

across all the respondents)

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

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

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

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

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

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

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

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

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

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

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

physical and mental burdens.

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

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

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

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

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

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

### **A. Childcare**

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

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

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

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

including males.

## **B. Nursing care**

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

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

## **C. Health of Employees**

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

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

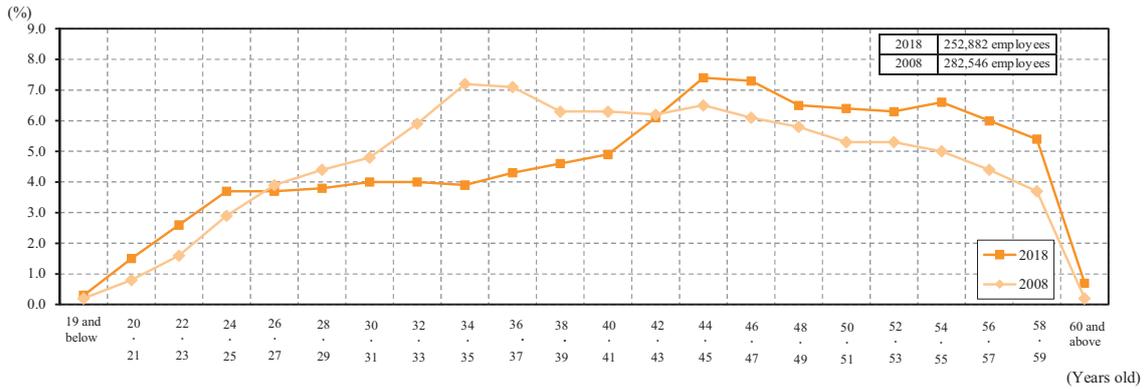
Moreover, complaints mainly about appointment and harassment have been received from part-time employees on the grounds of their fixed term of office and positions in the workplace. Therefore, it is necessary to pay attention to the workplace environment for these employees.

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

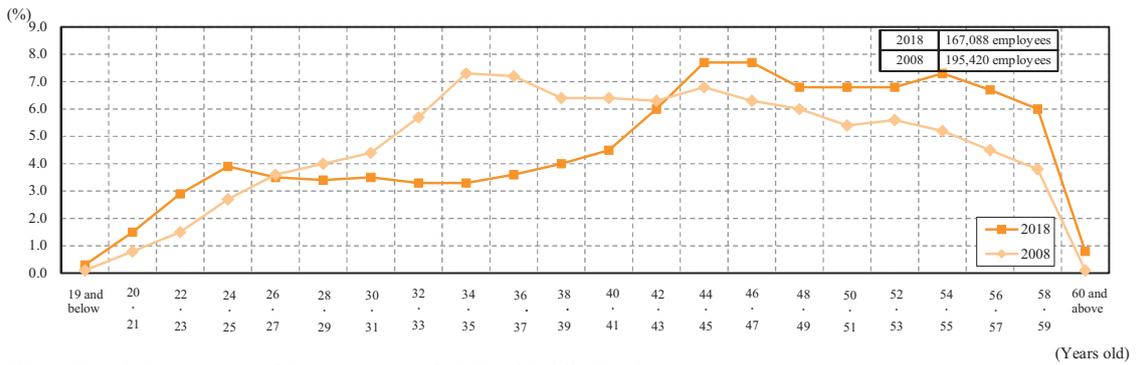
work responding to their own circumstances; and that will not make many employees with motivation and abilities feel difficult to continue to work, nor make them feel uneasy about continuing their career in the public service.

