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Background

Employment in central government under the main General Employment Framework (GEF):¹

2009: No Data

Total employment in the general government sector as a percentage of labour force (2010):[†]

6.7%

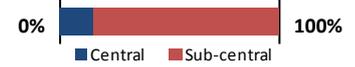
Central human resources management body:

The Prime Minister and The National Personnel Authority

Government production costs (2010)^{††}



Government centralisation (2008)^{††}



Type of recruitment system (2010)



Legal Framework

GEF covers all employees:	Yes
GEF includes fixed-term contracts:	Yes
Private law applicable in public sector:	No

Employment in the Japanese public service is governed by the National Public Service Act. The GEF covers all employees, except contractual agents, and includes fixed-term contracts; however, fixed-term contracts differ in employment conditions to open-term contracts. Public servants

are not permitted to strike and funding of social security and pensions is not part of their benefits. Dismissal is allowed on the basis of poor performance, physical or mental incapacity, lack of qualifications or government restructuring. Casual employment is also used in the public service.

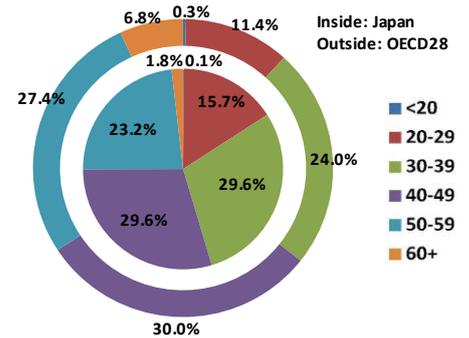
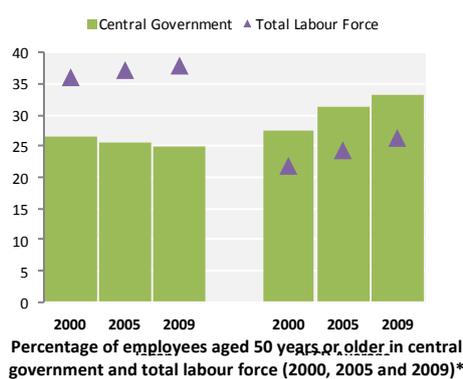
	Staff have the right:		Benefits, to which employees are entitled to, are:			Firing rules provide:	
	to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment
Public sector	Yes	No	No	No	No	No Data	No Data
Private sector	Yes	Yes	No	No	No	No Data	No Data

Composition of Employment

Central government employment (2009)¹

Total employment under GEF:	No Data
Part-time employment:	148 162
Gender in central government (2009)¹	
Female participation in central government workforce:	16.8%
Share of top and middle positions who are women:	5.4%

¹ Data are for core ministries and agencies of central/federal governments



Age structure of central government 2009

In 2009, Public Service Personnel amounted to 3.55 million employees, of which 647 000 belonged to the National Public Service Personnel and 2.9 million to the Local Public Service Personnel. Part-time employment in central government stood at 148 162 in 2009.

The age structure of the public service is notably skewed towards employees under the age of 40. The proportion of under 40 year olds, 45.4% in 2009, is well above the OECD average of 35.7%. In addition, there is a particularly low representation of older employees, with those aged 50 or older accounting for 25% of central government employment, compared to the OECD average of 34.3%. The representation of this group is slowly declining, contrary to the average OECD

trend. Furthermore, their representation in the public sector is well below that of the total labour force, again contrary to the OECD average. Additionally, women are poorly represented in central government. The percentage of central government employees who are women, 16.8% in 2009, is the lowest of all OECD countries. Similarly, Japan has the lowest proportion of women in management of all OECD countries, at 5.4% in 2009, compared to the OECD average of 34.7%.

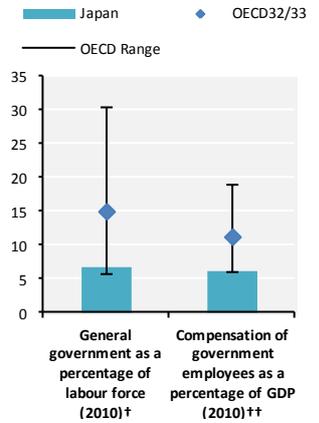
Public Sector Restructuring

Japan is one of 27 OECD countries that reported an anticipated decrease in public employment levels as a result of planned reforms. In 2006, a target of for net reduction of staff was set at 5.7%, or 18 900 employees. Natural attrition was to account for 1.5%, while structured review of specific sectors for the remaining 4.2%. Redeployment of staff has also been a focus of restructuring initiatives and is favoured over new recruitment. Government is permitted to dismiss employees when they seek to restructure, but they must propose reallocation possibilities beforehand. General government sector employment (excluding public corporations) as a percentage of the labour force, 6.7% in 2010, is one of the lowest rates of all OECD countries and well below the OECD average of 15.1%. Compensation of public employees as a percentage of GDP, 6.2% in 2010, is the lowest rate of all OECD countries.

