

The 14th Occupational Safety & Health Program

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Ministry of Health, Labour and Welfare

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Introduction

The first occupational safety & health program was formulated in 1958 to cope with soaring occupational accidents and illnesses in the postwar years of spectacular economic growth. Since then, 13 programs have been launched, in line with socioeconomic situations, technological innovation and changes to work approaches, etc.

The safety and health level in Japan has significantly improved since those days, during which safety and health activities were accelerated through suggestions of specific operations and setting targets by parties concerned working in cooperation with each other and aiming to prevent occupational accidents and occupational illnesses, including the government, employers, workers and other relevant parties.

However, considering the circumstances of recent years, despite the fact the number of deaths (“fatalities”) caused by occupational accidents is declining, the number of deaths and injuries (“casualties”) due to occupational accidents resulting in at least four days of sick leave has been on the rise over recent years. Furthermore, the number of occupational accidents involving aging workers aged 60 years or older, for whom the rate of occurrence of occupational accidents (accident rate per 1,000 persons of casualties) is high, has been increasing, and occupational accidents in small- and medium-sized business establishments account for a large proportion of all occupational accidents. Accordingly, the promotion of safety and health measures is essential centrally for small- and medium-sized business establishments.

With respect to issues concerning the maintenance and promotion of the health of workers at workplaces, it is necessary to review the industrial health system and relevant activities so as to ensure those correspond to changes in on-site needs in the face of the diversification of such issues as exemplified by actions for work style reform, mental health disorders, the addressing of health issues associated with the aging of workers and the increasing employment rate of women, support in managing both treatment and work, and the expansion of telework amid COVID-19.

Additionally, after the 13th Occupational Safety & Health Program (2018-2022), the prevention of serious health disorders caused by chemical substances and the reliable implementation of measures for demolition of buildings containing asbestos are becoming more important than ever.

With these circumstances in mind, the 14th Occupational Safety & Health Program was launched. This five-year program, starting from FY2023, specifies the goals and priority activities to be achieved by the government, employers, workers and other relevant parties to minimize occupational accidents and realize working environments where each worker can work safely and healthily.

1 Aims of the Program

(1) Society targeted by the program

In order for all persons to work in a safe and healthy manner, it is important for employers, who are responsible for implementing safety and health measures for workers, ordering parties, and other relevant parties including workers to be aware of and seriously fulfill their own responsibilities in connection with safety and health measures. Also, consumers and service

users should understand the necessity for safety and health measures implemented by businesses and the fact that the fees for services provided by businesses include the costs required for those measures.

Such safety and health measures must address not only changes in forms of employment but also the diversification of the concept of values; for example, such measures include those which, with “living with COVID-19” and “post-COVID-19 society” taken into account and based on the progress of digital transformation (“DX”), promote the utilization of wearable devices, virtual reality (“VR”), AI, etc., while also evaluating them in terms of consideration for privacy, etc., and usefulness and ensuring the understanding and cooperation of workers.

Besides, while it is the premise that safety and health measures for workers lie in the responsibility of employers, the promotion of a further reform “from personnel expenses as costs to investment in human resources as assets” has been raised, and the importance of such human investment is growing from the aspect of employers’ management strategies. Accordingly, safety and health measures for workers are also becoming known as a positive element in terms of securing human resources. Amid these circumstances, it is desirable to cultivate environments where employers actively engaged in safety and health measures for workers are socially valued and to thereby further promote the ensuring of safety and health.

Furthermore, it is necessary to realize a society where persons working in diverse forms, including those working for small- and medium-sized business establishments, are able to fully demonstrate their potential on the premise that workers’ safety and health are ensured irrespective of business establishment scale, employment form, age, etc., and no matter what work style they work in.

(Reference) SDGs 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.*

(2) Program period

The program lasts five years from FY2023 to FY2027.

(3) Program goals

To achieve the basic principles of the program, namely, preventing any loss of human life or injury due to occupational accidents, the government, employers, workers and other relevant parties must set down and strive to accomplish the following indexes in an integrated manner within the program period.

A. Output indexes

For this program, the following items are designated as its output indexes. Employers must, in cooperation with workers, strive to accomplish those indexes as the results of the priority efforts of the program described below. In striving to accomplish this, the government must utilize those indexes to comprehend the progress status of this program.

(a) Promotion of measures to prevent occupational accidents attributable to workers' (mainly middle and older aged female workers') operational behavior

- Increase the percentage of business establishments that take measures against falling accidents (measures from both aspects of hardware and software) to at least 50% by 2027
- Increase the implementation rate of safety and health education for workers other than regular employees at wholesalers, retailers, and medical and social welfare establishments to at least 80% by 2027.
- Increase the percentage of business establishments that have introduced no lifting care into nursing care/caregiving in comparison with the 2023 level by 2027.

(b) Promotion of measures to prevent occupational accidents from being caused to aging workers

- Increase the percentage of business establishments that implement efforts for ensuring the safety and health of aging workers based on the Guideline on Ensuring the Safety and Health of Older Workers (Kianhatsu 0316 No. 1, March 16, 2020; hereinafter the "Age-Friendly Guideline") (the establishment of a safety and health management system, the improvement of the working environment, etc.) to at least 50% by 2027.

(c) Handling of diverse work styles and promotion of measures to prevent occupational accidents from being caused to foreign workers, etc.

- With respect to the percentage of business establishments that provide foreign workers with occupational accident prevention education using educational and audiovisual materials translated into their native languages and in a manner that is easy for them to understand, increase this percentage to at least 50% by 2027.

(d) Promotion of measures to prevent occupational accidents by industry

- Increase the percentage of business establishments that implement measures based on the Guideline on Cargo-Handling Operation in the Land Transportation Industry (Kihatsu 0325 No. 1, March 25, 2013; hereinafter the "Safety Guideline on Cargo-Handling Operation"), such as business establishments in the land transportation industry (including cargo owner business establishments), to at least 45% by 2027.
- Increase the percentage of business establishments in the construction industry that implement risk assessments concerning the prevention of "falling to a lower level" to at least 85% by 2027.
- Increase the percentage of business establishments in the manufacturing industry that take measures to prevent workers from being "caught or trapped" by machinery to at least 60% by 2027.

- Increase the percentage of business establishments in the forest industry that implement measures based on the Guideline on Safety in Felling, etc., With Chainsaws (Kihatsu 1207 No. 3, December 7, 2015; hereinafter the “Safety Guideline on Felling, etc.”) to at least 50% by 2027.

(e) Promotion of measures to ensure the health of workers

- Increase the acquisition rate of annual paid leave to at least 70% by 2025.
- Increase the percentage of companies that have introduced inter-work interval systems to at least 15% by 2025.
- Increase the percentage of business establishments that take mental health measures to at least 80% by 2027.
- Increase the percentage of stress check implementation at small-sized business establishments with less than 50 employed workers each to at least 50% by 2027.
- Increase the percentage of business establishments that provide the industrial health services required at each business establishment to at least 80% by 2027.

(f) Promotion of measures to prevent health disorders due to chemical substances, etc.

- With respect to those chemical substances for which labeling or the issuance of safety data sheets (“SDS”) under Articles 57 and 57-2 of the Industrial Safety and Health Act (Act No. 57 of 1972; hereinafter the “Act”) is not mandatory but whose hazardousness or toxicity is recognized, increase the percentage of business establishments that implement the labeling or issuance to at least 80%, respectively, by 2025.
- With respect to those chemical substances which are not subject to risk assessment under Article 57-3 of the Act but whose hazardousness or toxicity is recognized, increase the percentage of business establishments that conduct the risk assessments to at least 80% by 2025 and, on the basis of risk assessment results, implement the measures necessary for prevention of workers’ hazards and health disorders to at least 80% by 2027.
- Increase the percentage of business establishments that understand and utilize the WBGT to prevent heat stroke accidents in comparison with the 2023 level by 2027.

B. Outcome indexes

The matters expected to be the results generated when employers achieve the output indexes are designated as outcome indexes, which will be treated as the indexes for verification of the effectiveness of the matters implemented as specified in this program.

The numerical values specified by the outcome indexes are the rough estimates calculated on the basis of certain assumptions, suppositions, or expectations as of the formulation of this program. During the period of this program, rather than merely comparing relevant numerical values to evaluate the achievement status as was the case in the past, whether employers’

efforts set forth as output indexes have led to outcomes, as well as whether the assumptions, suppositions, and expectations are correct or not, will be verified.

(a) Promotion of measures to prevent occupational accidents attributable to workers' (mainly middle and older aged female workers') operational behavior

- With respect to the accident rates per 1,000 persons of casualties due to falling by age group of both male and female workers, which are expected to rise, put the brakes on the increase in the rates by 2027.
- Reduce the estimated average number of leave days due to falling to not more than 40 days by 2027.
- Reduce the accident rate per 1,000 persons of casualties due to back pain at social welfare facilities, which is expected to rise, by 2027 in comparison with the 2022 level.

(b) Promotion of measures to prevent occupational accidents from being caused to aging workers

- With respect to the accident rate per 1,000 persons of casualties among workers aged 60 years or older by gender, which is expected to rise, put the brakes on the increase in the rate for each gender group of male and female workers by 2027.

(c) Handling of diverse work styles and promotion of measures to prevent occupational accidents from being caused to foreign workers, etc.

- Reduce the accident rate per 1,000 persons of casualties among foreign workers to a level equal to or lower than the average for all workers by 2027.

(d) Promotion of measures to prevent occupational accidents by industry

- Reduce casualties in the land transportation industry by at least 5% from the 2022 level by 2027.
- Reduce fatalities in the construction industry by at least 15% from the 2022 level by 2027.
- Reduce casualties caused by being "caught or trapped" by machinery in the manufacturing industry by at least 5% from the 2022 level by 2027.
- Engage in efforts to significantly reduce occupational accidents with a focus on the prevention of accidents in felling operations and thereby reduce fatalities in the forest industry by at least 15% from the 2022 level by 2027.

(e) Promotion of measures to ensure the health of workers

- Among employees whose weekly working hours are 40 hours or more, reduce the percentage of those employees whose weekly working hours are 60 hours or more to at least 5% by 2025.
- Reduce the percentage of workers who are affected by severe anxiety, distressed, or under stress in relation to their jobs or occupational lives to less than 50% by 2027.

(f) Promotion of measures to prevent health disorders due to chemical substances, etc.

- Reduce the number of casualty accidents strongly associated with the properties of chemical substances (accidents caused by coming into contact with hazardous materials, etc., by explosion, and by fire) by at least 5% in comparison with the level during the period of the 13th Occupational Safety & Health Program.
- Reduce the rate of increase in fatalities due to heat stroke,* which are expected to increase, in comparison with the rate during the period of the 13th Occupational Safety & Health Program.

*The rate obtained by dividing the total number during the period of the current program by the total number during the period of the previous program

By aiming to achieve the above outcome indexes, at least, the following results are expected to be obtained in relation to occupational accidents as a whole.

- Fatal accidents will be reduced at least by 5% by 2027 relative to the 2022 level.
- The brakes will be put on the increasing tendency of casualty accidents, which was observed up until 2021. Casualties will mark a shift toward a decrease by 2027 relative to the 2022 level.

(4) Evaluation and review of the program

To ensure efforts based on this program can be implemented, the implementation status should be confirmed and evaluated each year and the evaluation results reported to the Occupational Safety and Health Subcommittee of the Labor Policy Council. This program should be reconsidered as required.

The evaluation of the program implementation status should include evaluating the degree to which the matters implemented on the basis of this program have contributed to the achievement of each of the output indexes, and the degree to which the efforts of employers designated as output indexes have contributed to the achievement of the outcome indexes.

