

11th Industrial Accident Prevention Plan

2008 – 2012

Ministry of Health, Labour and Welfare

Contents

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|---|----|
| 1 Aim of the Plan | 1 |
| 2 Current Statuses of Industrial Accidents | 1 |
| (1) Change in Industrial Structure, Employment Structure, Industrial Work-fields, etc..... | 1 |
| (2) Analysis of Present Status and Challenges..... | 2 |
| 3 The Fundamental Policy of Safety and Health Measures in the Plan | 5 |
| (1) Promoting Measures for the Risk Elimination and Control to Decrease Overall Industrial Accidents..... | 5 |
| (2) Enriching Measures to Prevent Serious Industrial Accidents..... | 5 |
| (3) Properly Promoting Measures by Setting Target, Planned Implementation, etc..... | 5 |
| 4 Term of the Plan | 5 |
| 5 Target of the Plan | 6 |
| (1) Target..... | 6 |
| (2) Major emphasis of measures and their targets..... | 6 |
| 6 Industrial Accident Prevention Measures of the Plan | 7 |
| (1) Enhancement of Autonomous Safety and Health Activities..... | 7 |
| (2) Preventive Measures for Specific Accidents..... | 8 |
| (3) Measures for Industrial Sectors with Frequent Accident Occurrence..... | 9 |
| (4) Preventive Measures for Occupational Diseases (Excluding Those Related to Asbestos and Chemical Substances)..... | 11 |
| (5) Preventive Measure for Asbestos Disorders..... | 12 |
| (6) Measures for Chemical Substances..... | 13 |
| (7) Measures for Mental Health and Preventing Health Impairment due to Overwork..... | 14 |
| (8) Industrial Health Activities, Health Promotion and Creating Comfortable Worksites..... | 16 |
| (9) Strengthening Measures for the Safety and Health Management..... | 17 |
| (10) Promoting Efficient and Effective Policy Measures..... | 18 |

1 Aim of the Plan

The safety and health to workers is invaluable, and to be maximally respected not only for workers themselves but also for their families, workplaces, industrial sectors and nation as a whole. It goes without saying that ensuring workers' safety and health shall not be ignored because of taking precedence on business activities. Employers and relevant parties therefore shall always give priority to ensure the safety and health to workers. Workers shall also understand the importance of safety and health and positively take part and cooperate with the safety and health activities.

The Industrial Safety and Health Act (Law No. 57 of 1972), the objective of which is to ensure the workers' safety and health, not only prescribes minimum standards that employers are obliged to observe but also requires employers to positively take measures for ensuring workers' safety and health, furthermore it also requires workers to observe necessary matters or to endeavour to cooperate with measures taken by employers.

For preventing industrial accidents, it is necessary for the State, employers, workers and all parties concerned with an integrated manner to comprehensively and systematically implement the preventive measure. For this, the State formulates the comprehensive plan for the industrial accident prevention with a long term perspective, which announces matters to be done by employers as responsible bodies of industrial accident prevention and enhances their autonomous activities as well as highlights the State's own policy measures to be carried out. The plan starts in fiscal 2008 and is to complete in fiscal 2012.

2 Current Statuses of Industrial Accidents

(1) Change in Industrial Structure, Employment Structure, Industrial Fields, etc.

The industrial accident occurrence in recent year, is largely affected by the change in industrial structure, employment structure, industrial field, etc.

With regard to the industrial structure, the production activities in manufacturing industry have been in the slowdown and the construction industry has been in reduction due to the economic slump from the late of 1990s, on the other hand the tertiary industry such as service sectors, etc. has been expanding in accordance with the diversification of people's lives.

With regard to the employment structure, corresponding to the change in the industrial structures, it is observed that numbers of workers engaged have increased or decreased by each category of industry, the employment patterns have been diversified due to the expansion of non-regular employments and the distribution of length of working hours has been polarized. Due to extensions, etc. of the retirement age, numbers of aged workers and their employment rate has been increasing. Furthermore, because of the increasing trend of female employees and from the viewpoint coping with the birth dearth, the health management for motherhood has become important.

Meanwhile in industrial fields, dangers/harms at workplaces have been diversified, i.e., new machinery/ equipment or new chemical substances are being introduced as well as the production processes have been diversified and have become complex.

