

## Part 2.

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

### Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

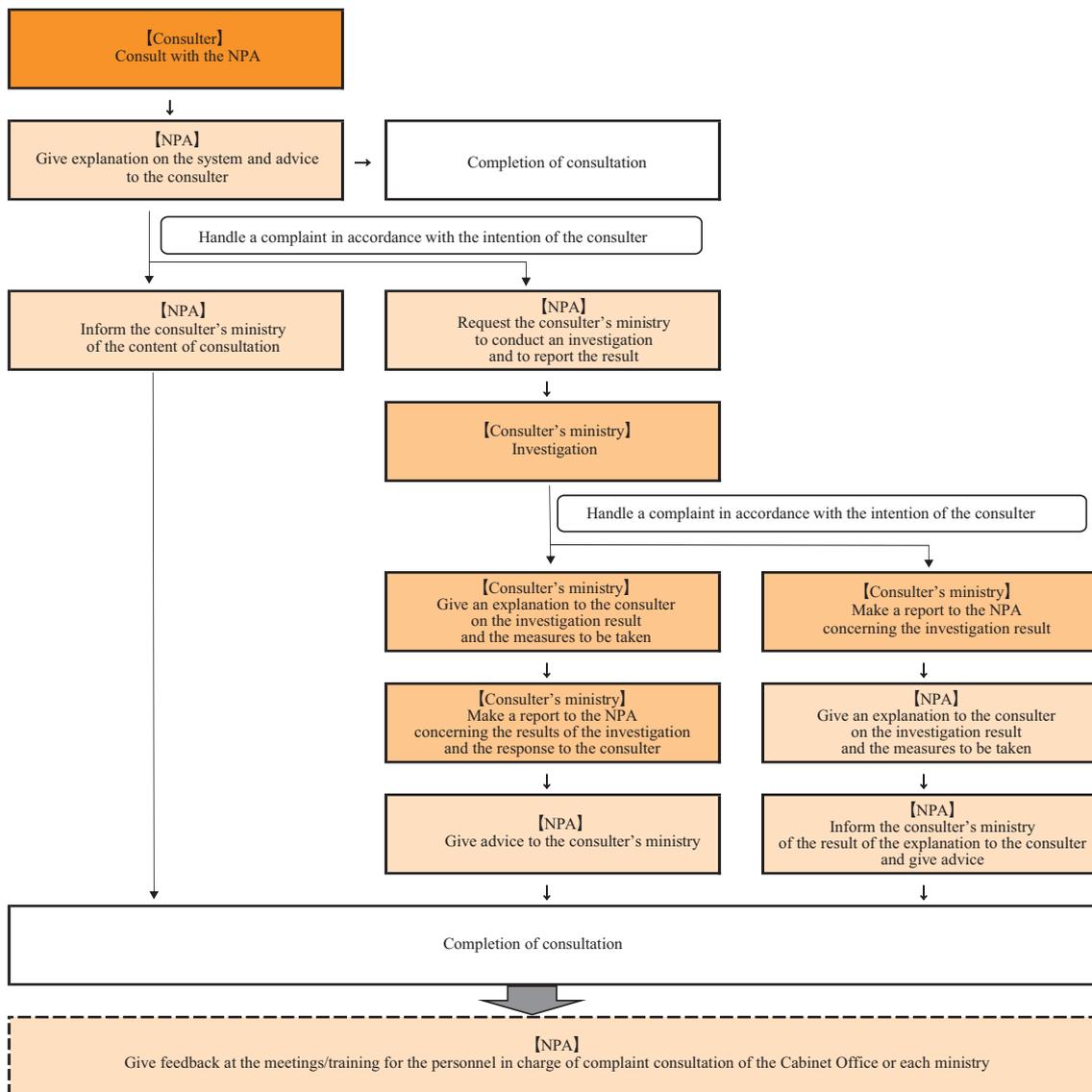
The content of consultation from employees vary greatly ranging from questions about systems related to appointment, remuneration and working hours; worries about human relationships at the workplace; to requests for taking concrete measures due to serious harassment that the employee concerned is currently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

