What Capacity-Building needed for the trustful CIO?
: How to educate and train new generation of CIOs in Japan

Prof.Dr.Hiroko Kudo

Professor, Chuo University, Faculty of Law
742-1, Higashi-nakano, Hachioji City, Tokyo, 192-0393, JAPAN
Tel: +81 426 74 3194, Fax: +81 426 74 3133
E-mail: hirokokd@tamacc.chuo-u.ac.jp

This paper argues about how to educate and train capable CIO, since CIO is the key figure for successful introduction and adaptation of ICT, and the capacity-building of civil servants is an important issue in government. The paper takes Japan as an example. Chronological reconstruction and analysis of major policies regarding public sector reform and e-governance in Japan are provided to identify its peculiarity. The role and function of CIO was established a decade ago, however the role has remained marginal with some exceptions. Analysis is directed to understand the state of CIO. Finally the paper analyses the recent trends and issues of education and training of CIO in public sector. The tendency echoes that of civil servants training, however with some peculiarities due to its characteristics. The paper concludes with some findings and policy recommendations.
Introduction

Why do we reform government? The answer to this question varies according to context and timing. Sometimes reform is stimulated by a shortage of financial resources.
Sometimes it is brought on by a change in political power. At other times it may be forced by citizens’ demand. And, at times it is a response to corruption and scandal. Moreover, in many cases, more than one of these aspects work together to push forward government reform. This is also why reformers adopt various strategies ranging from institutional reorganization, rationalization of administrative procedures, and introduction of new managerial techniques to, more recently, implementation of e-governance.

Recent examples of public management reform in different countries and regions demonstrate that the background and contexts of reform have many things in common. For example, member states of the European Union have been implementing public reform policies that include restructuring of government institutions and public organizations, modernization of budgeting processes, rationalization of financial policy and its implementation, change of human resource management, renewal of public management and public service delivery, review of public/private partnership, and use of Information and Communication Technology (ICT) to improve managerial process as well as communication better with the citizens. New Public Management (NPM) has become one of the most important conceptual bases for these reforms. Along with NPM comes increased demand and need for accountability and transparency, elements highly requested in European ICT integration. This process can be seen in various public administration reforms of the EU member states.
E-governance policy has various unique characteristics as public policies. It is, first, overall policy, covering different economic sectors. It deals with the policy making process and the organization and management of government in general. E-governance, secondly, often aims to address instances of “government failure” by introducing private sector management tools and/or methods and applying these experiences and techniques to overcome the problems typical in public sector (Kudo, 2001). Importantly, e-governance policy is public policy that guarantees its legitimacy with best practices.

This paper analysis Japanese CIO and its capacity-building in relation to its e-governance policy. Chronological reconstruction and analysis of major policies of public sector reform and e-governance in Japan are provided. Japan and many developed countries have similar characteristics in their political and administrative systems, and experienced similar political and administrative reform over the last decade: political instability with frequent changes of government; no significant changes in political power structure with enduring one party dominance; and diffusion of corruption and interest politics (Inoguchi, 1997).

Since the early Nineties, Japan has changed in many ways; governments serving longer terms in office, changes in the political power structure with the rise of opposition parties guaranteeing accountability and increasing transparency. Japan has been subject to
wide-ranging reforms in politics and administration, electoral systems, public sector management, fiscal policy, and public service delivery, including decentralization. E-governance policies were introduced almost contemporary, although their background and focuses are different from each other (Obi, 2007). The greatest concern of the general public is security and privacy protection. There are ongoing debates on public key infrastructure, user identification/recognition, and data protection. As outsourcing is a common tool in its operation, security and accountability are becoming increasingly important.

Analysis is directed to understanding the state of e-governance in Japan, and providing an explanation of information and networks in organizations. Focus is placed on background of policy, major applications and enabled services, issues and priority, impact on public management, management structure of public service delivery (outsourcing, contract out, etc.), relationships such as government to government (G to G), government to business (G to B), government to citizen (G to C), and in particular, use of ICT to tackle corruption (Ateetanan, 2001). E-governance is one of the strategies of public management reform and is widely utilized in various countries. General NPM reforms utilize various strategies to manage their public policies. However, e-governance is a public policy that directly affects other policies and leads to radical and structural changes. Its characteristics as public policy are different from those of other policies, especially government regulation.
This paper first examines recent public sector reform in Japan, then describes the Japanese e-governance policy and its situation in historical prospective, trying to paraphrase with the general government reform. Finally, it analysis the CIO and especially its capacity-building as an essential element of e-government.