With regard to chemical substances, based on the domestic or international evidences of harmfulness, it is necessary to implement the harmfulness evaluation and promote the necessary enforcement as well as to respond to the international circumstances. In recent year for chemical substances likely to cause harm to human body, it is internationally emphasized to take necessary preventive measures even if the harm is not perfectly proven.

In addition, it is concerned that the know-how on the safety and health is not effectively handed on due to the mass retirement of baby boom generation who had maintained the field safety and health and the increase of non-regular employments. It is also necessary to cope properly with the increase of workers with short experiences.

Furthermore, International Labour Organization positions that ensuring workers' safety and health is one of the challenges to achieve the decent work.

(2) Analysis of Present Status and Challenges

a. Industrial Accident Occurrence

The Industrial Accident Prevention Plan which started fiscal 2003 and is to complete fiscal 2007 (hereinafter referred to as "the previous Plan") aimed that numbers of fatality due to industrial accidents fell much below 1,500 per year and total numbers of industrial accident during the period of the previous Plan was to reduce by 20%. As the numbers of fatality fell below 1,500 first in 2006 and the decreasing trend is continuing in 2007, it is anticipated to fall much below 1,500 and the previous Plan is to be achieved.

On the other hand, numbers of death and injury due to industrial accident causing the work absence for over 3 days (hereinafter referred to as "numbers of injury") has been decreasing every year for 27 years since 1973 and has decreased to one third, but in 2006 it has increased first time in 28 years and it is estimated that the reduction rate during the previous Plan remains about 10%. It therefore is in the demanding situation to achieve the aim and the optimism to aim further reduction is not allowed.

(a) BY Industrial Sectors

The accident occurrence in major industrial sectors is as follows.

① Manufacturing Industry

Industrial accidents in manufacturing industry remain in decrease but the rate to fatal cases in all industries is one fifth and injuries causing work absence for over 3 days (hereinafter referred to as "injury accident") is one fourth to all.

Looking into cases by agents of accident causes, industrial accidents due to machines such as general powered machines, metal processing machines, etc. account for 40 % of all and of these accidents numbers of major cases such as amputation of fingers are significant.

In addition, many accidents of over-turn and fall accident also occur and account for one fourth to all injury accidents.

Furthermore in manufacturing industry, as numbers of dispatched worker and worker employed by contractors (hereinafter referred to as "contractor's worker") are growing, the increase of industrial accidents pertaining to workers with poor knowledge on safety and health at work are concerned.

② Construction Industry

Industrial accidents in construction industry remain in decreasing, and particularly it is prominent in fatal accidents, but fatal cases remain one third or more to all and injury accidents also remain one fifths to all.

Looking into cases by accident types, fall accidents account for 40 % or more of all fatal accidents and one third or more of all injury accidents in construction industry. Also accidents due to construction machines, etc. and earth collapse accidents are on the decrease, but there are still significant numbers of occurrence.

In addition, it is concerned that a part of the construction works contracted with low prices affects to ensure workers' safety and health.

③ Land Transportation Industry

Industrial accidents in the land transportation industry remain decreasing, however the rate to fatal accidents and injury accidents in all industry are over 10 %. Looking into these by accident types, traffic industrial accidents account for two third of fatal cases and fall accidents during loading/unloading work account for 30 % of injury cases.

④ Forestry Industry

Regarding industrial accidents in the forestry industry, the rate of industrial accident occurrence remains remarkably high, e.g., the annual rate of industrial accident to 1,000 workers exceeds 10 times of average of whole industry. In addition, fatal accidents during felling tree operations account for more than half.

⑤ Tertiary Industry

Industrial accidents in tertiary industry (excluding passenger transportation, land transportation, harbour transportation industry, hereinafter the same shall apply.), are in slightly increasing trend according to the recent increase of workers, etc. and account for about 40 % of all of injury accident.

Looking into by the type of industry, large numbers of industrial accidents occur in the whole sail and retail sectors and industrial accidents increase in social welfare facilities, telecom sector, etc. In addition, the types of industry that the occurrence rate is higher than other industries, such as industrial-waste disposal business, etc., are identified.

