

Papers on the Local Governance System and its Implementation  
in Selected Fields in Japan No.2

## **Training of Japanese Local Government Officials as a Policy of Human Resource Development**

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## Foreword

The Council of Local Authorities for International Relations (CLAIR) and the National Graduate Institute for Policy Studies (GRIPS) have been working since 2005 on a “Project on the overseas dissemination of information on the local governance system of Japan and its operation”. On the basis of the recognition that the dissemination to overseas countries of information on the Japanese local governance system and its operation was insufficient, the objective of this project was defined as the pursuit of comparative studies on local governance by means of compiling in foreign languages materials on the Japanese local governance system and its implementation as well as by accumulating literature and reference materials on local governance in Japan and foreign countries.

In 2006, continuing from the previous year, we compiled various materials, for example “Statistics on Local Governance (Japanese/English)” and “Glossary on Local Governance Used in Japanese Official Gazettes (Japanese/English) (Supplementary Edition)”, and conducted a search for literature and reference materials concerned with local governance in Japan and overseas to be stored in the Institute for Comparative Studies in Local Governance (COSLOG). We also finished compiling “Up-to-date Documents on Local Autonomy in Japan” on two themes on which we had been working since 2005, and made a start on a new research project, “Papers on the Local Governance System and its Implementation in Selected Fields in Japan”, for which we decided to take up 4 themes.

This project is to be continued in 2007, and we aim to improve the materials so that they will be of real use and benefit to those who are working in the field of local governance.

If you have any comments, suggestions or inquiries regarding our project, please feel free to contact the Council of Local Authorities for International Relations (CLAIR) or the Institute for Comparative Studies in Local Governance (COSLOG) of the National Graduate Institute for Policy Studies (GRIPS).

July 2007

Michihiro Kayama  
Chairman of the Board of Directors  
Council of Local Authorities for International Relations (CLAIR)  
Tatsuo Hatta  
President  
National Graduate Institute for Policy Studies (GRIPS)

## Preface

This booklet is one of the results of research activities conducted by the Institute for Comparative Studies in Local Governance (COSLOG) in 2006 as one part of a 5-year project that started in 2005 entitled “Project on the overseas dissemination of information on the local governance system of Japan and its operation”, sponsored by the Council of Local Authorities for International Relations (CLAIR). For the purpose of implementing this project, a “Research committee for the project on the overseas dissemination of information on the local governance system of Japan and its operation” has been set up, and a chief and deputy chiefs with responsibility for the project have been designated from among the members concerned with each research subject.

“Papers on the Local Governance System and its Implementation in Selected Fields in Japan” (2006, Volumes 1-4) were written under the responsibility of the following four members.

(Chief)

Satoru Ohsugi, Professor, Faculty of Urban Liberal Arts, Tokyo Metropolitan University

(Deputy Chief)

Yoshinori Ishikawa, Director of the Mutual Aid Association of Prefectural Government Personnel

Toshinori Ogata, Professor, Graduate School of Management, Kagawa University

Nagaki Koyama, Associate Professor, Graduate School of Library, Information and Media Studies, University of Tsukuba

This booklet, the second volume in the series, is about the training of their staff by local governments in Japan within the framework of a policy of human resource development, and was written by Mr. Ishikawa.

With a view to achieving sound local autonomy, a policy of human resource trainings for local government officials has been steadily promoted in Japan. This booklet begins by explaining general ideas on human resource development in terms of the training of local government officials in Japan, and then introduces several concrete examples of training programs implemented by individual local governments, the Local Autonomy College or other public institutions, including programs newly developed to accompany the decentralization reforms in recent years.

We will continue to take up new topics, and add to the series.

Finally, I would like to express my appreciation to Mr. Ishikawa, and also to other members of the research committee for their expert opinions and advice.

July 2007

Hiroshi Ikawa

Chairperson

Research committee for the project on the overseas dissemination of information on the local  
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Professor

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# **Training of Japanese Local Government Officials as a Policy of Human Resource Development**

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Director

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## **1 Outline and History**

### **(1) The Government Personnel System in Japan and Training Style**

#### **1) Basic Principles of the Local Government Personnel System and Training**

In Japan following the Second World War, the administrative activities of national and local public bodies became proactive in enhancing the lifestyles of Japanese citizens and expanding public welfare under the newly established Constitution of Japan. The government personnel system accordingly underwent drastic reform initiated from the perspective of promoting democratic and rational administrative management.

#### **(A) A Democratic and Efficient System and Training**

The current public employee system in Japan is basically operated as both a democratic and an efficient system.

Regarding operation as a democratic system, Article 15 (2) of the Constitution of Japan stipulates that “All public officials are servants of the whole community and not of any group thereof”. A democratic system means that official duties are carried out fairly and openly. Accordingly, official duties are to be carried out not by arbitrarily selected personnel but by personnel selected based on performance; duties are not to be performed from a specific political standpoint but must be carried out based on the principle of ensuring political neutrality. An efficient system means as a rule providing public welfare services with the lowest possible expenditure for the greatest possible benefit. Accordingly, in exchange for ensuring political neutrality, a government official’s social standing is assured; thus in accordance with performance-based selection, job performance is evaluated, and so training is necessary to develop and/or improve work efficiency.

In concrete terms, Article 39 (1) of the Local Public Service Law stipulates that “Employees must be provided with opportunities to undergo training in order to develop or improve their work efficiency.” Training is to be carried out by personnel with appointive power (Local Public Service Law Article 39 (2)).

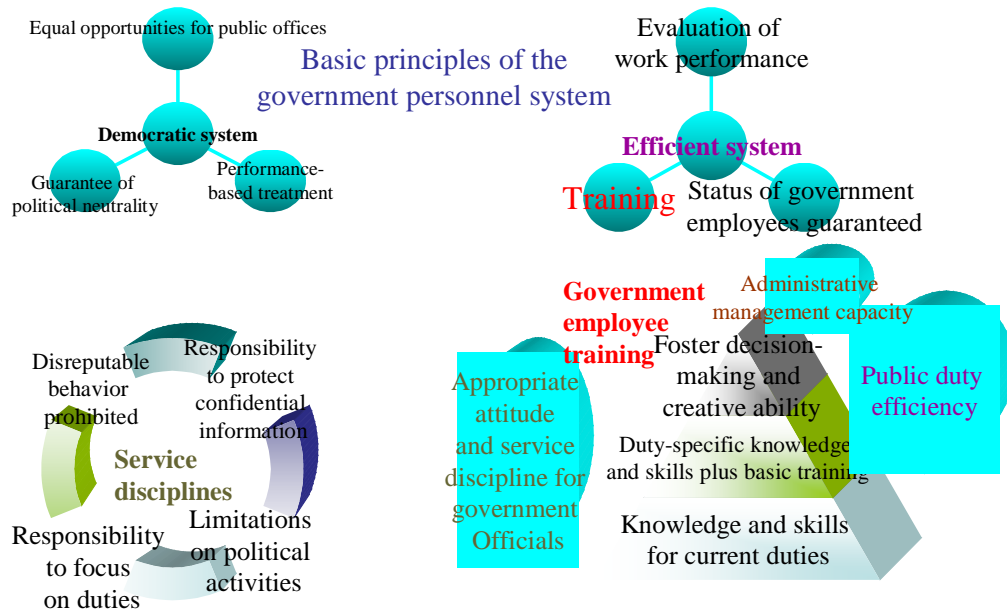
#### **(B) Characteristics of Government Employee Training**

Consequently government officials’ training has the following characteristics. Firstly, it involves teaching officials the appropriate mental attitude for a government official and service disciplines so that service disciplines may be maintained. Secondly, it involves providing employees with the knowledge and skills they require in their current positions so the efficiency of public duties may be maintained. In addition, it is important that officials acquire basic education. Furthermore, problem-solving capacity is fostered, creativity is encouraged, and public

administrative capacity is nurtured, improving efficiency in public duties overall.

(See Figure 1. Basic Principles of the Government Personnel System in Japan and Characteristics of Public Personnel Training)

**Figure 1 Basic Principles of the Government Personnel System in Japan and Characteristics of Public Personnel Training**



Source: "Report on the Asean Region Local Administration Forum 2005", Council of Local Authorities for International Relations

## 2) University Education and Training

With regard to training for local government employees, there are some systems, such as those in France and Germany, under which trainee public officials are hired initially and after undergoing training at specialized training centers or universities specialized in public employee training, or practical training in administrative bodies, are formally hired by their respective local public bodies. In Japan, however, no training is provided prior to formal appointment in Japan. Moreover, graduates of public administration graduate school courses are given no preference over other applicants in the selection process. Instead, in Japan newly appointed officials in general undergo between several weeks and several months of initial training at the training centers for their respective local public bodies.

In this way university education and on-the-job training are clearly separate in Japan. However, after appointment, particularly able officials may be selected for further education at university level as part of their training. Most commonly, they are sent to Local Autonomy College. Employees eligible for training at Local Autonomy College are employees in positions equal or higher than Section Chief. Under the School Education Law, Local Autonomy College is not a university but provide practical training as well as systematic instruction by university professors concerning legislation and economics, public administration, and administrative management, thus enabling officials to acquire a high degree of knowledge and training. In recent years, moreover, new graduate school public administration courses have been introduced and in no small number of

cases local public bodies have sent officials to study at such institutions.

### 3) On-the-Job Training and off-the-Job Training and Self-Development

In local government bodies in Japan, officials' assignments change on average once every 3 years through job rotation. Many public bodies train personnel through an effective combination of repeated job rotations, on-the-job training, and off-the-job training. It is not uncommon for off-the-job training to include training at private sector businesses and/or other national or local public bodies. In such cases, the training expenses are in general covered by the public body the official belongs to. Moreover, it is not unusual for officials themselves to attempt self-development through various means such as training in language skills, computer literacy, and culture in general. In such cases the official pays for the training, but some local public bodies do provide financial aid in certain cases.

### 4) Legal Knowledge and Training

In the past, the percentage of university graduates amongst local government officials has been low, and so training has focused on the acquisition of legal knowledge. This is one reason why the Local Autonomy College includes the character for "university" in its name, and training topics include some subjects taught in a university style.