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

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

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

**Figure 1 General Flow of Complaint Consultation**



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

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

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

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

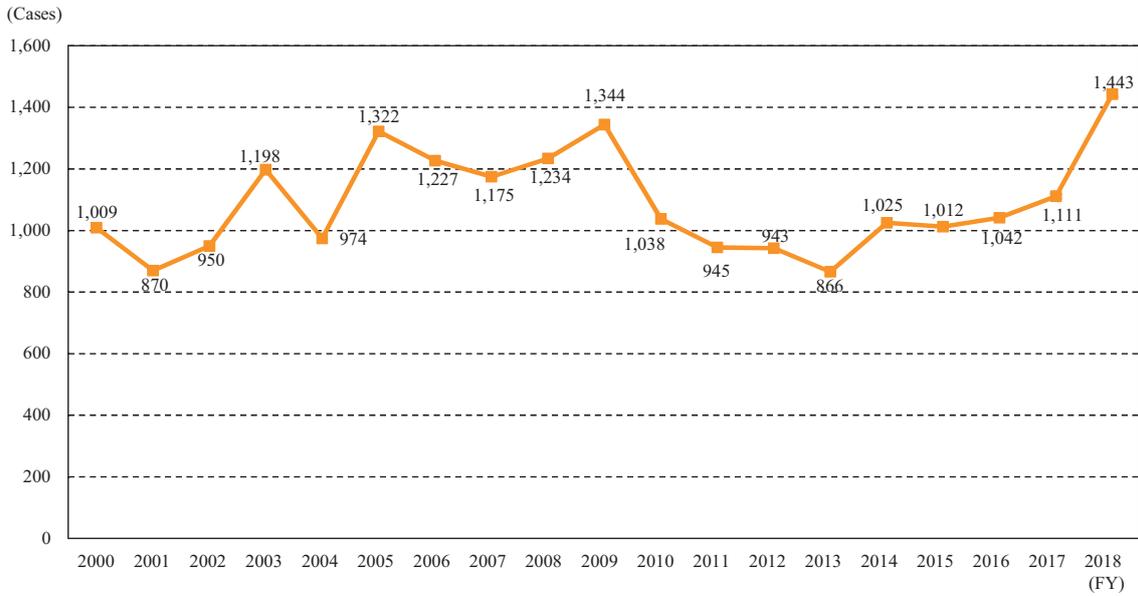
Furthermore, as for the situation surrounding administration during this period, it has become necessary for employees to respond to administrative needs, which have become increasingly complicated and sophisticated, with a limited number of employees due to the streamlining of administration. Accordingly,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

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

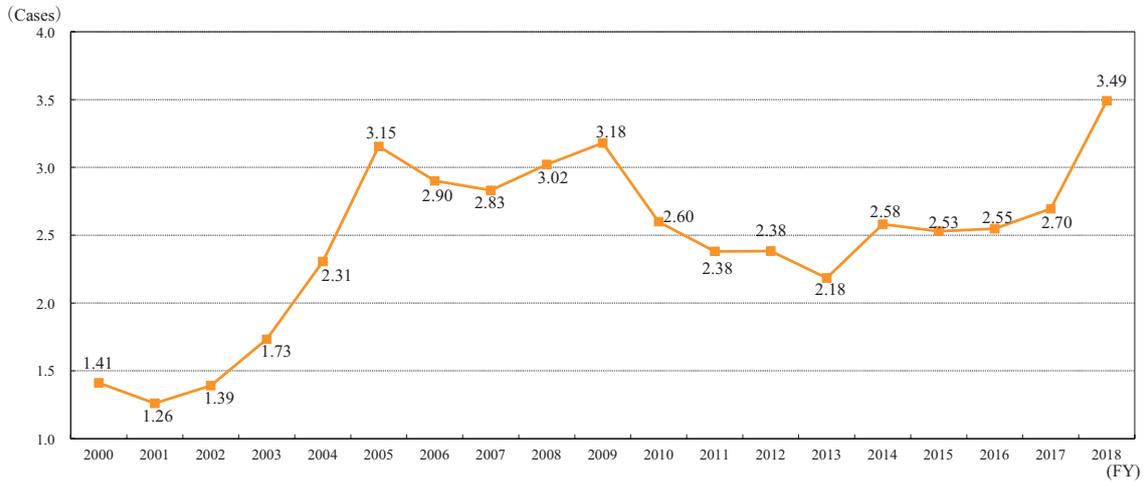
almost unchanged. In FY2018, however, the said number also hit a record high. [Figure 3].

