

THE TRAINING OF NATIONAL PUBLIC EMPLOYEES IN JAPAN

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I Introduction

1. This paper is about the national personnel employees - that is, officials who work for central governments - in Japan. It concentrates on training which takes place after recruitment to the Service, and does not describe the role of the education system in preparing young people for careers in government.

2. In Japan, according to the types of services, national public employees are divided into two categories : regular services and special services. National public employees engaged in special services include the Prime Minister, Minister of State, Commissioners of the National Personnel Authority, Judges and other personnel of courts of law, Diet personnel and most of the Self-Defense Agency's personnel. Regular services are comprised of all positions of the national public service other than those in special services.

Moreover, national public employees exclude employees of many local governments (prefectures, cities, towns and villages), for example, many school teachers, policemen, firemen and so on.

3. The Japanese Civil Service constitutes 2.1 % of the working population. It numbers about 1,200,000, of whom well over about 300,000 are those in special services and about 900,000 are those in regular services (hereinafter "national public employees" will be referred to as

these of the regular service except the special circumstance).

4. National public employees also include a large group (known as the "Administrative Group"), which carries out a wide range of administrative tasks, including the collection of revenue and the distribution of payments to those requiring financial support.

In addition, there are some specialists groups (known as the "Professional Group") for example, doctors, nurses, professors, researchers and so on.

5. These Administrative Group was divided into 8 grades Salary Schedule for the Administrative Service (I) on the basis of the duties and responsibilities as of April 1, 1985. (Salary Schedule for Designated Service is applied to the highest personnels in this group.)

Newly appointed staff are promoted according to their knowledge and experiences.

** See the Appendix A

* Since July 1, 1985, this group has been newly divided into 11 grades according to their job re-evaluation.

II Summary of the Training Activities

A Conception on Training in Japan

In Japan, great importance is attached to a role of training both in private enterprises and in public sectors. In the way of employment management in Japan, newly-graduates are recruited together at fixed time (regularly in every April) so that training for newly appointed staff is generally conducted to make them become conscious of being as the staff in production activity groups ; also thereafter, various training are actively conducted in order to intentionally and effectively give them knowledge and ability necessary to execute their jobs according to their positions.

In public services, training is systematically conducted according to plan in each ministry or agency. The purpose of training is, from the point of ensuring and developing human resources, to enable employees to acquire knowledge and skills and to develop their ability and quality and, of necessity, to execute their duties and responsibilities in relation to positions at present or in near future.

B Situation of Public Service Training

(1) Legislative Background---Regulation between Training and the Authority

With regard to the importance of training, the National Public Service Law prescribes as follows;

(Object and Effect of this Law)

Article 1. The object of this Law is to assure the people democratic and efficient administration of their public affairs by establishing basic standards (including adequate measures to promote the welfare and interest of personnel) which shall be applicable to all personnel who are national.

This Law shall solely establish the standards for administration of the civil service referred to in Article 73 of the Constitution of Japan.

(National Personnel Authority)

Article 3. The National Personnel Authority shall be set up under the jurisdiction of the Cabinet. The Authority shall report to the Cabinet under the standards provided in this Law.

Subject to the provisions of Law, the Authority shall administer matters concerning recommendations for improvement in personnel administration as well as in compensation and other conditions of work ; position classification ; examination, appointment and dismissal ; compensation ; training ; status ; disciplinary punishment ; grievance procedure ; and other matters concerning the maintenance of fairness in personnel administration, the protection of employee interests and other activities.

(Basic Standard for Efficiency)

Article 71. Efforts shall be made to fully develop the efficiency of personnel and improve it.

Except as prescribed in this Law, matters necessary for enforcing the basic standard of the preceding paragraph shall be provided by rules of the Authority.

The Prime Minister (the Authority, in the case of Article 73, paragraph 1, item 1) shall conduct investigations and studies concerning development and improvement of the efficiency of personnel and take appropriate steps to assure the attainment of this objective.

(Programs for Improving Efficiency)

Article 73. For the purpose of developing and improving the efficiency of personnel, the Prime Minister (the Authority, in the case of item 1) and the head of the appropriate agency involved shall formulate and exercise diligence in administering programs concerning :

1. Training of personnel ;

2. Health of personnel ;
3. Recreation of personnel ;
4. Safety of personnel ;
5. Welfare of personnel ;

In regard to the formulation and administering the programs referred to in the preceding paragraph, the Prime Minister (the Authority, in the case of item 1 of the same paragraph) shall be responsible for their overall planning, coordination with appropriate agencies involved and surveillance over such agencies.

On the basis of the above-mentioned Article of the Law, the Rule 10-3 of the National Personnel Authority prescribes the details of the training and development.

** See the Appendix B

In this way, the Authority is responsible for overall planning and coordination on training conducted by the ministries or agencies, and is expected to plan and conduct the training which the Authority considers appropriate to conduct on its own initiative.

In this context, the Authority has contributed to the advancement of the training of public employees by developing the J.S.T. (the Authority-developed Supervisory Training), which aims at understandings and the diffusion of middle-level supervisors' roles, and by the K.E.T. (the Authority-developed Public Servants Ethics Training), which has the aim to raise the ethics of public employees and to improve confidence of the people in public affairs and so on. At present, the Authority is widely making its necessary research and study on the training, and is doing analysis and study, as required, of the reports of training programs conducted by them.

On this basis of the results of these activities, the Authority is making efforts for over-all planning and coordination of training by holding on occasion the meetings of the Council of Departmental Training Officers and of Directors of Training Facilities.