Today the proportion of university graduates amongst local government officials is high, but the proportion of officials who have studied law is not high. Consequently, training continues to focus on legal studies. (See "2(6) Improvement of Policy Formation/ Legal Work Capability" for moves towards decentralization)

## **(2) History of Training Institutions for Local Government Officials**

### 1) Establishment of Training Facilities by Local Government in the Postwar Period

Following the Second World War, new local government laws were formulated under the Constitution of Japan and local public bodies were given the responsibility of managing local government administration in a democratic and efficient manner. For this reason, it became desirable to raise the quality of local public body officials who are directly responsible for the management of local government administration.

Against this background, local government, particularly on a prefectural level, independently expanded their efforts in the establishment of training institutions.

### 2) Establishment of the Local Autonomy College and Training

However, in the 1950s the establishment of high-level training facilities was expected from the standpoint of securing instructors and facilities, and in 1953 the Law for Establishment of the Local Autonomy College was formulated. In the same year, the Local Autonomy College was established in the Azabu district of Minato Ward in Tokyo as an affiliated institution of the Ministry of Home Affairs (now the Ministry of Internal Affairs and Communications). Following this, in 1961 the Local Autonomy College built a new campus in Azabu, and in 2001 became an affiliate of

the Ministry of Internal Affairs and Communications. In 2003, the college transferred to a new campus in Tachikawa City, Tokyo.

### 3) Establishment of the Municipal Academy and the Japan Intercultural Academy of Municipalities and Training

Subsequently, with Japan's economic expansion local public bodies became broadly responsible for a diversity of administrative activities and the number of local government officials increased. With this, human resource training became an urgent task, especially in municipalities, which are basic local government bodies. Until the first half of the 1980s, the only high-level training institution was the Local Autonomy College and there was a rush of entrance applications from officials of municipalities. Limitations on the scale of facilities meant that the college was unable to accept these applications for some time.

This situation led to the Japan Municipal Development Corporation (JMDC) in 1987 establishing and opening the Japan Academy for Municipal Personnel (JAMP) in Chiba City, Chiba Prefecture, for the purpose of further promoting high-level training for officials of municipalities.

Moreover, with the internationalization of Japan's business world, an urgent need developed for local public bodies to also train personnel to handle local internationalization issues. Consequently, the JMDC established the Japan Intercultural Academy of Municipalities (JIAM) in Otsu City, Shiga Prefecture, which opened in 1993.

### 4) Establishment and Operation of the Local Autonomy Training Council

The Local Autonomy Training Council (Directed by the Local Autonomy College President) was established in 1958 with the purpose of conducting research related to training and communication and cooperation between local public body training institutions and the Local Autonomy College. In addition to holding workshops each year in conjunction with the annual general meeting, the council organizes general meetings and study groups in each block.

### 5) Efforts Regarding Training at Universities and Graduate Schools

In Japan, from the 1990s to the early 2000s, graduate schools specializing in public policy and similar fields were established one after the other and courses are provided there for people with work experience in government. Amongst these are courses aimed mainly towards local government officials, such as the regional policy program offered by the National Graduate Institute for Policy Studies.

## **(3) Role-Sharing amongst Training Institutions**

### 1) Prefectural Level Training, National Level Training, Regional Level Training

Amongst training institutions, the largest role is played by prefectural level training institutions. Established by prefectures, these institutions not only provide training for personnel of their own respective prefectural government bodies, but are also frequently contracted by municipalities within the region to train their employees as well. Moreover, in recent years,

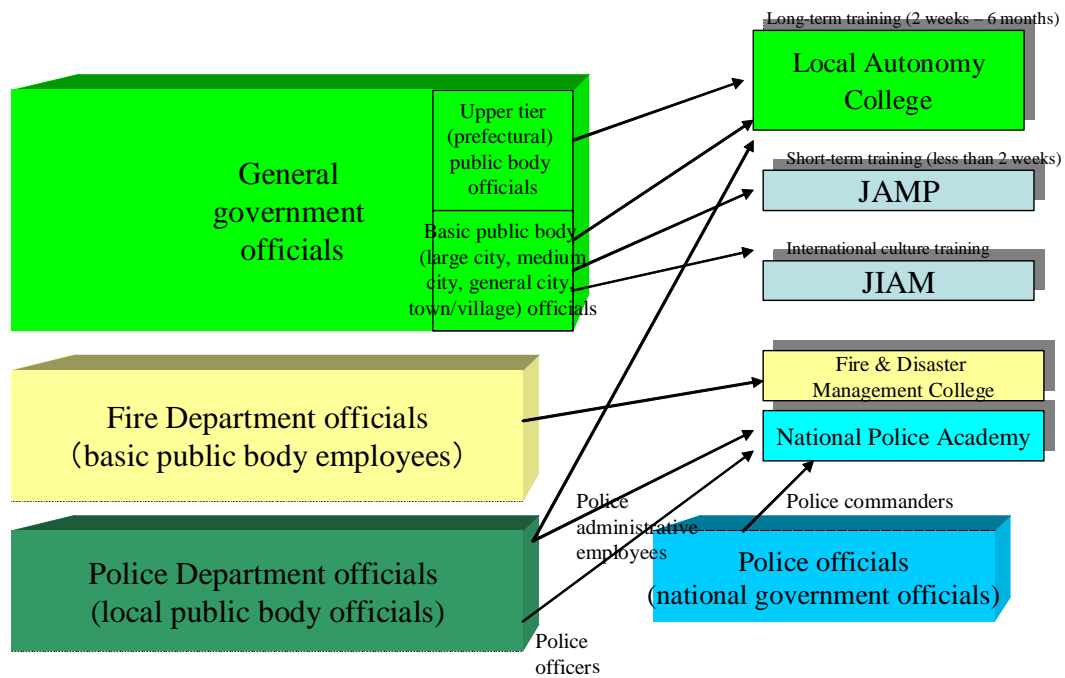
prefectures and municipalities have in several cases collaborated to jointly establish training institutions.

High-level training on a national scale is conducted by the Local Autonomy College, JAMP, and JIAM.

The Local Autonomy College provides training for prefectural officials and courses of from 2 weeks to 6 months duration for municipal officials. JAMP provides training courses of less than 2 weeks duration for municipal officials. JIAM mainly provides international culture-related training for municipal officials and training courses of less than 2 weeks duration for municipal officials. Furthermore, the ability to exchange information through networks created by and between course graduates has been given as one particular merit of training at national training institutions such as the Local Autonomy College.

(See Figure 3. Local Government Officials and the Main Training Institutions Nationwide)

**Figure 3 Local Government Officials and the Main Training Institutions Nationwide**



Source: Compiled based on “Report on the ASEAN Region Local Administration Forum 2005”, Council of Local Authorities for International Relations

As for regional research institution, the only one which has been established so far is the Tohoku Local Government Training Center established by the 6 prefectures comprising the Tohoku region.

2) Specialized Training (Tax, Auditing, Fire and Disaster Management, Police, etc.)

Because training in specialized fields is often difficult for local government training institutions to provide, course for each specialist field have been established at national training institutions and regional level institutions.

(See Figure 3. Local Government Officials and the Main Training Institutions Nationwide)



## (A) Tax

Local taxes comprise a high proportion of taxation in Japan (in recent years the ratio of national tax to local tax has been 3:2). For prefectures, corporate tax, real-estate acquisition tax, automobile tax, and diesel oil delivery tax are important tax items; for municipalities, the important tax items are residence tax and fixed property tax. Thus the training of local government employees specializing in taxation is an extremely important issue. The Local Autonomy College, JAMP, and JIAM have each established training courses on local taxation duties, and the National Local Taxation Council (Note 1) also provides training.

In concrete terms, the Local Autonomy College provides a high-level special tax accounting course, (3 months by correspondence and 3 months in residential training) and a tax collection course (6 weeks residential training).

In addition, the Local Tax Administration Council provides training courses throughout the country on each taxation theme aimed at officials of prefectures and designated cities specializing in taxation, as well as tax collection training courses for each regional block. JAMP also provides taxation training for municipal employees (Note 2).

Note 1: The Local Tax Administration Council is an organization established in 1993 to promote cooperation between local government with regard to taxation administration. Members comprise prefectural taxation division chiefs, with designated city taxation directors as associate members. The taxation training for government officials is one of the council's activities.

Note 2: Several JAMP taxation training courses are conducted by JIAM.

## (B) Auditing

In Japan, auditing of local government is performed by auditors in each local public body. Supporting the auditors is the Auditing Office in each local government. The Local Autonomy College provides 3-month residential training courses for auditing office officials. Graduates of this course are certified as external auditors (Note 3).

Note 3: External Auditor

In Japan, prefectures, designated cities, and central cities are required to conclude comprehensive external auditing contracts and other municipalities may also conclude comprehensive external auditing contracts in accordance with regulations. External auditing contracts are to be concluded with an "external auditor"; in addition to lawyers and registered accountants, those qualified as an "external auditor" include local public body officials with 5 years or more of work related to auditing or finance in local government who have completed the Local Autonomy College auditing course.

## (C) Fire and Disaster Management

In Japan, fire safety is the responsibility of municipalities, and so fire department employees are local government officials working for the municipality. A high-level national training institution for fire department officials is the Fire and Disaster Management College operated by the Fire and Disaster Management Agency within the Ministry of Internal Affairs and Communications. Prefectures have also established their own fire and disaster management schools

where municipal fire department officials are trained.

#### **(D) Information and Communications Technology Skills**

With the promotion of electronic government and electronic administration, information and communications technology skills are another very important training theme for local government officials.

From the perspective of training personnel who can effectively respond to the construction of electronic government systems and the informatization of local public services, the Ministry of Internal Affairs and Communications' Information and Communications Policy Bureau, in collaboration with the Local Autonomy College, established in 2005 a CIO training course at the Local Autonomy College aimed at personnel who in future are to become prefectural or municipal CIOs.

JAMP and JIAM provide training in information and communications technology for a broad range of municipal personnel, from high-level technical specialists to general officials.

The Local Authorities Systems Development Center (LASDEC) provides training, including e-learning courses, in information security.

#### **(E) Other Specialized Skill-related Fields**

The College of Land, Infrastructure and Transport within the Ministry of Land, Infrastructure and Transport provides training in civil engineering technology; high-level police training is provided by the National Police Academy within the National Police Agency.