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

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



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



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

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

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

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

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

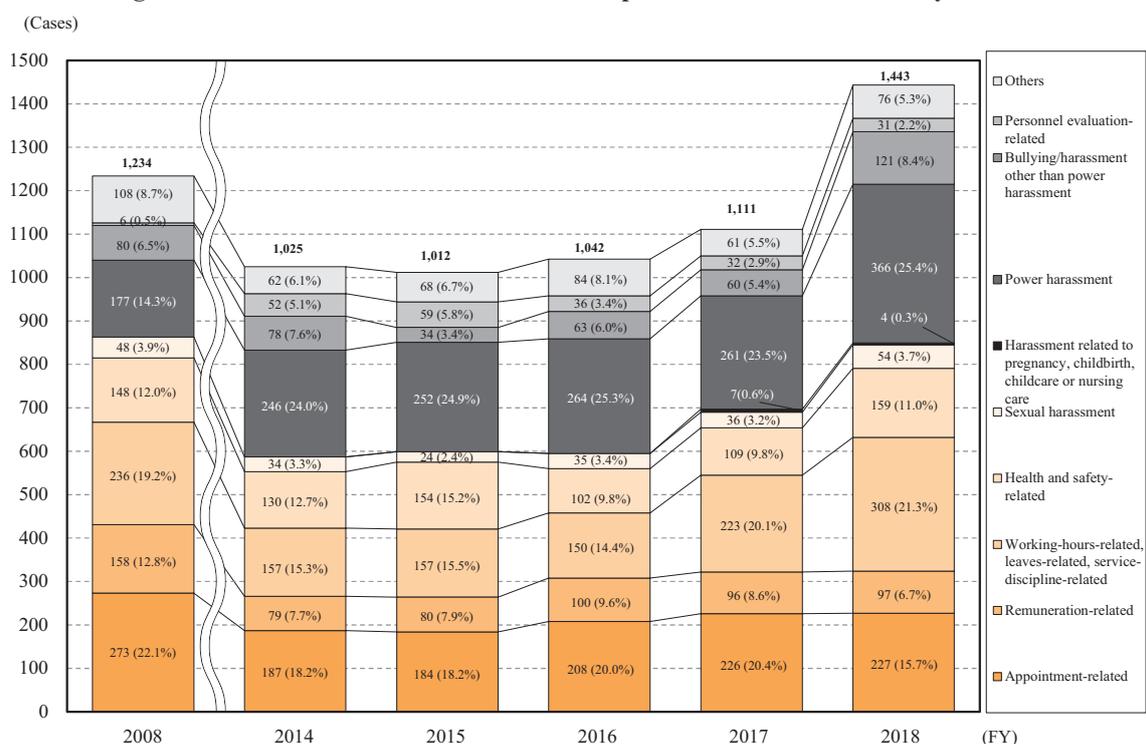
With regard to the breakdown from FY2014 to FY2018, on the other hand, “power harassment” had been the most common throughout the fiscal years, accounting for around 25% of the total in each year. The combined ratio of harassment-related cases was in 25-29%. In addition, “appointment-related” and “working-hours-related,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