(b) By Size of Workplaces

The industrial accidents by size of workplaces, taking a look at numbers of injury, account for two third of total in workplaces with numbers of worker less than 50, and account for 90 % or more of all in workplaces with numbers of worker less than 300.

The annual occurrence rate per 1,000 workers in workplaces with numbers of worker less than 50 is about two times of that in workplaces with 300 workers or more.

(c) By Age Group

With regard to industrial accidents by age groups, taking a look at the ratio of aged workers in whole of industrial accidents, the rate of fatal accidents and injury accidents of workers of 50 years or more are a little under 60 % and a little over 40 % respectively, and those rate of workers of 60 years or more are a little under 30 % and 20 % respectively. And the annual rate to 1,000 workers of 50 years or more is higher than that of the age group in 20 to 49. As numbers of worker of 50 years or more are estimated to increase further, the enhancement of safety and health measures for aged workers becomes important.

(d) By Type of Accident

By type of accident, traffic industrial accidents and fall accidents are frequent in fatal accidents and fall accidents, and caught-in/between accidents and over-turn accidents are frequent in injury accidents. In addition to construction industry, fall accidents occur frequently in manufacturing, land transport industry, etc. And fire and explosion accidents that result in serious damage once they happen remain in occurrence.

b. Workers' Health

(a) Health Disorders and Mental Disorders due to the Overwork

With regard to the workers' health conditions, abnormal findings based on the periodical medical examination related to the hyperlipidemia, high-blood pressure, diabetes, etc. are increasing and one in two persons has abnormal findings.

When workers with underlying illness such as the hyperlipidemia, high-blood pressure, diabetes,

etc. are exposed under the obvious overloading due to their task, it chances that they develop the brain disease or the heart disease. In recent year, numbers of decided case of Workers' Accident Compensation Insurance Benefits for the brain disease or the heart disease exceed 300 cases per year remaining a high level.

Also, in accordance with the workers' health survey conducted in 2002 by the Ministry of Health, Labour and Welfare, workers feeling strong anxiety, stress, etc. account for 60 % or more. In addition, numbers of decided case of Workers' Accident Compensation Insurance Benefits related to mental disorders, etc. are growing, exceeding 200 cases in 2006.

(b) Occupational Diseases

New abnormal findings of pneumoconiosis are significantly decreasing in the long term, however in recent years they are not decreasing and even now new abnormal findings account for about 250 persons.

Lumbagos account for 60 % of all of occupational diseases, and due to the increase of aged workers and caring works, the further increase is concerned.

Numbers of decided case of Workers' Accident Compensation Insurance Benefits for the vibration disorder and noise disorder are decreasing in the long term, however each of them remains in 300 cases or more per year.

In addition, even now, about 20 and 10 workers die due to heat stroke and anoxia etc. respectively.

(c) Health Disorder Attributable to Chemical Substances etc.

Occupational diseases attributable to chemical substances are about 300 cases per year remaining in level. In addition, even now fatal cases due to acute poisoning attributable to carbon monoxide occur.

Numbers of decided case of Workers' Accident Compensation Insurance Benefits for lung cancers and mesothelioma attributable to asbestos are increasing to about 1,800 cases in 2006. In addition, as the further increase of demolishing work etc. of buildings with use of asbestos are expected, the occurrence of health disorder due to asbestos for workers engaging in such works is concerned.

(d) Industrial Health Activities, Promotion of Total Health and Creating Comfortable Worksite

The rate of abnormal findings in periodical medical examination is increasing year after year and numbers of claimed and decided case of Workers' Accident Compensation Insurance Benefits for health disorders and mental disorders due to overworks are also increasing. To cope with these challenges, the further vitalization in industrial health activities at workplaces are required. In addition, while one of the national concerns is to heighten the employment rate for aged persons or females corresponding to declining of workforce, the importance of promotion of health and comfortable worksites in terms of both mental and physical features is growing. Furthermore, taking into account the trends of the framework convention of the World Health Organization pertaining to the tobacco regulation, the further enhancement of preventive measures for the secondhand smoke is also the challenging issue.

c. Status Pertaining to Overall Safety and Health

(a) Investigation of Dangers or Harms etc. and Taking Measures based on the Investigation

According to the diversity and complexity of recent production processes, factors of dangers or harms in workplaces are being diversified.

