

## Abstracts

### The Concept of Jobs in the National Civil Service

**Mariko Okada** (Wakayama University)

The purpose of this paper is to clarify the current characteristics of jobs in the national civil service and to present some of the issues that need to be addressed. The personnel management system for the national civil service was established in the context of postwar reforms by the General Headquarters (GHQ) of the US-led occupation, which were oriented toward democratization. A job classification system was strongly demanded as a pillar of democratization, but it was not in line with on-site operations. Salary schedule categories, grades, and positions were used as surrogate criteria for classifying government positions. The operation of a personnel management system with such an ambiguous job concept triggered arbitrariness in the field and led to deterioration of the working environment for the national civil service. What triggered the change to such a situation was the move toward the visualization of job concepts brought about by the reorganization of ministries and agencies due to administrative reform and the introduction of a personnel evaluation system.

### A Study of Ethics in Public Service: The Relation between Ethics and Long Working Hours

**Joji Nakaya** (Kindai University)

This study aims to clarify ethics in public service. Due to the lack of a standard definition for the term "ethics" in public service, the study tries to establish the characteristic of ethics in public service. First, the differences between professional ethics for medical doctors and lawyers and ethics in public service are clarified, and the characteristics of ethics in public service are presented. Public officers are servants of the people, and the ethics of public service combine the relationship between the individual and the organization, the obligation to devote themselves to their duties, ethical attitudes due to exclusive practices in their service, and ethical attitudes for cases of compulsory enforcement. Finally, the study finds that there is a relationship between ethics in public service and the long working hours of public officers. This finding provides several important suggestions for the definition of ethics in public service in Japan, and may also help to implement work style reform for public officers.

### Working Styles and Industrial Relations in the Public Service Sector

**Koichi Matsuo** (Aoyama Gakuin University)

This paper first points out the characteristics of the working style and personnel management of Japanese public employees in terms of comparison with private sector workers, as well as the legal and institutional characteristics and actual conditions of industrial relations in the public service sector. It then reviews previous studies that have analyzed the actual conditions of industrial relations in the public service, and confirms their significance and limitations. This is followed by a review of the various public service sector reforms that have been promoted in recent years, particularly reforms concerning working styles, and a discussion of how these reforms have affected the working styles of public employees and the nature of public service work. The response of public service labor unions to the changes in working styles as a result of the reforms is also examined, in addition to how public service industrial relations have changed, focusing on the performance appraisal system and work style reforms. Based on the above, it concludes with a discussion of the expected working styles of public employees to ensure the quality and publicness of public service, and how public service industrial relations can contribute to the realization of such working styles.

### An Analysis of the Recent Reform for "Non-regular" Public Employees in Japan

**Hirotaka Hayatsu** (Kanazawa University)

Problems associated with non-regular employment, such as unstable legal status and wage disparities between regular and non-regular employees, arise not only in the

private but also the public sector. In Japan, neither the Public Officials Law nor the Labor Law had provided effective legal recourse for non-regular public employees. However, in April 2020, a new system for local governments was implemented with the goal of improving the treatment of non-regular public employees. This study analyzes the recent reform and recommends more effective legal remedies for non-regular public employees. First, the findings revealed that the recent reform has two primary goals: improving the treatment of “non-regular” public employees, and organizing concepts of their legal status. However, the effects of the reform in terms of improving treatment are insufficient. Second, the necessity of establishing a new legal system that enables an increase in the number of “non-fixed term” as opposed to “regular” employees as well as accumulating precedents that appropriately guarantee the rights of non-regular public employees are analyzed.

