陸、專題演講 III Keynote Speech III

陸、專題演講 III

一、時間:105年10月5日(星期三)上午9時30分

二、主題:Human Resource Strategy In The Public Sector: Future Challenge

三、演講人:日本人事院公務員研修所副所長 森下敬一郎

四、內容:

早安,你好,我非常榮幸今天能夠參加 2016 年公務人力資源發展國際研討會,從我的簡歷大家可以看到我是一個職業外交官,目前於日本人事院公務人員研究所任職,去年才調到現職,所以希望大家不要問我太艱澀的問題。

今天我要說明日本公務人力體系的特色,日本公務人力體系一樣必須面對全球化的挑戰,但是日本因預算有限,因此公務人員的員額有限,所以第一個特色爲公務人力有限,這也是說明爲什麼我們的人事制度相較其他國家比較特別,最特別是著重在職訓練(on the job training, OJT)及升遷緩慢。在職訓練有三個特色,第一個是工作輪調,第二個是共用辦公室制度,第三個則是彈性的工作指派。

我們要了解何以日本公務人員體系,能以這麼有限的人力,來因應這些挑戰,這正是因爲日本的公務人員動力相當高,而且有多元的才華與技能。從第3頁的圖表可以看到日本公務人員人數占全體勞動人口的比例,相較於其他國家是相當少。這是2008年所有OECD國家的數據,日本公務人員只占全體勞動人口6.7%,而法國占21.9%、英國占17.4%、美國14.6%、德國9.6%,OECD平均是15%。給大家一個參考數據,公務人員總數是340萬8千人,其中有63萬9千人是屬於日本中央的公務人員。

由於必須控管公部門預算,所以壓力非常龐大。日本政府赤字占 GDP 的 205%,也就是說到今年年底爲止,日本政府赤字是 GDP 的 2 倍,因此我們是遇缺不補,而且會依照我們所面臨的挑戰,就所需要的工作職位,進行整個體系的調整。剛也提到因爲有多元技能且工作動機非常高的公務人員,因此能因應這些挑戰。

我國從 1969 年開始,進行非常嚴格的遇缺不補制度,經過幾十年的政府再造,整個日本經濟發展相當迅速。從第二次世界大戰以來,日本要進行戰後重建,面臨相當多挑戰,我們必須控制公務人員總員額,在 1969 年通過日本公務人員員額法,規定日本政府必須定期審視人力編制,並且做適當裁減,即使有新工作,也不能進用新的人員,必須把不適合的部門、人員裁撤,或把人員移撥到其他單位,這不僅是內部調職,也可以在跨部會進行調職。在遇缺不補的制度下,各部會可以在因應新的挑戰時,進行組織調整與人力變更。

爲什麼我們可以任意把人員從舊職位調到新職位呢?假如公務人員分工過度專業或是技能太過

於專精,就難以進行工作輪調。但如公務人員技能是多元,輪調就相對容易。如何培養這種多元技能的公務人員呢?我們主要是透過頻繁的輪調、辦公室共用制度,以及彈性的工作指派等在職訓練達成。在此與各位分享,我們是如何發展技能多元、動機高昂的公務人員。第8頁的圖表是不同國家公務人員體系的比較,基本上日本和其他國家一樣都有統一的進用考試,也是透過指派的方式來任命。換句話說這些考試進用的公務人員,知道自己會至哪個單位任職,但卻不知道自己工作職掌爲何,這樣的做法與法國、德國類似。未清楚告知工作內容是日本整個勞動職場最重要的特色,他們必須把自己視爲團隊的一份子。

第9頁的圖是說明日本的派任以及升遷制度。日本大學的學年是4月到3月,許多大學生3月畢業後,4月透過考試進用,並被指派到各個部會,成爲是第1職等的係員(officer),擔任前輩的助理,可能要從事如影印文件、收發文件等任何工作,所以他們必須從組織的最基層慢慢升遷,可能晉升爲主查(Unit Chief)、課付專門官(Assistant Director)、參事官補佐(Deputy Director),最後也可能會成爲這個行政組織的次長/各審議官(Deputy Director-General)或事務次官(Administrative Vice-minister)。一般而言,在其他國家的新進公務人員,他們未必會從最基層的工作做起,可能是科長或課長之類的職位。就如同我剛所說,新進的公務人員,大部分是大學生或研究所畢業的學生,他們不是被賦予特定的工作職掌,而是成爲某個組織的新進人員,亦即以日本公務體系的認知來說,這些新進人員並不須具備這個職位所需的職能,而是必須透過在職訓練(包含工作輪調、共用辦公室制度以及彈性工作指派)來訓練工作上的技能。除此之外,他們也有職外訓練(Off Job Training,Off JT),這些職外訓練可能是由各主管機關所屬訓練機構辦理,例如有日本外務省訓練中心,他們強調語言的訓練。除了由各部會所進行的在職訓練之外,日本的人事院也會進行基層人員或是基層主管的跨部會訓練。