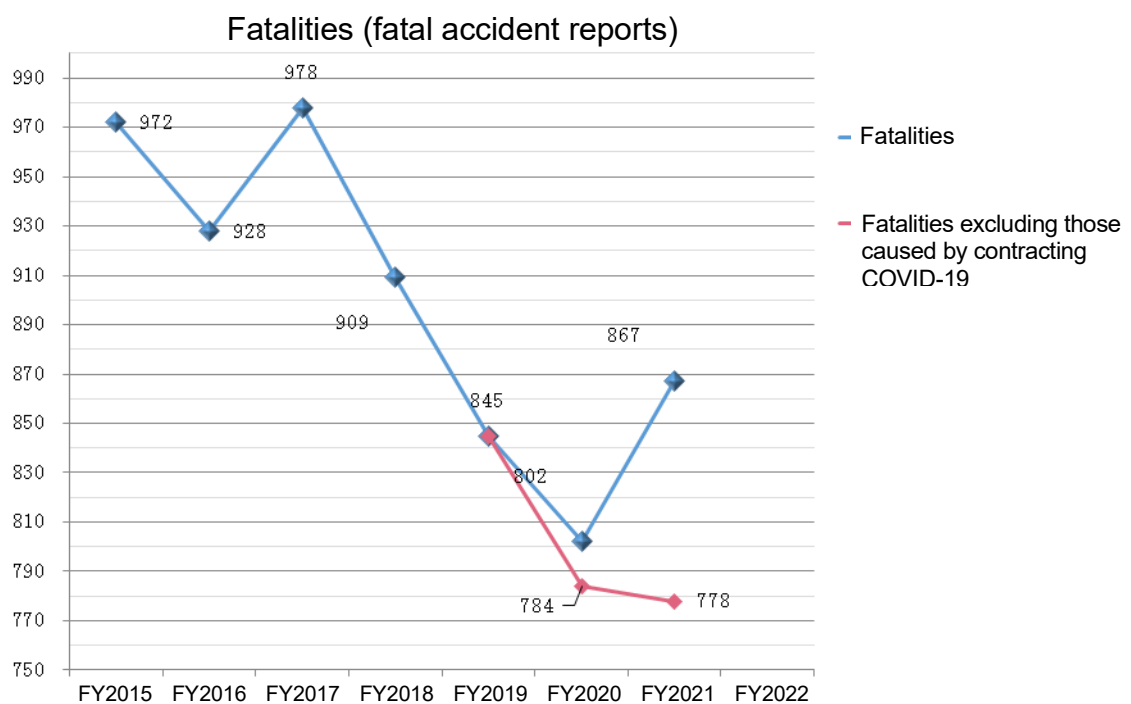
2 Present situation and direction of safety and health measures

(1) Onset of fatal accidents and direction of measures

Fatal accidents have continued to be on the decline after fatalities went below 1,000 in 2015. Fatalities in 2021 were 867, consisting of the highest number of 288 in the construction industry followed by 137 in the manufacturing industry. In terms of accident types, the count of workers involved in “falling from a high place to a lower level” accidents amounted to 110, which was the highest number in the construction industry. In the manufacturing industry, the count of workers involved in accidents of “being caught or trapped” by machinery, etc., marked the highest number of 54.

With respect to the forest industry, which was a priority target of the 13th Occupational Safety & Health Program, the count of fatalities in 2021 was 30, which was at the lowest-ever level and 15 of whom were involved in “being crashed” accidents while felling, etc.

As shown above, accident types unique to the operational characteristics of each industry account for a high proportion of all accidents of the industry. Accordingly, it is necessary to continue the implementation of measures to prevent occupational accidents centrally for such industries in which the number of fatal accidents is high.



Occurrence of fatal accidents by industry and accident type (2021) (fatal accident report)

	Falling to a lower level	Falling	Crushing	Hit by an incoming/falling object	Breakdown/Collapse	Being crashed into	Being caught/trapped	Cuts and abrasions	Treading on a sharp object	Drowning	Coming into contact with a high/low-temperature object	Coming into contact with a hazardous material	Electric shock	Explosion	Bursting	Fire	Traffic accident (road)	Traffic accident (other)	Reaction or unreasonable action	Other	Not classifiable	Total
All industries	217	26	3	38	42	62	135	2	0	25	22	17	13	3	1	8	129	6	0	113	5	867
Manufacturing industry	25	2	2	10	2	11	54	0	0	2	4	6	2	2	0	0	7	0	0	8	0	137
Construction industry	110	5	1	10	31	19	27	2	0	10	11	9	8	0	0	1	25	1	0	15	3	288
Land transportation industry	12	3	0	5	3	6	11	0	0	0	1	0	0	0	1	0	37	0	0	16	0	95
Forest industry	5	2	0	4	1	15	1	0	0	1	0	0	0	0	0	0	0	0	0	0	1	30

(2) Occurrence of casualty accidents and direction of measures

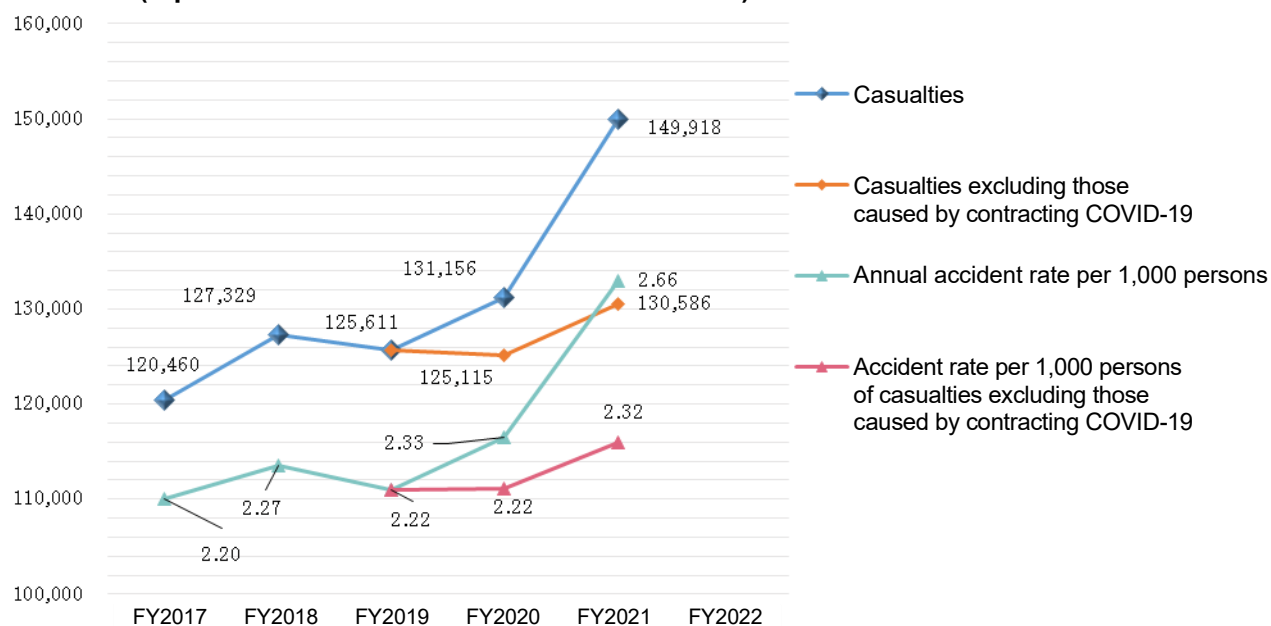
A. Occurrence of casualty accidents

Casualty accidents were on the increase during the period of the 13th Occupational Safety & Health Program. In 2020 and 2021, the number of casualty accidents and the annual accident rate per 1,000 persons were on the increase due to, but even without, the impact of contracting COVID-19. A breakdown of accident types shows that “falling (23%)” and “reaction or unreasonable action (14%)” together accounted for approximately 40% (37%) of all the casualty accidents. By industry, tertiary industries accounted for over 50%, and a breakdown of accident types in these industries shows that those casualty accidents which were attributable to workers’ operational behavior, such as “falling (28%)” and “reaction or unreasonable action (16%),” together accounted for over 40% of all the casualty accidents. Among these accident types, the occurrence rate of falling accidents has a significant impact on workers’ physical functions and largely varies depending on gender and age. For both male and female workers, the occurrence rates were high in middle and older age groups. Particularly, the occurrence rate of falling accidents for aging female workers is high, as exemplified by the fact that the rate for female workers aged 60 years or older is approximately 15 times higher than the rate for female workers aged in 20s.

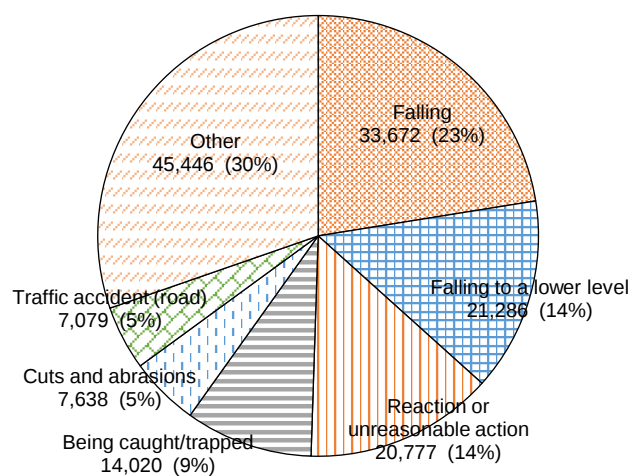
Furthermore, with the increase in the number of foreign workers, their casualties are on the increase, as well.

Accordingly, it is necessary to enhance measures for prevention of occupational accidents.

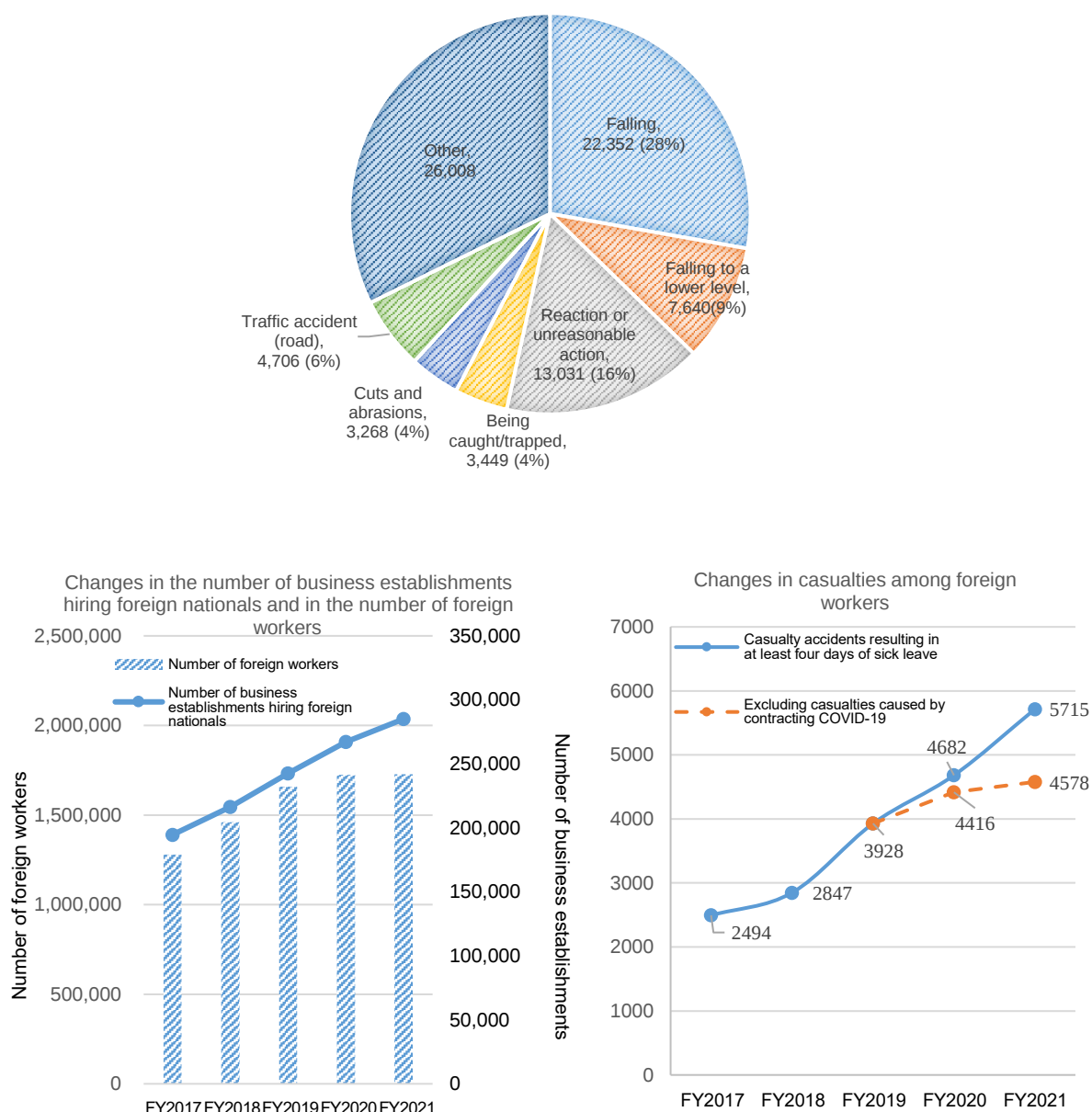
Casualties resulting in at least four days of sick leave (reports on casualties and disease of workers)