In order to cope with these situations, not only to have employers observe the obligated minimum requirements of industrial safety and health legislations, it is also necessary to

disseminate “Investigation of Dangers or Harms, etc.”, which is to identify dangers or harms, evaluate the risk arising from them, study measures to eliminate or control risks and take action for the measures. However, because of insufficient human resource, poor information on how to implement, etc., workplaces with workers of 10 or more implementing the investigation remain about 20 %.

(b) Safety and Health Management Activities

Safety and health management activities regarding the implementation of safety and health education such as educations to newly employed workers and education when job contents have been altered, the safety patrol, etc. are being inactive.

In addition, workplaces introducing the safety and health management system remain a little under 10 % of those with employees of 10 or more.

(c) Diversification, etc. of Employment Patterns

Non-regular workers such as dispatched workers, contract-based workers, short-time basis workers, etc. who change their workplaces in short periods are increasing, i.e., one out of 3 workers are already non-regular, and the rate of workers’ casualties with job experiences of short period are increasing.

In addition, in accordance with the progress in ageing, the rate of aged workers is expected to be increasingly high.

3 The Fundamental Policy of Safety and Health Measures in the Plan

The safety and health measures in this plan are to be addressed from the two perspectives i.e., reduction of risks to decrease industrial accidents overall and the prevention of serious accidents as well as to be properly promoted by setting targets, the planned implementation, etc.

(1) Promoting Measures for the Risk Elimination and Control to Decrease Overall Industrial Accidents

In order to further decrease overall industrial accidents of injury accidents, etc., “Investigation of Dangers or Harms, etc.”, i.e., to identify the dangers or harms, evaluate their risks, decide how to eliminate or control risks and take actions, is necessary to be widely settled, and to further enhance it.

(2) Enriching Measures to Prevent Serious Industrial Accidents

In order to further decrease serious industrial accidents of fatal accidents, etc., to effectively promote industrial accident prevention measures for works, machines, equipment, etc. due to which large numbers of serious industrial accidents occur, and to enrich the necessary measures through reviewing to strengthen the accident prevention.

(3) Properly Promoting Measures by Setting Target, Planned Implementation, etc.

Since in recent Government Administration, the planned administrative managements, their assessments, etc. are required and “C187 Promotional Framework for Occupational Safety and Health Convention, 2006” ratified in 2007 also requires the same policies for the domestic safety and health plan, to properly promote the Plan through setting of target, evaluation, etc.

4 Term of the Plan

This plan will be a five-year plan commencing in fiscal 2008 and ending in fiscal 2012. However, in the event that special circumstances relating to the prevention of industrial accidents arise during the term of the plan, revisions to the plan shall be made as necessary.

5 Target of the Plan

(1) Target

In order to upgrade the level of the safety and health through preventing industrial accidents, ensuring workers' health and creating comfortable worksites, to set up the following targets. Parties concerned including the State, employers and workers, shall address positively with respective positions for achieving targets.

For the period to 2012, the decrease, etc. in every year to achieve these targets is also aimed.

- a. To decrease numbers of fatality by 20 % or more in 2012 compared to that in 2007.
- b. To decrease numbers of injury by 15 % or more in 2012 compared to that in 2007.
- c. To promote the measures ensuring workers' health, and to stop the increasing trend in abnormal findings of the periodic medical examinations and turn it to decrease.

(2) Major emphasis of measures and their targets

Administrative measures with major emphasis in this Plan and taking into account these measures the safety and health measures to be carried out by employers are prescribed as follows.

