

employees after their mandatory retirement, the NPA conducted the “Survey on Living Conditions of Retired Public Employees” from Aug. to Oct. 2017 targeting 3,792 former employees who mandatorily retired in FY2016 (whose whereabouts could be confirmed at the time of survey).

[Table 7] Overview of the Survey on Living Conditions of Retired Public Employees (Unit: %)

Question	Answer	Percentage
Did you wish to work after mandatory retirement?	Yes	84.4
	No	15.6
What are the reasons that you wanted to work after mandatory retirement? (Multiple answers allowed.)	I need to earn my living.	88.3
Until what age did you want to work?	65 years old	55.3
	70 years old	15.6
Are you working now?	Yes	86.1
	No	13.9
What is your place of employment now?	Reappointed employee of the national government organ	80.8
What is your working pattern? (National Government Organs)	Full-time work	50.6
	Part-time work	47.4
What is your working pattern? (Private Companies)	Full-time work	77.7
	Part-time work	20.2
What are your anxieties about your future life? (Multiple answers allowed.)	My health	71.5
	Health and nursing care of my family members	69.2
	Household spending such as daily living expenses	66.1
Elderly employment system appropriate for the public service	Raising of the mandatory retirement age	76.9
	Employment of all mandatory retirees who wish to work using the current reappointment system	13.2
	Abolition of mandatory retirement	3.9

Section 2. Support for Life Planning After Mandatory Retirement

The NPA held a “life planning seminar” to consider life planning through knowledge and information on the reappointment system and the pension system, as well as the discussion among the participants. The seminar is designed for employees in their 40s and 50s.

In FY2017, “Life planning Seminars” were held 26 times with 1,489 participants.

In addition, the NPA produced and distributed a booklet, titled “How to Take the Next Step (FY2017 edition),” which contains specific information useful for household finances and health management after retirement and so on.

Chapter 5. Public Employees’ Working Environment

Section 1. Working Hours and Leave

Working hours and leave are basic working conditions. Details of these working conditions are stipulated in the Working Hours Act based on the principle of meeting changing conditions in Article 28 of the National Public Service Act. The NPA, which is responsible for implementing the Working Hours Act, established Rule 15-14 (Working Hours, Holidays, and Leave of Employees) and has made efforts to ensure appropriate working

conditions for public employees in cooperation with each ministry that actually puts the system into operation.

According to the Working Hours Act, the NPA is to carry out a survey on the system of working hours and leave, report the survey results to the Diet and the Cabinet, and if necessary, recommend appropriate revisions of the said Act.

1. Situation of Overtime Work and Annual Leave Taken

In principle, the employees' regular working hours are 7 hours and 45 minutes per day and 38 hours and 45 minutes per week. Overtime work can be ordered when there is a temporary or urgent need. According to the 2017 Fact-finding Survey of Remuneration of National Public Employees, the average number of overtime hours worked across all the ministries in 2016 was 235.0 hours. By organization, the average number of overtime hours in 2016 worked at the HQ was 366 hours, and the average at offices other than the HQ was 207 hours. Regarding the "Guidelines Concerning the Reduction in Overtime Work" (notice by Director-General of Employee Welfare Bureau of the NPA in 2009), which stipulates the overtime work ceiling of 360 hours per year, an average of 22.9% of employees exceeded the ceiling across all the ministries. In particular, at the HQ, where a large amount of heteronomous duties are handled, 46.3% of employees exceeded 360 hours and 7.9% of employees exceeded 720 hours.

In principle, employees' annual leave is 20 days a year. According to the above survey, the average number of days of annual leave taken was 13.8 days in 2016 with 12.4 days at the HQ and 14.1 days at offices other than the HQ.

2. Research and Study Regarding the System of Working Hours and Leave

(1) Survey on the Actual Application of the System of Working Hours and Leave in the Public Service

The NPA conducts surveys on the actual application of working hours and leave among national government offices, to promote the appropriate use of the working hours and leave system in the public service, and to contribute to reviews of the system.

