Annual Report
FY2015
(April 2015 ~ March 2016)

National Personnel Authority
Government of Japan
In compliance with Article 24 of the National Public Service Act, the National Personnel Authority submits its Annual Report to the Diet and the Cabinet every year. This English version is based on extracts from the original Japanese report.
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Appendix
Foreword

This report consists of two volumes: Volume 1 covers “Personnel Administration” as a whole and Volume 2 describes the “Activities of the National Public Service Ethics Board.” Volume 1 is divided into three parts: Part 1 discusses “Major Trends in Personnel Administration in the Past Year,” the ensuring of proper remuneration for public employees in line with remuneration recommendations, policies for employees’ working environment, efforts for securing and developing diverse human resources, and international cooperation and promotion of IT in personnel administration. Part 2 has a special theme titled “Change in Incumbency (Personnel Structure by Age Group) and Its Impact on Personnel Management,” analyzes factors that generated the unbalanced personnel structure in the incumbency of National Public Employees, the impacts of the personnel structure particularly with an extremely small number of young employees on the personnel management and implementation of duties at the Cabinet Office and each ministry, and measures to deal with the situation. Part 3 specifies the “NPA Activities in FY2015” and includes data elements.

The aim of this report is to deepen people’s understanding of personnel administration and public employees.
Number and Type of Public Employees

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

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

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

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

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

In recent years, due to the advancement in privatization of public services such as postal privatization, incorporation of national universities, and conversion of specified incorporated administrative agencies into unspecified incorporated administrative agencies, the number of national public employees in regular service, which had been maintained at over 800,000 employees since the mid-1960s, decreased to approx. 285,000 (which is the ceiling of the number of officials at the end of FY2016). With the addition of 298,000 employees in special service, the overall number of national public employees is approx. 583,000. Including local public employees, the total number of full-time public employees is approx. 3,323,000.
Number of National Public Employees and Local Public Employees and Their Classification

(Unit: Thousand People)

Public Employees (approx. 3,323)
  - National Public Employees (approx. 583)
    - Special Service (approx. 298)
      - Ministers, Senior Vice-Ministers, Parliamentary Secretaries, Ambassadors, etc. (approx. 0.4)
      - Judges, Employees of the Courts (approx. 26)
    - Employees of the Diet (approx. 4)
    - Employees of Ministry of Defense (approx. 268)
    - Officers of Agencies Engaged in Administrative Execution (approx. 0.03)
  - Regular Service (approx. 285)
    - Employees under the Remuneration Act (approx. 275)
    - Prosecutors (approx. 3)
    - Employees of Agencies Engaged in Administrative Execution (approx. 7)
  - Local Public Employees (approx. 2,740)

Note:
1. The number of national public employees, excluding those in the categories noted below, is the ceiling number of officials at the end of FY2016.
2. The number of officers at agencies engaged in administrative execution is that of full-time officers as of October 1, 2015. The number of employees at agencies engaged in administrative execution is the total number of full-time employees as of January 1, 2016.
3. The number of local public employees is the number of those in regular service according to the “2015 Fact-finding Survey of Remuneration of Local Public Employees [as of Apr. 1, 2015].” (Source: Ministry of Internal Affairs and Communications)
4. The numbers may not be exact due to rounding.
5. Part-time employees are not included in the data above. The number of part time employees in regular service (excluding employees at agencies engaged in administrative execution) is about 140,000. (Source: Cabinet Bureau of Personnel Affairs “Statistical Table on National Government Employees in Regular Service” [as of July 1, 2015])
An Introduction to the NPA

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

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

<Responsibilities>

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

<Organizational Structure>

The NPA has three commissioners, one of whom is designated as the president. The appointment of the commissioners is made by the Cabinet with the consent of the Diet, and is then approved by the Emperor. The exercise of significant authorities of the NPA must be approved at the meeting of the NPA composed of these three commissioners. The meetings were held 62 times in FY2015.

The NPA General Secretariat is the organization responsible for performing the NPA’s duties. Overall supervision is carried out by the secretary general. The General Secretariat is divided into five divisions (General Affairs, Planning and Legal Affairs, Personnel, Financial Affairs, and International Affairs), four bureaus (Employee Welfare, Human Resources, Remuneration, and Equity & Investigation), the National Institute of Public Administration, eight regional bureaus (Hokkaido, Tohoku, Kanto, Chubu, Kinki, Chugoku, Shikoku and Kyushu) and Okinawa Local Office. The fixed number of personnel in the NPA was 616 at the end of FY2015.

The National Public Service Ethics Board, comprised of one president and four board members, was established for addressing matters concerning the maintenance of ethics related to employee duties. The Secretariat is established under the National Public Service Ethics Board to perform administrative and clerical functions. The fixed number of personnel of the Secretariat was 12 at the end of FY2015.
Volume 1

Personnel Administration
Chapter 1. Ensuring Proper Remuneration for Public Employees

- On August 6, 2015, 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. In addition, the NPA made a report on a comprehensive review on the remuneration system, which has been underway since April 2015, focusing on the items to be implemented in FY 2016.

- On December 4, 2015, the government made a cabinet decision to carry out a remuneration revision in accordance with the NPA Recommendation and to steadily implement a comprehensive review on the remuneration system, which has been underway since April 2015. The “Act on the Partial Revision of the Act concerning the Remuneration of Regular Service Employees, etc.” (Act No.1 of 2016) (hereinafter referred to as the “Act Revising the Remuneration Act”) was enacted on January 20, 2016, and promulgated as well as enforced on January 26, 2016. (The revisions of the end-of-term and diligence allowances in FY 2016 and onward were enforced on April 1, 2016.)

- The NPA prepared the plan to establish and revise the fixed number of staff in each grade of Salary Schedules for FY 2016 after hearing the opinions both from the management and labor, and submitted the opinion on December 22, 2015, and March 30, 2016.

1. Recommendation and Report

The NPA reported on the remuneration of public employees in regular service, and recommended remuneration revision to the Diet and the Cabinet on August 6, 2015.

The NPA also submitted the opinion to decide and revise the fixed numbers of officials in each grade of Salary Schedules.

(1) Recommendation and Report

A. 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 the “Survey of National Public Employees”) and the “Fact-finding Survey of Job-by-job Pay Rates in Private Industry,” (hereinafter referred to as the “Survey of Private Industry”) each year and precisely ascertains salary levels in both the public and private sectors for the month of
April. Taking them into consideration, the NPA, instead of simply comparing average salaries, accurately compares remunerations of officials subject to the Salary Schedule for Administrative Service (I) (hereinafter referred to as “Admin (I)”), who are in charge of general administrative affairs in public service, and administrative and technical employees in the private sector, both of whom belong to the same category in terms of position, place of employment, educational background, and age, which are main factors in determining remuneration. The gap between the public and private sectors is also calculated by using an accurate comparison (Laspeyres formula).

With the aim of extensively understanding the remuneration situation in the private sector while ensuring the accuracy of the survey, the Survey of Private Industry was conducted also in 2015 by targeting 50 or more employees on an enterprise scale basis and 50 or more employees on an office scale basis of private establishments across the country in order to understand the remuneration of those working at such offices after a wage revision in spring. Furthermore, the NPA carried out the Survey of National Public Employees, which is a complete census on the payment situation of remuneration, for about 250,000 full-time public employees subject to the Remuneration Act.

The NPA compared public and private remunerations in April 2015 of employees in the same category and at the same position level, which were obtained from each survey by using the aforementioned Laspeyres formula. The NPA then and computed the gap between the public and private sectors. As a result, monthly wages of national public employees were lower than those of the private sector by 1,469 yen (0.36%) on average. Therefore, the NPA decided to raise the monthly remuneration of national public employees in order to keep a balance with the private sector. To do this, it was decided to raise the level of salary, which is a basic element of remuneration, and to revise the payment rate of the area allowance, aiming at facilitating a comprehensive review of the remuneration system.

(b) Special remuneration (Bonus)

The special remuneration paid in private establishments during one year from August 2014 through July 2015 was equivalent to 4.21 months of monthly remuneration. Since the average annual payment months of end-of-term and diligence allowances for national public employees (4.10 months) was 0.11 months less than that of the bonus in the private sector, it was decided to increase the payment months by 0.1 months to 4.20 months.

(c) Remuneration revision in 2015

① Salary schedule

It was decided to raise Admin(I), which is applied to employees in charge of general
administrative affairs in public service, by 0.4% on average. The initial salary of employees appointed through the Examination for General Service was raised by 2,500 yen in consideration of the gap with the initial salary in the private sector. The similar degree of revision was also made targeting young employees. The salary for other employees was basically increased by 1,100 yen respectively in light of a shrinking gap of elderly employees’ remuneration between the public and private sectors following a comprehensive review of the remuneration system.

It was decided to revise other salary schedules based on a balance with Admin(I) and to increase the Salary Schedule for Designated Service by 1,000 yen for each pay step responding to the raise of Admin(I).

② 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.

③ Area allowance

Concerning the payment rate of area allowance, it was decided to increase the rate within the range between 0.5% and 2% in accordance with the difference between payment rates before and after the revision, which was carried out as part of a comprehensive review.

④ Special Remuneration (Bonus)

Since the average annual payment months of end-of-term and diligence allowances for national public employees was 0.11 months less than that of the bonus in the private sector as stated above, it was decided to increase the payment months by 0.1 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.

(d) Other issues

① Family allowance related to spouse

Concerning the spouse allowance, discussions have been made at the Council on Economic and Fiscal Policy on the necessity of a review, together with a review of the tax system and social security system, to make a system to facilitate women’s employment with a view to promoting women’s activity. The NPA is asked to review the family allowance related to spouses of national public employees.

The NPA has conventionally made it a rule to provide the family allowance basically taking into account the condition of the remuneration in the private sector. In the Survey
of Private Industry in 2015, research was conducted concerning the family allowance in private companies, including the limit based on the spouse’s income. The research found that private companies generally provide a spouse with the family allowance and many private companies set a limit based on a spouse’s income. There is no need to review the requirement for the family allowance payment at present, but some private companies are considering a review on a spouse allowance. Accordingly, the NPA will continuously pay close attention to the trend of review of family allowance in private companies and of the trend of review relating to the tax system and the social security system, while conducting a necessary study on the requirement for family allowance payment.

② Remuneration of reappointed employees

Concerning the remuneration of reappointed employees, it was decided to launch the payment of family-unattended-transfer allowance to reappointed employees from April 2015 following the revision of the Remuneration Act in 2014 taking into account the condition of personnel practice in public service and the payment situation of the allowances to reemployed employees in the private sector.

The Survey of Private Industry in 2015 found that the remuneration level of reappointed employees who do not receive any public pension is the same as that of those who receive public pension in most of the private companies.

The NPA will continue to conduct a necessary study on the remuneration of reappointed employees in light of the trend of the remuneration of reappointed employees in private companies as well as the operation status of the reappointment system in the Cabinet Office and each ministry.

B Comprehensive Review on the Remuneration System

(a) Overview of the comprehensive review on the remuneration system

When making a report at the Remuneration Recommendation in 2014, the NPA presented an overview of a content and implementation schedule of concrete measures relating to a comprehensive review on the remuneration system, including the ideal state of salary schedules and various allowances, with the aim of working on various issues concerning the remuneration of national public employees, such as review on the remuneration distribution among regions/generations and the distribution based on duty and work performance. In addition, the NPA recommended measures that should be implemented from April 2015. The comprehensive review on the remuneration system is to be carried out in stages and to be completed on April 1, 2018, while taking transitional measures to cope with lowering the salary schedule level following the amendment of the Remuneration Act in 2014. As part of the comprehensive review, a review on various allowances is to be implemented in stages in each fiscal year in
accordance with the revision of the rules based on the provisions of the Revised Remuneration Act of 2014.

Regarding FY 2015, it was decided to carry out a review on various allowances, which was to be launched since April 2015 in accordance with the Remuneration Recommendation in 2014, as well as the review on the payment rate of the area allowance to eliminate the gap with the remuneration in the private sector in April 2015 as stated above.

(b) The issues to be implemented in FY 2016

It was decided to take necessary actions for following measures in FY 2016 taking into account the employees’ incumbency.

① Revision on the payment rate of area allowance

It was decided that the payment rate of area allowance shall be designated in the Remuneration Act from April 1, 2016.

② Family-unattended-transfer allowance

It was decided to raise the base amount of the family-unattended-transfer allowance by 4,000 yen to 30,000 yen from April 1, 2016.

It was also decided to raise the maximum additional amount of the family-unattended-transfer allowance by 12,000 yen to 70,000 yen from April 2016 in consideration of the raising of the base amount.

Regarding the wide area transfer allowance, the payment rate for employees who are transferred after April 1, 2016, is to be increased respectively to 10% if the distance between offices before and after the transfer is more than 300km; and 5% if such distance is more than 60km but less than 300km, in accordance with the revision of the Remuneration Act in 2014.

(2) Submission of opinions concerning deciding and revising the fixed number of staff in each grade, which was implemented in FY 2015

To decide and revise the fixed number of staff in each grade for FY 2016, the NPA conducted a hearing about opinions of both management and labor in the budgetary process that started with the request from the Cabinet Office and each ministry at the end of August 2015. In addition, the NPA made a plan concerning deciding and revising the fixed number of staff in each grade with due considerations so as not to generate inequality among generations or imbalance among ministries in treatment due to the changing structure of employees. Then, the NPA submitted an opinion in December 2015 in response to the Cabinet decision on the budget, and submitted an opinion in March 2016 in response to a notice issued by the prime minister.

Meanwhile, the NPA submitted a total of eight opinions concerning the decision of pay steps for designated service and the deciding of the fixed number of staff in each grade in
response to the new establishment of organizations and increase/decrease in the total number of personnel, which the government conducted in the middle of FY 2015.

2. Treatment of the Remuneration Recommendation

(1) Treatment of the Remuneration Recommendation

A. Treatment of the Remuneration Recommendation

The Government held the Cabinet Meeting Related to Remuneration on August 7 and December 4, 2015, and discussed how to respond to the NPA Remuneration Recommendation. According to the Cabinet Decision made on December 4, 2015, the remuneration revision will be conducted in accordance with the NPA Recommendation, and the comprehensive review on the remuneration system, which has been underway since April 2015, will be carried out steadily. Moreover, on January 4, 2016, the Cabinet adopted the “Bill for the Partial Revision of the Act on Remuneration of Officials in the Regular Service, etc.,” and submitted it to the 190th 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 January 20, 2016, and promulgated and enforced on January 26, 2016. Among the Act Revising the Remuneration Act, the remuneration revision based on the gap with the remuneration in the private sector, excluding the revisions of the end-of-term and diligence allowances in FY 2016 and onward, was enforced on the same day and retrospectively applied from April 1, 2015. The revisions of the end-of-term and diligence allowances in FY 2016 and onward have been enforced since April 1, 2016.

B. Revision of the rules

The rules related to the remuneration revision based on the gap with the remuneration in the private sector, excluding rules of the end-of-term and diligence allowances in FY 2016 and onward, were promulgated and enforced on January 26, 2016, in conjunction with the promulgation of the Act Partially Revising the Remuneration Act. The provisions of the rules after the revision were retrospectively applied from April 1, 2015. Meanwhile, the rule related to the comprehensive review on the remuneration system, and the rules of the end-of-term and diligence allowances in FY 2016 and onward were promulgated on February 1, 2016, and have been enforced since April 1, 2016.

(2) Treatment of the submission of opinions concerning deciding and revising of the fixed number of staff in each grade that was implemented in FY 2015

In response to the submission of the NPA’s opinions concerning deciding and revising the
fixed number of staff in each grade for FY 2016, the fixed number was adopted in the Cabinet Decision on the governmental budget and the budget statement according to the NPA's opinions. On April 1, 2016, the Prime Minister decided and revised the fixed number according to the NPA's opinion.

In addition, the Prime Minister decided the fixed number of staff in each grade according to the NPA's eight opinions concerning the decision of pay steps for designated service and the decision of the fixed number of staff in each grade in response to the new establishment of organizations and increase/decrease in the total number of personnel, which the government conducted in the middle of FY 2015.

Furthermore, concerning the submission of the NPA's view on the operation of the pay steps for designated service, the Prime Minister established special provisions according to the NPA's view.

(3) **Holding of the “Study Group on the Ideal State of Family Allowance”**

The NPA held the “Study Group on the Ideal State of Family Allowance” three times from November 2015 to March 2016 as an opportunity to hear opinions from academic experts with the aim of identifying points to focus on in carrying out a concrete study on the ideal state of family allowance.

**Chapter 2. Employees’ Working Environment**

- On August 6, 2015, the NPA made a report about the working hours of regular service employees and recommended the expansion of the flextime system to the Diet and the Cabinet.
- On December 4, 2015, the government issued a Cabinet Decision according to the NPA Recommendation to expand the flextime system basically targeting all employees since FY 2016 with due attention to the securing of proper management of public service. The “Act on the Partial Revision of the Act on Remuneration of Officials in the Regular Service, etc.” (Act No. 1 of 2016) (hereinafter referred to as the “Revising Working Hours Act”) was enacted on January 20, promulgated on January 26, and has been enforced since April 1, 2016.
- On December 1, 2015, the stress check system was introduced with the aim of reinforcing the primary prevention of falling into mental disorder.

1. **Expansion of a Flextime System**

   (1) **Recommendation and report**

   On August 6, 2015, the NPA made a report on the working hours of regular service employees and made a recommendation about the expansion of the flextime system. The content of the report and recommendation is as follows.
A. Points of the report and recommendation
- The flextime system will be expanded basically to all employees with due consideration to the securing of proper management of public service. (Scheduled to be implemented in April 2016).
- When an employee applies to utilize the flextime system, the working hours will be allocated to the employee taking into account the employee’s application about the time to start and finish work to the extent that it will not cause any problems in the management of public service.
- Appropriate attention will be given to securing the proper management of public service, for instance setting a period which all the employees should be present at work (core time) for the purpose of providing systematic treatment.
- The flexible working time system for employees responsible for childcare or caring for their parents will enable more flexible working patterns.

B. Overview of the recommendation and report
(a) Necessity of expanding the flextime system

In recent years, there has been growing concern about the importance of work-life balance throughout Japan. The needs for the working styles have also diversified together with diversification of a sense of values and lifestyles. Accordingly, measures have been taken to promote more flexible working styles.

On October 17, 2014, the “Guideline for the Initiative to Promote Women’s Activity and Work-life Balance of National Public Employees” was decided at the Council for Promoting Female Employees’ Activity and Work-life Balance, which comprises the members from the Cabinet Office and each ministry. In the guideline, the NPA was asked to conduct study on the introduction of the flextime system in order to enable a wide range of employees to work more flexibly while securing proper management of public service at the Cabinet Office and each ministry.

The NPA concluded that the flextime system will be expanded basically targeting all employees with due consideration so as not to cause any problems in the management of public service on the grounds that: preparing flexible and diverse working patterns helps employees to fulfill their abilities and provide them a working environment in which they can efficiently work with high morale, contributing to higher efficiency in public service; and the introduction of flexible working patterns and provision of a pleasant working environment promotes the balance between employees’ work and childcare/nursing care and helps to secure human resources amid the circumstances in which realization of work-life balance is sought after.

(b) Overview of the expansion of the flextime system
① Overview

i. Basically, all employees will be subject to the flextime system. When an employee
wishes to use the flextime system and makes an application, the head of each ministry or agency can allocate a working pattern every four weeks to the employee under which the employee works 38 hours and 45 minutes per week, taking into account the employee’s application about the time to start and finish work to the extent that it will not cause any problems in the management of public service.

The core time will be set for five hours every day from Monday to Friday with a view to securing proper management of public service.

i. Concerning employees responsible for childcare or nursing care, they can set the term of working pattern assignment from one week to four weeks and can take a day off during the five days from Monday to Friday in addition to Sunday and Saturday, with the aim of properly securing time to care for children or parents. The core time is to be set for more than two hours but not more than four hours and 30 minutes every weekday.

ii. The new flextime system as stated above in i and ii can be applied to employees under the current flextime system if they submit an application. In addition, the new flextime system cannot be applied to employees under a shift work system and those who require a specific working time due to the nature of their work.

② Policy for application

The flextime system enables employees to fulfill their abilities and contribute to public service under a more flexible working pattern while securing appropriate management of public service. Accordingly, efforts will be made to apply the system to employees who are entitled and wish to use the system as much as possible. This system may not be applied in cases where the application would cause a problem in the management of public service, for instance when it would be difficult to apply the system due to the nature of a duty or when the necessary workforce cannot be secured. Regarding allocation of working hours when applying the system, the working time period and the number of working hours will be allocated to the extent that it will not cause any problems in the management of public service and taking into account the application of employees concerned. In addition, efforts should be made to allocate working hours to employees responsible for childcare or nursing care according to the applications submitted by the employees concerned as much as possible. In this case, measures are expected to be taken for appropriate management of working hours in consideration of the use of the flextime system.

(c) Matters for consideration to utilize the flexible working time system

All employees under the flextime system are expected to promote a more efficient approach
to the job and a flexible working style by performing their duties with a sense of responsibility
and autonomy, eventually providing further efficient administrative service to the people.

In addition, in order to take advantage of the framework for the flextime system, it is
important to promote the working style to reduce overtime work as well as prevent an increase
in overtime work as a result of implementing the system.

(d) Implementation period to expand the flex time system

It was decided to launch the expansion of the flextime system from April 1, 2016.

(2) Treatment of the recommendation

A. Treatment of the recommendation

The Government held the Meeting of Cabinet Members Related to Remuneration on
August 7 and December 4, 2015, and discussed how to respond to the recommendation for the
revision of working hours in addition to the Remuneration Recommendation. On December
4, 2015, a Cabinet Decision was made to expand the flextime system basically targeting all
employees from FY 2016 with due consideration to proper management of public service
in accordance with the NPA Recommendation. Responding to this, the Bill for Revising the
Working Hours Act was submitted to the Diet. After the deliberations at the Diet, the bill was
approved and enacted on January 20, 2016. The Revising Working Hours Act was promulgated
on January 26 and has been enforced since April 1, 2016.

B. Revision of rules

With the aim of prescribing necessary matters that are delegated to rules in the Revising
Working Hours Act, such as the criteria for allocation of working hours in the flextime system,
the NPA promulgated the Rule revising Rule 15-14 (Working Hours, Holidays and Leave of
Absence of National Public Employees), on February 5, 2016, and has enforced it since April 1,
2016, in conjunction with the enforcement of the Revising Working Hours Act.

2. Improvement of Working Environment

(1) Introduction of the stress check system

Following the amendment of the Industrial Safety and Health Act in June 2014, the stress
check system was newly established, and it requires employers to conduct a test to understand
the degree of psychological burden on their employees with help from medical doctors and
public health nurses targeting regularly employed workers. The stress check system offers face-
to-face guidance upon request from employees depending on the test results.

As far as national public employees in regular service are concerned, employees taking
long-term sick leave due to mental health disorder constitute over 60% of all the employees taking long-term sick leave, and thus, measures for mental health development have become an important issue. Therefore, Rule 10-4 (Employees’ Health and Safety Management) was amended, and the stress check system was introduced in December 2015 with the aim of comprehensively promoting measures for mental health development as well as reinforcing primary prevention against falling into mental disorder.

Chapter 3. Securing and Development of Diverse Human Resources

- In order to secure diverse and competent human resources in a planned and stable way, it is necessary that a wider range of people take the recruitment examinations for national public employees. The NPA has steadily made efforts to secure human resources by actively implementing public relations activity and sending out information in collaboration and cooperation with the Cabinet Office, each ministry, and universities, and by expanding and reinforcing activities to attract applicants in regional areas. In addition, the start of recruitment activities of private companies has been postponed to August 1 and onward since FY 2015. In conjunction with this, the schedule of the recruitment examinations for national public employees was also postponed. Furthermore, English examinations implemented by external organizations have been introduced to the Examination for Comprehensive Service from FY 2015. Moreover, it was decided to revise the content of Examinations for Comprehensive Service in the “politics/international relations” divisions (for university graduate level) from FY 2016 in order to make it easier for various applicants to take the examination, and the NPA actively engaged in activities to increase awareness about this.

- The NPA organized the study group concerning personnel development and training in public service to discuss the future direction of personnel development and training, and received a proposal from this study group in December 2015. In addition, in the Initial Administrative Training, the NPA expanded the reconstruction assistance program, which is designed to equip trainees with the attitude to perform public service from the viewpoint of all citizens, and the opportunity to learn about the manufacturing sites of small and medium enterprises. The NPA also made efforts to expand the “International Course” of Administrative Training (for Assistant Director level) through promoting diversification of the foreign trainees.

- The national government is expected to take the initiative in expanding the recruitment and promotion of female employees and to play a leading role in promoting women’s activities. With the aim of further attracting motivated women to public service, the NPA organizes the “Study Seminars on the Public Service for Women” to reinforce the activities to attract more women aiming at expanding their recruitment. The NPA also increased the places and times
to implement training for promoting female employees with a view to expanding the range of female employees who are candidates for managerial personnel at headquarters (hereinafter referred to as HQ) and regional offices.

1. **Securing of Human Resources**

1.1 **Expansion of measures to secure human resources**

The schedule of recruitment examinations for national public employees has been postponed in consideration of the start of recruitment activities of private companies for university graduates and expected graduates, which has been postponed to August 1 and onward since FY 2015. Accordingly, it was decided to carry out activities to secure human resources and educational activities (hereinafter referred to as “activities to secure human resources”) for FY 2015 in accordance with these changes. The NPA actively took measures for these activities while making improvement in collaboration and cooperation with the Cabinet Office, each ministry and universities.

Furthermore, in order to secure diverse and competent personnel in public service, it is effective to encourage students who collect information by using various media to take recruitment examinations of national public employees. Therefore, the NPA improved the contents of National Public Employees Recruitment Examination Information NAVI (the NPA’s website) as well as the e-mail newsletter and newly started to disseminate information on the recruitment examination of national public employees through Facebook.

1.2 **Postponement of the schedule for recruitment examinations in FY 2015**

Private companies decided to start their activity to recruit expected graduates in FY 2015, from August 1, with a view to securing a study period for students, improving education and promoting study overseas at universities in foreign countries. Taking this into consideration, it was also decided to postpone the schedule of recruitment examinations for national public employees in FY 2015, and the overview of the schedule was unveiled in January 2014.

After that, the NPA continued to make efforts toward smoothly implementing the examination by providing detailed information on the change in the examination schedule for FY 2015 on the NPA’s website as well as publicizing the updated information targeting the Cabinet Office, each ministry and examinees. As a result, in FY 2015, the examination schedule for Comprehensive Service (excluding the legal affairs division and liberal arts division) after the first-stage examination was postponed for one month from the original schedule carried out until FY 2014. Regarding the Examination for General Service (for university graduate level) and the Examination for Specialists (for university graduate level), the examination date
of the second-stage examination and the date for successful candidate announcement were put off a little bit later in response to the revised schedule of the Examination for Comprehensive Service.

### Schedule for the Recruitment Examinations of National Public Employees (Examination for Comprehensive Service) in FY 2015

Application period (via the Internet) | April 1 (Wed) – April 8 (Wed)
---|---
The first-stage examination | May 24 (Sun) (April 27 (Sun) in FY 2014)
The second-stage examination (written tests) | June 28 (Sun) (May 25 (Sun) in FY 2014)
The second-stage examination (discussion-based test on policy issues and interview test) | July 2 (Thu) – July 17 (Fri) (May 27 (Tue) – June 13 (Fri) in FY 2014)
Announcement of final successful candidates | July 31 (Fri) (June 23 (Mon) in FY 2014)

#### (3) Use of English Examinations Carried Out by External Organizations in the Examination for Comprehensive Service

With an eye toward the globalization of administration, the NPA has strengthened since FY 2012 the English examinations in the recruitment examinations of national public employees, for instance through increasing the proportion of the questions in English, and using English materials in the questions in some types of tests in the Examination for Comprehensive Service (the discussion-based test on policy issues and the essay-based test on policy issues).

With the progress of globalization in public service, it is preferable that employees recruited through the Examination for Comprehensive Service have a basic command of English, in dealing with the duties, such as policy planning. Therefore, the NPA decided to verify the basic English communication skills of reading, writing, listening, and speaking in the recruitment examinations and use English Examinations Carried Out by External Organizations in the Examination for Comprehensive Service from FY2015.

The number of successful candidates who received additional points by this method in English Examinations was 1,274(67.5%) in total, of whom 446(65.3%) sat the examination for graduate students and 828(68.8%) sat the examination for university graduate level.
The Methods of Use of the English Examinations Implemented by the External Organizations in the Examination for Comprehensive Service

1. Targeting examination divisions
   All examination divisions of the Examination for Comprehensive Service (for graduate students and university graduate level)

2. Kinds of English examinations to be used
   Four kinds of examinations, including TOEFL (iBT), TOEIC, IELTS and Test in Practical English Proficiency (EIKEN)

3. Methods of use
   (1) Required scores and the scores to be added
       At the final round of selection of the successful candidates, 15 or 25 points shall be added to the total scores of the applicants whose scores in the English examinations have been confirmed, in accordance with their scores.

       | Add. 15 points | TOEFL (iBT) | TOEIC         | IELTS       | EIKEN |
       |----------------|-------------|---------------|-------------|-------|
       |                | 65 or above | 600 or above  | 5.5 or above| –     |
       | Add. 25 points | 80 or above | 730 or above  | 6.5 or above| Grade Pre-1 or above |

   (2) Validity period of scores
       The scores are valid if acquired within five years before the date of April 1 of the fiscal year when the recruitment examinations are carried out. (The scores shall be checked at the second-stage examination [interview test].)

4) Revision of the “Politics/International Relations” Division in the Examination for Comprehensive Service (for University Graduate Level)
   With the increased complexity and globalization in administrative issues, it is essential to secure diverse and competent personnel regardless of the existing areas of expertise. Furthermore, lately, there has been a growing trend throughout society to expand the opportunities to promote female employees, and the expansion of the appointment of women has become an important issue also in public service.

