

JAPAN

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)
Department of Economic and Social Affairs (DESA)
United Nations

January 2006

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Table of Contents	1
Country	2
1. General Information	3
1.1 People.....	3
1.2 Economy	3
1.3 Public Spending	4
1.4 Public Sector Employment and Wages.....	4
2. Legal Structure	5
2.1 Legislative Branch.....	5
2.2 Executive Branch	6
2.3 Judiciary Branch	6
2.4 Local Government.....	7
3. The State and Civil Society	10
3.1 Ombudsperson	10
3.2 Civil Society	10
4. Civil Service	11
4.1 Legal basis.....	11
4.2 Recruitment	11
4.3 Promotion and Rotation	12
4.4 Remuneration	12
4.5 Training.....	13
4.6 Gender.....	14
4.7 Retirement Allowances and Pension.....	14
5. Ethics and Civil Service	15
5.1 Corruption	15
5.2 Ethics.....	15
6. e-Government	17
6.1 e-Government Readiness	17
6.2 e-Participation	18
7. Links	19
7.1 National sites	19
7.2 Miscellaneous sites.....	19



JAPAN

[Click here](#) for detailed map



Source: [The World Factbook](#) – Japan

Government type

constitutional monarchy with a parliamentary government

Independence

660 BC (traditional founding by Emperor JIMMU)

Constitution

3 May 1947

Legal system

modeled after European civil law system with English-American influence; judicial review of legislative acts in the Supreme Court; accepts compulsory ICJ jurisdiction with reservations

Administrative divisions

47 prefectures

Source: [The World Factbook](#) – Japan

In 1603, a Tokugawa shogunate ushered in a long period of isolation from foreign influence. For 250 years this policy enabled Japan to enjoy stability and a flowering of its indigenous culture. Following the Treaty of Kanagawa with the United States in 1854, Japan opened its ports and began to intensively modernize and industrialize. During the late 19th and early 20th centuries, Japan became a regional power.

After World War II, Japan recovered to become an economic power with the Japan's economy continued to boom. This led to Japan rapidly catching up with the West in foreign trade, gross national product and general quality of life. However, the 1973 oil crisis shocked the Japanese economy as it is heavily depended on imported oil. The economy experienced a major slowdown starting in the 1990s following three decades of unprecedented growth. However, Japan is a major economic power, both in Asia and globally.

Source: World Fact book – Japan (2005) (edited)

1. General Information

1.1 People	Japan	South-Korea	Singapore	1
Population				a
Total estimated population (,000), 2003	127,654	47,700	4,252	
Female estimated population (,000), 2003	62,400	23,714	2,112	
Male estimated population (,000), 2003	65,254	23,986	2,140	
Sex ratio (males per 100 females), 2003	96	101	101	
Average annual rate of change of pop. (%), 2000-2005	0.14	0.57	1.69	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	14	20	21	
Female population aged 60+ (%), 2003	22	14	12	
Male population aged 60+ (%), 2003	28	10	11	
Human Settlements				c
Urban population (%), 2001	79	83	100	
Rural population (%), 2001	21	17	0	
Urban average annual rate of change in pop. (%), '00-'05	0.35	1.32	1.74	
Rural average annual rate of change in pop/ (%), '00-'05	-0.64	-2.66	0	
Education				d
Total school life expectancy, 2000-2001	14.3	15.5	..	1
Female school life expectancy, 2000-2001	..	14.5	..	1
Male school life expectancy, 2000-2001	..	16.4	..	1
Female estimated adult (15+) illiteracy rate (%), 2000	..	3.6 ⁱ	11.7	2
Male estimated adult (15+) illiteracy rate (%), 2000	..	0.9 ⁱ	3.8	2
Employment				e
Unemployment rate (15+) (%), 2000	5 ⁱⁱ	4.1	3.4 ⁱⁱⁱ	1
Female adult (+15) economic activity rate (%), 2000	4.7 ⁱⁱ	3.6	3.4 ⁱⁱⁱ	2
Male adult (+15) economic activity rate (%), 2000	5.2 ⁱⁱ	4.6	3.5 ⁱⁱⁱ	2

Notes: ⁱ Illiteracy rates estimated by UNESCO for 2000, ⁱⁱ 2001, ⁱⁱⁱ month of June.

1.2 Economy	Japan	South-Korea	Singapore	2
GDP				a
GDP total (millions US\$), 2002	3,978,782	476,690	86,969	
GDP per capita (US\$), 2002	31,294	10,006	20,886	
PPP GDP total (millions int. US\$), 2002	3,261,194	784,408	97,410	
PPP GDP per capita(int. US\$), 2002	25,650	16,465	23,393	
Sectors				b
Value added in agriculture (% of GDP), 2003	2.1 ⁱ	3.7	0.1	
Value added in industry (% of GDP), 2003	34.9 ⁱ	40.8	35.2	
Value added in services (% of GDP), 2003	63.0 ⁱ	55.5	28.9	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2004	-2.3	2.7	4.5	
Private consumption (% of GDP), 2004	56.9	51.9	41.4	
Government consumption (% of GDP), 2004	17.5	13.5	10.6	

Notes: ⁱ 1994

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Japan	South-Korea	Singapore	
Public expenditures				3
Education (% of GNP), 1985-1987	..	3.8 ⁱ	3.9	a
Education (% of GNP), 1995-1997	3.6 ⁱⁱ	3.7 ⁱⁱ	3	a
Health (% of GDP), 1990	4.6	1.8 ⁱⁱⁱ	1	
Health (% of GDP), 1998	5.7	2.4 ⁱⁱⁱ	1.1	
Military (% of GDP), 1990	0.9	3.7	4.8	b
Military (% of GDP), 2000	1	2.8	4.8	b
Total debt service (% of GDP), 1990	..	3.3	..	
Total debt service (% of GDP), 2000	..	5.1	..	

Notes: ⁱ Data may not be strictly comparable with those for earlier years as a result of methodological changes, ⁱⁱ Data refer to a year or period other than that specified, ⁱⁱⁱ Data refer to 1999.