In FY2017, the NPA conducted a field survey of 49 offices in 15 ministries (including 7 agencies as external organs attached to ministries), with a focus on government offices with a department that has adopted the shift work system, and ascertained the actual status of the application of the working hour and leave system.

(2) Survey on Private Enterprises' Working Conditions

The NPA conducts the "Survey of Private Enterprises' Working Conditions" every year to obtain basic data for deliberation of the working conditions and systems of national public employees.

In 2016, the NPA surveyed working conditions and systems as of Oct. 1 at 7,355 enterprises randomly selected from enterprises with 50 or more employees located throughout Japan.

Section 2. Health and Safety Measures

1. Promotion of Health Management

(1) Mental Health Measures

Recently, the number of employees who take long-term sick leave due to mental illness has been over 60% of all the employees who take long-term sick leave.

In response to this situation, the NPA has been taking measures as below focusing on employees' mental health, in accordance with "Guidelines for the Mental Health Care of Employees" (notice issued by Director-General of Working Conditions Bureau of the NPA [2004]).

- Conducting mental health training courses.
- Establishing "Counseling Offices for Mental Health Care." (10 places in Japan) In 2017, 180 requests for consultation were received.
- Establishing "Counseling Offices for Returning to Work from Mental Illness" (10 places in Japan). In 2017, 178 requests for consultation were received.

(2) Fact-finding Survey of National Public Employees Taking Long-term Sick Leave

With a view to using it as a reference for considering the measures for employees' health management, the NPA conducted the "Fact-finding Survey of National Public Employees Taking Long-term Sick Leave" targeting national public employees in the regular service who had been absent from work due to injury or illness for one month or longer consecutively during the period from Apr. 1, 2016 to Mar. 31, 2017. (The survey takes place every five years.)

The number of employees who took long-term sick leave in FY2016 totaled 5,336 (1.93% of the entire employees), a decrease of 34 compared with the previous survey (in FY2011).

(3) Survey on the Number of Deaths among National Public Employees

In order to contribute to improving employee's health and safety management, the NPA conducted the "Survey on the Number of Deaths among National Public Employees" for national public employees in regular service who died in FY2016.

In FY2016, the number of deaths while in office was 258 (the death rate, the number of deaths per 100,000 people, was 94.1), an increase of 31 compared with FY2015 (an increase of 11.2 points in the death rate).

2. Ensuring Safety

Prevention of Accidents in the Workplace

In FY2016, 234 employees took leave for at least one day due to an accident in the workplace, a decrease of 6 people compared with FY2015. Among them, three persons died.

3. Instructions and Enlightenment on Health and Safety Management

The NPA conducts training seminars for personnel in charge of health and safety management at each ministry, in order to deepen the understanding of practices related to health and safety management. In FY2017, the NPA held seminars in Tokyo (75 participants) and four other regions (540 participants).

Section 3. Measures to Prevent Harassment

The NPA has been making efforts to prevent sexual harassment and other types of harassment related to pregnancy, childbirth, childcare and nursing care by stipulating the responsibilities of the NPA, the head of each ministry/agency and employees respectively in Rule10-10 (Prevention of Sexual Harassment) and Rule 10-15 (Prevention of Harassment Related to Pregnancy, Childbirth, Childcare and Nursing Care). Concerning power harassment, the NPA has been continuously making the Cabinet Office and each ministry aware of the “Examples of Behaviors that Require Particular Attention to Prevent Power Harassment” (issued in Jan. 2010) and the “Power Harassment Prevention Handbook” (issued in Jul. 2015), which introduced the general ideas about power harassment, behaviors that can be considered as power harassment, examples of consultation and consultation counters.

Section 4. Childcare Leave System

1. Expansion of Childcare Leave System

From the perspective of balancing work and childcare, the childcare leave system for public employees was established to support employees who are raising children as they continue their jobs, thereby enhancing their welfare, and contributing to smooth operation of the public service, pursuant to the Childcare Leave Act.