   Taking these circumstances into consideration, the NPA decided to revise the content of the specialized ability test in the “politics/international relations” division of the Examinations for Comprehensive Service (for university graduate level) to one focusing on areas of expertise of examinees majoring in politics or international relations from FY 2016 with a view to making it easy for a wide range of examinees to take the test and extensively recruiting women with the ability expected in public service even from fields other than law and economics. With the aim of encouraging students majoring in politics or international relations to take Examinations
for Comprehensive Service, the NPA actively carries out awareness-raising activity toward the implementation of recruitment examination for FY 2016, for instance by updating the information on the revised content of examination on the NPA's website, distributing brochures containing an overview of the revision at various events such as the Joint Explanatory Meetings of Duties and the Study Seminars on Public Service, and sending brochures to various universities across the country focusing on universities with a department of politics or international relations.

In the meantime, it was decided to make a similar revision in “Option I (politics/international relations division)” of the specialized ability test in the “administrative division” of the Examination for Comprehensive Service (for graduate students).

### Contents of the “Politics/International Relations” Division in the Examination for Comprehensive Service (for University Graduates Level) from FY 2016

1. Specialized Ability Test (Multiple questions)
   - [Obligatory questions]
     - Political science 10, International relations 10, Constitution 5
   - [Elective questions]
     - The examinees shall select and answer any 15 questions out of 30 from the following 8 subjects:
     - ※ The figures in the circles show the number of questions to be provided.

2. Specialized Ability Test (Essay questions)
   - The examinees shall select and answer 3 questions from the following 8 subjects:

2. Development of Human Resources

(1) Study Group on Human Resource Development and Training in Public Service

In light of the recent severe situation surrounding public service, it is required to thoroughly develop a sense of mission as a servant of all citizens among young employees and to strengthen their practical ability, which enables them to cope with more complicated and sophisticated administration.

Additionally, managerial personnel need to master methods for instruction/development and communication responding to changes in the consciousness of young employees as well as changes in the working environment caused by the widespread use of information and communication equipment.
In light of these situations, the NPA organized the “Study Group on Human Resource Development and Training in Public Service” (chaired by Hisashi Harada, Professor of the College of Law and Politics at Rikkyo University) comprising academic experts. The NPA held the meeting six times from December 2014 to November 2015 for the purpose of discussing the ideal state of personnel development to nurture the abilities and qualifications which are required for public employees and measures to improve the NPA’s training. The study group submitted a proposal titled “Human Resource Development for the Future Responding to the Changes of the Times – Focusing on Pride as Administrative Officials and the Enhancement of Management Ability.”

Taking this proposal into account, the NPA will more steadily cultivate a sense of professional ethics as a servant of all citizens. In addition, the NPA will steadily work on measures starting with feasible ones concerning further improvement of the curriculum to enhance management ability as well as reinforcement of cooperation with the Cabinet Office and each ministry in planning and operation of the training.

(2) Expansion of the Administrative Training

The NPA implements Administrative Training at the National Institute of Public Administration in Iruma City, Saitama Prefecture, targeting prospective employees at each level of positions from officer level to director-general level, who are expected to play a core role in the administrative operations of the Cabinet Office and each ministry. The basic purposes of this Administrative Training are to improve employees’ sense of mission as servants of all citizens, to raise the level of qualification/ability required to implement measures from the viewpoint of the people as a whole, and to build mutual trust among employees. In FY 2015, the NPA worked on improvement focusing on training programs as follows.

A. Initial Administrative Training

The Initial Administrative Training is designed for first-year employees appointed at the Cabinet Office and each ministry through the Examination for Comprehensive Service, who are expected to engage in duties, mainly policy planning, at HQ in the future. The training was launched in FY 1997 and has been carried out for five weeks since FY 2006.

This cross-ministerial and camp-style training, which is carried out right after the initial appointment, offers an opportunity to trainees to foster a sense of unity as national public employees. The training is also designed to enable trainees to acquire the fundamental knowledge required for a servant of all citizens through the programs, such as the lecture by administrative vice-ministers of ministries concerning behavior as public employees, report writing to consider the ideal state of public employees, and discussion on the ideal state
of policy formation using case studies of administration in the past. In addition, it aims to allow trainees to learn an attitude to perform administration from the viewpoint of people through hands-on experience at nursing care sites or local governments as well as engaging in reconstruction assistance in cooperation with specified non-profit organizations operating in the affected areas struck by the Great East Japan Earthquake (in Tono City in Iwate Prefecture, and Ishinomaki City in Miyagi Prefecture).

In FY 2015, Nihonmatsu City in Fukushima Prefecture was added to the destinations of the aforementioned reconstruction assistance program. Furthermore, a program was launched as an opportunity to learn about the manufacturing sites of small and medium enterprises in Itabashi City in addition to programs in Sumida City and Arakawa City.

B. Administrative Training (for Assistant Director Level)

The NPA carries out various training programs through appropriately setting the length, venue and period of training programs to make it easy for employees at Assistant director level who are busy with their duties to participate in training away from their workplace. In addition, the NPA invites trainees from private companies and foreign governments aiming at having trainees consider a sense of mission and responsibilities as administrative officials along with an ideal state of leadership and enhancing their abilities to cope with a globalized environment.

In FY 2015, the NPA promoted diversification of foreign participants in the “International Course,” in which English is used as a working language. This course was carried out with the participation of trainees who were administrative officials in the Southeast Asian countries and studying at graduate schools in Japan, in addition to officials at diplomatic establishments in Japan. Moreover, the NPA carried out the course to dispatch trainees to China for the first time in four years since FY 2011.

3. Measures to Expand Appointment and Promotion of Female Employees

(1) Appointment and promotion of female employees

It has been widely recognized throughout society that the abilities of women are essential for socioeconomic revitalization in light of the shrinking labor force due to the falling birth rate and an aging population and responding to globalization and diversified needs of consumers.

In recent years, the promotion of women’s activity has become an important issue that should be addressed by the entire government, and the government is demanded to play a leading role in expanding appointment and promotion of female employees and in promoting women’s activity. In August 2015, the “Act on Promotion of Women’s Participation and Advancement in the Workplace” (Act No. 64 of 2015) was established, stipulating the development of plans concerning the promotion of women’s activity in the workplace.
implemented by employers. In addition, a Cabinet Decision titled “Fourth Basic Plan for Gender Equal Society” was established on December 25, 2015, which set outcomes of the entire government to be attained by the end of FY 2020. Specifically, the plan set goals to achieve a rate higher than 30% for women among people who were appointed through recruitment examinations of national public employees in each fiscal year, and a rate higher than 30% for women recruited through the Examination for Comprehensive Service for national public employees in each fiscal year. Regarding promotion, the plan set goals to achieve a rate of 30% for female employees at unit chief level at HQ; 12% as division director level at regional offices and assistant director level at HQ; 7% as division director/director of office level at HQ, and 5% as designated service level.

Under the recognition that the realization of a gender-equal society is one of the important issues in personnel administration, the NPA has worked on support to promote concrete measures taken by the Cabinet Office and each ministry with a view to expanding appointment and promotion of female national public employees. In consideration of the Cabinet Decision on the Fourth Basic Plan for Gender Equal Society, the NPA issued a notice, “Toward the Expansion of Appointment and Promotion of Female National Public Employees” (a notice issued by the Secretary-General of the NPA on December 25, 2015).

(2) Reinforcement of activities to attract women to public service aiming at expanding their appointment

For the purpose of increasing the number of female recruits, it is important to strengthen activities to attract them to public service so that as many excellent women as possible take recruitment examinations for national public employees. The NPA took measures as follows to attract more motivated women to public service in addition to conventional measures to secure human resources.

A. Holding of Study Seminars on Public Service for Women

In cooperation with the Cabinet Office and each ministry, the NPA held the “Study Seminar on Public Service for Women” twice in the Tokyo area (at the University of Tokyo and Ochanomizu University) and once in the Kinki area (at Kyoto University) in order to help more women to become interested in public service. The seminar attracted 868 female students.

B. Talk Live for Women

Aiming at deepening the understanding and interest of as many women as possible in the attractiveness and the actual situation of their work as servants of all citizens, the NPA carried out “Talk Live for Women,” where female officials, who are at the forefront of planning for the
administration of the national government, explain the administrative issues they are currently in charge of based on their various experiences from a viewpoint closer to students. Six sessions were carried out during three days in total at Waseda University and Sophia University, attracting 136 female students.

C. Implementation of Guidance for Female Students on Examination System for National Public Employees

The NPA carried out the “Guidance for Female Students on the Recruitment Examination System,” where the NPA officials offer explanations on the recruitment examination system for national public employees with cooperation from each university. At this guidance, the female officials from the Cabinet Office and each ministry who are graduates of the universities where the guidance is held explain their actual duties, their challenging experiences, and the work-life balance of national public employees in order to make female students feel closer to and deepen their interest in national public employees. The guidance was carried out 13 times in total at 12 universities, and 541 female students attended.

(3) Expansion of training for promotion of female employees

The NPA implements training courses for female employees with the aim of expanding the pool of female personnel who have the potential to become managerial personnel at HQ and regional offices in the future. In addition, the NPA carries out the awareness-raising seminar targeting managerial personnel as part of an initiative to make the working environment more friendly to female employees.

In FY 2015, the NPA expanded the areas and the number of times to implement the “Training to Advance Careers of Female Employees,” which is carried out at the HQ and regional offices targeting female employees at unit chief level, for the purpose of appropriately providing female employees with opportunities to enhance their abilities and motivation. The training took place in areas where many regional bureaus are located (Kanazawa, Matsuyama and Kumamoto) in addition to areas having regional bureaus of the NPA, where training courses have been conventionally held. In addition, the NPA implemented training 18 times, up from 16 times in the previous year. Furthermore, the NPA carried out the “Administrative Training (for assistant director level) – Female Manager Training Course,” targeting female employees at assistant director level who are expected to assume responsibility for administrative management as managerial personnel at HQ in the future.

In addition, the NPA conducted the “Seminar to Further Promote Female Employees” 11 times at HQ and regional offices. This seminar has been carried out targeting managerial personnel who are responsible for personnel management/development at each workplace,
with a view to reviewing factors which prevent the promotion of female employees at each workplace and creating an environment to promote female employees.

**Chapter 4. International Cooperation and Promotion of IT in Personnel Administration**

- Through the Japan International Cooperation Agency (JICA), the NPA dispatched ex-executive officials as lecturers six times from the end of FY 2012 through FY 2015 to provide cooperation for training to develop future executive officials at Vice Minister-level in Vietnam. In addition, the NPA supported the planning of a visit-Japan training program targeting outstanding trainees of the program each time and accepted the delegates. These assistance programs are highly valued by the Vietnamese side as demonstrated by the fact that the average satisfaction rate of the trainees who participated in the visit-Japan training program is 98%.

- The NPA founded the China-Japan-Korea Personnel Policy Network with the personnel administrative agencies in China and in Korea and have worked on the various cooperative projects in personnel administration, such as joint training programs and joint symposiums with China and Korea playing a role in cooperation among these three countries. In September 2015, the seventh top-level conference was held in Seoul, Korea, where heads of the personnel administrative agencies in these countries met together and agreed to maintain and further develop the partnership in the future.

- The Mike Mansfield Fellowship Program is a training program which provides the U.S. federal government officials with opportunities to be involved in daily duties at the Cabinet Office and each ministry for the purpose of fostering U.S. federal government officials who have a deep understanding of Japan. This program, which was launched in 1995, commemorated its 20th anniversary in 2015 and a total of 130 fellows have come to Japan and participated in this program.

- Regarding the personnel and remuneration duties, the entire government is conducting a fundamental review to minimize the costs, for instance related to system operation, as well as simplifying and streamlining such duties.

- Aiming at revising the improvement plan for streamlining the personnel and remuneration duties, the NPA inspected the appropriateness of measures and developed the improvement and transition schedule. In addition, for the purpose of standardizing and streamlining duties, promoting digitization and reviewing the implementation system in FY 2016, the NPA conducted a review on operation guidelines and various forms; at the same time, it renovated the system to enhance performance and function, and provided assistance to enable the Cabinet Office and each ministry to efficiently and smoothly carry out the transition.
1. International Cooperation and International Exchange

(1) Technical cooperation for developing countries

Aiming at helping to improve the public employee system in developing countries, the NPA has provided cooperation in implementing the international group training programs, which are organized by JICA, for government officials of developing countries as well as extending support to each country, responding to requests for assistance. For instance, the NPA has provided assistance through JICA mainly to the “Training Program for National Leader Candidates” since the end of FY 2012 (six courses in total). The Ho Chi Minh National Academy of Politics (HCMA), which is the central training institute in Vietnam to develop executive officials, implemented this program for the first time as a three-year plan targeting 503 candidates for Vice Minister-level officials.

More specifically, the NPA dispatched ex-executive officials and academic experts to Vietnam to conduct seminars and exercises on the themes of the public employee system, water-resource management, industrial policy, transportation infrastructure, tax policy, environment protection and reform of government enterprises making use of the accumulated experience and know-how of the National Institute of Public Administration of the NPA. Additionally, the NPA supported planning and accepted delegates for the visit-Japan training program from Vietnam for around 10 days with some 20 participants for each course (and 113 participants in total), who represent the top 25% outstanding attendees of each course in Vietnam. The objectives of this program are to provide trainees with opportunities to enhance knowledge about the agenda useful for the economic development in Vietnam through a field survey in Tokyo as well as in local cities, and to deepen understanding about the background Japanese society and culture. The NPA completed support for all the courses of the Training Program for National Leader Candidates for three years, with the sixth visit-Japan training program, which took place in November 2015.

This support received a very high evaluation from the participants of the visit-Japan program as demonstrated by the satisfaction rate of approx. 98% on average. Moreover, it was reported that over 30 out of 113 trainees to Japan were elected as the members of the Central Committee, that participants actually improved their domestic measures by referring to the lectures in Japan, that many training programs, which are similar to the one in Japan, have been launched on the local government level based on a proposal by participants, and that participants hold meetings on a periodic basis.

Along with assistance for the Training Program for National Leader Candidates, the NPA dispatched officials to Vietnam once in FY2013 and again in FY2014 as part of support to reinforce the HCMA’s ability to implement training. The NPA provided 25 instructors of the HCMA with the training program concerning planning and operation of training making
use of the knowhow held by the National Institute of Public Administration. In FY 2015, the NPA organized a visit-Japan training program to wrap up this initiative. The HCMA intends to expand the measure to reinforce the ability to implement training throughout the HCMA based on the support provided by the NPA.

### (2) Measures for personnel administration in cooperation among Japan, China and Korea

The NPA created the China-Japan-Korea Personnel Policy Network with the central personnel agencies in China and Korea (the Ministry of Human Resources and Social Security of China and the Ministry of Personnel Management of Korea) as a framework for cooperation in personnel administration. This network, which was established based on the “Action Strategy on Trilateral Cooperation among the People’s Republic of China, Japan and the Republic of Korea” approved at the China-Japan-Korea Summit Meeting (attended by Prime Minister Junichiro Koizumi, Premier of the State Council Wen Jiabao and President Roh Moo-Hyun) held in November 2004, plays a role in cooperation among the three countries.

This network aims to promote closer cooperation and mutual exchange in personnel administration among Japan, China and Korea, which have cultural similarity, and to utilize them for the future study on personnel administration in each country. Through the network, various types of cooperative projects have been carried out, including exchange of administrators, such as the joint training for young and mid-level employees and the joint symposium organized by the three countries.

On September 1, 2015, heads of the personnel administrative agencies in Japan, China and Korea (Nahomi Ichimiya, the President of the NPA; Xin Changxing, the Vice-Minister of Human Resources and Social Security of China; and Lee Geun-myeon, the Minister of Personnel Management of Korea) met together for the first time in five years to hold the seventh top-level meeting (in Seoul, Korea). At the meeting, NPA President Ichimiya mentioned that the network helped to facilitate the sharing of knowledge and experience concerning personnel administration among the countries and enhancement of employees’ global perspective since its establishment. She also stated that she wanted to reinforce partnership so that the three countries could promote better personnel administration. In addition, the NPA’s President Ichimiya, together with the heads of the personnel administrative agencies in China and Korea, introduced initiatives in each country concerning “reinforcement of expertise in public service” and exchanged ideas. The heads of personnel agencies in the countries highly valued results of the network so far and agreed to further promote tripartite partnership in personnel administration.

### (3) Mike Mansfield Fellowship Program

The Mike Mansfield Fellowship Program was founded in tribute to Mr. Mike Mansfield,
who was the U.S. ambassador to Japan and made efforts to build a friendly relationship between Japan and the USA. The training has been carried out by the U.S. State Department in accordance with the Mike Mansfield Fellowship Act, which was established in April 1994 as a US federal law. The program was launched in 1995, the following year of the enactment of said Act, and commemorated its 20th anniversary in 2015. In June 2015, 10 fellows in the 19th program completed the program in Japan and returned safely to the USA, and another 10 fellows came to Japan in July 2015 as the participants of the 20th program, who started the training at each place where they were assigned.

So far, the program has attracted 130 fellows in total (from the first to the 20th programs) from 25 US federal government agencies and the US Congress.

After experiencing a homestay in Ishikawa Prefecture for about two months, the fellows participate in training programs in Japanese government agencies for about 10 months while engaging in daily duties at their host agencies. A wide range of agencies in Japan, including government agencies, Diet members’ offices, local public organizations and private enterprises accept fellows.

In cooperation with the Ministry of Foreign Affairs, the NPA has conducted consultation and coordination to accept fellows at the Cabinet Office and each ministry in addition to planning and implementing the common programs such as orientation, field trips and participation in Administrative Training conducted by the National Institute of Public Administration of the NPA.

The NPA received many opinions about the results of this training. For instance, the fellows mentioned that they could build a good personnel relationship at the departments they were assigned, that they could understand Japan’s position well, and that the program was significant and important to build a better Japan-US relationship. In addition, the host agencies said that they could understand the views of the US government through the fellows and the training was significant both for Japan and the USA. Furthermore, many of the fellows participated in this program continue to work for the government agencies, such as the US Embassy in Japan, the Office of the U.S. Trade Representative, the Department of Treasury, the Department of Commerce and the Department of Justice, as the US federal government officials even after completion of this program.

2. **Promotion of IT for Personnel Management Duties**

The Personnel and Remuneration Duties Information System is a cross-governmental common system, which integrates various functions, such as personnel management, remuneration management, mutual aid management, notifications and applications by employees, 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 (Feb. 27, 2004). The system was originally scheduled to be introduced to the Cabinet Office and all the ministries by FY 2015. Nevertheless, the duties could not be coordinated sufficiently before building the system. There were also some problems with the performance. Taking into account these circumstances, the entire government is fundamentally reviewing the personnel and remuneration duties under the Personnel and Remuneration Duties Efficiency Promotion Council, which was established in August 2014, to simplify and streamline such duties and to minimize the costs related to the system operation aiming at enabling the Cabinet Office and all the ministries to complete the transition to this system by the end of FY 2016.

In FY 2015, the NPA worked on the following measures in cooperation with the relevant organizations.

(1) Efforts toward the revision of the improvement plan
(2) Efforts toward the implementation of measures relating to the “Reform of Personnel and Remuneration Duties”
(3) Efforts toward the implementation of measures relating to the “Personnel and Remuneration Duties Information System”
Part 2. Change in Incumbency (Personnel Structure by Age Group) and Its Impact on Personnel Management

Introduction

Unlike US-style personnel management based on open recruitment, in which employees required for duties are recruited when necessary both from within and outside the organization, in Japanese personnel management in general, which has been carried out both in the public and private sectors, new graduates are recruited all at once. The recruits systematically fostered within each organization through repeated job rotation, and managerial personnel and executive officials are selected from among them. Under such a personnel management system, employees basically improve their business abilities, accumulate experience and are promoted in accordance with their length of service from their recruitment through mandatory retirement age. The number of years required for promotion varies depending on the organization. It is often the case, however, that ages or length of service turn out to be correlated with the levels of positions to a certain degree. For instance, the ages when the personnel who are selected and promoted earliest to the position of division directors or director-general of a department are roughly designated. It is beneficial to have such a rule of thumb in that it allows the employees to envisage their promotion, and also enables employers to establish a basic framework for promotion management. On the other hand, in organizations with an unbalanced personnel structure in terms of age groups, for instance having age groups with an excessive or insufficient number of employees (peaks and valleys), it is difficult to accumulate knowledge from experience as an organization and to pass on knowhow smoothly. This may become detrimental to operations continuity, and moreover, significantly affect personnel management, such as by lowering motivation due to promotion stagnation and hindering the development of abilities that the managerial personnel candidates are expected to have.

Concerning the incumbency of national public employees who are responsible for the national administration in Japan, the proportion of the employees in their 40s and 50s is much larger than that of those in their 20s and 30s, representing a personnel structure with a big “peak” and a big “valley.” The NPA suggested that this personnel structure is a problem in the report submitted to the Diet and the Cabinet at the time of the Remuneration Recommendation in August 2015. (Refer to Appendix 5 “Report on the Personnel Management of Public Employees.”) Therefore, a large number of employees who are now in their 40s and above will retire upon reaching the mandatory retirement age in about 20 years. If no change is made to the current personnel structure, we will only have a very small number of managerial personnel with many years of experience in public service and experienced employees in 20 years.

This report examines the points as follows: the factors that have led to such an unbalanced personnel structure by age group; the impact made by the personnel structure with an extremely small number of young employees in particular on personnel management and execution of duties in public service; and the measures taken by the Cabinet Office and ministries, to deal with such issues.
The report then suggests various issues, which can be identified at present concerning the measures to maintain efficient and dynamic public organizations from the view of the public service in 10 or 20 years, after extracting various problems associated with personnel management for the Cabinet office and ministries, to deal with such an imbalance in the personnel structure.
Chapter 1. Changes and Issues Concerning the Incumbency of National Public Employees (Personnel Structure by Age Group)

Section 1. Changes in the Incumbency of National Public Employees

National administrative organs include HQ (the Cabinet Office, ministries, commissions, and agencies), councils, facilities, special organs, and regional offices (local branch bureaus and departments). The main focus of this chapter is placed on an examination of the incumbency at HQ and regional offices. HQ are responsible for planning and developing systems, budgeting-related duties, coordination of policies, handling Diet-related issues, and international duties. Meanwhile, regional offices are mainly in charge of affairs related to the implementation of systems and budgets. Personnel management of national public employees working at these organizations is also carried out in accordance with the administrative needs of each organization.

This section takes a look at the incumbency of national public employees, focusing on its features in all administrative organizations, HQ and regional offices.

1. All Administrative Organizations

Figure 1 shows the number of full-time employees in 2015 in each age group subject to Admin(1), who are responsible for administrative affairs in general, among the national public employees in the regular service in all the organizations of national government, compared with the number that of 10 years before (2005).

![Incumbency by Age Group – All Organizations (Admin[1])](Image)

(Note) The Fact-finding Survey of Remuneration of National Public Employees targets the incumbent employees as of January 15 each year (excluding those who mandatorily retired, who were separated from employment, or who were reappointed during the period between January 16 and April 1, the ages as of April 1 are used in the survey) (The same applies hereinafter)
The personnel structure in 2005, the number of employees peaked of ages 30 to 33 and again at ages 40 to 45, while these two peaks shifted to ages 40 to 43 and those aged 50 to 53 in 2015. Over this period, the average age of employees subject to Admin(I) in all the organizations of national government has increased by 3.2 years (from 40.3 to 43.5).

Moreover, the number of incumbent employees subject to Admin(I) in all the organizations declined by 28,000 during this decade (from 169,697 in 2005 to 141,697 in 2015) due to the plan to reduce the total number of personnel (the downsizing plan) (including the 11th [from FY 2005 to FY 2009] and the 12th [from FY 2010 to FY 2014] plans); the plan to achieve a net reduction in the total number of personnel by over 5% during the five years through reviewing duties and managing the total number of personnel (from FY 2006 to FY 2010); abolition of the Social Insurance Agency (approx. 17,000 employees); and cutback on hiring new employees (from FY 2011 to FY 2013).

2. HQ

Figure 2 compares the number of incumbent employees in each age group subject to Admin(I) at HQ in 2015 and that in 2005.

Figure 2 Incumbency by Age Group – HQ (Admin[ I ])

(Unit: person)

(Fact-finding Survey of Remuneration of National Public Employees)

Regarding the personnel structure, whereas in 2005 the number of employees peaked at ages 32 and 33, the structure had a gentle curve and a peak at ages 40 and 41 in 2015. Over this period, each age group of 38 and 39 and above increased in number by around 100 to 600 due to strengthening the restriction on reemployment and extension of length of service associated with the raising of the starting age for pension payment. Meanwhile, concerning employees aged 19 to 36 and 37,
the number of employees aged around 30 to 33 declined by approx. 300 to 450 in each age group. Despite that, the number of employees has not declined significantly as a whole. The change in the personnel structure by age group as stated so far has helped to increase the average age of the employees working at HQ by 1.6 years (from 39.1 old to 40.7).

Many ministries including the Cabinet Office have regional offices, and they have carried out weighted allocation of personnel reduction at those regional offices, for instance through assigning a numerical target to downsize the total number of personnel in accordance with the size of such number at each regional office. In addition, the Cabinet Office and ministries have moved employees from regional offices to HQ as part of the career path to develop human resources. In addition, with the aim of securing necessary human resources, excellent employees at regional offices have been transferred to HQ to fill the shortage of employees there when necessary.

Because of these circumstances, the number of younger employees at HQ has declined relatively slowly amid an increase in the number of elderly employees due to their extended length of service. Looking at the total number of employees subject to Admin(I), the number of those at HQ has actually increased by several hundred each year (from 32,235 in 2005 to 35,191 in 2015).

3. Regional Offices (Local Branch Bureaus and Departments)

Figure 3 compares the number of incumbent employees in each age group subject to Admin(I) at regional offices of the Cabinet Office and ministries in 2015 and that in 2005.

Figure 3 Incumbency by Age Group – Regional Offices (Admin[1])

(Fact-finding Survey of Remuneration of National Public Employees)
Regarding the personnel structure of the regional offices in 2005, unlike the structure at HQ, the number of employees peaked around age 30 to 33 and again around 40 to 45. In 2015, the former peak shifted to around ages 40 to 43, and the latter peak shifted to around 50 to 55. In addition, during this period, the number of employees in each age group over 50 increased by around 1,500 to 2,000 except for the age group of 56 and 57 owing to the influence of extended length of service. On the other hand, employees aged 40 to 49 have not been affected by such factors, and the number of employees in this age group has not seen an increase. Meanwhile, the reduced number of new recruits decreased the number of incumbents aged 19 to 39 by approx. 35,000 in total. For instance, the number of employees in the age group of 30 and 31 declined by around 7,000. These changes in the personnel structure by age group helped to increase the average age of the employees subject to Admin(I) at regional offices by 4.1 years (from 40.6 to 44.7).

Furthermore, many ministries, including the Cabinet Office, have implemented weighted allocation of personnel reduction at the regional offices in order to meet the target for reducing the total number of personnel and restricting the numbers of new recruits. In addition, the Social Insurance Agency was abolished at the end of 2009 (the number of the employees at that regional offices was around 16,000). As a result, the number of employees subject to Admin(I) at that regional offices has substantially decreased (from 131,350 in 2005 to 102,258 in 2015).

4. The Factors for Changes in Incumbency

Looking at the number of employees at HQ of all ministries including the Cabinet Office as outlined above, while elderly employees have increased, a certain number of younger employees have been also appointed every year. As a result, a relatively well-balanced composition is maintained among age groups at HQ.

Concerning the personnel composition by age group at regional offices, on the other hand, there has not been a significant change among the employees aged 40 and above despite the increase in those in their early 50s. Nevertheless, the number of those below 40 has shrunk considerably, which presents a totally different picture compared with 10 years ago. The factors which triggered the increase in the number of employees in their 50s include the fact that employees who replaced the large number of employees who were appointed in the postwar period to cope with the rapid expansion of administrative structure and retired during the period between the mid ’70s and late ’80s, are now approaching their 40s or 50s. In addition, the extended length of service associated with the revision of retirement management has decreased the number of early retirees in their 50s.

With regard to the reasons for a significant decline in the number of employees in their 30s and below, some ministries substantially downsized and restructured the organizations amid the shrinking quota for new recruits due to a smaller number of early retirees associated with the extended length of service. Additionally, many ministries, including the Cabinet Office, have carried out weighted personnel reduction at the regional offices, while it is more difficult for the requests to increase
personnel at the regional offices to be accepted than those at HQ. Therefore, the total number of personnel at HQ has been secured, while in the regional offices a significant decrease has been observed. In particular, the number of university-graduate employees in their mid to late 20s as well as high-school-graduate employees in their early 20s has become very small following the plan to achieve a net reduction in the total number of personnel, which was implemented from FY 2006 to FY 2010, and the cutback on recruiting new employees from FY 2011 to FY 2013.

The cutback on recruiting new employees, which had been carried out since FY 2011 as part of the measure to reduce the total personnel expenses of public employees, was ended in FY 2014 in consideration of the influence on students’ job hunting activity and vitalization of organizations. Currently, it is possible to appoint new employees within the quota mainly to replace the mandatorily retired ones. Therefore, each regional office is also hiring necessary new recruits. In addition, a large number of employees, who form the peak of personnel composition, will soon reach the mandatory retirement age. Thus, even taking into account reappointment and the downsizing request, it is essential to appoint a certain number of recruits. Because of this, the Cabinet Office and ministries intend to allocate recruits to regional offices to meet the administration needs in the future.

Changes in Age Composition and Its Factors in Foreign Countries

The age composition of national public employees is changing also in the UK, the USA, Germany and France.

In the UK, the rate of employees aged 50 and above grew from approx. 28% in 2006 to approx. 40% in 2015. In the USA, the average age of employees became 2.8 years older, growing from 42.8 in 1992 to 45.6 in 2014. The rate of the employees aged 50 and above also grew to approx. 45% in the same year. In Germany, the average age of employees became 2.7 years older, growing from 43.1 in 2000 to 45.8 in 2014. The share of employees aged 45 and above also grew to approx. 61%. Moreover, in France, the rate of the employees aged 50 and above grew from approx. 20% in 1992 to approx. 34% in 2013.