1. Elements of government reform

Restructuring of government institutions and public organizations has become one of the classical methods of reform and widely implemented in many countries. However, recently, reorganization and/or restructuring does not only mean the merger of different institutions or rationalization of organizations. It may also include outsourcing, privatization of certain function of public institutions, creation of agencies, and introduction of different forms of public-private partnership.

Modernization of the budgeting process is another important reform for government and public institutions in general. This reform has been frequently attempted and partly implemented in developing countries, where economic and financial transparency, securing accountability through the decision-making process, and prevention of corruption are key issues to be addressed and guaranteed by authorities in order to receive financial support from international organizations and banks (Ateetanan, 2001). Introduction of a more rational
accounting system, including accruals accounting in the public sector, has been combined with public management reform. Kudo (2003, 2004) relates experiences in public finance reform in developing countries. Furthermore, rationalization of financial policy and its implementation has been recognized as a crucial factor for more pragmatic and practical public sector management. Financial policy used to be influenced by the political background of the government and, thus, by ideological stance. However, for more efficient and effective governance, which requires innovation and creativity, pragmatic and strategic policy is needed instead of ideological and political driven measures.

Human resource management is another field that has experienced radical change. In the past, human resource management in the public sector was a product of political compromise under social pressure. Historically, public employment had the function and characteristics of labour policy.

Renewal of public management and public service delivery has become an important trend in recent public sector reform. NPM was introduced into the traditional form of public administration and changed its managerial style through a series of techniques imported from business management (Olson et.al., 1998). Customer-oriented and/or outcome-oriented thinking has been introduced in policy making and implementation processes (Hood, 1995). Reform in public service delivery, influenced by these orientations, forced public sector
organisations to outsource some functions, privatize enterprises, and revise the role of government in accordance with the role of private sector and civil society. Public-Private Partnership (PPP), the Private Finance Initiative (PFI), and other forms of collaborations became alternatives to traditional government restructuring. This trend is now evolving into the “governance model”, with greater emphasis on integrating politics and management rather than relying merely on the introduction of new management techniques.

Introduction and use of ICT to improve managerial processes and to enhance communication to and with the citizens is a key factor for a successful e-governance policy. It first developed as a tool for better governance in terms of efficiency in office work/administrative systems/tasks, data processing and dissemination. However, it is now recognized as an important tool of communication between government and its stakeholders, providing an interface between them. E-governance has become one of the most important elements in public sector reform, as it offers transparency, accountability, interface with citizens, access to information, and good governance, including prevention of corruption. When there is high demand for accountability and transparency, introduction of e-governance is a common strategy.

1.1. Introduction of NPM in Japan: focus on management and economic stimulus

Under the Koizumi administration, overcoming the economic crisis became the most
important issue for the Japanese government. His administration announced a structural reform, following the reform strategy set by Hashimoto administration and continued by his successors. He started with economic and financial reform in order to revitalize the stagnated economy. However the reform had been stacked, basically because of its long and complicated administrative procedure and numerous regulations, despite the drastic institutional restructure implemented at ministerial level in 2001\(^1\). Thus the government decided to proceed with regulatory reform as a major priority.

The government identified that the regulatory reform would be crucial to promote economic and social structural reform, and aimed to achieve both the “establishment of a consumer and citizen-oriented economic and social system” and “revitalization of the economy” at the same time (Imamura, 2002, Yamamoto, 2002).

