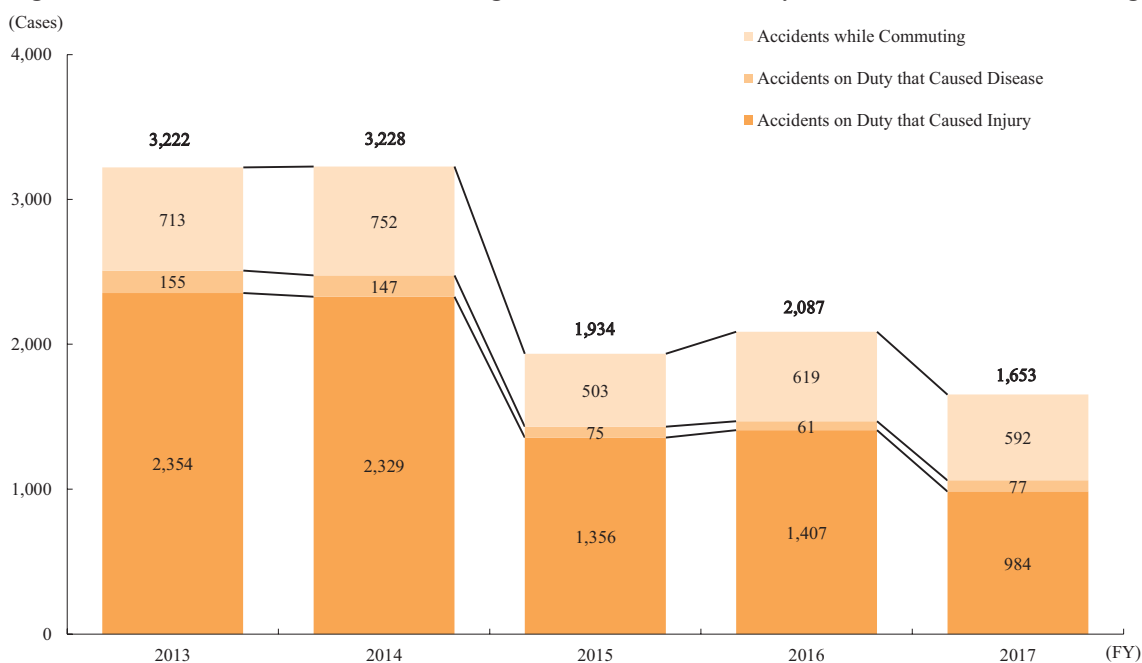
The NPA receives reports about the implementation of compensation and welfare service in the previous FY from each Implementing Organization.

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. 2017).

In FY2017, a total of 1,653 cases were recognized by the Implementing Organizations as accidents on duty or accidents while commuting (1,061 accidents on duty and 592 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 FY2018, payrolls audits were carried out at 519 organizations focusing on the application status of the new salary system based on the Revised Remuneration Act of 2005, certification of various allowances and revised points due to comprehensive revision of the remuneration system based on the Revised Remuneration Act of 2014.

### 2. Audit of Health and Safety Management

Audits of health and safety management are conducted by the NPA 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 FY2018, the NPA audited 56 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 FY2018, 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, 2016.

## **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. In FY2018, seminars were held at the HQ of the NPA (111 participants) and 9 locations throughout Japan (512 participants).

### **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 2018 was 300 (18 dismissals, 71 suspensions from duty, 149 reductions in pay, and 62 reprimands), a decrease of 28 compared with 2017.

The Ministry of Justice accounted for the largest ratio of all disciplinary actions, followed by the Ministry of Land, Infrastructure, Transport and Tourism and the National Tax Agency. 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 traffic offence and contravening traffic regulations (Reference 3).

### Reference 3 Status of Disciplinary Actions by Type and Cause (2018)

(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)	1	12 (22)	37 (53)	17 (22)	67 (97)
Irregularity related to transactions in daily work (improper business processing, failure to report)	1 (1)	11 (3)	12 (12)	8 (3)	32 (19)
Irregularity related to handling of public money or property (loss, wrongful handling)		(3)	(20)	1 (18)	1 (41)
Embezzlement	4 (3)	5 (1)	4 (5)	1	14 (9)
Acceptance of bribes, entertainment or being treated to food / drink (violations of the Ethics Act)	(4)	1 (2)	6 (1)	5 (1)	12 (8)
Traffic offence and contravening traffic regulations	1 (1)	19 (10)	27 (25)	11 (13)	58 (49)
Misconduct outside the public service (theft, assault)	11 (3)	23 (17)	61 (70)	9 (12)	104 (102)
Lack of supervisory responsibility			2 (1)	10 (2)	12 (3)
Total	18 (12)	71 (58)	149 (187)	62 (71)	300 (328)

(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 262 in 2018. 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 2018, no employee made such a report.