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

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

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

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



## Chapter 2. Content of Individual Complaint Consultation Cases

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

## **3. Personnel Evaluation**

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

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

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

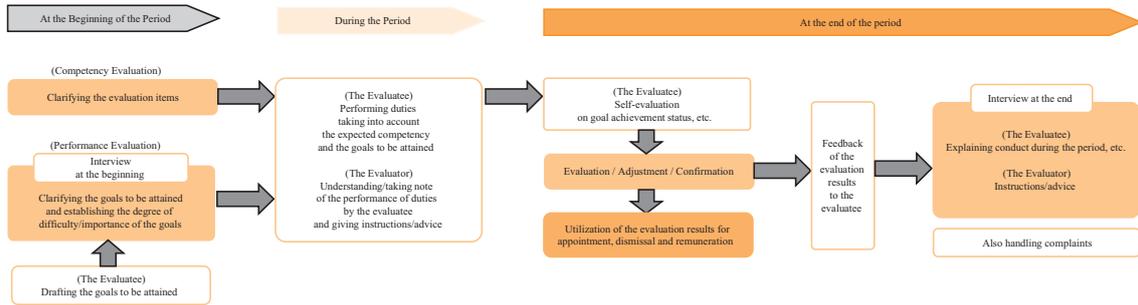
### **(Relevant Systems)**

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

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

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

**Figure 5 Flowchart of Personnel Evaluation**



**(Issues Identified in This Case)**

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

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

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

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

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

**(Relevant Systems)**

Refer to Case 7.

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **(Relevant Systems)**

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

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

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

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

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

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

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

## 1. Survey of Managerial Personnel

### (1) Trend of the Survey Result

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

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

#### ② Increase in work volume

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

#### ③ Anxiety about management

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

#### ④ Low motivation of subordinates

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

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

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

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

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

consultation system is in place”)

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

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

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

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

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

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

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

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

across all the respondents)

- I feel anxiety/dissatisfaction (Relatively common answers among male employees and very popular answers among female employees) (among those who answered “I am raising my children/providing nursing care to my family members”)

⑥ Systems to seek consultation concerning worries and issues related to work

- A consultation system is in place (Very popular answers across all the respondents)
- Superiors (Very popular answers across all the respondents), colleagues and senior coworkers (Very popular answers across all the respondents) (among those who answered “A consultation system is in place”)

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

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

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

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

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

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

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

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

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

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

physical and mental burdens.

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

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

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

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

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

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

### **A. Childcare**

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

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

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

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

including males.

## **B. Nursing care**

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

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

## **C. Health of Employees**

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

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

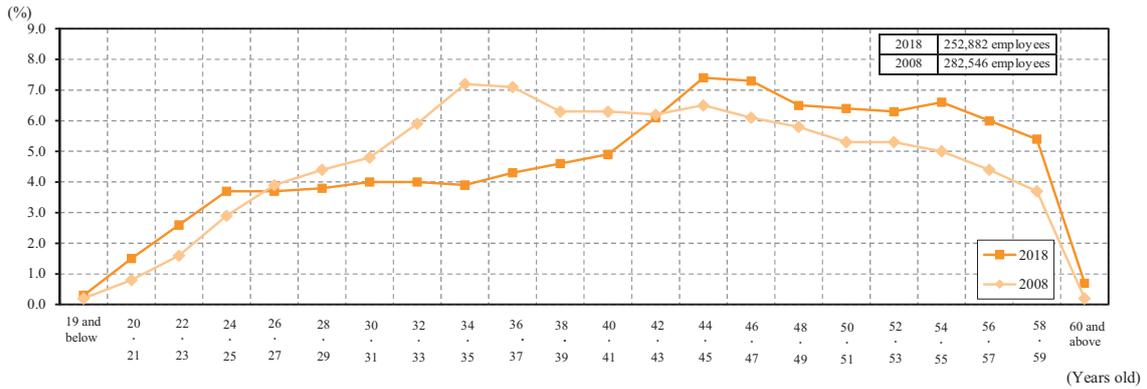
Moreover, complaints mainly about appointment and harassment have been received from part-time employees on the grounds of their fixed term of office and positions in the workplace. Therefore, it is necessary to pay attention to the workplace environment for these employees.

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

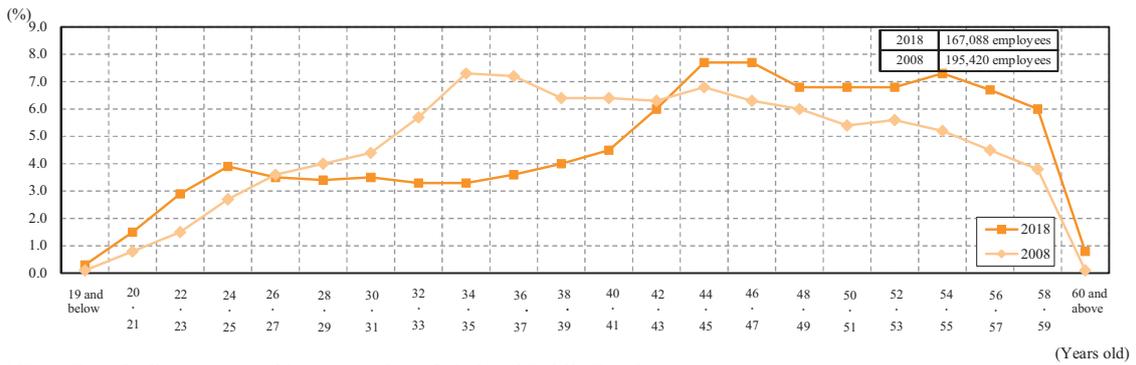
work responding to their own circumstances; and that will not make many employees with motivation and abilities feel difficult to continue to work, nor make them feel uneasy about continuing their career in the public service.