接著,我以某一位財務省事務次官(Administrative Vice Minister)的職涯發展爲例,說明職務輪調的實務運作。他在大學畢業後,經由公務人員考試進用,被指派至日本財務省。一般來說,我們認爲必要的技能及知識,都是透過在職訓練獲得,以及在團隊合作的工作中,習得必要技能,所以初任人員僅需具備學士學位。接下來的三年,他到近畿的財務局及東京國家稅捐稽徵處服務,學到了相關知識。近畿位於日本本州的西部,主要的城市爲大阪,可說是日本的重要商業中心,所以在這三年中,讓他更瞭解日本的經濟。回到東京之後,就在國家稅捐稽徵處服務,之後到財務省預算局任職。預算局可以說是天下第一局,負責日本政府的預算編列,且影響力非常大,所以他在這裡可以學到很多財政體系相關知識。30歲時成爲國家稅務局橫崎縣稅務局長,也獲得相當多的學習機會,能於30歲就擔任組織首長是非常的罕見,現今已不太可能有類此情形。之後返回東京,44歲成爲財務省國債部門的首長,不知各位能否在44歲就擔任中央政府機關的首長?就這位公務人員而言,他是非常成功,他在50歲時成爲財務省主計局的次長,57歲成爲財務省事務次官,以上是他完整的職涯發展歷程。

接下來我要介紹一位技術性官員的升遷過程,他服務於建設省,在取得工程方面的大學學位後,

通過國家考試進入政府部門服務。原本預定於中央政府擔任政策擬定工作,不過在此之前必須先培養各項能力及專業知識。他曾在櫪木、新潟、愛知、神奈川、廣島、大阪等地區任職,相信很多國家不會出現這樣的情況。實際上他的家在東京,所以輪調到其他地方服務,就必須離鄉背井,不過也因爲輪調的機會,累積豐富資歷,後來他成爲建設省的重要高階文官,這就是日本公務人員的輪調特色。

就日本與西方國家在文官制度的差別而言,政府與公務人員間的雇用關係,一者是以工作爲主的雇用關係(Job type contract),也就是工作內容爲何?須具備何種專業能力?在此情況下,要進行輪調是有所困難,因爲職位的轉換會受限於另一個職位需的專業能力不同,這是西方國家常有的雇用關係。再者是日本獨有的會員型的雇用關係(Membership type contract),就是由人事院指派公務人員的服務機關及職務,一旦被指派新的職位後,就是透過在職訓練,以獲得該職位所需要的專業知能,所以所謂的會員就代表公務人員是加入了日本政府體系,接受統一的指派。

現在介紹共用辦公室制度,從第 14 頁的圖片可知,只有局處首長有自己的辦公室,其他主管與一般的公務人員都在無任何區隔的同一辦公室工作,我們已習慣這樣有利於促進團隊合作的座位安排。又因公務人員時常輪調,在職訓練更顯得重要,如有人事調動,大家仍各司其政,這絕對會產生很大的問題。日本公務人員可以從同事、長官,甚至部屬身上學習到很多的東西,而這樣的座位模式,正是實踐在職訓練、做中學的最好安排,也有助於溝通、瞭解其他單位(部門)的業務。我曾在很多海外的大使館服務過,如果是大型的使館也有這樣的安排。雖然在類似日本駐西班牙使館的小型使館,都是個人辦公室的型態,但仍強調團隊合作,我們會利用會議室進行團隊合作的強化,及作爲中央指揮所。當日本的部長到西班牙訪問,或是遇到重大災難等,會議室就是我們統一調度及指揮中心。

去年夏季日本上映的電影-酷斯拉,第一集拍攝於1950年代,在去年推出一系列的新電影中, 酷斯拉出現於海上,日本政府必須緊急動員對付牠,雖然是動畫情節,但從電影中可看到日本政府 各部會的官員,遇到緊急事件是如何採取行動。首先成立緊急指揮總部小組,通知各部會的官員組 成團隊,透過會議的方式來處理重大的災難事件,真實呈現日本政府面對緊急事件的措施與佈局。 我要再次強調共用辦公室制度,可以做完善在職訓練,主管可以指導職員如何學習,這些經過第一 級考試的公務人員,未來都將擔任管理職位,在這種安排之下,我們強調的是團隊合作,這樣也可 以激發每個人的工作士氣。

