

Chapter 1. Appointment of Employees

Appointment of national public employees is carried out based on the results of the recruitment examination, work performance, or other verifications of competence.

Based on the principle of this merit system, recruitment of national public employees is made, in principle, through an open, equal and competitive examination. If not, appointment is made through evaluation. In addition, in recent years, a variety of systems have been developed to facilitate recruitment from the private sector for the purpose of activation of the public service and a large number of people have been recruited from the private sector through evaluation. Personnel exchanges have also been conducted between the public and private sectors.

From the perspective of maintaining the efficiency of the public service and ensuring appropriate operations of the public service, public employees are subject to punishment such as dismissal and suspension of employment against their will when they fall under certain cases.

Section 1. Recruitment Examinations**1. Outline of Recruitment Examinations**

The NPA itself conducted 14 types of recruitment examinations on 15 occasions as a recruitment body in FY 2006 as shown in Table 1-1. In addition to these examinations, there were three other types of examinations on three occasions designed by the NPA and conducted by other organizations, namely, the recruitment examination for specialist personnel at the Ministry of Foreign Affairs (MOFA) conducted by the Ministry, the recruitment examination for postal managerial service employees, and the recruitment examination for postal regular service employees, both conducted by the Japan Post .

Of the recruitment examinations conducted by the NPA, the Level I, II, and III Examinations are primarily designed to recruit for positions common to the Cabinet Office and Ministries while the other 11 types of recruitment examinations are designed to recruit for specific services of the Cabinet Office and respective Ministries.

[Table 1-1] National Public Employee Recruitment Examinations Conducted in FY 2006

(Part 1) Recruitment examinations conducted by the NPA

Qualification	Type of examination	Number of applicants (A)		Number of successful applicants (B)		Ratio (A/B)
			Number of female applicants		Number of female applicants	
University graduate-level	Level I Examination	persons 26,268 (31,112)	persons 7,796 (9,011)	persons 1,592 (1,674)	persons 282 (282)	times 16.5 (18.6)
	Level II Examination	47,709 (61,621)	14,904 (18,889)	3,989 (5,300)	1,108 (1,422)	12.0 (11.6)
	National taxation specialist	16,041 (18,129)	5,148 (5,554)	1,721 (1,536)	541 (441)	9.3 (11.8)
	Labor standard inspector	4,636 (5,983)	1,295 (1,571)	127 (144)	26 (35)	36.5 (41.5)
	Instructor at juvenile reformatories and juvenile classification offices	2,877 (3,465)	1,072 (1,337)	147 (139)	44 (31)	19.6 (24.9)
	Air traffic control officer	1,087 (1,424)	322 (440)	86 (71)	26 (18)	12.6 (20.1)
	Subtotal	98,618 (121,734)	30,537 (36,802)	7,662 (8,864)	2,027 (2,229)	12.9 (13.7)
Senior high school graduate-level	Level III Examination	21,358 (26,370)	7,137 (9,144)	1,759 (2,002)	640 (657)	12.1 (13.2)
	Imperial guard	987 (1,175)	295 (306)	63 (35)	20 (6)	15.7 (33.6)
	Prison guard	6,380 (7,955)	1,123 (1,424)	1,314 (949)	203 (176)	4.9 (8.4)
	Immigration security guard	2,823 (3,468)	684 (869)	224 (197)	74 (57)	12.6 (17.6)
	Aeronautical Safety College student	998 (950)	248 (276)	170 (168)	35 (47)	5.9 (5.7)
	Japan Coast Guard Academy student	869 (952)	138 (159)	77 (76)	16 (8)	11.3 (12.5)
	Japan Coast Guard School student	2,640 (3,195)	398 (416)	299 (198)	33 (18)	8.8 (16.1)
	Japan Coast Guard School student (special examination)	5,467 (4,489)	1,090 (1,028)	254 (273)	44 (32)	21.5 (16.4)
	Meteorological College student	459 (541)	93 (136)	81 (42)	7 (4)	5.7 (12.9)
	Subtotal	41,981 (49,095)	11,206 (13,758)	4,241 (3,940)	1,072 (1,005)	9.9 (12.5)
Total	140,599 (170,829)	41,743 (50,560)	11,903 (12,804)	3,099 (3,234)	11.8 (13.3)	

(Note) The figures in parentheses represent data from FY 2005.