In order to promote the reform, the Council for Regulatory Reform was established in the Cabinet Office under the provisions of Clause 2, Article 37 of Cabinet Office Establishment Law on April 1, 2001. The Council is responsible for comprehensive investigation and

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\(^1\) Ministry of Public Management, Home Affairs, and Post and Telecommunications was created through merger of Management and Coordination Agency, Ministry of Home Affairs, and Ministry of Post and Telecommunications; Ministry of Land, Infrastructure and Transport from Ministry of Public Works, Ministry of Transportation, Land Agency, and Hokkaido Development Agency; Ministry of Welfare and Labour from Ministry of Health and Welfare, and Ministry of Labour, Ministry of Education and Science from Ministry of Education and Science and Technology Agency; Cabinet Office was instituted through a reorganization of Office of the Prime Minister; IAAs (Independent Administrative Agencies) were created in order to reorganize public institutions.
deliberation of basic issues regarding the modalities of necessary regulations, in order to promote economic and social structural reform, as well as for monitoring the progress of implementation of the Three-Year Programme for Promoting Regulatory Reform\(^2\), from the perspective of promoting fundamental and important economic policy measures.

In the same period, e-government policy had been developed rapidly. Since the establishment of the Kasumigaseki-WAN in 1997, central government has promoted the introduction of integrated e-government policy and system.

Although the Japanese government stressed the issues of efficiency and effectiveness in the public sector in promoting public management reform, the main concerns remained on guaranteeing transparency in order to clean up the image of corrupted system, on self-regulation of the organizations in order to survive bureaucracy bushing, and on encouraging and empowering private sector in order to stimulate economy.

2. E-governance in Japan: between business and legitimacy issue

In some Asian countries, reforms in public administration are implemented with similar methodologies to those in EU member countries but with different targets. Their major concern is how to tackle corruption and clean up certain political relationships within public

\(^2\) Its revised and actual version was decided by the Cabinet on March 29, 2002. The first decision was made on March 30, 2001.
administration. Improving and rationalizing managerial aspects of public administration is a secondary consideration (Kudo, 2003, 2004, 2010). In Japan, e-governance policy was rather independent of other public sector reform. The strategy was business-lead and many legal aspects were left aside.

Use of ICT is highly desirable in these plans, because of the need for transparency. E-procurement, e-bidding, and other uses of ICT for administrative procedure improvement increase transparency and leave little room for corruption. In Thailand, for example, the Anti-Money Laundering Organization (AMLO) is becoming a symbol of the new public management, using ICT and adopting new methodologies, enabling the top priority of tackling corruption (Ateetanan, 2001). In other countries, different techniques have been introduced to administrative procedure to fight against corruption, to improve transparency in the government and thus, to enable public management reform. Transparency and accountability, which are promised by e-governance, are changing the public sector. The focus is on institutional change that was brought on by ICT policy.

In Japan, e-governance policy is a rather recent issue. The Kasumigaseki-WAN (Wide Area Network), which is the central government network system, came into operation only in 1997, the residential register network system started to operate only partially after a long and suffering debate in August 2002, and the local government information network system is still
to be fully established.

The government invested effort in building the “Basic Residential Registers Network System”. The system links all municipalities and prefectures so that the central and local governments can share resident register information (e.g., name, address, sex, and date of birth) based on residential register codes. According to the government, “it is expected to help create an information infrastructure that is essential for efficient responses to the improvement of local administration such as decentralization and the IT (the Japanese government uses “IT”, instead of “ICT”) Revolution”. However, such was the strength of public fears in relation to data protection and privacy, that the establishment of a network system just to exchange these four basic items of data was impossible for a long time. There are still some municipalities, with populist mayors, opposing connection to the network and thus causing serious inefficiency in the network operation.

The government is aiming “to respond to the growing expectations for administrative operations that match the IT Revolution” and to implement e-governance so that “administrative works for applications, notifications, etc. will be handled through the networks”. In order to introduce ICT for administrative works in general, it is necessary to “informatize” local governments, as most of the important and essential functions and tasks are carried out by municipalities in Japan. The Local Administration Bureau of the Ministry of Internal Affairs and
Communications\(^3\) is promoting the establishment of e-local government in coordination with national policies and measures. At the same time, the government supports local governments to improve local information and communications infrastructure (e.g., wider use of optical fibre cables), as well as transmission of local information. However e-governance policy in Japan remains fragmented and business-lead, thus priorities are given to infrastructure building and equipment supply, without any strategy addressing how to design and make use of the e-governance system. There are two further elements that have decisive impact on e-governance policy in Japan: the lack of basic legislation on ICT, and public concerns regarding privacy and data protection.

