

Record Management and Organizational Culture in Japanese Central and Local Governments

The 38th IIS World Congress, Budapest, Hungary
28 June 2008 14:00 - 15:30 @ F908
Gentaro MIZUGAKI
Dept. Sociology, Nara Women's University
Nara 630-8506, JAPAN
E-mail : genta@cc.nara-wu.ac.jp

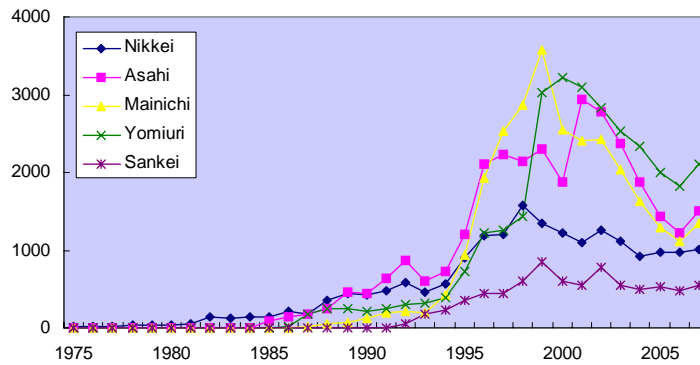
I . Introduction

Japanese governmental bureaucracies:

- 1. Despite of their poor record management, why the Japanese bureaucracies can be powerful and active?
 - 2. In such organizations with poor record management, how members are motivated to communicate their own experience and knowledge with each other.
-

I . Introduction

Fig. 1. Rise of concern for information disclosure



*indicates the number of appearances of the words "Jouhou-koukai" or "Jouhou-kaiji" (meaning information disclosure) in articles of five biggest newspapers with the national circulation. Using the database Nikkei Telecom 21.

I . Introduction

- Background: Private sector
 - Financial globalization from 1980's
 - Long depression from 1990's
 - ↓
 - Distrust of the Japanese management
 - The stockholder's pressure for corporate financial information disclosure
-

I . Introduction

- Background: Public or governmental sector
 - A vast amount of governmental debt
 - Collapse of the long-term ruling party with positive financial policies

↓

 - A flow to fiscal reform or a “small government” with decentralization and privatization
 - NPM (New Public Management)

Act on Access to Information Held by Administrative Organs (1999)

1980	The Cabinet agreement on ID promotion	
1982	The legislations start in local governmental level	
1994	Administrative Reform Committee(ARC) founded	
1996	ARC Report “Toward the Establishment of ID”	
1998	The Diet Plenary Session	
	3 Bills presented by Gov. and oppositions	
1999	Passage	Objective
2001	Enforcement	Object Organs
		Object Document
		Disclosure of Documents
		Qualification of Claimer
		The range of documents disclosed
		Disclosure of the discretion by the reason in the public interest
		Information about the continuation of an administration document
		procedure
		procedure of the judgement
	Objection	
	Liability	
	ETC.	Document Management
		Information Center
		Local Government