Anticipated reforms' effect on employment level: Decrease

Implemented changes in employment levels affecting a large share of ministries/agencies since 2000:

- Hiring freeze / non replacement of retiring staff
- Reorganisation / restructuring



Organisation of HR Management

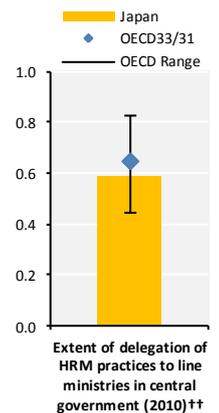
Decentralisation of HR Management

Central HRM unit:	The Prime Minister and The National Personnel Authority
Role:	Responsible for defining HR policy
Location:	Ministry of Internal Affairs and Communication
Responsibilities:	<ul style="list-style-type: none"> • Manage HRM at central/national level • Provide leadership and guidance • Design HR strategy • Coordinate and supervise HR policy/strategy • Provide advice on legal framework • Design the pay system • Define and control the payroll • Standardise recruitment and skills profiles • Define salary levels and benefits • Provide training • Promote diversity
Personnel, budget and pay delegation:	<ul style="list-style-type: none"> • The pay system, budget allocation, bonuses and distribution of posts are set centrally, with some latitude for ministries in application.
Classification, recruitment and dismissal delegation:	<ul style="list-style-type: none"> • The post classification system and recruitment are managed centrally, with some latitude for ministries. • Career management and dismissal are the responsibility of ministries.
Employment conditions delegation:	<ul style="list-style-type: none"> • Equal opportunity issues are set and monitored by the central HRM body. • Working conditions and performance appraisal are managed centrally, with some latitude for ministries in application. • The code of conduct is set by ministries.

Strategic HR Management

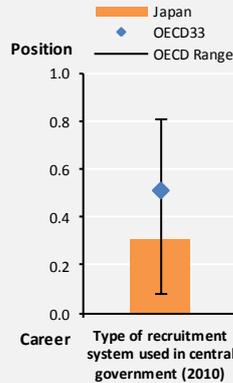
Existence of HRM accountability framework for managers:	No General Accountability Framework exists.
HRM targets feed performance assessments:	No
Regular HRM assessment of ministries and departments:	No
Top & middle management plan and report on:	<ul style="list-style-type: none"> • Compliance with HR rules & targets for employment and pay
Forward planning use:	No forward planning is in use.

Japan delegates HRM practices to line ministries to a slightly lesser extent than the average OECD country. The central HRM body holds a wide range of responsibilities and is actively involved in managing most HRM issues. Ministries are also involved in most issues, usually playing a secondary role to the central HRM body; however, they have control over career management, dismissal and the code of conduct. Overall, delegation has led to broadly comparable employment frameworks across the whole of central government. Japan makes little use of strategic HRM practices. There is no accountability framework for managers, performance appraisals do not consider HRM targets and regular assessments of ministries' HRM capacity are not undertaken. In addition, forward planning is not used.

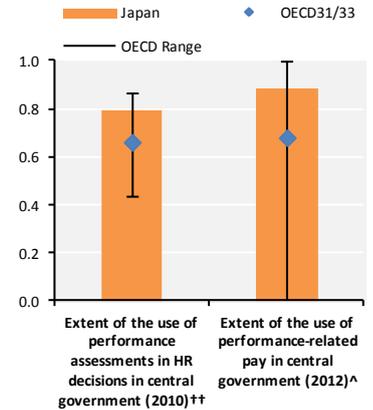


HR Management Practice

RECRUITMENT: Japan uses a recruitment system that is substantially career based. Entry into the public service is typically gained through a competitive examination with entry into different groups managed centrally. However, for some posts initial appointment is made through evaluation conducted by ministries. In addition, some posts are open to external recruitment and direct application, but the majority of posts are recruited internally. Hiring targets are in place for women and disabled persons.