3. New stage of e-governance: role of CIOs and assistant CIOs

Japanese e-governance is based on a series of strategies. Recent evolution shows that the “Basic Policy for the Promotion of Advanced Information and Communication Society” (issued 1995, revised 1998) was developed into “Basic Law to build an Advanced Information and Communication Network Society” (Law No.144 of 2000, effective since January 2001), which, in turn, became “e-Japan Priority Policy Program 2004”, after three previous programmes issued each year after 2001 and two major strategies regarding Japanese ICT

\(^3\) MIC, previously known as Ministry of Public Management, Home Affairs, and Post and Telecommunications, MPMHAPT.
(“e-Japan Strategy” and “e-Japan Strategy II”). These priority policies recently developed into “ICT Policy Package 2005”, which was decided by the ICT Strategy Headquarters in February 2005.

Meanwhile, the reform of public administration through ICT has been promoted in a parallel way: “Master Plan for Promoting Government-wide use of IT” was issued between 1994 and 1999, and revised between 1998 and 2002. The “Program for Building e-Government” was decided by the CIO Council in July 2003, a result the master plan and the “e-Japan Priority Policy Program 2003”. The programme was converted into “Future Initiatives for Administrative Reform” in December 2004 by the Cabinet Decision.

The “Program for Building e-Government” had its programme period from FY2003 to FY2005 (subject to annual review) and had two major goals. One was to provide “User-oriented Administrative Services” and the other was to realize “Streamlined Public Administration with High Budget Efficiency”. The two basic principles underlying these goals are: “Provide Convenient and High quality Services to the Public” and “Renovate Administrative Systems and Operations”. The latter involved a “zero-base review” of administrative systems and operations to make them rational and efficient by introducing unified systems for back-office operations and by outsourcing various operations of routine nature (E-Government Committee, 2006).

In order to develop infrastructure for building e-government, it analyzed that
strengthened infrastructure for e-government was needed, for example, making the most of “Assistant CIOs”\(^4\) and fortifying measures of security and legal system of Protecting Personal Information.

In order to reform administrative systems and their operations through ICT, the Japanese government developed its ICT infrastructure as follows: provision of one PC to each official, completion of in-house LANs and Kasumigaseki-WAN (Wide Area Network for Ministries), and connection of Kasumigaseki-WAN, LGWAN (Local Government Wide Network Area), and Judicial ICT System (Network for Court).

In terms of administrative reform through ICT, assistant CIOs (ICT external experts from ICT industry, consultant firm, and system design firm) were appointed as technical advisors in all Ministries in December 2003. Assistant CIO Council was established in December 2003, and administrative systems and operations were systematically classified. 79 areas were designated for which Optimization Plans are to be formulated (23 common areas, 56 particular areas) (Sawamoto et al, 2007). Assistant CIOs are nominated from ICT companies and consulting firms. Most of them are system engineers and ICT experts. They are dispatched from their companies to the Government institutions for a couple of years as assistant CIOs. Even with their competitive expertise and high motivation, this system itself is quite fragile and

\(^4\) They are technical advisors appointed from outside.
has many issues, including the problem of vendor orientation.

Since the beginning of “informatization”, Ministries and Agencies introduced their ICT system with a specific ICT company, mostly computer company and system designing firm. They have continued to develop their own system with related system engineering firms, software houses, and management consulting firms. Thus, once they started to introduce Assistant CIOs, they have to be from the related companies, or at least, who experts of those specific systems. Thus the different vendors of Ministries and Agencies have created system boundaries among them, which made it difficult to integrate into one system, when Kasumigaseki-WAN started, and which still exist. These system boundaries isolate various domains in the government. Even the hard work with good will, the nature of Assistant CIOs cannot overcome certain issues.

Optimization Plans were already adopted in nine areas applicable to all ministries: personnel & payroll, accepting e-applications, e-provision of administrative information, government employees mutual aid association, procurement, inventory management, benefits & allowances, subsidies, and travel expenses. Optimization Plans for particular areas were adopted in 12 areas: registration, patent, radio wave control, state pension, national forestry, food administration, and meteorological services, among others.