## ***Chapter 6. Employee Organization***

Article 108-2 of the National Public Service Act allows national public employees in regular service (excluding employees of agencies engaged in administrative execution), other than employees working in police departments, the Japan Coast Guard and penal 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 FY2018.

The total number of managerial personnel, etc. stood at 38,086, or 16.2% of all 234,702 personnel (the ceiling of the number of officials (excluding police officials, etc.)) at the end of FY2018.

## **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 8 organizations were newly registered and 32 organizations were deregistered in FY2018, 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 1,344, with the total number of members amounting to 79,098 (78,696 excluding the members of 10 organizations comprised of managerial personnel, etc.) at the end of FY2018.

There were 1,137 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 2018, the number of employees in exclusive engagement was 97.

### **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 2018 was 249, their total engagement period was 1,927 days and 5 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 2018, the NPA held a total of 213 meetings (75 at the HQ and 138 at regional bureaus) with employee organizations. Of these meetings, 110 (51.6%) related to collective demands at the time of the annual spring labor

negotiation or requests for the NPA recommendation, 97 (45.5%) were on revisions of the fixed number of officials in each grade of salary schedules, 5 (2.3%) on gender equality, 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 FY2018, a total of 19 cases, including 11 cases carried over from FY2017, were on the table. Among them, 9 cases were determined (7 approvals, 2 rescissions), 4 cases were withdrawn or rejected, and 6 cases were carried over to FY2019.

#### **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 FY2018, a total of 15 requests, including 6 requests carried over from FY2017, were on the table. Of these requests, 2 were determined, 8 were withdrawn or rejected, and 5 were carried over to FY2019.

### **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 FY2018, a total of 20 cases, including 14 cases carried over from FY2017, were on the table. Of these cases, 11 were determined, 3 were withdrawn or rejected, and 6 were carried over to FY2019.

### **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 FY2018, a total of 22 cases, including 10 cases carried over from FY2017, were on the table. Of these cases, 7 were determined, 3 were withdrawn or rejected, and 12 were carried over to FY2019.

### **Section 5. Consultation on Complaints**

When the NPA receives complaints or requests for advice from employees regarding working conditions or other matters related to personnel management, it appoints a counselor to provide the employee concerned with advice and carry out any necessary measures such as the provision of guidance and mediation for the persons

concerned. This system is implemented in accordance with the procedure specified in Rule 13-5 (Complaints Counseling).

In FY2018, the NPA received 1,443 complaints, an increase of 332 from that in FY2017.

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

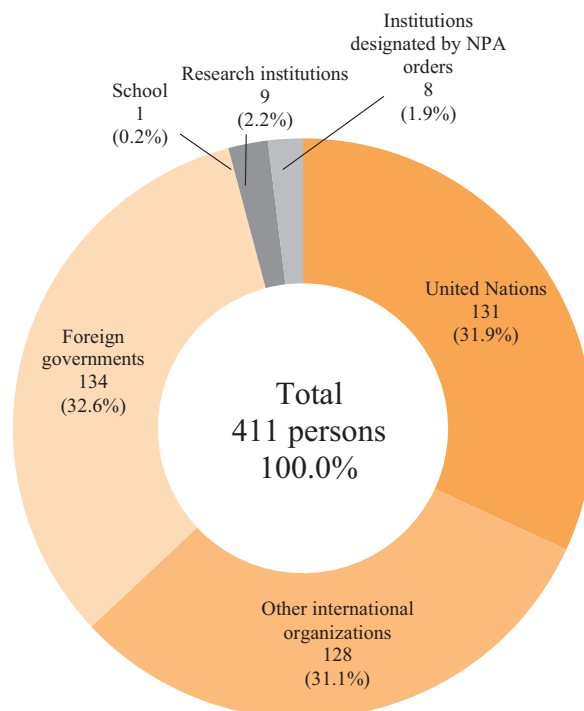
### Section 1. Status of Personnel Dispatches Based on the Employee Dispatching Act

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.