接下來介紹彈性工作指派制度。剛剛提到通過國家考試後,政府不會告訴你負責的工作爲何, 在第 15 頁的圖片,三角形是日本的模型,方形是西方國家的模型。三角形中的圓圈代表會被指派從 事不同的工作,其特色爲非常具有彈性,小圓圈代表工作之初,可能欠缺經驗與技能,隨著時間推移, 圓圈越來越大,代表經驗及技能逐漸增強。例如機關首長有新想法,進而成立新部會,人員就會移 撥至新部會。通常在同一個職位服務約兩三年後就會輪調,擔任新職位時,就呈現小圓圈,透過在

職訓練變成大圓圈,即便如此,在每個職位所習得的能力,仍然可以運用到其他職位。例如溝通協 調能力、團隊合作經驗是可以運用在每一個職位,我們希望透過這樣的安排,以培養具多元能力的 通才公務人員。

在升遷方面,以西方國家公務體系而言,薪資調幅速度較快,有機會在短期內晉升到很高職位。 日本升遷制度較慢,每個人都有機會晉升至高階職位,但在每一個職位並不會久任,升遷的速度是 漸進而緩慢的,雖然慢但可讓人懷抱升遷可能性,並保持高昂的工作士氣;反觀西方可以短期達到 高職位而停滯不前,這將會影響其工作動機。

第19頁介紹日本人事制度,透過國家考試進用公務人員,並由政府指派工作。參加公務人員考試的人員,包含高中、大學及研究所畢業生等。由於日本強調在職訓練,因此不會有空降部隊的人員,中高階公務人員都是從基層循序漸進的升遷。我們沒有具體的工作內容,工作是由政府彈性指派,並由人事院決定公務人員的調派與升遷,雖然升遷制度慢,但是可以維持高昂的士氣。此外,共用辦公室制度也有益溝通與輪調。

第 20 頁提到美國外交人員制度,我們發現這個制度與日本公務人員的制度有些類似,亦即先任命再指派,由國務院分派任務,並且有輪調情形。剛剛提及定期的輪調,有助於團隊合作,以及因新血注入,使政策討論更有彈性,也許從外部的觀點來看缺乏變革,但就內部而言,這是動態且持續的變革。我曾經看過有關三井公司的報導文章提及,該公司過去可能讓員工久任同一個職務,後來進行了能源、食品、化學等部門間的人員輪調,利用這樣的輪調,強化人才之培訓,使三井公司產業發展更加蓬勃。

最後探討公務人力資源發展的挑戰。我們理想目標是招聘最好人才進入公部門,但要達到此目標並非易事。另外,由於現今政策越來越複雜、艱澀,所以需要引進專家解決這些議題。基本上在職訓練及聘僱外部專家,是由各部會自行辦理,日本目前各部會所屬的訓練機構大約有84個。另一方面,我們亦需要通才,以克服跨部會障礙,及面對全球化的挑戰,也可以避免本位主義的現象。而通才訓練則是由人事院公務員研修所負責辦理。

日本面對經濟衰退、高齡化、人口減少、少子化等問題,安倍首相採取了相關對策,例如提高女性人口的勞動率,但是鼓勵女性投入職場並不容易,這與日本採取會員型的雇用關係息息相關,因會員制度你必須全心投入工作、願意加班,才能完成任務。由於日本男性不從事家務,女性無法全心投入職場,所以這樣的制度,與女性投入職場具有衝突性,這是日本必須要面對的挑戰,待會的高峰論壇也許有機會詳細說明。我的演講到此結束,謝謝各位的聆聽。

Human Resource Strategy in the Public Sector: Future Challenges Kejichiro Morishita

October 5, 2016 9:30-10:20

Human Resource Strategy in the Public Sector: Future Challenges

Keiichiro Morishita Deputy Director-General National Institute of Public Administration National Personnel Authority

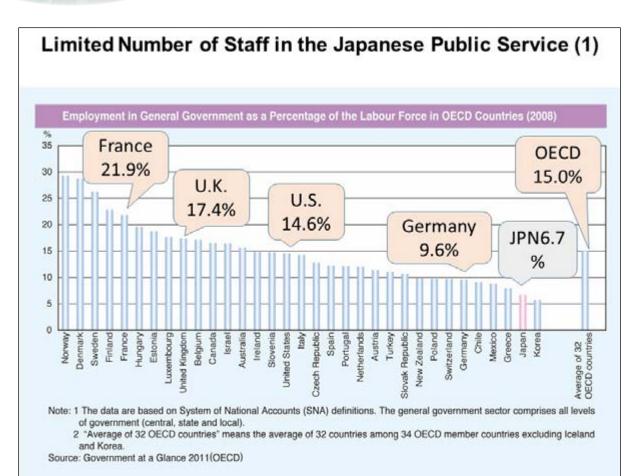
Features of Japanese Public Service System