(2) The State of Training Activities Conducted during Fiscal 1984

a) Training Cost

The estimate of all training cost in fiscal 1984 amounts to 6.3 billion yen, which is reduced by 5.6 million yen (2.4%) compared with fiscal 1983.

The training cost per course in fiscal 1984 is approximately 679,000 yen and the training cost per capita is about 22,000 yen, which are both reduced in comparison with fiscal 1983 respectively. Furthermore, the total training cost has been continuing to decrease every year.

from fiscal 1977 up to now.

[note] 1: The above-mentioned training cost is the total expenditure which was reported from the ministries and agencies to the Authority and does not include personnel expenses for staff in charge of training.

2: The legalistic condition of Attending training courses is regarded as executing duties and, therefore, those who attends training are not paid special or additional salary at all.

b) Training Institutes

Total number of training institutes possessed by the ministries and agencies are 138, and number of full-time and concurrent appointment staff attached to those are 2,960 (including 1294 educational staff) and 293 (including 202 educational staff) respectively.

Total number of participants in training courses conducted in these institutes are 121,403 persons, including 89,509 national public employees in the regular service (31.8% of total trainees).

c) Characteristics of Training Courses Requiring Attendance for 20 Hours or More

< 1 > Summary

The number of courses requiring attendance for 20 hours or more and the number of participants of those courses are 4,694 and 131,646 respectively. They are both reduced by 162 (3.3%) and 9,101 (6.5%) respectively. They are both reduced by 162 (3.3%) and 9,101 (6.5%) respectively compared with fiscal 1983.

Though the number of courses and participants having gradually increased until now, they are slightly decreased in fiscal 1984.

However, this is due to the fact that some ministries or agencies have changed courses for 20 hours or less, and cut down training for mechanical operator because needs for such training have been reduced owing to the technical innovation.

Except for those factors, the number shows a tendency to be increased as a whole.

With regard to "classification by form of Implementation", very few Inter-ministerial Training were conducted compared with the number of Intra-Ministerial Training, which is usually shown every year.

With reference to "classification by style", 2,326 "General Training" and 2,368 "Professional Training" were conducted, which

are almost equal in the number of courses. From the view point the number of participants, however, those attending "General Training" are 44,957 persons.

Further, while the number of "General Training" courses and participants of those were increased by 24 (1.0%) and 1,769 (2.1%) respectively compared with the fiscal previous year, the number of "Professional Training" courses and participants of those were sharply decreased by 186 (7.3%) and 10,870 (19.5%).

The reason was mentioned above and this factor causes substantial reduction in fiscal 1984.

< 2 > Characteristics of Training Activities

The characteristics of training activities conducted during fiscal 1984 are summarized as follows;

Training especially stressed on

Each ministry or agency stresses on training for middle-aged staff, in addition to managers or supervisors.

Training cut down or abolished

There seems to be a tendency that training hours are cut down because of the financial reduction.

Training for overseas study conducted by each ministry or agency

Some training (including fellows sent by World Youth Interchange Association) are dispatched to U.S.A., Germany, U.K., Australia and so on as usual.

(3) Matters for Request Shown in the Reports from the Ministries and Agencies

Some ministries and agencies desire to strengthen or improve the training activities as follows :

a) Obtaining Budget Concerning Training such as Transportation Cost for Training and Rewards for Lecturers

Each ministry or agency is obliged to restrict the number of participants and to shorten the training period because of the decrease of training budget.

It is difficult for some ministries or agencies to conduct the same curriculum as previous year and to engage lecturers from the outside due to the same reason.

b) Strengthening Training Staff and Lecturers

These are the problems that each ministry or agency cannot afford to study the improvement concerning the content of training for the shortage of training staff.

With regard to lecturers, each ministry or agency makes the most of

its own inside staff as much as possible but cannot afford to make them be exclusively in charge of lecturers for training because of the reduction of the budget and, as a result, it is difficult to smoothly manage the operation of training.

c) Improving Training Organizations and Facilities and so on

There is a consensus among the ministries and agencies that it is necessary to further improve training organisations. However, in order to solve this problem, we should urgently increase the training budget.

About the training facilities possessed by the ministries and agencies, they should be improved as soon as possible because some ministries and agencies have no facilities at all or too old and small ones if any.

d) Acquiring Appropriate Places of Training

A few ministries and agencies have appropriate places of training essential to their exclusive use and, therefore, conference rooms are, generally, used for training in most ministries and agencies.

Consequently, training staff in some ministries and agencies must compete with another section for getting conference rooms and are often obliged to restrict the number of participants, thus facing difficulties in finding appropriate places at suitable time.

e) Miscellaneous Problems

Some ministries and agencies desire to make their staff participate in Inter-ministerial training conducted by other ministries and agencies. But they cannot do so because of shortage of transportation cost for training.

When some staff have a chance to participate in long-period training courses, other staff engaging in works tend to have a lot of additional burden by the shortage of staff. Therefore, participants are obliged to attend training courses as shortly as possible.

III Training Activities Conducted by the Authority

A Summary

The managing staff who take a leading part in the management of administration in each ministry and agency are requested to have knowledge and experience necessary for the performance of their duties, to take a broad view of administration, to have steady views on the world and also to have an advanced administrative ability by which unified management of administration can be designed.

With regard to bringing up such persons of ability, it may well be

important that broad views beyond frames of each ministry or agency be cultivated. In general, "On the Job Training" or "Intra-Ministerial Training" conducted by each ministry or agency have been done for its own employees.

Therefore, purposes expected can be reached by conducting "Inter-ministerial Training" as planned. This "Inter-ministerial Training" has been mainly and systematically conducted by the Authority, which is the central personnel agency of the Japanese Government.