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Japan 1991-1995	Japan 1996-2000	Eastern Asia and the Pacific 1996-2000	South Regional average ⁴ 1996-2000	High income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁴	(,000)	894	..			
	(% pop.)	0.7	..	0.63	..	2.8
Sub-national Government ⁵	(,000)	1,548	..			
	(% pop.)	1.2	..	0.63	..	2.8
Education employees	(,000)	1,298	..			
	(% pop.)	1.0	..	0.76	0.4	1.3
Health employees	(,000)	278	..			
	(% pop.)	0.2	..	0.16	0.5	1.1
Police	(,000)	..	..	
	(% pop.)	..	..	0.26	0.62	
Armed forces	(,000)	240	..			
	(% pop.)	0.2	..	0.53	0.7	0.5
SOE Employees	(,000)	119	..			
	(% pop.)	0.1	..	1.18	..	..
Total Public Employment	(,000)	4,377	..			
	(% pop.)	3.53	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	..	5.3	9.4	2.1	4.2
Total Central gov't wage bill	(% of exp)	..	..	24.4	16.2	16.4
Average gov't wage	(,000 LCU)	..	..	
Real ave. gov't wage ('97 price)	(,000 LCU)	..	..	
Average gov't wage to per capita GDP ratio		..	..	2.9	2.9	..

Source: World Bank - Public Sector Employment and Wages

³ UNDP - Human Development Report 2002

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

The Constitution (promulgated on November 3, 1946, and enforced on May 3, 1947) provides for a democratic, fundamental separation of state powers, which includes that, legislative power is vested in the Diet; executive power is vested in the Cabinet with the Prime Minister at its head, designated from among the members of the Diet by a resolution of the Diet (and in the exercise of this power, the Cabinet is collectively responsible to the Diet); and all judicial power is vested in the Supreme Court and in the inferior courts. The courts are the final adjudicators of all legal disputes, including those between citizens and the state arising out of administrative actions.

Source: The Supreme Court of Japan

2.1 Legislative Branch

bicameral Diet or Kokkai consists of the House of Councillors or Sangi-in (242 seats - members elected for six-year terms; half reelected every three years; 146 members in multi-seat constituencies and 96 by proportional representation) and the House of Representatives or Shugi-in (480 seats - members elected for four-year terms; 300 in single-seat constituencies; 180 members by proportional representation in 11 regional blocs)⁵

Women in parliament: lower house 43 out of 480 seats (9.0%) and upper house 34 out of 242 seats (14%)⁶

The National Diet is composed of two houses - the House of Representatives and the House of Councillors. Under the parliamentary Cabinet system adopted by the Constitution, the prime minister is chosen from among the Diet members by a resolution of the Diet, and a majority of the ministers of state are required to be chosen from among the Diet members.

The Cabinet is held collectively responsible to the Diet in the exercise of executive power, and if the House of Representatives passes a vote of nonconfidence, the Cabinet is required to resign en bloc or the House of Representatives is dissolved in order that an appeal may be made directly to the country through an election.

Fact box:

elections: House of Councillors - last held 11 July 2004; House of Representatives - last held 11 September 2005
election results: distribution of seats as of December 2004 - LDP 113, DPJ 83, Komeito 24, JCP 9, SDP 6, others 6; House of Representatives - LDP 296, DPJ 112, Komeito 31, JCP 9, SDP 7, others 25 (2005)

The election system of the house of representatives is a combination of the single-seat constituency system and proportional representation. Under the system, out of 480 Members, 300 are elected from single-seat constituencies, and remaining 180 by proportional representation in which the nation is divided into 11 electoral blocs which according to size return between six and 30 Members. In regard to the election of the House of Councillors, one hundred of the 252 members of the House of Councillors are elected by proportional representation from a single nationwide electoral district. The remaining 152 are elected in 47 prefectural constituencies, each returning two to eight members. As with the House of Representatives, voters cast two ballots - one for a political party (proportional

⁵ Source of fact boxes if nothing else stated: [The World Factbook - Japan](#)

⁶ Source [Inter-Parliamentary Union - Women in National Parliaments](#)

representation) and one for an individual candidate. The minimum age requirement to be a candidate for the House of Councillors is 30, and that for voters is 20.

Source: The House of Representative of Japan (2000)

2.2 Executive Branch

cabinet: Cabinet appointed by the prime minister

elections: Diet designates prime minister; constitution requires that prime minister commands parliamentary majority; following legislative elections, leader of majority party or leader of majority coalition in House of Representatives usually becomes prime minister; KOIZUMI's term as leader of the LDP is scheduled to end in September 2006; a new prime minister may be chosen at that time; monarch is hereditary.

The current Constitution and the Cabinet Law went into effect on May 3, 1947, establishing the framework of the Cabinet system. The Constitution provides, "The Cabinet shall consist of the Prime Minister, who shall be its head, and other Ministers of State, as provided by law." (First paragraph of Article 66). The Cabinet is an administrative organ for consultation, and presided over by the Prime Minister. According to the Cabinet Law, the number of Ministers of State constituting the Cabinet, except the Prime Minister, shall be within 14. When a special need arises, however, the number of Ministers can be increased by up to three to make the upper limit 17.

Fact box:

chief of state: Emperor
AKIHITO (since 7
January 1989)

head of government:
Prime Minister Junichiro
KOIZUMI (since 26 April
2001)

The Prime Minister was given the status as "the head of the Cabinet" representing the Cabinet, and his/her status and power within the Cabinet were strengthened for consistency and unity of the Cabinet. However, with the exception of independent powers such as appointing and dismissing the Ministers of State and giving consent to impeachment of a Minister of State, the powers of the Prime Minister were exercised with the submission to the Cabinet meeting in principal.

In addition, the Constitution stipulates that executive or administrative power shall be vested in the Cabinet and in this sense all the responsibilities to execute administrative work belong to the Cabinet. However, all the administrative affairs are not handled by the Cabinet alone, but are practically distributed among the Cabinet Office and ten Ministries under the control of the Cabinet. Some of them further distribute their work through external organs such as committees and agencies.