As stated above, the rate of elderly employees has grown and the average age has risen in each country. As in the case of Japan, the main factors behind these changes in some countries include the aging of a specific group of employees, who were large in number and formed a peak in the past due to the circumstances in each organization in each country; the freezing and suspension of recruitment under the pressure to reduce the number of public employees and their personnel expenses; and the rise in the retirement age associated with the raising of the starting age for pension payment.
On the other hand, each country has its own specific reasons for age structural change. In the UK, for instance, while the employees used to continue to work in the same organization after they were hired in their youth until the pension payment started, nowadays the greater liquidity in the labor market for employees younger than a certain age group brought about intense competition to secure human resources. Under such circumstances, ministries, which could not flexibly respond to the working conditions, faced difficulties. In Germany, as a result of an increase in the number of public employees following the reunification of East and West Germany in 1990, the government reduced the number as part of the administrative reform to deal with the financial deterioration.

Section 2. Issues Caused by the Incumbency Change

1. Relationships between HQ and Regional Offices

In administrative management, planning mainly conducted by HQ does not work independently from implementation mainly by regional offices. In other words, regional offices properly implement systems or budgets planned by HQ, and provide HQ with information including needs they understand through coordination works with those involved in the field. HQ reflect such information in the systems or budgets in an appropriate manner. With such a cycle, both parties fulfill their own functions organically, like two wheels of a cart.

If only employees are not assigned enough for the original workload at regional offices in charge of administrative implementation with too much emphasis placed on HQ, it will hinder smooth administrative implementation and it may also lead to preventing HQ from fulfilling the planning function sufficiently. In addition, as stated earlier, most of the Cabinet Office and ministries with regional offices carry out personnel management in which they transfer employees from regional offices to HQ. Nevertheless, regional offices also have to secure necessary personnel to perform duties and cannot supply such a large number of employees as to hinder the performance of their own duties. Therefore, the decrease of young employees at regional offices will reduce the number of employees when regional offices can transfer to HQ and consequently affect the performance of duties and personnel management at HQ.

Accordingly, it is necessary to plan the best personnel allocation at HQ and regional offices with due consideration of such an interdependent relationship between planning and implementation functions.
2. Issues at HQ

This time, the NPA conducted interviews with personnel management sections of the Cabinet Office and nine ministries (divided into 15 sections by job category). According to the hearing, HQ face some specific issues relevant to their personnel management. For instance, many respondents answered, “promotion is delayed more than ever due to too many elderly personnel remaining in the organization” because employees in their 50s remain due to the revision of early retirement and extension of length of service. They also suggested that a greater number of employees have transferred from the Cabinet Office and ministries to the Cabinet Secretariat after the Central Government Reform in 2001 with the aim of reinforcing the Cabinet functions; and this affects the securing of human resources at the Cabinet Office and ministries.

These issues are associated with change in the retirement management of executive officials and change in the operation system at HQ, and they have become obvious mainly in the personnel management of executive officials and future executive officials at HQ as follows.

(1) Impacts on motivation of young and mid-level employees and vitality of organization associated with extended length of service

Measures to correct early retirement practice have recently been taken including: the stepwise raising of the encouraged retirement age of executive officials (the agreement reached at the ministerial round-table conference on December 17, 2002); the prohibition against mediation of reemployment for national public employees by the personnel authorities of the Cabinet Office and ministries (the Revised National Public Service Act of 2007); and the introduction of open recruitment in principle, in appointing the executives of Incorporated Administrative Agencies, when they take over the posts held by the former public employees (the Cabinet Decision as of September 29, 2009). In addition, in November 2013, the encouraged retirement system was abolished in accordance with the partial revision of the Order for Enforcement of the Act on National Public Officers’ Retirement Allowance, and the system of application of early retirement was introduced. As a result, managerial personnel or executive officials no longer retire just because they are encouraged to do so before mandatory retirement age. Except for those who retire due to mandatory retirement or temporary transfer to local public organizations, reasons for retirement application these days are only personal reasons or the use of the early retirement system (the number of retirees of designated service or division director level at HQ [Grade 8 or higher on Admin(I)(excluding those mandatorily retired)]: 551 retirees in FY 2005 to 431 retirees in FY 2014).

Under such circumstances, average ages of managerial personnel and executive officials have risen ([designated service] from 54.8 in 2005 to 56.4 in 2015; [division director level at HQ] [Grade 9 on Admin(I)] from 50.6 in 2005 to 53.3 in 2015; [Grade 8 on Admin(I)]: from 41
50.4 in 2005 to 52.4 in 2015). Partly due to a shortage of upper posts, the length of service required to be promoted has become longer (the number of officials of designated service aged between 56 and 59: from 204 in 2005 to 426 in 2015). Amid the stagnant turnover of personnel, there are concerns that delayed promotion will lower the motivation of young and mid-level employees and that limited utilization of elderly employees will decline the organizational vitality.

(※) Grade 9 and Grade 8 on Admin(I) were Grade 11 and Grade 10 respectively before the restructuring in April 2006.

(2) Impacts of cutback on hiring employees at HQ

(Cutback on hiring)

From 1997 to 2001, the number of employees appointed through the Level I exams for national public employees was cut by 30%. As a result, the number of employees of the Cabinet Office and ministries appointed through the Level I examination during this period is smaller than those before and after this period. The employees recruited then are now starting to be promoted to managerial posts. Therefore, how to deal with the decreased number of employees in this age group, has become an issue to address. The Cabinet Office and ministries, which also carried out cutback on hiring employees through the Level II and III exams for national public employees during the aforementioned period, do not have a sufficient number of mid-level employees at the unit chief-level or the assistant director level, and face similar problems.

(Ministries without regional offices)

Ministries without regional offices have reduced the number of recruits at HQ in accordance with a net reduction in the total number of personnel or cutback on hiring recruits. Therefore, they have a small number of young employees mainly in their 20s. They face problems in that they cannot enable employees in this generation to have various experiences in a planned manner, such as transfer to external organizations or participation in training programs. There are only enough employees to fill the important posts.

(Transformation of facilities in charge into incorporated administrative agencies)

Some ministries lost sources of human resources when their facilities which used to supply human resources to HQ were transformed into non-public employee type incorporated administration agencies (such as incorporation of national universities of the Ministry of Education, Culture, Sports, Science and Technology and national hospitals of the Ministry of Health, Labour and Welfare) or abolished (for instance, the Social Insurance Agency of the Ministry of Health, Labour and Welfare). In personnel exchanges, there are often mismatches in
the age of subject employees between ministries including the Cabinet Office and corporations with enhanced autonomy in personal management after incorporation. As a result, it has become difficult for these ministries to receive human resources who cover the decreased number of employees at HQ. Meanwhile, they have fewer opportunities to transfer their personnel to external organizations to accumulate experiences.

(3) Locally-oriented students and employees

Amid the decreasing number of children, students, particularly the examinees of the examination for the regular service, are becoming more locally-oriented. There are concerns among the Cabinet Office and ministries that they have more difficulties in hiring employees who were born in provincial areas. Regional offices say that there is a stronger tendency for students to give priority to finding jobs at local public organizations with a smaller chance of relocation because they do not like relocation. Moreover, the attractiveness of working as national public servants and of national administrative organs is not sufficiently conveyed to students. Furthermore, the burden of recruitment examination is heavier than that of private companies. These are considered as the factors causing the preference for many students to find jobs in local public organizations or private companies.

Additionally, a growing number of employees prefer to work at a place closer to their hometown because of the need to provide nursing care for their parents as well as home ownership. It is getting harder to persuade employees when trying to transfer those appointed at regional offices to HQ or when gauging intentions of employees who were appointed at regional offices and experienced being posted to HQ for a certain period for continuation of their work at HQ. Moreover, there is a stronger tendency among employees appointed at HQ to avoid transfer to regional offices for family reasons.

(4) The burden of duties to handle the Diet-related matters and issue of long working hours

The workload at HQ is increasing because of administrative issues becoming more complicated and difficult, and more elaborate and diversified duties due to IT. In addition, the burden of heteronomous duties, such as handling of the Diet-related matters, is heavy and forces employees to work until late at night very often. Amid the increase in the number of employees taking care of children, it is recognized that such a practice of working long hours needs to be reviewed. It is said, however, that taking a workable measure is not easy to do. Furthermore, if some employees take long-term sick leave or separate from service due to mental disorders under such circumstances, it will cause a labor shortage at the workplace and generate extra burden on their colleagues, leading to a vicious cycle.
3. Issues at Regional Offices

(1) Examples of change in personnel composition at regional offices

Concerning the employees by age group subject to Admin(I) at regional offices of the Cabinet Office and ministries, examples of two regional offices demonstrating a typical change in personnel structure between 2015 and 2005 (the number of employees as of July 1, each year) are provided as follows.

Among the 11 regional offices of eight ministries in total, which were interviewed by the NPA this time, five offices showed a similar tendency to that of regional office A; two offices showed a similar tendency to that of regional office B; and four offices did not demonstrate a remarkable change as compared with a decade ago.

**Figure 4** Example of regional office A

The figure shows the case of a regional office where the number of employees in their late 30s increased due to the shift of the peak in the personnel composition from the younger to the mid-level employees and the extended length of service, while the number of employees in their mid-20s to their mid-30s decreased compared with a decade ago.

![Graph showing age distribution of employees in 2015 and 2005](image)

**Figure 5** Example of regional office B

The figure shows the case of a regional office where the number of employees aged younger than 50 saw a significant decrease due to the cutback on hiring that lasted long, while only the number of employees aged 50 and above forms the peak in the personnel composition compared with a decade ago.
(2) Impact of personnel composition with an extremely small number of young employees on personnel management of regional offices

The NPA conducted interviews with employees of personnel management sections working at 11 regional offices of eight ministries (divided into 17 sections by job category) concerning impacts of unbalanced personnel composition with an extremely small number of young employees, on personnel management or implementation of duties in regional offices. Based on the results, these impacts are summarized as follows.

A. Impacts on personnel management

A) Lack of ability development and absence of mentors of young employees

Amid the decrease in the number of staff in lower positions, young employees are kept busy with non-professional and clerical affairs, and experiencing a variety of work widely but shallowly because it is necessary to assign them to each division. As a result, it is getting difficult to give them the opportunity for capacity development, for instance through allowing them to spend enough time in accumulating professional experience in a specific area.

Furthermore, due to the shortage of candidates for unit chief, as a result of some ministries the reduction of the total number of officials, some ministries assign low-ranking officials with short years of experience the work at unit chief level. This also increases the burdens of low-ranking officers.

Moreover, compared with before, there are fewer low-ranking officers in the same generation in division. Additionally, the mid-level employees, who are relatively close in age
are busy. Thus, it is often the case that the partners from whom young employees seek advice are elderly managers, but the generation gap as well as hesitation to talk to superiors affect smooth communication. As a result, they are left alone to think about their problems which sometimes leads to separation from service or mental health disorders. Aside from the matter of the generation gap, it is pointed out as a problem that relations among employees has become shallower because there are fewer opportunities to have personal communication apart from work in and outside the workplace than before.

Recently, on the other hand, there has been a concern that a strict instruction like putting pressure on subordinates might lead to power harassment. Therefore, superiors give instructions to the subordinates more gently than before. In addition, it is pointed out that some superiors handle work by themselves without delegating it to subordinates more than ever, which results in increasing the number of young employees who just wait for directions.

**B) Increase in workload and lack of capacity development of mid-level employees**

The number of mid-level employees who have no subordinates (hereinafter referred to as “unit chief with no subordinates”) even after they are promoted to unit chief because of the reduced number of young employees is increasing. Since the same duties have to be carried out amid the reduction in the total number of officials, private companies or part-time employees need to be used mainly for operation duties. There are, however, some duties that should be conducted by the regulation staff, including duties of coordination with outside, which should not be delegated to private companies or part-time employees. Now, the mid-level employees have to handle such duties, which used to be carried out by low-ranking officers, leading to the increase in the workload of mid-level employees.

Moreover, these changes in working environment have made mid-level employees busier, and caused a problem in that duty-related capacity development, on which authorities prioritize, cannot be provided sufficiently. Especially, as a result of the reduced number of young employees and the increased number of unit chiefs with no subordinates, mid-level employees have fewer opportunities to accumulate experiences in management duties in the workplace, including capacity development, coaching and support of subordinates, which are essential for the managerial personnel in the future. There is strong concern over such a situation in terms of mid- to long-term business management.

Additionally, concerning engineer officials, young to mid-level employees have fewer opportunities to gain broad working experience in the field as a result of increased outsourcing of field services to private companies. This makes it difficult to pass on skills and knowhow that can be acquired only through field experience, which leads to concern about lowering technical and application abilities as engineers.
C) Difficulties in systematic job rotation and assignment mainly of young and mid-level employees

Due to the small number of young employees, the number of candidates is insufficient for the posts to which personnel authorities actually want to assign or promote them, causing difficulty in systematic personnel management. In addition, as stated earlier, neither young nor mid-level employees have sufficient technical on-site experience required for low-ranking officers or experience in management necessary as unit chief. Consequently, it causes a problem that there is a shortage of candidates for promotion and pay grade increase along with competent personnel as managerial officials.

Furthermore, if there is a valley in personnel composition by age, which represents ages (length of service) with a small number of employees, it is necessary to promote employees belonging to the younger age-group or with a shorter length of service than those forming such a valley. They, however, do not necessarily have enough work experience. As a result, systematic job rotation and assignment would be more difficult.

D) Decline in motivation of all employees

Mid-level and elderly employees, who are in the generation with a large population, complain that their promotion and pay grade increase are delayed compared with their seniors. Due to a decrease in the number of young employees, they also need to continue handling duties that are supposed to be done by employees at the lower post. This leads to the problem of lowering their motivation.

On the other hand, young employees are busy with general and clerical affairs and cannot acquire expertise. Their juniors are not appointed so much. In addition, their promotion is delayed because their superior’s promotion is delayed. They do not have people around them to consult with about their problems. It is pointed out that this situation also has lowered their motivation.

B. Impacts on duty execution (inheritance of skills and knowhow)

Because of the unbalanced personnel composition in terms of age and the consequent outsourcing of business, the skills and knowhow that should be accumulated in each organization for the purpose of administrative continuity have not been smoothly passed on from the elder generation to the younger generation, or they are not expected to be in the future. These issues are strong concerns common among regional offices of the Cabinet Office and ministries.

Particularly, the sense of crisis that knowhow will all disappear in the future without some effective measures before elderly employees retire is shared in the regional office B and the
technical personnel groups, in whose field many projects are outsourcing.

Skills and knowhow that should be passed on within regional offices include making and managing materials and documents; and knowledge, ability, personal connection and knowledge about historical backgrounds that are accumulated through long-term experience in various duties such as negotiation, coordination, inspection, supervision, control, audit, research and analysis/appraisal.

(3) Measures for personnel management of regional offices to deal with the personnel composition with an extremely small number of young employees

The Cabinet Office and ministries, under the recognition that the unbalanced personnel structure in terms of age groups at regional offices affects personnel management and duty performance, are taking or will take the following measures to deal with the decreasing number of young employees and make it possible to pass on skills and knowhow smoothly from the elderly generation to the younger generation. They are based on the results of the NPA interviews.

A. Securing of recruits

Some ministries are reexamining the necessary number of officials, after reviewing duties, and are conducting reviews on their ministry-wide personnel structure through securing the necessary number of recruits for each fiscal year on the condition that the employees of all age groups continue to work until mandatory retirement age. These ministries seek to level their personnel composition by age group through increasing the number of recruits as much as possible at each regional office with the aim of maintaining organizational vitality and passing on skills and knowhow. They also aim to increase the number of recruits as much as possible using the vacant posts especially after elderly employees, who form the peak of the personnel age-compositions, retire while keeping a balance with reemployed employees. Meanwhile, the Cabinet Office and ministries recognized that they face challenges in securing the necessary number of posts to be appointed at regional offices, and recruiting many employees, while maintaining quality amid the trends among young people to prefer working in their hometown and to avoid working long hours.

With regard to ensuring the necessary number of posts are filled, some ministries intend to expand the room for of recruits before mandatory retirement of elderly employees through transferring employees to external organizations or expanding the frame of the system of application of early retirement.
B. Streamlining, concentration and outsourcing of duties

Amid the growing demand on administration, the Cabinet Office and ministries have been taking measures, including streamlining and concentration of duties of management sections, digitization of various tasks and simplification of procedures and materials over the past decade, responding to the decreased number of employees especially in the young generation associated with the downsizing of organization and decreasing the total number of posts at regional offices. Furthermore, measures to streamline duties extensively have been taken, such as assigning part-time employees to deal with routine work or secretarial work, which used to be handled by young employees and outsourcing tasks/projects to business operators or consulting companies.

Concerning these measures, employee organizations demand employment stabilization and treatment improvement for part-time employees. This has become an issue to be addressed for some ministries. Regarding outsourcing, there is also a viewpoint that the outsourcing of tasks/projects leads to an outflow of skills and knowhow of organizations, and their maintenance and continuation of skills and know how is now on the verge of being affected.

(※) According to “Statistical Table of Incumbency of National Public Employees in the Regular Service”(Cabinet Bureau of Personnel Affairs), the total number of incumbent part-time employees is 140,121 (including 22,541 assistants for clerical work, 7,606 employees in charge of statistical research, 22,462 employees such as committee members, consultants and advisers, 47,599 volunteer probation officers, and 4,389 employees in charge of water level observation at water gates). Among them, the number of fixed-term employees stipulated in Article 4, item(ⅩⅢ) of Rule 8-12 (Appointment and Dismissal of Employees) is 29,310. (The numbers are as of July 1, 2015.)

C. Utilization of reappointment system

The Cabinet Office and ministries have different ideas on the utilization of reappointment at regional offices. The number of reappointed employees who desire full-time employments is expected to increase, taking into account that the starting age of pension payment will be 65 in the future. Accordingly, the Cabinet Office and many ministries consider it necessary to let the reappointed employees perform duties steadily in the same manner as before retirement through in core and full-scale work while maintaining motivation.

Meanwhile, as an issue for the time being, there is a strong sense of crisis toward the loss of skills and knowhow following the retirement of elderly employees at many regional offices. Therefore, many ministries desire to actively use reappointed employees in order to pass on skills and knowhow to young and mid-level employees, to develop and provide counselling to juniors, and to maintain the quality of work. Particularly, organizations with a personnel composition similar to that of regional office B have a strong sense of concern about the loss
of skills and knowhow in five to 10 years, after the retirement of elderly employees. Thus, they hold high expectations toward the roles of reappointed employees in passing on skills and knowhow. On the other hand, some ministries consider that vacant posts should be first allocated to recruits and use reappointed short-time employees as workforce to cover any labor shortage, for example as employees to conduct surveys in the field.

Moreover, the Cabinet Office and ministries, pointed out challenges in the full-fledged use of fulltime reappointment such as the change of mindset of employees at their mandatory retirement and maintenance of their motivation, matching of experiences and abilities to jobs, and personal relationships in offices. In order to address these issues, it is important to check the ability and aptitude when reappointing mandatorily retired employees and to maintain their motivation as well as taking transitional measures for the necessary posts to secure a certain number of new appointments.

D. Review of personnel management and personnel development

With an aim to cope with the decreasing number of young employees at regional offices, the Cabinet Office and ministries are examining various measures for the personnel affairs of employees and work assignment. Such measures include making it a practical rule to rotate employees at the HQ to be transferred to regional offices before getting promoted; expanding the area of duty for each post by transforming from the line style (group working) to the staff style, and expanding the area of duties that each employee can handle through developing abilities, for instance through assigning administrative officials to operational posts.

Additionally, for the purpose of capacity development and mental healthcare, some ministries are taking measures, such as, introduction of a system to strengthen OJT through designating seniors or supervisors as advisers or instructors to young employees; expansion of opportunities for Off-JT, including training programs, seminars and study sessions; and motivation enhancement and systematic development through presenting a career path for each employee.

Meanwhile, many ministries with a valley in the personnel age composition, which represents ages (length of service) with a small number of employees, are planning to cover the valley by delaying promotions for the elder employees as well as selecting excellent employees from the younger generation.

E. Environmental improvement to promote female employees’ activity

Under the government policy, the Cabinet Office and ministries are promoting the expansion of appointment and promotion of female employees. The rate of female employees is expected to increase also at regional offices.
The Cabinet Office and ministries regard it necessary to provide young female employees with various chances to experience duties so that skills and knowhow in the workplace can be passed on to them with a view to maintaining and improving functions of regional offices. At the same time, they consider that they need to promptly develop a working environment that enables female employees to continue their career without separating from service and a system to smoothly cover the jobs of female employees who cannot work due to childbirth/childcare.

(※) In the Fourth Basic Plan for Gender Equal Society (Cabinet-Decision on Dec. 25, 2015), the government set the outcome objective to achieve the “rate of women among employees hired through recruitment examinations of the national public employees” of “more than 30% (every fiscal year)” (currently at 31.5% [as of April 1, 2015]). In addition, the Plan set the goal to attain the “rate of female employees at the level equivalent to Division Director at regional offices and Assistant Director at HQ” of “12% (by the end of FY 2020)” (currently at 8.6% as of July 2015).

F. Utilization of mid-career recruitment

In order to deal with the issue of the generation with a small number of employees, such as young employees, the Cabinet Office and ministries desire to utilize mid-career recruitment if competent personnel exist outside public service. For instance, at the National Tax Agency, the number of employees in their 30s is about half of those in their 40s. To cope with this unbalanced personnel structure, the Agency is planning to increase the number of mid-career recruits up to some 200 in FY 2016 from around 10 to 20 each year in the past. On the other hand, employment market mobility has not been promoted in Japan. Thus, many regional offices of ministries do not extensively utilize mid-career recruitment, including the Recruitment Examination for Experienced Personnel, on the grounds that it does not fit the existing career path and that the personnel expected by the Cabinet Office and ministries cannot be found through such measures. They only utilize mid-career or fixed-term recruitment to hire qualified personnel in order to cover a lack of expertise as well as appointment for the purpose of exchange between the public and private sectors.

Meanwhile, the Cabinet Office and ministries consider that positive public relations (PR) and the offering of attractive treatment are keys for securing personnel of high quality through mid-career recruitment as well as the Recruitment Examination for Experienced Personnel.
Section 3. Survey of Employees of the Cabinet Office and Ministries

With the aim of understanding the employees' awareness and workplace problems relating to unbalanced age structure, the NPA conducted the "Survey Concerning Work Environment by Age Group" in February 2016, targeting about 2,000 employees of the Cabinet Office and ministries. (The respondents totaled 1,691, comprising 404 aged below 30, 430 aged between 30 and 39, 439 aged between 40 and 49, and 418 aged 50 and above.) The overview of the results is as follows.

1. Unbalanced Age Structure

About 70% of the employees think that the age structure of their organization is unbalanced. It is evident particularly among the employees at organizations other than HQ (such as regional offices), where about 80% of the employees think that their organizations lack balance in terms of age structure.

Figure 6  Do you think that age structure is unbalanced in your organization?

Regarding problems caused by a low rate of employees in their 20s and 30s, the most frequent answer was, "It is becoming difficult to pass on skills and experience" (60.0%).
2. Burden of Work

Regarding whether the workload is so large as to impose an excessive burden, the rate of respondents who answered “Yes,” or “I suppose so” (57.1%) was larger than those who replied, “No,” or “Not really” (42.9%). Looking at each generation, the largest rate of “Yes” is by the 30-39 age group.
3. Development of Young Employees

Regarding problems concerning the development of young employees in the workplace, the most frequent answer was, “Employees in the age group to serve as instructors cannot engage in development because they are understaffed and busy” (58.5%). In addition, the older the employees, the more they feel a generation gap, whereas the rate of respondents who replied, “Do not see any special problems,” was large among those aged below 30.

Figure 9 Where do you see problems concerning the development of young employees in the workplace? (Multiple answers)

4. Expectations for Reappointed Employees

Concerning expectations for reappointed employees working in the same workplace, the most common answer in all generations was “To pass on knowledge and experiences to junior staff” (62.4%), followed by, “Not to mind engaging in the same work with junior staff” (50.9%), and, “To play a role as a workplace adviser” (48.7%).

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5. Summary

The survey conducted this time found employees’ awareness and workplace problems.

A. Many employees think that the age structure is unbalanced at their workplace. The rate of those who think so is especially high among those at organizations other than HQ (regional offices, etc.)

B. Concerning problems caused by a low rate of employees in their 20s and 30s, many employees consider that it makes it difficult to pass on skills and experience, that the organization is becoming less efficient, and that it is becoming difficult to nurture the ability as a leader because of the delay in gaining experience.

C. Employees in their 30s and 40s feel the burden of work more strongly than other generations.

D. Due to unbalanced age structure, the age group to be instructors cannot engage in developing young employees because they are understaffed and busy. In addition, the age difference between instructors and young employees has become wide. The rate of employees who think that a generation gap makes development difficult is high especially among elderly employees.

E. Reappointed employees are expected to pass on their knowledge and experience to subordinates, to engage in the same work with subordinates without hesitation, and to play a role as a workplace adviser.
Chapter 2. Examples of the Employees at Private Companies and Local Public Organizations, and Their Challenges

Section 1. Examples of the Employees at Private Companies and Their Challenges

From late January to early March, 2016, the NPA conducted interviews targeting 22 private companies, that have worked on issues associated with unbalanced age structure, concerning changes in employees by age group and measures for this as well as utilizations of employees over 60. The overview of the results is as follows.

1. Change in the Age Structure of Employees

Concerning changes over the past decade in rates of employees in each age group, many companies saw increases in the age groups of “less than 30,” “40-49” and “60 and above.” Meanwhile, employees in the age groups of “30-39” and “50-59” declined in many companies.

Table 1 Rate of employees in each age group (Comparison with those 10 years ago) (Unit: Number of companies)

<table>
<thead>
<tr>
<th>Age group with a large number of employees exists</th>
<th>Less than 30</th>
<th>30-39</th>
<th>40-49</th>
<th>50-59</th>
<th>60 and above</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased</td>
<td>14</td>
<td>5</td>
<td>14</td>
<td>5</td>
<td>16</td>
</tr>
<tr>
<td>Almost the same</td>
<td>5</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Decreased</td>
<td>3</td>
<td>15</td>
<td>5</td>
<td>13</td>
<td>2</td>
</tr>
</tbody>
</table>

Next, the following are the results of interviews concerning age groups whose number of employees is larger than that actually required by the company (hereinafter referred to as the “age group(s) with a large number of employees,” and age groups whose number of employees is smaller than that actually required by the company (hereinafter referred to as the “age group(s) with a small number of employees.”

Table 2 Existence and inexistence of the groups with many or fewer employees (Multiple answers)

<table>
<thead>
<tr>
<th>Age group with a large number of employees exists</th>
<th>Age group with a small number of employees exists</th>
<th>Age group with a large or small number of employees does not exist</th>
<th>Total number of companies</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 companies</td>
<td>18 companies</td>
<td>4 companies</td>
<td>22 companies</td>
</tr>
</tbody>
</table>
2. Factors that Generated Imbalance in the Age Structure of Employees

Concerning the factors that generated age groups with a large or a small number of employees, many companies pointed out a cutback on hiring or mass hiring in the past. Specifically, many companies have many employees in their 40s because they expanded recruitment during an economic boom called the bubble economy, and have a smaller number of employees in their 30s because they curbed new hires during job shortages in a recession.

Table 3 Factors that generated age groups with a large or a small number of employees (Multiple answers)

<table>
<thead>
<tr>
<th></th>
<th>Cutback on hiring in the past</th>
<th>Mass hiring in the past</th>
<th>Introduction of the continuous employment system, such as the reemployment system</th>
<th>Reduction in the number of employees</th>
<th>Others</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age groups with a large number of employees</td>
<td>17 companies</td>
<td>12 companies</td>
<td>2 companies</td>
<td>1 companies</td>
<td>None</td>
</tr>
<tr>
<td>Age groups with a small number of employees</td>
<td>12 companies</td>
<td>5 companies</td>
<td>2 companies</td>
<td>3 companies</td>
<td>None</td>
</tr>
</tbody>
</table>

3. The Impacts of Imbalance in the Age Structure of Employees

(1) The impacts of age groups with a large number of employees

Concerning the impacts of age groups with a large number of employees, many companies chose “Declining motivation of employees in the age groups with a large number of employees,” “Delay in promotion,” and “Inability to carry out systematic personnel assignment.”
Concerning the impacts of age groups with a small number of employees, many companies chose “Shortage of candidates for promotion and future executive officials,” “Inability to pass on skills to the young and mid-level employees,” “Inability to carry out systematic personnel reshuffling and assignment,” and “Inability of systematic development.”

(2) The impacts of age groups with a small number of employees

Figure 13 The impacts of age groups with a small number of employees (Multiple answers)
4. Measures to Cope with Unbalanced Age Structure of Employees

(1) Measures to cope with age groups with a large number of employees

Concerning measures to cope with age groups with a large number of employees, many companies chose “Utilization of the middle-aged and elderly employees,” “Review on the wage system and the personnel system,” and “Strict selection for promotion and grade increase.”

Figure 14 Measures for age groups with a large number of employees (Multiple answers)

(2) Measures to cope with the age groups with a small number of employees

Concerning measures to cope with age groups with a small number of employees, many companies chose, “Expansion of mid-career recruitment,” “Utilization of employees over 60,” “Promotion of women’s advancement to higher positions,” and “Enrichment of training.”

Figure 15 Measures for age groups with a small number of employees (Multiple answers)
5. Utilization of Employees Aged over 60

Concerning expectations on employees over 60, many companies chose “Passing on knowledge and experience to junior staffs,” “High-level performance making use of knowledge and experiences,” and “Steady performance as a person in charge.” Meanwhile, problems include, “Maintenance of motivation,” “Promotion of satisfaction with treatment,” “Matching of experience, ability and work,” and “Change of employee’s mindset at the age of 60.”