The Institute of Public Administration has been conducting training programs by career stage ranging from the Joint Introductory Training for the employees who have been newly appointed after passing the Principal Senior I-class Entrance Examination for National Public Employees and who are expected to become a "nucleus" in administration in future years. The Administrative Training for the level of departmental branch chief and assistant division chief. The Institute has been making efforts to enable all the participants in these programs to acquire a sense of unity as government employees by having them stay in the same accommodations and cultivate each other through the discussion.

At its regional bureaus (office), the Authority, at the training for the staff of the local organs of the ministries and agencies under the jurisdictional area of each regional bureau: newly-appointed employees, middle-level employees, branch chiefs, assistant division chiefs and division chiefs. In addition, secretarial training and so on have been conducted uniformly too.

Furthermore, the training for training leaders of each ministry or agency and the "extramural training" of employees at graduates schools, domestic or foreign, have been held by the Authority.

B Training Activities Conducted by the Institute of Public Administration

(1) Introduction

The Institute of Public Administration as a central training center for managing staff, conducts The Administrative Training for departmental employees bound to be core members of the administration for the purpose of equipping them with high level administrative capabilities as well as fostering their sense of integration as a component of governments through their mutual development efforts.

A very large proportion of Civil Service training -96%- is provided by individual department for their own staff. The Institute of Public

Administration is rather small as a training center, but plays a very important role in the development of more senior staff and it provides opportunities which enables civil servants to learn together with colleagues from other departments. Since in Japanese government we take life-time employment system and the mobility among the department is not so big. The way of administrative training which aims to enforce participants' capabilities in a long run, fits life-time employment system. It is not only job-training but rather equip them higher level administrative capability and make them ready to be promoted. Although the sectionalism of the Ministries and Agencies cause problems sometimes, it is widely admitted that liberal idea of the civil servants, and debate and competence between the ministries has been contributed great deal to Japanese modernization and development.

This interministry training provides them opportunity to enhance their liberal ideas and mutual understandings.

Besides the courses for the public employees of this nation, the Institute conducts, also, Group Training Course on National Government Administration for core members of central governments in developing countries, as part of the Technical Cooperation Scheme in collaboration with JICA (Japan International Corporation Agency) and the organs concerned.

History of the Institute and its organization, facilities and budget is as follows :

(2) History

1956 Oct. Administrative Training Course (Departmental Branch Chiefs' Level) was started (conducted by the Bureau of Employees Relations in National Personnel Authority).

1959 Apr. The Institute of Public Administration was set up.

1963 Nov. Management Conference Courses was started.

1965 Jun. Administrative Training Course (Departmental Assistant Division Chiefs' Level) was started.

1967 Jan. Group Training Course on National Government Administration was started.

1967 Apr. Joint Introductory Course for New Appointees was started.

1968 Apr. Present facilities in Iruma were completed. Residential system throughout the training period was introduced to the Administrative Training Courses (Both of departmental Branch Chiefs' Level and Assistant Division Chiefs' Level)

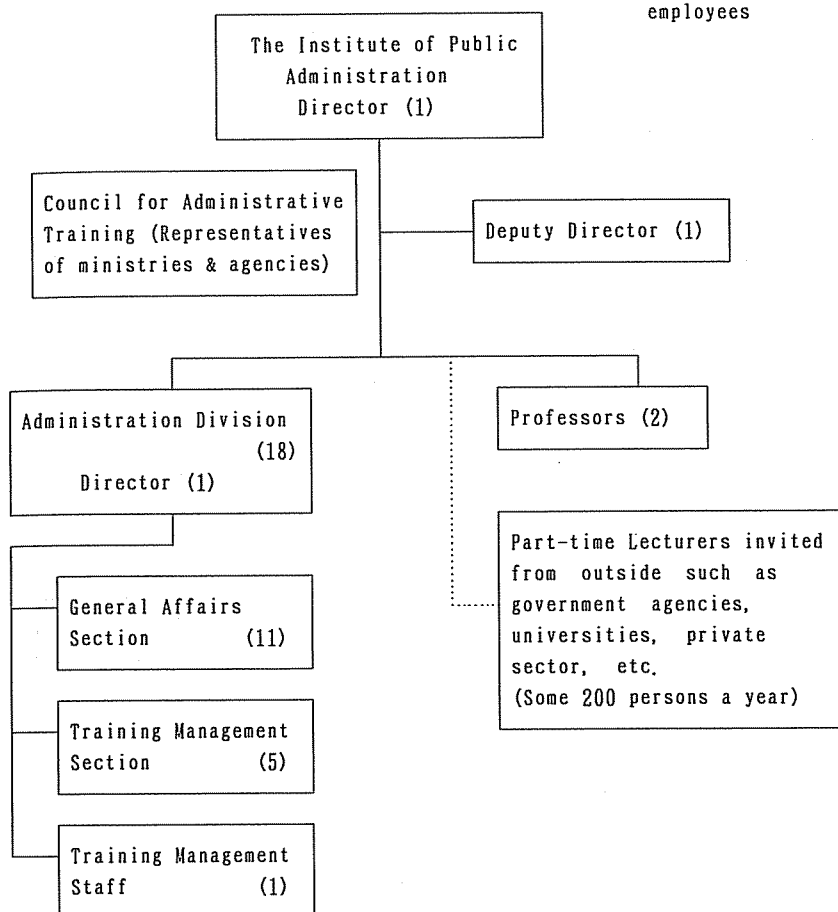
1979 Nov. Sub-course for Supervisory Researchers was created as component of the Administrative Training Course (Departmental Assistant Division Chiefs' Level).