(Part 2) Recruitment examinations conducted by the Ministry of Foreign Affairs and the Japan Post

Qualification	Type of examination	Number of applicants (A)		Number of successful applicants (B)		Ratio (A/B)
			Number of female applicants		Number of female applicants	
University graduate-level	MOFA specialist personnel	persons 808 (878)	persons 432 (497)	persons 46 (50)	persons 23 (24)	times 17.6 (17.6)
	Postal managerial service	7,215 (5,755)	2,446 (1,697)	110 (59)	35 (18)	65.6 (97.5)
	Subtotal	8,023 (6,633)	2,878 (2,194)	156 (109)	58 (42)	51.4 (60.9)
Senior high school graduate-level	Postal regular service	60,228 (64,996)	14,917 (18,799)	11,892 (11,799)	4,104 (4,435)	5.1 (5.5)
Total		68,251 (71,629)	17,795 (20,993)	12,048 (11,908)	4,192 (4,477)	5.7 (6.0)

(Note) The figures in parentheses represent data from FY 2005.

2. Method of Recruitment Examinations

The recruitment examinations are designed to relatively assess whether applicants have the abilities to perform duties required for the respective public services. Therefore, these examinations are conducted by combining examination subjects such as liberal arts, specialized subjects, and interviews to effectively verify knowledge, skills, and other abilities required to perform the relevant duties. In the Level I Examination, for example, the “liberal art test” to examine general knowledge and intelligence required as a national public employee, the “specialized subject test” to examine expertise and skills required for each of 13 examination categories including administration, law, economy, and science and engineering, and the “comprehensive test” to examine comprehensive judgment and thinking abilities are given in the form of written tests. In addition to these, the “interview test” is conducted to examine personality and interpersonal skills.

Among these examination subjects, the specialized subject test and the comprehensive test are prepared after deliberations and reviews involving university professors commissioned as examination expert members and employees with expertise from the Cabinet Office and each Ministry.

After conducting the recruitment examinations, the NPA conducts research such as reviews of the examination method through analysis of examination results and a fact-finding survey of examination subjects taught at each school as appropriate to enhance suitability and reliability of the recruitment examinations.

3. Online Application for Recruitment Examinations

From the perspective of responding to increased efficiency and sophistication of administrative affairs and promoting convenient application for the recruitment examination, the NPA introduced the online application system for the air traffic control officer recruitment examination and the entrance examination of the Aeronautical Safety College in FY 2004, in addition to conventional applications via postal mail, etc. In FY 2005, the online application system was expanded to the immigration security guard and the imperial guard recruitment examinations. Furthermore, in FY 2006, applications for the Japan Coast Guard School and the Japan Coast Guard Academy were also made available through the Internet.

The number of applicants who applied for the examinations through the Internet in FY 2006 was 1,420, accounting for 15.1% of the total (9,404 applicants).