- *Limited No. of Staff
- *Unique HRD System
 - 1) OJT
 - -Job Rotation
 - -Shared Office System
 - -Flexible Job Assignment
 - 2) Slow Promotion

Key to understanding:

Versatile and Multi-skilled Personnel with High Motivation



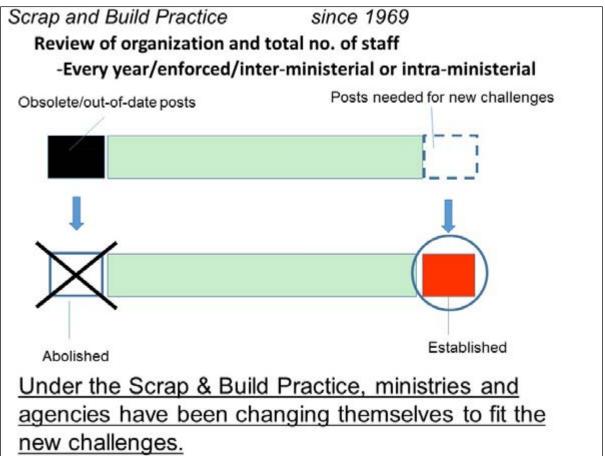


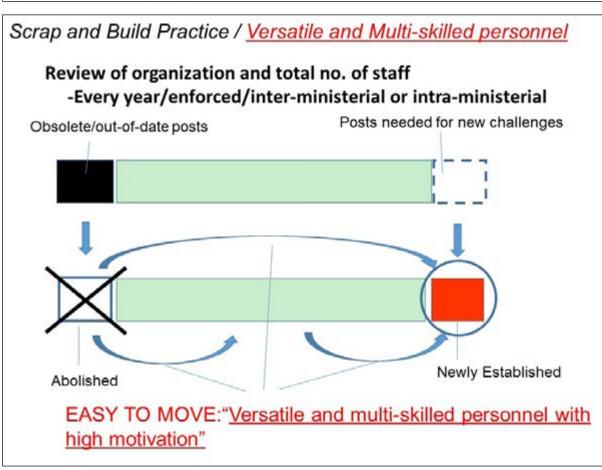
Limited Number of Staff in the Japanese Public Service (2)

Reasons Behind the Limited Number of Public Servants in Japan

- Strict Staff Number Control Scrap and Build Practice
- Versatile and Multi-Skilled Personnel
 with High Motivation and its Maximum Use

These features: "Key to tackle with new challenges"







How to develop: "Versatile and Multi-skilled Personnel"

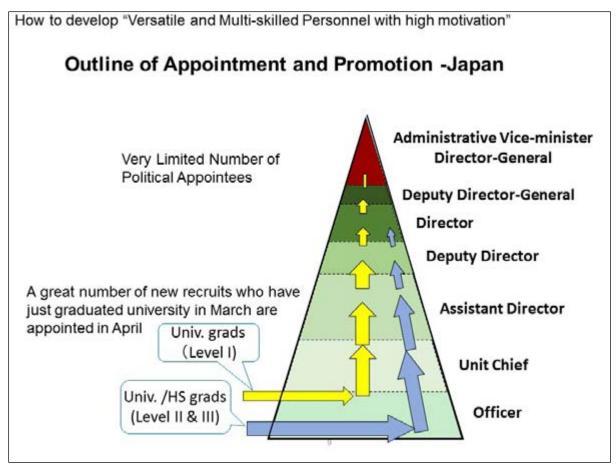
Mainly through OJT -Job Rotation

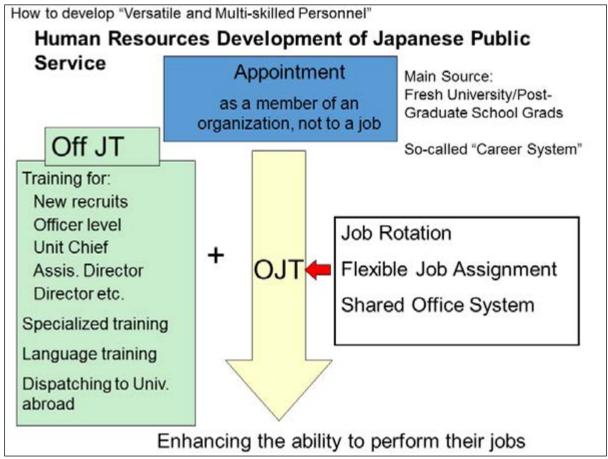
- -Shared Office System
- -Flexible Job Assignment