Source: The Prime Minister of Japan and his Cabinet (2005)

2.3 Judiciary Branch

Supreme Court (chief justice is appointed by the monarch after designation by the cabinet; all other justices are appointed by the cabinet)

The Supreme Court is the highest court in the nation and is composed of the Chief Justice and fourteen Justices. The inferior courts are: High Courts, District Courts, family courts, and summary courts.

The Supreme Court exercises appellate jurisdiction of *Jokoku* appeal⁷ and *Kokoku* appeal⁸ as provided specifically in the codes of procedure. In addition, it has initial and final jurisdiction in the proceedings involving the impeachment of commissioners of the National Personnel Authority. In addition to the primary function of exercising judicial power, the Supreme Court is vested with rule-making power and the highest authority of judicial administration.

The high court hears appeals filed against judgments rendered by district courts or family courts and *kokoku* appeals, except *kokoku* appeals over which the Supreme Court has jurisdiction as provided specifically in the codes of procedure. In criminal cases originating in summary courts, however, appeals come directly to the high court. In civil cases originating in summary courts, in general appeals are brought first to the district court. The high court has original jurisdiction over administrative cases on election, insurrection cases, etc.

The district court is primarily the court of general and original jurisdiction, and it handles all cases in the first instance except those specifically coming under the exclusive jurisdiction of other types of court. In addition, there are family courts, (specialized in family affairs and juvenile delinquency case) and summary courts (jurisdiction over civil cases involving claims of more than 900.000 yen).

Source: The supreme court of Japan (edited)

2.4 Local Government

Local government in Japan has its basis in the nation's Constitution, adopted in 1946, which recognises local government as essential to democracy and establishes it as part of the nation's system of governance. Under the heading "Local Autonomy," Chapter 8 of the Constitution contains the following Articles which include, among others: (i) Opens with a declaration of respect for local autonomy and its basic principles; (ii) States clearly that local authorities should have a broad range of authority over a broad range of administrative functions, and grants local legislative authority; and (iii) Imposes restrictions on the enactment of special legislation applicable only to a given local authority.

A number of laws were enacted concerning local government, but the core legislation for dealing with its organisation and management is the Local Autonomy Law. The provisions of the Local Autonomy Law deal mainly with residents' affairs, elected councils, and their executive bodies—all that which forms the core of local government. The Law also defines the status of local authorities, including their relationship with central government as well as with other local authorities, and has legal provisions for their financial affairs and other important administrative matters.

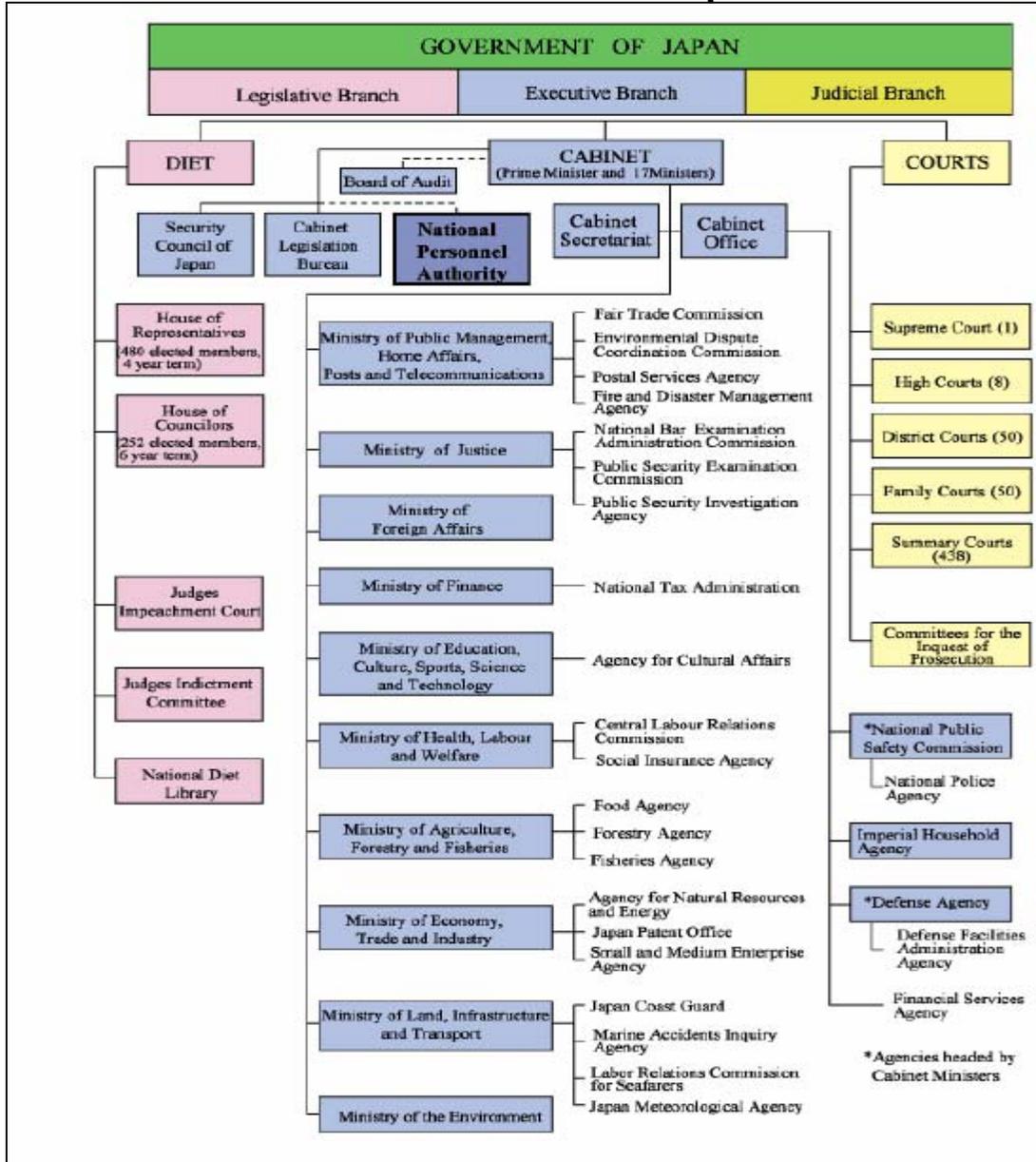
⁷ The term "*Jokoku* Appeal" is defined as follows: (1) an appeal lodged against a judgment rendered in the first or second instance by a high court; (2) a so-called jumping appeal (or direct appeal) entered against a judgment rendered in the first instance by a district court or a family court, or a judgment in criminal cases rendered by a summary court as a court of first instance; (3) an appeal filed with a high court and transferred to the Supreme Court for special reason; (4) a so-called special appeal made against a judgment rendered in a high court as a court of third instance; and (5) an extraordinary appeal lodged by the Prosecutor-General against a final judgment of a criminal case.