#### Personnel Changes (Job Assignment) of Civil Servants, Related to Human Resource Development

**Kazuyuki Marumi** (Kobe Gakuin University)

This paper analyzes personnel changes (job assignment) of civil servants, related to human resource development. The starting point for the analysis is a comparison with previous research on personnel changes in private companies. It is a research targeting “university graduate white-collar workers” who play an important role in modern society. The target of the analysis is local civil servants. Because they make up more than 80% of the civil servants in Japan, and there is little accumulation of previous research. As a result of the analysis, it became clear that the frequency of personnel changes among local civil servants is not significantly different from that among employees of private companies. On the other hand, regarding the scope of personnel changes (the breadth and narrowness of careers), it was observed that there were repeated personnel changes to an extremely wide range of occupational fields compared to private companies. All of these results are different from the assertions in previous research on local civil servants. As a result of repeated personnel changes to such a wide range of occupational fields, there is very little experience in related occupational fields even in jobs where specialization is strongly required, and at least the expertise of staff is not acquired from work experience. Given the importance of OJT in acquiring skills, they should be considered for improvement. As a direction of one trial, we proposed improvement by decentralizing personnel functions.

#### Current Situation and Challenges of Local Government Recruitment Activities: Focusing on the Reform of Recruitment Examinations

**Motomichi Otani** (Dokkyo University)

Local governments in Japan are working to reform their civil servant recruitment examination systems to compete with the vigorous recruiting activities of private companies. A typical example of this is the shift to private-sector-type recruitment examinations. Since no special study is required, people who would not have previously aimed to become local government employees are now taking the examination, but this does not necessarily mean that excellent human resources are being hired. This is because there is a gap between the kind of people that local governments want to hire and those who take the examination. In response to the earlier hiring schedule of private companies, the examination schedule has been moved up. As each local government moved its examination dates earlier, examination dates that had been somewhat uniform were broken up, making it easier for applicants to take the examinations of other local governments. As a result, the top tier of the recruitment examinations began to overlap among multiple local governments, and the number of applicants who declined to take the examination increased sharply. Given these circumstances, it is possible that even if the number of applicants has increased as a result of the reform of the recruitment examination, the actual number has not grown as much as expected, and the number of applicants has only increased due to more applicants applying to different local governments. If this is the case, then the recent reform may have plunged local governments into competition for human resources not only with the private sector, but

also with other local governments.

Changes in the Sources of Senior Officials of the Central Government: With Some Implications from International Comparison

**Hiroko Shimada Logie** (Kyoto University)

In Japan, the so-called career system, under which those who have passed the Level I Examination are internally developed as future senior officials, was sustained despite the postwar US-style National Public Service Act. Since the 2000s, there have been some attempts to enhance openness, such as the restructuring of the examination system and the introduction of fixed-term employment. However, the core of the reform was to centralize personnel management of senior officials to make them obedient to the prime minister without changing their major role as political coordinators, which has had the result of formally authorizing both a closed system and a politico-bureaucratic relationship specific to Japan. The recruitment of senior officials in major countries can be shown by a diagram using two axes: closed versus open, and merit-based versus political intervention. France and Germany succeed in recruiting top students, whereas the US suffers from the civil service being unpopular. The UK, which has been moving to an open system since the 1990s, has faced various problems. Comparison with these countries tells us that the simple pursuit of democratic control does not work, and that it is vital for there to be incentives in the labor market, under electoral restraints, to attract competent people who can fulfill the role requested from politics.

Competition for Promotion in the “Non-career” National Civil Service: Regarding National University Officials Prior to Incorporation

**Keiko Watanabe** (Musashino University)

Previous studies focusing on ministry headquarters have analyzed the promotion structure of “non-career” national public officers as late selection. In fact, many non-career officials work in local branch offices, and ministries then recruit non-career officials from local branches to headquarters. National university officials are one example of this promotion structure. A prior study has revealed the existence of a fast track for national university officials through interviews and analysis of positions. Non-career officials account for more than 90% of national civil servants and play a significant role, but their promotion structure has not yet been fully clarified. In this paper, we focus on national university officials prior to incorporation. We clarified the details of competition for promotion by creating career trees for officials hired in 1968, 1970, 1971, and 1972 at one large comprehensive national university. The results showed the following: firstly, there is a fast track in which those who are selected early as candidates for management positions are transferred to a ministry and become managers after serving in the ministry; secondly, late selection takes place among the fast track group, which appears to be late selection when focusing only on ministry headquarters; and thirdly, those who were not on the fast track continued to compete for promotion among that group until late in their careers.