## **2 Decentralization and Personnel Training**

### **(1) Training for Local Government Personnel and Training Style**

Due to the promotion of decentralization reform and structural reform of public finances, local government are being forced to perform more duties with even less staff than previously. Moreover, under the Local Public Service Law local public bodies are required to formulate basic policies regarding basic personnel training policies, with the result that local government are focusing on personnel training more than ever.

### **(2) Focus and Methods of Personnel Training**

According to the Local Government Administration Research Council's 13<sup>th</sup> Public Duties Efficiency Study Group "Training of Local Public Body Personnel: Personnel Strategies in the Era of Government Decentralization" (February 1997; hereinafter called the "Personnel Strategies in the Era of Government Decentralization Report"), organized by the Ministry of Home Affairs (now the Ministry of Internal Affairs and Communications), Japanese local public bodies need to consider the following fundamental issues in their personnel training activities.

#### **1) Independent Efforts by Employees (Self-development)**

In order for personnel training to be successful, it is imperative that officials make proactive efforts to clarify their awareness of work-related issues and to keep these always in mind as they strive themselves to improve their capabilities as workers.

Accordingly, the basis of personnel training is self-development, and it is the task of those in managerial positions to proactively develop and introduce ideas for promoting officials' self-development and otherwise encouraging and nurturing officials' initiative there.

## 2) Personnel Training in the Workplace (On-the-Job Training)

What is important in personnel training is to nurture personnel with the ability and desire necessary to discover issues requiring attention within their area of responsibility and to implement measures to resolve these issues. The most appropriate place for training such officials is the workplace; thus it is important to approach on-the-job training subjectively and systematically as the pillar supporting personnel training

## 3) Importance of Training outside the Workplace (Off-the-Job Training)

In order to carry out effective personnel training, it is essential to provide officials with opportunities to systematically and intensively acquire organized knowledge as well as opportunities for self-development through interaction with people outside everyday work routines, in other local government bodies and/or other fields. Such opportunities comprise off-the-job training, which is an important form of training in personnel training supporting self-development and on-the-job training.

## 4) Expansion of Integrated Efforts

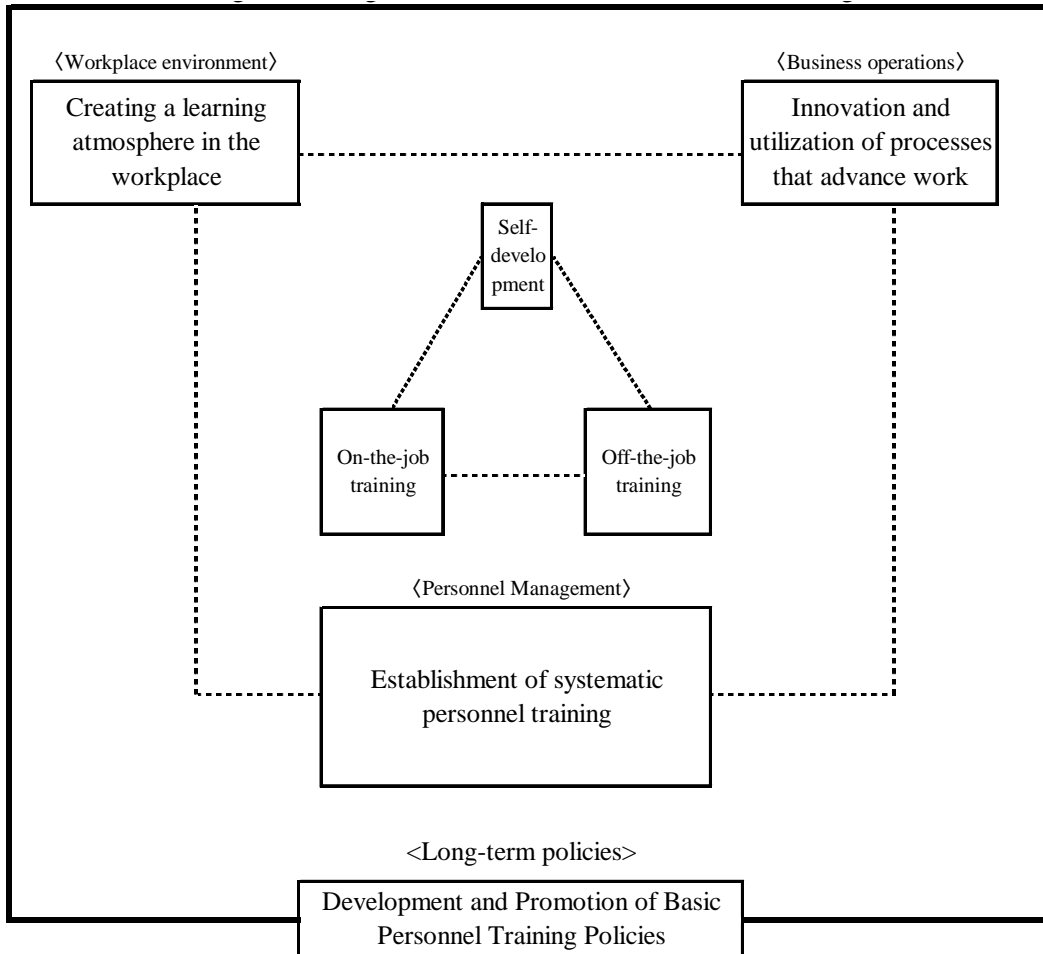
In order to ensure personnel training is effective, it is vital that integrated efforts be expanded to utilize various opportunities, means, and a range of workplace situations for personnel training. There are three pillars that underpin this:

- (A) Creation of a learning environment in the workplace;
- (B) Innovation in and utilization of processes for using working time; and
- (C) Establishment of systematic personnel training.

Because personnel training takes time, it is imperative to formulate basic personnel training policies in order to systematically undertake training with long-term policies.

(See Figure 4. Integrated Efforts towards Personnel Training)

**Figure 4 Integrated Efforts towards Personnel Training**



Source: "Report on Human Resource Strategies in Age of Decentralization"

**(3) Statement of principles for Personnel Training**

On November 8, 1997, the then Ministry of Home Affairs formulated “Statement of principles Regarding Local Government Personnel Training in a New Era” based on the “Personnel Strategies in the Era of Government Decentralization Report”. Consequently, local governments began for formulating Statement of principles for their own personnel training.

According to the Survey of the Situation Regarding Training for Local Government Officials (hereinafter called “Training Situation Survey”) implemented in 2006 by the Local Autonomy College’s Local Government Employee Training Study Group, as of April 2006 personnel training policies have been formulated by 45 prefectures (95.7%), 13 designated cities (86.7% but expected to reach 100% by March 2007), 30 central cities (83.3% but expected to reach 100% by March 2007), and 33 special exception cities (84.6% but expected to reach 91.7% by March 2007). Of these, 67.7% have comprehensive policies which include basic policies for training and the remainder has separate policies regarding basic policies for training.

**(4) Systematic Personnel Training**

In order to promote personnel training, local public bodies in Japan have established the

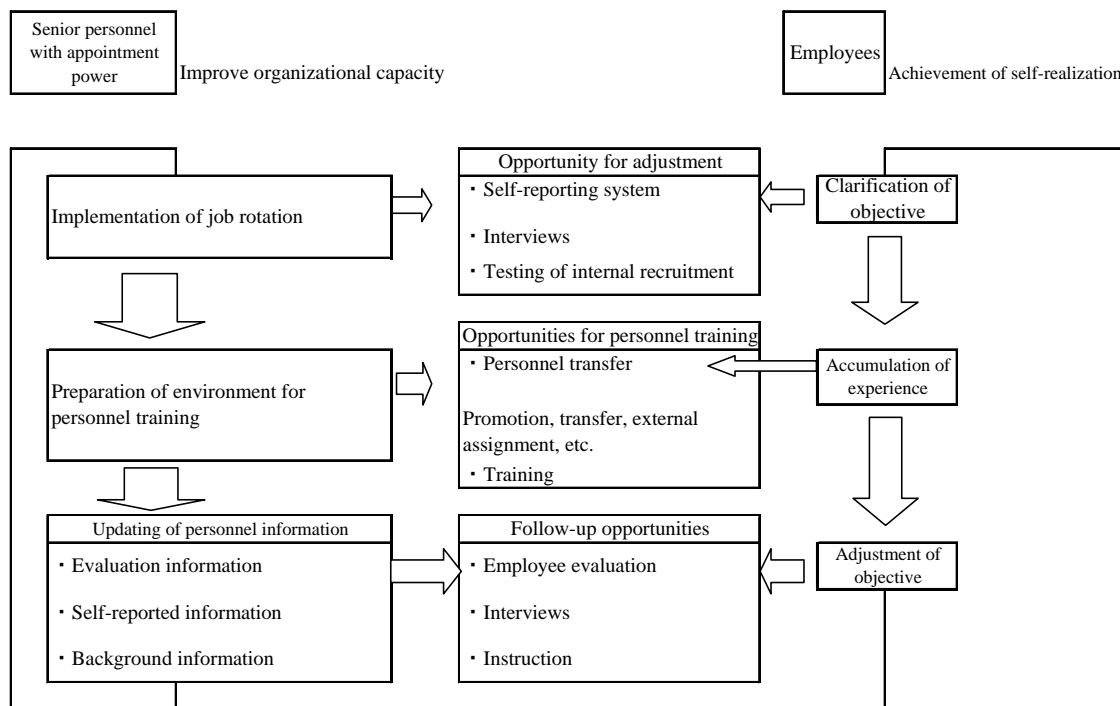
maximization realization of each individual official’s latent ability as the aim of personnel management.

To achieve this, individual officials receive systematic training to enhance their capabilities throughout their entire period of their appointment as government officials and are allocated to appropriate departments where their abilities may be fully utilized. In addition, efforts are being made to link personnel management and training so that personnel training can be implemented comprehensively and systematically.

According to the Training Situation Survey, 21 public bodies (15.3%) have made participation in specified training courses a prerequisite for promotion and in 9 public bodies (6.6%) performance in training courses is reflected in promotion. Participation in a specified training course after promotion is required in 118 public bodies (86.1%).