Against the backdrop of the aging population combined with the diminishing number of children, several measures have been taken since the system was established in 1992, such as providing economic assistance for employees who are on childcare leave, and raising the maximum age of employees’ children for which employees can request childcare leave or part-time childcare leave (currently “childcare hours”) from below one year of age to below age three.

In Aug. 2007, the short-time working system for those with childcare responsibilities was introduced under which working hours could be shorter than the normal working hours to enable them to care for their children until they reach the age when they begin attending elementary school. The maximum age of targeted children was raised from younger than age three to the age when they begin attending elementary school.

In Apr. 2011, the system was revised to enable part time employees, who meet certain conditions, to take childcare leave.

2. Childcare Leave Actually Taken

(1) Childcare Leave

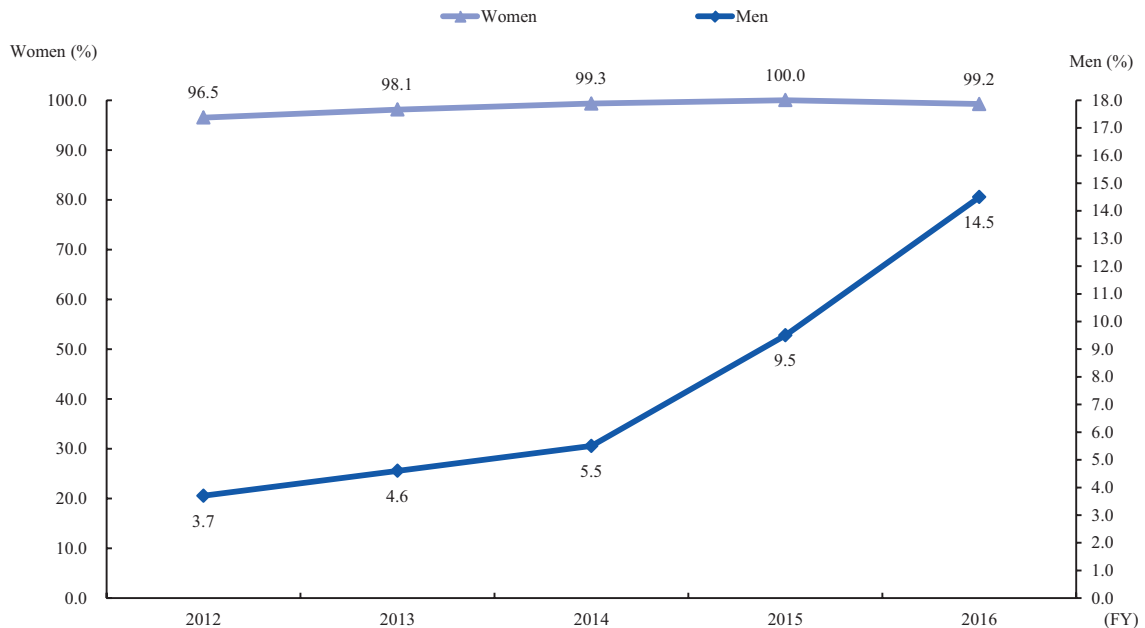
A. Number and Ratio of Employees Who Newly Started Childcare Leave

The number of full-time employees who newly started childcare leave in FY2016 was 2,937 (975 men and 1,962 women), an increase of 310 (an increase of 324 men and a decrease of 14 women) from that in FY2015.

The ratio of employees who took childcare leave in FY2016 is shown in Figure 12. The ratio of male employees was 14.5% (9.5% in FY2015) and the ratio of female employees was 99.2% (100.0% in FY2015). The ratio of male employees was the highest in the past.

In addition, the number of part-time employees who started childcare leave in FY2016 was 232 (all women), an increase of 5 (a decrease of 2 men and an increase of 7 women) from that in FY2015. The ratio of part-time employees who took childcare leave was 95.9% for females.