How to develop "Versatile and Multi-skilled Personnel with high motivation"

Comparison - Public Service System

	Japan	France	Germany	U.K.	U.S.A
Entrance Exam	Mainly Uniform Exam	Mainly Uniform Exam	Mainly Uniform Exam	Mainly Uniform Exam	Specific to post
Appointment and Assignment	Appoint then Assign	Appoint then Assign	Appoint then Assign	Assign	Assign
Mid-career Appointment	Rare	Rare	Rare	Semi-common	Common
Senior Officials Appointment	Mainly Internal Promotion	Mainly Internal Promotion	Mainly Internal Promotion	60% Internal Promotion	Political Appointment
Detailed Job Description	No	Yes	Yes	Yes	Yes
Internal Job Openings	Rare	Common	Common	Common	Common
Promotion to Senior Officials	Slow	Faster than JPN	Faster than JPN	Faster than JPN	Faster than JPN
Office Room	Shared	Private	Private	Private	Private







How to develop "Versatile and Multi-skilled Personnel with high motivation"

Job Rotation

Case of an appointee from the Level I Entrance Examination in the Ministry of Finance

Recruited as an Officer, Minister's Secretariat, Ministry of Finance (22)

Kinki Local Finance Bureau, Ministry of Finance (25)

Tokyo Regional Taxation Bureau, National Tax Administration Agency (26)

Co-ordination Division, Budget Bureau, Ministry of Finance (28)

Head of Yokkaichi Taxation Office, National Tax Administration Agency (30)

Assistant Director, Commercial Banks Division, Banking Bureau, Ministry of Finance (31)

Assistant Director, Policy Division, Director General Secretariat, Economic Planning Agency (36)

Assistant Director, Co-ordination Division, Financial Bureau, Ministry of Finance (38)

Consul of Japan at New York, Ministry of Foreign Affairs (41)

Director, Government Debt Division, Financial Bureau, Ministry of Finance (44)

Director, Commercial Banks Division, Banking Bureau, Ministry of Finance (46)

Director, Overall Co-ordination Division, Minister's Secretariat, Ministry of Finance (47)

Director, Kinki Local Finance Bureau, Ministry of Finance (49)

Deputy Director General, Budget Bureau, Ministry of Finance (50)

Chief Secretary, Economic Planning Agency (53)

Director General, Banking Bureau, Ministry of Finance (54)

Administrative Vice Minister, Ministry of Finance (57)

How to develop "Versatile and Multi-skilled Personnel with high motivation"

Job Rotation – Japan Example of Technical Officer

- March 1970 Graduated from Master Course in Tohoku Univ.
- April 1970 Entered in the Ministry of Construction.
- Construction Office in Tochigi
- May 1976 Construction Office in Niigata
- November 1978 Research Institute
- · April 1980 Construction Bureau in Aichi
- June 1981 HQ
- April 1983 Research Institute
- January 1985 Head of Construction Office in Kanagawa
- June 1988 Construction Bureau in Hiroshima
- April 1991 HQ
- July 1993 Director of Division, Construction Bureau in Aichi
- November 1995 Director of Division, HQ
- August 1997 Director General, Construction Bureau in Osaka
- July 1999 Director General, Bureau in HQ
- July 2002 Resignation

How to develop "Versatile and Multi-skilled Personnel with high motivation"

Job type contract / Membership type contract

Job type contract (eg. UK, US)

Staff members are attached to specific posts with a specific skill set.

Difficult to move a staff member to another post which needs a different skill set.

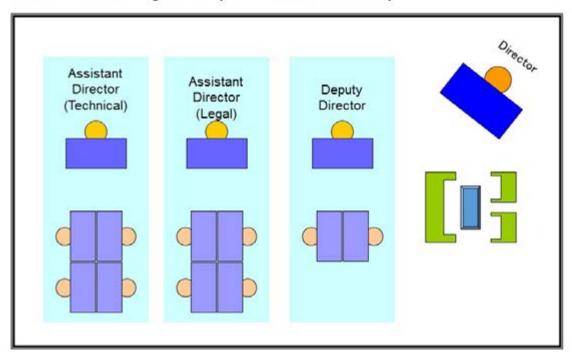
Membership type contract (JPN style)

Staff members are not attached to specific jobs.