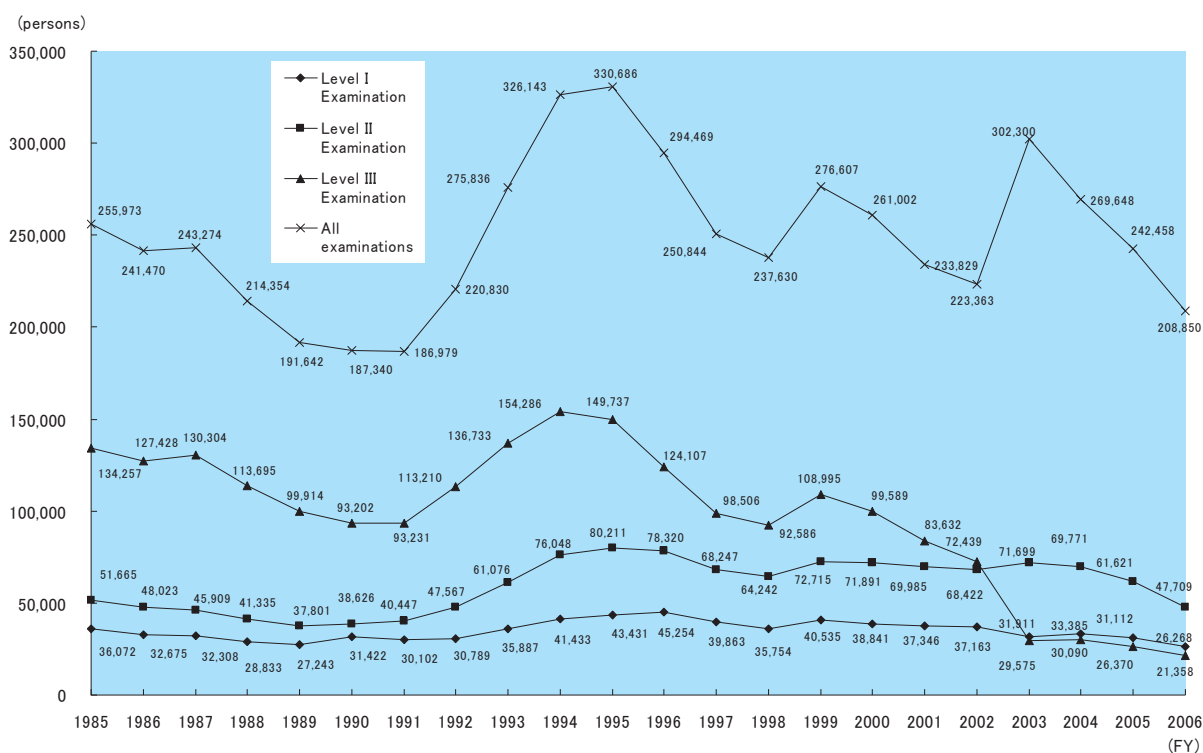
4. Conducting Recruitment Examinations

(1) Overview

Overview of the recruitment examinations conducted in FY 2006 is given in Table 1-1.

The total number of applicants for all types of examinations conducted by the NPA, the MOFA, and the Japan Post was 208,850, down 13.9% from the previous fiscal year. The number of applicants for the university graduate-level examinations was 106,641, down 16.9% from the previous fiscal year, while the number of applicants for the senior high school graduate-level examinations was 102,209, down 10.4% from the previous fiscal year. Reviewing the transition of the total number of applicants for all types of examinations since FY 1985, the number of applicants took a downturn after peaking in FY 1995. The number of applicants increased substantially from the previous fiscal year, up 16.4%, in FY 1999 but began to decrease again in the following fiscal year. The number of applicants increased substantially in FY 2003 due to the establishment of recruitment examinations conducted by the Japan Post but has been decreasing again since FY 2004. (Figure 1-1)

[Figure 1-1] Transition of the Number of Applicants for National Public Employee Recruitment Examinations