Casualties resulting in at least four days of sick leave in 2021 (by accident type) (reports on casualties and disease of workers)



**Casualties in tertiary industries resulting in at least four days of sick leave in 2021
(by accident type) (reports on casualties and disease of workers)**



Source: Values taken from the Summary of Notifications (as of the end of October 2021) on the "Employment Situations of Foreigners" dated January 28, 2022 and announced by the Ministry of Health, Labour and Welfare Reports on casualties and disease of workers (Ministry of Health, Labour and Welfare)

B. Factors behind the increase in casualty accidents and direction of measures

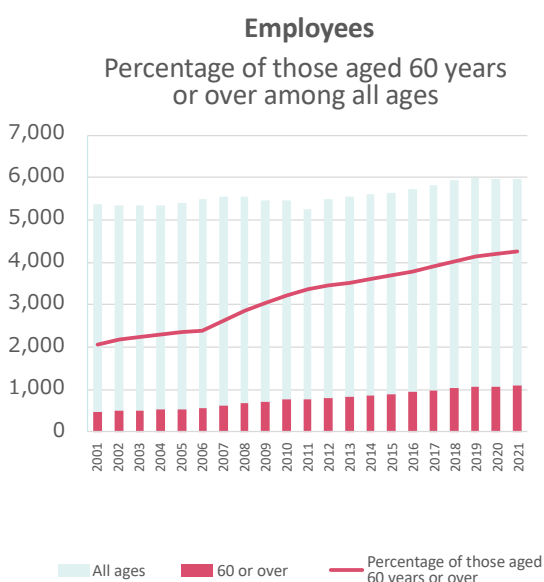
There are various potential factors behind the increase in casualty accidents, as exemplified by:

- [1] the fact that there is an increase in aging workers aged 60 years or older for whom the rate of occurrence of occupational accidents (accident rate per 1,000 persons of casualties) is high;

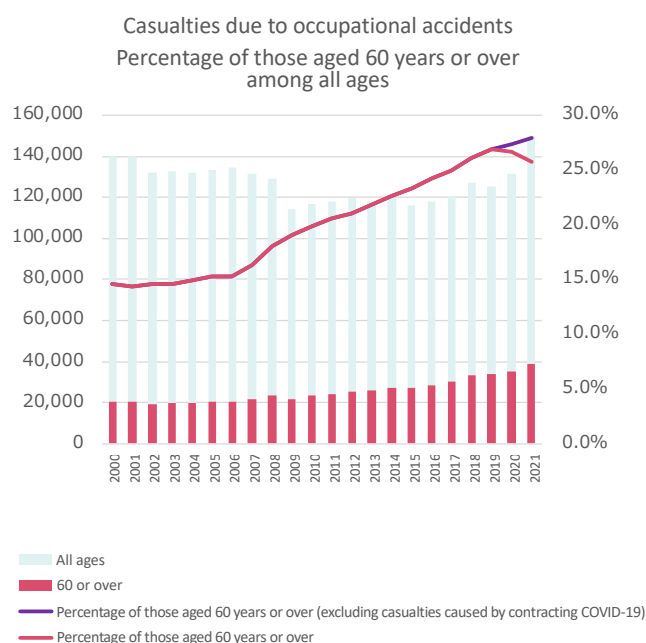
- [2] the fact that, particularly with an increase in workers in tertiary industries and in lieu of occupational accidents attributable to machinery, equipment, etc., there is an increase in occupational accidents which are attributable to the operational behavior of workers and against which know-how on measures has not been accumulated;
- [3] the situation where there are many occupational accidents in tertiary industries and small- and medium-sized business establishments, in which efforts for safety and health are lagging, against the background that various circumstances, such as harsh business environments, have slowed down the implementation of safety and health measures; and
- [4] other cases where a recent increase in occupational accidents is owing to lifestyle changes due to COVID-19 and to an increased demand for delivery services and home delivery in connection with such lifestyle changes.

With respect to 1) above, the percentage of aging workers aged 60 years or older in all age groups has constantly increased. The percentage based on data as of 2021 reached approximately 20%. Furthermore, the occurrence rate of occupational accidents is high for aging workers due to the impact of their declining physical functions among other reasons. Accordingly, in the aforementioned year, the percentage of aging workers aged 60 years or older in all age groups' casualties resulting in at least four days of sick leave exceeded 25%, and the sick leave periods of workers aged 60 years or older taken due to accidents were longer than the sick leave periods of younger age groups. Therefore, it is necessary to develop an environment where aging workers can work safely.

For 2) above, it is necessary to promote efforts to prevent occupational accidents attributable to workers' operational behavior.

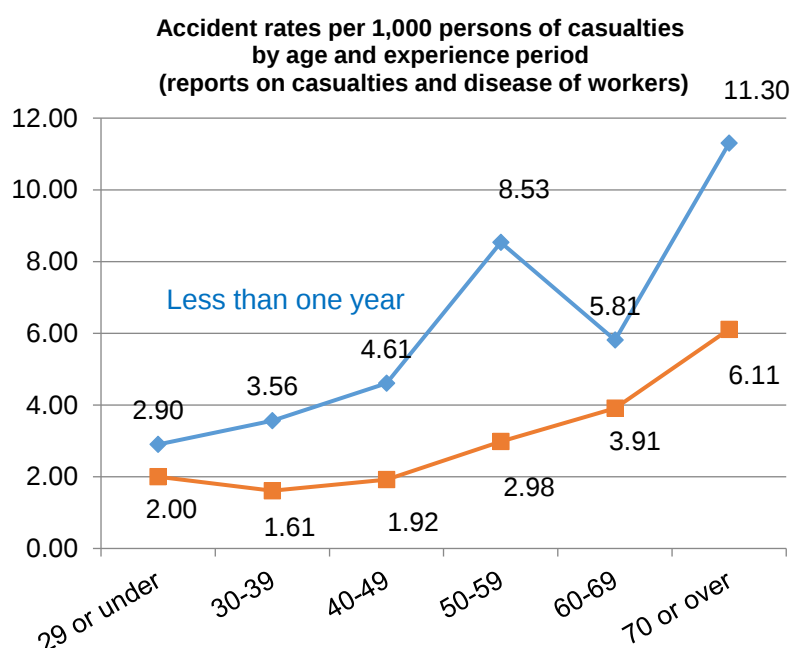


Material source: the number of employees by age group (including officers) from the Labor Force Survey (Ministry of Internal Affairs and Communications)
* The data for 2011 is the nationwide results excluding the results of the three disaster-stricken prefectures due to the Great East Japan Earthquake.



Material source: reports on casualties and disease of workers

For 3) above, the increase in workers unfamiliar with new operations due to labor movement associated with industrial structure changes and due to temporary employment adjustment and service changes in the restaurant industry, etc., following the spread of COVID-19 is regarded as a factor behind the increase in casualty accidents. According to the accident rates per 1,000 persons of casualties by age and experience period, the rate for workers with less than one year of experience is higher than the rate for workers with one year or more of experience, particularly with a nearly three times difference in the case of the age group of 50-59 years of age. In light of these circumstances, it is important to strengthen efforts for safety and health measures in tertiary industries and other industries in which the number of workers is increasing or in which the turnover of workers is frequent.



On the other hand, for example, according to the 2018 Survey on Industrial Safety and Health (Field Survey), those wholesale and retail business establishments that responded that their levels of safety and health management had declined pointed to such reasons for this decline as “inability to allocate sufficient personnel and budget for safety and health due to the worsening business environment (29.0%)” and “management has become difficult due to the increased number of workers other than regular employees (28.7%).”

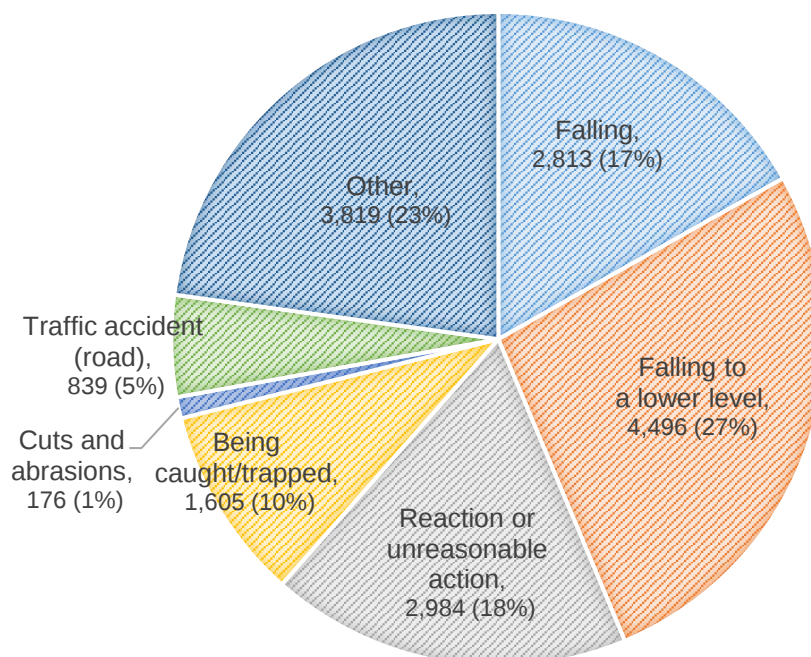
Furthermore, according to the 2017 Survey on Industrial Safety and Health (Field Survey), only 60% (59.0%) of wholesale and retail business establishments had their non-regular employees (excluding dispatched workers) participate in safety and health activities in the previous year. The reasons for this were, in addition to the fact that such non-regular employees were not engaged in hazardous operations, “no specific safety and health activities are conducted (17.5%),” “cannot afford to have non-regular employees conduct activities other than operations during work (17.5%),” and “because of no uniform working hours and days of the week for non-regular employees (16.7%).”

As described above, the implementation of safety and health measures has been slow due to various circumstances including harsh business environments. Another factor behind the increase in occupational accidents is considered to be the demand in the manufacturing industry, logistics industry, etc., for more efficient and effective execution/processing of operations by a smaller number of workers and on a quick turn around, in light of soaring global oil prices, rising logistics costs, and improvement in services to consumers and users.

However, it is necessary to engage in safety and health measures in a serious manner, regardless of what business conditions are. In addition, if employers gain better understanding that it is beneficial for them from the perspective of business management and securing human resources to engage in safety and health measures in light of the concept of human capital under which employers are encouraged to see their human resources not as “costs” but rather “capital,” to invest in education and improvement of their working environments, including safety and health measures, and thereby to grow and create value together with workers, it is possible to expect employers to voluntarily engage in safety and health measures.

Furthermore, with regard to 4) above, particularly in relation to logistics, the number of occupational accidents in the land transportation industry has increased partly due to an increase in parcel deliveries as a result of voluntary refrainment from outing due to the COVID-19 disaster, and the accident type “falling to a lower level” in cargo-handling operations, etc., accounted for about 30% of all the accident types, marking the highest number. It is necessary to strengthen safety and health measures that take into account the actual conditions of cargo-handling operations, including strengthening measures to prevent “falling to a lower level” in cargo-handling operations.

Casualties in the land transportation industry resulting in at least four days of sick leave in 2021 (by accident type) (reports on casualties and disease of workers)



(3) Trends ensuring workers' health and direction of measures

A. Measures to maintain mental health

According to the 2021 Survey on Industrial Safety and Health (Field Survey), the percentage of business establishments that take mental health measures among those business establishments employing at least 50 workers was 94.4%. On the other hand, with respect to the rates of implementation of such measures by small-sized business establishments with less than 50 employed workers, the rate for those business establishments with 30-49 employed workers was 70.7%, and that for those business establishments with 10-29 employed workers was 49.6%. Particularly, efforts for mental health measures were not well implemented among those small-sized business establishments with less than 30 employed workers.

In addition, the number of industrial accident claim cases based on mental disorders, etc., and the number of recognized claim cases are on the rise.