- a. With regard to "Investigation of Dangers or Harms, etc.", to officially announce and disseminate the practical methods of implementation fitting to actual work contents, to enhance human resource cultivation at internal and external workplaces and to steadily upgrade the rate of their implementation.
- b. With regard to "Investigation of Dangers or Harms, etc." for chemical substances, by making use of the material safety data sheet (hereinafter referred to as "MSDS"), to steadily upgrade its implementation rate.
- c. With regard to the prevention of machine accidents, to study enriching the safety measures for each type of machines with the frequent occurrence or the high severity of industrial accidents and to take necessary measures, and to further reduce machine accidents.
- d. With regard to the prevention of fall accidents, to study enriching the preventive measures for fall accidents relating works on scaffoldings, buildings or loading/unloading works that accidents frequently occur and to take necessary measures, and to further reduce fall accidents.
- e. With regard to the prevention of health impairment due to dusts, to promote the comprehensive measures, major emphasis of which are for tunnel construction work, arc welding work, metal grinding work, etc., and to reduce the new abnormal findings of the pneumoconiosis.
- f. With regard to the prevention of health impairment due to chemical substances, through taking necessary measures, such as thorough appointment of operation chiefs for harmful works related to chemical substances and carrying out their tasks thoroughly, thorough implementation of work environment controls, to enhancing the safety and health education and others, to decrease occupational diseases due to specified chemical substances or chemical substances such as organic solvent poisonings, carbon monoxide poisonings, etc.
- g. With regard to the medical examination to workers, to enhance the self addressing by workers, to thoroughly implement measures based on "Guideline Pertaining to Measures Taken by Employers Based on the Result of Medical Examinations (Public Notice No.1 of 1996, the Guideline of Measures by Medical Examination Results), to collaborate with measures taken by medical insurers based on "the Act Pertaining to Ensuring the Medicine for Aged People (Law No. 80 of 1982)", and to steadily upgrade the rate of implementation of health management based on medical examination result etc.
- h. With regard to the mental health, to take preventive measure of health impairment due to overloaded works, to implement the training, seminars, etc. for encouraging each worker notice

their mental health, to establish the consulting system in workplaces or external one, to promote the measure for back to work, and to make the rate of workplaces that address the mental health cares 50 % or more.

6 Industrial Accident Prevention Measures of the Plan

(1) Enhancement of Autonomous Safety and Health Activities

a. Enhancing the Implementation of “Investigation of Dangers or Harms, etc.”

(a) Enhancing Supports to Small and Medium-sized Workplaces, their Staff Cultivation, etc.

In order to enhance the implementation of “Investigation of Dangers or Harms, etc.”, to provide the guidance mainly focused on small and medium-sized workplaces by experts, to prepare manuals, etc. for operations that are common to small and medium-sized workplaces or specified industrial sectors as well as to support dissemination activities by industry groups.

To enhance the staff cultivation at workplaces and the cultivation of human resources that provides the guidance to workplace staffs.

(b) Enhancement of Information Provision by Machine Manufacturers and Persons Who Transfer or Offer Chemical; Substances

For machines, to investigate the system to enhance the indication on machines for which manufacturers carried out “Investigation of Dangers or Harms, etc.” and took measures, and the information provision for use when transferring machines including the results of “Investigation of Danger or Harm, etc.”.

For chemical substances, to thoroughly implement the information provision on dangers or harms of chemical substances through issuing MSDS and the information provision by an orderer to contractors when outsourcing the works of remodeling the chemical facilities.

(c) Promoting the Information Provision, etc. for Enhancing “Investigation of Dangers or Harms, etc.”

In order that “Investigation of Danger or Harm, etc.” is effectively implemented, to promote the information provision such as industrial accident cases, good practices of safety and health activities or improvements.

In addition, to investigate the flexible application of safety and health legislations on the condition of implementing “Investigation of Dangers or Harms, etc.”

b. Utilization, etc. of the safety and health management system

To enhance the implementation of Investigation of Dangers or Harms, etc. and the autonomous introduction of the safety and health management system in workplaces.

To encourage industrial sectors to autonomously prepare manuals along with “The Guideline on the Safety and Health Management System (No. 53 of the Ministry of Labour Notification, 1999)”

In addition, to further disseminate the approval system of exempting the notification of the plan on the condition of implementing the safety and health management system.

To enhance the system that in the procure system of public works an orderer is to evaluate how tenderers address the safety and health such as safety and health management system.

c. Environmental Arrangement, etc. for Enhancing Autonomous Safety and Health Activities

(a) Enhancing the Environmental Arrangement that the Safety and Health is Prioritized at Enterprises

To spread “the safety culture” which takes top priority on workers’ safety and health, to top management as well as the enterprise as a whole.

To study the scheme that at businesses between enterprises the positive addressing to the safety and health is socially appreciated.

In addition, to promote the public information to people for upgrading the consciousness of importance of the safety and health including students before starting work, workers' families, etc.

(b) Enhancing the Vitalization of the Safety and Health Committee, etc.