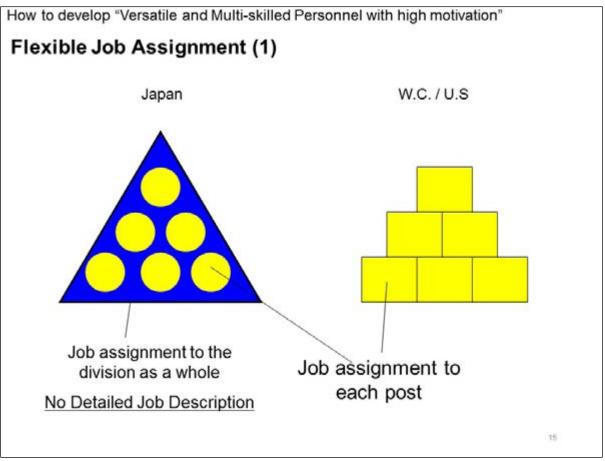
The personnel division has strong authority to move staff members. Staff members get the skill set needed for a new post through OJT.

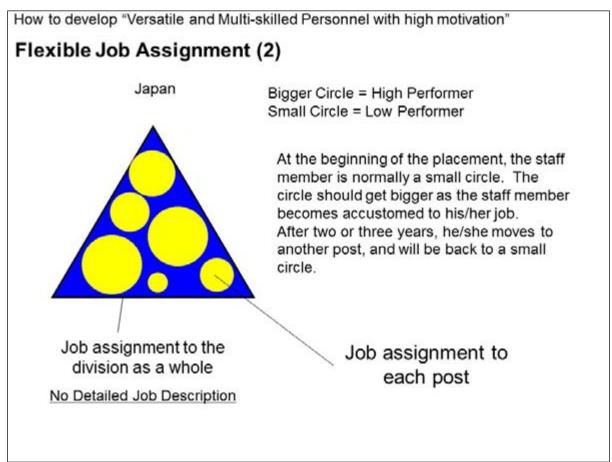
How to develop "Versatile and Multi-skilled Personnel with high motivation"

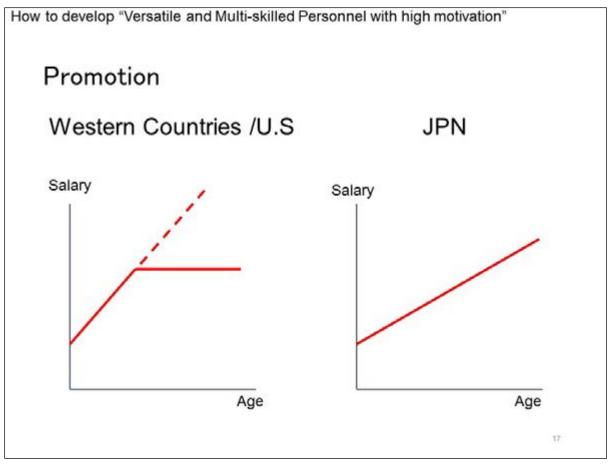
Shared Office System (OJT environment)

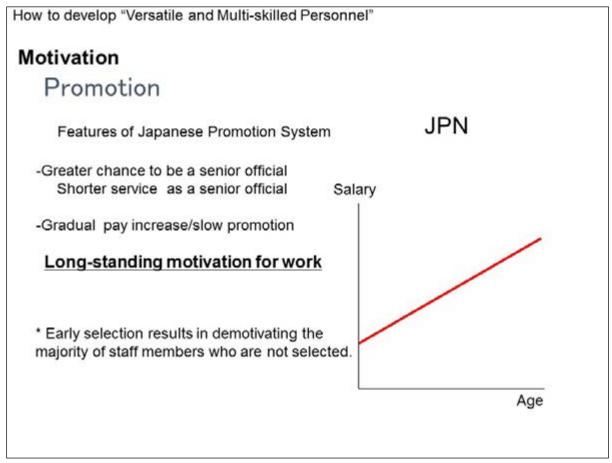














How to develop "Versatile and Multi-skilled Personnel with high motivation"

Features of Japanese Public Service System

	Japan	
Entrance Exam	Mainly Uniformed Exam	Main Source: Fresh univ./high school graduates without job experience
Appointment and Assignment	Appoint then Assign	Appoint as a member (membership type contract)
Mid-career Appointment	Rare	Attached great importance to OJT
Senior Officials Appointment	Mainly Internal Promotion	Attached great importance to OJT
Detailed Job Description	No	Flexible job assignment
Internal Job Openings	Rare	Strong personnel division can decide placement and promotion
Promotion to Senior Officials	Slow	Paradoxically, the reason for long-standing motivation
Office Room	Shared	OJT environment

How to develop "Versatile and Multi-skilled Personnel with high motivation"

Foreign Service in the US

= Appoint, then Assign

(Just assign in other civil service in the US)

= "Job Fair"

*regular reshuffling of staff

(No such practice in other civil service)

= Up or Out System

(No such practice in other civil service)

=Fixed Retirement Age

(No fixed retirement age in other civil service)

The Department of State is successful in hiring and developing its staff.