I . Introduction

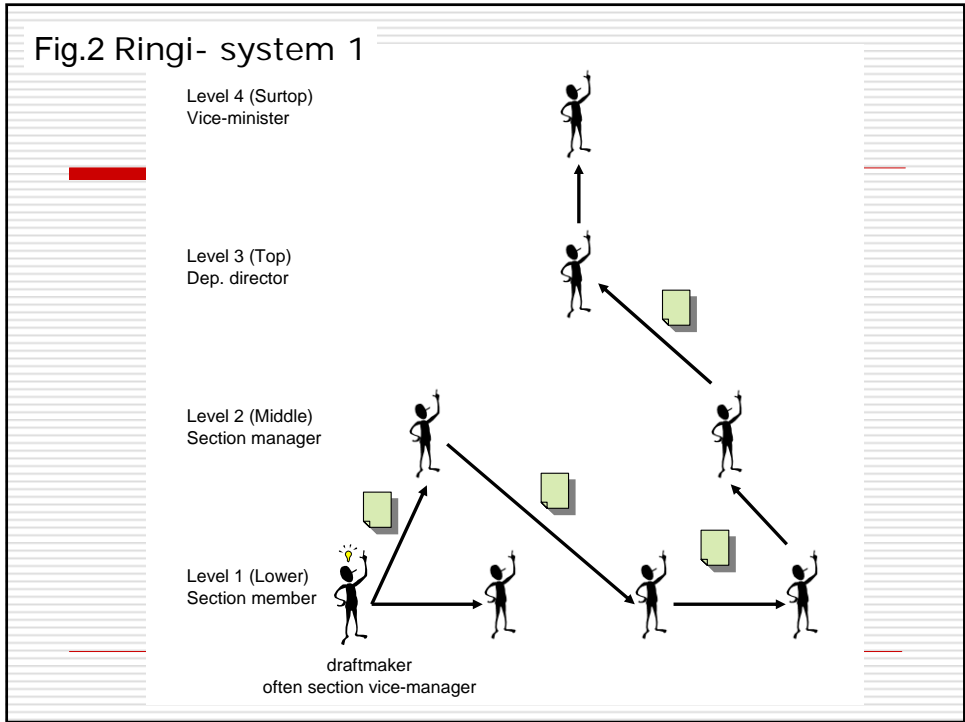
- ❑ The Ministries' reluctant transference of documents concerning organizational decision making (Uga, 2005)
 - ❑ Few documents concerning policy making have been transferred from each ministries and agencies to the National Archives of Japan.
 - ↑
 - ❑ Documents not made.
 - ❑ Documents made but lost
 - ❑ Rejected
 - ❑ Intention or Culture?
-

I . Introduction

Table 1. Ministries' reluctant transference of documents

fiscal year	No. of transferred files			Ave.
	Reception	Returned	Recounted	
1971-1996	441350			16975
1997	12090			15411
1998	9758			
1999	23852			
2000	15945	-914		
2001	0	-30553	-74189	
2002	674			
2003	7128			
2004	6009			
2005	7924			
2006	22322			

From Annual Report of the National Archives of Japan (2001-06)
<http://www.archives.go.jp/information/index.html>



II. Types of decision-making

Table 2. Types of bureaucratic decision-making

Types of bureaucratic decision-making (case of the Ministry of Agriculture, Forestry and Fisheries)

Types	Examples
<i>Ringi</i>	The document sent around or the draftmaker traveling around for the approval seals of the concerned
	Discretionary execution
	Draft of a bill introduced by the Cabinet
<i>Non Ringi</i>	In fixed manners
	The ministry budget request
	Draft of the minister's reply to interpellations in the Diet
	In unfixed manners or politically
	Test calculation of the official rice price

Simplified on the data from Inoue(1981)

II. Ringi-system

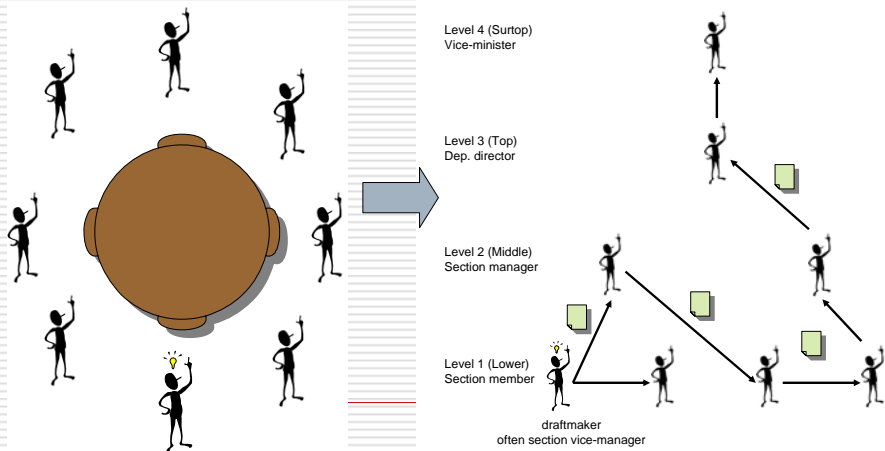
- ❑ Bottom-up approval via circulating documents
- ❑ Legislated on national or sub-national level
- ❑ Irrationality (Tsuji 1969)
 - Inefficiency. The circulation of documents takes much time.
 - Irresponsibility. The circulation of documents takes a majority.
 - Declined leadership. Intentional delay or avoided approval.
- ❑ Rationality (Inoue 1981)
 - Sharing information in the departmental meeting
- ❑ Symbol of common assent