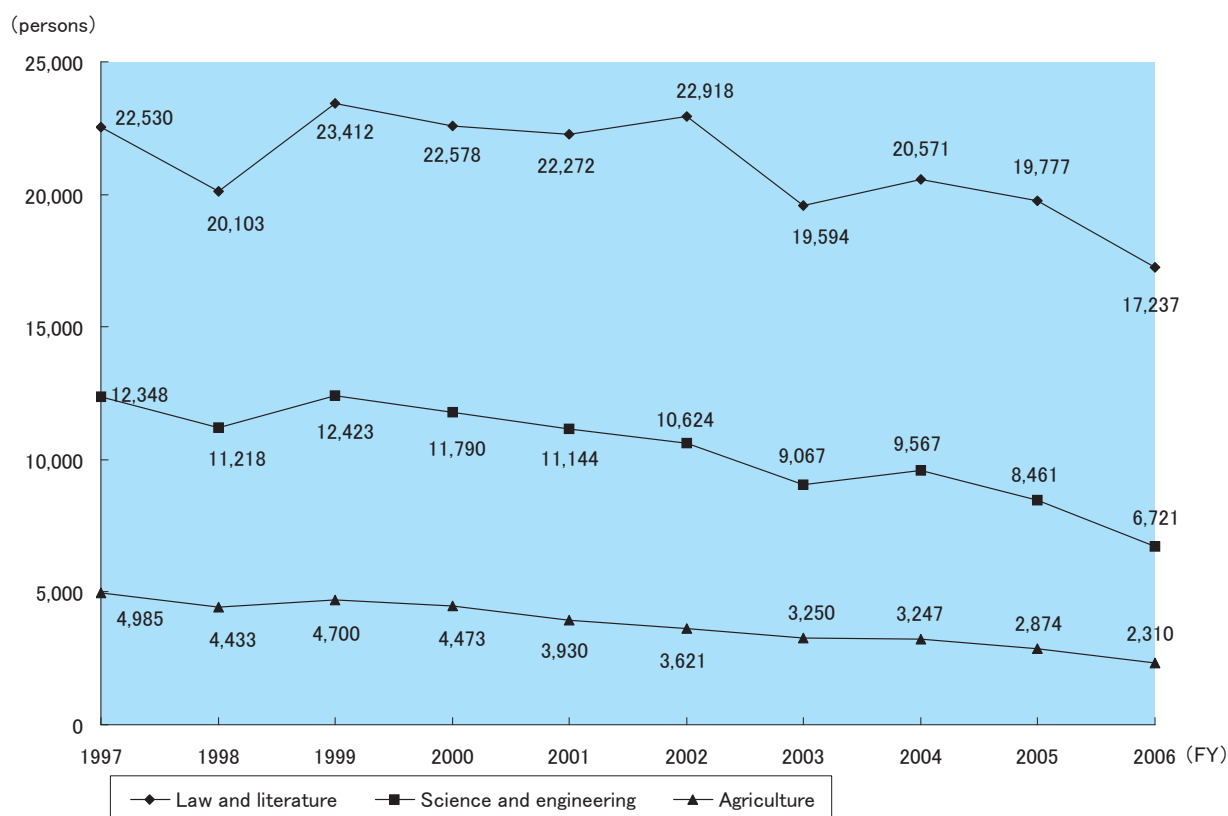
The total number of successful applicants for all types of examinations was 23,951, a decrease of 761 (3.1%) from the previous fiscal year. The ratio of the number of applicants to the number of successful applicants is shown in Table 1-1. The ratio in the university graduate-level examinations was 13.6, down 0.7 points from the previous fiscal year, while the ratio in the senior high school graduate-level examinations was 6.3, down 0.9 points from the previous fiscal year, demonstrating a continued high degree of competition.

(2) Recruitment Examination by Type

A. Level I Examination

- (A) The numbers of applicants and successful applicants decreased from the previous fiscal year, as shown in Table 1-1. The transition of the number of applicants by category is shown in Figure 1-2, which indicates a decrease in the number of applicants from the previous fiscal year in all categories of law and literature, science and engineering, and agriculture.
- (B) The numbers of female applicants and successful female applicants are shown in Table 1-1. In recent years, there has been a striking increase in the number of females applying for the Level I Examination. The number of female applicants has increased by approximately 2.3 times in FY 2006 from 3,378 in FY 1985. Although the number of female applicants in FY 2006 decreased from the previous fiscal year, their number as a percentage of the total number of applicants rose slightly and has remained above 25% since FY 1996. The number of female successful applicants was the same as the previous fiscal year, but the number of successful female applicants as a percentage of the total number of successful candidates increased slightly.
- (C) The number of universities (including graduate schools) of successful applicants by type of university (national, public, and private) is shown in Table 1-2.