There is close similarity between Foreign Service in the US and Japanese Public Service

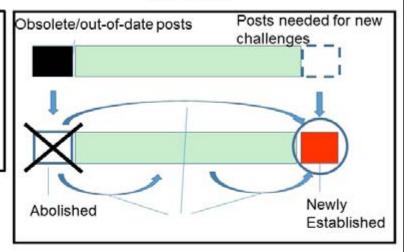
HRM&D Strategy

HRM & HRD

Periodical Job
Rotation

U
Dynamics of policy
discussion:
(New Blood)

Organization





External Point of View: Almost No Reform INSIDE: Dynamic and Continuing Reform Efforts

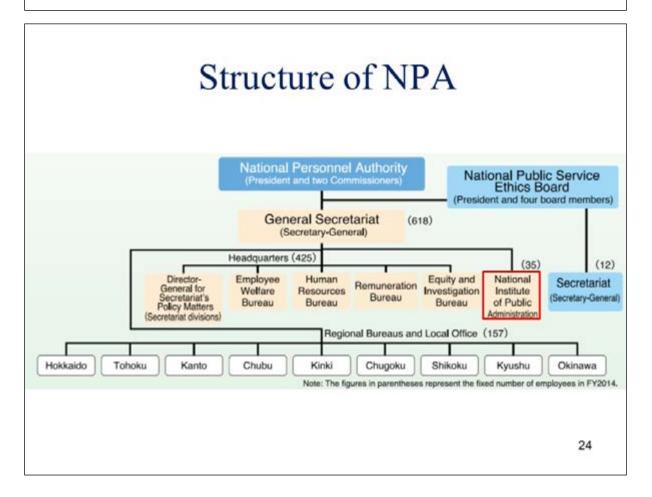
HRD Challenges

- -Difficult to hire "Best and Brightest" to make the above-mentioned system work
- ⇒ Efforts to recruit and develop personnel
- -Strong needs for "Specialists" for difficult and complex policy issues
- ⇒ Efforts made mainly by each ministry
- -Insistent needs for "Generalists" to overcome silosystem/sectionalism for tackling inter-ministerial issues.
- ⇒ Administrative Training conducted by NPA (Importance of "Off JT")



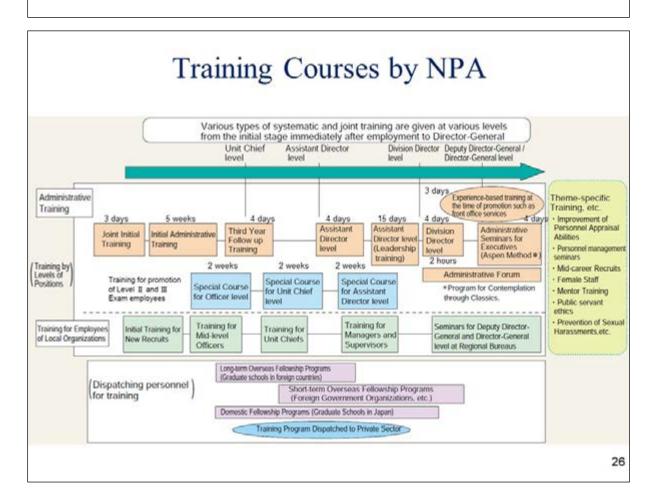
Annex

- -Structure of NPA
- -Characteristics of Training of Japanese Public Service
- -Training Courses by NPA
- -Purpose of Administrative Training
- -Features of the Administrative Training
- -Main Curriculum (1)-(4)
- -Administrative Training Implemented in FY2015
- -Overseas Trainings Implemented by NPA headquaters



Characteristics of Training in Japanese Public Service

- 95% of training sessions are conducted by each ministry for its own employees, while the rest are inter-ministerial training sessions for employees conducted by NPA etc..
- An employee takes more than one training course per year on average.
- NPA conducts administrative trainings and fellowship programs for promising officials (mainly for fast streamer).
- In order to enhance the effectiveness of training, the linkage between trainings and the work-place is important, such as case studies or action-learning.