According to the 2020 Survey on Industrial Safety and Health (Field Survey), the reasons why business establishments with less than 50 employed workers do not take mental health measures are 1) "no applicable workers (44.0%)," 2) "do not know how to implement efforts (33.8%)," and 3) "no specialist staff (26.3%)." Therefore, it is continuously necessary to provide support for efforts taken as mental health measures, centrally for such efforts by small-sized business establishments.

B. Measures to prevent overwork

Various efforts have been developed to prevent overwork through the enforcement of the Act on the Arrangement of Related Acts to Promote Work Style Reform (Act No. 71 of 2018) and other related laws and regulations. Despite the development of these efforts, the tragic loss of precious lives due to overwork has yet to come an end. While taking into consideration, for example, the correction of long working hours and the promotion of mental health measures in workplaces, which are incorporated into the Comprehensive Suicide Prevention Program approved by the Cabinet on October 14, 2022, and in accordance with the Act Promoting Measures to Prevent Death and Injury from Overwork (Act No. 100 of 2014), it is necessary to further promote measures based on the Outline for Measures to Prevent Death and Injury from Overwork approved by the Cabinet on July 30, 2021.

While the percentage of employees whose weekly working hours are 60 hours or more among those whose weekly working hours are 40 hours or more has been gradually decreasing (8.8% in 2021 (Labor Force Survey)), there are still cases recognized as occupational accidents with brain or heart diseases caused by overwork. Accordingly, it is necessary to continue to reduce overtime hours and working hours on holidays.*

*In the case where a worker is required to work in excess of 40 hours per week excluding the hours of breaks, the hours worked in excess of the 40 hours.

Although the rate of acquisition of annual paid leave has been on the increase (58.3% in 2021 (General Survey on Working Conditions)), it is necessary to continue to promote the acquisition of annual paid leave and to create environments that facilitate its acquisition.

In addition, while the percentage of companies that have introduced inter-work interval systems has also been on the increase (5.8% in 2022 (General Survey on Working Conditions)), it is necessary to continue to promote the introduction of inter-work interval systems in order to maintain workers' health and harmonize their work and lives.

C. Industrial health activities

With respect to issues concerning the maintenance and promotion of the health of workers at workplaces, it is necessary to review the industrial health system and industrial health activities so as to ensure those correspond to changes in on-site needs in the face of the diversification of such issues as exemplified by actions for mental health and work style reform, the addressing of health issues associated with the aging of workers and the increasing employment rate of women, support in managing both treatment and work, the expansion of telework amid COVID-19, and actions for autonomous management of chemical substances.

Furthermore, although an industrial health system has been in place on the basis of laws and regulations, there are cases where industrial health activities are not effectively carried out resulting in workers' health not effectively maintained and promoted, as well as cases where cooperation with insurers that implement health projects is not sufficient. Accordingly, it is necessary to promote industrial health activities more effectively.

In addition, industrial health activities tend to be on a low note at business establishments with less than 50 employed workers, which are not under obligation to assign industrial doctors. Consequently, it is necessary to ensure an industrial health system for such small-sized business establishments and promote relevant activities including cooperation with local medical and public health services.

While the percentage of outpatients among working population continues to increase (36.8% in 2019 (Comprehensive Survey of Living Conditions)), the percentage of business establishments that implement efforts to enable them to balance their treatment and work (such as giving consideration to hospital visits, physical condition, etc., examining what measures to take, and developing a system to support the balance) is 41.1% (the 2021 Survey on Industrial Safety and Health (Field Survey)). The smaller a business establishment is, the smaller this percentage is. In order for workers who wish to work while fighting diseases to be able to continue to work in a safe and secure manner and for employers to continuously secure human resources, to retain human resources through enhancement of their workers' feeling of security and motivation, and to be able to improve their productivity, it is necessary to promote support for balancing treatment and work.

In light of these circumstances, employers are required to consider health issues that should be addressed on a priority basis according to the characteristics of their respective workplaces and provide necessary industrial health services in addition to implementing relevant statutory measures to ensure health.

(4) Current status of health disorders due to chemical substances, etc., and direction of measures

Approximately 500 occupational accidents (caused by coming into contact with hazardous materials, etc., by explosion, and by fire) strongly associated with the properties of chemical substances occur annually without any sign of decline. By industry, a high number of occupational accidents are observed not only in the manufacturing industry but also in the construction and tertiary industries. In addition, occupational accidents caused by substances not subject to individual regulations such as the Ordinance on Prevention of Hazards due to Specified Chemical Substances (Ordinance No. 39 of the Ministry of Labour, 1972) account for 80% of all occupational accidents caused by those chemical substances which are subject to such regulations. However, with regard to the status of implementation of measures for chemical substances at business establishments, the percentages of employers that were, as of 2021, implementing labeling, SDS issuance, or risk assessment for all the chemical substances for which labeling or SDS issuance under Articles 57 and 57-2 of the Act was not mandatory but which were recognized as hazardous, toxic, etc., were 69.9%, 77.9%, and 66.2%, respectively.

Amended laws and regulations on the autonomous management control of those chemical substances which are hazardous, toxic, etc., and are not subject to individual regulations are to be enforced in the near future, and it is necessary to firmly establish the autonomous management of such substances.

Since the demolition of buildings containing asbestos is expected to peak around 2030 in Japan, it is necessary to secure and promote further measures to prevent exposure to asbestos in the demolition and renovation of buildings, etc.

Although the number of workers found to have pneumoconiosis has decreased, there are still new workers diagnosed with pneumoconiosis. In addition, more than 20 workers die each year from heat stroke. Also, there are still about 300 noise-induced hearing loss cases recognized as occupational accidents per year, although the number has been declining on a long-term basis. The promotion of further efforts is required for measures to prevent these occupational diseases.

(5) Importance of raising awareness for employers to voluntarily engage in safety and health measures

In order for all persons to work in a safe and healthy manner, it is important for employers, who are responsible for implementing safety and health measures for workers, ordering parties, and other relevant parties including workers to be aware of and seriously fulfill their own responsibilities in connection with safety and health measures. It is also necessary to continue efforts to disseminate these ideas widely. On the other hand, strict responses, including the application of penalties, will be taken against employers that, in violation of these principles, intentionally neglect the implementation of safety and health measures and repeatedly allow occupational accidents to occur.

Beyond that, it is necessary to promote safety and health measures taken by employers and develop an environment where such measures are socially valued, for example, by making it known that employers' voluntary efforts to take safety and health measures are also beneficial for themselves in terms of business management and securing and developing human resources. Specific actions to achieve these ends may include

- Disclosure of information by employers themselves by visualizing their investment in human capital, such as "the number and percentage of occupational accidents and fatalities," "whether an occupational safety and health management system has been introduced," and "efforts related to health and safety," and third-party evaluation based on such information; and
- Cultivation of social understanding that business establishments that take safety and health measures are selected on a preferential basis for public-private/private-private commercial transactions, etc., through, for example, the government's initiative to certify such business establishments.

In addition to the above, for example, the provision of subsidies from the government for costs of safety and health measures is considered effective in ensuring that small- and medium-sized business establishments, despite their various different circumstances, prioritize their own safety and health measures. Also, it is considered necessary for the government, etc., to

inform newly established business operators of the details of this program, for the government and business establishments not to impose conditions, at the time of placing orders, that may impair the safe and hygienic performance of work, and to secure the costs of safety and health measures at the time of executing contracts, etc.

Furthermore, as part of the implementation of safety and health management for workers at universities, etc., it is expected that, by promoting safety and health education for students and fostering their literacy in occupational safety and health, those students will contribute to the promotion of voluntary safety and health measures at their business establishments after graduation.

In addition, when the government, safety and health consultants providing safety and health guidance, and other relevant parties, such as industrial injury prevention organizations, provide advice, etc., on safety and health in business establishments, it is considered effective to provide explanations on the following matters rather than merely explaining the details of relevant laws, regulations, etc., and requiring relevant efforts to be made:

- Specific efforts based on other business establishments' good examples and on the situation of the business establishment concerned;
- Specific efforts to prevent occupational accidents based on evidence, and their effectiveness;
- Efforts to balance the streamlining of operational efficiency through DX and the ensuring of safety and health; and
- The practical benefits of engaging in ensuring safety and health in terms of business management and securing and developing human resources.

3 Priority measures of the program

Based on the current circumstances of occupational safety and health and the direction of measures and policies, the following targets are prioritized, for each of which specific efforts are to be promoted:

- (1) Raising awareness to voluntarily engage in safety and health measures;
- (2) Promotion of measures to prevent occupational accidents attributable to workers' (mainly middle and older aged female workers') operational behavior;
- (3) Promotion of measures to prevent occupational accidents among aging workers;
- (4) Handling of diverse work styles and promotion of measures to prevent occupational accidents among foreign workers, etc.;
- (5) Promotion of safety and health measures for sole proprietors, etc.;
- (6) Promotion of measures to prevent occupational accidents by industry;
- (7) Promotion of measures to ensure the health of workers; and
- (8) Promotion of measures to prevent health disorders due to chemical substances, etc.

4 Specific efforts by priority

(1) raising awareness to voluntarily engage in safety and health measures;

A. Development of an environment where employers engaging in safety and health measures are socially valued

(a) What employers should engage in, in cooperation with workers

- Understand the significance of safety and health measures and industrial health activities, ensure the necessary safety and health management system, and voluntarily engage in activities to maintain and enhance the safety and health of workers on a business-establishment-wide scale.
- Promote the employer's own safety and health activities by utilizing the support for occupational safety and health prevention measures provided by the government and industrial injury prevention organizations, as well as by utilizing safety and health consultants.

(b) What the government, etc., should engage in to achieve (a)

- In order for all persons to work in a safe and healthy manner, it is important for employers, who are responsible for implementing safety and health measures for workers, ordering parties, and other relevant parties including workers to be aware of and seriously fulfill their own responsibilities in connection with safety and health measures. Also, since consumers and service users should understand the necessity for safety and health measures implemented by businesses and the fact that the fees for services provided by businesses include the costs required for those measures, take all opportunities to disseminate and raise awareness of these facts (see 2 (5)).
- In order to ensure that employers taking safety and health measures are recognized by society, utilize not only the Safety and Health Superior Enterprise Disclosure System and the SAFE Consortium but also existing mechanisms that visualize efforts for safety and health, such as the Certified KENKO Investment for Health Outstanding Organizations Recognition Program, and widely disseminate business establishments that have introduced such systems as those mentioned above. In so doing, devise ways of dissemination so as to ensure those business establishments are made known to those parties that look for businesses to place orders with and that may potentially be the clients of those business establishments, as well as to job seekers.
- In cooperation with relevant ministries and agencies, strive to disseminate the Human Capital Visualization Policy compiled by the Cabinet Secretariat, and support employers that make progress in disclosing information related to health and safety, such as "the number and percentage of occupational accidents and fatalities," "whether an occupational safety and health management system has been introduced," and "explanations on efforts related to health and safety."
- Study effective ways of informing potential ordering customers about the need of the potential counterparty business establishment for taking safety and health measures and

about specific matters for consideration in its implementation of such measures. Based on the results of this study, disseminate the details of those matters for consideration.

- As a way of motivating small- and medium-sized business establishments to take safety and health measures, conduct research on the practical benefits of taking such measures from the perspective of business management and securing and developing human resources, and on the possible losses that may result from not taking such measures. Then, disseminate the results of this research widely. In so doing, research on those examples that are as close to small- and medium-sized business establishments as possible, and devise ways to ensure that convincing example cases can be provided.
- In disseminating individual safety and health measures based on this program, make efforts to include, in good examples of other business establishments, their specific individual efforts in line with their industries, scales, etc., so as to lead the information-receiving business establishments to specific efforts.
- In cooperation with the Japan Association of National Universities, etc., promote safety and health education for students as part of safety and health management for workers at universities, etc.
- Provide necessary support for occupational safety and health activities conducted by industrial injury prevention organizations. In doing so, industrial injury prevention organizations should, with their regional branches in an integrated manner, ensure that business establishments across the country can equally receive advice, guidance, etc., for example, by utilizing safety management officers, and should strive to support small- and medium-sized business establishments, etc., including raising their awareness, so as to enable them, as the recipients of such support, to voluntarily take safety and health measures.
- In continuous cooperation with industrial injury prevention organizations, promote the use and dissemination of occupational safety and health management systems.
- In order to promote the use of safety and health consultants, make efforts to disseminate the benefits of using them and work with the Japan Association of Safety and Health Consultants to develop safety and health consultants who will motivate small- and medium-sized business establishments engaged in taking safety and health measures. In addition, in cooperation with small- and medium-sized enterprise management consultants, etc., consider coordination among experts so as to be able to provide one-stop support that meets the diverse needs of business establishments.
- In cooperation with the University of Occupational and Environmental Health, Japan, etc., promote the development of human resources in the field of industrial health and collect and disseminate related information.
- In order to promote and support safety and health measures within the context of the global society, obtain the latest insights and trends from other countries and promote Japan's international contributions to safety and health fields in cooperation with the Japan Industrial Safety and Health Association, etc.