[Figure 1-2] Transition of the Number of Applicants by Category in the Level I National Public Service Recruitment Examination



[Table 1-2] Transition of the Number of Universities of Successful Applicants in the Level I Examination by Type of University (National, Public, and Private)

(Unit: universities)

Fiscal year / Type of university	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
National	52 (56.5)	55 (56.1)	48 (57.1)	42 (52.5)	50 (57.5)	57 (57.0)	56 (54.4)	53 (50.5)	53 (54.6)	56 (53.8)
Public	7 (7.6)	7 (7.1)	8 (9.6)	9 (11.4)	8 (9.3)	9 (9.0)	10 (9.7)	8 (7.6)	9 (9.3)	12 (11.5)
Private	33 (35.9)	36 (36.7)	28 (33.3)	29 (36.3)	29 (33.3)	34 (34.0)	37 (35.9)	44 (41.9)	35 (36.1)	36 (34.6)
Total	92 (100.0)	98 (100.0)	84 (100.0)	80 (100.0)	87 (100.0)	100 (100.0)	103 (100.0)	105 (100.0)	97 (100.0)	104 (100.0)

(Note) The figures in parentheses represent the percentage of the respective type of university out of the total number of universities.

B. Level II Examination

- (A) The numbers of applicants and successful applicants decreased from the previous fiscal year, as shown in Table 1-1.
- (B) The increase in the number of female applicants for the Level II Examination was also very striking. In comparison to 19.8% of the total number of applicants in FY 1985, when this examination was first established, the number increased in FY 2006 to account for 31.2% of the total. In addition, the percentage of successful female applicants out of the total number of successful applicants increased to 27.8% in FY 2006, compared to 11.7% in FY 1985 when this examination started.

C. Level III Examination

- (A) The numbers of applicants and successful applicants decreased from the previous fiscal year, as shown in Table 1-1.
- (B) The Level III Examination is set as a senior high school graduate-level examination, but the taxation service category examination sets the age limit at under 20, while the administrative and engineering category examinations set the age limit at under 21.
- (C) The numbers of female applicants and successful female applicants for the Level III Examination are shown in Table 1-1. The percentage of female applicants decreased slightly but the percentage of successful female applicants increased from the previous fiscal year.

Section 2. Appointment and Separation

1. Appointment

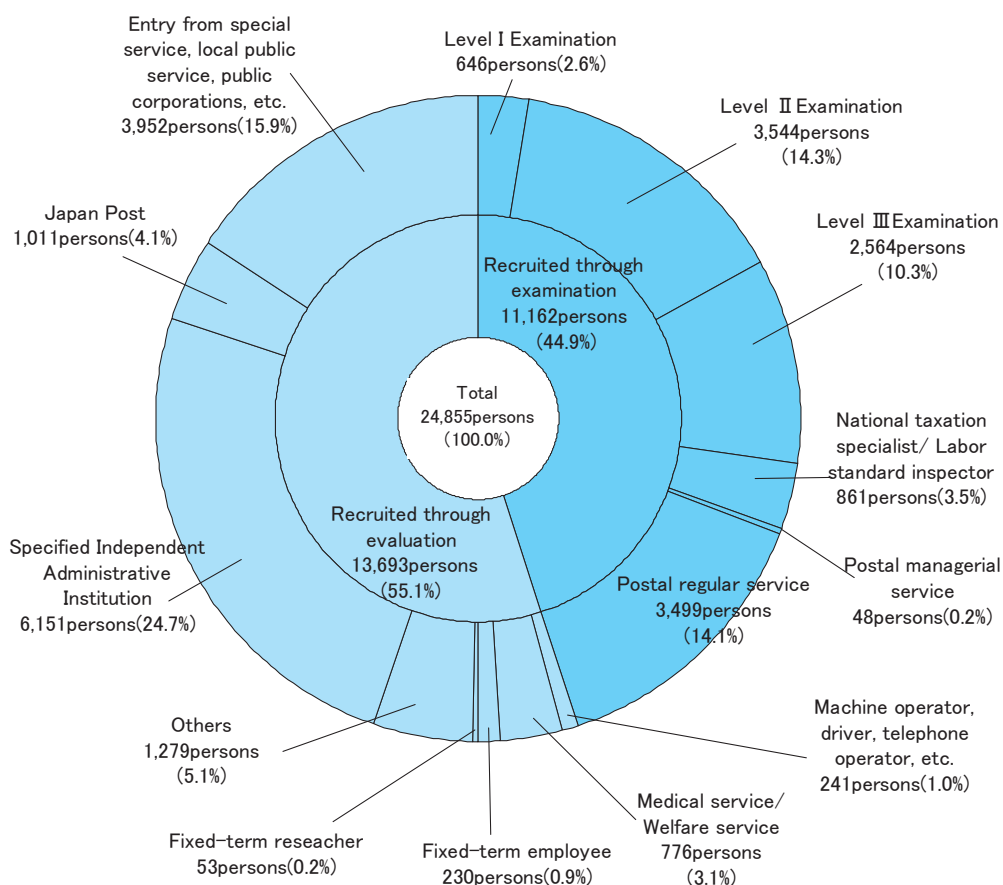
The initial recruitment of public employees is conducted, in principle, through open, equal and competitive examinations. Applicants who passed the examination conducted by the NPA, MOFA, or Japan Post are registered in the eligibility list (“list”), created for each recruitment examination. Appointing authorities select appointees from the list (“recruited through examination”).