⁸ The term "*Kokoku* Appeal", as provided specifically in the codes of procedure, is defined as follows: (1) an appeal filed against a ruling in a civil case either on the grounds of violation of the Constitution or with the permission of the high court that shall be given in a case that the court deems to involve an important issue concerning the interpretation of a law and/or ordinance, and (2) an appeal filed against a ruling in a criminal case, a juvenile case, etc., on the grounds of violation of the Constitution or for the reason of a conflict with judicial precedents.

Local government is two-tiered: prefectures serving wider areas, and municipalities providing local services.

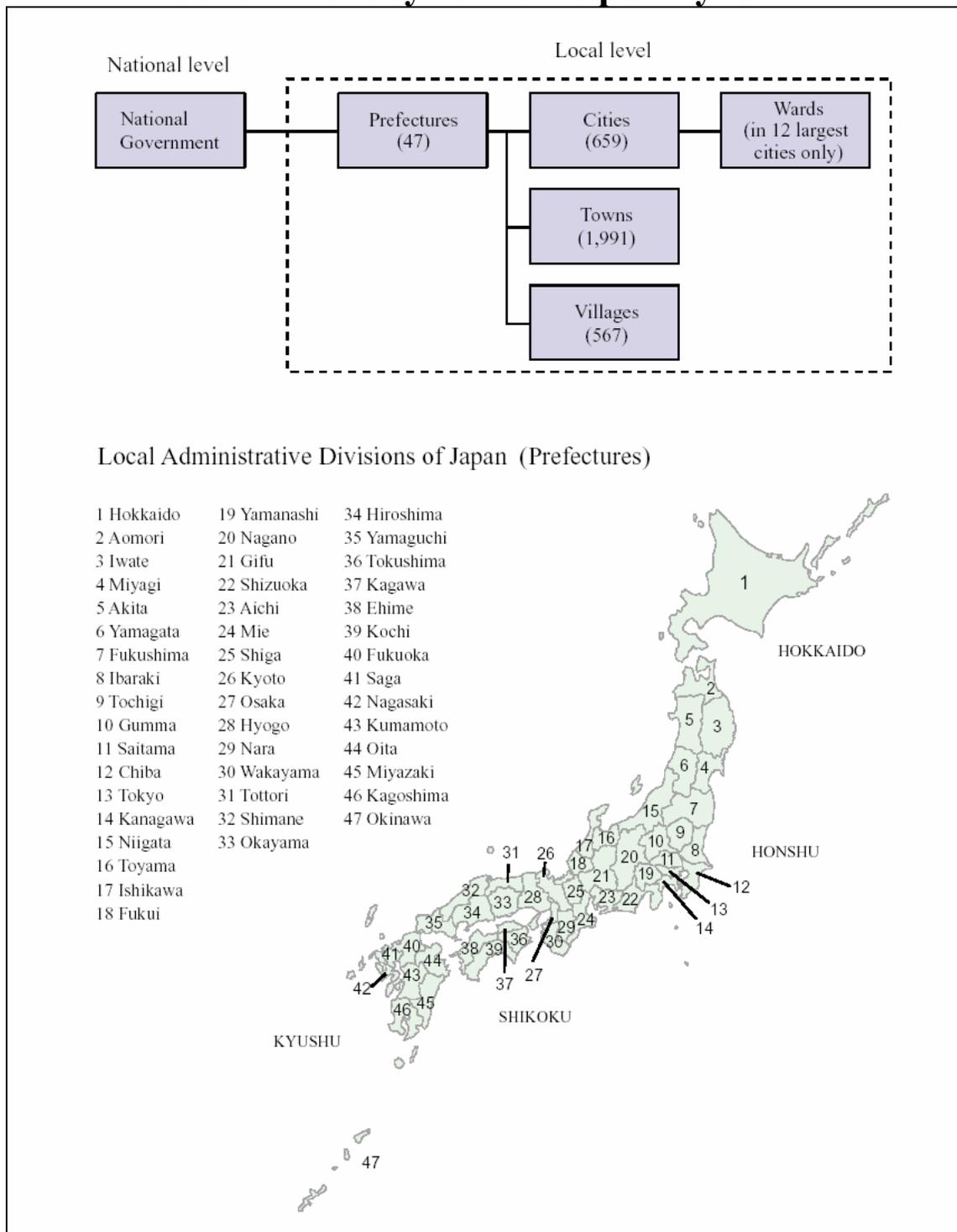
Source: Council for local authorities for International relations – Local Government in Japan (2002)

The Government of Japan



Source: National Personal Authority of Japan

Government system of Japan by level⁹



Source: National Personal Authority of Japan

⁹ As of the year 2000

3. The State and Civil Society

3.1 Ombudsperson

In Japan there is no parliamentary ombudsman system. However, there are "regional or municipal ombudsmen" that have become very active in many prefectures and local self-governing bodies. They are mostly guided by regulations enacted by these local, self-governing bodies. The Local Autonomy Law in Japan allows only the governor of a local self-governing body to nominate an ombudsman. Therefore, a local assembly cannot nominate one. The function of these "regional ombudsmen" is complaint-handling rather than working as a "watchdog" on behalf of the general public.

Apart from the government or national parliament, non-government voluntary activities -- such as "Citizen Ombudsmen" groups -- have been very active in Japan. They are composed of lay citizens, including lawyers and certified public accountants. "Citizen Ombudsmen" groups got their start in 1985 and thereafter spread to various parts of the nation. The main thrust of these groups was to disclose or expose the budget-wasting activities of authorities and public servants. These citizens groups are using the freedom-of-access right to public documents that were enacted in the "freedom of information" regulations of the local self-governing bodies. These citizens groups have no direct connection to public institutions or their laws and regulations. The staffs of these volunteer groups receive no salary for their activities.