(See Figure 5. Systematic Personnel Training – Personnel Management that Nurtures Employees)

**Figure 5 Systematic Personnel Training – Personnel Management that Nurtures Employees**



Source: "Report on Human Resource Strategies in Age of Decentralization"

**(5) From Focus on Rank-based Training to Career Design Development Training**

Conventionally, training centered on so-called “rank-based training” in which all employees at a certain rank received the same training. In recent years, however, increasing attention has been given to the opinion that training should develop the capabilities of each individual employee based on his or her qualifications. In other words, each employee should gain an awareness of their own abilities, clearly identify the fields of work that they wish to experience and the skills they wish to gain, and then make efforts to realize these aims. Training that focuses on so-called “Career Design Development” is already being tried.

## **(6) Improvement of Policy Formation/ Legal Work Capability**

### **1) Decentralization and Policy Formation Capability**

With the promotion of decentralization, local government will not be able to depend on system frameworks established by national government ministries and agencies, as they have thus far, but will increasingly need to build for themselves the necessary frameworks to respond to local issues. Policy formation ability is vital for this to be achieved.

Policy formation ability is the ability to comprehensively put together and bring out officials' work knowledge and work skills, interpersonal skills, problem identification and resolution skills, system planning skills, and other abilities; intensive training in knowledge and skill acquisition and implementation is effective in achieving this.

Consequently, local public bodies provide their officials with comparatively long, residential training courses at training centers, assignments to the Local Autonomy College, and incentives for voluntary training.

### **2) Improvement of Legal Work Capacity**

Government in Japan is disciplined by the principles of monocracy. On virtually every front, the administrative activities of local public bodies are concerned with legal matters, and all local government officials require a basic knowledge of the law. In addition, just as knowledge of and skills related to the enforcement of legal structures are required, so too are certain skills required depending on an official's work department, job, and rank. Moreover, with the promotion of government decentralization, the right to self-determination of local public bodies is expanding and they increasingly must proactively undertake policy formulation. Consequently, emphasis is being placed on policy legislation training (training aimed at raising legal work capacity to enable local public bodies to formulate policies that can be developed into ordinances).

## **(7) Realization of a Gender-equal Society**

The proportion of female employees in high-ranked posts within local government is still low. Local government are systematically promoting synthetic skills development amongst female officials within the Government system, and training courses at the Local Autonomy College, JAMP, and other training centers contains content aimed at realizing a gender-equal society.

## **3 Training Center Outlines**

### **(1) Local Autonomy College**

#### **1) Facilities Outline**

##### **(A) Area**

Site area: 50,000 m<sup>2</sup>

Building area: 28,660 m<sup>2</sup>

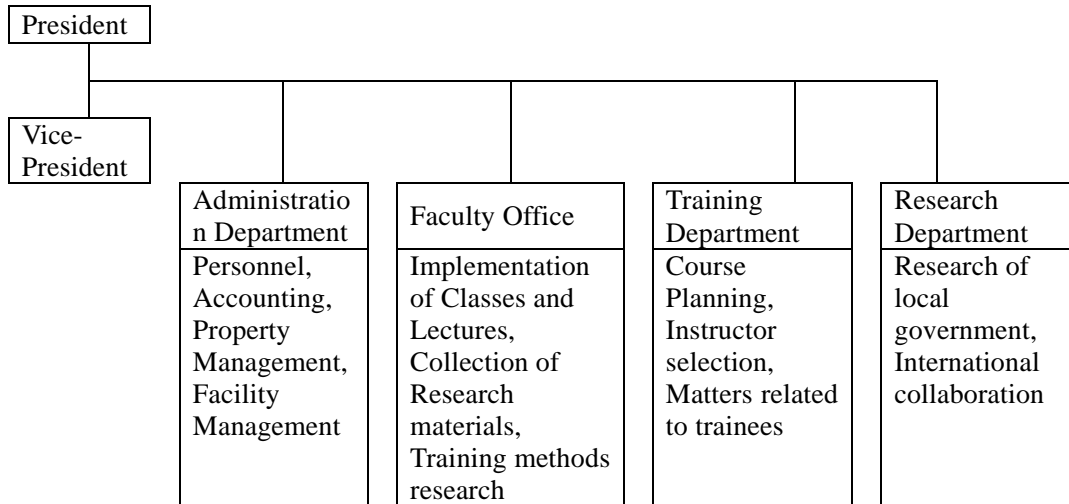
##### **(B) Main Buildings**

Administration Building, Training Building 1, Training Building 2, Welfare Building, Auditorium/Gymnasium, Dormitory (maximum residents: 426)

2) Annual Number of Trainees

Approximately 1,000

3) Organizational Outline



4) Instructors

Lectures and practical training regarding the Local Government Act, Local Public Service Law, or policy planning are taught by Local Autonomy College instructors. Other subjects are taught by external instructors such as university professors and people with field experience.

**(2) Japan Academy for Municipal Personnel (JAMP)**

1) Facilities Outline

(A) Area

Site area: 30,375 m<sup>2</sup>

Building area: 18,564 m<sup>2</sup>

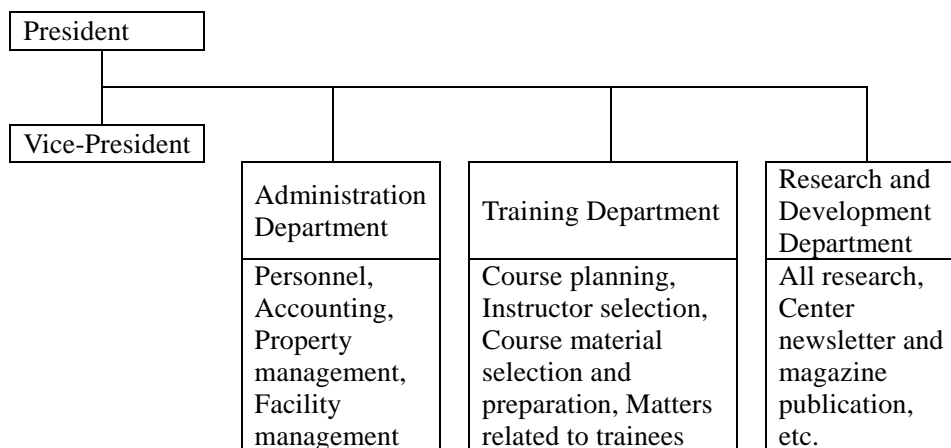
(B) Main Buildings

Training Building, New Training Building, Health Building, Administration Building/Dormitory (maximum residents: 300)

2) Annual Number of Trainees

Approximately 5,000

### 3) Organizational Outline



### 4) Instructors

The majority of subjects are taught by external instructors such as university professors and people with field experience.

## (3) Japan Intercultural Academy of Municipalities (JIAM)

### 1) Facilities Outline

#### (A) Area

Site area: 30,000 m<sup>2</sup>

Building area: 17,657 m<sup>2</sup>

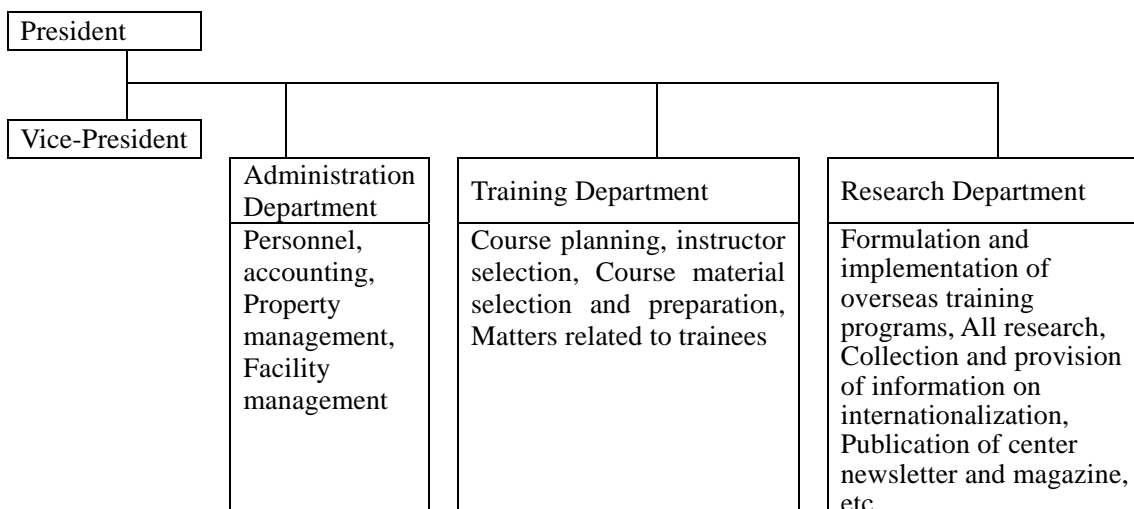
#### (B) Main Buildings

Administration /Training Building, Gymnasium, Health Building/Dormitory (maximum residents: 300)

### 2) Annual Number of Trainees

Approximately 4,000

### 3) Organizational Outline





#### 4) Instructors

The majority of subjects are taught by external instructors such as university professors and people with field experience.

### **(4) Training Centers of Local Government**

#### 1) Establishment of Training Centers

According to the Training Situation Survey, 56 local governments of prefectures and designated cities – excluding Hokkaido, Iwate Prefecture, Nagasaki Prefecture, Kumamoto Prefecture, Shizuoka City, and Nagoya City – have established training centers for their officials.

Moreover, 6 prefectures in the Tohoku region have jointly established the Tohoku Local Government Training Center. Official training centers have been established by 24 central and special exception cities.

#### 2) Instructors

Instructors are senior employees of the local government to which the training center belongs as well as external instructors such as university professors, associate professors, and assistant professors; people with field experience; and consultants. According to the Training Situation Survey, 49.6% of instructors are external instructors, which is an increase over 2003 (43.5%). University professors, associate professors, and assistant professors comprise 16.8% of external instructors, which is a decrease from 2003 (20.2%) and indicates the continuing diversification of instructors.

#### 3) Training for Municipal Employees by Prefectures

According to the Training Situation Survey, 33 of 47 prefectural Government use training facilities that they have themselves established to provide training for the officials of municipalities within the region. Of these, 4 local governments are proactive in providing this training; 15 do so at the request of the municipalities; 8 accept municipal officials for training under agreements; 6 conduct the training as joint activities with the municipalities; and in 14 cases, municipal officials training was carried out by associations cities or towns, foundations, or training organizations (voluntary groups) instead of prefectural Government.