1981 Mar. Review and improvement of the curriculum for every Administrative Training Course was conducted.

1985 Apr. Number of session of the Administrative Training Course (Departmental Assistant Division Chiefs' Level) was doubled. Special course is introduced to the Administrative Training Course (Departmental Branch Chiefs' Level).

(3) Organization, Budget and Facilities

(22) : number of
permanent
employees



Operating Budget	Thousand Yen
Remunerations for Lecturers	15,376
Trainee's travel expenses, etc	34,856
Administrative expenses	28,967
Building maintenance expenses	1,988
Total	81,187

Note: For the fiscal year of 1985

(4) Administrative Training

The Institute has been conducting Administrative Training courses by career stage ranging from the Joint Introductory Training for the employees who have been newly appointed after passing the Principal Senior-Class Entrance Examination for National Public Employees and who are expected to become a "nucleus" in administration in future years, the Administrative Training for the level of departmental branch chief and assistant division director, to the Management Conference for Employees at the level of departmental division director.

To facilitate understanding the Administrative Training, we would like to introduce one for the Departmental assistant division directors' level which we put largest emphasis.

Administrative Training Course (Departmental Assistant Division Chiefs' Level)

This Training is designed for officers of the level of departmental assistant division chiefs. The purpose of this training is to equip them with an administrative insight necessary in executing their duties, high level managerial ability and a knowledge of current social conditions. While it raises the staffs adequately equipped to assume the higher class posts, through rearing the mutual understanding among the trainees, and it is also aimed to foster a sense of unity as government employees who are public servants of whole people.

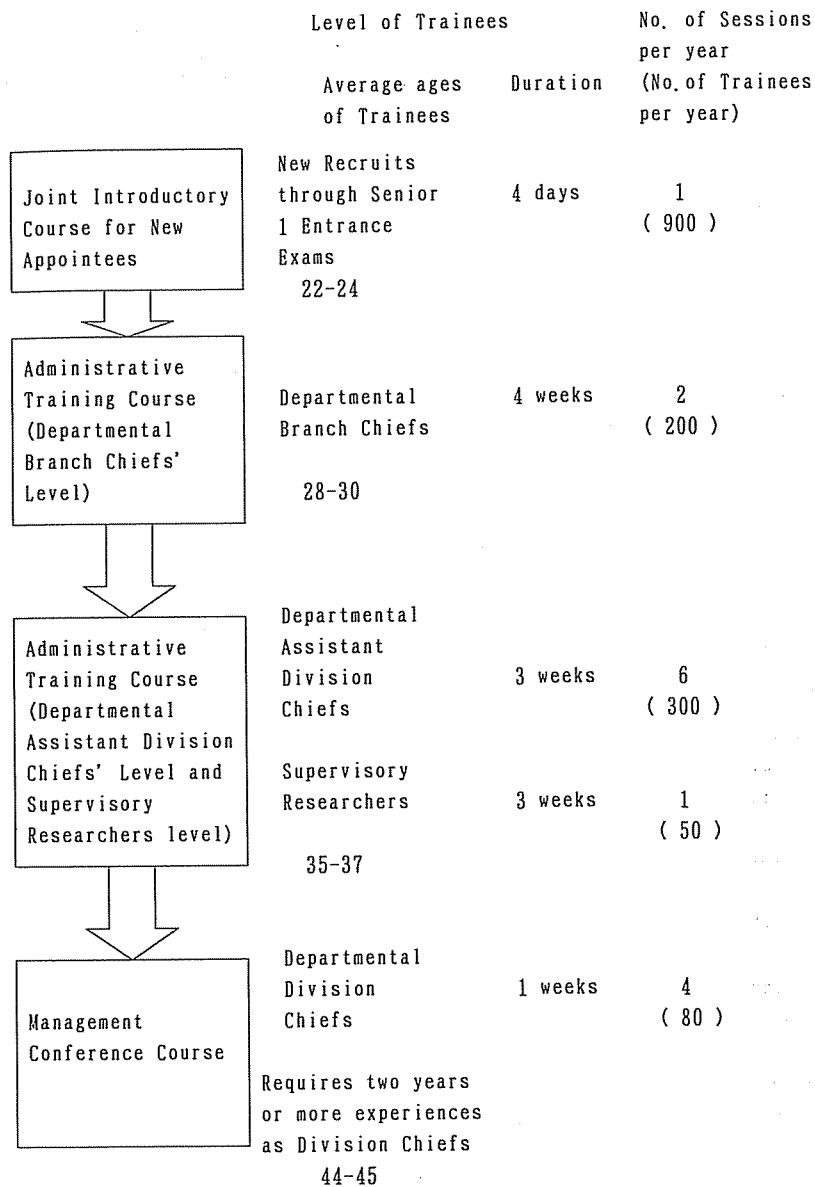
All cost for training are funded by the Institute, except trainees travelling costs. The Institute Trainees are chosen as follows. Respective ministries and agencies recommend the candidates based upon following standards provided that Director of institute of Public Administration, National Personnel Authority gives an approval:

- 1) Those who has the position of assisant division director in the headquarter office of respective ministry (ro equivalent position)
- 2) Those who fall in the category of seventh of eighth Grade of the Salary Schedule for the Administrative Service (I) or its equivalence and who have excellent working performances.
- 3) Thses who are under 40 years of age.
- 4) Those who are in good health.

The course is conducted six times a year and the training period is three weeks. It is held with roughly fifty persons at the Institute in form of a residential training. The course also invites several participants of similar level from private enterprises.