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

1 All Administrative Organizations



2 Regional Offices



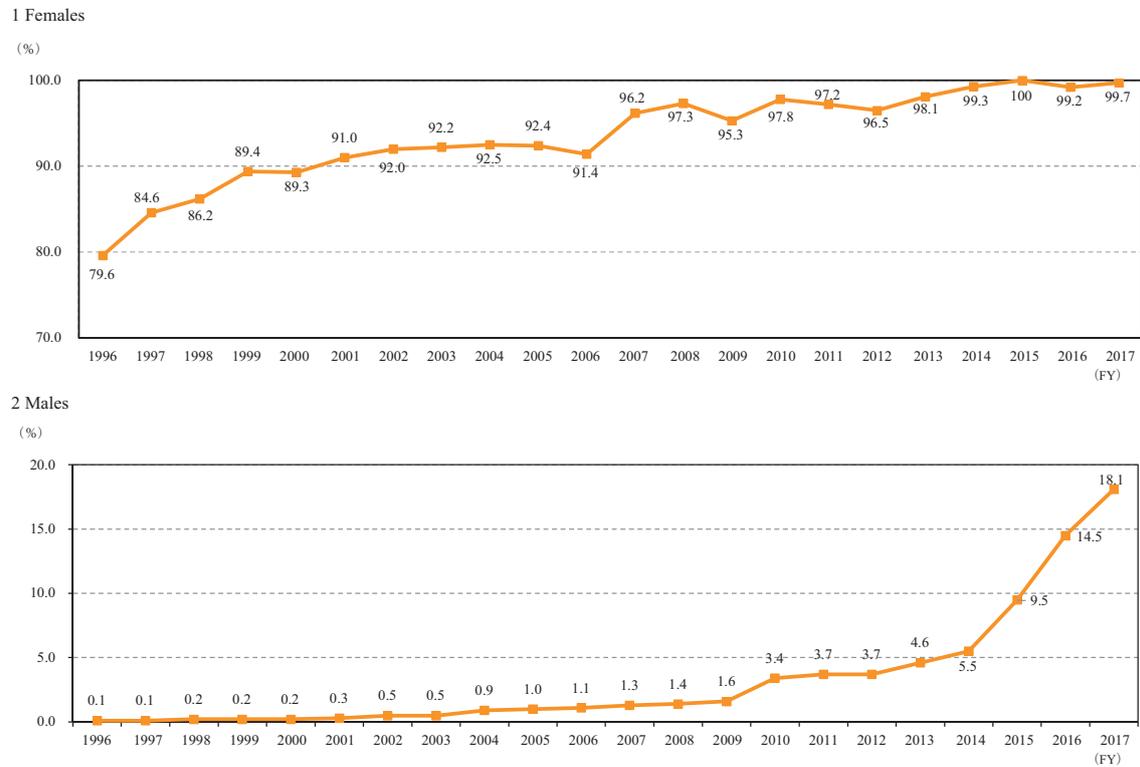
NPA, "Fact-finding Survey of Remuneration of National Public Employees"

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



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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

extra time for their private lives.

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

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

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

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

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

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

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

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

organization as a result.

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

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

## **Section 2. Measures**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

## **(2) Daily Communication**

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

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

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

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

working time.

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

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

#### ○ Examples of the measures taken by private companies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

○ Examples of the measures taken by private companies

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

## **Conclusion**

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

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

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

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

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

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

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

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

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