Features of the administrative training

- Participatory curriculum (with focus on a group discussions and opinion exchange among trainees)
- "Residential training" to nurture mutual understanding and trust
- Participants are not limited to public officers (FY2015:
 97 persons from private companies; 25 persons from foreign governments; 42 persons from other organizations among 3160 participants)

Main Curriculum (1)

Case Studies on Past Important Administrative Policies

Trainees think about what action the administrators should take through lectures and discussions on administrative cases with big historical implications.



By persons who actually handled the cases or university professor



Group discussion and preparation for the presentation

General discussion

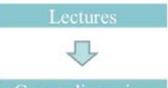
Presentation of the results of group discussions and feedback from the other trainees and the lecturers

Examples of Topics: Narita Airport Construction; Introduction of Consumption Tax; Minamata Disease; Nagaragawa Estuary Weir Construction

Main Curriculum (2)

Studies on Current Administrative Policies

The trainees discuss a current policy issue and make their new policy plans. The person in charge of the related ministry may comment on their new policy plans.



By persons who handled the cases or university professor

Group discussion

Group discussion and preparation for the presentation

General discussion

Presentation of the results of group discussions and feedback from the other trainees and the lecturers

Examples of Topics: Fertility Decline; Aging Society; National Security; Energy Policy; Growth Policy



Main Curriculum (3)

Dispatching to local governments

The trainees in the initial administrative training are dispatched to local governments for one week to experience activities such as tax collection, garbage collection and farm working to learn about the first-line administration. Example:

	Mon	Tue	Wed	Thu	Fri
1878	Explanation of overall conditions · administrative organization, financial situation, of the town etc. Town hall tour	Experience of local industry /urban development Production and sales of silk Opinion exchange with town development groups	Experience of municipal services	Experience of municipal services	Opinion exchange session with municipal employees · About the effect of the training, etc
pana	Explanation of individual departments • Local revitalization measures • Challenges for tourism promotion	Experience of municipal services • Visiting day-care centers, elementary/ junior-high schools • Opinion exchange with the teachers	Experience of farming	*Curriculum will be decided based on a discussion of the trainees and the local government	Traveling (from the city/ town/village to Tokyo)

Main Curriculum (4)

Dispatching to nursing homes

The trainees in the initial administrative training are dispatched to nursing homes for the elderly or the handicapped children for one week to experience the nursing activities to learn the viewpoint of citizens.

	Mon	Tue	Wed	Thu	Fri
10.00	Briefing on nursing homes and how to provide care Preparation of lunch.	Bathroom/toilet cleaning Living room cleaning Preparation for lunch	Diaper folding Personal care of users Preparation for lunch	Day-service experience	Diaper folding Wheelchair cleaning Living room cleaning Preparation for lunch
Dans	Helping with eating Assistance of visiting service Sorting of laundry Conversations with users	Helping with eating Assistance of rehabilitation Assistance of recreation Conversations with users	Helping with eating Walking with users Bathing service assistance Conversations with users	Helping with eating Day-service experience	Helping with eating Assistance of visiting service Opinion exchange with staff (overview of week)

Administrative Training Implemented in FY2015

Number of participants

Joint Initial Training: 732 (3 days)
Initial Administrative Training: 623 (5 weeks)
3rd-Year-Follow-Up Training: 39 (4 days)
Assistant-Director-Level Training: 430 (4 days)
Leadership Training: 20 (14 days)
Women Career-Up Training: 44 (4 days)

Officer-Level Special Course: 108 (8 days)
Unit Chief Level Special Course: 130 (8 days)
Assistant-Director-Level Special Course: 72 (8 days)

Director-Level Training: 96 (4-5 days)
Administrative Forum: 497 (2 hours)
Aspen Method Training: 12 (4 days)

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Overseas Training Implemented by NPA Headquarters

Dispatching Personnel for Overseas Training~Human Resource Development for Globalization~

The NPA conducts overseas training programs for the purpose of developing human resources that can respond to the continuing globalization of administrative issues.

Long-term Overseas Fellowship Program

Destination : graduate schools abroad (master's course/doctoral course)

Duration: two years (The duration can be extended when a trainee advances to a doctoral course.)

Total number of persons dispatched in FY2013: 138 (including 2 persons dispatched to doctoral courses)

Country: US(94), UK(35), China(2), France(1),

other 6 countries(6)

(Note) Figures in parentheses represent the number of persons dispatched in FY2013.

Short-term Overseas Fellowship Program

Destination: foreign governmental organizations, international organizations, etc.

Duration: six months or one year

Total number of persons dispatched in FY2013: 25

Country: US(8), France(4), Sigapore(3),

other 8 countries(10)

(Note) Figures in parentheses represent the number of persons dispatched in FY2013.

