

## Abstracts

### Working Styles and Motivation in the Public Sector

**Kazufumi Yugami (Kobe University), Shoichi Sasaki (Kobe University)**

This paper focuses on working conditions, such as the number of working hours and the ease of taking leave or child care leave, and compares this in the public sector to the private sector using comparable data. The paper also examines the features of labor supply in the public sector in terms of individual motivation including economic factors and intrinsic motivation grounded in the public sector. The results suggest that public sector jobs provide a more family-friendly working environment than in the private sector, and that women with high educational attainment are more likely to enter and continue their work after marriage or childbirth in the public sector than in the private sector. Furthermore it is found that public sector employees place higher values on service to society as found in other countries. However, public and private sector employees assign equal values to extrinsic rewards (e.g. high pay and the opportunity for training), suggesting that labor conditions may serve as an incentive to work in the public sector.

### Pay Determination of Local Public Employees: An Empirical Analysis Using Data on Cities other than Ordinance-Designated, Core and Special Cities in Japan

**Souichi Ohta (Keio University)**

This paper empirically investigates the factors affecting the pay for municipal employees engaging in administrative jobs by using data on cities other than ordinance-designated, core and special cities in 2011. The major findings of the paper are as follows: First, estimation results of pay levels and the Laspeyres index show that an increase in the real debt expenditure ratio of a local government results in a lower level of pay. On the other hand, the Laspeyres index of the cities tends to be higher in cities with a larger number of pay grades or those with a relatively high average pay grade. The average pay grade of workers, in turn, is affected by average age of workers, employment growth rate, and the existence of inadequate pay upgrading policy called 'watari'. The effort of each city to reduce deficits by cutting back on its pay levels strengthened the link between the local government pay and the local private sector wages. It is found, however, that recent (2006-2011) changes in local government pay do not show stronger linkage between the local government pay and the local private sector wages.

### Promotion Mechanisms among Police Bureaucrats: an Empirical Analysis based on Career Data of the National Police Agency

**Toshihiro Ichise (Kobe University)**

This study analyzes the promotion structure of the National Police Agency, taking into account job assignments and horizontal transfers, as well as vertical job rotation, in order to elucidate policies for the encouragement of skill formation among police bureaucrats, a form of civil servant. I explore this point by examining the lifelong career of bureaucrats using methods such as Rosenbaum's career tree model. The results show that almost all police bureaucrats advance to the rank of "officials of designated service" similar to executives of private firms, and then the selected few advance to the top two ranks, suggesting incentives for promotion persist until the decisive selection around their 30th year in the organization. In other words, this confirms that the National Policy Agency adopts the policy of "extremely slow promotion" to encourage skill formation among all of its police bureaucrats. Furthermore the study examines whether the experience of specific jobs and positions has an impact on the decisive selection in their late-career period. The results indicate that the organization potentially selects the executive candidates in the early stage of their job career and develops them by assigning important jobs, sections and positions.

Human Resource Management System of the Public Employee: Consideration from a Double Comparison

**Hajime Ohta (Doshisha University)**

Recent arguments on public human resources management often refer to the management of private enterprise, or refer to the management of public administration in the US. However, the conditions of the public and private sectors differ and there are also country-specific constraints in Japan. As a result, the reforms often failed in the process of applying an idea and a proposal to the field. For example, in recent years, the merit system was introduced to public administrations, but under the centralized personnel system or collective office system represented by a "large room" principle, it is difficult to measure correctly the results of an individual, and to reward them fairly. There are also public servant-specific constraints such as plural targets, and they are not typical "homo economics". Furthermore, for them career changes are difficult as their employment is guaranteed strongly by the law. With consideration to the environment surrounding public servants, the public-specific constraints and Japanese peculiarity, it is necessary to reform personnel management in the direction to take advantage of external resources.

The Voice of Labour Unions in Japanese Local Governments: With a Focus on the Local Government Staff Engaged in Clerical Work