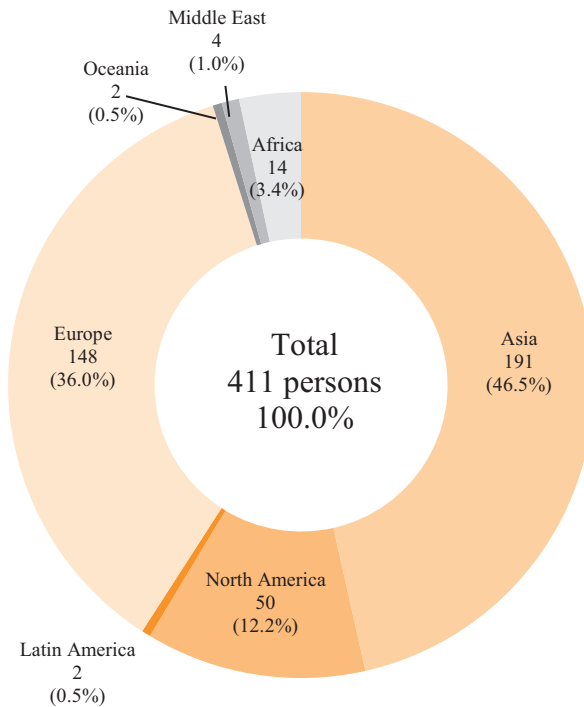
In FY2017, 167 persons were newly dispatched to international organizations, an increase of 29 persons from that in FY2016. Meanwhile, 126 persons returned to Japan in FY2017. As a result, the total number of dispatched personnel was 411 as of the end of FY2017, an increase of 28 from that in FY2016.

The status of such dispatches by organization and by area at the end of FY2017 are shown in Figures 16 and 17.

Figure 16 International Dispatch by Organization in FY2017



**Figure 17 International Dispatch by Region in FY2017**



## **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 FY2018, the NPA invited Mr. Ansgar Hollah, Director-General, Public Service Directorate-General, Federal Ministry of the Interior, Building and Community from Germany and Mr. Tristan Pedelty, Director, Public Bodies, Propriety & Ethics, Cabinet Office from the UK and held an international lecture meeting titled “Maintaining the Ethical Awareness and Preventing Misconduct by Senior Officials” in collaboration with the Japanese Society for Public Administration.

The lecture meeting featured the system and initiatives to maintain the ethics of senior officials and prevent misconduct of them in both countries, people’s view on the ethics of public employees and the current issues.

### **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 FY2018, the NPA invited Mr. Irham Dilmy, Vice Chair and Commissioner, Civil Service Commission of Indonesia; Dr. Aizalyasni Anuar, Senior Principal Assistant Director, Research, Planning and Policy Division, Public Service Department of Malaysia; Director IV Editha Lorence M. Dela Peña, Director, Office for Human Resource Management and Development, Civil Service Commission of the Philippines; Ms. Lim Puay-Sze, Director of Human Capital, Public Service Division, Prime Minister's Office of Singapore; and Ms. Piyasurang Kuljittiprasit, Head of Talent Management Group, Senior Executive Service Center, Office of the Civil Service Commission of Thailand and exchanged opinions concerning "Recruiting and Developing Talented Human Resources in the Public Service" through the presentations, questions and answers among the participants.

### **3. International Cooperation with the ASEAN countries**

ASEAN has been holding the ASEAN Cooperation on Civil Service Matters since 1981 with the aim of promoting inter-regional cooperation related to civil service systems and personnel management of civil servants. With the involvement of Japan, China and Korea, ASEAN has been holding the ASEAN +3 Cooperation on Civil Service Matters every two years since 2008. A four-year cooperation plan is formulated at this meeting, and various cooperation projects have been implemented based on this plan. The NPA has attended this meeting as a representative of Japan and supported the implementation of various cooperation projects.

In FY2018, the 4th Ministerial Meeting of the ASEAN + 3 Cooperation on Civil Service Matters was held in Singapore. At the meeting, the participants confirmed the results and progress of the cooperation plan over the past two years since its establishment in 2016; made necessary revisions; and discussed the future status of inter-regional cooperation in the field of public service.

### **4. 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 FY2018, 9 officials from 9 countries participated in the 2-week seminar. A total of 262 officials from 66 countries (regions) participated in this seminar during the period from FY1991, when this seminar started, to FY2018.

### **B. Seminar on Public Personnel Administration for Middle Level Officials**

In FY2018, 14 officials from 14 countries participated in the 3-week seminar. A total of 213 officials from 70 countries (regions) participated in this seminar during the period from FY1999, when this seminar started, to FY2018.