One of the new challenges for the reform of administrative systems and their operations
is the formulation of an Optimization Plan for each of the 79 designated areas of administrative systems and operations, that is to say, implementation of optimization. These Optimization Plans have four aspects: quantify estimated “Effects of Reducing Processing Time and Costs”; build government-wide integrated systems for “Common Operations”, that is, eliminate overlapping investments in building systems and promote efficient budget spending; drastically cut costs and streamline operations of “Legacy (old) Systems” by, (1) clarifying “Investment-Effectiveness” by complete renewal of systems, (2) transforming to “Open Systems”, (3) re-examining Contracts; shifting from “Contracts ad labium” to “Open tendering procedures”, etc.; and implement and evaluate the optimization, that is, Administrative Management Bureau (MIC) formulates guidelines for both “Implementing the optimization” and “Evaluating the implementation of optimization”. The Bureau evaluates and monitors consistency between these guidelines and the optimization implemented by respective Ministries (Sudoh, 2007).

These promote simplification, rationalization, and efficient operation of administration strategically and across the board to ensure overall optimization of the government.

3.1. Issues of Japanese CIOs and Assistant CIOs

In 2005, the Ministry of Economics, Trade and Industry issued a report from its “Commission on The Best Practices of Functions and Practices of CIOs” and proposed Japanese
version of CIO competencies. There are fundamental institutional differences between US and
Japan; presidential system and parliamentary system, political appointments and carrier
bureaucrats system, etc.

Although Japanese central and local governments introduced CIOs, these new figures
have not functioned in most of the entities. There are small numbers of exceptions mainly
thanks to the personal capability of the CIOs or the nominated CIO assistants. As the number
two of each organization became automatically CIOs, most of them lacked the desired capacity,
and as the number of CIO assistants were limited, the new system had fundamental problem
from the very beginning.

Successful CIOs and CIO assistants have pointed out difficulties to carry out their tasks.
A series of semi structured interviews to CIOs and CIO assistants in central and local
governments shows that many governmental institutions have legacy problems and thus need
feasibility study for renewal, however many organizations lack enterprise architecture and
process/system optimization plans (although formally they have one). As project management
methods should help reorganize the whole ICT structure, a new logical process is needed not
only for the ICT system, but also for the budget and fiscal process of these organizations, which
requires new policy process.

Although it is necessary to renew the domains, there are system boundaries related to
the existing vendors, which have rather fixed relationship with organizations. Many CIOs also claim the difficulties to develop human resources, especially they point out the lack of leadership, culture, political will, and commitments.

There are issues including financial resource and funding, infrastructure and law, coordination among institutions, and standardization. These are not only problems for CIOs but also for the whole e-governance policy. ABC (Activity Based Costing) and EVR (Earned Value Management) are useful for the quality and cost management and improve procurement, however it is not easy to develop in public institutions. There are now needs of ICT system for more transparency, better public service, and citizen orientation.

In practice, there are various systems to be implemented to get the benefits; 1) for the front office; realistic solution is needed for G2B and G2C, especially for public service, e-application, e-bidding, taxation, pension, custom and so on, 2) for the middle office; innovation is needed for knowledge management, 3) for the back office, good and balanced management with practicality is needed to organize Back Office Systems and HRM. To implement these, the governments need financial resources and thus policy and strategy. In order to have good policy and strategy, they also need capable personnel.

4. What competences and capacity-building for CIOs
4.1. Clinger-Cohen Core Competencies

The Clinger-Cohen Core Competencies have been endorsed to serve as a baseline to assist government agencies in complying with Section 5125(C)(3) of the Clinger-Cohen Act of US in 1996. To perform effectively in each competency area, an organization should possess the knowledge, skills and abilities in each competency. These criteria are fully applied to the CIO Competencies in other countries as well. The Clinger-Cohen Act is formally called Information Technology Management Reform Act and is basis of the competencies of Japanese CIO.

4.2. Human resource development of civil services in Japan

OJT (on-the-job-training) has been the most important training style in Japan for both public and private sectors. Besides OJT, there are various types of trainings for civil servants provided and coordinated by NPA. Among these, there are administrative training, training by levels of positions, and training for employees of local organizations. Furthermore, there are: long-term overseas fellowship programmes enable civil servants to go to foreign graduate schools; short-term overseas fellowship programmes provide them chances to work in foreign government agencies and/or international organizations; and domestic fellowship programmes for those who will study at Japanese graduate schools. These systems of dispatching personnel for training also include private sector dispatch training programme.