To enhance activities of the safety and health committee, etc. through thorough survey and deliberation on "Investigation of Dangers or Harms, etc." and matters pertaining "plan", "do", "check" and "improve" on the safety and health by the safety and health committee, etc.

To vitalize daily safety and health activities, such as safety patrol, etc. which seem inactive.

In order to enhance the safety and health activities at workplaces, to enrich the information provision on the safety and health.

To institutionalize the record keeping on industrial accidents at workplaces and thoroughly implement recurrence preventive measures by making use of these records.

d. Promotion, etc. of information commoditizing

To enrich the industrial accident preventive measures in enterprises, etc. by widely providing the information on industrial accident cases, dangers or harms of chemical substances, etc. so that the persons concerned are able to share the information and to enhance that industrial groups, enterprises, etc. perform positively preventive activities by raising the awareness of people or enterprises on the importance of the industrial accident prevention.

(2) Preventive Measures for Specific Accidents

a. Preventive Measures for Machine Accidents

(a) Enhancing the Implementation of "Investigation of Dangers or Harms, etc." at Machine Design Stage, etc.

Based on provisions of Article 28-2 of the Industrial Safety and Health Act and "Guidelines for the Comprehensive Safety Standards of Machinery (Labour Standards Bureau Notice No. 0731001, July 31, 2007)", to enhance the implementation of "Investigation of Dangers or Harms, etc." at design, manufacture and use of machines and to enhance the information provision for use including the result of "Investigation of Danger or Harm, etc." at the time of transferring machines.

To investigate the system of indicating on machines and enhancing the information provision for use of the machines when a machine manufacturer carried out the investigation.

(b) Enriching Measures for Machines of Frequent Accident Occurrence, etc.

With regard to machines due to which accidents occur frequently or accidents with serious severity occur, to investigate to strengthen the preventive measure by each type of machines and to take necessary measures.

(c) Planned Review for Construction Codes

From the viewpoint of technical development, performance oriented provisions, etc., to systematically review construction codes for machines, etc.

b. Preventive Measure for Fall Accidents

(a) Dissemination on Advanced Methods of Scaffold and Handrails

To disseminate the advanced methods of handrails for the scaffold erecting or dismantling works and the advanced methods of scaffolds for low-rise house construction such as wooden house construction, etc.

(b) Enriching Preventive Measures for Fall Accident from Scaffold

To make fully known the preventive measures for fall accidents based on the new safety measure under studying.

(c) Enriching Preventive Measures for Fall Accident from Buildings, Vehicles, etc.

To study enriching the preventive measures for fall accidents from buildings or vehicles during cargo handling works other than in the construction industry and to take necessary measures.

c. Preventive Measures for Traffic Industrial Accident

(a) Thoroughness, etc. of the Guideline

To keep thoroughly informed about the guideline for preventing traffic industrial accidents, taking into account the survey result on the relationship between actual driving conditions and industrial accident occurrence.

(b) Developing and Disseminating the Real-time Remote Safety and Health Managing Method

To develop “the Real-time Remote Safety and Health Managing Method” that obtains the travelling information of trucks at real-time basis by making use of the information technology and gives a driver the necessary indication for safety and health, and to widely disseminate its accomplishment.

(c) Cooperation with Relevant Administrative Bodies

To thoroughly implement the preventive measure for traffic industrial accidents through cooperation with relevant administrative organizations, such as the Ministry of Land, Infrastructure, Transport and Tourism, the National Police Agency, etc.

d. Preventive Measures for Fire and Explosion Accidents

With regard to the fire and explosion accident caused by gas, vapour and dust, to thoroughly implement measures prescribed in the related legislation of the industrial safety and health and to enhance the dissemination of “Investigation of Dangers or Harms, etc.” related to chemical substances with making use of MSDS, etc.

(3) Measures for Industrial Sectors with Frequent Accident Occurrence

a. Measure for Manufacturing Industry

(a) Enhancing the Implementation of Investigation of Dangers or Harms, etc.

To enhance the proper implementation of investigation of dangers or harms, etc.

In particular, to provide the guidance by experts mainly focused on small and medium-sized workplaces, prepare manuals for operations, etc. that are common to small and medium-sized workplaces and support the dissemination activities by industrial groups.