## **(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 FY2018, 9 officials from 9 countries participated in the 3-week seminar. A total of 339 officials from 79 countries (regions) participated in this seminar during the period from FY1986, when this seminar started, to FY2018.

## **(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 FY2018, 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 10 participants).

### **B. Cambodia**

The NPA cooperated and assisted JICA's visit-Japan training program for Cambodian government officials. Specifically, the training was conducted to provide the personnel in charge of reforming the remuneration system for civil servants with explanation of the survey methods to compare the remuneration of national public employees with that of private sector workers in Japan; explanation of the cases of remuneration reform; and to make them learn consensus building processes among the parties concerned. (The training attracted 12 participants).



## 5. 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.

Based on the agreement which stipulates a four-year cooperation concluded by the three countries in Sep. 2015 and the 8th cooperation plan formulated in Dec. 2017, the NPA has been conducting various cooperation projects.

The major projects held in FY2018 are as below.

### **(1) The 11th 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 Beijing 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, 14 officials at the division director level of each ministry were dispatched to China in Sep.; 14 officials at the assistant director level of each ministry were dispatched to Korea in Oct.; and 14 officials at the assistant director level of each ministry were dispatched to China in Nov.

#### **B. Acceptance to Japan**

In Dec., 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 11th Joint Symposium**

The symposium was held in Tokyo in Jun. on the theme of “The Ethics Systems in the 3 Countries.”

## 6. 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 FY2018, 9 fellows were accepted for the 23rd program in Japan for 10 months, starting in Sep.

## **7. Research Groups from Abroad**

To understand personnel management and human resource development in the Japanese public service, in FY2018, a total of 199 foreign government officials visited the NPA.

## ***Chapter 9. Promotion of IT for Personnel Management 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 FY2018, the system at the House of Council went into parallel operation in Apr. and was put into full-scale operation in Sep. As a result, a range of coverage of this system expanded to all the employees of 29 organizations, which totaled approx. 275,000 (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 an outstanding contribution to the enhancement of the public understanding and trust of public service and public employees.

The NPA President organizes the selection committee (In FY2018, the Chair: Kazuo Tsukuda, Senior Executive Advisor of Mitsubishi Heavy Industries, Ltd. with six members) to examine and select employees or occupational groups recommended by the ministries and Agencies Engaged in Administrative Execution. The awardees are decided by the President of the NPA based on the result of impartial examination and selection.

The 31th NPA President’s Award in FY2018 was presented to one employee and four groups. The award ceremony was held in Tokyo on Feb. 14, 2019, and following the ceremony, the awardees and the representatives of the awardee groups had an audience with their Majesties the Emperor and Empress at the Imperial Palace.

A total of 64 individuals and 94 occupational groups have received the NPA President’s Award from FY1988, when this award started, to FY2018.

## **Column: NPA's 70th Anniversary Memorial Project**

The NPA was founded in 1948 and celebrated its 70th anniversary on Dec. 3, 2018.

In 2018, along with the launch of the commemorative page on the NPA's website, the NPA held an international lecture meeting and called for / commended commemorative papers as follows in commemoration of the 70th anniversary of its foundation.

### **International Lecture Meeting Commemorating the NPA's 70th Anniversary**

The NPA held an international lecture meeting on Dec. 18, 2018 targeting intellectuals such as university researchers, those in Japan involved in Japan-France relations and the administrators of the Cabinet Office and each ministry.

Mr. Jean-Baptiste Lesecq, Minister Counsellor of the French Embassy in Japan, was invited to the meeting as a lecturer and gave a lecture to approx. 100 audience members concerning the current state of personnel administration such as personnel allocation and promotion management of the Ministry of Foreign Affairs, as well as the initiatives he had actually worked on as an executive official in the French government. After the lecture, some of the audience asked questions about the mobility of human resources among ministries/agencies and between the public and private sectors, along with the quota system in France.

### **Papers Commemorating the NPA's 70th Anniversary**

The NPA called for "Papers Commemorating the NPA's 70th Anniversary" with the theme of the national public service system or personnel management of public employees from the public under 40 years of age. As a result of selection, the best award (Presidential Award) was given to the following paper, and the award ceremony was held on Dec. 3, 2018. The selection committee evaluated this as an ingenious and valuable paper discussing the remuneration system of national public employees in Japan in comparison to the civil service system in Germany.

#### **[Best Award (Presidential Award)]**

"Study on the Remuneration Determination System for National Public Employees

– In Consideration of the Recent Trend in Germany –"

HAYATSU Hirotaka (Graduate School of Law, Nagoya University)