II. Ringi-system

Fig.3 Ringi- system 2

Departmental Meeting

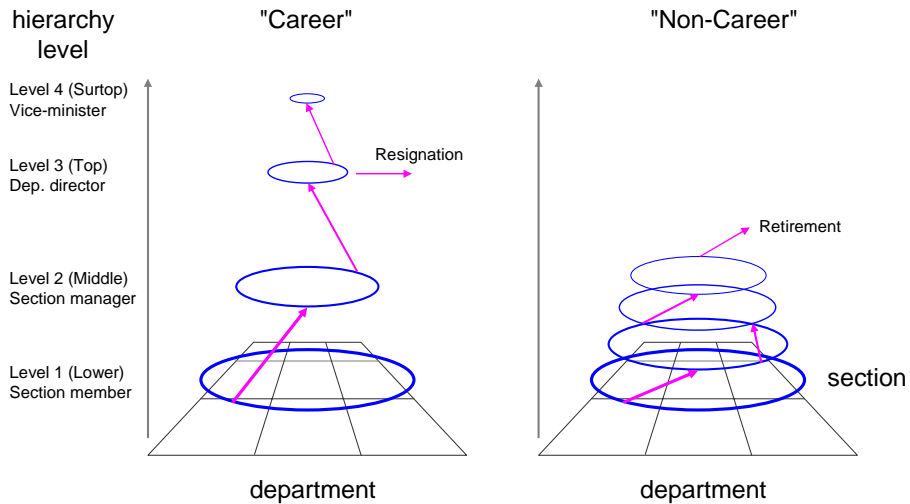
Approval via circular



III. Coordination, motivation and integration

- Coordination&motivation(Milgrom & Roberts 1992)
 - to find the best option for specialization
 - to find the best way to incorporate the incentive to the option
 - Integration?
-

III. Promotion system



III. Coordination, motivation & integration (Tab. 3)

Coordination policy	Classification and sponsored elitism	
Class	"Career" elite	"NonCareer" nonelite
Recruitment	National exam. Class 1 6% of rgl. gov. employment*	National exam. Class 2, 3 59%*
Education	Bachelors of laws most from Univ. of Tokyo	Univ., college, or high graduates
Motivation policy/ mobility system	L to M: seniority & competition for promotion speed M to T: tournament	
Promotion policy	fast promotion	slow promotion
Retirement policy	Earlier resignation & Appointed a high post in an industry controlled by his former ministry	At mandatory retirement age
Coordination effects	Competition among young active elites	Long-term experience of work in particular sections
Integration	Coherence by decentralization and participatory decision-making	

*The number of regular governmental employment was 9770 in 2005; of which that by selection 2579, that by exam 7191; of which that of Class1 593, Class2 3306, Class3 2431, others 861. Cabinet secretariat administrative reform office, 2005.

Reference

- Cabinet secretariat administrative reform office, 2005, *From Adoption to Retirement of the National Governmental Employee* (in Japanese).
- Inoue, S., 1981, *A consideration about the criticism to Ringi-system* (in Japanese), Center for research of Administrative management.
- Milgrom, Paul and John Roberts, 1992, *Economics, Organization and Management*, Prentice Hall.
- National Archives of Japan, 2001-06, *Annual Report of the National Archives of Japan* (in Japanese). <http://www.archives.go.jp/information/index.html>
- Takahashi, S., ed., 2007, *Towards the legislation of the public document management* (in Japanese), Shoji-Houmu Pub.
- Tsuji, K., 1969, *A Study on the Japanese Bureaucracy* (in Japanese), The University of Tokyo Press.
- Uga, K., 2005, *Theory and Practice of Information Disclosure* (in Japanese), Yuuhikaku Pub.