4.2.1. Training by National Personnel Authority
Major part of training courses is provided by the National Personnel Authority, an independent government body, which take care of the human resource management of civil services in Japan. The institute covers from recruitments to human resource management. It also deals with ethical issues as well as complains from the staff.

NPA provides joint training for senior personnel of all government sectors and ministries. The purpose of this training is described as follows: “through training courses and exchange of ideas between trainees, to enhance qualities and skills of personnel necessary for implementing relevant government measures and policies, from a broad perspective, with a flexible mind-set, great sensitivity and high ethical standards, and with well-developed international awareness, maintaining a national scope”, “through discussion and experience working together, to deepen mutual understanding and reliance between participants”, and “through all training courses, to strengthen a sense of mission as a servant for the whole nation, transcending the frames of government sectors and ministries” (Guide to the Public Administration Training, 2010, NPA).

There are three principles regarding these trainings: 1) mutual enlightenment, which means, “participation-oriented curriculum” placing emphasis on group discussion and exchange of opinions relating to policy issues and specific measures of each government sector and ministry; 2) wide variety of exchange between different areas, gaining a broader point of view,
enabled through “knowledgeable lecturers capable of discussing up-to-date topics, responding well to awareness of problems” and with “various participants from government offices, ministries, private companies and foreign governments”; 3) participant-oriented training, realized through “retreat training at a facility distant from the workplace to facilitate multifaceted exchange and mutual understanding”, “discussions with fresh and flexible ideas, and with an open mind”, and “relationship of mutual trust developed through free exchange of opinions and communication in and out of training courses”.

The annual courses given by the NPA vary in their type, period, objectives, and contents. There are courses for specific topics; course to improvement of evaluation ability, course for newly recruited experienced personnel, course to become mentors, course reserved for female employees, and course to learn personal management. Besides, there are training courses and seminars for basic skills and knowledge, including course for civil servants ethics and course for manners.

The overall tendency is that the courses tend to be shorter than they used to be, in order to fit to the working life of the personnel. Period of retreat is getting shorter and often replaced by commuting courses.

4.2.2. Training by other institutions

There are also various training courses offered by other institutions, specific to
institutions and open to all national civil services. Some significant figures have shown above.

There are information security courses of various levels by Ministry of Internal Affairs and Communications. The Ministry also offers statistics related course, since the statistic office belongs to it. Ministry of Foreign Affairs has its own training centre, where language courses as well as various specific courses are offers. The Ministry outsources part of the courses to FASID, which organize courses related to project cycle management, development and aid, and evaluation of aid projects. Ministry of Finance organizes various open training courses for all national civil servants, who are in charge of accounting, among many. Ministry of Education, Culture, Sports, Science and Technology offers specific topic-related courses, from space development to nuclear energy.

There are also schools and training centres for specific civil servants: National Police Academy, National Tax College, Japan Coast Guard Academy, and Meteorological College are among many. These cover both senior management of respective ministries and all employees. However when it comes to ICT, there is no specific training courses for civil servants involved in ICT management.

5. Civil service reform and new proposals for capacity-building

5.1. Discussion and reform proposal for recruitment and selection system
From 2012, the recruitment and selection procedure of national civil servants will change. This is one of the results from the recommendations to National Personnel Authority (NPA) by “Experts Meeting for reconsidering Recruitment Examination”, which met between June 2008 and March 2009. The author was one of the members of this meeting.

There are various backgrounds, which forced the government to reconsider the recruitment system. The following 5 pillars are the main changes:

1) Full introduction of human resource management based on ability and performance;

2) New examination system in order to guarantee many channels of recruitment;

3) New examination system in order to evaluate planning skill of candidates;

4) New examination methods to examine and evaluate logical thinking, application skill, planning and presentation abilities of the candidates; and

5) Fair and neutral examination.

The new examination, which will start in 2012, has many new aspects. There would be four categories of examinations: one to evaluate high policy planning ability among candidates with master degrees; one to evaluate overall skill (similar to the existing examination), which is for bachelor degree candidates, high school diploma holder candidates, and also for person with working experiences; the third category is for specific jobs and functions; last, experienced personnel recruitment from private sector (national public employee mid-career recruitment
In order to cope with social, economic, and demographic changes, the civil services have to change themselves. In order to do so, new recruitment system to guarantee personnel with necessary competences and training of civil servants in career are needed.