Figure 12 Ratio of Employees Who Took Childcare Leave (full-time employees)



B. Period of Childcare Leave of Those Who Newly Started Childcare Leave

The average period of childcare leave was 11.7 months (men: 2.2 months, women: 16.5 months) in FY2016 (12.7 months in FY2015).

C. Substitute Measures for Employees Taking Childcare Leave

Regarding substitute measures for employees taking childcare leave, 'changing duty allocation' accounted for the largest ratio (56.0%), followed by 'appointing fixed-term employees' (20.5%) in FY2016.

D. Return to Work

Among the full-time employees whose childcare leave expired in FY2016, 1.1% of them retired in the middle of their childcare leave or on the date when they were originally supposed to return to work. In total, 98.9% of employees whose childcare leave expired in FY2016 returned to work (FY2015 was 97.9%).

(2) Paternity Leave for Childbirth and Leave for Participating in Childcare

A. Paternity Leave for Childbirth

Among full-time male employees whose child was born in FY2016 (6,703 employees), 5,508 employees (82.2%) used the paternity leave for childbirth (5,585 employees [81.5%] in FY2015) for 1.8 days on average (1.8 days in FY2015).

B. Leave for Participating in Childcare

Among full-time male employees whose child was born in FY2016 (6,703 employees), 4,423 employees (66.0%) used the leave for participating in childcare (4,067 employees [59.4%] in FY2015) for 3.8 days on average (3.7 days in FY2015).

C. Combined Use of Paternity Leave for Childbirth and Leave for Participating in Childcare

Among full-time male employees whose child was born in FY2016 (6,703 employees), 5,718 employees (85.3%) used paternity leave for childbirth or the leave for participating in childcare (5,764 employees [84.1%] in FY2015). In addition, 3,513 employees (52.4%) took both types of leave for a total of more than 5 days (3,019 employees [44.1%] in FY2015).

(3) Childcare Short-Time Work

The number of full-time employees who began childcare short-time work in FY2016 was 145 (16 men, 129 women), a decrease of 11 (3 men increased, 14 women decreased) from that in FY2015.

(4) Childcare Hours

The number of full-time employees who newly attained approval for childcare hours in FY2016 was 1,378 (118 men, 1,260 women), an increase of 7 (14 men decreased, 21 women increased) compared with FY2015.

The number of part-time employees who newly started childcare hours in FY2016 was 32 (all women), an increase of 10 (all women) from that in FY2015.

Section 5. Leave for Self-Development and Leave System to Accompany a Spouse

The self-development leave system is an unpaid leave system under the Act on National Public Employees' Leave for Self-Development to allow highly-motivated employees who hope to study in universities or participate in international cooperation projects to maintain their status as national public employees without engaging in their

duties, in view of the necessity of promoting capacity development among national public employees in order to enable them to cope with increasingly complicated and sophisticated administrative tasks.

The leave system to accompany a spouse is an unpaid leave system to exempt an employee, who hopes to live in a foreign country together with his/her spouse who is working abroad, from attending to his/her duty while still retaining his/her status as a national public employee pursuant to the Act on the Leave System to Accompany a Spouse. The objective of this system is to promote continued employment of competent employees who are expected to play an important role in the public service, and contribute to smooth administration of the public service.

In FY2016, 63 employees (4 men, 59 women) newly started to take the leave to accompany a spouse, it is an increase of 4 (a decrease of 4 men, an increase of 8 women) from FY2015. The reasons for their spouses' staying abroad are overseas assignment (49 employees) and studying abroad (14 employees). The average duration is one year and eleven months (two years in FY2015).