Source: Doshisha University - Professors Asona Kenichi Seminar (2000)

3.2 Civil Society

Although Civil Society Organizations (CSOs) have no legal standing in Japan, it is widely believed that citizens may form a variety of organizations as long as they do not jeopardize public order. Article 21 of the Constitution guarantees freedom of assembly and association as well as freedom of speech, the press and other forms of expression. Article 28 guarantees the right of workers to organize themselves and to bargain and act collectively. The establishment of a CSO does not require any license, but legal status as a nonprofit organization must first be obtained through the prefectural government. Formal approval usually takes four months, including a two-month display period for the public.

According to a cabinet office research data, the estimated number of CSOs totals 88,000, as of November 2000, including non-governmental and other organizations. While the latest data show that more than 12,000 CSO have been formally established, there are an estimated 400 NGOs without legal status. In addition, women's Organizations, according to the survey conducted for the *Non Profit Sector in Japan*, there are more than 1,800 women's groups. According to the Office for Gender Equality at the Prime Minister's Office, 51 organizations are listed as collaborating organizations, which include various national centers of women's group

The activities of NGOs seem to be hampered by their financial base as foundations usually fund an NGO on a project base rather than an institution base. Although there are few NGOs specifically engaging in anti-corruption activities, NGO working for information disclosure and civil ombudsmen are addressing corruption issues and they are gaining increasing social clout.

Source: Center for Public Integrity – civil society, public information and the media (2004) & Philanthropy and the third sector in Asia and the Pacific – Japan (2005) (edited)

4. Civil Service

The National Personnel Authority (NPA) is the central personnel agency of the Japanese government. The NPA is governed by three commissioners. Commissioners are appointed by the Cabinet, with the consent of the Diet, for a four year term of office. One of these Commissioners is designated as President, the equivalent in rank to a Minister. The secretariat of the NPA is headed by the Secretary-General, the equivalent in rank to an Administrative Vice-Minister. The secretariat consists of four bureaus, National Public Service Ethics Board, the National Institute of Public Administration and regional offices, Local office.

The main functions of the NPA are to: (i) define rules concerning appointment, promotion and retirement; (ii) conduct recruitment examinations; (iii) recommend revisions in salary and plan alternative remuneration systems; (iv) coordinate and conduct training programs; (v) take charge of working conditions and welfare; (vi) monitor discipline and ethics; and (vii) review adverse action taken by ministries and agencies.

Source: National Personal Authority of Japan

4.1 Legal basis

The National Personnel Authority (NPA) was established in December 1948 under the "National Public Service Law (NPSL)". Although under the jurisdiction of the Cabinet, the NPA operates as an independent authority. It seeks to maintain neutrality in government employees and to protect employees' welfare and interests in compensation for certain restrictions on their labor rights.

Source: National Personal Authority of Japan

4.2 Recruitment

Most initial appointments to the public service are made in junior level positions through competitive recruitment examinations held by the NPA. Mid career recruitment is uncommon. Requirements to sit these examinations are Japanese nationality and age (minimum and maximum age limit is fixed). No academic qualifications are required.

Examinations are usually comprised of general knowledge tests, specialist knowledge tests and interviews. In regard to specialist knowledge tests, examinations are divided into separate sub-divisions such as law, economics, physics, etc. which each candidate may choose according to their specialization. Those who pass the written examination are automatically called for interview.

Successful candidates are entered on an eligibility list. The list is valid for a fixed period (from one to three years) according to the examinations. Enlistment, however, does not guarantee recruitment to the public service. Each ministry and agency select candidates from this list to interview, and have the final choice over whom they recruit.

Source: National Personal Authority of Japan

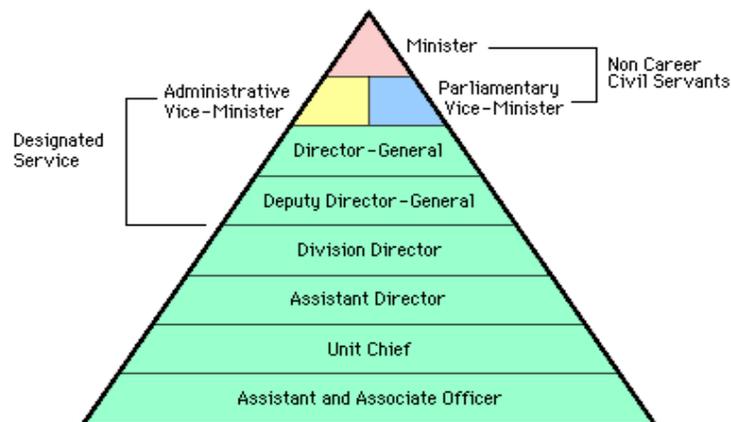
4.3 Promotion and Rotation

Promotion & rotation of personnel are decided unilaterally by the management. The management are not obliged to circulate announcements of a vacancy, nor do they have to wait for employee applications. The personnel division of each ministry and agency draft a personnel movement plan. This plan must be finally approved by a high ranking official with authority over appointment, such as Minister or Administrative Vice-Minister. In general practice, employees are rotated to different positions every few years. The positions they are transferred to are not necessarily posts within their own organizations but sometimes those in other ministries and agencies. Personnel rotated to other organizations usually return to their initial appointment ministries or agencies, at a later stage.

Promotion is decided on a merit basis. No examination is conducted regarding promotion. The initial level of recruitment examination, seniority and performance record of an employee are major factors in deciding promotion. Those who passed the Level I examinations are, in practice, treated as fast streamers. It has been argued that more employees recruited through the Level II or III examination should be promoted to high level posts. The highest post career officials can be promoted to is Administrative Vice-Minister.