### **4 Training Content and Methods**

#### **(1) Training at Training Centers (Off-the-Job Training)**

##### 1) Training Categories

##### (A) Rank-based Training

Rank-based training is training that as a general rule officials of a certain rank or position are required to undertake. All local public bodies provide such training, which can generally be divided into 6 levels.

(a) Training for newly hired officials

(b) Training for group leaders

- (c) Training for section chiefs
- (d) Training for deputy division chiefs
- (e) Training for directors
- (f) Top management seminars

**(B) Special Training**

Special training aims to help officials acquire specialized knowledge or skills and/or develop or improve skills in a specialist field and is therefore not carried out according to rank/position.

**2) Training Content**

Using the Local Autonomy College curriculum as reference, the content of training for local government officials can be summarized as follows.

**(A) Basic Points for Government Officials**

Basic attitudes and approaches required of people performing public duties.

Basic attitudes and approaches required of people with local government administrative duties.

**(B) Legal and Economic Subjects**

The Japanese Constitution, administrative law, civil law, economics, public finance, policy law, Local Public Service Law.

**(C) Local Administration and Finance**

Local government system, local government personnel system, local taxation/finance system

Trends and issues in government decentralization, personnel strategies in government decentralization

Comparative local government theory

**(D) General Public Policy Theories**

Basic public policy theory

Theory and practice of NPM (New Public Management)

Policy formulation procedures and strategies

Local government policy evaluation

Basic social surveying and statistics

Geography and government of Japan

**(E) Public policy theories**

Regional policy theory, agricultural policy theory, production policy theory, environmental policy theory, welfare policy theory.

Creation of cities resistant to disaster

Realization of a gender-equal society

Policy measures for regional informatization, electronic government, the IT revolution and local government

Administration for protecting human rights

**(F) Administrative Management**

Public administration, human relations theory, leadership theory, communication theory

Civic participation theory, disclosure of information and protection of personal information, local government auditing theory, PFI/PPP, disaster management theory, private enterprise management theory, local government advertising and media.

**(G) Theory of Manager**

Administrator theory, local government organizational management theory, corporate governance in local government, personnel strategies and competency

**(H) Local Governance**

Community development following a municipal merger, organization and personnel training following a municipal merger, ICT and electronic government, civic participation and collaborative community development, fiscal management following a municipal merger

**3) Training Methods**

**(A) Seminar Management**

Training is conducted in seminar form in addition to lecture form. Seminars are used for practical training and policy/ordinance formulation training. Debates, role-plays, and other methods are also used.

**(B) e-learning**

According to the Training Situation Survey, 30 local public bodies have already implemented e-learning and another 12 plan to do so.

Looking at the e-learning content, 6 public bodies are implementing e-learning for basic legal training, such as on the Constitution of Japan, civil law and administrative law; 6 public bodies are implementing e-learning for financial and administrative system training; and 31 had implemented or intended to implement e-learning for training to improve computer skills (such as Word or Excel training) and information security or research related to public personnel theory, service, and mental health.

As for the national training centers, the Local Autonomy College in 2006 introduced e-learning using the Internet for some preliminary Division 1 and Division 2 Special Course subjects, which previously had been conducted entirely via postal mail correspondence. The e-learning subjects are The Local Public Service Law, The Local Public Service Law, and Local Taxation and Finance. In 2007, the Local Autonomy College intends to expand e-learning content to include The Japanese Constitution, Administrative Law, and Local Government (basic knowledge about local government management) and to have them in Division 1 and Division 2 Courses in the form of blended learning. It also plans to have e-learning gradually expanded from 2008 onwards.

JAMP introduced e-learning as a preliminary course to residential training for the Legislative Work course in 2005 and for the Local Tax course in 2006.

JIAM introduced e-learning for foreign language courses in 2006.

## **(2) Training Content and Methods at Each Training Center**

### **1) Local Autonomy College Training Programs**

#### **(A) General Training**

Main General Training Courses are Division 1 training course a 6-month residential training course aimed at prefectural and city deputy division chiefs, section chiefs and managers of equivalent rank and Division 2 training course, a 3-month residential training courses aimed at municipal section chiefs and managers of equivalent rank.

Furthermore, for female officials in particular, for whom lengthy residential training may pose difficulties, 3-week residential training courses are provided as Division 1 and Division 2 Special Courses, and prior to the residential training there is a 3-month correspondence course.

Local Autonomy College Division 1 and Division 2 training programs provide courses for training instructors, and graduates of these courses are certified by the Local Autonomy College President as municipal official trainers. (For reference, JAMP also provides courses whose graduates are recognized by the Local Autonomy College President as municipal official trainers.)

The Local Autonomy College also provides Division 3 training comprising 3-week residential courses which aims either at prefectural and municipal personnel in managerial positions or at managerial personnel in merged municipalities.

#### **(B) Specialized Training**

##### **(a) Taxation Courses**

###### **(i) Special Tax Accounting Course**

Aimed at prefectural and municipal tax accounting personnel, this training course comprises a 3-month correspondence course (book-keeping) and a 3-month residential course (tax accounting). Graduates of the Special Tax Accounting Course enjoy the added benefit of eligibility for certification as tax accountants without undergoing examination if they have worked continuously for a certain period in tax accounting (The course has been recognized by the National Tax Council as a course whose completion releases the examinee from the requirement to sit the accounting examination in the Certified Tax Accountant Examinations as stipulated in Article 8 (1-10) of the Certified Tax Accountant Law), and many graduates have taken advantage of this benefit to gain tax accountant certification.

###### **(ii) Tax Collection Course**

Aimed at senior prefectural and municipal tax collection personnel, this training course comprises a 6-month residential course. Emphasizing the importance of local government tax collection duties, the course provides a range of practical instruction, from lectures to role plays, on subjects such as the local tax law, national tax collection law, assets investigation, tax collection procedures and reform policies, and local tax-related laws.

Many graduates of this training course act as instructors at local tax administration councils workshops held nationwide at regional level and workshops held by prefectural governments.

##### **(b) Specialized Auditing Course**

This is a 3-month residential training course aimed at prefectural and municipal auditing staff in the position of deputy division chief or section chief or equivalent (including personnel involved

in accounting or budget adjustment duties). The course provides comprehensive and systematic training in the areas of auditing, accounting, and budget adjustment theory and practice. Graduates of this course receive certification as external auditors for local public bodies (Local Autonomy Law Enforcement Order Article 17 -49-21).

(c) Training Institute Management Course

This is a 2-week residential training course for senior prefectural and municipal training personnel. The course focuses on the acquisition of skills necessary for the planning and implementation of policy formation skills training.

(See Figure 6. Local Autonomy College Training Courses)

**Figure 6 Local Autonomy College Training Courses (F2006)**

Category	Training Course		Main subjects of training	Intended trainees	Limit	Duration
General training	Division 1 courses	Legal system/economics	Constitutional law, administrative law, civil law, policy-making, local government litigation, economics, finance	Deputy Division Chiefs, Section Chiefs and equivalents for prefectures and cities	130 trainees× 2 sessions	6 months
		Local Administration Theory	Local government system, local government personnel system, local taxation finance system, administrative reform issues			
		General Public Policy Theory	Basic public policy theory, NPM theory and implementation, PFI/PPP, civic participation theory, procedures and strategies for policy formation, evaluation of local government policies, Japanese geography and government administration			
		Public Policy Theories	Regional policy theory, production policy theory, environmental policy theory, welfare policy theory, regional informatization, IT revolution and local administration, realization of a gender-equal society, human rights administration			
		Administration Management Theory	Administration, human relationship theory, communication theory, information disclosure and protection of personal information, local government auditing theory, NPOs and government, risk management theory, private enterprise management theory, mental health			
		Cultural subjects	economic affairs, fiscal issues, current affairs			
		Seminar	Policy issue research, policy case example seminar, local government seminar			
	Instructor training subjects	communication theory, speech seminar, lecture seminar				
	Division 2 courses	Legal system/economics	Constitutional law, administrative law, civil law, economics, policy-making (Note 1)	Section Chiefs and equivalents and those in upper positions for municipalities	200 trainees× 3 sessions	3 months
		Local administration theory	Local government system, local government personnel system, local taxation finance system, administrative reform issues			
		General public policy theories	basic public policy theory, NPM theory and implementation, PFI/PPP, civic participation theory, evaluation of local government policies, procedures and strategies for policy formation (Note 2)			
		Public policy theories	regional policy theory ,production policy theory, environmental policy theory, welfare policy theory, IT revolution and local administration, issues related to municipal mergers, human rights administration			
		Administration management theory	Manager theory, leadership theory, Information disclosure and protection of personal information, local government litigation, local government auditing theory, risk management theory, private enterprise management theory, mental health			
		Seminar	Policy formulation and seminar (Note 1), policy case example seminar (Note 1), ordinance formulation and seminar (Note 2), ordinance case example seminar (Note 2)			
Instructor training subjects		communication theory, speech seminar, lecture seminar				