The total number of newly appointed employees in FY 2005 was 24,855 (15,742 males and 9,113 females), an increase of 324 employees from FY 2004 (as a result of an increase of 605 males and a decrease of 281 females). Among the newly appointed employees, the number of employees appointed through examination was 11,162 while the number of employees appointed through evaluation was 13,693 (including 3,952

employees appointed from special services, local public services, employees of Independent Administrative Institutions excluding Specified Independent Administrative Institutions, employees of incorporated national universities or inter-university research institute corporations, and employees of organizations carrying the names of government financial corporations, government corporations, or government organizations, etc. [Entry from special service, local public service, public corporations, etc.]. (Figure 1-3)

A large number of employees are recruited through the evaluation at Specified Independent Administrative Institutions. This is because these organizations need to fill vacancies frequently for positions, such as researchers at research institutes and medical professionals at National Hospital Organizations, as a result of a large number of mid-career separations.

[Figure 1-3] New Recruits by Entry Level



The breakdown of new appointees recruited through examination was as follows: 646 (5.8% of the total) through the Level I Examination, 3,544 (31.8%) through the Level II Examination or its equivalents, 2,564 (23.0%) through the Level III Examination or its equivalents, 861 (7.7%) through the national taxation specialist /

labor standard inspector recruitment examinations, 48 (0.4%) through the postal managerial service recruitment examination, and 3,499 (31.3%) through the postal regular service recruitment examination.

2. Incumbents and Separation

Incumbents and separations as a result of a survey of appointment situations conducted in FY 2005 follow.

(1) Incumbents

The total number of incumbent employees in regular service as of January 15, 2006, (excluding employees who separated as of this date) stood at 630,690, a decrease of 8,385 from the previous year. (This figure includes the numbers of temporarily retired employees, employees engaged in exclusive work for an employee organization, employees dispatched to an international organization, etc., employees dispatched for the purpose of personnel exchange, and employees on child care leave, and excludes the numbers of prosecutors, temporary employees, full-time laborers, and part-time employees.)

The number of incumbent male employees was 504,553 (80.0%) while the number of incumbent female employees was 126,157 (20.0%).

(2) Separation

The total number of separations was 33,163 (male: 24,827; female: 8,336). This is an increase of 630 employees (as a result of an increase of 906 men and a decrease of 276 women) from the previous fiscal year.

The rate of separation (the number of separations in the current fiscal year divided by the number of incumbents as of January 15 of the previous fiscal year) was 5.2 % (male: 4.8%; female: 6.7%).