- The government should actively disseminate its own safety and health measures and policies through various opportunities and also strive to improve the leadership of government officials and relevant organizations' personnel.

B. Enhancement of the function to analyze information on occupational accidents, and the effectiveness dissemination of analysis results

(a) What employers should engage in, in cooperation with workers

- In the submission of reports on casualties and disease of workers, work on the dissemination of electronic applications and the improvement of report contents, etc.

(b) What the government, etc., should engage in to achieve (a)

- Analyze not only some occupational accident cases but also reports on casualties and disease of workers in detail and consider improving the system of the National Institute of Occupational Safety and Health, Japan and those of other relevant organizations to deepen the analysis of factors such as the causes of accidents.
- With respect to the method of making reports on casualties and disease of workers, which are the basis for statistics on occupational accidents, utilize digital technology to facilitate understanding of the circumstances, factors, etc., associated with each occupational accident. Specifically, make necessary system modifications to enable the filing of electronic applications directly from the Input Support Service for Printing Notification/Application Forms, etc., Related to the Industrial Safety and Health Act in order to improve the efficiency of statistical processing, etc. In addition, by ensuring that reports are, in principle, electronically filed, reduce the burden of reporting parties, make report details appropriate, and further enhance the efficiency of statistical processing, etc.
- Since it is important to demonstrate the evidence-based usefulness of safety and health measures and thereby enhance the understanding of business establishments, strengthen the communication of information, for example, on research results related to safety and health, such as factors contributing to accident occurrence, in cooperation with the Japan Organization of Occupational Health and Safety.

C. Promotion of DX in safety and health measures

(a) What employers should engage in, in cooperation with workers

- Promote efficient and effective safety and health activities with the use of new digital technologies such as AI and wearable devices, and promote work safety by adopting remote control, remote operation, unmanned operation, etc., for hazardous and harmful work.
- Electromagnetically store and manage health examination information and provide insurers with data to conduct collaborative health activities in cooperation with those insurers, such as disease prevention and health promotion for workers of all ages, with consideration given to privacy, etc.

- Utilize electronic filing with respect to applications, etc., based on the Act.

(b) What the government, etc., should engage in to achieve (a)

- In order to promote efficient and effective safety and health activities and work safety, facilitate the use of new technologies such as wearable devices, and collect and study evidence on how effective such new technologies are in making work safer. In addition, review regulations and other barriers to the promotion of these technologies as necessary.
- In order to promote efforts to maintain and enhance the health of workers through the use of information on health examinations conducted by employers in accordance with the law, provide those business establishments that have not necessarily made progress in implementing such efforts with support in terms of the costs of collaborative health activities, including the storage and management of health examination information by electromagnetic means and the provision of data.

(2) Promotion of measures to prevent occupational accidents attributable to workers' (mainly middle and older aged female workers') operational behavior

A. What employers should engage in, in cooperation with workers

- The rate of occurrence of falling accidents is extremely high, especially among middle and older aged women who experience a significant decrease in bone density as they age. Recognize this as a risk against which measures should be taken, and take relevant measures.
- To maintain muscle strength, etc., and prevent falling, introduce exercise programs and encourage workers to make it a habit to exercise.
- Thoroughly ensure the provision of safety and health education to all workers including non-regular employees, for example, at the time of hiring.
- Take measures to prevent back pain according to work type, with reference to the Guideline on Measures to Prevent Back Pain in the Workplace (Kihatsu 0618 No. 1, June 18, 2013).

B. What the government, etc., should engage in to achieve A.

- Advance the research of behavioral economics approaches (e.g., the nudge theory), etc. to bring out employers' voluntary efforts in addition to research into, among other matters, possible losses that may be incurred if employers do not implement safety and health measures. Widely disseminate the results of such research.
- In collaboration with other relevant measures and policies such as the Certified KENKO Investment for Health Outstanding Organizations Recognition Program, present a specific menu of measures to prevent falling and back pain and provide support to business establishments in putting such measures into practice.

- Provide assistance and promote development in connection with the dissemination of equipment, installations, etc., that can contribute to the prevention of such accidents as falling.
- Disseminate those measures for prevention of back pain that have already been proved effective to a certain extent, including the introduction of caring technologies (such as no lifting care) and care devices to reduce the physical burden of care staff.
- Support efforts made to maintain and improve the physical functions of workers at their business establishments through the use of physical therapists, etc., and promote sports in cooperation with the “Sport in Life Project” (Sports Agency) to maintain the muscle strength, etc., of workers and prevent their falling.
- Present and disseminate techniques for visualization of risks of falling accidents, such as by referring to bone density, the degree of locomotive syndrome, and eyesight.
- Disseminate information on the circumstances surrounding the occurrence of falling accidents, which are common among middle and older aged female workers, prepare and disseminate educational tools, etc., in relation to basic occupational accident prevention measures in line with the actual situation of tertiary industries, and develop and promote efficient and effective safety and health education tools using application programs, videos, etc.
- In collaboration with the National Institute of Occupational Safety and Health, Japan and other researchers, promote relevant research in a multilateral manner by securing a research and study system for analysis of data from reports on casualties and disease of workers and for prevention of accidents involving falling and back pain.
- In addition, advance efforts based on deliberations by the Task Force on Measures to Prevent Falling and Back Pain.

(3) promotion of measures to prevent occupational accidents among aging workers;

A. What employers should engage in, in cooperation with workers

- In accordance with the Age-Friendly Guideline, establish a safety and health management system based on the working conditions, etc., of aging workers and advance efforts for improving working environments, etc.
- Recognize falling accidents as a risk against which measures should be implemented, and take relevant measures. (Re-posted)
- Electromagnetically store and manage health examination information and provide insurers with data to conduct collaborative health activities in cooperation with those insurers, such as disease prevention and health promotion for workers of all ages, with consideration given to privacy, etc. (Re-posted)

B. What the government, etc., should engage in to achieve A.

- Prepare a version of the Age-Friendly Guideline, which covers its essential details, and disseminate it and raise awareness of it.
- Advance the implementation of the measures necessary for prevention of falling on the basis of deliberations by the Task Force on Measures to Prevent Falling and Back Pain. (Re-posted)
- In order to promote efforts to maintain and enhance the health of workers through the use of information on health examinations conducted by employers in accordance with the law, provide those business establishments that have not necessarily made progress in implementing such efforts with support in terms of the costs of collaborative health activities, including the storage and management of health examination information by electromagnetic means and the provision of data. (Re-posted)

(4) handling of diverse work styles and promotion of measures to prevent occupational accidents among foreign workers, etc.;

A. What employers should engage in, in cooperation with workers

- In accordance with the Guideline on Promotion of Appropriate Introduction and Implementation of Telework (revised in March 2021; hereinafter, the “Telework Guideline”), which responds to the expansion of telework amid the COVID-19 pandemic among other reasons and specifies measures for mental health and points for consideration on work environment arrangement in the case where telework is conducted at home or in a similar environment, and the Guideline on Promotion of Side/Multiple Jobs (revised in July 2022; hereinafter, the “Guideline on Side/Multiple Jobs”), which specifies the measures necessary to ensure workers’ health, etc., engage in ensuring the safety and health of workers.
- Implement safety and health education and engage in health management for foreign workers, for example, through the use of safety and health education manuals.

B. What the government, etc., should engage in to achieve A.

- In order to ensure the health of workers who conduct telework or have side work, continue to disseminate the Telework Guideline and the Guideline on Side/Multiple Jobs.
- Promote the use of tools (applications to manage working hours, health examination results, and stress level check results) that enable workers engaged in side work/multiple jobs to properly manage their own health.
- Promote research into the latest treatment for workers who have suffered spinal cord injuries in occupational accidents, etc., and also research into support for workers with disabilities in their return to work, etc. In addition, continue to disseminate the need to give consideration to workers with disabilities in relation to employment.

- Present available methods of efficient and effective safety and health education for foreign workers including technical intern trainees, and promote the development of safety pictograms for all workers including foreign workers to make hazards more visible.

(5) Promotion of safety and health measures for sole proprietors, etc.;

A. What employers should engage in, in cooperation with workers

- With respect to safety and health measures for sole proprietors, etc., who are not employees, through discussions by the Task Force on Safety and Health Measures for Sole Proprietors, etc., deliberate on what actions employers are required to take in connection with the following matters among other matters: the understanding of the actual situation of work-related accidents involving sole proprietors, etc.; measures to ensure safety and health, which are to be taken by sole proprietors, etc., themselves; and what protective measures taken by ordering parties, etc., should be.

B. What the government, etc., should engage in to achieve A.

- With respect to the provisions of a ministerial ordinance associated with the provisions of Article 22 of the Act obliging employers to take measures to prevent health disorders caused by hazardous substances, an amendment has been passed to oblige employers to take protective measures even for contractors and individuals who engage in work at the same place as workers but are other than workers and to ensure such measures are equivalent to those for their own workers. Since this amendment was promulgated in April 2022 and is to be enforced as from April 2023, disseminate the details of the ministerial ordinance.
- With respect to safety and health measures for sole proprietors, etc., who are not employees, through discussions by the Task Force on Safety and Health Measures for Sole Proprietors, etc., deliberate on the following matters among other matters: the understanding of the actual situation of work-related accidents involving sole proprietors, etc.; measures to ensure safety and health, which are to be taken by sole proprietors, etc., themselves; and what protective measures taken by ordering parties, etc., should be.

(6) Promotion of measures to prevent occupational accidents by industry;

A. Land transportation industry

(a) What employers should engage in, in cooperation with workers

- Take safety measures in cargo-handling operations, which also cover cargo owners and include the establishment of a safety and health management system based on the Safety Guideline on Cargo-Handling Operation, the implementation of measures to prevent accidents involving “falling to a lower level,” falling accidents, etc., wearing hard hats and other protective gear, and the implementation of safety and health education.

- Take measures to prevent back pain according to work type, with reference to the Guideline on Measures to Prevent Back Pain in the Workplace. (Re-posted)

(b) What the government, etc., should engage in to achieve (a)

- Since approximately 70% of casualty accidents in the land transportation industry occur during cargo-handling operations, and there are many accidents involving “falling to a lower level” from trucks during cargo-handling operations, enrich and strengthen measures to prevent “falling to a lower level” associated with truck loading and unloading operations.
- In the land transportation industry, in response to the situation where many occupational accidents in cargo-handling operations occur on the premises, etc., of cargo owners, take measures in relation to cargo owners on the basis of deliberations on safety and health measures for sole proprietors, etc.
- For business establishments in the land transportation industry, etc. (including cargo owner business establishments), strive to thoroughly disseminate the Safety Guideline on Cargo-Handling Operation and consider safe methods of using machinery, etc., for cargo-handling operations in light of the actual conditions of such operations.
- With respect to operations, etc., involving the handling of heavy items, in which back pain is relatively likely to occur, analyze in detail the factors that lead to back pain in cooperation with employers and researchers, and select those measures which are expected to be effective and are feasible, in order to implement effective measures to prevent back pain. At the same time, with the cooperation of business establishments, etc., implement demonstrative efforts and actively and widely disseminate those measures that have proven to be effective.

B. Construction industry

(a) What employers should engage in, in cooperation with workers

- With respect to work that poses a risk of “falling to a lower level,” install fences, handrails, etc., at locations where workers may be exposed to the danger of falling, ensure the use of fall arrest equipment and the thorough use of safe ladders, stepladders, etc., and strive to prevent accidents of “falling to a lower level” from a height. Also, implement risk assessments concerning the prevention of “falling to a lower level” accidents.
- In order to protect workers from heat stroke and noise disorder, figure out the WBGT based on the Guideline on Basic Measures for Prevention of Heat Stroke in the Workplace (Kihatsu 0420 No. 3, April 20, 2021) and appropriately take measures according to the WBGT value, and implement measures to prevent health disorders, such as working environment measurement, health examinations, and occupational health education, based on the Guideline on Prevention of Noise Disorder (Kihatsu No. 546, October 1, 1992).