Source: National Personal Authority of Japan

Structure of Ministries and Agencies at Government Headquarters



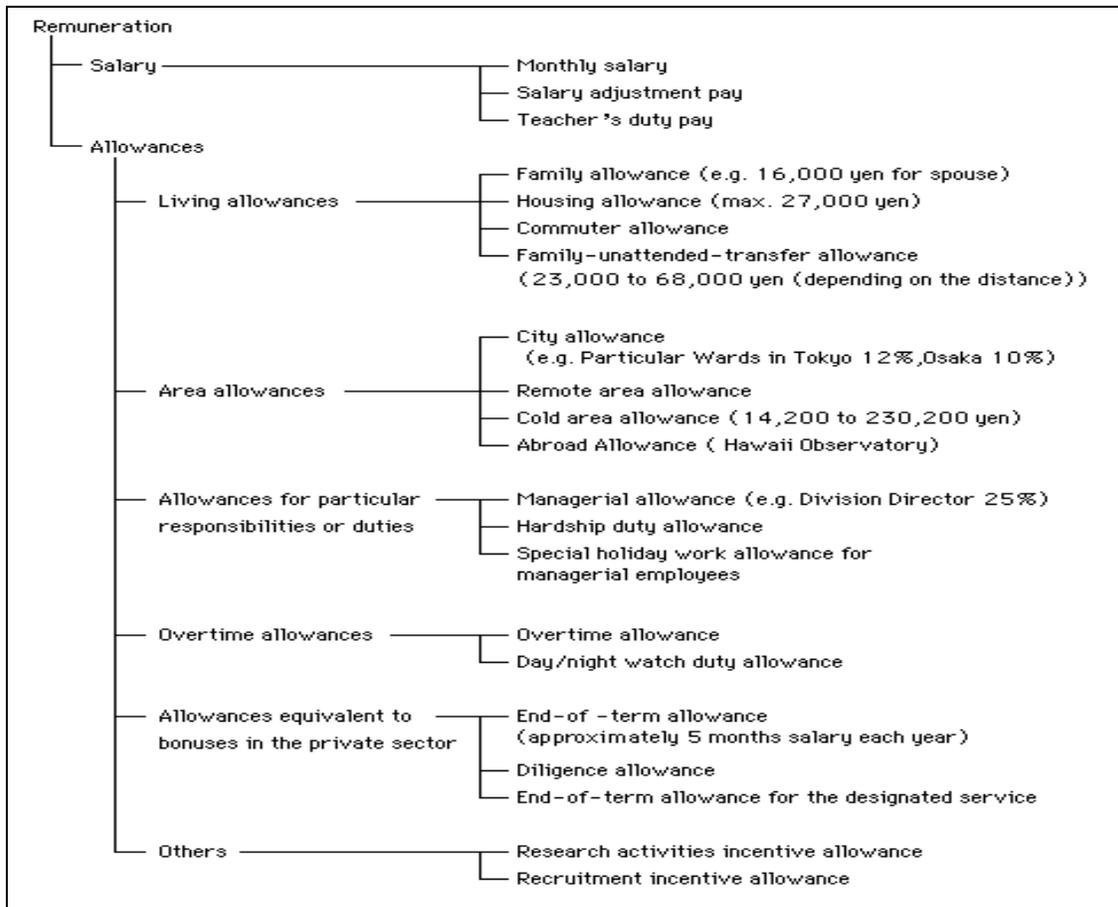
Source: National Personal Authority of Japan

4.4 Remuneration

The remuneration of government employees is comprised of two elements, salary (basic pay) and allowances. There are 17 salary schedules depending on type of service. Each salary schedule, except for that for the Designated Service, has grades & pay steps according to the level of complexity, difficulty and responsibility of duties. When an employee performs satisfactorily for 12 months he/she may be given a pay step increase. This does not apply, however, to senior employees of 56 years and older. In the Designated Service, which covers high-ranking officials, there is no pay step increase and the rate of salary is fixed for each post. Allowances are

paid when employees meet the conditions for entitlement. Certain allowances are paid to remunerate excessive responsibility or difficulty of duty while others are to cover living expenditures. Remuneration is paid monthly and tax, pension, health insurance premiums and so forth, are deducted in advance.

Source: National Personal Authority of Japan



Source: National Personal Authority of Japan

4.5 Training

Staff training is conducted by each ministry and agency. There are two basic types of training; general training conducted for each level of employee, and professional training to provide specific skills and techniques. The NPA is responsible for the overall planning and coordination of training programs conducted by the ministries and agencies and its own inter-ministerial training courses which aim at giving an opportunity for participants to reconsider their responsibilities from a broader perspective, reinforce their sense of identity as public servants to the entire community and cultivate a sense of unity among government employees.

Source: National Personal Authority of Japan

Trends in Training¹⁰

Fiscal Year	Number of Courses		Number of Participants	
	(Courses)	Index	(People)	Index
1987	9,952	100.0	295,036	100.0
1988	10,725	107.8	334,483	113.4
1989	11,795	118.5	365,158	123.8
1990	12,545	126.1	361,149	122.4
1991	13,750	138.2	403,464	136.8
1992	15,211	152.8	443,015	150.2
1993	16,267	163.5	438,613	148.7
1994	16,092	161.7	412,783	139.9
1995	16,462	165.4	430,451	145.9
1996	17,802	178.9	481,724	163.3

Source: National Personal Authority of Japan

4.6 Gender

Source:

4.7 Retirement Allowances and Pension

National government employees receive a lump sum of non-contributory allowance at the time of their retirement. The amount of retirement allowance is (final monthly salary) x (retirement allowance index). The index takes into consideration the number of years of service and the reason for retirement.

The pension scheme for government employees is operated by the National Public Employee Mutual Aid Association, participation in which is compulsory for all employees. The pension fund is furnished by contributions from employees and the government. The mutual aid pension is, in principle, granted to those who retire after 25 years or more of service and pension payment starts from the age of 60. Full pension entitlement age will be deferred gradually from the year 2001, reaching 65 in the year 2013. The size of an individual pension is calculated according to the average salary of the retired employee throughout their entire years of public service, the number of years of service and the number of dependent family members meeting certain.

Source: National Personal Authority of Japan

¹⁰ These figures represent the total number of courses conducted by each ministry and agency, and the overall number of participants therein.