For one session out of six, it is conducted with the similar course for supervisory researchers of national research institute. This course is also held with roughly 50 persons.

Administrative Training System



Curriculum for Departmental Assistant Division Directors

Area	Subjects	hour		
		Lecture	Seminar	Others
Administrative Environment 39 hours	International Relations	3	9	
	Economic Movement	3	9	
	Human Rights and Public Administration	3		
	Labor Movement	3		
	Politics and Public Administration	3		
	Mass Media and Public Administration *	3		
	Management of Enterprise *	3		
	Judicature and Public Administration *		3	
	Science and Technology *	3		
	Policies of Modern Japan *	3		
	Finance of Modern Japan *	3		
Administrative Process 37 hours	Public Policies	9		
	Study on Policies		28	
Administrative Management 12 houts	Administrative Management		3	
	Personnel Management	3	6	
Others 8 hours	Health Control	(or 5)		5
	Culture	3		
Miscellaneous 12 hours	Opening and Closing			12
	Ceremonies, Orientation etc.			
Total		108 hours		

Note : * selective

Content of Training

(1) Outline and ideas

The training consists of lectures, discussions as well as seminars, nevertheless it focuses more attention on seminars than lectures in this course. The subject-wise hours to be consumed for the content of training are roughly as follows:

Lecture/discussions	36
Seminars	55
Others	17
Total	108

The lectures and seminars are aimed at promoting the apprehension of various policies in administration as well as elevating the administrative abilities which are deemed prerequisites to be high level administrators while broadly enriching an outlook on international relations and other together with cultivating a broad social common senses such as general culture and current events.

(2) Seminars

The seminar discussions are held in such manners as theme seminars, case studies administrative precedent studies and panel discussions among others.

Seminars are designed to develop fundamental idea of administration, through discussion and spontaneous learning of trainees who comes from different ministries and organizations, with different experience and ideas. It is also meant to enrich self-expression, determination and leadership through means of group discussions and exercises as well as to comprehend harmony and conference operation technique. The participants are required to chair one of the group discussions.

(i) Theme Training

Seminars in the Administrative Environment are Theme Trainings. The theme of the subject will be offered by the lecturer for each subject. Theme is usually chosen from current major problems which Japanese Government confronted with now, such as Japanese trading friction problem, Reconstruction of National Government budget or Deregulation et cetera. In conducting theme training, we divide 50 trainees into four or five groups and conduct preliminary discussions twice in groups followed by the main discussion. The main discussion is conducted jointly by four or five groups as final debate utilizing the content of the preliminary discussion. For the preliminary discussion each group of eight to ten persons have two to three chairpersons whose duties are roughly as follows.

Prepare necessary data and information for the seminar and chair group discussions. Then compile a report of respective group and make briefing at the beginning of the Main Discussion.

(ii) Case Study

For the class of "Study on Policies", case study method is used. So as to cope with various problems arising policy decision making process in administration or in executing the public duties, various problems with respect to the duties of civil servants are looked into in following way. First each participant is subjected to prepare one case by utilizing his or her own experience in the office. After listing all participants' case themes, outlines and its discussion points, each one is to hold seminar, presenting his/her case then chairing the following discussion. Four to six participants present at one time, other participants join one case study group on their preference. So this seminar is held again in groups of eight to ten persons. Seminar of Personnel Management is often conducted as case study and cases are usually presented by the lecturer, or sometimes participants make cases, too.

(iii) Panel discussion method is used for the Administrative Management and Judicature and Public Administration.

Panel discussions are aimed at deepening the recognition on social, economic and cultural problems among others which our country is currently confronted by listening to the opinions and discussions of the panellars (usually from participants) followed by question-and-answer discussion between the panellars and participants.

Fundamental Administrative Training Course

Besides four level's Administrative Training course for the career civil servants, from fiscal year 1985, this course has been conducted as one of Administrative Training course special for the selected employees initially appointed through the Entrance and Examinations. This course aims to equip the most talented employees through that exams, higher skills and knowledges on administration and by raising their moral, make them ready to be promoted. The training is held once a year and the duration is five weeks.

5) Group Training Course on National Government Administration

This training course, which is aimed mainly at contributing to the

development of governmental administration in the participating countries and thus to promote cooperative relations between developing countries and Japan. The course was started in 1967 and participants comes from almost all over the world in turn.

The course is managed and conducted by joint cooperation of Japan International Cooperation Agency and Institute of Public Administration in collaboration with the Ministries and Agencies concerned.

The purpose of the course is primarily intended to elevate the professional level of public administrators in the participating countries, and the curriculum is planned in order to contribute the modernization of the public administration and the social and economic development of their countries. The training curricula are organized in the varied forms of lectures (lecture-discussion), seminars, observation and study tours and on-the-spot studies. As the attachment study, the participant is to be assigned to the ministry concerned with the theme he (or she) selected.

Training Activities conducted by the Institute of Public Administration of N.P.A. in fisical year 1985

Nucleate Training (Training for the officials who assume a leading role in the adiministrative operation of each mininstry or agency)

Administrative Training

Name of Training	Duration	No. of trainees per year
Joint Introductory Training for New Appointees of the Level of College Graduates	4 days (once)	897 persons
Administrative Training Course (Departmental Branch Chiefs' Level)	4 weeks	178 persons
Administrative Training Course (Departmental Assistant Division Chiefs' Level)	3 weeks (six times)	298 persons
Management Conference Course	1 weeks (four times)	88 persons
Fundamental Administrative Training Course (Departmental Branch Chiefs' Level)	5 weeks (once)	49 persons

Special Group Training Courses for Foreign Government Officials

Name of Training	Duration	No. of trainees per year
Group Training Course on National Government Administration	12 weeks	13 persons

C Training Activities Conducted by the Office of Training and Development

(1) Training for the Staff of Local Organs

Joint training for local staff of the ministries and agencies is conducted by the levels of employees according to the jurisdictional area of each regional bureau (office) of the Authority under the auspices of the regional bureau concerned and Okinawa Office. This type of training is conducted when it is deemed to be more efficient if held uniformly than on an individual basis.