(b) What the government, etc., should engage in to achieve (a)

- Since about 40% of fatal accidents in the construction industry are “falling to a lower level” accidents, strengthen measures to prevent accidents of “falling to a lower level,” such as ensuring that scaffold is inspected and clarifying the scope of use of single-row scaffold, based on the Report of the Working-Level Meeting on Strengthening of Measures to Prevent Falls in the Construction Industry (released on October 28, 2022).
- In order to promote the use of digital technology, further deliberate on safety measures in relation to making construction work automated, autonomous, or remotely operable by using digital technology, in cooperation with the Ministry of Land, Infrastructure, Transport, and Tourism.
- Take thorough measures to prevent occupational accidents for rehabilitation and reconstruction of areas stricken by natural disasters such as earthquakes, typhoons, and heavy rainfall.
- Ensure the safety and health of construction workers in close cooperation with the Ministry of Land, Infrastructure, Transport and Tourism, based on the Act Concerning Promotion of the Safety and Health of Construction Workers (Act No. 111 of 2016).
- Promote measures to prevent health disorders, including the dissemination of the Guideline on Basic Measures for Prevention of Heat Stroke in the Workplace and the Guideline on Prevention of Noise Disorder and the provision of relevant instructions.

C. Manufacturing industry

(a) What employers should engage in, in cooperation with workers

- With respect to machinery, etc., that pose high risks of causing occupational accidents such as being “caught or trapped,” it is important for each manufacturer of such a machine, etc., and its user to implement risk assessments and thereby make efforts to prevent such accidents. Accordingly, the manufacturer should make sure to provide the user with information on any risk remaining even after the risk assessment as of manufacturing so as to enable the user to appropriately implement a risk assessment, in accordance with the Guidelines on Comprehensive Safety Standards of Machines (Kihatsu No. 0731001, July 31, 2007).
- Improve the safety level of machinery, etc., by promoting functional safety, and promote safety measures by employing reasonable alternate measures.

(b) What the government, etc., should engage in to achieve (a)

- With respect to machinery, etc., used in the manufacturing industry, review relevant safety standards (e.g., the Construction Code for Boilers), such as to ensure those standards harmonize with international safety standards, to keep up with technological progress.

- With respect to the use of VR to improve understanding of work procedures and sensitivity to hazards, consider what requirements are required to ensure the use of VR can contribute to safety.
- Promote efforts to reduce the risk of occupational accidents for on-site workers through utilization of machinery with functional safety to replace the manual handling of hazardous work with handling by using machinery, etc., equipped with highly reliable technology.

D. Forest industry

(a) What employers should engage in, in cooperation with workers

- Disseminate to workers, and promote their understanding of, the Safety Guideline on Felling, etc., the Guideline on Development, etc., of Emergency Contact Systems at Forestry Work Sites (Kihatsu No. 461-3, July 18, 1994; hereinafter, the “Guideline on Emergency Contact System Development for the Forest Industry”), and other relevant details, and, based on these guidelines, etc., reliably implement safety measures such as employing safe felling methods and safe methods of disposing of hanging trees, wearing protective gear, developing and disseminating an emergency contract system, etc., installing communication equipment, and providing education and training.

(b) What the government, etc., should engage in to achieve (a)

- With attention to the situation where a high number of occupational accidents occur in small-sized business establishments, thoroughly implement relevant steps when felling standing trees and prohibitions when disposing of hanging trees, and also thoroughly ensure that protective clothing is worn to protect the legs and that safety measures are taken for logging machinery, etc. In addition, actively and further familiarize relevant business establishments with the Safety Guideline on Felling, etc., the Guideline on Emergency Contact System Development for the Forest Industry, and other relevant details, thoroughly ensure that actions based on these guidelines are implemented reliably, and take safety measures with the implementation status of such actions and other relevant details taken into consideration.
- In cooperation with the Forestry Agency, local governments, industrial injury prevention organizations, etc., each organization should promote relevant efforts such as the holding of liaison meetings with related organizations, the sharing of information on occupational accidents, the implementation of joint patrols, and the provision of guidance by industrial injury prevention organizations’ safety management officers, prefectural forestry dissemination guides and instructors, etc. At the same time, work on strengthening cooperation with ordering organizations and ensuring that necessary actions are reliably taken to secure the safety and health of workers.

(7) Promotion of measures to ensure the health of workers; and

A. Measures for mental health

(a) What employers should engage in, in cooperation with workers

- Strengthen the prevention of mental health disorders by not only conducting stress checks but also conducting group analysis based on the results of such stress checks and then by improving the working environment with the results of the group analysis.
- Taken measures to prevent harassment in the workplace, including efforts based on the Guideline on Measures to Be Taken by Employers in Term of Employment Management in Connection with Problems Caused by Behavior Based on Dominant Positions in the Workplace (Notification No. 5 of the Ministry of Health, Labour and Welfare, 2020).

(b) What the government, etc., should engage in to achieve (a)

- Through the occupational health support centers and regional industrial health centers, continue to support mental health measures taken by small-sized business establishments.
- Develop a system of government support for the case where business cooperatives, commercial and industrial associations, chambers of commerce and industry, etc., provide industrial health services, including the implementation of mental health measures, to their members, etc.
- In order to promote the implementation of stress checks and group analysis, provide business establishments with programs that enable stress checks to be undergone and group analysis, etc., to be conducted, and disseminate such programs to facilitate the utilization thereof.
- Consider and work on actions for promoting the implementation of group analysis, working environment improvement, and stress checks in small-sized business establishments.
- Visualize the significance and benefits of taking mental health measures, including from a health management perspective (e.g., prevention of absenteeism, presenteeism, and management losses), and strengthen the awareness of the management.
- Disseminate and raise awareness of good examples, particularly among small-sized business establishments.
- Disseminate and thoroughly implement measures to prevent harassment in the workplace.

B. Measures against overwork

(a) What employers should engage in, in cooperation with workers

Implement the following measures based on the Measures to Be Taken by Business Operators to Prevent Health Problems Due to Overwork (Kihatsu No. 0317008, March 17, 2006):

- [1] Reduction of overtime hours and working hours on holidays, figuring out the situation surrounding working hours, implementation of actions to ensure health, etc.;

- [2] Promotion of definite acquisition of paid annual leave; and
- [3] Improvement in the arrangement of working hours, etc., based on the Guidelines on the Improvement of Working Hours, etc. (Notification No. 108 of the Ministry of Health, Labour and Welfare, 2008), including the introduction of an inter-work interval system.
- Encourage workers who are subject to doctors' medical consultations and guidance due to their long working hours to receive medical consultations and guidance from doctors and advisory support from public health nurses or other industrial health staff.

(b) What the government, etc., should engage in to achieve (a)

- With efforts to reduce long working hours in accordance with the Outline for Measures to Prevent Death and Injury from Overwork as the basis, advance the following efforts.
 - [1] Thoroughly supervise and give guidance to those business establishments which are suspected of having their workers work for long hours, disseminate the Guideline on Measures to Be Taken by Employers to Properly Monitor Working Hours (formulated on January 20, 2017), and continuously engage in providing guidance, etc., in accordance with the guideline.
- In addition, with respect to doctors, workers in the construction industry, automobile drivers, etc., to whom overtime ceiling regulations will apply as from April 2024, disseminate, and provide guidance on, the amendment details of the Act on the Arrangement of Related Acts to Promote Work Style Reform (Act No. 71 of 2018) and other relevant laws and regulations. In particular, since the number of cases recognized for occupational accident compensation due to brain and heart diseases is high in the transportation and postal industries among all industries, disseminate the Standards for Improving the Working Hours, etc., of Automobile Drivers (Notification No. 7 of the Ministry of Labour, 1989) after amendment by Notification No. 367 of the Ministry of Health, Labour and Welfare, 2022, and engage in providing guidance, etc., in accordance with the standards. As for doctors, continuously promote efforts to reduce their working hours in accordance with the Guideline on Reduction, etc., of the Working Hours of Doctors (Notification No. 7 of the Ministry of Health, Labour and Welfare, 2022).
- [2] In order to encourage employers to interview and provide guidance to workers with long working hours who are subject to doctors' medical consultations and guidance, consider effective methods of disseminating the purpose of and need for the system and disseminate it to employers.
 - Based on the study results of the Comprehensive Study on Occupational Safety and Health to Clarify the Situation of Deaths by Overwork, etc., and Preventive Measures (conducted by the Research Center for Overwork-Related Disorders), formulate and disseminate preventive measures by industry and job type.

C. Promotion of industrial health activities

(a) What employers should engage in, in cooperation with workers

- Secure the necessary industrial health staff to conduct industrial health activities according to the circumstances of each business establishment, provide necessary industrial health services to workers, and establish a system for industrial health staff to receive necessary training, etc.
- In providing support for the treatment-work balance of workers, develop an environment that, for example, enables the provision of training to workers, supervisors, etc., so as to ensure that workers in need of support can receive support.
- Employers and workers should realize smooth support for the treatment-work balance by actively utilizing the treatment-work balance support coordinators of medical institutions, support organizations, etc., in addition to industrial doctors and public health nurses.

(b) What the government, etc., should engage in to achieve (a)

- In order to promote industrial health activities more effectively while taking into account the changing needs of industrial sites, consider the division of roles among those involved in industrial health and the concept of their cooperation with each other, the concept of cooperation with insurers, etc., and the concept of industrial health activities at small-sized business establishments, among other matters, through discussions by the Task Force on the Concept of Industrial Health and other forums.
- Visualize the significance and benefits of engaging in industrial health activities, including from a health management perspective, and strengthen the awareness of the management.
- Strengthen the dissemination of the Guideline on Supporting the Treatment-Work Balance in the Workplace (revised in March 2022) and other relevant details to business establishments, medical institutions, and workers themselves. Also, understand the activity status of treatment-work balance support coordinators, consider how to realize a more effective deployment of those coordinators, and further utilize them.
- Through the occupational health support centers and regional industrial health centers, continue to support industrial health activities, centrally those conducted by small- and medium-sized business establishments.
- Develop a system of government support for the case where business cooperatives, commercial and industrial associations, chambers of commerce and industry, etc., provide industrial health services, including the implementation of mental health measures, to their members, etc. (Re-posted)

(8) Promotion of measures to prevent health disorders due to chemical substances, etc.

A. Measures to prevent health disorders due to chemical substances

(a) What employers should engage in, in cooperation with workers

- Business establishments that manufacture, handle, or transfer/provide chemical substances are required to strictly implement the following two matters when appointing chemical substance managers and using external expert personnel.
 - 1) Business establishments that manufacture chemical substances are required to conduct risk assessments at the time of manufacturing, etc., take autonomous exposure reduction actions based on the results of such risk assessments, etc., and affix labels or issue SDSs when transferring or providing the chemical substances. In issuing an SDS, make sure that it describes “the assumed use and the precautions for such use,” including the types of protective equipment required.
 - 2) Business establishments that handle chemical substances are required to conduct risk assessments based on the obtained SDSs, etc., and take autonomous exposure reduction actions based on the results of such risk assessments, etc.

(b) What the government, etc., should engage in to achieve (a)

- Support the development of chemical substance managers, etc., for example, by preparing textbooks and other teaching materials for training courses of chemical substance managers (for both statutory and non-statutory training courses).
- Support the preparation of manuals on risk assessment and actions based on risk assessment results, as well as those on measures to prevent exposure to chemical substances by industry and by operation to ensure compliance with concentration reference levels.
- Set up a contact point for consultation for small- and medium-sized business establishments in relation to chemical substance management that takes into account the characteristics of each industry, and provide them with on-site guidance and opportunities for human resource development (workshops).
- Prepare a list of chemical substance management experts in each prefecture to facilitate business establishments’ access to such experts, and set up a council for chemical substance management.
- Support chemical substance management at business establishments through GHS classification and model SDS preparation by the Research Center for Chemical Information and Management, the National Institute of Occupational Safety and Health, Japan, and through the modification, dissemination, etc., of CREATE-SIMPLE (a simplified risk assessment tool).