Section 3. Promotion of Level II and III Employees to Senior Posts

In order to steadily pursue the promotion of excellent Level II and III employees with willingness and competency to senior posts, the Cabinet Office and each Ministry is endeavoring to select and cultivate “trainees who are to be systematically developed” based on the “Guidelines concerning the Promotion of Employees Recruited through the Level II and III Examinations, etc. to Senior Posts” (a notice issued by the Secretary-General in 1999). The Cabinet Office and each Ministry is making efforts according to their individual circumstances, such as promotion of such employees to

posts previously held by Level I employees and expanding the posts of transferred employees. They are also actively promoting the participation of those trainees in the Administrative Training (Special Courses) conducted by the NPA. In FY 2006, the NPA conducted the “Administrative Training (Special Course for Unit Chief Level)” and the “Administrative Training (Special Course for Assistant Director Level)” twice, respectively, and 110 employees from 22 Office and Ministries participated in the Unit Chief-level course, while 68 employees from 22 Office and Ministries participated in the Assistant Director-level course. In addition, in FY 2006, 46 participants from 16 Office and Ministries attended the “Administrative Training (Special Course for Officers)” which was introduced in FY 2005.

In order to give opportunities for overseas training to Level II and III employees who have until now had few opportunities for overseas employment or overseas training and to improve their fundamental knowledge so as to deal with the globalization of administration, eight employees selected from participants in the Special Course for Unit Chiefs were dispatched for overseas training through a special framework of the Short-Term Overseas Fellowship Program in FY 2006.

According to the “Survey of Measures Taken in FY 2006 for the Promotion of Employees Recruited through the Level II and III Examinations, etc. to Senior Posts,” 142 Level II and III employees from 19 Office and Ministries were promoted to Director-level posts or above in FY 2005, an increase from 129 employees from 23 Office and Ministries in FY 2004. This demonstrates that the number of promoted Level II and III employees has been increasing steadily.

Section 4. Recruitment of Human Resources from the Private Sector

1. Recruiting Personnel from the Private Sector for the Invigoration of the Public Sector

Rule 1-24 (Special Rule for Recruitment of People from the Private Sector for the Invigoration of the Public Sector) is a flexible recruitment system which came into effect on April 1, 1998. This rule was designed to recruit personnel with advanced expertise and a wide variety of experience, who cannot be developed in the public sector, smoothly from the private sector and to contribute to the vitalization of the public service.

The targets of the Rule are: (i) personnel in the private sector having a high level of professional expertise and experience, (ii) personnel in the private sector having effective quality and experience that will meet the new demands of public

administration, and (iii) personnel in the private sector having effective quality and diverse experience in a field different from the public service.

Based on this system, 159 people were employed at 14 Office and Ministries in FY 2006 (the cumulative number of people employed since the system was established was 968 as of March 31, 2007). More specifically, 68 people were employed under (i) above (155 since the system was established), 55 people were employed under (ii) above (577 since the system was established), and 36 people were employed under (iii) above (236 since the system was established).

2. Fixed-Term Employment

The fixed-term employment system, based on the “Law concerning Fixed-term Employees,” is a system to allow employment of regular service employees, excluding professors at universities and researchers at research institutes, for a fixed term. This system is applied when (i) there are duties for which there is a significant need to engage those with a high level of professional expertise and experience or great insight for a certain period of time, and (ii) it is necessary for efficient functioning of the public service to engage personnel with professional expertise and experience for a fixed period of time. Those employed for a fixed term under (i) may receive remuneration appropriate for the highly professional expertise they provide.

Based on this system, 243 personnel were employed at 19 Office and Ministries in FY 2006. The system is thus utilized steadily in the Cabinet Office and various Ministries.

3. Fixed-Term Employment of Researchers

The fixed-term employment system of researchers based on the Law concerning Fixed-Term Researchers is a system to recruit employees in regular service who engage in research activities at national research institute, etc. on a fixed-term basis. The system consists of two types of recruitment; (i) the “invitation type” to recruit especially competent researchers to engage in research duties requiring advanced expertise, and (ii) the “young researcher fostering type” to recruit young researchers who are recognized as having the ability to carry out duties independently and are highly qualified as researchers in order to engage in research activities which will contribute to the cultivation of the abilities required for becoming promising researchers to perform leading roles in their respective research fields.

In FY 2006, 25 researchers were recruited for type (i) (221 researchers as of March

31, 2007, since the system was established) and eight researchers were recruited for type (ii) (1,004 researchers as of March 31, 2007, since the system was established) under this system.