	Division 1 and 2 special courses	Local administration and finance theory	Local government system, local government personnel system, local administration and finance issues (also correspondence course preceding the residential course that covers local government system, local government personnel system, local taxation finance system (Note 3))	Section Chiefs and equivalents and those in upper positions for municipalities	120 trainees	3 weeks (preceded by 3-month correspondence course (Note 3))
		Public policy theory	Basic public policy theory, regional policy theory, production policy theory, environmental policy theory, welfare policy theory, realization of a gender-equal society, IT revolution and local administration, human rights administration			
		Administration management theory	Evaluation of local government policies, manager theory, human relationship theory, communication theory, mental health			
		Seminar	policy case example seminar			
	Division 3 courses for managers (Prefecture/Designated City Course)	Various issues faced	Local government administration and finance issues, administrative reform issues, economic affairs	Division Chiefs and equivalents and those in upper positions for prefectures, designated cities, central cities, etc.	40 trainees	3 weeks
		Public policy theory	Focus on public policy, NPM theory and implementation, evaluation of local government policies, regional policy theory, environmental policy theory, welfare policy theory, realization of a gender-equal society, IT revolution and local administration, human rights administration			
		Manager theory	manager theory, local government organizational management theory, personnel strategies, risk management theory, private enterprise management theory, communication theory			
		Seminar	Policy case example seminar, risk management seminar			
	Division 3 courses for managers (Municipality Course)	Various issues faced	Local government finance issues, administrative reform issues, promotion of municipal mergers, economic affairs	Directors, Division Chiefs and equivalents and those in upper positions for municipalities	140 trainees	3 weeks
		Public policy theory	Focus on public policy, NPM theory and implementation, evaluation of local government policies, regional policy theory, environmental policy theory, welfare policy theory, civic participation theory, realization of a gender-equal society, IT revolution and local administration, human rights administration			
		Manager theory	Manager theory, local government organizational management theory, personnel strategies, risk management theory, private enterprise management theory, communication theory			
		Seminar	Policy case example seminar, risk management seminar			
	Division 3 courses (local administration course for cities that have merged)	Various issues faced	Issues concerning local government tax finance, administrative reform issues, promotion of decentralization and municipal mergers	Division Chiefs, Section Chiefs and equivalents for municipalities that have merged	40 trainees	3 weeks
		Public policy theory	Focus on public policy, evaluation of local government policies, regional policy theory			
		Local governance management theory	Community-building after merger, organizational and personnel training after merger, integration of information systems and electronic government, civic participation and cooperation with community-building, financial administration after merger, efficient operation of public enterprises/3rd sector, local transportation policies, community-building depending on size of municipality			
		Seminar	Local management case example seminar			
Specialized training	Special tax courses (special tax accounting course)	Tax law subjects	Income tax law, corporate tax law, tax collection-related laws	Senior tax accounting personnel for prefectural or municipal authorities (must have Book Keeping Level 2 certification)	70 trainees	3 months (preceded by 3-month book keeping correspondence course)
		Tax law-related subjects	Trends and issues in local tax systems, local finance issues, commercial code, tax accounting, tax litigation			
		Accounting/book keeping theory	General accounting theory, balance sheet theory, consolidated financial statement theory, earnings statement theory, commercial book keeping, industrial book keeping, cost accounting			
		Management analysis	Management analysis			
		Seminar	Local tax seminar, tax collection			

		methods seminar, book keeping/accounting seminar (commercial book keeping seminar, industrial book keeping seminar, financial statement seminar)			
Special tax courses (tax collection course)	General local tax provisions	General provisions, joint tax liability, transfer of tax obligation, secondary tax liability, balance between local tax and other receivables, tax payment delays/collateral collection, suspension of disposition for failure to pay	Tax collection personnel for prefectural or municipal authorities	100 trainees	6 weeks
	National tax collection methods (procedures for disposition for failure to pay)	General provisions, seizure of movable assets/securities, seizure of receivables, seizure of immovable property, seizure of other assets, seizure of request for share distribution/participation, conversion/distribution of assets			
	Assets survey	Interpretation of financial statements, asset survey procedures, tax negotiations, research			
	Related legal provisions	Bankruptcy law/company rehabilitation law, civil enforcement law, taicho law, national tax crime investigation law			
	Tax system issues	Tax collection management, tax collection and protection of personal information, meaning of and issues for tax system reform, trends and issues in local tax systems, advanced case examples (credit card tax payment, Internet auctions)			
Special training courses	Lecture subjects	Local government training theory, policy training procedures, methods for developing policy formation skills, policy-making and personnel training, training skills, personal training at private enterprises	Senior training personnel for prefectures and cities	60 trainees	2 weeks
	Seminar	Policy case example research, exchange of training information			
Special auditing courses	Basic auditing	Local finance accounting, accounting, book keeping, public enterprise theory, management analysis theory, fiscal issues, administrative law, civil law, commercial code, economics, local government system, local taxation finance system, local public enterprise system	Auditing personnel in the position of Deputy Division Chief or Section Chief or equivalent for prefectures and cities (including employees responsible for accounting and budget calculation duties)	30 trainees	3 months
	Auditing duties	Auditing theory, financial auditing, industrial auditing, public enterprise accounts auditing, administrative auditing, auditing of financial aid organizations, auditing requests from residents, resident litigation, policy evaluation, administrative evaluation			
	Seminar	Auditing case example seminar (financial auditing/administrative auditing examples, examples of auditing requests from residents, external auditing examples), settlement review case example seminar			

Note 1: Division 2 courses are divided into courses focusing on policy-related duties and courses focusing on public policy. This subject is only offered in courses

Note 2: This subject is only offered in courses focusing on public policy

Note 3: Correspondence courses in Divisions 1 and 2 special courses include E-learning.

## 2) Training Programs at JAMP and JIAM

### (A) Japan Academy for Municipal Personnel (JAMP)

#### (a) Training in Specialized Administration

Aiming to foster high-level administrative capacity in particular government areas, these courses are mainly for front-line administrative personnel who are expected to play central roles in their workplace. Of these, the 10-day Local Autonomy Law and Local Public Service Law courses both provide training instructor classes in collaboration with the Local Autonomy College, and graduates of these courses are recognized by the Local Autonomy College President as municipal official trainers.

## (b) Training in Local Government Policy

Aiming to foster the capacity to respond appropriately to and proactively approach administrative issues that face municipalities, these courses are for senior employees and employees in management or supervisory positions.

## (c) Training in ICT

These courses aim to foster the capacity to respond appropriately to administrative problems related to ICT, as well as to enable trainees to acquire knowledge and skills related to information technology. The positions of trainees in these courses differs according to the content of each course.

## (d) Special Seminars

Special seminars are provided for municipal mayors, for assembly members, and to examine “strategies for resolving issues facing municipalities”.

Seminars for municipal mayors and assembly members aim to deepen participants understanding of important issues faced in municipal administration.

Seminars on “strategies for resolving issues facing municipalities” aim to enable participant to acquire practical knowledge for responding appropriately to strategic administrative problems that they face.

(See Figure 7. Japan Academy for Municipal Personnel Training Courses)

**Figure 7 Japan Academy for Municipal Personnel Training Courses (F2006)**

Category	Training course	Intended trainees	Limit	Duration
Training in Specialized Administration	Secretarial Work	Municipal employees/Section Chiefs and equivalent	50 trainees	4 days
	Local Government Planning	Municipal employees/Section Chiefs and equivalent	50 trainees×2 sessions	10 days
	Introduction to Legislative Work (Note 1)	Municipal employees/Section Chiefs and equivalent (Employees with less than 1 year experience in legislative work)	50 trainees×2 sessions	4 days
	Legislative Work (Note 1)	Municipal employees/Section Chiefs and equivalent (Employees with 1 year or more experience in legislative work or equivalent)	50 trainees×4 sessions	10 days
	Public Relations	Municipal employees/Division Chiefs and equivalent	50 trainees×2 sessions	10 days
	Disclosure and the Protection of Personal Data	Municipal employees/Division Chiefs and equivalent	50 trainees×2 sessions	8 days
	Communication with Residents	Municipal employees/Division Chiefs and equivalent	30 trainees×2 sessions	8 days
	Resident Affairs Administration	Municipal employees/Section Chiefs and equivalent	50 trainees×2 sessions	10 days
	Instructor Training Programs on the Local Autonomy	Municipal employees/Section	30 trainees×2 sessions	10 days



System (Training Instructor Training: Note 2)	Chiefs to Division Chiefs		
Instructor Training Programs on the Local Public Servants System (Training Instructor Training: Note 2)	Municipal employees/Section Chiefs to Division Chiefs	30 trainees×2 sessions	10 days
Personnel Management	Municipal employees/Section Chiefs to Division Chiefs	50 trainees	10 days
Policies for Invigorating Local Government Bodies	Municipal employees/Section Chiefs to Division Chiefs	50 trainees	8 days
Personnel Training	Municipal employees responsible for training/Section Chiefs and equivalent	50 trainees×2 sessions	10 days
Finances	Municipal employees/Division Chiefs and equivalent	50 trainees×3 sessions	10 days
Financial Accounting	Municipal employees/Section Chiefs and equivalent	50 trainees×3 sessions	8 days
Residential Tax (Note 1)	Municipal employees responsible for residential tax collection/Section Chiefs and equivalent	50 trainees×4 sessions	10 days
Fixed Property Tax (Land) (Note 1)	Municipal employees responsible for fixed property tax collection/Section Chiefs and equivalent	50 trainees×3 sessions	10 days
Fixed Property Tax (Buildings) (Note 1)	Municipal employees responsible for fixed property tax collection/Section Chiefs and equivalent	50 trainees×3 sessions	10 days
Municipal Tax Collection (Note 1)	Municipal employees responsible for municipal tax collection/Section Chiefs and equivalent	50 trainees×6 sessions	10 days
Local Welfare Services	Municipal employees/Division Chiefs and equivalent	50 trainees×4 sessions	8 days
Nursing-Care Insurance Management	Municipal employees responsible for nursing care insurance/Division Chiefs and equivalent	50 trainees×2 sessions	8 days
Waterworks Management	Municipal employees/Deputy Division Chiefs and equivalent	50 trainees×2 sessions	8 days
Hospital Management	Municipal employees/Deputy Division Chiefs and equivalent	50 trainees	8 days
Elections	Municipal employees/Deputy Division Chiefs and equivalent	50 trainees	8 days
Auditing	Municipal employees/Division Chiefs and equivalent	50 trainees×2 sessions	8 days
Municipal Assemblies	Municipal employees/Division Chiefs and equivalent	50 trainees×3 sessions	8 days

Training in Local Government Policy

(Managerial-level Personnel Course) Management in the Future	Deputy Mayor, Treasurer, Directors, and Division Chiefs	40 trainees×2 sessions	3 days
(Managerial-level Personnel Course) Increase the Power of Female Managers	Deputy Mayor, Treasurer, Directors, and Division Chiefs (women)	40 trainees	3 days
(Managerial-level Personnel Course) Risk Management for Local Government Body Managers	Deputy Mayor, Treasurer, Directors, and Division Chiefs	40 trainees	3 days
(Point-intensive Course) Reform of Local Government Administration	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	3 days
(Point-intensive Course) Intensive Reform! Personnel Expenses	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	3 days
(Point-intensive Course) Personnel Evaluation in Practice	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	3 days
(Point-intensive Course) Community Revitalization in Practice	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	3 days
(Point-intensive Course) Establishing a Regional Brand	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	3 days
Policymaking in an Era of Reform	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	8 days
Policymaking in an Era of Population Decrease	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Practical Legal Affairs Related to Local Government Policy	Municipal employees/Section Chiefs to Division Chiefs (employees with 2 years or more experience in legal affairs and has multiple experience with partial revision of ordinances, etc.)	30 trainees	8 days
Consolidation and the Future of Municipalities	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Practical Management Reform	Municipal employees/Section Chiefs to Division Chiefs	30 trainees	8 days
Intensive Reform! Sharing Responsibilities between the Government and private Sectors - Outsourcing, designated administrators, PFI, etc.	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Personnel Management and Organizational Development in an Era of Reform	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Three Reforms of the National and Local Government Tax and Fiscal Management Systems	Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Cooperation between Residents and Government	Municipal employees/Section	40 trainees×2 sessions	8 days