![Figure 16 Expectations for employees over 60 (Multiple answers)](image1)

![Figure 17 Difficulties in utilizing employees over 60 (Multiple answers)](image2)

6. Distinctive Measures at Private Companies

Distinctive measures for unbalanced age structure taken by the private companies subject to this survey include the following. It, however, should be noted that no measure alone is effective enough. Instead, several measures need to be taken simultaneously.
(Securing of human resources)
A. The long-term recruitment plan based on mid- and long-term perspective is set, and almost the same number of employees are hired each year so as not to generate unbalance at the time of recruitment.
B. Mid-career recruitment is actively used upon the emergence of an age group with a shortage of employees, in cases where the long-term recruitment plan is changed.
C. There may be cases where not enough employees can be secured only with mid-career recruitment. Therefore, for instance, highly-motivated and capable female employees who were recruited as limited-area employees are promoted to managerial posts. In addition, examination to convert part-time employees to full-time employees (academic examination→interview within the department→recommendation within the department→interview at the HQ) is carried out.

(Personnel management and development)
D. Measures are taken to allow employees to improve self-development by disclosing the foreign language ability expected of employees and the career path for their promotion ("visualization"), and by making manuals for duties and skills.
E. Posts other than line job categories, such as advanced specialist posts, are newly established, and double-track personnel management is introduced in order to maintain the motivation of employees who are not in managerial posts.

(Utilization and motivation maintenance of employees above 60)
F. Amid the declining labor force throughout society, many things are expected of the employees over 60, including the passing on their knowledge and experience to junior staff as well as high-level performance making use of the knowledge and experience. Measures have been taken in order to maintain their motivation after reemployment, including transfer before retirement to the department to which the employees concerned are to be reappointed, promotion of understanding through training relating to new roles after reemployment, and reflection of their work performance in treatment after reappointment.
Section 2. Examples of the Employees of Local Public Organizations and Their Challenges

1. Employees at All Local Public Organizations

Based on the Fact-finding Survey on the Remuneration of Local Government Employees conducted by the Ministry of Internal Affairs and Communications, Figure 18 compares the personnel structure by age group in 2014 and that in 2005 of general administrative service employees at all the local public organizations (employees who are not in charge of taxation service, medical/dental service, nursing/public health service, welfare service, fire service, corporate service or skilled labor service among education officials, police officers, temporary officials, employees at the Specified Local Incorporated Administrative Agencies and fulltime employees at the Specified Local Incorporated Administrative Agencies, excluding those equivalent to temporary employees).

![Figure 18 Incumbency by age group (of local government employees) at the local public organizations (General administrative service employees)](image)

In 2005, personnel structure had two peaks. One consisted of young employees (aged 32 and 33) and the other consisted of elderly employees (aged 54 and 55). In 2014, the former peak shifted to mid-level employees (aged 40 to 43), and the latter peak disappeared because employees who formed this peak mandatorily retired. During this change, the number of general administrative service employees in all the organizations decreased by about 103,000 employees (from 937,116 in 2005 to 834,129 in 2014). The average age also decreased by 0.3 years (from 43.1 to 42.8).

Comparing the national public employees in 2015 (at all the organizations [Admin(l)]) as shown
in Chapter 1 and the administrative service employees in 2014 at the local public organizations, both have a peak consisting of mid-level employees (aged 40 to 43) in the personnel structure. Nevertheless, the peak of elderly employees disappeared in the local public organizations, and employees aged 46 to 57 saw a remarkable decrease. In addition, whereas employees aged 28 to 37 decreased significantly in the same manner as national public employees, employees aged 27 and below increased. The overall average age also lowered. It deems that local public organizations fill up vacancies for mandatorily retired employees mainly with new recruits.

Accordingly, personnel structure by age group has levelled off at local public organizations as a whole. During this change, however, the number of employees decreased by more than 100,000, and the number of recruits has not recovered to the former level. This is largely due to optimization of the total number of personnel that local public organizations have worked on. In order to correspond to requests to improve service for local residents, each organization has been taking measures including: reviews on information and reception service as well as concentration of general duties; streamlining of duties through ICT utilization; promotion of outsourcing to private sector; and utilization of Specified Local Incorporated Administrative Agencies, designated manager system and PFI, and contract employees and part-time employees. In addition some local public organizations are consolidated or abolished through mergers of municipal governments.

2. Examples of a Local Public Organization with Unbalanced Age Structure

This time, the NPA conducted interviews concerning age structure of general administrative service employees and measures to optimize it. It was carried out from late January to early March 2016, targeting six local public organizations, which have distinctive features in terms of personnel structure by age group and awareness of issues similar to those of the national government. An overview of the results is as follows.

(1) Status of personnel structure by age group

Concerning changes in the proportion of each age group over the past ten years, the age group of “below 30” increased, accompanied by the recovery of new recruits. The rate of the age group of “60 and above” also expanded in many organizations due to the increase of reappointed employees. On the other hand, the rate of the age group of “30 to 39” shows a decrease in many organizations as a result of a previous cutback on the hiring of new recruits.

Next, regarding age groups whose number of employees is larger than that actually required by the relevant organization (hereinafter referred to as “age group(s) with a large number of employees”), the age group of “50 to 59” is the largest, followed by the age group of “40 to 49.” Meanwhile, regarding age groups whose number of employees is smaller than that actually required by the relevant organization (hereinafter referred to as “age group(s) with
a small number of employees”), the age group of “30 to 39” is the largest followed by the age group of “less than 30.”

(2) Factors that generated unbalanced personnel structure by age group

With regard to factors that generated age groups with a large number of employees, which were stated in (1) above, many organizations pointed out mass hiring in the past, such as “expanded recruitment during the bubble economy.” On the other hand, “cutback on hiring in the past” and “reduction in the number of employees” were cited by many organizations as the factors that generated age groups with a small number of employees.

(3) Impacts of the unbalanced personnel structure by age group

A. Impacts of age groups with a large number of employees

According to replies from many organizations, impacts of age groups with a large number of employees include “delay in promotion and pay grade increase” in age groups with a large number of employees and those younger than such groups, and “declining motivation” as well as “inability to carry out systematic personnel assignment” in these age groups.

B. Impacts of age groups with a small number of employees

As impacts of age groups with a small number of employees, many companies cited, “inability to carry out systematic development,” “shortage of candidates for promotion and future executive officials” and “increase in workload” in these age groups. Some organizations also pointed out “inability to pass on skills” from mid-level and elderly employees to young and mid-level employees, which are small in number.

(4) Measures to cope with unbalanced personnel structure by age group

A. Measures to cope with age groups with a large number of employees

Measures taken for age groups with a large number of employees include “strict selection for promotion and grade increase” and “creation of new posts to assign the mid-level and elderly employees,” in addition to encouragement for early retirement with the increase of the premium rate of retirement allowance for early retirees, and lowing of the age for encouraged retirement.

B. Measures to cope with age groups with a small number of employees

Concerning measures to cope with age groups with a small number of employees, many companies cited “expansion of new recruits,” “expansion of mid-career recruitment,” and “enrichment of training.” Other measures include “utilization of reappointed employees,”
“utilization of part-time employees,” “utilization of fixed-term employees,” “promotion of privatization and outsourcing of duties,” “strict selection for promotion and grade increase,” “advancement of fast-track promotion,” and “revision of remuneration and personnel system.”

(5) Utilization of reappointed employees

Concerning expectations on reappointed employees, many organizations pointed out: “passing on knowledge and experiences to junior staffs,” “workplace adviser” and “steady performance as a person in charge.” Other expectations include “high-level performance making use of knowledge and experience,” “smooth communication in the workplace,” and “high work motivation.”

Regarding difficulties in utilizing reappointed employees, on the other hand, “maintenance of motivation” was the most popular answer, followed by “matching of experience, ability and work,” and “change of mindset of employees at the time of retirement.” Furthermore, “higher satisfaction with treatment,” and “securing of good personal relationships in the workplace” were also pointed out.

(6) Distinctive measures at local public organizations

Distinctive measures for unbalanced age structure taken by targeted organizations include the following.

(Securing of human resources)

A. Measures taken to fill up the valley in personnel structure include: expansion of mid-career employment, for instance through eliminating the age limit for recruitment of experienced personnel and mid-career recruitment; and selection and promotion of excellent young employees by using the personnel evaluation system.

(Personnel management and personnel development)

B. In order to strengthen the expertise of young employees, measures are taken to let employees select their own specific expertise at an early stage after recruitment and to make personnel transfer based on such expertise.

C. For reinforcing personnel development at each workplace (OJT), an “OJT leader” (basically the head of the team) is assigned in each team so that all the members of the entire organization can foster young people. In addition, a “Junior Board” is established in each bureau composed of around five newly appointed unit chief-level employees (aged around 36 to 40). They examine and implement issues related to policies and organizational management of each bureau, and the governor award is given for excellent outcomes.
D. With a view to maintaining the motivation of mid-level and elderly employees, posts were additionally established to allow these employees to play various roles, including the development and instruction of young employees. Moreover, a new category for employees in their 50s has been launched in examinations for promotion to unit chief level in addition to the conventional categories for employees in their 30s and 40s.

(Full-fledged utilization of reappointed employees)

E. In order to utilize reappointed employees as a substantial part of the workforce, efforts have been made to assign such employees, regardless of whether they are full-time or part-time, to line-personnel positions as much as possible, and to enrich training for these employees.

Chapter 3. Issues Brought by the Change in Personnel Age Structure, and Measures in Personnel Management

Section 1. Where Issues Lie

1. Issues Associated with Extended Length of Service

At the national government, as previously stated in Chapter 1, the strengthening of the restriction on transfer to private companies or the public sector and the extended length of service due to the raising of the starting age for pension payment helped to increase the number of employees in their 50s and to delay promotions of young and mid-level employees. This raises the concern that the vitality of the entire organization has declined under such circumstances.

With a view to maintaining organizational vitality, it would be appropriate to utilize abilities and experiences that employees have cultivated in public service through appropriate promotion management, based on ability and performance, including not promoting those with low management ability to managerial positions, and through double-track personnel management introducing highly professional staff positions along with the single-track career path for line-job positions. In addition, if the promotion speed of young and mid-level employees based on ability and performance is accelerated, it is expected that the motivation of each employee will increase. Moreover, it seems necessary to implement this type of personnel management also for the purpose of passing on skills and knowhow from highly professional employees with much experience to younger generations.

2. Personnel Structure Symbolic of Regional Offices with an Extremely Small Number of Young Employees and Its Challenges

With regard to personnel administration as stated in Chapter 1, the practice of early retirement has been corrected, which helped to extend the length of service and to decrease the number of retirees of elderly employees. On the other hand, under the government policy to reduce total labor costs, efforts have been made to downsize administrative organs through reducing a total number
of personnel and a cutback on hiring new recruits on an ongoing basis. As a result, the current age structure of the Cabinet Office and ministries is characterized by an extremely small number of young employees, particularly at regional offices. In order to deal with these circumstances, the Cabinet Office and ministries have taken labor-saving measures, for instance through streamlining, consolidation and digitalization of various duties. Further efforts have also been made to promote the outsourcing of tasks/projects to business operators or consulting companies as much as possible. In addition to utilizing part-time employees as assistants, a measure has been taken to assign part-time employees to deal with routine work that used to be handled by young employees. The HQ are also allocating part-time employees to engage in duties, particularly secretarial work or routine work, taking the place of officers.

Meanwhile, in the fields of public service with a limited number of employees, the unbalanced personnel structure, followed by the outsourcing of tasks/projects as well as the utilization of part-time employees has been causing a major issue for personnel management. Specifically, young and mid-level employees, who are expected to lead each regional office in the future as managers cannot accumulate sufficient work experience that corresponds with their ages and lengths of service. In addition, it has become difficult to smoothly pass on skills and knowhow, which should be accumulated in an organization for the continuity of administration, causing a serious hindrance to the implementation of duties.

Accordingly, issues that emerge as a result of the decreasing number of young employees can be summarized as follows:

① Concerning the outsourcing of tasks/projects, there is an issue concerning the extent to which regional offices can outsource the function of administrative execution to private companies as stated above. From now on, it will be rather necessary to consider the enrichment and reinforcement of the administrative function while sufficiently being aware of the limit to outsourcing.

② Issues relating to the personnel management of full-time employees at the Cabinet Office and ministries include how personnel development needs to be carried out in order to develop the abilities of young employees and to enhance the expertise and management ability of mid-level employees in addition to securing new recruits. Furthermore, one other major issue is the possibility of bringing highly qualified external personnel into the public service, for instance through mid-career recruitment, with the purpose of addressing the lack of young employees in the existing personnel structure.

③ In recent years, it has been recognized that part-time employees play indispensable roles in performing public service. Recently, measures have been gradually taken to introduce the system of employees in charge of fixed-term duty and to improve their working conditions. In light of the handling of the total number of personnel in a more flexible manner, the Cabinet
Office and ministries are continuously required to check the appointment and treatment of their employees as necessary.

3. Securing Human Resources Commensurate with the Workload

The securing of appropriate personnel commensurate with the workload is fundamental to the performance of administrative affairs. As stated in Chapter 1, however, reduction in the total number of personnel and cutback on hiring new employees have reduced the number of young employees mainly at regional offices, affecting personnel management and performance of duties in various ways. The Cabinet Office and ministries are actually striving to reduce the total number of personnel, basically through a cutback on the filling of vacant positions brought about by employees who retired upon reaching the mandatory retirement age or due to personal reasons except the cases of the Ministry of Agriculture, Forestry and Fisheries, and the Hokkaido Regional Development Bureau of the Ministry of Land, Infrastructure, Transport and Tourism, which conducted personnel relocation to other administrative organs. Since the duties have to be handled with a smaller number of employees, the streamlining efforts have been taken, for instance through utilizing part-time employees along with the streamlining and consolidation of duties and the outsourcing of business to the private sector.

Ceaseless effort is required to streamline administration and duties. On the other hand, it is necessary to examine the relationship between the workload and the number of employees in order to maintain the performance of administration.

Postwar Development of the Management of the Total Number of Personnel

The Act on Total Number of Personnel in Administrative Organs, which was established in 1949, stipulates that employees exceeding the total number designated by this Act are recognized out of the ceiling in order to streamline administrative organs, which became bloated right after the end of the war, and to reduce the number of employees. Based on this, an extensive cutback in personnel was conducted, focusing on laborers, in the early 1950s. In the 1960s, the government amended the Act every year to include part-time employees, who worked in a similar style to that of full-time employees and covered the shortfall of employees at the Cabinet Office and ministries after the enforcement of the said Act. In 1961, the Cabinet Decision, “Prevention of Employees Excluded from the total number to Work as Full-time Employees” (February 28, 1961) was made, and this movement continued until the final measure to include part-time employees in the total number was taken in 1962.

In 1969, the present Act on Total Number of Officials in Administrative Organs (hereinafter referred to the “Act on Total Number of Officials”) was established, replacing the acts on establishment of ministries that succeeded the Previous Act on Total Number of Personnel in
Administrative Organs abolished in 1961. With this replacement, management of the number of employees began to be conducted on the entire government basis, while it had previously been conducted by each ministry. Then, it became possible to implement the uniform plan for reduction of the total number of personnel and redistribute posts according to new administrative demand. Owing to this, the total number remained almost at the same level amid the growing administrative demand during the rapid economic growth. Furthermore, up to today, measures have been taken to streamline the total number with a view to promoting administrative downsizing, while measures have been taken to secure the appropriate number of national public employees for the growing administrative demand to meet needs in the active social economy. Recently, 13 ceiling streamlining goals were planned and work is being done to achieve them from FY 2015 to FY 2019 in accordance with “Policy Concerning the Structure and Ceiling Management of National Administrative Organs” (Cabinet Decision on July 25, 2014). During this period of time, the total number of national administrative organs has consistently decreased since FY 1967 except for the increase following the return of Okinawa to Japan in 1972 and the establishment of new medical universities in the late 1970s.

Particularly since the restructuring of the central government ministries in 2001, the number of national public employees has rapidly decreased due to the changing of the national implementing organizations into the incorporated administrative agencies and the launch of Japan Post (in April 2003; followed by privatization in October 2007); the incorporation of national universities (in April 2004); the abolition of the Social Insurance Agency (in December 2009; followed by the founding of the Japan Pension Service in 2010); and measures such as the plan for a net reduction in the total number of personnel (from FY 2006 to FY 2010) and a cutback on the hiring of new recruits (from FY 2011 to FY 2013).

Compared with the number of national public employees 10 years ago (in 2009), those under the Remuneration Act decreased by about 35,000 (from 289,949 in 2005 to 254,781 in 2015) (based on the actual number); and among them, the number of employees subject to Admin (I) was reduced by about 28,000.

Section 2. Issues and Measures Relating to Personnel Management

Including measures for issues as stated in the previous section, the Cabinet Office and ministries have taken measures for personnel management, as stated in Chapter 1, such as the securing of new recruits and utilization of mid-career recruitment and reappointment. This section presents issues that HQ and regional offices face when carrying out personnel management. In addition, the aim of this section is to raise various problems that can be thought of at present in order to help the Cabinet Office and ministries as well as ministries responsible for the systems to consider measures for each issue in the future.
1. Issues Concerning the Securing of Diverse Human Resources Required in Public Service

As stated in Chapter 1 and Chapter 2, private companies and local public organizations, with which the NPA conducted interviews, as well as the national government, pointed out that problems at the time of employment such as mass employment and a cutback on hiring are factors in the generation of peaks and valleys in the personnel structure of organizations. These peaks and valleys have affected business continuities, including passing on skills and knowhow in organizations. Furthermore, this situation has led to some major problems in personnel management including difficulty in securing personnel quality, lowered motivation due to hard work, and hindered personnel development. In the worst-case scenario, it may lead to young employees’ separation from service.

(1) Establishment of a mid-and-long term vision

Administrative organs need to secure diverse personnel, who are expected in public service in a planned and stable manner in order to properly deal with administrative requirements. To this end, the Cabinet Office and ministries are required to project the employees’ personnel structure and human resources needed in public service in 10 or 20 years’ time. Based on the projections, it is necessary to establish a mid-and-long term vision for personnel management with an eye toward personnel development, and to make efforts to secure human resources with personnel strategies not focusing on recruitment for the present.

Specifically, it is important for the Cabinet Office and ministries to take measures to encourage excellent students to take an interest in public service by presenting career paths in accordance with the rough number of new recruits and their profile for the mid-to-long term as well as expertise after employment.

(2) Enhancement and dissemination of attractiveness of public service seen from young employees

As mentioned in Chapter 1, students, particularly applicants for the examination for General Service, are becoming more locally-oriented amid the decrease in the number of children, making it difficult to hire employees at HQ from areas other than Tokyo. Additionally, at a regional office level, there is a stronger tendency for students to give priority to finding jobs at local public organizations with a smaller chance of job relocation because they do not like relocation. Moreover, young people do not have a concrete image about national public service. They also consider that national public employees chronically work long hours due to the insufficient total number of personnel and lack of working-style reform. Consequently, it is now difficult to secure human resources amid the intensifying competition with private companies and local public organizations to secure human resources. Under such circumstances, effective measures should be taken.

It is important to reform working styles and to improve the work environment as stated in this
Section 3 in order to secure diverse human resources that are needed among public employees. Together with this, it is necessary to enhance and disseminate the attractiveness of public service. It is also essential for the Cabinet Office and ministries to take a new look at the attractiveness relating to working style, job content, and career path of national public servants from young people’s point of view, and to work on public relations more actively than ever to provide young people with a concrete image. The NPA endeavors to widely grasp the current situation of the source of human resources to public service and analyze students’ awareness about public service employment as well as its attractiveness and the working style of national public employees compared with those of private companies and local public organizations. Additionally, in partnership with the Cabinet Office, ministries and universities, the NPA extensively offers and actively utilizes opportunities for awareness raising and recruitment. On such occasions, due to the importance of securing human resources at regional offices, the NPA works with its regional bureaus (office) to actively promote the enrichment of meetings with universities, develop networks with university professors and reinforce relationships with them, and take new measures targeting students. The NPA intends to continuously enrich and reinforce activities to attract young people at each regional bureau (office) in collaboration with branch offices of other ministries. Moreover, the NPA desires to further improve public relations activities, for instance by taking advantage of social networking services (SNS) to approach students, who are used to obtaining information by using various media, with an eye toward expanding the range of students who are interested in becoming national public employees.

Furthermore, it is essential to reinforce activities to attract excellent women to take the recruitment examination for national public employees in order to steadily increase the number of female recruits. The NPA has taken various measures, including hosting seminars and explanatory meetings, to attract more motivated women to public service, and it desires to continuously approach women through various activities to secure human resources in partnership with the Cabinet Office, all ministries and universities. In addition, it also seems effective to reform working styles, to improve the work environment, and to disseminate its attractiveness. Additionally, from FY 2016, the contents of Examination for Comprehensive Service in the “politics/international relations” division have been reviewed with a view to extensively recruiting competent personnel from areas of expertise that have not been common among recruits. The NPA will continue to take necessary measures to help secure human resources that can respond to complicated and diverse administrative issues. With regard to the rate of female students by major at university, particularly those majoring in engineering have only a small share. Therefore, it should be noted that there is actually a limit to the increase of female applicants for national public employees. Hence, the entire government is required to take measures to enable female high school students to decide their courses after graduation with an eye toward career choice in the future.

Additionally, it is necessary to properly foster appointed female employees so that they can
be active in a wider arena and to offer flexible and diverse working experiences taking life events into account. Under such circumstances, the NPA will continue to make efforts to promote women’s advancement to upper posts, for instance through providing them with opportunities to develop their ability to perform duties and to manage at training courses designed for female employees.

(3) Utilization of the Recruitment Examination for Experienced Personnel

The Cabinet Office and ministries will continue their personnel management based on recruiting new graduates and developing them within each organization. Nevertheless, in order to deal with age groups that form the valley in a personnel structure due to a cut back on the hiring of new recruits, the Cabinet Office and all ministries may need to properly position mid-career recruitment in their recruitment plans and to try to expand it. In fact, however, mid-career recruit are not positioned as an important source to supply human resources in their personnel recruitment and development plans of the Cabinet Office and ministries. Additionally, in general, it is not widely acknowledged that there is a chance for people who have worked and gained experience in the private sector to be recruited as national public employees through mid-career recruitment. Hence, another issue is that the Recruitment Examination for Experienced Personnel does not attract a sufficient number of applicants who meet the demands of the Cabinet Office and ministries. Therefore, it is critical that the Cabinet Office and ministries make the Recruitment Examination for Experienced Personnel widely known to targeted human resources as one of the routes to become a national public employee. In partnership with the Cabinet Office and ministries, the NPA will efficiently secure human resources, for instance through understanding the areas in which the Cabinet Office and ministries need personnel and then providing information on the Recruitment Examination for Experienced Personnel to such human resources. In doing so, the NPA will actively communicate the attractiveness of working as national public employees. In addition, in order to recruit competent personnel from the Recruitment Examination for Experienced Personnel, it is necessary for the targeted people needed by the Cabinet Office and ministries to recognize that this examination is linked to recruitment. Accordingly, it is essential to constantly secure a certain number of recruits. The NPA will encourage the Cabinet Office and ministries to steadily hire mid-career recruits by utilizing the Recruitment Examination for Experienced Personnel.

Furthermore, since it is difficult to apply a conventional career path, which has been designed mainly for new graduates from university or high school, to the mid-career recruits, the organizations to hire them may find it hard to manage such personnel after recruitment. It is also a problem for mid-career recruits that their career paths are not clear. Therefore, the Cabinet Office and ministries are required to deploy mid-career recruits taking into account their work experience and expertise and then to prepare appropriate career paths for them, which are different from that for new recruits, in accordance with their ability and aptitude.
In the training course targeting mid-career recruits carried out just after their appointment, the NPA seeks to thoroughly raise the level of the knowledge about service discipline, which is demanded as “a servant of all citizens” and ethics awareness as a public employee for the purpose of cultivating a sense of mission as such a servant. In addition, this training course will give opportunities at an important milestone one year after their appointment, to share their experiences or concerns with other mid-career recruits in a similar situation beyond the boundary of their organizations, and these opportunities will contribute to their settlement in organizations and enhancement of their motivation. Therefore, the NPA will study the ideal style of the training designed for mid-career recruits at each important point.

Measures Taken in Other Countries to Secure Human Resources

While the securing of human resources is an important issue for any country, distinctive measures taken in the USA and Germany are introduced here.

1. Measures to make the public service more attractive (the USA)

One of the main measures is to offer higher remuneration to employees at the time of appointment based on their expertise or experience, or to cover some student loans up to a certain amount. Students have a great interest in this incentive.

Recently, a track for the students, who completed the programs in the areas of science, technology, engineering and mathematics (STEM), was set in 2014 in the “Presidential Management Fellows Program,” which is to secure excellent graduates of graduate schools. It enables the hiring of experts in the areas of STEM, where a shortage of human resources is serious. This makes it easy for each department to find candidates for future leaders in the areas of STEM. It is also expected that the program will allow students to easily find a job to fulfill their abilities in the federal government.

2. Measures for total number of personnel to duplicate personnel assignment (Germany)

As a measure to employ a successor before the retirement of a predecessor, under the system of the total number of personnel, the additional capacity with conditions “to be abolished” (künftig wegfallend) is utilized. Since FY 2016, the additional capacity pool has also been introduced (with 500 employees as the additional capacity to be abolished in the entire federal government). Benefits of this measure include that new recruits can be hired before the mass retirement of elderly employees, who form a peak in the personnel structure; that one more employee can be assigned to a single post on a temporary basis as a tool to pass on knowhow; and that a continuous increase in the total number of personnel can be prevented by using this pool.
Besides, discussion is also carried out on relaxation of appointment requirements of employees as candidates for executive officials. Easing of the requirements, however, may lower public service quality. Therefore, coordination seems to be carried out to partially relax the requirements exclusively for job categories, for which it is extremely difficult to secure human resources.

2. Issues Concerning the Development and Utilization of Employees

In order to develop employees with the ability and quality necessary as administrative officials in accordance with each position level, personnel authorities need to focus on how individual employees should be developed, to systematically assign employees in accordance with their ability and aptitude, to offer diverse opportunities for work in a planned manner, and to enhance employees’ expertise. In addition to fostering employees through these job experiences, it is also necessary to properly develop human resources by increasing the employees’ motivation to voluntarily improve their ability and by effectively integrating with opportunities to take part in training courses at each important point.

(1) Personnel development in the workplace

The development of employees is carried out basically in the workplace. Measures need to be taken to steadily implement necessary development of young employees with increasing the motivation of them for work through systematic personnel assignment based on employees’ ability and aptitude as well as development methods taking into account their natures. In addition, it is also necessary to take measures to allow managerial personnel to acquire experience in management.

As stated in Chapter 1, some ministries try to assign personnel more flexibly to develop the ability of employees, or present a career path to each employee with the aim of enhancing their motivation or develop them in a planned manner.

Managerial personnel need to grasp employees’ ability and aptitude and to offer guidance and advice as necessary by conducting personnel evaluation. In addition, for the purpose of personnel development, it is critical that bureaus and departments in charge of personnel management develop an image of career path based on the personnel structure and future needs for each job category and workplace, and to systematically allocate personnel based on such an image.

With this regard, the NPA makes efforts to expand opportunities for training focusing on the enhancement of employees’ management ability in order to cover reduced opportunities to experience management in the workplace. For instance, the NPA offers chances to consider the management of duties and employees in joint training among the Cabinet Office and ministries targeting the unit chiefs at regional offices. In particular, the NPA intends to expand opportunities and promote the utilization of the short-term training, in which young and mid-level employees can participate in intervals between works.
(2) **Enrichment of training**

Amid an increasingly severe environment for managing the public service due to the streamlining of a total number of personnel and changing socioeconomic circumstances, it has become difficult to develop employees only with the conventional method to implement their duties at each workplace. Consequently, training, as an opportunity to enhance abilities away from their workplace with employees from other ministries, has come to play a more important role.

With an aim of supplementing personnel development through the implementation of duties, the NPA intends to provide young employees with opportunities for awareness that help them to develop flexible thinking; and to steadily carry out training courses to cultivate professional ethics as a servant of all citizens. In addition, the NPA will improve the curriculums of training courses designed to enhance the abilities to manage duties and people, including the training for the unit chiefs at regional offices as mentioned above in (1).

Young people especially tend to have difficulty in finding and learning something on their own. In consideration of this nature, it is significant to gather employees with a similar degree of experience in different workplaces at milestones to recognize their roles which they are required to play as national public employees beyond the boundaries of the Cabinet Office and ministries. It is also important to motivate them to develop and improve their abilities for the future. The NPA also intends to offer Administrative Training, which is designed for the employees who are expected to play a central role in managing the administration of the Cabinet Office and ministries, at a more fine-tuned timing.

In addition to this, the NPA will steadily improve training courses beginning with those that are ready, which are required to promote various personnel policies in partnership with the Cabinet Office and ministries, including training courses to promote the advancement of female employees to upper posts as stated in this section 2-1-(2), training courses for mid-career recruits as stated in this section 2-1-(3), and support for measures to maintain the motivation of reappointed employees to be explained later in this section 2-5-(2).

(3) **Enlargement of the opportunities to participate in training courses**

In order to develop employees with the ability and quality necessary as national public employees in accordance with each position level, it is basically required to systematically offer them diverse working experiences that are commensurate with the employees’ ability and aptitude, and to develop personnel through such working experiences, while supplementing this with effective integration with training away from their workplace at milestones.

On the other hand, as stated in Chapter 1, the Cabinet Office and ministries do not have enough room in personnel management to provide their employees with necessary training opportunities to improve their ability and quality as national public employees because they are too busy with their
work. In consideration of a mid- and long-term impact brought about by personnel management, measures should be taken to secure employees’ opportunities to participate in training courses, for instance through setting the mandatory number of days per year to participate in training courses.