The purpose of these training is, except for training for newly-appointed employees, to develop a corps of administrators who are to assume the executive positions in local organs. Therefore the curriculums of these training are set up so as to enable the participants to build up an administrative vision and insight into social situations, and cultivate a sense of unity as government employees who are the servants of the whole people.

The Authority conducts training programs by career stage ranging from the Training for Newly-Appointed Employees of Local Organs, the Training for Middle Employees, the Training for Branch Chiefs of Local Organs, the Training for Assistant Division Chiefs of Local Organs to the Training for Division Chiefs of Local Organs. The Authority has been making efforts to strengthen and develop these training in order to formulate the system of training for the staff of local organs.

(2) Training for Development of Training Leaders

National Public Employees are, at least, requested to have self-consciousness as a public employee and to understand the aim of the organization to which he or she belongs and so on.

Though these points are slightly varying due to the difference of the contents of work, it is necessary for each ministry or agency to have its employees understand these fundamentals completely. Therefore, it is appropriate to make them understand these principles through training courses attended by leaders of each ministry or agency.

From this point of view, the Authority has been developing the training course to foster training leaders, who will be able to supervise staff who have subordinates.

Most training courses are led by specially-trained officers, who are not participants themselves, but whose job is to "lead" the trainees in training activities. Such officers are called "training leaders". Generally, it is agreed that training courses are most effective when led by able training leaders.

The Authority has designed three typical training courses for

developing such "training leaders". These courses are conducted by the seminar method.

a) Development of Training Leaders for J.S.T.

The J.S.T. (the Authority-developed supervisory training) is designed for field managers and supervisors in clerical work with the purposes of enabling them to acquire the basic principles of supervision and control of work and subordinates and of improving the efficiency of the organization. This training course was developed by the Authority and is widely used in private enterprises as well as national and local governments (total number of trainees a year about 30,000). As ten years have passed since the second revision in 1971, the Authority revised in 1982 the contents of J.S.T. to respond to various changes during the period. The revised course covers system operations, development of new management skills, development of subordinates, and promotion of staff committees for organizational objectives.

b) Training of Training Leaders for Courses to Improve Service to the Public

This training is conducted to develop training leaders for improving service to the public. That is, the purpose of such training is for government employees to acquire a fundamental knowledge and the techniques necessary for dealing with the public and to enable them to improve their attitude on duty. The constituent parts of the training are as follows:

1. What public servants should be like
2. Attitude in dealing with the public
3. Communication and words
4. Interview with the public
5. Telephone reception
6. Reception of documents

c) Development of Training in Ethics for Public Servants (K.E.T.)

Recently, in response to the growing number of social and economic problems facing Japan, the general public has shown an increased concern with the ethical standards held by public servants. The Training Policy Council points out in its report that it is particularly important that staff occupying central positions in the administration have high ethical standards. The Authority has been

conducting research on the methods of training from the viewpoint of raising the ethical standards of public servants, setting up the "Council for the Study of Training in Ethics for Public Servants". In 1981 it developed the "Public Servants Ethics Training Course" (K.E.T .: Public Servants Ethics Training Course by the method of the Association of Training of Public Servants) in cooperation with the the Association of Training of Public Servants which runs the training institutes in national and local governments.

** See the Appendix C

(3) Government Fellowship Programs of Administrative Officials

In order to cope with the growing complexity, high advance and internationalization of governmental administration in recent years, it has become necessary to bring up a corps of administrators well-quipped with knowledge and ability required for comprehensive problem-solving and with a global vision and international sense.

To meet these needs, several Government Fellowship Programs of Administrative Officials have been conducted:

(i) The Government Long-Term Fellowship Program for Overseas Study of Administrative Officials was inaugurated in 1966 to send young administrators to graduate schools and so on in foreign countries for about two years.

(ii) The Government Short-Term Fellowship Program for Overseas Study of Administrative Officials was designed in 1974 to send middle-level administrators for about six months, to foreign government agencies, international organizations and so on.

(iii) Government Fellowship Program for Domestic Graduate-Study of Administrative Officials was started in 1976 to send young administrators for about two years to a master course of domestic graduate schools.

a) The Government Long-Term Fellowship Program for Overseas Study of Administrative Officials

The purpose of this program is to develop administrators necessary for international activities by sending young administrators to graduate schools and other educational institutions in foreign countries for about two years and having them engage in the research needed to cope with the internationalizing administration.

Long-term fellows are selected from among the candidates who are recommended by the ministries and agencies out of the promising and

brilliant members of their staff who have performed administrative work for not more than six years, in principle, since their initial appointment on April 1 of the year of their detachment by means of a selective examination by the Authority.

The total number of those who have won the fellowship since the start of this program in fiscal 1966 up to fiscal 1985 is 583 (including 20 assistant judges, 19 public prosecutors and nine civilian employees of the Defense Agency, and the numbers of the awardees and the countries to which sent are: 377 to the United States of America, 100 to the United Kingdom, 71 to France, 30 to West Germany, five to Canada and five to Australia.

b) The Government Short-Term Fellowship Program for Overseas Study of Administrative Officials

This program is designed for middle-level administrators to acquire specialized knowledge, skills, etc. to cope with the internationalizing administration by sending them for about six months, to foreign government agencies, international organizations, etc. and having them engage in research and studies on each of their subjects of study.