Section 6. Accident Compensation

The accident compensation system aims to provide compensation and welfare services when public employees are involved in accidents on duty or accidents while commuting. Compensation is meant to compensate losses suffered by accidents, and welfare services is aimed at promoting rehabilitation of afflicted employees and to provide support for the employees or the bereaved. The National Public Service Accident Compensation Act and other regulations stipulate 12 types of compensation and 18 types of welfare services. Compensation and welfare services are provided directly by Implementing Organizations (each ministry). The NPA carries out overall coordination for compensation and welfare services by Implementing Organizations and establishment of standards related to implementation in order to ensure that compensation and welfare services are completely implemented pursuant to the said Act.

1. Revision of the Accident Compensation System

The items described below were amended and came into effect as of Apr. 1, 2017.

- ◎ Nursing Care Compensation
- ◎ Assistance Regarding School Expenses

2. Status of the Implementation of Accident Compensation System

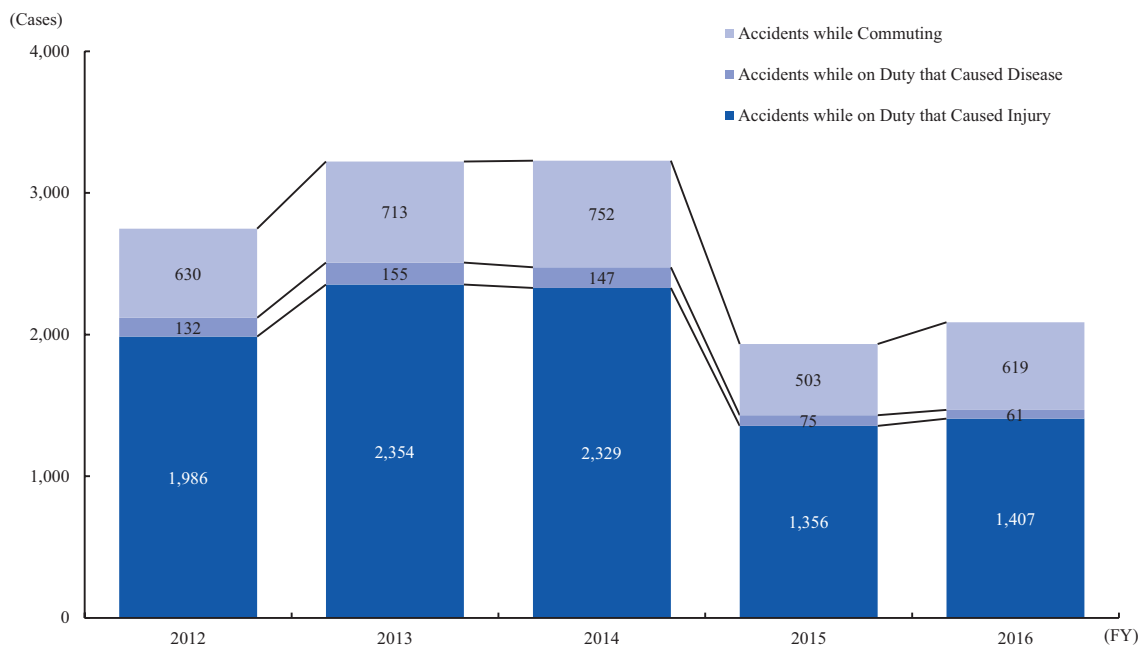
The NPA receives reports about the implementation of compensation and welfare service in the previous FY from each Implementing Organization.

The National Public Service Accident Compensation Act applies to national public employees in regular service, regardless of full-time or part-time, and the number of employees subject to the Act is currently approx. 430,000 (as of Jul. 2016).

In FY2016, a total of 2,087 cases were recognized by the Implementing Organizations as accidents on duty

or accidents while commuting (1,468 accidents on duty and 619 accidents while commuting) (Figure 13).

Figure 13 Trends in the Number of Acknowledgements of Accidents on Duty and Accidents While Commuting



Section 7. Audits

1. Payrolls Audits

The NPA conducts payroll audits every year, aiming to ensure that payments and records of remuneration to employees are carried out in accordance with laws and the NPA rules. When the NPA finds inappropriate actions, it provides necessary guidance in order to ensure rectifying them.