(4) Development and utilization of personnel through diverse experiences

From the viewpoint of personnel development of employees, it is also significant to develop the ability of each employee through offering them diverse experiences in and out of public service. One of the methods to achieve this is to expand opportunities to transfer employees to other ministries, local public organizations and incorporated administrative agencies, or to dispatch them to private companies through Personnel Exchange between the Government and the Private Sector. Furthermore, it is important to secure chances for employees to study abroad by utilizing the Long-term Overseas Fellowship Program to develop personnel who can respond to globalization. It is also critical that the Cabinet Office and ministries increase opportunities to dispatch employees to international organizations.

The motivation of each employee can be strengthened by actively utilizing employees’ abilities and experience in and out of public service. From such a perspective, it is important to expand chances as stated above, for instance in the areas of international cooperation, international standardization and regional revitalization.

Measures Taken in Other Countries to Pass on Knowledge

In the UK and USA, which have already undergone a period of employees’ mass retirement, and in Germany, where such a period is expected to come in the future, the following measures are taken to pass on knowledge due to the anxiety of losing knowledge from experience as a result of mass retirement. Meanwhile in France, it is considered that the knowledge and knowhow required for duties should be acquired at organizations responsible for recruitment, development and training of public employees. Therefore, no special measure is taken to pass on knowledge from one generation to another.

1. Inheritance of knowledge from experience in pairs of veteran and young employees (UK)

Although the promotion of IT for duties is very advanced in the UK, IT cannot be applied to some duties that require the knowledge and experience of veteran employees. Therefore, the passing on knowledge and experiences, which is important for the continuity of duties, is considered to be one of most major problems. To address this issue, some departments try to pass on the experience and knowhow of employees who are on the brink of retirement or those who are not completely retired but are working for a short time as partial retirement employees by pairing such an employee with a younger employee.
2. Development of successors through phased retirement (the USA)

The phased retirement has been introduced since 2014, with an aim of ensuring the passing on of knowledge from expected retirees to young employees who are likely to succeed to the positions of expected retirees. Under this system, employees who are entitled to voluntarily retire and have necessary knowledge and experiences that should be kept in the organization continue to work for 20 hours a week on a part-time basis while preparing for retirement at the same time. They are required to spend at least 20% of the 20 hours on guidance and training to pass on knowledge.

Additionally, mentoring for young employees is also utilized as a method to pass on knowledge.

3. Measure to pass on implicit knowledge (Germany)

In Germany, all the federal ministries have been required to establish measures to pass on knowledge by mid-2015. For instance, the Federal Ministry of Finance develops an age structural map (Alterslandkarte), annually grasps and analyzes knowledge that should be passed on, and identifies measures that should be taken to pass on such knowledge. Measures to pass on knowledge include storage of the knowledge on the intranet, temporary assignment of multiple employee to a single post, and preparation of documents for passing on knowledge that include information on unsolved issues and personal networks.

The knowledge from experience and knowhow that should be passed on include undocumented and implicit knowledge about specific persons, network, communication channels and common practices in addition to knowledge relating to expertise, techniques and specific circumstances. In addition, in key positions that require such knowhow, such as a post to serve as a coordinator, knowledge is passed on via a moderator called a relay of knowledge.

3. Issues Concerning Reforms of Working-Styles and Improvement of Working Environments

Reforming working-styles and improving working environments are urgent challenges to be addressed from the viewpoint of making the most of employees’ ability amid limited human resources, promoting their efficient performance of duties, increasing the attractiveness of working in public service, and securing competent personnel. Promoting work-life balance will help to prevent mental health disorder and young employees’ separation from work, and will contribute to the promotion of women’s activity in public service.

(1) Improvement of working environment through the work-life balance support system

With an expected increase in the rate of female employees in the future, it is necessary to realize a working-style that allows employees taking care of their children to develop themselves as core personnel in the workplace without giving up their career development due to childcare. It is
necessary to encourage the creation of a working environment that enables employees responsible for childcare to easily utilize work-life balance support systems, such as childcare leave. Moreover, it is required to consider the improvement of support to enable employees to smoothly execute duties after returning from childcare leave as well as the style of career development of the employees in charge of childcare. Furthermore, it is necessary to encourage male employees to participate in childcare and to use work-life balance support systems, for instance through providing opportunities to consider the utilization of the work-life balance systems by both husband and wife together so as not to impose too much burden for childcare on female employees.

The number of employees, both men and women, who are responsible for caring for their parents as well as their children will increase in the future. Therefore, it is necessary to create an environment in all workplaces in public service so that employees can continue their career without feeling guilty about time and place restrictions. In doing this, efforts should be made to realize a flexible working style, including the introduction of telework and utilization of the flexible working time system, at as many workplaces as possible.

In order to allow supportive measures for balancing work and family life to work sufficiently, it is critical to publicize the system itself and its utilization method, and to develop a consultation system for employees along with the development of the system. Many employees who are caring for their parents, in particular, do not let their superior or colleagues know about the situation. Hence, it is necessary to actively publicize the caring service and the support system for balancing work and caregiving, for instance through holding seminars, and to offer an opportunity for detailed consultation about work-life balance.

Moreover, in order to actually utilize the work-life balance support system it is also necessary to develop a smooth covering system to have other employees take over tasks which cannot be handled by those who are caring for their parents.

In April 2016, the NPA launched a system to facilitate procedures for open application and recruitment of personnel to substitute employees who take childcare leave right after maternity leave. Aiming at promoting the utilization of the work-life balance support system, the whole government needs to work on expanding the limitation of total number of personnel in accordance with the acquisition state of maternity leave, and promoting the utilization of various systems for substitute personnel, such as fixed-term employees.

Also concerning the nursing care-related system, it is conceivable to consider the new system to secure necessary substitute personnel based on the situation surrounding employees who are nursing their parents and the needs of the Cabinet Office and ministries.

Furthermore, managerial personnel’s way of thinking needs to be changed to create an employee-friendly working environment. To this end, the NPA will continue to steadily carry out the training to offer opportunities to raise managerial personnel’s awareness of making the working
environment more friendly to female employees. Additionally, private companies are taking various measures to assist the system to support work-life balance, for instance through the utilization of unused paid leave. It may be effective to refer to such measures.

Especially in improving the working environment where female employees can work actively, it is crucial to prevent maternity harassment, which harms the working environment by speech or behavior relating to utilization of the systems for pregnancy, childbirth, and childcare and sexual harassment, which victimizes female employees in most cases. Accordingly, it is essential to take measures against harassment, including what is called power harassment.

(2) Review on the practice of working long hours

To correct the practice of working long hours is an important issue in order to maintain employees’ health condition and to promote work-life balance. Each employee as well as managerial personnel need to be strongly aware of the necessity of correcting the practice of working long hours and to take measures to reduce overtime work spontaneously and continuously.

To be specific, it is necessary to continuously promote management of working hours, such as ordering overtime work in advance based on a careful examination of the necessity for overtime work, simplification of the decision-making process, and rationalization and streamlining of duties. In promoting these measures, the initiative taken by managerial personnel is critical together with employees’ active involvement. Therefore, it is required to change managers’ awareness and to improve their management ability. Additionally, in the “Attitude Survey Concerning Overtime Work,” which the NPA conducted in 2014 targeting national public employees in regular service, a high ratio of replies concerned on insufficient allocation of employees (subordinates) considering the workload at the present section, and a shortage of manpower during the peak season. In light of these results, efforts should be made for flexible personnel allocation, including setting the limit of the total number of personnel to match the workload, levelling off of work volume, and optimization of personnel allocation between HQ and regional offices.

Constantly doing overtime work is detrimental to employees’ health and may lead to long-term sick leave. Therefore, it is necessary to pay adequate attention, particularly to the health maintenance of the employees who often work overtime, for instance by thoroughly providing them with physical checkups and face-to-face guidance. It may be worth studying the necessity of introducing interval regulation, which regulates the shortest length of interval from the time to finish work till the time to start work again, and the upper limit of overtime work while ensuring proper management of public service.

In order to correct the practice of working long hours, it is also significant to encourage employees to take paid leave in addition to shortening daily work hours. Even busy departments should promote the acquisition of paid leaves for instance through using a schedule chart and sharing
information among employees, aiming at improving the environment to enable the employees to take paid leave at least once a month.

(3) **Promotion of creating a friendly working environment**

In interviews with personnel authorities of the Cabinet Office and ministries, and the survey targeting employees, the opinion was found that unbalanced personnel structure by age group makes communication at the workplace difficult and becomes an obstacle to performing duties and passing on skills. A good personal relationship in the workplace can be brought about by creating a workplace, in which employees can talk to and consult with each other, and share information even among employees with different backgrounds and maintain their mental health. Among the efforts relating to aggregation and analysis of each group, which is designated as an obligation in the stress check system the challenges to be addressed include the activation of communication in the workplace, and the creation of a working environment that helps to maintain and promote mental health, such as review of the practice of working long hours and the method to perform duties (including the support system and grant of proper discretion).

It is important to publicize the “Counseling Offices for Mental Health Care,” where employees who worry about personal relationship in the workplace can consult with experts anonymously. In addition, it is also critical to promote alliance with consultants for sexual harassment and the consultation service office at the Cabinet Office and ministries to deal with employees who express concern about their mental health, among employees who worry about sexual harassment or power harassment.

Concerning return to work of employees who took sick leave or administrative leave due to mental disorder, it is necessary to publicize and raise awareness of the way to deal with such employees, including improvement of the communication system between the employees and workplace during the treatment period. It may also be required to promote the care given by the direct superior to the employee concerned after their return to work.

The NPA offers training programs to enhance communication ability, for instance through providing communication techniques for superiors to develop subordinates at the mentor development training. Personnel authorities of the Cabinet Office and ministries also need to reinforce measures to offer such a development opportunity on their own initiative.
Measures Taken by Other Countries to Improve Working Environments

In the UK, the USA, Germany and France, diverse and flexible working patterns have been introduced, including a short-time work system, flexible working time system, telework, and job sharing, in order to allow employees to continue their career while keeping a balance between work and family life at various life stages such as for childcare and nursing care. Establishment of these flexible working patterns may also help to secure human resources in the young generation, which emphasizes work-life balance, and to increase employees’ motivation.

In the UK, for instance, flexible working patterns are generally utilized, and 25% of all the government employees are working short hours by utilizing some system. Similarly, in Germany, where flexible working patterns are generally utilized, the short-time work system for managerial and executive officials is also promoted. Whereas some ministries have no employees at the rank of division director and above who work short hours, some ministries actively utilize the short-time work system, like a ministry where 23% of managerial and executive personnel work short hours.

In Germany, the flexible working patterns are widely utilized in this way. On the other hand, the country needs to address such issues as fostering a sense of unity in a division, securing communication, fair sharing of duties, fair evaluation, and increasing the importance of the management ability of managerial personnel more than ever.

4. Issues Relating to Maintenance of Organizational Vitality

As described in Chapter 1, there is a concern that extended length of service and delay in the pace of promotion of young and mid-level employees mainly at HQ has undermined the vitality in the entire organization. In addition, in order to deal with the personnel structure with an extremely small number of young employees, which is typical in regional offices, part-time employees are often assigned to cover routine work which used to be handled by full-time employees because of the limited total number of employees. Under such circumstances, the right personnel at the right place based on capability and performance needs to be promoted in order to maintain efficient and dynamic public organizations.

(1) Promotion of personnel management based on ability and performance

In order to address the issue that extended length of service has delayed promotion and undermined the vitality of the entire organization, it is important for the Cabinet Office and all ministries to boost the morale of employees through shifting from personnel practice over-emphasizing age and years of experience to personnel assignment, promotion management and treatment based on ability and performance, including an accelerated promotion of excellent young employees on the basis of properly demonstrated abilities. To be more specific, measures need to be continuously taken, including: to correctly understand individual employee’s ability and
performance through personnel evaluation and to put in place the right personnel at the right place; to correct the personnel practice of frequent personnel transfer and replacement and strengthen employees’ expertise while promoting ability development; to eliminate promotion based on the employees’ seniority and to promote excellent personnel while not allowing an employee without sufficient management ability to take a managerial post in the line job category; and to more strictly verify the awareness and ability relating to organization management in addition to policymaking ability, especially when promoting an employee to division director level and above at HQ. With regard to the promotion management of employees, it is important to promote double-track personnel management, which offer a route to treat an employee as a specialist in accordance with each employee’s aptitude in addition to treating an employee as a managerial official in the line job category.

(2) Utilization of specialized staff posts

It is effective to utilize highly specialized staff posts for the purpose of efficiently and effectively working on various administrative issues, which have become more complicated and sophisticated. At present, due to the extended length of service, the specialized staff posts are assumed by employees just prior to retirement at the mandatory retirement age at the Director-General level or the Deputy Director-General level at HQ subject to the Salary Schedule for Designated Service and those at the Division Director level at HQ subject to the Admin(I). Such a personnel practice, however, is not necessarily desirable.

It is necessary to make employees, who are motivated toward a career path and ability as specialists, aware that the government has a policy to nurture them as specialists starting from an early stage, including young employees, and to actually develop them as such. For that purpose, the system to execute administrative services needs to be revised so that specialized staff can properly play a role necessary for policymaking. In addition, it is also worth considering a career path in order to develop and utilize specialized staff with a particularly high level of expertise that is internationally viable.

(3) Treatment of part-time employees

If it is really true that part-time employees constantly cover routine work which used to be handled by full-time employees, it is proper to assign full-time employees to such duties. On the other hand, it is also important to secure a proper working environment that enables part-time employees playing such a role in the field of public service to work with high motivation similar to full-time employees.

With regard to the remuneration of part-time employees, the Remuneration Act stipulates that the head of each agency must provide remuneration within the budget in consideration of the
balance with the remuneration of full-time employees. In response to this, the NPA issued guidelines concerning the remuneration of part-time employees in August 2008. The guidelines provide the policy that the basic remuneration is decided based on the monthly salary of full-time employees, who are responsible for similar duties, and also present the policy concerning the payment of various allowances. The NPA will continue to provide adequate guidance so that the Cabinet Office and ministries can treat part-time employees appropriately in accordance with their duties.

Measures Taken in Other Countries to Maintain Employees’ Motivation

In the USA and Germany, it has become an issue how to maintain the motivation of employees as a whole and to improve the vitality of organizations in response to aging and the reduced number of employees. Meanwhile efforts have been made to maintain employees’ motivation focusing on the young generation in the UK and elderly employees in France. In any of these countries, it is important that managerial personnel in charge of personnel management show management ability and leadership in the workplace where the number of employees is decreasing and the aging of employees is promoted.

1. A measure to increase satisfaction level in the workplace (the USA)

Under the initiative of the White House, efforts have been made to reinforce Employee Engagement (employees’ devotion, endurance, efforts and participation toward workplace and duties [hereinafter referred to as “Employee Engagement”]) based on the idea that reinforcement of Employee Engagement is helpful to maintain employees’ motivation and improve performance. The Office of Personnel Management (OPM) conducts an individual attitude survey targeting all employees concerning employees’ satisfaction level with their work and workplace, and utilization of opportunities to develop ability such as training, and a system to maintain work-life balance. The OPM compiles and indexes results for each division and offers feedback to managers. The managerial personnel utilize this data to raise the employees’ motivation, for instance by understanding the employees’ recognition of their superiors’ leadership, career development and working environment, and by developing a personnel management strategy in accordance with the employees’ demands. Moreover, responsibility for Employee Engagement is integrated into the operation plan or evaluation items for performance evaluation of Senior Executive Service (SES) so that the entire government can work together to reinforce Employee Engagement.

Moreover, it has been conventional for employees to get promoted as an expert in one area making use of their expertise. This idea, however, has changed over time. Employees in their 20s and 30s, who are called Millennials, tend to have a strong desire to acquire the ability to tackle complicated issues by accumulating extensive experience and knowledge in various positions.
instead of getting promoted in a linear manner by engaging in the same duty for a long time and making use of their expertise. Therefore, a measure is taken to increase the employees’ motivation through promoting transfer within the ministry or across ministries.

2. **A career path not limited to a longitudinal one (Germany)**

   Amid the aging of employees, the posts of managerial and executive officials are limited, and it has become difficult to continue the vertical career path. Consequently, a range of measures have been taken to maintain and enhance employees’ motivation, for instance through offering opportunities to develop abilities in accordance with the request of each employee, appointing employees as experts or project leaders, encouraging employees who remain at the same post for a long time to transfer to another post, superiors’ providing of feedback about the performance of their subordinates, and conducting interviews with subordinates on a regular basis.

3. **Change of the area of expertise after employment (UK)**

   Employees conventionally continued to work in the same area of expertise and remained in the same place of employment from their start of employment through retirement. On the other hand, many of the young generation today desire to change the field of expertise and place of employment. In response to this, a measure has been taken in the public service to enhance the motivation of the young generation by allowing the employees at the unit chief level and below, which do not require so much expertise, to change their area of expertise.

4. **Support by specialists for career development (France)**

   Each ministry has career mobility advisers, who conduct interviews with individual employees in accordance with their requests and provide advice about career development. This service targets all employees, but middle-aged and elderly employees in particular are encouraged to have interviews with the career mobility adviser in order to maintain their motivation. The advisers provide employees with advice about career path, encourage them to express desire to be transferred and offer guidance about how to create resumes and the documents stating reasons for their applications to be used for open recruitment application in addition to offering instruction on interview techniques.

5. **Issues Relating to the Utilization of Reappointment**

   Taking into account that the starting age of pension payment will be raised to 65 in the future, as stated in Chapter 1, many ministries consider it necessary to make reappointed employees to steadily perform duties as they did before the mandatory retirement age through engaging in the core and real work while maintaining motivation at the same time. On the other hand, according to these
ministries, issues relating to full-fledged use of fulltime reappointed employees include: the change of mindset of employees at the mandatory retirement age; maintenance of their motivation; matching of experience, abilities and jobs; and personal relationships in the workplace. In order to address these issues, it is important to check the ability and aptitude when reappointing employees and to maintain their motivation in addition to taking the transitional measure for the necessary number of personnel to secure a certain number of new recruits.

(1) Measures in the system of total number of personnel aiming at full-fledged utilization of full-time reappointed employees

According to an interim measure for the connection between employment and pension, those who want to be reappointed are basically reappointed to a full-time government position. In fact, however, a certain rate of reappointed employees are employed on a part-time basis against their wishes and engage in complementary duties. Nevertheless, the current personnel structure, particularly that of reginal offices, has an extremely small number of young employees, as well as mid-level employees in some organizations, and a large number of employees are expected to retire in 20 years from now. This causes concern about the loss of skills and knowhow in the administrative field that have been accumulated by elderly employees over time. Therefore, the passing on of such skills and knowhow to the mid-level and young employees has become an issue to maintain administrative continuity. Under such circumstances, it is essential to fully utilize the abilities and experience of reappointed employees in executing duties through realizing reappointment mainly on a full-time basis like private companies. The current practice of reappointment as supplementary measures may aggravate the issues, such as a decline in public service efficiency and employees’ morale as well as the inability to earn income necessary for their lives.

In addition, with the stepwise raising of the starting age for pension payment up to 65 until FY 2026, employees who desire to be reappointed are expected to increase. Taking this into consideration, the Cabinet Office and ministries need to systematically manage personnel taking into consideration the circumstances surrounding the total number of personnel and features of personnel structure. For the time being, they are also required to work on the personnel assignment to effectively utilize the abilities and experience of reappointed employees and maintenance of the proper system to accept reappointed employees within each organization. Despite some difficulties in making these efforts in the public sector because of the strict control of the total number of personnel, unlike in private companies, further measures should be taken aiming at achieving reappointment, mainly on a full-time basis, to respond to the increased need to address the issues mentioned above.

Under the system of the limit of the number of personnel, it is worth considering measures to make it possible to secure the necessary number of new recruits, who will lead the administration in the future, to level off the personnel structure in the medium- and long-term, and to cope with the
transitory increase in the total number of personnel that is brought about when a large number of elderly employees, who form a peak in personnel structure, express their desire to be reappointed on a full-time basis in the future. For instance, it may be worth considering calculation of the necessary additional number of personnel over several years to come and take necessary steps ahead of schedule, to permit the use of the necessary additional number of personnel each year, and to return it when no longer needed.

The NPA will continue efforts for grasping the employment situations of elderly employees in and out of public service, taking measures in order for the Cabinet Office and ministries to utilize further abilities and experiences of reappointed employees, and taking necessary measures, including setting up a relevant system to promote the connection between employment and pension, based on the submission of the NPA’s opinions.

(2) Measures toward full-fledged utilization of reappointed employees

Employment of reappointed employees is basically carried out at the Cabinet Office and ministries in accordance with requests from employees except for those who are employed on a part-time basis against their wishes due to the limitation of the total number of personnel. Most reappointed employees are assigned automatically to the duty of unit chief level or Officer level in accordance with the post or position level at the time of the mandatory retirement age. According to the Cabinet Office and ministries, issues concerning reappointment include the change of mindset of the employees at the mandatory retirement age and maintenance of their motivation, matching of their experiences, abilities and jobs, and personal relationships in the workplace. Thus, in order to fully utilize a reappointment system in the future, it is important that the Cabinet Office and ministries implement reappointment through providing information from personnel authorities on roles and treatment after reappointment through training programs to encourage them to change their mindset, and implementing appointment after thoroughly checking the ability and aptitude of each of them. The NPA intends to consider what sort of assistance can be extended to facilitate the operation of these training programs by the Cabinet Office and ministries.

In addition, it is important to make efforts to increase the motivation of reappointed employees. In order to achieve this, employees who wish to be reappointed need to be fully aware of roles and attitudes expected of reappointed employees, even before the mandatory retirement age. Furthermore, departments to accept reappointed employees are required to work to change the way of thinking of managerial personnel, aiming at full-fledged utilization of the abilities and experience of reappointed employees. Moreover, it may be worth considering that the Cabinet Office and ministries can promote excellent reappointed employees to a higher grade in accordance with their work performance after reappointment.

In order to fully utilize reappointed employees, it may be appropriate to assign them to a post
where they can be immediately effective, making use of their expertise. Thus, the Cabinet Office and ministries need to implement long-term personnel management, aiming at strengthening employees’ expertise. Furthermore, employees in their late 50s, for instance, may need to be assigned to a position where they can improve their specific expertise in consideration of the possibility of their engagement in that area after they are reappointed.

Conclusion

This report analyzed the age structure of national public employees at HQ and the regional offices respectively taking a step further from the report at the time of Remuneration Recommendation last year. Based on this analysis and the results of the hearing with the personnel authorities of the Cabinet Office and ministries, this report provided insights about the following: factors that generated unbalanced personnel structure by age group; impacts of the personnel structure particularly with an extremely small number of young employees on the personnel management and implementation of duties at the Cabinet Office and ministries; and measures taken by the Cabinet Office and ministries to deal with them.

As a result, it has become clear that the unbalanced personnel structure by age group is evident particularly at regional offices, and that such a personnel structure has already posed an obstacle to the smooth inheritance of skills and knowhow at many regional offices and has a great impact on the personnel management of national public employees by shedding light on such actual incumbency as it was done this time. The NPA considers it significant that each relevant organization shares the awareness of the issue that mid-and-long term and important problems exist in the smooth performance of administration and personnel management of national public employees.

Then, this report identified challenges in personnel management, which the Cabinet Office and ministries face when dealing with unbalanced personnel structure by age group. After that, it raised issues concerning measures to maintain efficiency and dynamism in public organizations in the coming 10 or 20 years. This report analyzed that issues are generated from the circumstances as follows:

① Due to the extended length of service mainly at HQ, older employees in their 50s tend to remain longer in organizations, slowing down the promotion pace of young and mid-level employees. This generates concern that the vitality of the entire organization has been weakened. Therefore, it is important to properly utilize the abilities and experience that employees have cultivated in public service.

② Under the personnel structure with an extremely small number of young employees, which is characteristic of regional offices, the Cabinet Office and ministries need to take measures for personnel management, such as securing new recruits and developing of young and mid-level
employees, and mid-career recruitment.

③ Securing of an appropriate number of personnel commensurate with the workload is fundamental to the performance of administrative affairs.

This report proposed that the Cabinet Office and ministries, as well as ministries responsible for systems, conduct a study on measures in the field of personnel management to cope with the three points above and various related issues.

Details on the problems raised are stated in Chapter 3, and the NPA expects the Cabinet Office and ministries to conduct a study ahead of time with reference to these problems raised this time. As a third-party and specialized organization responsible for securing fair personnel administration and an alternative measure to compensate for the restriction of basic labor rights, the NPA will also continue to take comprehensive measures based on the mid-and-long term perspective concerning the overall personnel management of public employees from the recruitment to retirement of national public employees.
Part 3. NPA Activities in FY2015

Chapter 1. Appointment and Dismissal of Employees

The appointment and dismissal of national public employees shall 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 the 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 shall 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 are subject to punishment 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 globalization administrative issues, it is important to secure diverse and competent personnel with high qualifications and a sense of mission. 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 on the decrease in the medium- and long-term amid the situation of declining birthrates and severe circumstances surrounding the public service. It was also decided to postpone the schedule of recruitment examinations for national public employees in FY 2015 based on private companies’ decision to start their activity to recruit expected graduates in FY 2015 from August 1, as stated in Part 1.

Under such circumstances, the NPA disseminated the attractiveness of public duties and the concrete profiles of desired human resources. The NPA also actively carried out activities to secure personnel and to raise public awareness in order to develop a new source of human resources in
Section 2. Recruitment Examinations
1. Recruitment Examination Conducted in FY2015

The schedule of recruitment examinations for national public employees in FY 2015 was postponed, based on private companies’ decision to start their activity to recruit expected graduates in FY 2015 from August 1, as stated in Part 1.

1) Type of Examinations

The NPA conducted 21 types of recruitment examinations on 24 occasions in FY2015, as shown in Table 4. 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.

The breakdown of the 21 types includes 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); 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)); and the Examination for Specialists to initially appoint officers engaging in the duties that need specialized knowledge in a specific field of administration (15 types: e.g. Examination for National Taxation Specialists, Examination for Labor Standard Inspectors). In addition, there is the Examination for Experienced Personnel to initially appoint personnel with experience in the private sector, etc., to government positions at unit chief level or above.
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<tr>
<th>Qualification</th>
<th>Type of examination</th>
<th>FY</th>
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<td>Examination for Specialists</td>
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(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 “Basic Ability Test,” “Specialized Ability Test” and “Interview” 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 university graduate level includes written tests such as: “Basic Ability Test” to examine the basic intelligence and knowledge required as national public employees; “Specialized Ability Test” to examine the necessary specialized knowledge and skill; and “Essay-based Test on Policy Issues” to examine the ability necessary for policy planning, comprehensive judgment and thinking power. In addition, “Interview Test” to examine personality and interpersonal skills is conducted for each examinee. Meanwhile, in the Examination for Comprehensive Service for graduate students, “Discussion-based Test on Policy Issues” is conducted, instead of “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, ones which require high expertise are prepared after deliberations and reviews involving university professors commissioned as examination experts and employees with expertise from the Cabinet Office and each ministry.

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<table>
<thead>
<tr>
<th>Qualification</th>
<th>Type of examination</th>
<th>FY</th>
<th>No. of Applicants (A)</th>
<th>No. of successful candidates (B)</th>
<th>Ratio (A/B)</th>
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<td>University graduate level</td>
<td>MOFA Specialist Personnel</td>
<td>2015</td>
<td>446 Female 215</td>
<td>50 Female 22</td>
<td>8.9</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2014</td>
<td>480 Female 227</td>
<td>40 Female 16</td>
<td>12.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Qualification</th>
<th>FY</th>
<th>No. of Applicants (A)</th>
<th>No. of successful candidates (B)</th>
<th>Ratio (A/B)</th>
</tr>
</thead>
<tbody>
<tr>
<td>University graduate level / Graduate students</td>
<td>2015</td>
<td>88,344 Female 29,182</td>
<td>14,265 Female 4,575</td>
<td>6.2</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>94,248 Female 29,138</td>
<td>12,712 Female 3,637</td>
<td>7.4</td>
</tr>
<tr>
<td>High school graduate level</td>
<td>2015</td>
<td>44,177 Female 10,530</td>
<td>7,008 Female 1,968</td>
<td>6.3</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>44,825 Female 10,170</td>
<td>6,092 Female 1,629</td>
<td>7.4</td>
</tr>
<tr>
<td>Total</td>
<td>2015</td>
<td>132,521 Female 39,712</td>
<td>21,273 Female 6,543</td>
<td>6.2</td>
</tr>
<tr>
<td></td>
<td>2014</td>
<td>139,073 Female 39,308</td>
<td>18,804 Female 5,266</td>
<td>7.4</td>
</tr>
</tbody>
</table>

---
(3) Conducting Recruitment Examinations

A. Overview

An overview of the recruitment examinations conducted in FY2015 is in Table 4.

The number of applicants for examinations conducted by the NPA and the MOFA was 132,521; representing a decrease of 6,552 (4.7%) from that in FY2014. As for examinations for university graduate level (including those for graduate students), the number was 88,344; a decrease of 5,904 (6.3%) from that in FY2014, while the number of applicants of examinations for senior high school graduate level was 44,177; a decrease of 648 (1.4%) from that in FY2014.

The total number of successful candidates for examinations conducted by the NPA and the MOFA was 21,273, representing an increase of 2,469 (13.1%) from that in FY2014.

The ratios of successful candidates against all applicants (hereinafter the "success ratios") are shown in Table 4. The success ratio of examinations for university graduate level (including those for graduate students) was 6.2, lower than 7.4 of FY2014, while the success ratio for senior high school graduate level examination was 6.3, lower than 7.4 of FY2014. Both were lower than they were in FY2014.

B. The Situation by Type of Examination

(a) Examination for Comprehensive Service (for graduate students)

i) Table 4 shows the numbers of applicants and successful candidates of the examinations
conducted in spring, excluding autumn examination of “legal affairs division” for successful candidates of the new bar examination. The number of applicants was 3,106, representing an increase of 44 (1.4%) from that in FY2014, and the number of successful candidates was 655, representing an increase of 104 (18.9%) from that in FY2014.