		Chiefs to Division Chiefs		
Partnership with Residents		Municipal employees/Section Chiefs to Division Chiefs	30 trainees	8 days
Revitalizing Communities with Insight and Creativity		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Employment Issues and the Local Economy		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Strategies for the Revitalization of Tourism		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Revitalization of Rural Areas		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	8 days
Creating Attractive Communities		Municipal employees/Section Chiefs to Division Chiefs	40 trainees×4 sessions	8 days
Revitalization of Central Urban Regions and Future Community Building		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Creating Local Culture		Municipal employees/Section Chiefs to Division Chiefs (mainly aimed at general employees responsible for cultural administration in local public bodies)	40 trainees	4 days
Creating Disaster-Resistant Communities		Municipal employees/Section Chiefs to Division Chiefs	40 trainees×2 sessions	8 days
Creating Safe Communities		Municipal employees/Section Chiefs to Division Chiefs	40 trainees×2 sessions	4 days
Creating an Eco-Friendly, Recycling-Oriented Society		Municipal employees/Section Chiefs to Division Chiefs	40 trainees×3 sessions	8 days
Supporting Childrearing in an Era of Fewer Children		Municipal employees/Section Chiefs to Division Chiefs	40 trainees×2 sessions	4 days
Health and Medical Care in an Era of Population Aging		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Creating a Gender-Equal Society		Municipal employees/Section Chiefs to Division Chiefs	40 trainees	4 days
Developing Powerful Women Leaders		Municipal employees/Section Chiefs to Division Chiefs (aimed at women)	40 trainees×2 sessions	8 days
Training in Information Policy	Information Policy in the Age of E-Municipalities	Municipal employees/Section Chiefs to Division	40 trainees×2 sessions	8 days

		Chiefs (aimed mainly at employees responsible for information policy or general personnel whose office duties are related to information policy and ICT from an overall agency perspective)		
	IT for E-Municipalities	Municipal employees/Division Chiefs and equivalent (mainly aimed at employees responsible for information system planning, management, and operations)	40 trainees	8 days
	Mastering Spreadsheets	Municipal employees/Section Chiefs and equivalent	40 trainees	4 days
	Mastering Databases	Municipal employees/Section Chiefs and equivalent	40 trainees×2 sessions	4 days

Note 1: Preparatory training using e-learning is provided.

Note 2: Graduates receive certification from the President of the Local Autonomy College as municipal personnel instructors.

## (B) Japan Intercultural Academy of Municipalities (JIAM)

### (a) International culture training

Training courses mainly aim to improve the skills of municipal officials in responding to internationalization.

### (b) Policy-related Training

#### (i) Strategic Policy Formulation Training

Training courses aim to nurture skills that will enable trainees to strategically and systematically formulate from multiple viewpoints policies that address important issues facing municipalities as a result of changes in the social environment.

#### (ii) Practical Problem-Resolution Training

Training courses aim to nurture the ability of trainees themselves to think of solutions to concrete, cross-cutting issues arising in local government and to approach such issues in a practical manner.

#### (iii) Specialized Training

Training courses aim to nurture high-level administrative skills in specific areas of public administration.

### (c) Information Technology Training

Training course aim to nurture skills that enable trainees to respond to the sophistication of information technology use in municipal government.

### (d) Special Seminars, etc.

Special seminars are provided for municipal mayors, local assembly members, and

managerial-level personnel with the aim of deepening participants' understanding of important issues faced by municipalities; training courses and rotational workshops are provided for officials working in municipal assembly secretariat and municipal development corporations.

(See Figure 8. Japan Intercultural Academy of Municipalities Training Courses)

**Figure 8 Japan Intercultural Academy of Municipalities Training Courses (F2006)**

Category	Training Course	Intended Trainees	Limit	Duration
International Cultural Training	International General Course A	General local government employees	40 trainees	31 days
	International General Course B	General local government employees	40 trainees	29 days
	International General Course C	General local government employees	40 trainees	31 days
	International Exchange Basic Course	General local government employees	40 trainees× 3 sessions	9 days
	Responding to the Needs of a Multicultural Society	General local government employees (joint activities with CLAIR)	40 trainees ×3 sessions	5 days
	Training for Multicultural Managers	General local government employees/employees of local authorities for international relations (joint activities with CLAIR)	40 trainees ×3 sessions	10 days
	Practical English Course - Improving Counter Service	General local government employees	30 trainees ×2 sessions	11 days
	Correspondence English Course for Local Government Employees (E-Learning)	General local government employees		
	English Education in Elementary Schools - from Theory to Practice	Elementary school English teachers, Board of Education employees	50 trainees	4 days
	Fire Department Employees Course (for foreign residents)	Fire Department employees	30 trainees	22 days
	Training in China Course	Joint activity with MIC and CLAIR	15 trainees	11 days
	Training in Korea Course	Joint activity with MIC and CLAIR	15 trainees	10 days
	Training in Southeast Asia Course	Joint activity with MIC and CLAIR	15 trainees	11 days
	Cooperative Exchange Trainee Course	Employees of foreign government bodies in Japan as Cooperative Exchange Trainees (Joint activity with MIC and CLAIR)	100 trainees	29 days
	Intensive JET Program Japanese Course (language training course)	JET program participants involved in language instructions or international exchange activities at local public bodies (joint activity with CLAIR)	60 trainees	
	Intensive JET Program Japanese Course (translation/interpreting course)	JET program participants involved in language instructions or international exchange activities at local public bodies (joint activity with CLAIR)	150 trainees	
	Course for Korean Local Government Employees	Employees of local public bodies in Korea (joint activity with KLAFIR)	25 trainees	
Seminar for Local Government International Exchange Organizations	Employees of local government-related international exchange organizations	40 trainees	3days	
International Exchange Promotion Workshop	Employees local public bodies, local international relations associations, and private international exchange organizations	50 trainees		

			(joint activity with CLAIR)		
		Seminar for Organization Involved in the JET Program	Personnel of local public body sections accepting JET participants( joint activity with CLAIR)	50 trainees	3days
		Seminar for International Disaster Prevention and Rescue Teams	General municipal employees	30 trainees	
		Japan-Korea Exchange Seminar with LOGODI	Employees of local public bodies in Korea (joint activity with LOGODI)	30 trainees	
Policy-related Training	Strategic Policy Formulation Training	Female Leaders, Spread Your Wings!	General municipal employees	30 trainees	8 days
		Local Public Body Policy Formulation Duties	General municipal employees	30 trainees	5 days
		Government Employee System Reform and Personnel in a New Age	General municipal employees	40 trainees	4 days
		Local Government Financial Duties in an Era of Major Change	General municipal employees	40 trainees	3 days
		Local Public Body Utilization and Invigorization of Community Groups and Regional Organizations (Branches, etc.)	General municipal employees	30 trainees	4 days
		Community Development - Universal Design (Domestic)	General municipal employees	40 trainees	3 days
		Community Development - Universal Design (Study of Cases of Development Overseas)	General municipal employees	10 trainees	10 days
		Get Rid of Crime! Aiming for Community-Based Crime Prevention	General municipal employees	30 trainees	3 days
		New Developments in School Education	General municipal employees	30 trainees	3 days
		Building Communities that Support Child Raising - Community-Supported Child-Raising Support	General municipal employees	40 trainees	3 days
		Zero Child Abuse Strategy	General municipal employees	30 trainees	4 days
		Invigorating Local Economies - Towards the Development of Locally Produced Policies	General municipal employees	30 trainees	3 days
		Tourism Destination Japan - Invigorating Local Communities through International Tourism	General municipal employees	30 trainees	4 days
		Practical Problem-solving Training	Construction and Administration of Personnel Evaluation Systems	General municipal employees	30 trainees×2 sessions
	New Developments in Administrative Reform - Realization of Intensive Reform		General municipal employees	40 trainees	4 days
	Administration of Public Facilities with a Fixed Administrator System		General municipal employees	40 trainees	3 days
	New Management Methods for Local Government Public Enterprises - Aiming for a 21st Century Local Government Administration Model		General municipal employees	30 trainees	3 days
	Rejuvenation and Liquidation in the 3rd Sector		General municipal employees	30 trainees	3 days
	Breathing New Life into Public Facilities - Rejuvenation of Community Culture Halls		General municipal employees	30 trainees	4 days
	Responses to Market Testing		General municipal employees	30 trainees	3 days
	Efficient Use of Administrative Evaluation Systems		General municipal employees	40 trainees	3 days
	Collecting Handling Fees/Debts - Examples and Concrete Methods		General municipal employees	30 trainees	4 days
	Responses to Undue Claims/Violence against Government		General municipal employees	30 trainees	3 days
	Raising Resident Satisfaction - Aiming for Pleasant and Convenient Counter Service		General municipal employees	30 trainees	4 days
	Cooperation between NPOs and Local Public Bodies		General municipal employees	30 trainees	4 days

	Response to Disaster from the Viewpoint of Citizens - Reducing Damage and Reconstruction	General municipal employees	30 trainees	3 days
	Risk Management for Local Public Bodies	General municipal employees	30 trainees	3 days
	International Agreements	General municipal employees	30 trainees	3 days
	Efforts to Reduce Garbage	General municipal employees	30 trainees	4 days
Specialized Training	Ordinance-Related Duties (Note 1, 2)	Municipal employees/Section Chiefs and equivalent	50 trainees	10 days
	Litigation-related Duties (Note 1, 2)	General municipal employees	50 trainees	10 days
	Levying of Residential Tax (Note 1, 2)	Municipal employees in charge of levying residential tax/Section Chiefs and equivalent	50 trainees	10 days
	Levying of Fixed Assets Tax (Land) (Note 1, 2)	Municipal employees in charge of levying fixed assets tax/Section Chiefs and equivalent	50 trainees	10 days
	Levying of Fixed Assets Tax (Buildings) (Note 1, 2)	Municipal employees in charge of levying fixed assets tax/Section Chiefs and equivalent	50 trainees	10 days
	Municipal Tax Collection Duties (Note 1, 2)	Employees in charge of municipal tax collection/Section Chiefs and equivalent	50 trainees	10 days
	Nursing Care Insurance Duties (Note 2)	Municipal employees in charge of nursing care insurance/Division Chiefs and equivalent	50 trainees	8 days
	Election Campaign Duties (Note 2)	Municipal employees/Deputy Division Chiefs and equivalent	50 trainees	8 days
Information Technology Training	Homepage Building Course	General municipal employees	20 trainees	4 days
	Homepage Creation Considering Universal Design	General municipal employees	20 trainees	3 days
	Electronic government and security	General municipal employees	20 trainees	3 days

Note 1: Preparatory training using e-learning is provided.