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
21	Japan	7.0	13	1.1	5.5 - 8.8	9	6.5 - 7.4
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

In Japan there are several investigative bodies like the judicial police, public prosecutors and special investigative sections or departments which belong to administrative organizations. In three major cities (Tokyo, Osaka and Nagoya), the public prosecutors office have special investigation departments to investigate cases involving bribery, breach of trust, etc. These special investigation departments are regarded as being staffed with highly competence investigative officers. In addition, and once an investigation is launched, they investigate not only corruption cases, but also related crimes, such as a violation against the Law for Oath, Testimony, Violation against the Political Funds Control Law, etc.

The relationship between policy and public prosecutors in Japan is regarded as cooperation in general. However, the police and public prosecutors belong to different organization independent of each other. Some argue that these two organs maintain a competitive relationship especially with regard to the detection of corruption cases.

Source: United Nations Asian and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) - Professor Yuichiro Tachi, investigation against Corruption by Public Prosecutors in Japan

5.2 Ethics

The National Public Service Ethics Law (effective April 2000), was drafted to prevent civil servants from abusing their power. This law was to ensure public trust for public service, deterring activities that create suspicion or distrust against the fairness of performance of duties by introducing measures to contribute to retaining ethics related to the duties of national public service officials.

The law provides establishment of a National Public Service Ethics Board within the National Personnel Authority (NPA), responsible for conducting research and studies concerning retention of ethics in national public services and developing a standard of disciplinary actions as punishment against employees violating this law, as well as submitting an opinion concerning the establishment or revision of the National Public Service Officials Ethics Code to the Cabinet, etc., which includes the following: (i) obligation of assistant director or higher officials to report gifts, favors, etc. of value beyond 5000 yen, received from enterprises or organizations; (ii) obligation of deputy director-general or higher officials to disclose their stock exchange and income; and (iii) appointment of Ethic supervisory officers in each Office and Ministry to retain ethics related to the duties of national public service officials. Thirteen cases of investigation (they include two cases continuing from the previous year) were made into employees' acts suspected of violating the Ethics Law.

The National Public Service Ethics Board takes charge of affairs including: (i) submission of opinions to the Cabinet regarding enactment, amendment and repeal of the National Public Service Officials Ethics Code; (ii) preparation and revision of a standard of disciplinary actions applied to violations of the National Public Service Ethics Law; (iii) research, study and planning regarding ethics issues of public officials; (iv) comprehensive planning and coordination of training programs on ethics for public officials; (v) guidance and advice regarding preparation in ministries and agencies for the system to observe the National Public Service Officials Ethics Code; (vi) examination of reports on gifts, stock transactions and incomes; (vii) maintain the ethics of public officials questioning any public official who is suspected of violating the National Public Service Ethics Law, conducting on-site investigations to clarify such suspected misconduct, summoning witnesses, and requesting witnesses to submit a necessary report or any relevant materials; (viii) following the investigation, if necessary, requesting the head of each ministry or agency to take any measures necessary for supervising his/her officials; and (ix) following the investigation, if necessary, taking disciplinary action against any public official who has violated the National Public Service Ethics Law.

Source: National Public Service Ethics Board

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

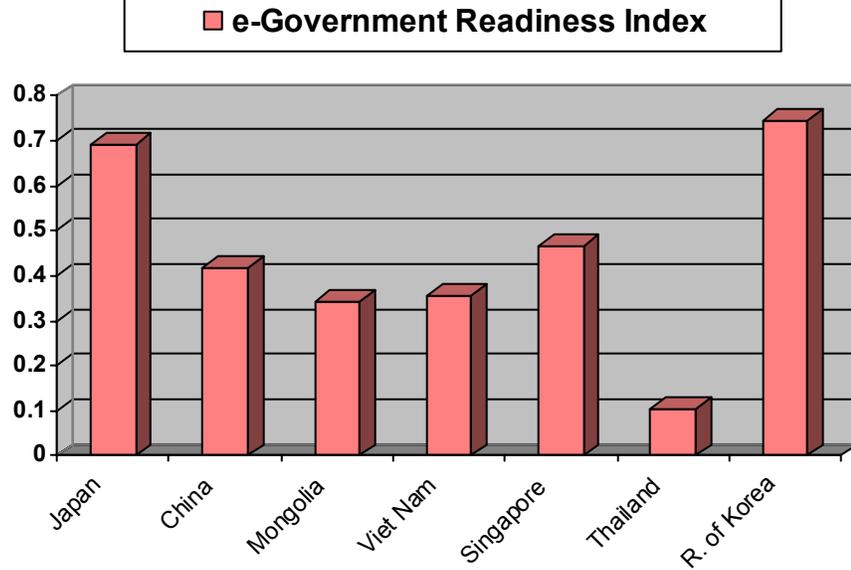
Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

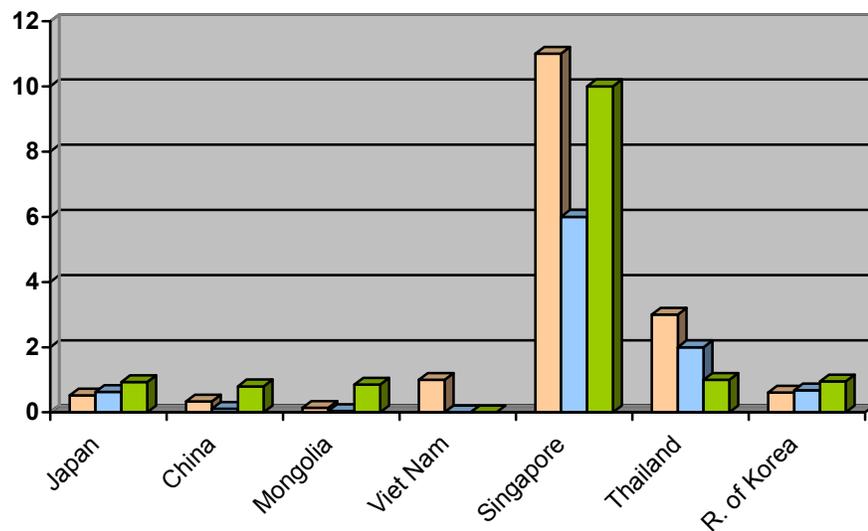
Human Capital Index:

A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.