The number of female applicants was 810, representing an increase of 97 (13.6%), and the rate of women among all applicants was 26.1%, 2.8 points up from that in FY2014. The number of successful female candidates was 168, representing an increase of 75 (80.6%), but the rate of women among all successful candidates was 25.6%, 8.7 points up from that in FY2014.

ii) The number of applicants for the autumn examination of “legal affairs division” was 62, representing a decrease of 25 (28.7%), and the number of successful candidates was 28, representing a decrease of 11 (28.2%) from that in FY2014. The number of female applicants was 19, representing a decrease of 6 (24.0%), and the rate of women among all applicants was 30.6%, 1.9 points up from that in FY2014. The number of female successful candidates was 8, representing a decrease of 4 (33.3%), and the rate of women among all successful candidates was 28.6%, 2.2 points down from that in FY2014.

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

i) Table 4 shows the numbers of applicants of examinations conducted in spring, excluding autumn examination of “liberal arts division” which focuses on evaluating basic ability for policy planning in order to secure competent and diverse personnel, such as students whose majors are not in existing examination divisions and graduates from foreign universities, was 18,676, representing an increase of 691 (3.8%) from that in FY2014. The numbers of successful candidates was 1,071, representing a decrease of 296 (21.7%) from that in FY2014.

The number of female applicants was 6,346, representing an increase of 569 (9.8%), and the rate of women among all applicants was 34.0%, 1.9 points up from that in FY2014. The number of successful female candidates was 227, representing a decrease of 79 (25.8%), and the rate of women among all successful candidates was 21.2%, 1.2 points down from that in FY2014.

ii) The number of applicants for the autumn examination of “liberal arts division” was 2,453, representing an increase of 540 (28.2%), and the number of successful candidates was 133, representing an increase of 10 (8.1%) from that in FY2014.

The number of female applicants was 798, representing an increase of 208 (35.3%), and the rate of women among all applicants was 32.5%, 1.7 points up from that in FY2014. The number of female successful candidates was 25, representing a decrease of 5 (16.7%), and the rate of women among all successful candidates was 18.8%, 5.6 points down from that in FY2014.
(c) Examination for General Service (for university graduate level)

As shown in Table 4, the total number of applicants was 35,640, representing an increase of 132 (0.4%) and the number of successful candidates was 7,347, representing an increase of 1,164 (18.8%) from that in FY2014.

The number of female applicants was 12,042, representing an increase of 864 (7.7%), and the rate of women among all applicants was 33.8%, 2.3 points up from that in FY2014. The number of female successful candidates was 2,321, representing an increase of 580 (33.3%), and the rate of women among all successful candidates was 31.6%, 3.4 points up from that in FY2014.

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

As shown in Table 4, the total number of applicants was 12,483, unchanged from the previous year’s 12,482, and the number of successful candidates was 2,514, representing an increase of 612 (32.2%) from that in FY2014.

The number of female applicants was 3,915, representing an increase of 138 (3.7%), and the rate of women among all applicants was 31.4%, 1.1 points up from that in FY2014. The number of successful female candidates was 814, representing an increase of 212 (35.2%), and the rate of women among all successful candidates was 32.4%, 0.7 points up from that in FY2014.

(e) Results of Conducting Braille Examinations, etc.

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 Examination for Comprehensive Service, Examination for General Service, Examination for Financial Specialists, Examination for National Taxation Specialists, Examination for Food Sanitation Inspectors, Examination for Labor Standards Inspectors, Examination for Tax Officers and Examination for Meteorological College Students, depending on the applicant’s degree of visual disability.

ii) For Braille Examinations in FY2015, no applicant applied for the Examination.

Regarding tests with enlarged text one applicant applied for the Examination for Comprehensive Service (for graduate students).

C. Online Applications for Examinations

With the aim of promoting convenient application procedures and streamlining administrative work, an online application service was launched in FY2004 for Recruitment Examination for Air Traffic Controllers and Aeronautical Safety College Students. The NPA gradually expanded this service for all examinations in FY2012.
The rate of online applicants was 96.6% (examinations for university graduate level/graduate students: 99.9%, examinations for high school graduate level: 95.8%), 2.4 points higher than that of FY2014.

2. Improvements in the Recruitment Examination System in FY2015

With referring to the outcomes of examinations implemented in FY2015 and reviewing the further improvements and requests from the Cabinet Office and each ministry, the NPA published the implementation plan for recruitment examinations of national public employees for FY2016 in February 2016.

Section 3. Appointment

1. The Initial Appointment in FY2015

As a rule, initial the 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 the Cabinet Office and 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 FY2015 were in the lists made based on the results of recruitment examinations conducted in FY2014.

For government positions which do not require recruitment examinations such as educational service or medical service, and for other government positions filled through competitive examinations as a general rule but which require special knowledge and skills, initial appointment is conducted through a selection process 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 FY2015 survey covers the incumbent employees in FY2014.

(1) Incumbency

As of January 15, 2015, the number of incumbent regular service employees was 337,922, 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 and personnel on childcare leave, but which excluded prosecutors, personnel of temporary appointment, full-time
laborers, and part-time employees. Note it did not include those who retired on that date. It was 1,864 more than that of 2014. Men were 247,246 (73.2%) and women were 90,676 (26.8%).

(2) Initial Appointment

The total number of those who were initially appointed in FY2014 was 23,108 (14,628 men and 8,480 women), which represented an increase of 3,506 (increases of 2,913 men and of 593 women) from that of FY2013. Recruits through competitive examinations numbered 7,787, while recruits through other selection processes numbered 15,321, including 1,665 who were re-appointed employees, 1,615 who were fixed-term employees, 4,560 who were appointed through personnel exchanges from special service employees, local public employees, unspecified incorporated administrative agency personnel and national university corporations personnel, as well as public finance corporation personnel and public corporation personnel, 6,603 who were appointed through selection in specified incorporated administrative agencies, and 878 who were appointed through other selection in national organs.

A large number of employees in specified incorporated administrative agencies were appointed through a selection process. This was partly because of the fact that most of those employees belong to the medical service and that recruit examination may not be appropriate to appoint these employees in the National Hospital Organization.
The numbers of recruits by competitive examinations in FY2014 by type of examination are as follows: Examination for Comprehensive Service (for graduate students): 193 (2.5% of those appointed through examination [the same applies to the following figures in parentheses]); Examination for Comprehensive Service (for university graduate level): 410 (5.3%); Examination for General Service (for university graduate level): 2,733 (35.1%); Examination for General Service (for high school graduates): 832 (10.7%); Examination for General Service (for mid-career recruitment examination): 7 (0.1%); Examination for Specialists (for university graduate level): 1,820 (23.4%); Examination for Specialists (for high school graduate level): 1,728 (22.2%); Recruitment Examination for Experienced Personnel: 40 (0.5%); Level I Examination: 24 (0.3%).
(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 separations in FY2014 was 22,277 (15,626 men and 6,651 women). This was an increase of 812 (317 men and 495 women) from that of FY2014.

Separation rate in FY2014, which was calculated as the ratio of the number of separations in FY2014 to the number of incumbents as of January 15, 2013, was 6.6% (6.3% for men and 7.5% for women).

Figure 21 Number of Separations During Most Recent Five Years

(Note) Figures in parentheses are separation rates, i.e., the ratio of the number of separation in the fiscal year to the number of incumbents as of January 15 of the previous fiscal year.

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

When there is a promotion, initial appointment, or reshuffle of an employee to a government position of division-director level or above at headquarters, 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 considering the high
level of responsibilities of the position. Appointments 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 case of initial appointment through a selection process for specified government positions other than those for which the prime minister administers the integrated personnel management, etc., 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, etc. (except when they have consulted with the NPA in advance). The total number of specified government positions designated by the NPA is 2,410 as of March 31, 2016. The NPA received reports on 515 persons and consultations on 6 persons from the Cabinet Office and each ministry regarding the initial appointment, promotion, etc., to the specified government positions during FY2015.

4. Appointment for Senior Officials

“Cabinet Order on the Appointment of Senior Officials (Act No.191 of 2014)” stipulates that the opinions of people 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 National Personnel Authority on appointees from outside the public service. The commissioner stated his opinion on one case in FY 2015.

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 “Guideline for Female National Public Employees’ Active Participation and Work-life Balance” (revised on January 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.

As for initial appointment, the ratio of women among new recruits was 34.4% in FY2015, exceeding the ratio of FY2014 (24.9%). In FY2015, that of those who were offered an appointment is additionally increased to 33.6%. Further efforts should be continuously made to secure human resources in cooperation with the Cabinet Office and each ministry, for the purpose of attracting competent female students to the public service.
Figure 22  Trend in the Ratio of Women Among Applicants, Successful Candidates and Recruits in Level I Examination/Examination for Comprehensive Service

(Notes)
1 Women’s ratio among the recruits is based on the date of initial appointment in the following year (including Successful Candidates before the previous year), the ratio after FY 2012 includes recruits of the Ministry of Defense.
2 Ratio of FY 2015 recruits is the ratio among those informally decided to be appointed as of March 31, 2016

With regard to promotions to managerial positions, the ratio of female officials in each senior position has gradually increased as illustrated in Figure 5. Greater efforts should be made by the Cabinet Office and each ministry to encourage the promotion of competent female officials.

The NPA engages in recruitment/awareness-raising activities in partnership with the Cabinet Office and 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 excellent employees appointed through Level II and III Examinations with motivation and ability to senior positions, the Cabinet Office and each ministry are endeavoring to select and cultivate “planned trainees” based on the “Guidelines concerning the Promotion of Employees Appointed through the Level II and III Examinations to Senior Posts” (a notice issued by the NPA Secretary-General in 1999). The Cabinet Office and each ministry are making efforts according to their individual circumstances, such as promotion of such employees to positions previously held by employees who passed Level I Examination and expanding the seconded positions in other ministries. The NPA conducts “Administrative Training (special course)” for officer level (three times a year), unit chief level (three times a year) and assistant director level (twice a year), with a view to contributing to the promotion of “planned trainees.” In FY2015, 108 employees from 20 ministries participated in the officer level course, 130 employees from 26 ministries participated in the unit chief level course, and 72 employees from 19 ministries participated in the assistant director level course.

In order to give opportunities for overseas training to employees appointed through 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, two employees selected from participants in the Administrative Training (special course) for unit chief level were dispatched for overseas training through a special framework of the Short-Term Overseas Fellowship Program in FY2015.

At the end of FY2014, there was a total of 220 newly appointed senior officials (division director level and above at headquarters at the Cabinet Office and each ministry) as a result of efforts to promote those employees appointed through the Level II and III Examinations, of whom 22 were appointed to posts in Designated Service, 99 to division directors at headquarters, 41 to heads of local branch offices, and 58 to officials of the Ministry of Foreign Affairs (ambassadors/consuls-general).

7. Dispatch to Law Schools, the Tokyo Organizing Committee of the Olympic and Paralympic Games, and the Rugby World Cup (RWC) 2019 Organising Committee

(1) Dispatch to Law Schools

Education at law schools serves as an element of education on legal practice in a close partnership with the training of legal apprentices. Based on such perspectives, as it is required that the effectiveness of such practical education be maintained, the Act on the Dispatch of Judges, Public Prosecutors and Other Regular Service National Public Employees to Law Schools was enforced on April 1, 2004. Under this Act, the Dispatch System to Law Schools was established so that in addition to judges and public prosecutors, regular service national public employees who have advanced levels of expertise in administrative practice are dispatched to law schools on a continuous, steady basis to teach as experienced professionals.

Under this system, 25 employees (including 23 prosecutors) were dispatched to law schools in FY2015. Of these employees, 8 (including 6 prosecutors) were dispatched on a part-time basis, where official duties as a national public employee and duties as a law school professor, etc., were both carried out, while the other 17 (all were prosecutors) were dispatched on a full-time basis, where official duties as a national public employee were not pursued and only the duties as a law school professor were carried out.

(2) Dispatch of national public employees to the Tokyo Organizing Committee of the Olympic and Paralympic Games

In accordance with these two laws, the NPA established Rule 1-64 (Dispatch of personnel to the Tokyo Organising Committee of the Olympic and Paralympic Games) and Rule 1-65 (Dispatch of personnel to the Rugby World Cup 2019 Organising Committee). Additionally, the NPA revised relevant rules and put them into force in conjunction with enforcement of both laws.
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 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 quality for the public service through business experience to meet new demands of public administration, and (iii) personnel in the private sector having useful quality for the public service through diverse experience in a field different from the public service. In concrete terms, atomic-energy specialists, health information managers, and people with business experience in finance are appointed.

2. Fixed-term Appointment

The fixed-term appointment system, based on the Act concerning Fixed-term Employees, 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.

The appointment under this system requires: to go through open recruitment or fair procedures equivalent to open recruitment, as well as to properly examine demonstrated abilities, including highly-specialized expertise and experience. Based on this system, 460 personnel were appointed in FY2015. (Figure 6)
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 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 are of high potential 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 FY2015, 8 researchers were appointed for type (i) and 24 researchers were appointed for type (ii) under this system.

Incidentally, besides the Act concerning Fixed-term Employees 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 research duties requiring advanced expertise, technology, etc., regarding science technology which is planned to end within five years,
pertaining to the research project to be implemented based on a special plan (excluding research duties only pertaining to humanities).

With regard to appointment based on this system, none were appointed under category (a) or category (b).

4. Personnel Exchange between the Government and the Private Sector

The system under the Act on Personnel Exchange between the Government and the Private Enterprise 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 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 March 25, 2016, the NPA made a report based on the above rules to the Diet and the Cabinet concerning the state of personnel exchange between the government and the public sector carried out in 2015.

In 2015, 174 officials were dispatched for exchange purposes, and 646 personnel were appointed for exchange purposes. During the period between 2013 and 2015, 215 officials returned to their original duties from the dispatch for exchange purposes.

In 2015, 44 officials were dispatched from the government to the private sector for exchange purposes, and 244 personnel in the private sector were appointed to the government for exchange purposes.

Figure 25 Personnel Exchange Between the Government and Private Sector

i) Dispatch for Exchange Purpose (Gov’t to Private Sector)
   (Persons)
   - Year-end Total of Dispatched Personnel
   - Number of Newly Dispatched Personnel

ii) Appointment for Exchange Purpose (Private Sector to Gov’t)
   (Persons)
   - Year-end Total of Incumbents
   - Number of Newly Appointed Personnel

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Section 5. Situation Related to Changes in Status

“Changes in status” refer to the implementation of demotion, dismissal, administrative leave, and pay reduction to maintain the efficiency of public duties, where it is stipulated by laws and regulations, 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 FY2015, 12 persons were dismissed and no person was demoted. Among the reasons for dismissal, “when he/she lacks qualifications required for his/her government position” was the most frequent (six persons). (Reference 1)

<table>
<thead>
<tr>
<th>Reason Type</th>
<th>Poor Work Performance</th>
<th>Difficulties to Perform Duties Due to Mental and/or Physical Disorders</th>
<th>Lack of Qualifications Required for Government Positions</th>
<th>Abolition of Position or Staff Redundancy</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demotion</td>
<td>0 (0)</td>
<td>0 (0)</td>
<td>0 (0)</td>
<td>0 (0)</td>
<td>0 (0)</td>
</tr>
<tr>
<td>Dismissal</td>
<td>2 (2)</td>
<td>4 (4)</td>
<td>6 (9)</td>
<td>0 (0)</td>
<td>12 (15)</td>
</tr>
</tbody>
</table>

(Notes) 1. The numbers in parentheses indicate the numbers in FY2014.
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 July 1, 2015, 1,627 employees were on administrative leave. Among of them, 1,252 employees (77.0%) were on administrative leave due to illness. (Reference 2)
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 (Reduction in Pay of Employees), the appointer is supposed to submit to the NPA a copy of the written explanatory statement issued to the employee. In FY2015, no person was subject to a pay reduction.

[Reference 2] Status of Administrative Leave (as of July 1, 2015)
(Unit: Persons)

<table>
<thead>
<tr>
<th>Need to get long-term rest due to mental/physical disorders</th>
<th>Injury/disease related to accidents on duty</th>
<th>Injury/disease related to accidents while commuting</th>
<th>Tuberculosis</th>
<th>Diseases other than tuberculosis</th>
<th>Subtotal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Need to get long-term rest due to mental/physical disorders</td>
<td>1 (2)</td>
<td>2 (1)</td>
<td>1 (0)</td>
<td>1,248 (1,393)</td>
<td>1,252 (1,396)</td>
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<tr>
<td>Need to get long-term rest due to mental/physical disorders</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indictment on criminal charges</td>
<td>3 (2)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Research engagement</td>
<td>372 (427)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Partnership research engagement</td>
<td>0 (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Holding concurrent positions as executive members and so on in enterprise utilizing research results</td>
<td>0 (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support for establishment of public institution</td>
<td>0 (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Missing due to disaster</td>
<td>0 (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No vacancy at time of reinstatement</td>
<td>0 (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1,627 (1,825)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(Notes) The numbers in parentheses indicate the numbers as of July 1, 2014.
Chapter 2. Human Resources Development

The NPA plans and provides training courses as below. (Figure 26)

Figure 26 Principal Training Courses Provided by the NPA

Various types of systematic and joint training are provided at various levels from the initial stage immediately after appointment to director-general.

<table>
<thead>
<tr>
<th>Level</th>
<th>Course</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit Chief Level</td>
<td>Training for promotion of employees appointed through Level II and III Exam</td>
</tr>
<tr>
<td>Assistant Director Level</td>
<td>Training for Employees of Regional Offices</td>
</tr>
<tr>
<td>Division Director Level</td>
<td></td>
</tr>
<tr>
<td>Director-General and Deputy Director-General Level</td>
<td></td>
</tr>
</tbody>
</table>

I Training by Levels of Positions

- Joint Initial Training
- Initial Training
- Third Year Follow-up Training
- Assistant Director Level (Training Course to Develop Female Management Potential)
- Assistant Director Level (Leadership Training)
- Director Level
- Administrative Seminars for Executives (Aspen Method*)

Training for promotion of employees appointed through Level II and III Exam

- Special Course for Officer Level
- Special Course for Unit Chief Level
- Special Course for Assistant Director Level

Administrative Training

Experience-based training at the time of promotion for the D.D.G. level, such as front office services

II Dispatching Personnel for Training

- Long-term Overseas Fellowship Program
- Short-term Overseas Fellowship Program
- Domestic Fellowship Programs

III Training Course Per Theme

- Target: Officials at Unit Chief Level etc.
  - Mentor Development Training
  - Training to Advance Careers of Female Employees
- Target: Mid-career Recruits, etc.
  - Training for Recruits with Business Experience
- Target: Managerial Officials
  - Seminar to Further Promote Female Employees
  - Personnel Management Seminar
  - Training to Improve Personnel Evaluation Abilities

IV Training for Instructors, etc.

- Training to enhance abilities of training officers and training instructors
- Training for the Prevention of Sexual Harassment
- JKET (Training for Public Employee Ethics)
- JST Basic Course (Training for management of work and personnel)
- Training for attending to Citizens
Section 1. Outline of Training Systems Conducted by the NPA

The NPA provided 210 training courses for employees of the Cabinet Office and each ministry in which a total of 10,116 employees participated, including a total of 8,887 regular service national public employees in FY2014.

In response to requests from the Cabinet Office and each ministry, the NPA dispatches its personnel as instructors for training courses conducted by the Cabinet Office and each ministry. The NPA dispatched its personnel to a total of 36 training courses at 30 organizations in FY2015.

The Cabinet Office, each ministry and the Cabinet Bureau of Personnel Affairs in the Cabinet Secretariat conducted a total of 39,086 training courses in FY2014, in which a total of 1,055,457 regular service national public employees participated.

Section 2. Training by Level of Position

The NPA carries out Administrative Training, Experience-based Training, such as Front Office Services at the Time of Promotion, and Training for Employees of Regional Offices, in order to develop qualifications and abilities necessary for each managerial position. The NPA makes efforts to improve the system and courses for the training required at each position level from the stage immediately after initial appointment to director-general level.

1. Administrative Training

Administrative Training for employees who are expected to play a core role in the administrative operations of the Cabinet Office and 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, and training courses for personnel at unit chief level, assistant director level or division director level at HQ. These courses focus on three core curricula, 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 assistant director level or division director level.
(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 at HQ.

(2) **Initial Administrative Training**

The NPA offers 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 HQ. The NPA conducts five courses from FY2014.

(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 of administration service, and are assumed to engage in operations such as policy planning at HQ.

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

The NPA offered seven courses of four-day training targeting personnel at assistant director level at 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 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 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 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 responsible for running a household. It was carried out for a total of four days between January and March, aiming at enabling each participant to put into practice what they learned from workplace training programs and to conduct further study on such issues.
(7) Administrative Training (for Assistant Director Level) – Dispatch Training Course to China and Dispatch Training Course to the Republic of Korea Central Officials Training Institute

With help from the Chinese government, the NPA organized a dispatch training course to China targeting employees at Assistant Director level at HQ for the first time in four years since FY2011. Delegates visited various agencies of the central government to exchange ideas on a variety of agendas and the Japan-China relationship. They also visited the local government in Shangdong province to gain an understanding of the actual situation of economy, society and administration in China. The NPA has conducted the dispatch training courses to the Republic of Korea since FY 2006, targeting personnel at the assistant director level at HQ of the Cabinet Office and ministries. In FY 2015, the NPA also carried out one dispatch training course to visit to the Central Officials Training Institute, which is a training institute for national public employees in Korea, with the aim of exchanging opinions between Japanese administrative officials and their counterparts in Korea, and studying the administrative situation in Korea.

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

From August 2015 to January 2016, the NPA conducted one leadership training course for a total of 14 days, targeting officials at assistant director level at HQ, who are expected to play a central role as executive officials at HQ.

(9) Administrative Training (for Director Level)

The NPA conducted three courses targeting officials at division director level at HQ in FY2015.

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

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

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

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

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

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

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

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

(14) Administrative Seminar for Executives (Aspen Method)

The NPA conducted one course of Administrative Seminar for Executives (Aspen Method) for personnel at deputy director-general level and lead division director level at HQ for four days in FY2015. 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 such as Front Office Services at the Time of Promotion for the D.D.G. Level

This training was carried out jointly with the Consumer Affairs Agency for officials at deputy director-general level at 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 FY 2015, 74 persons from 23 organizations participated.

Section 3. Dispatch Training

The NPA organizes and conducts training programs in which administrative officials at the Cabinet Office and each ministry are dispatched to domestic or overseas graduate schools.

As for the dispatch training, which requires high cost in many cases, their cost effectiveness is questioned severely recently. The NPA, having jurisdiction over this training, 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 the Cabinet Office and 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 eight years. They are selected through the NPA screenings from among those recommended by the Cabinet Office and each ministry, and have to go through a selection process of graduate school.

A total of 150 researchers were dispatched in FY2015.

[Table 5] Number of Personnel Dispatched Under the Long-term Overseas Fellowship Program in FY2015

(Unit: persons)

<table>
<thead>
<tr>
<th>US</th>
<th>UK</th>
<th>France</th>
<th>Germany</th>
<th>China</th>
<th>Australia</th>
<th>Singapore</th>
<th>The Netherlands</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>99</td>
<td>34</td>
<td>6</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>150</td>
</tr>
</tbody>
</table>

A total of 3,352 researchers have been dispatched since FY1966, when the program started, until FY2015. The number of newly dispatched researchers has increased steadily since FY1987 and has been at least 120 per year since FY2002.
The breakdown of the total number of researchers by country (region) is: US: 2,460, UK: 542, France: 155, Germany: 73, Canada: 48, Australia: 31, China: 22, Singapore: 6, the Netherlands: 5, Korea: 5, and others: 5.

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

The NPA dispatches administrative officials at the Cabinet Office and 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 the Cabinet Office and each ministry. Selected personnel are dispatched to overseas government organs and international organizations to engage in research and study for their own theme.

In FY 2015, 22 researchers were dispatched in FY2015. The breakdown by country is in Table 6.

A total of 1,449 researchers were dispatched between FY1974, when the program started, and FY2015. The breakdown by country (region) is: US: 695, UK: 299, Australia: 96, France: 64, Germany: 59, Canada: 53, and others: 183.
2. Domestic Fellowship Programs

The NPA dispatches administrative officials from the Cabinet Office and 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.

In FY2015, the NPA dispatched officials to the following courses.

(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 scales are applied) and whose length of service is 2 years or more and less than roughly 25 years, and are selected from among those recommended by the Cabinet Office and each ministry through the NPA screenings and entrance examinations of graduate schools.

In FY2015, one researcher was dispatched to the Graduate School of University of Tsukuba.

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

The NPA dispatches administrative officials at the Cabinet Office and 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 scales are applied) and whose length of service is 2 years or more and less than roughly 18 years. They are selected from among those recommended by the Cabinet Office and each ministry through the NPA screenings and entrance examinations of graduate schools.

In FY2015, 12 researchers were dispatched.

3. Overseas Study Costs Repayment System

The Act on Reimbursement of National Public Officers’ Expenses for Studying Abroad was enacted on June 19, 2006, in order to ensure effectiveness of the overseas study system of national
public employees and to contribute to ensuring citizens’ trust for 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 FY2014, 18 employees (including 6 employees in special service) were newly obliged to repay the costs.

Section 4. Training Courses for Special Themes

1. Training Courses for Special Theme

(1) Training to Improve Personnel Evaluation Abilities

The implementation of fair personnel evaluation is an important task for managers. Thus, the NPA has been implementing Training to Improve Personnel Evaluation Abilities since October 2008, which is designed so that managers who are supposed to serve as evaluators at the Cabinet Office and each ministry, can acquire practical knowledge and techniques for evaluation and interviews. The training consists of two courses: “Advanced Course,” which provides lectures including case studies, and “Role-playing Course,” which gives trainees an opportunity to experience simulated interviews. The NPA conducts the training as the Instructor Training Courses targeted at personnel management officers in the Cabinet Office and each ministry, in order for these officers to become able to undertake the role of instructor at training courses conducted within their ministries.

(2) Personnel Management Seminar

The NPA has carried out personnel management seminars since FY2010. The purpose of the seminar is to support/promote efforts of the Cabinet Office and each ministry to utilize the personnel evaluation results for human resource development. To this end, this seminar is designed to enable evaluators, who work to enhance their subordinates’ abilities to understand the key points for this purpose, and offer the participants an opportunity for mutual development through exchanging opinions and sharing experiences.

(3) Seminar to Further Promote Female Employees

As part of the measures to further promote female employees, the NPA has conducted the Seminar to Further Promote Female Employees since FY 2014, 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 primarily responsible for human resource management/development at each workplace, with a view to reviewing the factors which prevent the promotion of female employees at each workplace and creating an environment to promote female employees.
(4) Training for Recruits with Business Experience

In recent years, the Cabinet Office and each ministry have actively initially appointed personnel from the private sector. The NPA has conducted a training course for recruits with business experience since FY2002. This training course aims at giving them knowledge about service discipline that public employees, unlike workers in the private sector, need to know “as servants of the whole community,” as well as a thorough understanding of ethics that must be maintained by public employees.

The NPA conducted this training three times in FY2015 and 168 employees from 20 organizations participated.

(5) Training for Female Employees

Toward the realization of a gender-equal society, with the aim of urging the enhancement of female employees’ promotion in the public service, the NPA has conducted Training for Female Employees since FY2001 and Training to Advance Careers of Female Employees since FY2014. These training courses provide trainees with opportunities to enhance their ability by enlightening one another, develop management ability, and form a personal network.

(6) Mentor Development Training

Since FY2006, as part of its support for the introduction of a mentor system in the Cabinet Office and each ministry, the NPA has developed and conducted mentor development training for mentor candidates (elder employees who provide less experienced employees with consultation and advice based on their own work experience), to promote a basic understanding of mentoring and communication skills.

Additionally, the NPA has carried out training programs for staff in the personnel management division who are in charge of introductions and operations of the mentor program at HQ since FY 2015, with a view to supporting the effective operation of the mentor program and development of mentors in the Cabinet Office and each ministry.

In FY 2015, the training program took place once, attracting 22 participants from 16 organizations.

2. The Instructor Training Programs

Table 7 shows the objectives of the instructor training programs, which were implemented by the NPA in FY 2015.
<table>
<thead>
<tr>
<th>Name of Training Programs</th>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training to Enhance Abilities of Training Officers</td>
<td>Mainly targeting newly-appointed officers in charge of training planning and training instructors in the Cabinet Office and 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 and instruction ability.</td>
</tr>
<tr>
<td>Training for the Prevention of Sexual Harassment</td>
<td>The program aims to raise awareness about sexual harassment and to ensure understanding about the duties and roles of managers and supervisors.</td>
</tr>
<tr>
<td>JKET (Training for Public Employee Ethics)</td>
<td>The program aims to cultivate a sense of ethics by considering public employee ethics.</td>
</tr>
<tr>
<td>JST Basic Course (Training for management of work and personnel)</td>
<td>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.</td>
</tr>
<tr>
<td>Training for Attending to Citizens</td>
<td>The program aims to help trainees acquire the points of the suitable way of attending to citizens as “a servant of all citizens.”</td>
</tr>
</tbody>
</table>

### Chapter 3. Remuneration of Employees

Under the provisions of the National Public Service Act, the remuneration of national public employees is determined by law (the principle of determining remuneration by law), and may be revised by the Diet at any time to meet the general conditions of society. The NPA must make a recommendation concerning any such revision. The NPA is required to report to the Diet and the Cabinet simultaneously on the appropriateness of the current salary schedules at least once a year. In doing so, the NPA assumes the obligation to make appropriate recommendations that reflect any changes in conditions that affect the determination of remuneration levels (the principle of meeting changing conditions). It is stipulated in the Remuneration Act that the NPA must study remuneration levels for public employees and make its recommendation based on what it believes to be appropriate revisions to the Diet and Cabinet simultaneously.

As the NPA is responsible for implementing the remuneration system, it establishes necessary rules and supervises remuneration payments to ensure that the system is operated in a fair and proper manner.
Section 1. Report and Recommendation 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 at any time be changed by the Diet into accord with general conditions of society; 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; and that the NPA must make an appropriate recommendation to the Diet and the Cabinet.