B. Measures to prevent health disorders caused by asbestos and dust

(a) What employers should engage in, in cooperation with workers

- For an appropriate preliminary investigation, ensure that a preliminary investigation is reliably carried out by a person who has expertise in conducting preliminary investigation into asbestos, such as a person who has completed the training course for investigating asbestos-containing building materials used for buildings.
- Accurately report preliminary investigation results by using the Asbestos Preliminary Investigation Results Reporting System, and implement appropriate asbestos exposure prevention measures based on the preliminary investigation results.
- Disseminate the provided information necessary for those ordering demolition/renovation work to ensure appropriate asbestos exposure prevention measures, and also points for consideration such as costs.
- In order to prevent workers' health disorders associated with dust exposure work, promote voluntary efforts to prevent health disorders caused by dust in accordance with the 10th Comprehensive Measures to Prevent Dangers due to Dust, in addition to complying with the Ordinance on Prevention of Dangers Due to Dust (Ordinance No. 18 of the Ministry of Labour, 1979) and other relevant laws and regulations.
- Employers in the tunnel construction business are required to register the health information of their workers, such as the presence of pneumoconiosis, and their histories of engagement in hazardous work, etc., with the Health Management System for Tunnel Construction Workers, etc., so as to facilitate the health management of workers engaged in tunnel construction since the employers of such workers tend to change frequently.

(b) What the government, etc., should engage in to achieve (a)

- Operate the Asbestos Preliminary Investigation Results Reporting System and enhance the information released from its portal site.
- Prepare standard textbooks for the training of investigators of asbestos-containing building materials used for structures.
- Produce awareness-raising videos and hold training sessions to provide knowledge on the Ordinance on Prevention of Asbestos Hazards (Ordinance No. 21 of the Ministry of Health, Labour and Welfare, 2005), the latest analysis methods, etc.
- Provide sufficient training opportunities such as the training course for investigating asbestos-containing building materials used for buildings.
- Establish a council to improve the quality level of training provided by training organizations.
- Revise and disseminate manuals, etc., concerning the prevention of asbestos exposure and concerning measures for thorough prevention of asbestos dispersion and leakage in connection with the demolition of buildings, etc.

- To strengthen the efforts of those ordering demolition/renovation work (including private homeowners), cooperate with relevant ministries and agencies and disseminate ordering parties' obligation of consideration and other relevant details.
- In accordance with the 10th Comprehensive Measures to Prevent Dangers due to Dust, engage in ensuring thorough use of respiratory protective equipment and promoting its appropriate use, among other matters.
- Support the Japan Construction Occupational Safety and Health Association, which is responsible for central management of the pneumoconiosis-related health information of workers who are engaged in tunnel construction and often need to change their employers, and their histories of engagement in hazardous work, etc., in order to enhance the health management of workers engaged in tunnel construction.

C. Measures to prevent health disorders caused by heat stroke and noise

(a) What employers should engage in, in cooperation with workers

- Based on the Guideline on Basic Measures for Prevention of Heat Stroke in the Workplace, figure out the WBGT and appropriately take measures to prevent heat stroke according to the WBGT value. Furthermore, provide occupational health education to operational supervisors and workers in advance, organize a management system in the business establishment led by a health manager, etc., and check and disseminate the actions to take in the event of onset or emergency. In addition, consider utilizing equipment and tools that are effective in preventing heat stroke.
- To prevent heat stroke, workers should pay attention to their daily health management and acclimatize themselves to the heat before starting operations. In addition, they should regularly drink water and consume salt while working and, if they feel anything unusual, should not hesitate to report it to workers around them and their managers.
- In order to protect workers from noise disorder, conduct working environment measurement, health examinations, occupational health education, etc., based on the Guideline on Prevention of Noise Disorder. (Re-posted)

(b) What the government, etc., should engage in to achieve (a)

- In order to promote the implementation of heat stroke prevention measures by employers, promote the use of WBGT meters that conform to the Japanese Industrial Standards (JIS) and the use of equipment and tools that are effective in preventing heat stroke. In addition, to deepen understanding of heat stroke prevention measures, introduce advanced approaches, provide educational tools for workers, etc., and disseminate and provide guidance on the Guideline on Basic Measures for Prevention of Heat Stroke in the Workplace.

- In order to protect workers from noise disorder, provide guidance in relation to employers' efforts based on the Guideline on Prevention of Noise Disorder and support their measurement.

D. Measures to prevent health disorders due to ionized radiation

(a) What employers should engage in, in cooperation with workers

- For workers engaged in decommissioning work at the Fukushima Dai-ichi Nuclear Power Plant of TEPCO (hereinafter, "decommissioning work") and decontamination work in areas difficult for residents to return to, ensure their thorough safety and health management, exposure dose management, measures to reduce radiation exposure, health management, etc.
- For workers who engaged in emergency work at the Fukushima Dai-ichi Nuclear Power Plant of TEPCO, implement health management based on the Guideline on Maintenance and Enhancement of the Health of Emergency Workers at Nuclear Facilities, etc. (Public Notice No. 6 of the Guideline on Maintenance and Enhancement of Health, August 31, 2015).
- Promote exposure dose management and reduction measures for health personnel and thoroughly manage all preserved records of exposure dose measurements, etc.

(b) What the government, etc., should engage in to achieve (a)

- Support the efforts of business establishments by setting up a health consultation contact point for workers engaged in decommissioning work, etc., and by continuing to support the training of work supervisors, etc.
- Implement long-term health management measures reliably through, for example, health consultation for workers engaged in emergency work at the Fukushima Dai-ichi Nuclear Power Plant of TEPCO, by using databases capable of tracking long-term exposure doses including those after the workers quit relevant work.
- Assist medical institutions in introducing occupational safety and health management systems for radiation exposure management.

(Reference) Principles of Output Indexes and Outcome Indexes

(a) Promotion of measures to prevent occupational accidents attributable to workers' operational behavior

[Output indexes]

Occupational accident types attributable to workers' operational behavior include "falling" and "reaction or unreasonable action," and the purpose of this priority item is to promote the prevention of these accident types.

To prevent "falling" accidents, it is considered effective if employers promote measures from both aspects of hardware and software on the basis of deliberations by the Task Force on Measures to Prevent Falling and Back Pain and thereby suppress the occurrence of falling itself. Also, since the accident types attributable to the operational behavior of workers themselves, the provision of education to workers can also be regarded as effective.

As for back pain, which accounts for about 30% of accidents classified as "reaction or unreasonable action," there are those preventive measures which have already been proved effective to a certain extent, such as the introduction of caring technologies (such as no lifting care) and care devices to reduce the physical burden of care staff.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (2) A., and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3) with the industries for which the accident types of "falling" and "reaction or unreasonable action" are particularly problematic as the targets of the measures. With respect to the numerical targets for these indexes, the questionnaire survey conducted in 2022 (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2022) indicated that, among the 206 business establishments that responded to the survey, the percentage of business establishments that took measures of some kind to prevent falling was 83.5% (in the situation where physical functions, etc., had a significant impact since about half of the falling accidents were suffered by female workers aged 50 years or older), and that the percentage of business establishments that not only took physical measures such as tidying up and cleaning but also worked on building up workers' physicality so that they would not fall easily or be injured badly even in the case of falling (software-oriented measures) was 5%. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. For the output indexes, it is considered appropriate per se to have an increase of approximately 10 points in each of the indexes. However, to achieve the outcome index of putting the brakes on the increase, an increase of about 10 points in efforts is far from enough. On the premise that the outcome index is to be achieved and in light of the examination of the Task Force on Measures to Prevent Falling and Back Pain, the target percentage of business establishments that take measures from both aspects of hardware and software is set at 50%, reaching a majority.

[Outcome indexes]

The number of falling accidents mostly increased by 5% annually over the past five years (2017-2021) due to the increasing number of aging workers (particularly women), whose accident rate (accident rate per 1,000 persons of casualties) is high. Considering a further increase in the number of aging workers in the future, the same trend is expected to continue. In addition, the accident rate per 1,000 persons of casualties by gender and that by age group have also increased along with industrial structure changes, etc., which are expected to continue increasing in the future. In this regard, it is expected that if the percentage of employers' efforts associated with measures to prevent falling (with the circumstances under which falling accidents occur taken into consideration, such efforts include not only measures associated with facilities, such as tidying-up and elimination of differences in level but also those which work on building up workers' physicality so that they would not fall easily or be injured badly even in the case of falling) can be raised to 60% (achieving the relevant output index), it is possible to put the brakes on the increase in the accident rates per 1,000 persons of casualties due to falling by age group and by gender from the 2021 results.

Furthermore, the number of casualty accidents resulting in at least four days of sick leave due to back pain at social welfare facilities in 2021 was 1,580 cases, which was a 30% increase in 2021 compared to

the 2017 level. With the increase in the number of care staff as the elderly population grows, the number of accidents involving back pain is expected to continue rising in the future. On the other hand, an increase in the percentage of business establishments that have implemented no lifting care (achieving the relevant output index) is expected to be able to suppress the occurrence of back pain accidents. Taking these factors into account, it is expected to be possible to reduce, through achievement of the output index concerned, the accident rate per 1,000 persons of casualties due to back pain at social welfare facilities, which is expected to rise, by 2027 in comparison with the 2022 level.

(b) Promotion of measures to prevent occupational accidents from being caused to aging workers

[Output indexes]

The objective of this priority item is to promote accident prevention measures for aging workers.

With regard to accident prevention measures for aging workers, it is considered effective if employers advance the matters set forth by experts in the Age-Friendly Guideline in light of their actual situations and according to the declining physical functions, etc., of their aging workers. Additionally, improving fitness to reduce the deterioration of their physical functions is also effective.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (3) A., and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). With respect to the numerical targets for these indexes, the questionnaire survey conducted in 2022 (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2022) indicated that, in relation to efforts based on the Age-Friendly Guideline, the percentage of business establishments that were aware of the guideline and made their efforts in accordance with the guideline was 11.2%. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. For the output indexes, it is considered appropriate per se to have an increase of approximately 10 points in each of the indexes. However, to achieve the outcome index of putting the brakes on the increase, an increase of about 10 points in efforts is far from enough. Toward achievement of the outcome index, the percentage to be aimed for is set at 50%, which means reaching a majority.

[Outcome indexes]

It is expected that, by raising the percentage of employers that implement efforts based on the Age-Friendly Guideline to 50% (achieving the relevant output index), it is possible to put the brakes on the increase in the accident rate per 1,000 persons of casualties for each gender group of male and female workers aged 60 years or older by 2027 in comparison with the 2021 result.

(c) Handling of diverse work styles and promotion of measures to prevent occupational accidents from being caused to foreign workers, etc.

[Output indexes]

The objective of this priority item is to disseminate safety and health measures for telework and side/multiple jobs and promote accident prevention for foreign workers.

With respect to accident prevention measures for foreign workers, since a potential issue lies in an insufficient understanding of operational procedures and points for consideration in relation to safety and health due to language barriers, safety and health education with consideration given to language differences is considered effective.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (4) A., and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3).

[Outcome indexes]

It is expected that, by raising the percentage of business establishments that implement accident prevention education in a manner that facilitates foreign workers' understanding to 50% (achieving the

relevant output index), it is possible to reduce the accident rate per 1,000 persons of casualties among foreign workers to a level equal to or lower than the overall average level by 2027.

(d) Promotion of measures to prevent occupational accidents by industry

- Land transportation industry

[Output indexes]

The objective of this priority item is to promote accident prevention measures in the land transportation industry.

With respect to occupational accidents in the land transportation industry, particularly accidents due to cargo-handling operations pose an issue. Accordingly, it is considered effective to implement measures to prevent accidents in cargo-handling operations in accordance with the Guideline on Cargo-Handling Operation in the Land Transportation Industry.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (6) A. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). With respect to the numerical targets for these indexes, the questionnaire survey conducted in 2022 (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2022) indicated that the percentage of business establishments (including cargo owners) that implemented measures based on the guideline on cargo-handling operations was 33.5%. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. Accordingly, a target to increase the percentage of business establishments concerned to at least 45% is set.

[Outcome indexes]

Based on the casualties in 2021 as the starting point of calculation, accidents in cargo-handling operations accounted for approximately 70% of the casualty accidents resulting in at least four days of sick leave in the land transportation industry during 2021. It is expected that an increase in the percentage of business establishments that implement efforts based on the Guideline on Cargo-Handling Operation in the Land Transportation Industry to 45% (achieving the relevant output index) can lead to a 5% accident reduction.

- Construction industry

[Output indexes]

The objective of this priority item is to promote accident prevention measures in the construction industry.