Short-term fellows are selected from among the candidates who are recommended by the ministries and agencies out of the members of their staff with the grades of three to five of the Salary Schedule for Administrative Service (I) and have served for six or more years since their initial appointment on April 1 of the year of their detachment by means of a selective examination by the Authority.

The total number of fellows sent up to this year since fiscal 1974 when the program was started is 380 the breakdown 215 to the United States of America, 21 Canada, one Columbia, 54 the United Kingdom, 29 France, 25 West Germany, five Switzerland, four Holland, four Belgium, two Italy, three Spain, 15 Australia, one New Zealand and one Singapore.

c) The Government Fellowship Program for Domestic Graduate-Study of Administrative Officials

This system aims to equipping young administrators with knowledge, skills, etc. to cope with complex and highly advancing administration by sending them to a master course of domestic graduate schools (presently the Research Division of Management and Policy Science in the Graduate School of Tsukuba University and the Research Division of Policy Science in the Graduate School of Saitama University)

having the purpose of development of high-level professionals and having them engage in a research in an interdisciplinary field.

The awardees of the above-mentioned fellowship are selected from among the candidates who have served for about three to less than six years since their initial appointment on April 1 of the year of their detachment and are recommended by the ministries and agencies by means of a selective examination by the Authority and the entrance examination to graduate schools of universities.

The total number of fellows sent up to fiscal 1985 since the start of this system is 94.

(4) Special Group Training Courses for Foreign Government Officials----
Administrative Training for Korean Government Officials

The Authority, as the central personnel agency, is responsible for over-all planning, coordination and so on of training programs conducted by the ministries and agencies as well as for planning and conducting some training courses on its own, and has been achieving satisfactory results in its own way.

Meanwhile it seems to be properly recognized, even in foreign countries, that in Japan remarkable human resources have been introduced to the public administration, its abilities have been introduced to the public administration, its abilities have been well controlled and, consequently, economic and social development in Japan have been achieved favourably by the leadership of these persons of ability.

Owing to these circumstances, the request has come up that Japanese Government receive administrative officials from foreign countries who wish to study about Japanese public service system. In order to meet this need, the Authority has been taking in conducting such training courses so as to give them necessary knowledge.

This training, at the request of the Korean Government, was inaugurated with the aim to give senior government officials and training administrators special knowledge and techniques necessary in dealing with the growing complexity and high advance of governmental administration and to develop the mutual exchange between two countries in the field of public administration by having the opportunity that they see the actual condition of Japanese society.

This training now consists of two courses, Executive Management Course and Training Management Course.

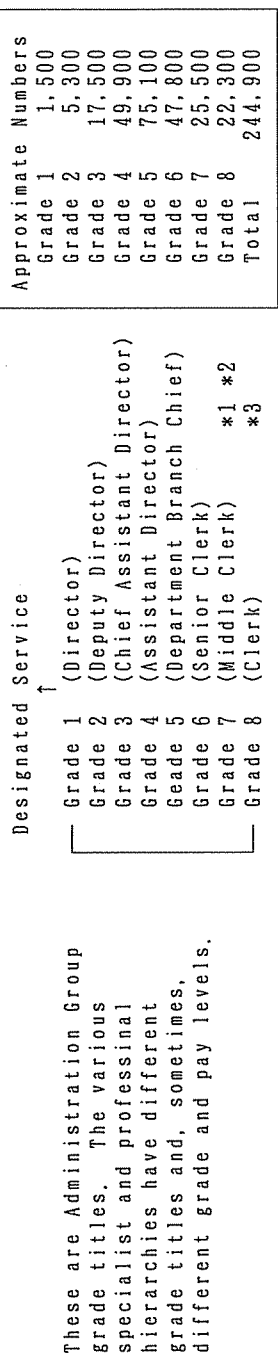
IV Problems to be Resolved in the Future

The recent situation surrounding the public administration in Japan is very severe because of the reduction of number of staff and so on owing to the tight financial circumstances. In this context, the role of training is now growing to be further important in order to improve the vital power of each organization and to secure full justice and efficiency-improvement in the public service.

Consequently, it is necessary to recognize the whole training system and reconsider the training curriculum thoroughly in training conducted by the ministries and agencies in order to cope with the growing complexity and high advance of governmental administration.

Furthermore, with a view to answering internationalization of public administration it is much expected to foster capable persons who can negotiate successfully in international affairs and those who have the ability to plan appropriate foreign policies according to each foreign countries' situation in social, industrial or cultural aspects. In this sense, it is firmly requested that Fellowship Programs for Overseas Study of Administrative Officials are further developed and strengthened.

Appendix A A Simplified Diagram Showing Grades in the Administrative Group
(as of March, 1984)



- *1 Mixed school level entry from about age 22 and graduates from university (Type I)
- *2 Mixed school level entry from about age 20 and graduates from junior college (Type II)
- *2 School level entry from about age 18 (Type III)

Recruitment is done exclusively by the National Personnel Authority for these and specialist equivalent grades, in principle, by the competitive examination.

(note) About 8,700 a year are now recruited as Administrative Group, with 700(Type I), 1600(Type II) and 6,000(Type III) by the competitive examination. The other 400 are recruited by the exceptional evaluation.

Appendix B

Rule 10-3 of the National Personnel Authority
(Training of the Personnel)

(General Rule)

Article 1. Training of the personnel, except as provided else in particular, shall be subject to this rule.