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

1 All Administrative Organizations

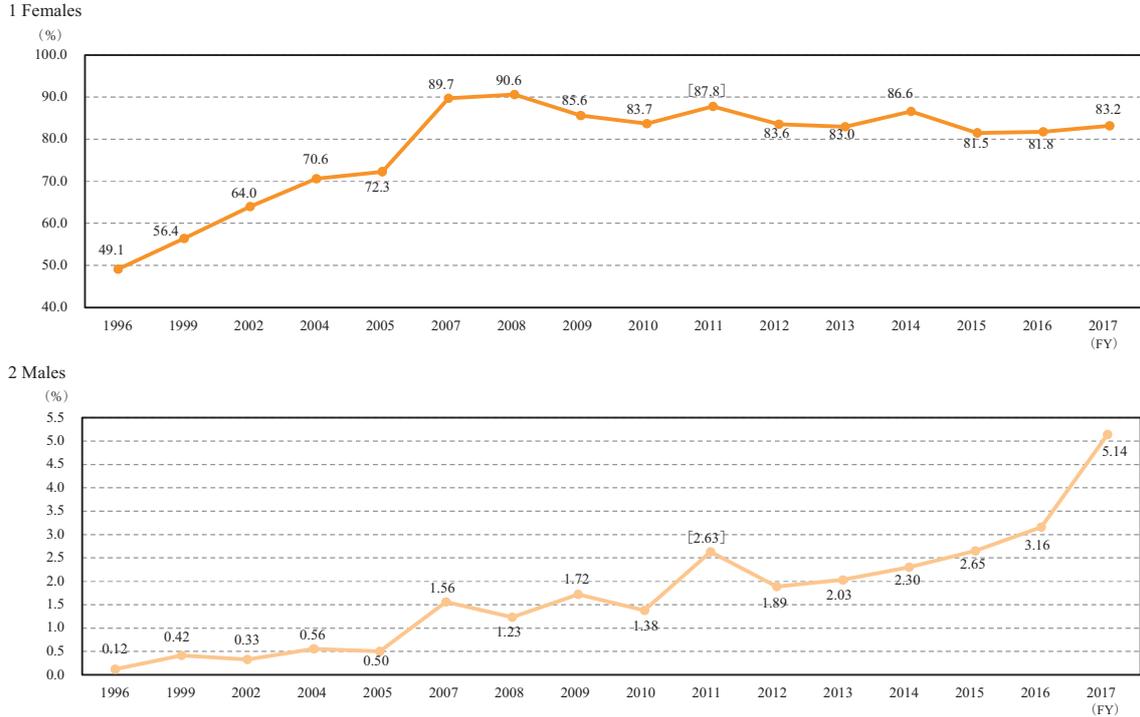


2 Regional Offices



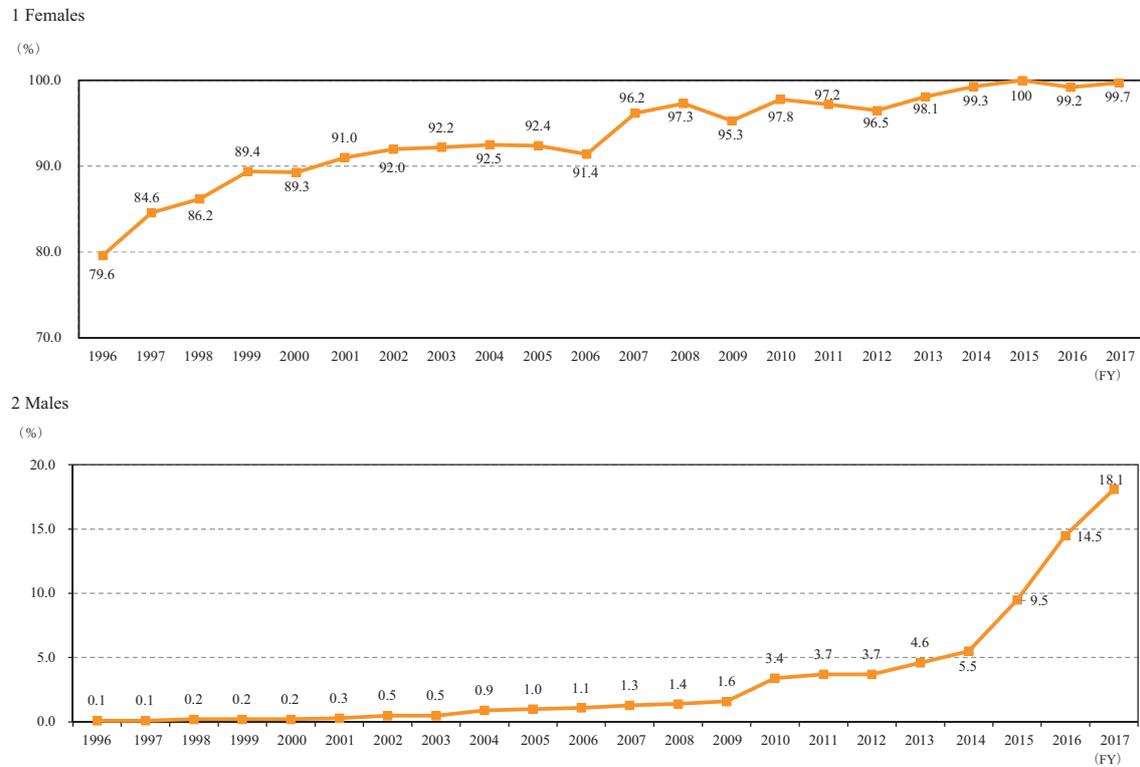
NPA, "Fact-finding Survey of Remuneration of National Public Employees"

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



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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

extra time for their private lives.

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

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

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

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

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

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

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

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

organization as a result.

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

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

## **Section 2. Measures**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

## 2. Enhancement of Young Employees' Motivation

### (1) The Measures to Streamline Duties

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

## **(2) Daily Communication**

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

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

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

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

working time.

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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