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 remunerations 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 National Public Service Act stipulates that the protection of the welfare of public 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) Reason for Making Recommendation Based on the Principle of Balancing Working Conditions with Those in the Private Sector

The reason 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 with respect to remuneration of a market in the public sector. Accordingly, it is most rational to decide remuneration level in the public sector by following remuneration trends in the private sector, which are determined through labor-management negotiation reflecting the economy/employment conditions of the time. This recommendation method is also considered effective in gaining the understanding and consent of employees, and widely obtaining understanding from the citizens.
Comparison with Private Enterprise Pay Levels

[Comparison of Monthly Wages]

The NPA conducts the "Fact-finding Survey of Remuneration of National Public Employees," and the "Fact-finding Survey of Job-by-job Pay Rates in Private Enterprises," each year in order to precisely ascertain salary levels in both the public and private sectors for the month of April. Rather than simply comparing average salaries, the NPA makes comparisons between public employees and private sector workers who belong to the same category in terms of job types, position, working area, educational background, and age, which are the main factors in determining remuneration (analyzed using the Laspeyres formula), and submits its recommendation formed on the basis of balancing remuneration levels of public employees with those of private sector workers. (Figure 28)

Figure 28 Process of Remuneration Recommendation

[Comparison of Special Remuneration (Bonus)]

Regarding special remuneration, through the "Fact-finding Survey of Job-by-job Pay Rates in Private Enterprises," the NPA obtains an accurate amount of special remuneration in the private sector (bonus) paid in the last one year from August of the previous year
to July 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.

2. 2015 Report and Recommendation

The NPA submitted its report and recommendation on the remuneration of regular service employees to the Diet and the Cabinet on August 6, 2015. Details of the report are described in Chapter 1 of Part 1.

3. Survey of Remuneration of National Public Employees

With the cooperation of the Cabinet Office and each ministry, the NPA conducts the “Fact-finding Survey of Remuneration 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 Act Concerning Fixed-term Employees applies as of January 15 (excluding employees on administrative leave, dispatched employees who exclusively engage in duties at 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 April 1.

The outline of results of the 2015 Fact-finding Survey of Remuneration 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. 40,000 from 2005.

It, however, has leveled off because there are situations where it is common for elderly employees to remain incumbent almost until the mandatory retirement age and where the number of recruits has increased in 2015.
(2) Remuneration of Employees

The average remuneration amount per month and the receipt status of various allowances as of April 1, 2015, are as follows. (Table 8 and 9)

[Table 8] Average Monthly Remuneration by Item

<table>
<thead>
<tr>
<th>Item</th>
<th>All employees</th>
<th>Employees to whom the salary schedule for Administrative Service (I) is applied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salary</td>
<td>344,410</td>
<td>334,283</td>
</tr>
<tr>
<td>Area allowance</td>
<td>37,425</td>
<td>37,874</td>
</tr>
<tr>
<td>Managerial allowance</td>
<td>11,521</td>
<td>12,114</td>
</tr>
<tr>
<td>Family allowance</td>
<td>11,670</td>
<td>11,609</td>
</tr>
<tr>
<td>Housing allowance</td>
<td>4,692</td>
<td>5,065</td>
</tr>
<tr>
<td>Others</td>
<td>6,737</td>
<td>8,051</td>
</tr>
<tr>
<td>Total</td>
<td>416,455</td>
<td>408,996</td>
</tr>
</tbody>
</table>

(Source) Fact-finding Survey of Remuneration of National Public Employees in 2015

(Note) “Others” includes HQ duty 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.
[Table 9] Number of Recipients, Percentage of Recipients and Average Monthly Amount of Major Allowances

<table>
<thead>
<tr>
<th>Item</th>
<th>Number of Recipients (Persons)</th>
<th>Percentage of Recipients (%)</th>
<th>Average Monthly Amount (Yen)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commuter Allowance</td>
<td>208,416</td>
<td>81.8</td>
<td>14,349</td>
</tr>
<tr>
<td>Area Allowance</td>
<td>203,076</td>
<td>79.7</td>
<td>44,805</td>
</tr>
<tr>
<td>Family Allowance</td>
<td>142,991</td>
<td>56.1</td>
<td>20,793</td>
</tr>
<tr>
<td>Housing Allowance</td>
<td>47,171</td>
<td>18.5</td>
<td>25,342</td>
</tr>
<tr>
<td>Managerial Allowance</td>
<td>42,599</td>
<td>16.7</td>
<td>68,905</td>
</tr>
<tr>
<td>Wide Area Transfer Allowance</td>
<td>30,662</td>
<td>12.0</td>
<td>14,236</td>
</tr>
<tr>
<td>Cold Area Allowance</td>
<td>28,590</td>
<td>11.2</td>
<td>7,111</td>
</tr>
<tr>
<td>Family-unattended-transfer Allowance</td>
<td>20,679</td>
<td>8.1</td>
<td>38,445</td>
</tr>
</tbody>
</table>

(Source) Fact-finding Survey of Remuneration of National Public Employees in 2015


For the purpose of acquiring the basic data to determine the appropriate remuneration of public employees, the NPA conducts “the Fact-finding Survey of Job-by-Job Pay Rates in Private Enterprises” each year in conjunction with personnel commissions of each prefecture and cabinet-order-designated cities and ascertains the actual remuneration of employees in the private sector who engage in duties similar to public duties.

(1) Outline of the 2015 Survey

A. Private Sector Offices the Survey Covered

Private sector offices the Survey targeted 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 54,860 offices were targeted.

B. Private Sector Offices Actually Surveyed

A total of 12,311 private sector offices were randomly selected from all offices the Survey covered, by stratifying them into 916 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 69 personnel committee of prefectures, cabinet-order-designated cities, etc., during the period from May 1 to June 18, 2015, by way of site survey held at the offices on monthly wages, etc. paid for the month of April 2015.

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 2015 Survey

A. The Total Number of the Survey Completed Offices

10,649 offices (a completion rate of 87.7%)

B. The Actual Number of Employees Subject to the Individual Survey

500,331 full-time employees (including 29,478 who were subject to the initial salary survey) in 76 job types which are thought to be similar to public duties (including 18 job types subject to the initial salary survey).

The population excluding those who are involved in the initial salary survey is estimated to be 3,953,501.

Section 2. Implementation of the Remuneration Act

1. 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 determined in accordance with the duty and responsibility he/she is assigned. The grade of each employee is determined 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 schedules is determined 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 takes a role in ensuring uniformity and fairness in grading so that the appropriate grading of duties might be performed in the Cabinet Office and each ministry. In concrete terms, the number is fixed by grade, 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.

Pursuant to the Revised National Public Service Act, etc., the function to set and revise the fixed number of officials in each grade of salary schedules was shifted from the NPA to the prime minister. However, the fixed number of officials in each grade is related to working conditions. Therefore, when setting or revising the fixed number, the prime minister is to hear and fully respect the opinions of the NPA, which has the compensatory function for the restriction of basic labor rights.
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, an 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.

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 FY2014 was 9,776. (The number of employees under the Remuneration Act was 8,688 and the number at specified incorporated administrative agencies was 1,088.) 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.

With regard to the stepwise increase of the starting age for payments of the remuneration-related part of public pension, it was decided to take an interim measure to reappoint mandatorily retired employees, who wish to be reappointed, until the starting age of pension payment in accordance with the “Connection between Employment and Pension of National Public Employees (Cabinet Decision),” which was decided in March 2013.

The above cabinet decision stipulates that a study on the connection between employment and pension, including the gradual increase of the mandatory retirement age, should be conducted each
time when a stepwise increase of the starting age for pension payment is carried out, taking into account the “Submission of Opinions on the Revision of the National Public Service Act to Raise the Mandatory Retirement Age to 65,” which was submitted by the NPA in 2011. In consideration of raising the starting age of pension payment up to 62 in April 2016, the government unveiled its view in December 2015 that the government would continue to deal with the issue through reappointment and perform a study on measures to further and fully utilize the abilities and experiences of reappointed employees.

Section 2. Support for Planning Life after Retirement

The NPA held a “life planning seminar” to consider life planning through knowledge and information on the reappointment system and the pension system, as well as the discussion among the participants. The seminar is designed for employees in their 40s and 50s.

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

The “National Public Employees’ Life Planning Total Information Service System” (http://www.jinji.go.jp/shougai-so-go-joho/) in the NPA website provides total information necessary for public employees when they plan their post retirement lives. The contents of the website include information on the retirement and reappointment system, retirement allowance and pension system, medical insurance system, options for work after retirement, household finance after retirement, and so forth.

Chapter 5. Public Employees’ Working Environment

Section 1. Working Hours and Leave

Working hours and leave are basic working conditions, as well as remuneration of employees. 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 Employees) and has made efforts to ensure appropriate working conditions for public employees in cooperation with the Cabinet Office and each ministry that actually puts the system into operation.

According to the Working Hours Act, the NPA is to carry out a survey on the system of working hours and leave, report the survey results to the Diet and the Cabinet, and recommend appropriate revisions of the said Act, if necessary, to change working hours and leave.
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 2015 Fact-finding Survey of Remuneration of National Public Employees, the average number of overtime hours worked across the Cabinet Office and all ministries in 2014 was 229.0 hours. By organization, the average number of overtime hours in 2014 worked at HQ was 364.2 hours, and the average at offices other than HQ was 201.4 hours. Regarding the “Guidelines Concerning the Reduction in 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, an average of 21.8% of employees exceeded the ceiling across the Cabinet Office and all ministries. In particular, at HQ, where a large amount of heteronomous duties are handled, 46.6% of employees exceeded the ceiling of 360 hours and 7.1% 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 13.1 days in 2014 with 11.8 days at HQ and 13.4 days at offices other than 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 hour and leave system in the public service, and to contribute to reviews of the system.

   In FY2015, the NPA conducted a field survey of 49 offices in 14 ministries (including six 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. When it was found that the system had been inappropriately applied, the NPA provided directions and other necessary guidance or advice on remediation.

   (2) **Survey on Private Enterprises’ Working Conditions**

   The NPA conducts the “Survey of Private Enterprises’ Working Conditions” every year to obtain basic data for deliberation of the working conditions and systems of national public employees.

   In 2014, the NPA surveyed working conditions and systems as of October 1 at 7,233 enterprises randomly selected from enterprises with 50 or more employees 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.

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 (2004)).

- Conducting mental health training courses.
- Establishing “Counseling Offices for Mental Health Care” (10 places in Japan) and “Counseling Offices for Returning to Work from Mental Illness.” (10 places in Japan)

(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 during the period from April 1, 2014, to March 31, 2015.

In FY2014, the number of employees who took long-term sick leave for mental and behavioral disorders was 3,389 (1.24% of all the employees), a decrease of 61 compared with FY2013.

(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 FY2014.

In FY2014, the number of deaths while in office was 252 (the death rate, the number of deaths per 100,000 people, was 91.9), a decrease of 24 compared with FY2013 (a decrease of 8.8 points in the death rate).

2. Ensuring Safety

(1) Prevention of Accidents in the Workplace

In an effort to prevent accidents and promote safe working conditions, the NPA receives reports on accidents in the workplace, from the Cabinet Office and each ministry.

In FY2014, 202 employees took leave for at least one day due to an accident in the workplace, a decrease of 43 people compared with FY2013. There were no workplace fatalities for the first time.
3. **Instructions and Enlightenment on Health and Safety Management**

The NPA conducts training seminars for personnel in charge of health and safety management at the Cabinet Office and each ministry, in order to deepen the understanding of practices related to health and safety management. In FY2015, the NPA held seminars in Tokyo and four other regions.

### Section 3. Measures to Prevent Harassment

The NPA is making efforts to prevent sexual harassment by stipulating the responsibilities of the NPA, the head of each ministry and agency, and each employee, in Rule10-10 (Prevention of Sexual Harassment). Concerning what is called “power harassment,” the NPA makes efforts to prevent it, for instance through publishing the power harassment prevention handbook in July 2015 to introduce the general ideas about power harassment along with the production of the “Examples of Behaviors that Require Particular Attention to Prevent Power Harassment” in January 2010.

### Section 4. Childcare Leave System

1. **Expansion of 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 employee’s 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 August 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 (38 hours and 45 minutes / week) to enable them to care for their children until they reach the age when they begin attending elementary school. The maximum age of targeted children was raised from younger than age three to the age when they begin attending elementary school. In April 2011, the system was revised to enable part-time employees, who meet certain conditions, to take childcare leave. Furthermore, a measure has been taken since April 2016 to avoid subtracting a relevant childcare period from a service period for diligence allowance of employees who acquired childcare leave, if the period pertaining to the approval of childcare leave was not more than one month.

   In order to encourage utilization of a work-life balance support system, such as childcare leave,
the NPA has proactively asked the Cabinet Office and each ministry to disseminate the system and create an environment in which childcare leave can be taken easily, through having briefing sessions on the system, producing and distributing handbooks and so forth.

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 FY2014 was 2,489 (392 men and 2,097 women), a decrease of 1,773 (an increase of 38 men and a decrease of 1,771 women) from that in FY2013.

         The ratios of employees who took childcare leave in FY2014 are shown in Figure 12. The ratio of female employees was 99.3% and remained at the high level of over 90%. On the other hand, the ratio of male employees was still at the low level of 5.5%, an increase of 0.9 points from that in FY2013.

         In addition, the number of part-time employees who started childcare leave in FY2014 was 193 (7 men and 186 women), a decrease of 146 (an increase of 5 men and a decrease of 151 women) from that in FY2013.

Figure 30  Ratio of Employees Who Took Childcare Leave (full-time employees)
B. Period of Childcare Leave of Those Who Newly Started Childcare Leave

The average period of childcare leave was 14.2 months (men: 2.9 months, women: 16.3 months) in FY2014 (13.8 months in FY2013).

C. Substitute Measures for Employees Taking Childcare Leave

Substitute measures were carried out for 89.3% of employees who newly started childcare leave, to ensure that duties of the employees were handled.

D. Return to Work

Among the full-time employees whose childcare leave expired in FY2014, 2.2% 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, 97.8% of employees whose childcare leave expired in FY2014 returned to work (FY2013 was 97.0%).

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

A. Paternity Leave for Childbirth

Among male employees whose child was born in FY 2014 (7,116 employees), 5,526 employees (77.7%) used the paternity leave for childbirth (5,164 employees [67.8%] in FY 2013) for 1.7 days on average.

B. Leave for Participating in Childcare

Among male employees whose child was born in FY 2014 (7,116 employees), 3,543 employees (49.8%) used the leave for participating in childcare (3,156 employees [41.4%]) in FY 2013) for 3.4 days on average.

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

Among male employees whose child was born in FY 2014 (7,116 employees), 5,701 employees (80.1%) used paternity leave for childbirth or the leave for participating in childcare. In addition, 2,244 employees (31.5%) took both types of leave for a total of more than 5 days.

(3) Childcare Short-Time Work

The number of full-time employees who began childcare short-time work in FY2013 was 134 (14 men, 120 women), a decrease of 283 (7 men, 276 women) from that in FY2012.
(4) Childcare Hours

The number of full-time employees who newly attained approval for childcare hours in FY2014 was 1,179 (98 men, 1,081 women), a decrease of 638 (4 men and 634 women) compared with FY2013.

The number of part-time employees who newly started childcare hours in FY2014 was 27 (2 men and 25 women) a decrease of 18 (an increase of 2 men and a decrease of 20 women) from that in FY2013.

Section 5. Leave for Self-Development

The self-development leave system is an unpaid leave system under the Act on National Public Employees’ Leave for Self-Development 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.

Section 6. Leave System to Accompany a Spouse

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 FY2014, 65 employees (3 men, 62 women) took the leave. The average duration of employees who newly started the leave from FY 2014 was two years and one month.

Section 7. 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 to compensate for losses suffered by accidents, and welfare services is to promote 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 (the Cabinet Office and each ministry). 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
   (1) Revision of the Benefit Level
      A. Nursing Care Compensation
         The maximum amount and the minimum guaranteed amount of the nursing care
         compensation were revised.
      B. Assistance Regarding School Expenses
         The monthly payment amount of the assistance regarding school expenses was revised.

2. Status of the Implementation of Accident Compensation System
   The National Public Service Accident Compensation Act applies to national public employees
   in regular service, regardless of full-time or part-time, and the number of employees subject to the
   Act is currently approx. 500,000 (as of July 2014).
   In FY2014, a total of 3,229 cases were recognized by the implementing organizations as
   accidents on duty or accidents while commuting (2,476 accidents on duty and 753 accidents while
   commuting) (Figure 31).

![Figure 31 Trends in the Number of Acknowledgements of Accidents on Duty and Accidents While Commuting](image-url)
Section 8. 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 the NPA Rules. When the NPA finds inappropriate actions, it rectifies them or provides necessary guidance.

In FY2015, payroll audits were carried out at 544 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 2013.

2. Audit of Health and Safety Management

Audits of health and safety management are conducted by the NPA with the aim of ascertaining the situation with respect to compliance of regulations concerning health and safety at the Cabinet Office and each ministry.

In FY2015, the NPA audited 57 organizations with a focus on organizations which handle a large number of hazardous materials and equipment.

3. Audit of Implementation of Accident Compensation

The NPA conducts an audit of implementation of accident compensation every year with the aim of ensuring appropriate implementation of compensation and welfare services for accidents on duty or accidents while commuting in compliance with the Act and the NPA Rules. When the NPA finds unjust matters, it provides other necessary instructions as the subsequent measure.

In FY2015, the NPA audited 18 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 April 1, 2013.

Section 9. Service Discipline and Disciplinary Action

Paragraph 1 of Article 96 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 abide by laws, regulations and orders of their superiors in the course of their duties, and to maintain confidentiality of the information obtained on duty. The Act also prohibits employees from involvement in 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 disciplines, the restriction of 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 officials in charge of personnel management at HQ and regional bureaus of the Cabinet Office and each ministry in order to enhance their understanding of the objectives of service discipline. In FY2015, seminars were held at the NPA headquarters (91 participants) and 9 locations throughout Japan (464 participants).

2. Disciplinary Action

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

As stipulated in Paragraph 1 of Article 82 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 National Public Service 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).

When an appointer takes disciplinary action against an employee, the appointer is to issue a written explanatory statement to the employee. The NPA receives a copy of the statement from the appointer, acknowledges/publishes the annual situation of disciplinary actions, and provides relevant guidance or advice to the Cabinet Office and each ministry, when necessary, in order to thoroughly implement the disciplinary action system.

(2) The Situation Relating to Disciplinary Action

The total number of employees against whom disciplinary action was taken in 2015 was 284 (19 dismissals, 50 suspensions from duty, 141 reductions in pay, and 74 reprimands), a decrease of 83 compared with 2014. It was the first time the number recorded less than 300 since the counting started in 1957.

The Ministry of Justice accounted for the largest proportion of all disciplinary actions, followed by the Ministry of Health, Labour and Welfare and the National Tax Agency. The most major reason for disciplinary action was misconduct outside the public service (e.g. theft, assault) followed by general disciplinary matters (e.g. absence from work, inappropriate working attitude), and traffic offence and contravening traffic regulations (Reference 3).
### Status of Disciplinary Actions by Type and Cause (2015)

<table>
<thead>
<tr>
<th>Cause</th>
<th>Type of disciplinary actions</th>
<th>Dismissal</th>
<th>Suspension from duty</th>
<th>Reduction in pay</th>
<th>Reprimand</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Irregularity related to general service discipline (absence, inappropriate working attitude)</td>
<td></td>
<td>1 (2)</td>
<td>9 (14)</td>
<td>36 (32)</td>
<td>14 (21)</td>
<td>60 (69)</td>
</tr>
<tr>
<td>Irregularity related to transactions in daily work (improper business processing, failure to report)</td>
<td></td>
<td>1 (1)</td>
<td>2 (4)</td>
<td>14 (40)</td>
<td>10 (12)</td>
<td>26 (57)</td>
</tr>
<tr>
<td>Irregularity related to handling of public money or property (loss, wrongful handling)</td>
<td></td>
<td>1 (2)</td>
<td>1 (1)</td>
<td>1 (8)</td>
<td>2 (11)</td>
<td>2 (11)</td>
</tr>
<tr>
<td>Embezzlement</td>
<td></td>
<td>4 (2)</td>
<td>4 (7)</td>
<td>2 (2)</td>
<td>15 (11)</td>
<td></td>
</tr>
<tr>
<td>Acceptance of bribes, entertainment or being treated to food/drink (violations of the Ethics Act)</td>
<td></td>
<td>2 (4)</td>
<td>2 (4)</td>
<td>2 (4)</td>
<td>2 (1)</td>
<td>8 (13)</td>
</tr>
<tr>
<td>Traffic offence and contravening traffic regulations</td>
<td></td>
<td>1 (3)</td>
<td>5 (6)</td>
<td>18 (22)</td>
<td>17 (24)</td>
<td>41 (55)</td>
</tr>
<tr>
<td>Misconduct outside the public service (theft, assault)</td>
<td></td>
<td>11 (11)</td>
<td>28 (29)</td>
<td>65 (76)</td>
<td>19 (29)</td>
<td>123 (145)</td>
</tr>
<tr>
<td>Lack of supervisory responsibility</td>
<td></td>
<td>1 (2)</td>
<td>9 (4)</td>
<td>284 (367)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>19 (23)</td>
<td>50 (59)</td>
<td>141 (184)</td>
<td>74 (101)</td>
<td>284 (367)</td>
</tr>
</tbody>
</table>

(Notes) 1. A case which has several causes is categorized by the main cause.
2. The figures in parentheses are for 2014.

3. **The Concurrent Holding of Positions**

   **(1) Concurrent Engagement in the Operation of a 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 in Profit-making Enterprises, etc.) 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 was reported to the NPA by the Cabinet Office and each ministry was 461 in 2015. Major contents pertaining to that include the leasing of condominiums, apartments, parking lots and 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 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 in a position to be able to participate in the management of profit-making enterprises through the holding of stocks. If the NPA considers that this is not appropriate in light of performing public duties, it shall notify the employees to that effect. In 2015, one employee made such a report, but his/her position was not considered inappropriate in light of performing his/her public duties.
Chapter 6. Employee Organization

Article 108-2 of the National Public Service Act allows national public employees in regular service (excluding employees of agencies engaged in administrative execution), other than employees working for police departments, the Japan Coast Guard and penal institutions, 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.” This article prohibits “managerial personnel” from forming an employee organization with other employees.

The range of managerial personnel is specifically defined in the appendix of Rule 17-0 (Range of Managerial Personnel) 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 on a timely basis. The NPA made four amendments in FY2015.

The total number of managerial personnel stood at 38,002, or 16.2% of all 234,555 personnel at the end of FY2015.

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 19 organizations were newly registered and 21 organizations were deregistered in FY2015, based on the provisions of Article 108-3 of the National Public Service Act and Rule 17-1 (Registration of Employee Organizations). As a result, the total number of registered organizations stood at 1,465, with the total number of members amounting to 90,275 (89,773 excluding the members of 10 organizations comprised of managerial personnel) at the end of FY2015.

There were 1,149 cases of changes in registration made 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 seven years for the time being. This time period is stipulated as seven years in Article 8 of Rule 17-2 (Officials’ Acts on Behalf of Employee Organization).

At the end of 2015, the number of the exclusive engagement was 111, an average of 1 for every 777 employees in an organization.

2. Short Term Engagement

Other than exclusive engagement, officials may engage, with prior permission, 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 2015 was 377, their total engagement period was 2,707 days and five hours, and the annual average engagement period per person was 7 days and one hour.

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 2015, the NPA held a total of 216 meetings (74 at the NPA HQ and 142 at regional bureaus) with employee organizations. Of these meetings, 112 (51.9%) related to collective demands at the time of the annual spring labor negotiation or requests for the NPA Recommendation, 97 (44.9%) were on revisions of the fixed number of officials in each grade of salary schedules, 6 (2.8%) on gender equity.

Chapter 7. Equity Process

The NPA starts an equity process, as soon and as appropriately as possible, in accordance with prescribed review procedures 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 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 the Cabinet Office and each ministry.

The NPA, as a neutral third-party organization, is to protect the welfare of employees, ensure the fairness of personnel administration, and contribute to efficient operation of the public service through these equity processes. 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. Appeal 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.

1. The System Revision in Accordance with the Amendment of the Administrative Appeal Act

Taking into account the total amendment of the Administrative Appeal Act to enhance fairness and convenience, the NPA partially revised Rule 13-1 (promulgated on November 26, 2015 and enforced on April 1, 2016), which includes revision of terms associated with the unification of appeals to requests for examination, preparation of procedures, for instance to complete examinations, and introduction of measures to protect witnesses.

2. Request for Examination on Disadvantageous Action

In FY2015, a total of 23 cases, including 10 cases carried over from FY2014, were on the table. Among them, 12 cases were determined (11 approvals, 1 rescission), 5 cases were withdrawn or rejected, and 6 cases were carried over to FY2016.
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.

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

In FY2015, a total of 14 requests (4 new requests and 10 requests carried over from FY2014) were on the table. Of these requests, 4 were determined, 7 were withdrawn or rejected, and 3 were carried over to FY2016.

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

Under the accident compensation review system (Article 24 of the National Public Service Accident Compensation Act), the NPA forwards an appeal for review to the Accident Compensation Review Committee for a deliberation and determines 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.

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

In FY2015, a total of 48 cases (9 new cases and 39 cases carried over from FY2014) were on the table. Of these cases, 33 were determined, 3 were withdrawn or rejected and 12 were carried over to FY2016.

Section 4. Appeals for Reviews Related to Remuneration Decision

The review system for a decision on remuneration (Article 21 of the Remuneration Act) is designed to allow the NPA to make a determination 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 Decision).

In FY2015, there were 15 new cases, which mainly objected to the decision on salary increase and performance ratio for diligence allowance, and a total of 55 cases were on the table, including 40 cases carried over from FY2014. Of these cases, 31 were determined, 6 were withdrawn or rejected, and 18 were carried over to FY2016.
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 employees 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).

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

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, the Cabinet Office and each ministry dispatch personnel to international organizations of which Japan is a member or with which Japan has 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 FY2014, 148 persons were newly dispatched to international organizations, an increase of 29 persons from that in FY2013. Meanwhile, 148 persons returned to Japan in FY2014. As a result, the total number of dispatched personnel was 391 as of the end of FY2014, a decrease of 6 persons from that in FY2013 (Figure 32).

The Cabinet Office and each ministry are obliged to consult with the NPA when they dispatch people for more than five years or extend any dispatch period to over five years. The NPA received one consultation in FY2014.

The status of such dispatches by organization and by area at the end of FY2014 are shown in Figures 33 and 34.
Figure 32 Number of Personnel Dispatched to International Organizations

(Figures in parentheses exclude personnel who became outside the scope of application of the Employee Dispatching Act during the dispatching period in accordance with the establishment of National University Corporations and some specified incorporated administrative agencies.

Figure 33 International Dispatch by Organization in FY2014

Table:

- Total: 391 persons (100.0%)
- United Nations: 120 (30.7%)
- Foreign governments: 140 (35.8%)
- Research institutions designated by NPA codes: 11 (2.8%)
- Other international organizations: 116 (29.7%)

Figure 34 International Dispatch by Region in FY2014

Table:

- Total: 391 persons (100.0%)
- Middle East 1: 45 (11.5%)
- Asia 119 (30.7%)
- Africa: 5 (1.3%)
- Latin America: 95 (24.7%)
- Europe: 120 (30.7%)
- Oceania: 5 (1.3%)
- Asia 26 (6.6%)
- North America: 15 (3.8%)
- Middle East 3 (8.8%)
- Middle East 5 (1.3%)
- Middle East 8 (2.1%)
- Middle East 10 (2.6%)
- Middle East 11 (0.8%)

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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 FY2015, the NPA co-hosted the international symposium with the Japanese Society for Public Administration on the theme of “For a Workplace without harassment,” inviting Ms. Lucienne Jones, Director of Organization Development and Human Resources, Advisory, Conciliation and Arbitration Service (Acas) of the UK, and Ms. Karen Dennis, Director of Performance and Wellbeing, Department of Employment of Australia.

In the first half of the symposium, each guest speaker made a presentation concerning the definition and the legal framework of harassment/bullying and measures to be taken when a problem actually occurs taking into account the situation in each country. Furthermore, detailed explanations were given on the reasons and impact of harassment/bullying from the UK, and on what types of acts are considered as harassment from Australia. In the latter half of the symposium, a panel discussion was held, where the Secretary-General of the NPA joined as a panelist. While confirming measures and backgrounds in each country, panelists actively exchanged ideas concerning relief systems for the victims of harassment/bullying, impact on harassment caused by differences in the personnel management system in each country, and a distinction between instruction for duties and harassment/bullying. Moreover, questions were actively asked from the floor regarding concrete measures to prevent a recurrence and support offered by each organization to resolve harassment/bullying.

2. Cooperation with Developing Countries

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

(1) Training Course on Human Resources Management

To contribute to improving personnel administration in developing countries, the NPA has held two courses. One is the “Seminar on Governmental Human Resources 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 FY2015, six officials from six countries participated in the two-week seminar. A total of 235 officials from 64 countries (regions) participated in this seminar during the period from FY1991 when this seminar started, to FY2015.

B. Seminar on Public Personnel Administration for Middle Level Officials

In FY2015, 10 officials from 10 countries participated in the three-week seminar. A total of 177 officials from 65 countries (regions) participated in this seminar during the period from FY1999, when this seminar started, to FY2015.

(2) Seminar on National Government Administration for Senior Officials

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

In FY2015, eight officials from six countries participated in the three-week seminar. A total of 312 officials from 72 countries (regions) participated in this seminar during the period from FY1986, when this seminar started, to FY2015.