**Hodaka Maeura (The Japan Institute for Labour Policy and Training)**

The purpose of this paper is to clarify the communication function of the labour union of government officials, mainly of the local government staff engaged in clerical work. Although local government staff engaged in clerical work constitute the majority of government officials in Japan, it can be said up to now they have not been considered as the object of industrial relations research. In addition, the industrial relations system of government officials is subject to many restrictions that are imposed by law. Therefore, here we describe the industrial relations system of government officials in detail and also focus on the communication function of the labour union of government officials through example cases of three cities. In City Hall A, labour-management consultation meetings are being held regarding the staff organization of the following fiscal year, and in City Hall B labour-management consultation meetings are being held regarding the planned reorganization for the purpose of improving the provision of services to their residents. The unions of these local governments are contributing indirectly to the outcome of the quality and quantity of administrative services by making statements on staff organization and reorganization. In the case of City Hall C, although tense relations exist between labour and management, in order to fill the gap between them relating to the policies of the authority, the union tries to actively speak out on the policies. As seen from these three unions, the communication function of the labour union of government officials can be likened to the "participation in management" (in case of local government: policy participation) that can be seen in the labour-management relationship of private enterprises. Furthermore, in all of these cases, unions and authorities share a common goal of improving the provision of services to their residents, and use integrative bargaining in search for better solutions. Moreover, these functions have an influence on the provision of administrative services, and therefore also affect the residents (in the case of national civil servants, then the people of the country). Thus it can be concluded that the communication function of the labour union of government officials has a profound effect.

Analysis and Comment on Labor Precedents from a Public Law Point of View

**Keiko Sakurai (Gakushuin University)**

In the field of administrative law, it is considered that the debate between public law and private law has already been resolved. Based on this premise, new discussions on public law that are different from conventional views have been prompted by the revision to the Administrative Case Litigation Law in 2004. Nevertheless, this has not been reflected in judicial precedents to labour related issues. Take for example cases concerning the refusal of the reappointment of government officials on fixed-term contracts; these cases are dealt with using primitive logic as if still resting on the old-fashioned debate between

public law and private law, and here the academic knowledge of administrative law has hardly been utilized. The conventional method of problem solving was divided into two opinions. One was that if it is a public law employment relationship, then it is not a contract and therefore the doctrine of abuse of dismissal rights shall not apply, and the other was that if it is not a public law employment relationship then it is a private-law employment relationship based on an employment contract and therefore the said doctrine shall apply. However neither opinion is right. Since certain issues exist that are unique due to the system based on National Public Service Act, the treatment of public officers cannot be dealt with identically to workers in the private sector. Although there is room to apply the theory of contracts to the employment relationship of a public officer, the contract in this instance cannot be treated as being the same as the contracts in private law, and multifaceted examinations must be made. Although remedies such as party suit or protest suit exist in public law, there is a need to pay special attention to the fact that neither is mutually exclusive. This can lead to the said public officer being virtually subject to a denial of justice, which is a risk that is often seen in administrative litigation.

[訂正]

2013年4月号「テーマ別にみた労働統計」のエッセイ「学卒者の就労」の記述に誤りがありました。下記のとおり訂正いたします。

P41 右列上から16～17行目

誤) 2012年間の卒業者の就職率

正) 2010年度間の卒業者の就職率

月刊 ビジネス・レーバー・トレンド

# Business Labor Trend

7  
July 2013

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号  
特  
載

海外労働トピックス  
国内労働トピックス  
最新の労働統計  
連載エッセー

世界各国の労働情報トピックスを紹介  
労働行政、法律・制度改正、労使関係など  
専門家が最近の変化や見通しを分析  
「労働図書館新着情報」

- 3月号「働く人のメンタルヘルスケア」
- 4月号「65歳までの高齢者雇用」
- 5月号「東日本大震災後の雇用・労働」
- 6月号「いじめ・嫌がらせの実情と課題」

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## メールマガジン労働情報

行政、統計、判例、法令、労使、海外、イベントなど  
労働関係の情報を週2回無料で電子メールにてお届けします

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特  
集

## 世代別の職業と勤労生活に 関する意識

——2本のJILPT調査から

働く人の意識は、職場を取り巻く環境の変化やライフスタイルの多様化などの時代の流れのなかで、どのように変化しているのか。また、自分のスキルについてどのように認識しているのか。特集では、世代間の相違に着目しつつ、当機構がこれまで6回にわたり実施してきている「勤労生活に関する調査」と、20～50歳代の成人がどのような職業・生活スキルを持っているかを調べた意識調査から、勤労者の職業生活における「意識」に焦点をあてる。

### 「勤労生活に関する調査」による勤労意識の分析の試み

——いわゆる「バブル世代」というもの? 浅尾 裕 JILPT労働政策研究所長

### 性別と世代ごとにみる仕事と生活に関する意識の変化

—— JILPT第6回勤労生活に関する調査 調査・解析部

労働研究における意識調査の意義 池田心豪 JILPT副主任研究員

### 成人の職業スキル・生活スキル・職業意識

——「20～50代1600名の職業スキル・生活スキル・職業意識」調査結果 調査・解析部

最近の調査結果から

### 治療と仕事との両立の課題は「休職者の復帰後の仕事の与え方、配置」がトップ

「メンタルヘルス、私傷病などの治療と職業生活の両立支援に関する調査」

調査・解析部

◆購読のお申込みは

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