In FY2017, payroll audits were carried out at 520 organizations focusing on the application status of the new salary system based on the Revised Remuneration Act of 2005, certification of various allowances and revised points due to comprehensive revision of the remuneration system based on the Revised Remuneration Act of 2014.

2. Audit of Health and Safety Management

Audits of health and safety management are conducted by the NPA with the aim of ascertaining the situation with respect to compliance of regulations concerning health and safety at each ministry.

In FY2017, the NPA audited 58 organizations with a focus on organizations which handle a large number of hazardous materials and equipment.

3. Audit of Implementation of Accident Compensation

The NPA conducts an audit of implementation of accident compensation every year with the aim of ensuring appropriate implementation of compensation and welfare services for accidents on duty or accidents

while commuting in compliance with the Act and the NPA rules. When the NPA finds unjust matters, it provides necessary instructions in order to ensure rectifying them.

In FY2017, the NPA audited 18 organizations to confirm recognition of accidents on duty or while commuting and the implementation of compensation and welfare services associated with such accidents dated on and after Apr. 1, 2015.

Section 8. Service Discipline and Disciplinary Action

Paragraph 1 of Article 96 of the National Public Service Act stipulates, as the basic standard of service discipline, that “Every official, as a servant of all citizens, must serve the public interest, and devote the utmost effort in the performance of duties.” To concretely realize the purpose of this basic standard, the act requires public employees to obey laws, regulations and orders of their superiors in the course of their duties, and to preserve secrecy obtained in the course of duties. The act also prohibits employees from involvement in acts of dispute such as strikes, and any acts causing discredit, restricts their political activities, and excludes them from private enterprises. The disciplinary action system has been established to maintain service discipline in government organizations.

1. Service Discipline

Among the issues relating to the employees’ service discipline, the restriction of political activities and exclusion from private enterprises are directly under the jurisdiction of the NPA.

In addition, the NPA conducted seminars on the service discipline/disciplinary action system for officials in charge of personnel management at the HQ and regional bureaus of each ministry in order to enhance their understanding of the objectives of service discipline/disciplinary action system. In FY2017, seminars were held at the NPA HQ (94 participants) and 9 locations throughout Japan (470 participants).

2. Disciplinary Action

(1) Outline of the Disciplinary Action System and Giving Instructions on Disciplinary Actions

As stipulated in Paragraph 1 of Article 82 of the National Public Service Act, appointers of the Cabinet Office and each ministry can take disciplinary action against an employee, either through dismissal, suspension from duty, reduction in pay or reprimand if (i) the employee has violated the National Public Service Act, the National Public Service Ethics Act or orders issued pursuant to these acts, (ii) the employee has breached his/her obligations in the course of his/her duties or has neglected his/her duties, or (iii) the employee is guilty of such malfeasance rendering himself/herself unfit to fulfill his/her role as a servant of all citizens. Concrete procedures are specified in the National Public Service Act and Rule 12-0 (Disciplinary Action).

The NPA discloses the situation of disciplinary actions each year and enforces strict operation of the disciplinary action system by the Cabinet Office and each ministry taking the opportunity of the meeting of responsible personnel.

(2) The Situation Relating to Disciplinary Action

The total number of employees against whom disciplinary action was taken in 2017 was 328 (12 dismissals, 58 suspensions from duty, 187 reductions in pay, and 71 reprimands), an increase of 64 compared with 2016.

The Ministry of Health, Labour and Welfare accounted for the largest ratio of all disciplinary actions, followed by the Ministry of Justice and the National Tax Agency. The major reason for disciplinary action was misconduct outside the public service (e.g. theft, assault) followed by general disciplinary matters (e.g. absence, inappropriate working attitude), and traffic offence and contravening traffic regulations (Reference 3).