Note 2: Joint JAMP/JIAM courses held at JIAM

### 3) Training Programs at Local Government Training Centers

Official training facilities have been established by 56 of 62 prefectural or designated city public bodies; training facilities have also been established in 24 of 75 central or special exception cities.

### 4) Training at Universities/Graduate Schools

Approximately 80% of prefectural and designated city public bodies “dispatch” officials to study at universities or graduate schools such as the University of Tokyo, Kyoto University, Hokkaido University, the University of Tsukuba, and the National Graduate Institute for Policy Studies. In some cases, officials are also sent to study at overseas universities.

Many of the officials sent to study at university or graduate school are relatively young.

(Case Example) Regional Policy Program at the National Graduate Institute for Policy Studies

This program is aimed at officials of local public bodies and enables trainees to obtain a

Master's degree in one year. Each year approximately 30 trainees take part in the course.

The Regional Policy Program aims to nurture human resources with abundant policy conception ability and excellent administration management skills appropriate for the age of decentralization. In addition to various subjects focusing on regional government, students select the most relevant and advanced policy issues and prepare policy proposals addressing those issues – planning and developing policies and creating strategies – under the careful guidance of their supervisors.

Special lectures and forums are also held to which local public body chiefs and central government ministry and agency managers are invited as guest speakers.

(See Figure 9. Regional Policy Program at the National Graduate Institute for Policy Studies)

**Figure 9 Regional Policy Programs at the National Graduate Institute for Policy Studies (2006)**

Required subjects	Regional administration theory	
	Regional finance theory	
Public policy subjects (required)	Regional policy planning presentation	
	Regional policy analysis presentation	
	Policy issue research	
Required elective subjects	Microeconomics I	
	Macroeconomics I	
	Econometrics	
	Cost-benefit analysis	
	Game theory	
	Microeconomics II	
	Macroeconomics II	
	Applications of cost-benefit analysis	
	Application and practice of econometrics	
	Basic quantitative analysis	
	Mathematics of Planning and Evaluation	
	Methods for analyzing measurement data	
	Multivariable analysis	
	Analysis of mathematical models	
	Political analysis methods	
	Basic administrative law	
	Local government and policy-making	
	Policy law presentation	
	Elective subjects	Regional management theory
		Local government bodies and administration
Local politics and political science		
Regional policy evaluation theory		
Special regional administration theory I		
Special regional administration theory II		
Local government reform theory		
Special policy research theory I		
Special policy research theory II		
Special policy research theory III		
Special policy research theory IV		
Other courses not listed above		

### (3) On-the-Job Training

#### 1) Significance

On-the-job training is training that takes place in the workplace through the performance of work duties. While performing their own duties, senior and more experienced personnel provide junior officials with reports and instructions, systematically teaching them the information/knowledge, skills, and experience required for their work. In Japan, on-the-job training is regarded in both the public and private sectors as the most central method of personnel training



because it is seen as the most effective means for personnel to acquire knowledge, skills, and know-how, both general and work-specific – regarded as necessary for performing each particular work area satisfactorily.

## 2) On-the-Job Training Points

### (A) Systematic and Conscious Implementation

It is preferable that on-the-job training be clearly shown as a means for personnel to systematically acquire the knowledge, skills, and attitude necessary for their area of work and that it be implemented in the workplace systematically. The procedure for ensuring this is as follows.

- (a) Analyze the current situation
- (b) Confirm the important points of training
- (c) Decide main procedures
- (d) Establish detailed plan
- (e) Implement actual training
- (f) Follow up on results

### (B) Appropriate Managerial Efforts

What is important in on-the-job training is believed to be for managers to provide guidance and advice appropriate for the situation of each official. To ensure this, the following are required of managers.

- (a) Suitable awareness of the skills required by officials to perform the duties required of them in that work area
- (b) Identification of the skills or talents that personnel already possess
- (c) Provision of appropriate instruction on methods for developing specific skills in the case it is discovered that there is a gap between the skills required of officials to perform their work and the skills they already possess

## **(4) Training through Dispatch**

### 1) Long-term Dispatch to National or Local Government or Private Enterprises

This aims to enable employees to gain a broader perspective on administrative procedures and advanced policies, acquire skills, and build networks with employees in other organizations through long-term dispatch to national or other local government or private enterprises. Each local government implements this individually through agreements with national or other local government or private enterprises; the training period is usually for more than 3 months and up to 12 months in lengthy cases.

### 2) Short-term Dispatch

This provide experience for a special purpose that cannot be realized through routine deskwork, such as hands-on experience with customer service in private enterprises, hands-on experience of welfare work at welfare facilities, hands-on experience with agricultural, forestry, or fishery work, and hands-on experience with voluntary activities contributing to society with

non-profit organizations. Each local public body implements this individually and, in some cases, in groups. The training period is usually from a few days to less than 3 months.

### 3) Dispatch Overseas for Training at International Organizations or Foreign Government Organizations

International exchange on a local level is progressing and international exchange conducted by local public bodies is diversifying. In local public bodies, too, the training of employees with rich international sensibility and perspective is becoming an issue.

In concrete terms, personnel are sent to overseas offices of the Council of Local Authorities for International Relations (CLAIR) or to foreign government organizations, etc. This is the most effective method for training officials with rich international sensibility and is also thought to assist in nurturing the ability to make decisions independently.

## 5 Training and Perspectives for New Issues

### (1) Recent Trends

According to the Training Situation Survey, an increasing number of local public body training centers are providing selective training for different personnel ranks. Course content is also diversified, ranging from course aimed at improving policy making capability to presentation training and management training. In addition to training to improve legal capabilities, special training includes course that study methods for realizing specific measures for local with regard to local policy issues, such as courses with themes on local issues, as well as courses that focus on community building through cooperation between the public and private sectors, such as courses providing skills training as workshop facilitators and study related to Non-profit organization cooperation.

### (2) Recent Administrative Issues and Training

#### 1) Training to Improve Legal Capabilities

This includes training to provide trainees with the legal skills to formulate ordinances and improve their ability to comprehend laws. According to the Training Situation Survey, amongst local public bodies, such training courses have been implemented by 44 prefectures (93.3%), 15 designated cities (100%), 28 central cities (77.8%), and 25 special exception cities (64.1%).

Many prefectures, designated cities, and central cities have implemented policy law training (training aimed at improving legal skills for local government ordinance development); many special exception cities have implemented training to provide employees with basic legislative knowledge.

#### 2) Competency Training

This is training that focuses on competency (the ability to act so as to achieve the results required by a certain job, or ability made apparent in the process of constantly producing results). According to the Training Situation Survey, 14 local public bodies have implemented training

focusing on competency.

### 3) Training Related to Policy Issues/Regional Issues

This is training aimed at improving the policy formation skills and problem-solving skills of officials in regard to policy issues for local public bodies through research workshops, local surveys, report compilation, and presentation of research results. According to the Training Situation Survey, such training courses have been implemented by 37 local public bodies: 19 prefectures, 9 designated cities, 3 central cities, and 6 special exception cities.

The Local Autonomy College provides a six-month Division 1 course and a three-month Division 2 course in which trainees research policy issues, develop and present policies, and compile reports. Summaries of particularly outstanding reports are posted on the college website.

### 4) Organizational Management Training

This training includes study of management, coaching, and risk management. According to the Training Situation Survey, such training has been implemented by 15 local government bodies overall: risk management training by 5 public bodies and coaching by 4 public bodies.

The Local Autonomy College provides course on risk management, in Division 3 in particular. JAMP and JIAM also provide various management-related courses.

### 5) Training in Administrative Process Improvement

This training aims to teach officials methods for improving administration such as methods for targeted management and work evaluation. According to the Training Situation Survey, such training has been implemented by 3 prefectures and 7 cities.

The Local Autonomy College courses emphasize administrative process improvement in textbook-based case studies. JAMP and JIAM also provide various related courses.

## **(3) International Cooperation and Training**

Local Autonomy College, JIAM, National Graduate Institute for Policy Studies, etc.

### 1) Local Government Training at Local Autonomy College

In order to contribute to the improvement of local government standards in countries in the Asia-Pacific region in particular, the Local Autonomy College provides training jointly with the Japan International Cooperation Agency (on 42 occasions prior to 2006). Each year around 10 trainees are accepted; from the first such training course, which began with the establishment of the Local Government Center in October 1964, up until 2006, 479 trainees from 55 countries participated in the course.

In addition, the Local Autonomy College also provides, in conjunction with the Japan International Cooperation Agency, occasional individual training courses as required by other countries.

## 2) International Training at JIAM

JIAM has cooperative agreements with the Local Government Officials Development Institute (LOGODI) in Korea and the Korea Local Authorities Foundation for International Relations (KLAFIR) and provides part of the training for employees of local public bodies in Korea.

(See Figure 8. Japan Intercultural Academy of Municipalities Training Courses)

## 3) National Graduate Institute for Policy Studies

Since 2005, the National Graduate Institute for Policy Studies has conducted a 2-week training program for managerial-level personnel of local government bodies in Thailand.

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Local Autonomy College Website

Japan Academy for Municipal Personnel (JAMP) Website

Japan Intercultural Academy of Municipalities (JIAM) Website

National Graduate Institute for Policy Studies Website