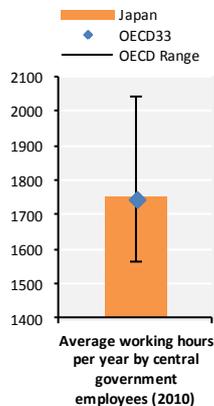


PERFORMANCE: Japan makes substantially more use of performance assessment in HR decisions compared to the average OECD country. Assessment is mandatory for almost all employees and takes the form of a meeting with, and written feedback from, the immediate superior every six months. A comprehensive range of criteria is used, including activities undertaken, timeliness and quality of outputs, cost effectiveness of work, improvement of competencies and interpersonal skills. In addition, Japan uses much more performance-related pay (PRP) than the average OECD country, and lies in the upper region of the range. PRP is used for most government employees in the form of one-off bonuses and/or permanent pay increments. The performance-related component of pay can vary pay levels within grades between 8% and 80%.



WORK CONDITIONS: The average yearly working hours in Japan, 1 749 hours in 2010, is very close to the OECD average of 1 745 hours. Employees receive a few days less annual leave than average and the highest number of public holidays per year of all OECD countries. Data are unavailable regarding absenteeism in the public service.

Number of regular working hours per week:	38.75
Average number of annual leave days per year:	20
Average number of bank (public) holidays per year:	15
Total number of hours worked per year:	1 749



PAY SETTING: Base salary and bonuses are based on the recommendations of an independent examining committee, are not indexed to other variables and are revised annually. Data are unavailable regarding the determinants of base salary. However, work experience and educational qualifications are taken into account in setting pay for a new recruit. Seniority based pay is not in use.

PROMOTIONS: Data are unavailable regarding the range of determinants that contribute to promotion decisions. However, personnel evaluation aims to ensure merit-based promotion and can restrict promotion between hierarchical grades. Special coaching and targets are in place to advance the promotion of women in the public service.

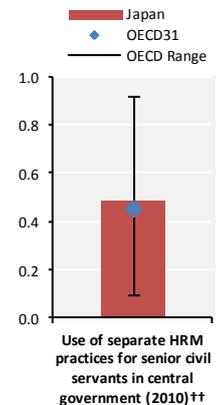
MOBILITY: Internal mobility has been increasing in the Japanese public service, along with the increased publicity of available positions. Public servants on external postings retain the right to return to their posts, and external mobility is explicitly taken into account in promotion decisions and long-term career planning. Employees on external postings bear no costs if they do not return to the public service.

TRAINING: Entrants to the public service undertake the Joint Initial Training of 3 days and/or the Initial Administrative Training of 5 weeks in length. Data regarding the average training an employee receives per year are unavailable.

Senior Management

Japan uses separate HRM practices for senior civil servants (SCS) to a similar extent as the average OECD country. SCS are considered a separate group and have a centrally defined skills profile. The Fundamental Law of Reform of National Public Service, enacted in 2008, stipulates that the government shall establish career development courses for executive candidates which should prepare candidates with the skills and knowledge

required for SCS positions. SCS are only recruited through career progression in the public service and more emphasis is placed on the management of their performance. Ministers have influence over the appointment/dismissal of all management levels but no managers tend to turn over with a change in government.



Industrial Relations

By law, public service unions must be consulted regarding remuneration and work conditions, with other issues, such as the employment framework and the right to strike, not being open for negotiation. Remuneration and work conditions are negotiated centrally, with the latter issue also being conducted at delegated

levels. There is no public funding of public service unions in Japan. Police officials and officials working in the Japan Coast Guard or in penal facilities are denied the right to unionise, although most other employees are granted this right. No public service employees are granted the right to strike.

Reforms

In 2005, the National Personnel Authority implemented a thorough reform of the remuneration structure, including lowering the basic salary level, establishing the area allowance, flattening the basic salary curve and reflecting performance in remuneration. In addition, there has been reform of the National Public Service regarding: the

establishment of the Civil Service Office with authority on public service issues, except senior appointment and merit system protection; and autonomous labour market relationship in which major working conditions are negotiated between the Civil Service Office and unions.

Challenges

No information was provided regarding challenges faced by HRM.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

° OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

Further Reading

OECD (2012), *Public Sector Compensation in Times of Austerity*, OECD Publishing, Paris.

OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, OECD Publishing, Paris.

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OECD (2008), *The State of the Public Service*, OECD Publishing, Paris.