[Reference 3] Status of Disciplinary Actions by Type and Cause (2017)

(Unit: persons)

Type of disciplinary actions Cause	Dismissal	Suspension from duty	Reduction in pay	Reprimand	Total
Irregularity related to general service discipline (absence, inappropriate working attitude)		22 (9)	53 (22)	22 (9)	97 (40)
Irregularity related to transactions in daily work (improper business processing, failure to report)	1 (1)	3 (1)	12 (15)	3 (8)	19 (25)
Irregularity related to handling of public money or property (loss, wrongful handling)		3 (1)	20 (4)	18 (1)	41 (6)
Embezzlement	3 (5)	1 (2)	5 (5)		9 (15)
Acceptance of bribes, entertainment or being treated to food/drink (violations of the Ethics Act)	4 (2)	2 (3)	1 (1)	1 (1)	8 (7)
Traffic offence and contravening traffic regulations	1	10 (4)	25 (16)	13 (12)	49 (32)
Misconduct outside the public service (theft, assault)	3 (2)	17 (34)	70 (71)	12 (16)	102 (123)
Lack of supervisory responsibility			1 (4)	2 (12)	3 (16)
Total	12 (10)	58 (54)	187 (138)	71 (62)	328 (264)

(Notes) 1. A case which has several causes is categorized by the main cause.

2. The figures in parentheses are for 2016.

3. The Concurrent Holding of Positions

(1) Concurrent Engagement in the Operation of a Business on an Employee's Own Account

According to Article 103 of the National Public Service Act and Rule 14-8 (Concurrent Positions as Executives in Profit-making Enterprises, etc.) employees may operate a profit-making enterprise on their own account with the approval of the head of a government agency.

The total number of approvals reported to the NPA by each ministry was 266 in 2017. Major contents

pertaining to that include the leasing of condominiums, apartments, parking lots and land, and the sale of solar electricity.

(2) Reports on Participating in the Management of Profit-making Enterprises through the Holding of Stocks

According to Article 103 of the National Public Service Act and Rule 14-21 (Reports by Employees in a Position to be able to Participate in the Management of Profit-making Enterprises through the Holding of Stocks), employees are to report to the NPA through the head of a government agency if they are able to manage profitmaking enterprises through the holding of stocks. If the NPA considers that this is not appropriate in light of performing public duties, it shall notify the employees to that effect. In 2017, no employee made such a report.

Chapter 6. Employee Organization

Article 108-2 of the National Public Service Act allows national public employees in regular service (excluding employees of agencies engaged in administrative execution), other than employees working in police departments, the Japan Coast Guard and penal institutions, to form an employee organization for the purpose of maintaining and improving their working conditions.

Section 1. Range of Managerial Personnel

Article 108-2 of the National Public Service Act defines officials making important administrative decisions, holding managerial or supervisory positions and officials whose duty should be performed from the standpoint of proper authorities in their relationship with employee organizations as “managerial personnel, etc.” This article prohibits “managerial personnel, etc.” from forming an employee organization with other employees.

The range of managerial personnel, etc. is specifically defined in the appendix of Rule 17-0 (Range of Managerial Personnel, etc.) according to the classification of organizations. When there is any revision or abolition of administrative organizations or positions, the NPA revises the appendix to this rule accordingly. The NPA made three amendments in FY2017.

The total number of managerial personnel, etc. stood at 38,059, or 16.2% of all 234,237 personnel (the ceiling of the number of officials (excluding police officials, etc.)) at the end of FY2017.

Section 2. Registration of Employee Organizations

A registration system was established to allow the NPA to certify an employee organization as a democratic and voluntary organization that satisfies the requirements specified in the National Public Service Act, for the purpose of promoting better relationships between proper authorities and employee organizations in negotiations and establishing stable labor-management relationships.

A total of 13 organizations were newly registered and 79 organizations were deregistered in FY2017, based on the provisions of Article 108-3 of the said Act and Rule 17-1 (Registration of Employee Organizations). As a