Source: United Nations – World Public Sector Report 2003

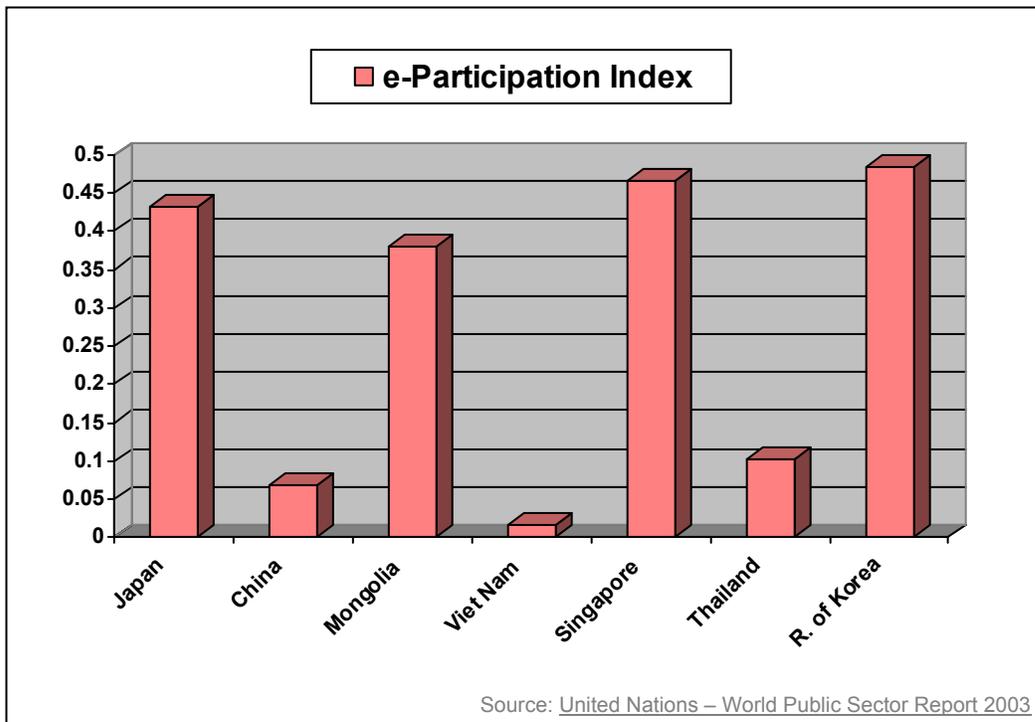
Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

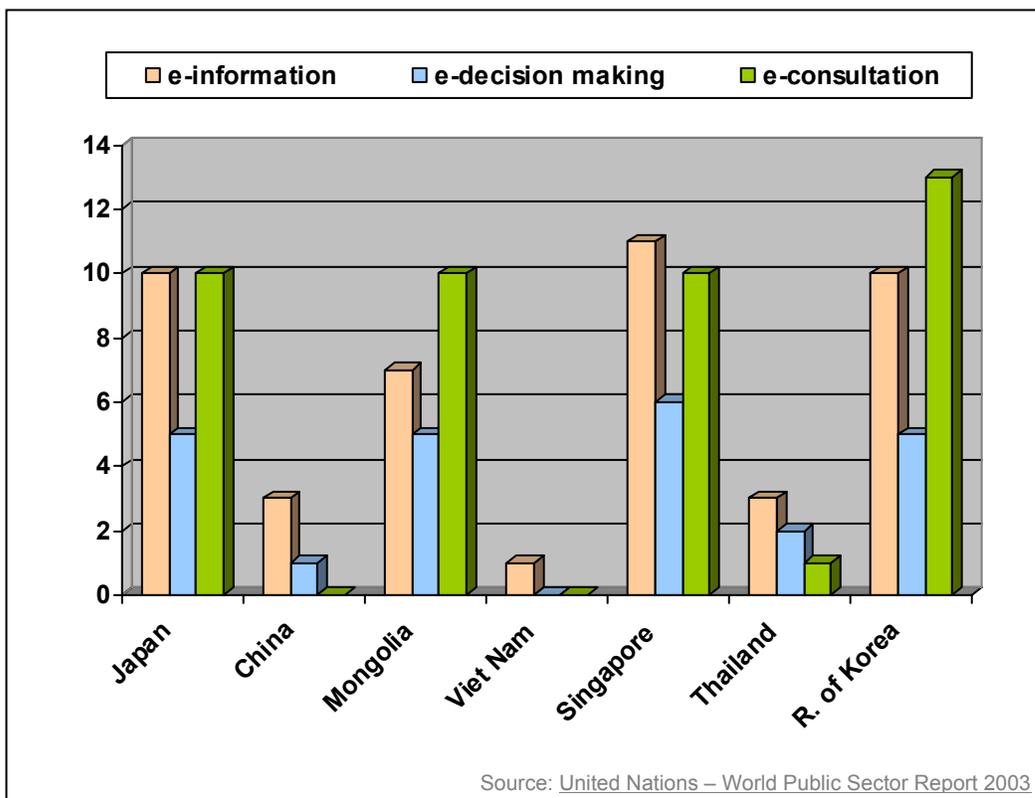
e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.



e-information:

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.



e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

7. Links

7.1 National sites	
Authority	Topic
National Personal Authority of Japan	http://www.iinji.go.jp/english/intro.htm
The House of Representative of Japan	http://www.shugiin.go.jp/
The Office of the Prime Minister of Japan and his Cabinet	http://www.kantei.go.jp/
Legislative Bureau of the House of Councillors	http://houseikyoku.sangiin.go.jp/introduction/english.htm
Ministry of Legislation	http://www.crwflags.com/
Ministry of Foreign Affairs	http://www.mofa.go.jp/index.html
Supreme Court	http://courtdomino2.courts.go.jp/

7.2 Miscellaneous sites	
Institution	Topic
National Diet Library	http://www.ndl.go.jp/en/index.html
ASEAN Inter-Parliamentary Organization	http://www.aipo.org/
Asia Pacific Parliamentary Forum	http://www.appf.org.pe/