New recruitment system has to deal with the labour market change as well as system changes, such as introduction and establishment of law schools (graduate level), MPM (master of public management), MPP (master of public policy), and MPA (master of public administration) courses. This is why the NPA decided to introduce a new examination reserved to these graduate students from 2012.

Mid-career recruitment examination is an already introduced system, in order to guarantee the mobility from private sector to public sector, as well as to recruit experienced experts of certain field.

Most important changes in this new system are the modification of the contents of examinations and the methods of evaluation. In order to recruit personnel with creativity, innovative thinking, as well as logical thinking, who are capable not only of policy-making, but also of negotiation with others and of building consensus, the new system will examine these abilities of the candidates. Thus, there will be discussion sessions, in which the candidates are asked to solve problems or to make policy proposal, which will be examined by various point of
views.

Particular qualities, such as excellences in languages and/or expertise in strategic fields (economy, finance, engineering, IT etc.) will be highly evaluated through various new channels. One of them is the mid-career recruitment examination.

Introducing more flexible career paths is also one of the objectives of this reform of recruitment and selection system. Who enter the civil service with level II and III examinations will have more possibility than they used to have.

5.2. Discussion and reform proposal for civil service training system

In FY 2010, the training courses offered by NPA have been modified drastically from the previous structure, offering much more numbers of shorter courses and new leadership empowerment courses. The latter started as pilot project in FY 2010, and has been fully introduced in FY 2011.

These changes are parts of proposals recommended to NPA by “Committee for Public Officers Training and Capacity Building”, held between June 2008 and March 2009, accidentally at the same period of the above mentioned expert meeting. The author took part in this committee.

The main issues pointed out in the report are as follows:

1) growing role of government;
2) increasing scandals and policy failures;

3) lack of general training to become capable civil servants;

4) growing needs for providing public services efficiently and effectively;

5) changing relationship between politics and civil services.

The recommendations, thus, are as follows:

1) empower leadership, especially among senior managers;

2) strengthen general capacity building;

3) improve ethical attitude as tax manager and experts of own professional fields;

4) building capacity as manager of market keeping consciousness as public servants;

5) serving faithfully to government, while developing capacity as experts;

6) develop broad point of view, problem solving capacity, and analytical skill.

The new trainings, which were recommended to the NPA, are:

1) on consciousness as public servants;

2) to empower sense of mission and sound pride;

3) to keep adequate distance with politics;

4) to improve capacity of problem solving through case analyses;

5) to build personality and ethical thinking through study of classics.

The recommendation also refers to the establishment of close relationship among
recruitment, training, and promotion, through promoting performance based evaluation and performance based human resource management.

ICT is surely one of the fields benefited mostly from these reforms. There are now more possibilities to recruit engineers and information science graduates and to train them with more specific courses. The new recruitment system favours their candidacy and the new capacity-building programmes favour their carrier design.

**Conclusion: How to cope with the changing competences with capacity building**

Economic recession, fiscal crisis, globalisation, aging society, technology-driven society, increasingly complex social structure, rising new issues, changing relationship between politics and civil services, and establishment of public policy and/or public management related graduate schools and law schools are the major aspects that forced the civil services to modify themselves in order to adapt to the new reality. In order to change themselves, civil services decided and are going to introduce new recruitment system and have been changing training courses.

New civil servants are required to have competences in policy-making, presentation, facilitation, negotiation, consensus-building, innovative and creative thinking, logical thinking, and leadership. These abilities require certain bases; however the major parts are believed to be
developed through adequate training. Thus not only the recruitment and selection process, but also the trainings are important. All these are applicable to CIOs in government as well.

Social and economic changes and civil service related scandals accelerated the reform process and thus the recruitment system as well as training system. The latter has been modified through pilot projects, enabling to experiments various capacity building theory.

Is this a good reform for CIOs and thus for a better e-governance in Japan? Of course it is too early to make any judgement; however these changes would and are expected to bring results. We will see from the government performance in the near future.

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