4. Personnel Exchange between the Public and Private Sectors

The Public-Private Personnel Exchange System was introduced to enhance understanding between the public and private sectors through personnel exchange, revitalize both organizations, and develop human resources, while ensuring the impartial functioning of the public service at the same time, under transparent, open, fair procedures. This program is a two-way exchange consisting of (i) dispatch of regular service employees to private companies while retaining their status as public employees, and (ii) recruitment of employees from the private enterprises as full-time regular service employees. (In addition to the system of recruiting personnel who have retired from private enterprises, a new system of recruiting personnel from the private sector while retaining their status as employees of private enterprises was established as a result of the revision of the Law concerning Personnel Exchange between the Government and the Private Sector carried out in June 2006.)

Based on Section 3 of Article 23 of the Law concerning Personnel Exchange between the Government and the Private Sector, the NPA reported on the state of public-private personnel exchanges in 2006 to the Diet and the Cabinet on March 28, 2007. As of December 31, 2006, a total of 56 persons were dispatched from 10 Office and Ministries under (i) and 251 persons were recruited at 13 Office and Ministries and others under (ii) since the establishment of the system.

Section 5. Change-in-Status System

An appointing officer shall submit to the NPA a copy of the written explanatory statement for demotion or dismissal issued to an employee, in accordance with Rule 11-4 (Guarantee of Employee Status), when the appointing officer demoted or dismissed the employee against his/her will. As many as 173 employees were demoted and 46 employees were dismissed during FY 2006. Among 173 demoted employees, 172 were employees of the Japan Post demoted for the reason of “poor work performance” or “lack of competency.” Among 46 dismissed employees, 31 were dismissed for falling under “lack of competency” due to disappearance. (Table 1-3)

[Table 1-3] Demotions and Dismissals against Employees' Will in FY 2006

(Unit: employees)

Type of disciplinary action \ Reason	Poor work performance	Mental or physical disabilities	Lack of competency	Abolishment of position or overstaffing	Total
Demotion	(0)	(0)	(0)	(0)	0 (0)
Dismissal	(2)	(10)	(31)	(0)	0 (43)

(Note)

1. The figures in parentheses represent the number of employees demoted or dismissed in the previous fiscal year.
2. The reason of "Poor work performance" includes employees who also fall under "Lack of competency."

The number of temporarily retired employees was 2,392 as of July 1, 2006, of whom 2,053 (85.8% of the total) were temporarily retired due to health problems. (Table 1-4)

[Table 1-4] Temporary Retirements (as of July 1, 2006)

(Unit: employees)

Temporary retirement requiring long-term rest due to a mental or physical problem	Duty-related disease or injury	20 (10)
	Disease or injury while commuting	4 (3)
	Tubercular disease	30 (32)
	Non-tubercular disease	1,999 (1,725)
	Subtotal	2,053 (1,770)
Prosecution in criminal case	24 (19)	
Engagement in academic research, etc.	313 (296)	
Engagement in joint research, etc.	2 (6)	
Concurrently holding an executive position at an enterprise using research results	0 (0)	
Assistance for establishment of a public organization	0 (0)	
Disappearance related to a disaster	0 (0)	
No vacancy at the time of reinstatement	0 (0)	
Total	2,392 (2,091)	

(Note) The figures in parentheses represent the number of employees as of July 1, 2005.

Section 6. Dispatch to Law Schools

In order to ensure effectiveness of education at law schools for the actual practice of legal professions, a system to dispatch national public employees to law schools was established under the Law concerning the Dispatch of Judges, Public Prosecutors and Other Regular Service National Public Employees to Law Schools. Under this system, in addition to judges and prosecutors, regular service national public employees with cutting-edge professional expertise and experience in administrative practice are dispatched on a continuous and stable basis to serve as faculty members at law schools.

Under this system, 41 employees (including 30 prosecutors) were dispatched to law schools in FY 2006. Of these employees, 19 personnel (including 11 prosecutors) were dispatched on a part-time basis, where official duties as a national public employee and duties as a law school professor, etc. are both carried out, while the other 22 (including 19 prosecutors) were dispatched on a full-time basis, where official duties as a national public employee are not pursued and only the duties as a law school professor, etc. are carried out.