(Purpose of Training)

Article 2. The purpose of training is to enable employees to acquire knowledge, learn skills, etc. required in the performance of their duties and responsibilities at present or near future positions, and to develop their ability and quality, etc. necessary for the performance.

(Competence and Responsibilities of the National Personnel Authority)

Article 3. In order to ensure that training should be conducted adequately, the National Personnel Authority (hereinafter referred to as the Authority) is responsible for overall planning and coordination, guidance and advice of training conducted by each head of ministries and agencies (hereinafter referred to as each head), besides, the Authority may make research or require reports of the training conducted by ministries and agencies.

The Authority shall make efforts to plan and conduct training, which is necessary to be conducted interministerial for employees of ministries and agencies together and which the Authority considers appropriate to conduct on its own initiative.

(Responsibilities of Each Head of Ministries and Agencies)

Article 4. Each head shall make efforts to grasp necessity of training for employees, and on the basis of its results, to plan and conduct the training.

Each head, when he plans and conducts training, shall take care that training should encourage employees to do self-development in order to achieve greater training results.

Each head may, in the case that he considers it necessary, conduct training, by entrusting it to institutes of other ministries or agencies, colleges or other organizations.

(On-the-Job-Training)

Article 5. Each head shall make supervisors of employees conduct necessary training for their employees on the regular duties.

Each head shall, for the purpose of ensuring that on-the-job-training above-mentioned shall be conducted adequately, take proper measures such as guidance and other necessary matters to supervisors of employees.

(Off-the-Job—Training)

Article 6. Each head may, in the case that he considers it necessary, give employees order to attend training exclusively off the regular duties.

Standards necessary for conducting off-the-job-training above-mentioned shall be established by the Authority.

(Treatment of Duties of an Employee Attending Off-the-Job-Training etc.)

Article 7. In the case that an employee attends above-mentioned training off the whole day duties, he is considered to be engaged in the work for the regular work hours of the day.

This shall not, however, apply to hours when an employee does not attend training through leave etc.

In the case above-mentioned, the Authority shall prescribe necessary matters for applying a provision of the rule of the Authority 15-6 (leave) or any other provision that the Authority lays down.

(Duties and Responsibilities of an Employee Attending off-the-Job-Training)

Article 8. An employee who attends off-the-job-training shall comply with the disciplines and other rules which the organization conducting the training lays down within the limit that those are admitted to be necessary for effective conduct of the training.

(Grasp of Training Effectiveness and Document of Training)

Article 9. Each head shall, when he conducts training, make efforts to grasp its effectiveness for the improvement of the training plan, raising up of employees efficiency and other personnel administration, and he shall make and keep documents of the training which format the Authority provides.

(Reports of Training)

Article 10. Each head shall report, once a year, to the Authority on the summary of training designated by the Authority on the preceding article.

Appendix C

On Ethics Training for the Japanese Government Employees

1. The background of this training program implementation

Recently in our country, with the increasing complexity and diversity of public administration which has accompanied the development of society and the economy, citizens' concern about the quality of public service has increased. It is a natural attitude by citizen who want their demands to be met. However, it has resulted in a severe scrutiny

of the whole public administration.

Therefore it is becoming important to improve the ethics of public employees, to urge them to realize the importance of their status and duties, in order to ensure the nation's trust in the public service.

2. The enactment of training as a step to improve ethics

To begin with, public employees' ethics can not be developed in a day or two, the basis of an ethical public service is the establishment of each individual sense of duty and mission as a public employee. Several aspects can be thought of to raise ethical standards: a legal system to forbid public positions to be owned as personal belongings, on the job training by managers or supervisors, formation of personality by the education before recruitment. The program described here is intended to raise the ethical standards of the public employees step by step through conducting a ethical training course.

3. The outline of the training course

(1) The name of the training

Komukenshukyogikai Ethics Training (KET)

Note: Komukenshukyogikai (Public Service Training Council) is an organization consisting of training institutions for national and local public employees. (President: the President of the National Personnel Authority, number of member institutions: 280)

(2) Participants in the training courses

Lower level officers and front line supervisors who work in the national and local public administrations.

(3) The contents of the training

Ethics can be generally interpreted as the proper way to a human being to conduct him or herself. Public employees' ethics can be defined basically as the norm required of the public employee or a behavioral principle held by the public employee, hence the content of the training summarized as follows.

(a) A philosophy of occupation

Instruction will be given in two areas. One is to ensure that an employee responds to the demand of the society as well as his or her own organization through their activity as a working man or woman. The other is the aspect of perfection of self as working person.

(b) Characteristics of public service

Instruction will be given on the importance of public administration, the public employees' specific duties, the public service regulations and so on. How to behave as a servant of the public as a whole will be discussed.

(c) Public employees' moral and morale

Standards of conduct and what employees should not do will be discussed. Also to be discussed is the necessity of will and attitude to serve for the public benefit positively without remaining passive.

(d) Practice on the job

Practical training will be provided for public employees so that they will be able to put those ethical standards into practice on the job.

(4) The method of training

Because of the content of the training, a discussion style using case studies will be used, in this way, trainees can study actively and enlighten each other, rather than have opinions imposed on them unilaterally.

(5) The training time required

9 hours is the standard time required, however it can vary from 7 hours to 12 hours according to the circumstances.

To implement this training program it is necessary to develop training directors. The training for directors has also been implemented and about a thousand directors have been trained so far.

Since supervisors' guidance or initiative is indispensable in order to raise the ethical standards of public employees, it is necessary to establish a proper training method for employees holding leading position such as section chief, and to develop teaching materials. The National Personnel Authority is to study these matters further.