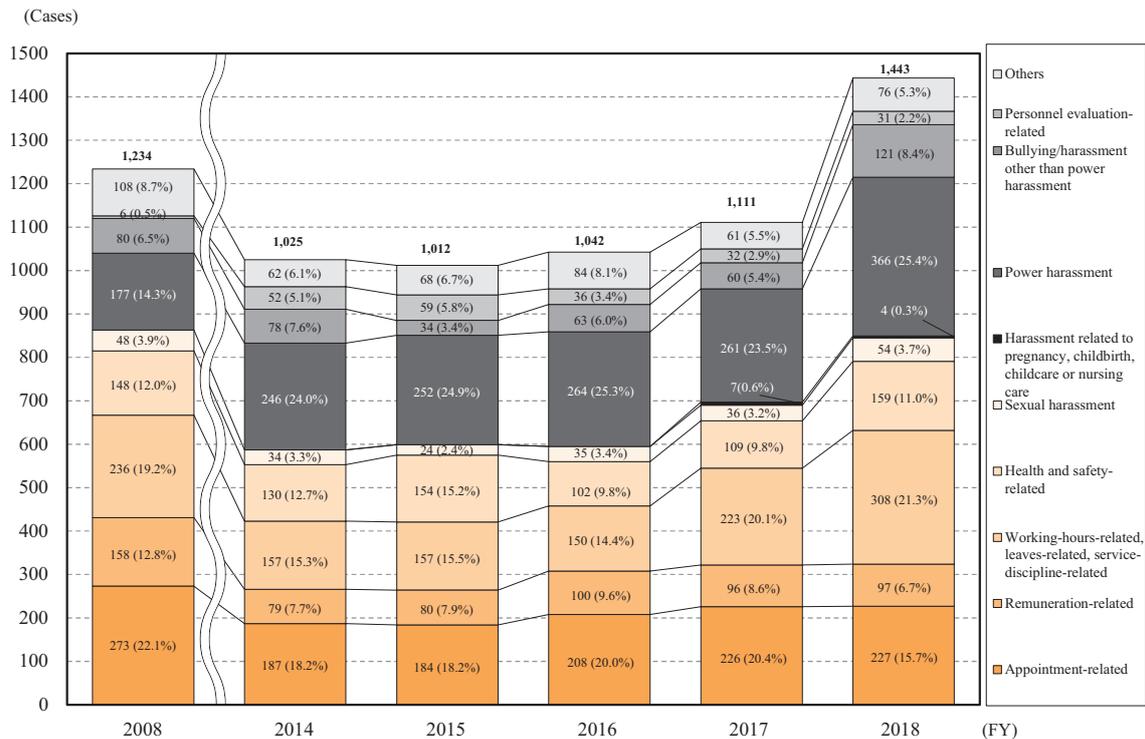


supervisors and colleagues; and busy work and overtime work due to the severe situation of manpower. Given these facts, the ratios of “appointment-related” and “working-hours-related, leaves-related, service-discipline-related” have increased. In particular, “working-hours-related, leaves-related, service-discipline-related”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

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



## Chapter 2. Content of Individual Complaint Consultation Cases

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

## **3. Personnel Evaluation**

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

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

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

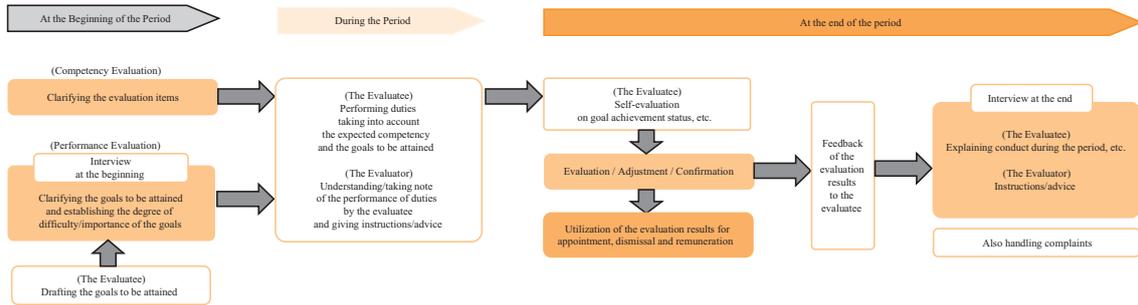
### **(Relevant Systems)**

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

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

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

**Figure 5 Flowchart of Personnel Evaluation**



**(Issues Identified in This Case)**

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

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

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

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

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

**(Relevant Systems)**

Refer to Case 7.

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

## 1. Survey of Managerial Personnel

### (1) Trend of the Survey Result

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

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

#### ② Increase in work volume

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

#### ③ Anxiety about management

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

#### ④ Low motivation of subordinates

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

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

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

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

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

consultation system is in place”)

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

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

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

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

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

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

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

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

across all the respondents)

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

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

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

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

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

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

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

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

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

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

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