(3) Support for the Vietnamese Government about the Civil Servant System in Vietnam

A. Support for Training for the Nation’s Leader Candidates of the Vietnamese Government

Since the end of FY 2012, the Ho Chi Minh National Academy of Politics, which has jurisdiction over the development of executive officials in the Vietnamese government, has carried out the training to develop future executive officials. As part of the three-year technical cooperation project of JICA, the NPA supported the implementation of part of this training program. More specifically, ex-executive officials of the NPA and other ministries, and academic experts were dispatched to Vietnam and they conducted seminars and exercises on the themes of the public employee system and reform of state-owned enterprises through leveraging the accumulation of experiences and know-how of the National Institute of Public Administration of the NPA. In addition, the NPA supported the planning of the training program to visit Japan targeting the outstanding trainees of the program mentioned above conducted in Vietnam and
the accepting of the delegates. Furthermore, the NPA carried out the training relating to the training methods at the National Institute of Public Administration of the NPA targeting the instructors at the Ho Chi Minh National Academy of Politics in order to enhance the ability of the National Academy for implementation of training.

B. Assistance for the Reform of the Civil Servant Recruitment Examination System in Vietnam

The Vietnamese government is currently working on the reform of the civil servant recruitment examination system, and the NPA has provided cooperation and assistance to JICA’s technical project relating to this reform started from 2014. Specifically, the NPA dispatched experts to Vietnam and organized seminars there in addition to helping the planning and acceptance of the training to visit Japan. In FY 2016, the NPA is to continue to extend such assistance taking into account the needs of Vietnam.

3. The China-Japan-Korea Personnel Policy Network

In response to the “Action Strategy on Trilateral Cooperation among the People’s Republic of China, Japan and the Republic of Korea” approved at the China-Japan-Korea Summit Meeting held in November 2004, a framework for the China-Japan-Korea Personnel Policy Network was considered for part of the cultural and human exchanges. In January 2005, a memorandum was agreed and signed among the NPA, the Ministry of Personnel (present Ministry of Human Resources and Social Security) of China, and the Civil Service Commission (present Ministry of Personnel Management) of Korea, and the China-Japan-Korea Personnel Policy Network was established.

Based on the agreement concluded by the three countries and the 7th Cooperation Plan formulated in December 2014, the NPA has been conducting various cooperation.

The major projects held in FY2015 are as below.

(1) The 8th Tripartite Joint Training for Young and Mid-Level Employees
In May, young and mid-level employees of central personnel agencies in Japan, China and Korea organized a joint training in Beijing, China, and discussed various administrative issues in English.

(2) Exchange for Administrators of the Cabinet Office and Each Ministry
A. Dispatch from Japan
In October, 14 officials at Assistant director level were dispatched as trainees from the National Institute of Public Administration of the NPA to the Central Officials Training Institute of the Ministry of Personnel Management of the Republic of Korea.
In November, 14 officials at assistant director level were dispatched as the trainees from the National Institute of Public Administration of the NPA to the Ministry of Foreign Affairs of the People’s Republic of China and Rizhao city in Shandong Province.

B. Acceptance to Japan

In December, the NPA accepted 20 Korean government officials and implemented training programs including a lecture on personnel administration in Japan and an opinion exchange session between officials of Japan and Korea concerning recent administrative issues.

(3) The 9th Tripartite Symposium

In November, a symposium was held in Beijing, China, concerning measures and the latest trends in each country featuring “personnel evaluation of public employees.”

(4) Exchange of Information on Personnel Administration

The article on the background and content of the reform of public employee pension system in Korea was provided by the Ministry of Personnel Management of the Republic of Korea, and the NPA inserted it in the NPA Monthly Magazine.

(5) The 7th Top-level Conference

In September, the 7th top-level conference was held in Seoul, Korea, where the heads of personnel administrative agencies in the three countries (Nahomi Ichimiya, the President of the NPA; Xin Changxing, the Vice-Minister of Human Resources and Social Security of China; and Lee Geun-myeon, the Minister of Personnel Management of Korea) met. They confirmed the results so far and also agreed to maintain the China-Japan-Korea Personnel Policy Network, which has already reached its expiration date, and to further develop the tripartite partnership in the future.

4. 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 April 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 for about two months, they participate in training programs for about ten months while being involved in daily duties at the Cabinet Office and 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 the Cabinet Office and each ministry, plans and implements common programs such as orientation, survey tours, and participating in Administrative Training conducted by the National Institute of Public Administration of the NPA.

In FY2015, ten fellows were accepted for the 20th programs in Japan for ten months, starting in September.

5. Research Groups from Abroad

To understand personnel management and human resource development in the Japanese public service, in FY2015, a total of 194 government officials from 10 countries/regions visited the NPA.

Chapter 9. Promotion of IT for Personnel Management Duties

A personnel and remuneration duties information system is a standard system which integrates various functions such as personnel management, remuneration management, mutual aid management, notifications and applications by employees. The NPA is doing operation and construction of the system.

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 (Chair: Kazuo Tsukuda, Senior Executive Advisor of Mitsubishi Heavy Industries, Ltd.) to examine and select employees or occupational groups recommended by the Cabinet Office and each ministry 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 28th NPA President’s Award in FY2015 was presented to one employee and four groups. The award ceremony was held in Tokyo on December 10, 2015, 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 60 individuals and 83 occupational groups have received the NPA President’s Award between FY1988 and FY2015.
Volume 2

Activities of the National Public Service Ethics Board
The National Public Service Ethics Board (hereinafter referred to as the “Ethics Board”) was established within the NPA under the National Public Service Act and the Ethics Act. The Ethics Board is composed of a president and four board members, and under the purpose of the Ethics Act, which is to ensure citizen’s trust in the public service, takes charge of business concerning the maintenance of ethics in the public service, including the submission of opinions concerning the establishment, revision or abolition of the Ethics Code, inspection of various reports, implementation of investigation and disciplinary procedures in cases of suspected violation of the Ethics Act and the Ethics Code, and approval of disciplinary actions. The Ethics Board has a secretariat to carry out its administrative affairs. The operations of the Ethics Board require its resolution. In FY 2015, the Ethics Board was held 23 times, and it has been held a total of 411 times since its foundation.

Based on the Ethics Act, the Ethics Supervisory Officers (Administrative Vice-Ministers of the Cabinet Office and each ministry, etc.) are posted at the Cabinet Office, each ministry and each agency engaged in administrative execution and are responsible for maintaining ethics pertaining to the duties of personnel in their ministries, etc. together with the heads of ministries and agencies, in cooperation with the Ethics Board.

Chapter 1. Awareness-raising Activities to Maintain Ethics

To cope with severe criticism from society regarding a series of scandals caused mainly by executive officials, the Ethics Act was established in August 1999 and fully enforced in April 2000 with the aim of ensuring people’s trust in public service by preventing acts that create public suspicion or distrust of fairness in executing duties.

In addition to general ethics principles concerning the duties that should be observed by officials, the Ethics Act stipulates, for instance, the establishment of the Ethics Board, which is an organization in charge of matters concerning the maintenance of ethics pertaining to the duties of officials; the establishment of a Cabinet Order (the Ethics Code) that stipulates the necessary matters to maintain ethics in consideration of general ethics principles; and various reporting systems (rules for reporting) to secure transparency in dealings between officials and business operators.

Furthermore, along with the general standards of ethical conduct in consideration of general ethics principles of the Ethics Act, the Ethics Code clearly sets the scope of conduct of the people who have an interest in the duties of officials, including those seeking permission and authorization and those who obtain subsidies, and stipulates “Code of Conduct”of prohibitions and restrictions on conduct, such as receiving gifts and accepting entertainment from the interested parties that might cause public suspicion or distrust.

1. Thorough Familiarization with the Ethics System and Public Relations Activities

To secure adequate implementation of the Ethics Act and the Ethics Code, it is important for the
first place that their contents be fully understood by officials to whom they apply. In view of this, the Ethics Board implemented the following measures in FY2015.

i) Holding of meetings and round-table conferences with the Cabinet Office and each ministry

ii) Promoting the familiarization and understanding of the Ethics Act and the Ethics Code among business operators

iii) Awareness-raising activities in National Public Employees’ Ethics Week

2. Training on Maintenance of Ethics Related to Official Duties of Public Employees

The Ethics Board, based on the provision of item (iv) of Article 11 of the Ethics Act, conducts overall planning and coordination of training programs for employees to maintain ethics related to their duties. The Ethics Board also plans and provides training programs itself when deemed appropriate. In FY2015, the Ethics Board implemented the following measures.

i) Holding explanatory meetings to promote familiarization with the ethics system

ii) Holding seminars on public service ethics

iii) Development and distribution of DVDs for case studies

3. Utilization of the Reporting System

The Ethics Board established the “Public Service Ethics Hotline” within the board to provide consultation and receive reports concerning actions violating the Ethics Act. The board has also asked the Cabinet Office and each ministry to launch a hotline in each organization and to publicize the hotline for employees. As a result, the Cabinet Office and all the ministries have currently established the hotline (for internal reporting) within their organization. In addition, most ministries have developed the hotline (for external reporting) outside their organization for instance by utilizing law firms.

Chapter 2. Status of Reporting System under the Ethics Act

1. Outline of Reporting System

Three kinds of reporting systems are established in the Ethics Act to secure transparency of relations between national public employees and business operators, etc. The outline of each reporting system is as follows.

(1) System for Reporting Receipts of Gifts, and System for Requesting Permission to Inspect Such Reports

i) When officials at the rank of assistant director or above at HQ receive gifts from business operators exceeding 5,000 yen in value, they must submit a quarterly report on the receipt of such gifts to the heads of each ministry and agency. (Article 6 of the Ethics Act).

The heads of each ministry and agency must then send a copy of any report on the receipt
of gifts submitted by an official at the rank of Designated Service to the Ethics Board.

ii) Furthermore, from the perspective of preventing the receipt of inappropriate gifts and ensuring transparency in relationships between officials and business operators, the system has been established whereby anyone can request permission to inspect reports on gifts that exceed 20,000 yen in value (Paragraph 2 of Article 9 of the Ethics Act).

(2) Reports on Share Dealings, etc.

Each official at the rank of deputy director-general or above at HQ must submit a report on share dealings, etc., if he/she has purchased or transferred shares during the previous year. The report must be submitted to the heads of each ministry and agency during the period of March 1 to 31 each year (Article 7 of the Ethics Act).

The heads of each ministry and agency must then send copies of such reports to the Ethics Board.

(3) Reports on Income, etc.

Each official at the rank of deputy director-general or above at headquarters must submit a report on his/her income earned during the previous year. The report must be submitted to the heads of each ministry and agency during the period of March 1 to 31 each year (Article 8 of the Ethics Act).

The heads of each ministry and agency must then send copies of such reports to the Ethics Board.

2. Reports Submitted in Recent Years

(1) Mandatory Reports on the Receipt of Gifts, etc.

The total numbers of reports on the receipt of gifts, etc. submitted by officials at the rank of Designated Services and above from FY2010 to FY2014 are as follows.

<table>
<thead>
<tr>
<th>FY</th>
<th>Category</th>
<th>Gifts of Money, Goods</th>
<th>Offering of Food and Drink</th>
<th>Rewards</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of cases</td>
<td>%</td>
<td>No. of cases</td>
<td>%</td>
<td>No. of cases</td>
</tr>
<tr>
<td>FY2010</td>
<td>54</td>
<td>1.9</td>
<td>1,590</td>
<td>55.4</td>
<td>1,228</td>
</tr>
<tr>
<td>FY2011</td>
<td>55</td>
<td>1.9</td>
<td>1,486</td>
<td>50.6</td>
<td>1,394</td>
</tr>
<tr>
<td>FY2012</td>
<td>89</td>
<td>2.5</td>
<td>1,979</td>
<td>55.7</td>
<td>1,484</td>
</tr>
<tr>
<td>FY2013</td>
<td>48</td>
<td>1.2</td>
<td>2,434</td>
<td>60.6</td>
<td>1,536</td>
</tr>
<tr>
<td>FY2014</td>
<td>93</td>
<td>2.1</td>
<td>2,610</td>
<td>59.7</td>
<td>1,671</td>
</tr>
</tbody>
</table>

The major “gifts of money, goods” shown in the table include books, anniversary gifts, food/alcohol. The major providers of “food and drink” are incorporated foundations, incorporated associations,
private enterprises, and mass media. Major “rewards” include payments for writing, royalties on books, and payments for lectures and participation in discussion meetings.

The number of officials who submitted reports in FY2014 was 797.

(2) Mandatory Reports on Share Dealings, etc.

The total numbers of reports on share dealings, etc. submitted by officials at the rank of deputy director-general and above at headquarters from FY2010 to FY2014 are as follows.

[Table 11] Reports on Share Dealings, etc. (FY2010-2014)

<table>
<thead>
<tr>
<th>FY</th>
<th>Category</th>
<th>Number of Reports</th>
<th>Number of Transactions (Acquisition and Transfer)</th>
<th>Total Number of Transactions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Trades on Stock Markets</td>
<td>Inheritance/Donation</td>
</tr>
<tr>
<td>FY2010</td>
<td></td>
<td>126</td>
<td>423</td>
<td>55</td>
</tr>
<tr>
<td>FY2011</td>
<td></td>
<td>53</td>
<td>362</td>
<td>97</td>
</tr>
<tr>
<td>FY2012</td>
<td></td>
<td>52</td>
<td>211</td>
<td>76</td>
</tr>
<tr>
<td>FY2013</td>
<td></td>
<td>78</td>
<td>457</td>
<td>26</td>
</tr>
<tr>
<td>FY2014</td>
<td></td>
<td>47</td>
<td>262</td>
<td>20</td>
</tr>
</tbody>
</table>

(3) Mandatory Reports on Income, etc.

The total numbers of reports on income, etc. submitted by officials at the rank of deputy director-general and above at HQ from FY2010 to FY2014 are as follows.

[Table 12] Reports on Income, etc. (FY2010-2014)

<table>
<thead>
<tr>
<th>FY</th>
<th>Category</th>
<th>Number of Reports</th>
<th>Consisting Solely of Regular Pay</th>
<th>Including Income other than Regular Pay</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>No. of cases</td>
<td>Rate (%)</td>
</tr>
<tr>
<td>FY2010</td>
<td></td>
<td>1,344</td>
<td>907</td>
<td>67.5</td>
</tr>
<tr>
<td>FY2011</td>
<td></td>
<td>1,349</td>
<td>910</td>
<td>67.5</td>
</tr>
<tr>
<td>FY2012</td>
<td></td>
<td>1,340</td>
<td>884</td>
<td>66.0</td>
</tr>
<tr>
<td>FY2013</td>
<td></td>
<td>1,338</td>
<td>871</td>
<td>65.1</td>
</tr>
<tr>
<td>FY2014</td>
<td></td>
<td>1,368</td>
<td>897</td>
<td>65.6</td>
</tr>
</tbody>
</table>

Chapter 3. Investigations and Disciplinary Actions for Suspected Violations of the Ethics Act

1. Outline of Investigations and Disciplinary Procedures

As for investigations and disciplinary actions for violations of the Ethics Act, as in the case of violations of service discipline regulations in the National Public Service Act, responsible actions should be primarily taken by appointers. In taking such actions, the Ethics Act stipulates that the procedure shall be implemented with a certain amount of involvement on the part of the Ethics Board, so that strict actions shall be taken and there shall be no remarkable imbalance among actions.
in the Cabinet Office and each ministry.

Based on rules, when an appointer suspects there has been a violation of the Ethics Act, a preliminary report on the case will be submitted to the Ethics Board and the appointer shall investigate the case. When necessary, the appointer and the Ethics Board will jointly investigate the case. When a special need is recognized, the Ethics Board may independently investigate the case.

When, as a result of an investigation, the appointer decides to take disciplinary action against an employee who has been charged in relation to any conduct in violation of the Ethics Act, etc., the appointer must obtain approval from the Ethics Board in advance. The Ethics Board strictly reviews the details of the violation and determines the appropriateness of the disciplinary action proposed by the appointer.

2. Status of Investigations and Disciplinary Actions for Suspected Violations of the Ethics Act

During FY2015, 16 cases involving alleged violations of the Ethics Act were newly investigated, while three ongoing investigations were carried over from FY2015. Of these cases, disciplinary actions were taken for 7 cases involving 10 employees (3 dismissals, 4 suspension, 2 reduction in pay, and 1 reprimand) due to violations of the Ethics Act while admonishments or serious warnings (hereinafter referred to as “corrective measures”) were issued for 10 cases involving 25 employees under the internal rules of the Cabinet Office and each ministry (2 cases in which more than 1 employee involved and for which both disciplinary action and corrective measures were taken are counted in both categories). Investigations into 4 cases were carried over to FY2016.

Compared to FY2014, the number of cases of new investigations increased by 1, but the number of cases of disciplinary action decreased by 3.

During the period from April 2000, when the Ethics Act came fully into effect, to the end of FY2015, disciplinary actions were taken against a total of 488 employees (78 dismissals, 43 suspensions, 118 reductions in pay, and 249 reprimands), and corrective measures were taken for a total of 647 employees for violations of the Ethics Act (including 3 employees scheduled to be subject to such measures after being reinstated from special service in FY2016 onward).
Appendix
### Appendix 1: Incumbents in Each Salary Schedule

(As of January 15, 2015)

<table>
<thead>
<tr>
<th>Salary schedule, etc.</th>
<th>Definition</th>
<th>The number of incumbents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative service (I)</td>
<td>All employees not subject to any other salary schedule (excluding part-time employees): general office workers, diplomats, etc.</td>
<td>152,742 (56.3%)</td>
</tr>
<tr>
<td>Administrative service (II)</td>
<td>Guards, office maintenance workers, drivers, machine operators, telephone operators, etc.</td>
<td>3,311 (1.2%)</td>
</tr>
<tr>
<td>Professional administrative service</td>
<td>Air traffic control officers, plant quarantine officers, examiners at the Patent Office, etc.</td>
<td>7,838 (2.9%)</td>
</tr>
<tr>
<td>Taxation service</td>
<td>Employees in charge of assessing and collecting taxes at the National Tax Agency</td>
<td>52,295 (19.3%)</td>
</tr>
<tr>
<td>Public security service (I)</td>
<td>Police officers, imperial guards, immigration security officers and prison guards</td>
<td>23,662 (8.7%)</td>
</tr>
<tr>
<td>Public security service (II)</td>
<td>Employees of the Public Prosecutors Office, the Public Security Intelligence Agency, the Reformatories, etc.</td>
<td>23,633 (8.7%)</td>
</tr>
<tr>
<td>Maritime service (I)</td>
<td>Captains, mates, engineers, radio operators, etc., aboard ocean-going or coastal vessels</td>
<td>205 (0.1%)</td>
</tr>
<tr>
<td>Maritime service (II)</td>
<td>Employees aboard vessels who are not subject to the Maritime Service (I) Salary Schedule</td>
<td>322 (0.1%)</td>
</tr>
<tr>
<td>Educational service (I)</td>
<td>Professors, lecturers, etc. at national educational institutions equivalent to universities</td>
<td>87 (0.03%)</td>
</tr>
<tr>
<td>Educational service (II)</td>
<td>Teachers, nurse-teachers, etc. at national educational institutions equivalent to college of technology</td>
<td>83 (0.03%)</td>
</tr>
<tr>
<td>Research service</td>
<td>Employees in charge of laboratory or research work at national laboratories or research institutes</td>
<td>1,497 (0.6%)</td>
</tr>
<tr>
<td>Medical service (I)</td>
<td>Medical doctors and dentists</td>
<td>670 (0.2%)</td>
</tr>
<tr>
<td>Medical service (II)</td>
<td>Pharmacists, dieticians, etc.</td>
<td>493 (0.2%)</td>
</tr>
<tr>
<td>Medical service (III)</td>
<td>Public health nurses, midwives, nurses, assistant nurses, etc.</td>
<td>1,913 (0.7%)</td>
</tr>
<tr>
<td>Welfare service</td>
<td>Employees in charge of guiding or nursing people or children at national social welfare institutions</td>
<td>250 (0.1%)</td>
</tr>
<tr>
<td>Specialized staff</td>
<td>Employees in charge of research, etc., with highly professional expertise in specific fields of public administration</td>
<td>246 (0.1%)</td>
</tr>
<tr>
<td>Designated service</td>
<td>Administrative vice ministers, heads of external bureaus, etc.</td>
<td>936 (0.3%)</td>
</tr>
<tr>
<td>Fixed-term employees</td>
<td>Fixed-term employees providing specialized services through the use of advanced knowledge and experience</td>
<td>1,214 (0.4%)</td>
</tr>
<tr>
<td>Fixed-term researchers</td>
<td>Researchers appointed for a fixed term to engage in advanced studies</td>
<td>92 (0.03%)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>271,489 (100.0%)</strong></td>
</tr>
</tbody>
</table>

(Source) Survey of Appointment Situation of National Public Employees in Regular Service in FY2014
### Appendix 2: History of NPA Remuneration Recommendations

<table>
<thead>
<tr>
<th>Date</th>
<th>Contents</th>
<th>Date of Implementation</th>
<th>Contents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dec. 10, 1948</td>
<td>6,307 yen as the standard of remuneration</td>
<td>Dec. 1, 1948</td>
<td>6,307 yen established as the standard of remuneration</td>
</tr>
<tr>
<td>Dec. 4, 1949</td>
<td>7,877 yen as the standard of remuneration</td>
<td>—</td>
<td>Recommendation rejected</td>
</tr>
<tr>
<td>Aug. 9, 1950</td>
<td>8,058 yen as the standard of remuneration</td>
<td>Jan. 1, 1951</td>
<td>7,981 yen established as the standard of remuneration</td>
</tr>
<tr>
<td>Aug. 20, 1951</td>
<td>11,263 yen as the standard of remuneration</td>
<td>Oct. 1, 1951</td>
<td>10,062 yen established as the standard of remuneration</td>
</tr>
<tr>
<td>Aug. 1, 1952</td>
<td>13,515 yen as the standard of remuneration</td>
<td>Nov. 1, 1952</td>
<td>12,820 yen established as the standard of remuneration</td>
</tr>
<tr>
<td>Jul. 18, 1953</td>
<td>15,480 yen as the standard of remuneration</td>
<td>Jan. 1, 1954</td>
<td>15,483 yen established as the standard of remuneration</td>
</tr>
<tr>
<td>Jul. 19, 1954</td>
<td>(No recommendation; report only)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Jul. 16, 1955</td>
<td>Increase in special allowances</td>
<td>Dec. 14, 1955</td>
<td>End-of-term allowance increased</td>
</tr>
<tr>
<td>Jul. 16, 1956</td>
<td>Revision of the salary system, approx. 6%</td>
<td>Apr. 1, 1957</td>
<td>Implemented with partial amendments</td>
</tr>
<tr>
<td>Jul. 16, 1957</td>
<td>Increase in end-of-term allowance Establishment of commuter allowance</td>
<td>Nov. 18, 1957</td>
<td>Apr. 1, 1958</td>
</tr>
<tr>
<td>Jul. 16, 1958</td>
<td>Increase in initial salary</td>
<td>Apr. 1, 1959</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Jul. 16, 1959</td>
<td>Increase in remuneration for mid-career</td>
<td>Apr. 1, 1960</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 1960</td>
<td>12.4% increase in remuneration</td>
<td>Oct. 1, 1960</td>
<td>Implemented with partial amendments</td>
</tr>
<tr>
<td>Aug. 8, 1961</td>
<td>7.3% increase in remuneration</td>
<td>Oct. 1, 1961</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 10, 1962</td>
<td>9.3% increase in remuneration</td>
<td>Oct. 1, 1962</td>
<td>Implemented with partial amendments</td>
</tr>
<tr>
<td>Aug. 10, 1963</td>
<td>7.5% increase in remuneration</td>
<td>Oct. 1, 1963</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 12, 1964</td>
<td>8.5% increase in remuneration</td>
<td>Sep. 1, 1964</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 13, 1965</td>
<td>7.2% increase in remuneration</td>
<td>Sep. 1, 1965</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 12, 1966</td>
<td>6.9% increase in remuneration</td>
<td>Sep. 1, 1966</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 15, 1967</td>
<td>7.9% increase in remuneration</td>
<td>Aug. 1, 1967</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 16, 1968</td>
<td>8.0% increase in remuneration</td>
<td>Jul. 1, 1968</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 15, 1969</td>
<td>10.2% increase in remuneration</td>
<td>Jun. 1, 1969</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 14, 1970</td>
<td>12.6% increase in remuneration</td>
<td>May 1, 1970</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 13, 1971</td>
<td>11.7% increase in remuneration</td>
<td>May 1, 1971</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 15, 1972</td>
<td>10.68% increase in remuneration</td>
<td>Apr. 1, 1972</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 9, 1973</td>
<td>15.39% increase in remuneration</td>
<td>Apr. 1, 1973</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Jul. 26, 1974</td>
<td>29.64% increase in remuneration (including 10% increase in remuneration recommended on May 30, 1974, as a tentative measure)</td>
<td>Apr. 1, 1974</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 13, 1975</td>
<td>10.85% increase in remuneration</td>
<td>Apr. 1, 1975</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 10, 1976</td>
<td>6.94% increase in remuneration</td>
<td>Apr. 1, 1976</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 9, 1977</td>
<td>6.92% increase in remuneration</td>
<td>Apr. 1, 1977</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 11, 1978</td>
<td>3.84% increase in remuneration</td>
<td>Apr. 1, 1978</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 10, 1979</td>
<td>3.70% increase in remuneration</td>
<td>Apr. 1, 1979 (Oct. 1,1979*)</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 1980</td>
<td>4.61% increase in remuneration</td>
<td>Apr. 1, 1980 (Oct. 1,1980*)</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 7, 1981</td>
<td>5.23% increase in remuneration</td>
<td>Apr. 1, 1981 (Apr. 1,1982*)</td>
<td>Implemented with partial amendment</td>
</tr>
<tr>
<td>Aug. 6, 1982</td>
<td>4.58% increase in remuneration</td>
<td>—</td>
<td>Recommendation rejected</td>
</tr>
<tr>
<td>Aug. 5, 1983</td>
<td>6.47% increase in remuneration</td>
<td>Apr. 1, 1983</td>
<td>Implemented with amendment (2.03%)</td>
</tr>
<tr>
<td>Date</td>
<td>Contents</td>
<td>Date of Implementation</td>
<td>Contents</td>
</tr>
<tr>
<td>------------</td>
<td>---------------------------------------</td>
<td>------------------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Aug. 10, 1984</td>
<td>6.44% increase in remuneration</td>
<td>Apr. 1, 1984</td>
<td>Implemented with amendment (3.37%)</td>
</tr>
<tr>
<td>Aug. 7, 1985</td>
<td>5.74% increase in remuneration</td>
<td>Jul. 1, 1985</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 12, 1986</td>
<td>2.31% increase in remuneration</td>
<td>Apr. 1, 1986</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 6, 1987</td>
<td>1.47% increase in remuneration</td>
<td>Apr. 1, 1987</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 4, 1988</td>
<td>2.35% increase in remuneration</td>
<td>Apr. 1, 1988</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 4, 1989</td>
<td>3.11% increase in remuneration</td>
<td>Apr. 1, 1989</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 7, 1990</td>
<td>3.67% increase in remuneration</td>
<td>Apr. 1, 1990</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 7, 1991</td>
<td>3.71% increase in remuneration</td>
<td>Apr. 1, 1991</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 7, 1992</td>
<td>2.87% increase in remuneration</td>
<td>Apr. 1, 1992</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 3, 1993</td>
<td>1.92% increase in remuneration</td>
<td>Apr. 1, 1993</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 2, 1994</td>
<td>1.18% increase in remuneration</td>
<td>Apr. 1, 1994</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 1, 1995</td>
<td>0.90% increase in remuneration</td>
<td>Apr. 1, 1995</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 1, 1996</td>
<td>0.95% increase in remuneration</td>
<td>Apr. 1, 1996</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 4, 1997</td>
<td>1.02% increase in remuneration</td>
<td>Apr. 1, 1997</td>
<td>(Same as above) (*for the designated service)</td>
</tr>
<tr>
<td>Aug. 12, 1998</td>
<td>0.76% increase in remuneration</td>
<td>Apr. 1, 1998</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 11, 1999</td>
<td>0.28% increase in remuneration</td>
<td>Apr. 1, 1999</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 15, 2000</td>
<td>0.12% increase in remuneration</td>
<td>Apr. 1, 2000</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 2001</td>
<td>0.08% increase in remuneration</td>
<td>Apr. 1, 2001</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 2002</td>
<td>2.03% decrease in remuneration</td>
<td>Dec. 1, 2002</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 2003</td>
<td>1.07% decrease in remuneration</td>
<td>Nov. 1, 2003</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 6, 2004</td>
<td>(No recommendation on the standard of remuneration)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Aug. 15, 2005</td>
<td>0.36% decrease in remuneration</td>
<td>Dec. 1, 2005</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Aug. 8, 2006</td>
<td>(No recommendation on the standard of remuneration)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Aug. 8, 2007</td>
<td>0.35% increase in remuneration</td>
<td>Apr. 1, 2007</td>
<td>Implemented with partial amendments</td>
</tr>
<tr>
<td>Aug. 11, 2008</td>
<td>(No recommendation on the standard of remuneration)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Aug. 11, 2009</td>
<td>0.22% decrease in remuneration</td>
<td>Dec. 1, 2009</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 10, 2010</td>
<td>0.19% decrease in remuneration</td>
<td>Dec. 1, 2010</td>
<td>(Same as above)</td>
</tr>
<tr>
<td>Sep. 30, 2011</td>
<td>0.23% decrease in remuneration</td>
<td>Mar. 1, 2012</td>
<td>Implemented with partial amendments (+ further reduction)</td>
</tr>
<tr>
<td>Aug. 8, 2012</td>
<td>(No recommendation on the standard of remuneration)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Aug. 8, 2013</td>
<td>(No recommendation on the standard of remuneration)</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Aug. 7, 2014</td>
<td>0.27% increase in remuneration</td>
<td>Apr. 1, 2014</td>
<td>Implemented as recommended by the NPA</td>
</tr>
<tr>
<td>Aug. 6, 2015</td>
<td>0.36% increase in remuneration</td>
<td>Apr. 1, 2015</td>
<td>(Same as above)</td>
</tr>
</tbody>
</table>