With respect to occupational accidents in the construction industry, particularly accidents due to “falling to a lower level” pose an issue. Accordingly, it is considered effective, in implementing measures to prevent accidents, to conduct risk assessments in addition to implementing measures to prevent falling in accordance with the law and make efforts to eliminate those elements which constitute the causes of accidents.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (6) B. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). With respect to the numerical targets for these indexes, the questionnaire survey conducted in 2022 (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2022) indicated that the percentage of business establishments that conducted risk assessments in preventing falling, which is a typical accident type in the construction industry, was 74%. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. Accordingly, a target to increase the percentage of business establishments concerned to at least 85% is set.

[Outcome indexes]

Based on the fatalities in 2021 as the starting point of calculation, among fatal accidents in the construction industry in 2021, the accident type of “falling to a lower level,” which marked the highest number, accounted for approximately 40%. It is expected that an increase in the percentage of business establishments in the construction industry that conduct risk assessments in preventing “falling to a lower level” accidents to 85% (achieving the relevant output index) can lead to a 15% accident reduction.

- Manufacturing industry

[Output indexes]

The objective of this priority item is to promote accident prevention measures in the manufacturing industry.

With respect to occupational accidents in the manufacturing industry, particularly accidents of “being caught or trapped” by machinery pose an issue. Accordingly, it is considered effective if, in implementing measures to prevent accidents, both the manufacturer and the user take measures to prevent “being caught or trapped” by machinery by, for example, conducting risk assessments in addition to implementing measures to prevent accidents in accordance with the law and make efforts to eliminate those elements which constitute the causes of accidents.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (6) C. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). With respect to the numerical targets for these indexes, in accordance with the questionnaire survey conducted in 2022 (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2022), the results of the questionnaire survey and other impressions from actual operations indicated that the percentage of business establishments that conducted risk assessments as measures to prevent accidents of “being caught or trapped” by machinery in the manufacturing industry was approximately 50%, an approximate half of the business establishments concerned. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. Accordingly, a target to increase the percentage of business establishments concerned to at least 60% is set.

[Outcome indexes]

Based on statistical surveys, etc., conducted so far, the percentage of business establishments in the manufacturing industry that take measures against “being caught or trapped” or conduct risk assessments of machinery is estimated to be approximately 40%. It is expected that an increase in the percentage of business establishments in the manufacturing industry that take measures to prevent “being caught or trapped” by machinery to 60% (achieving the relevant output index) can lead to a 5% reduction in accidents of “being caught or trapped” by machinery.

- Forest industry

[Output indexes]

The objective of this priority item is to promote accident prevention measures in the forest industry.

With respect to occupational accidents in the forest industry, particularly accidents due to felling operations pose an issue. Accordingly, it is considered effective to implement safety measures for felling operations and other relevant operations.

Based on these ideas, the specific measures to be taken by employers are summarized in 4 (6) D. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). With respect to the numerical targets for these indexes, a questionnaire survey conducted in 2021 during a training session for forest industry workers organized by relevant ministries, agencies, etc. (see the handout distributed in the meeting of the Occupational Safety and Health Subcommittee on December 14, 2021) indicated that the percentage of business establishments that implemented measures based on the relevant felling guideline (those persons implementing multiple key matters of the guideline were regarded as “implementing business establishments”) was 30.2%. Changes in the various indexes

associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. For the output indexes, it is considered appropriate per se to have an increase of approximately 10 points in each of the indexes. However, to achieve the outcome index of reducing fatal accidents by 15%, an increase of about 10 points in efforts is far from enough. Toward achievement of the outcome index, the percentage to be aimed for is set at 50%.

[Outcome indexes]

Based on the fatalities in 2021 as the starting point of calculation, among fatal accidents in the forest industry in 2021, those accidents which were related to felling operations accounted for approximately 60%. It is expected that an increase in the percentage of business establishments in the forest industry that implement actions based on the Guideline on Safety in Felling, etc., With Chainsaws to 50% (achieving the relevant output index) can lead to a 15% accident reduction.

(e) Promotion of measures to ensure the health of workers

[Output indexes]

With respect to measures to ensure the health of workers, health disorders particularly associated with mental health disorders and overwork pose an issue. Accordingly, the objective of this priority item is to promote those measures.

In relation to mental health disorders, it is considered effective to implement mental health measures including measures to prevent harassment and stress checks in the workplace as measures for mental health. Based on these ideas, the specific measures to be taken by employers are summarized in 4 (7) A. (a). For the implementation statuses of the measures therein, the implementation statuses of the mental health measures and stress checks set forth in 1 (3) are to be recognized as the output indexes.

Furthermore, for the prevention of health disorders due to overwork, it is considered effective to promote the reform of work styles by employing measures to suppress long working hours, such as promoting the acquisition of annual paid leave and introducing inter-work interval systems, and to enhance industrial health services including giving interviews and guidance to workers with long working hours, in addition to reducing overtime hours and working hours on holidays. Based on these ideas, the specific measures to be taken by employers are summarized in 4 (7) B. (a). For the implementation statuses of the measures therein, the acquisition rate of annual paid leave and the rate of introduction of inter-work interval systems as mentioned above are to be recognized as output indexes.

Furthermore, since it is important, in terms of measures to secure the health of workers, to ensure that industrial health services including the above measures are provided in all business establishments, the specific measures to be taken by employers are summarized in 4 (7) C. (a). For the implementation statuses of the measures therein, the percentage of business establishments that provide the necessary industrial health services set forth in 1 (3) are to be recognized as output indexes.

[Outcome indexes]

It is expected that if the implementation status of mental health measures and that of stress checks are raised to 80% and 50%, respectively (achieving the relevant output index), it is possible to reduce the “percentage of workers who are affected by severe anxiety, distressed, or under stress in relation to their jobs or occupational lives,” which leads to mental health disorders, to less than 50% by 2027.

Furthermore, it is expected that if the rate of acquisition of annual paid leave and the rate of introduction of inter-work interval systems are raised to 70% and 15%, respectively (achieving the relevant output index), it is possible for work styles to be reformed so as to suppress long working hours and also for efforts to reduce working hours to be reliably implemented according to the Outline for Measures to Prevent Death and Injury from Overwork, potentially leading to a reduction in the percentage of workers whose weekly working hours are 60 hours or more, among those whose weekly working hours are at least 40 hours, to 5% or lower by 2025.

Additionally, it is expected that an increase in the rate of provision of the necessary industrial health services (*) progresses to at least 80% (achieving the relevant output index) can lead to the prevention of general health disorders among workers and to improvement in the rate of positive findings in health

examinations, etc. However, since it is difficult to set a suitable index that directly reflects occupational accident prevention results, no outcome index directly associated with the output index concerned is set.

* The following efforts are considered to be the necessary industrial health services.

- Health guidance based on the results of health examinations under the Industrial Safety and Health Act
- Guidance, support, and consultation for persons who are in need of some health management measures, such as those whose health examinations have found some clinical findings and those who need medical treatment or some attention in terms of their treatment, medication, or employment
- Education and consultation for healthy living in relation to sleep, smoking, alcohol drinking, etc.
- Mental health measures (implementation of stress checks, development of consulting systems, improvement of working environments, etc.)
- Measures to prevent falling, etc., in view of the declining physical abilities of aging workers
- Support for workers who suffer from cancer, mental disorders, etc., in balancing their treatment and work
- Consideration and support for women's health issues (menopausal disorders, menstruation-associated symptoms and illnesses, etc.)
- Health management such as health examinations for those who handle chemical substances or other hazardous materials
- Health management support such as counseling for those who work outside their workplaces, for example, due to increased occasions of teleworking

(f) Promotion of measures to prevent health disorders due to chemical substances, etc.

[Output indexes]

The objective of this priority item is to promote measures to prevent health disorders caused by chemical substances, asbestos, etc.

With respect to health disorders caused by chemical substances, it is considered effective if, in relation to hazardous or toxic chemical substances, employers recognize the hazardous nature or toxicity of chemical substances by reference to their labels or SDSs, conduct risk assessments, and implement the necessary actions to prevent danger to workers or health disorders on the basis of such assessments. Based on these ideas, the specific measures to be taken by employers are summarized in 4 (8) A. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3). According to the Survey on Industrial Safety and Health, the average implementation rates of labelling, SDS issuance, and risk assessment during the period of the 13th Occupational Safety & Health Program were 69.1%, 70.4%, and 57.9%, respectively. Changes in the various indexes associated with the efforts made under the 13th Occupational Safety & Health Program showed an increase of about 0-10% in the fourth year. Accordingly, it is considered that a maximum increase of about 10% can be expected from changes made by safety and health efforts when such efforts are implemented on a priority basis under an occupational safety & health program. Accordingly, for each of labelling and SDS issuance, a target to increase its implementation rate to at least 80% is set. With respect to risk assessment, there was an approximately 20% increase during the period of the 13th Occupational Safety & Health Program. Since an increase to the same degree is expected in the future, a target to increase its implementation rate to at least 80% is set. Furthermore, since the implementation of necessary actions to prevent danger to workers or health disorders on the basis of risk assessment results is on the premise that risk assessments have been conducted, a target to increase the implementation rate of such actions to at least 80% is set, as is the case for the rate of risk assessments.

Also, for health disorders caused by heat stroke, it is considered effective to find out the WBGT and then take preventive measures in terms of working environment management, work management, etc., according to the WBGT value. Based on these ideas, the specific measures to be taken by employers are summarized in 4 (8) C. (a) and the implementation statuses of the measures therein are to be recognized as the output indexes set forth in 1 (3).

For measures to prevent health disorders caused by asbestos, dust, and ionized radiation, it is considered effective to steadily implement relevant actions in compliance with relevant laws and regulations. Based on this idea, the specific measures to be taken by employers are summarized in 4 (8) B. (a) and 4 (8) D. (a). Please note that since observance of laws and regulations is naturally required, it is not specifically evaluated with any index.

[Outcome indexes]

There were 492 casualty accidents strongly associated with the properties of chemical substances (caused by coming into contact with hazardous materials, etc., by explosion, and by fire) (on average during the period between 2017 and 2021). In relation to hazardous or toxic chemical substances, if each of the percentages of business establishments that implement labeling, SDS issuance, or risk assessments and, on the basis thereof, take the necessary actions to prevent danger to workers or health disorders reaches at least 80% (achieving the relevant output index), there is expected to be a 5% reduction in accidents, leading to 467 accidents caused by chemical substances in 2027 (a decline of 25 cases or 5.1%, compared with the average for the period between 2017 and 2021).

In addition, fatal accidents caused by heat stroke are likely to keep rising among aging workers whose risk of heat stroke is high. Since the frequency and intensity of extremely high temperatures, etc., are expected to rise with the progress of global warming, accidents involving heat stroke are expected to increase. On the other hand, it is expected that an increase in the percentage of business establishments that understand the WBGT (output indicator achieved) can lead to an increase in business establishments that take actions according to the value of the WBGT and to a reduction in the rate of increase in fatalities due to heat stroke in comparison with the rate during the period of the 13th Occupational Safety & Health Program.

(g) Summary

[Summary of fatal accidents]

Based on the outcome indexes, a 15% decline in fatal accidents is expected in each of the construction industry and forest industry by 2027. On this basis, a comparison of fatal accidents in 2022 (the results in 2021 are referred to since the number of fatalities in 2022 has not been finalized) with those in 2027 indicates that a decrease of at least about 5% can be expected.

[Summary of casualty accidents]

Based on the outcome indexes, casualties caused by being “caught or trapped” by machinery in the manufacturing industry are expected to be reduced by at least 5% by 2027, and casualties in the land transportation industry are expected to be reduced by at least 5% by 2027 compared to the 2022 level. In addition, the falling accident rate per 1,000 persons by gender, that rate by age group, and the back pain accident rate per 1,000 persons at social welfare facilities are expected to remain at the same levels as those in 2021. Based on this assumption, and taking into consideration the number of workers by gender and by age group in each industry in 2027 calculated from changes in the number of workers by gender and by age group in each industry during the past five years and from the estimate of working population by the Japan Institute for Labour Policy and Training, the estimation of the decreasing number of accidents in 2027 as compared to casualty accidents in 2022 (the results in 2021 are referred to since the number of casualty accidents in 2022 has not been finalized) finds that the number of accidents in 2027 is expected to decrease (since a decline of approximately 3,800 workers (3% reduction) is projected). A decline in casualty accidents due to chemical substances is not included in the above calculation because it is not significant compared to the total number of accident cases.