(b) Thorough Implementation of Measures in the Field Where Industrial Accidents such as Machine Accident, Fall Accident, etc. Occur Frequently

To study enriching the safety measures for machines with frequent accident occurrence, preventive measures for fall accident from building, etc., and to take necessary measures.

(c) Dissemination and Enhancement of Safety and Health Management Methods by Making Use of IT Technology

In order to cope with the loss of knowledge, techniques or know-how, or lowering of workers' skill, etc., to enhance the dissemination of the safety and health management methods by making use of IT technology, such as personal digital assistance (PDA), IC tag, etc. which enables the information provision, warnings, etc.

(d) Diversification of Employment Patterns

To thoroughly implement the safety and health education at the time when workers are employed, and to promote the danger sensitiveness raising education to upgrade the workers' sensitivities to dangers through making workers not getting used such as with short period of experiences experienced the simulated accidents by using actual machines, etc.

In order to prevent industrial accidents at a worksite where workers of different contractors are working together, to keep thoroughly informed about measures based on the legal requirements including the coordination among works and “Guideline for the Integrated Safety and Health

Management by Principal Employers in Manufacturing Industry (Labour Standards Bureau Notice No. 0801010, August 1, 2006)”.

In addition, in order to prevent industrial accidents when carrying out remodeling work, etc. of facilities by which manufacture or handle chemical substances, to thoroughly implement the information provision to contractors from orderers and the safety and health measures at irregular works conducted by orderers, employers, etc.

With regard to dispatched workers, to thoroughly implement that providing and receiving companies observe the requirements pursuant to relevant legislations.

b. Measures for Construction Industry

(a) Enriching Overall Control by Principal Employers

In order to prevent industrial accidents in construction industry with the multilayered structure, to continuously make sure of thorough implementation of the overall safety and health management by principal employers.

In particular, as the accident occurrence rate at construction sites of small and medium-sized local general contractors is higher than that of major general contractors, to upgrade their supervising capability.

(b) Improving the Safety and Health Management Capability of Specialized Contractors

In order to upgrade the self-directive safety and health management of specialized contractors, to enhance their implementation of “Investigation of Dangers or Harms, etc.” by making use of manuals by each specialized area.

(c) Enhancing Consideration to the Safety and Health by Orderers

As enhancement measures of consideration of the safety and health by orderers, to ensure the safety and health expenses and to enhance the introduction of the system assessing how the safety and health management system, etc. is carried out at the procurement system of public works.

(d) Strengthening the Preventive Measures for Fall Accidents

To disseminate the advanced scaffold method for low-rise house construction such as wooden house construction and advanced handrail method for scaffold erection and dismantling work, and to keep thoroughly informed about the preventive measures of fall accidents from scaffolds. In addition, to study enriching safety measures for works in which industrial accidents occur frequently such as preventive measure for fall from openings, beams, etc., preventive measure for running on roof with slates to fall, etc. and to take necessary measures.

As the preventive measure for construction machine accidents, to enhance the further dissemination of drag shovels equipped with crane functions, dangers detecting system at construction sites and the introduction of roll-over protection system.

As preventive measures for land collapse accidents, to ensure further dissemination and settlement of the advanced shoring method by requesting orderers to adopt “Guideline of Pre-shoring Methods (Labour Standards Bureau Notice No. 1217001, December 17, 2003)”.

c. Measures for Land Transportation Industry

(a) Promoting Measures for Traffic Industrial Accident Prevention

To keep thoroughly informed about the guideline for traffic industrial accident prevention.

To develop “the Real-time Remote Safety and Health Managing Method” and to disseminate it.

To thoroughly implement the preventive measures for traffic industrial accidents through cooperation with the relevant administrative organizations, i.e. the Ministry of Land, Infrastructure, Transport and Tourism, the National Police Agency, etc.

To enhance the cooperation between freight owners and transport companies regarding the safe

travelling for traffic industrial accident prevention.

(b) Strengthening the Preventive Measure for Fall Accident of Cargo Handling Work

To enhance the proper implementation of “Investigation of Dangers or Harms, etc.” by making use of manuals by each type of works.

To study enriching of preventive measures for fall accident from trucks during cargo handling work and to make necessary measures.

d. Measures for Forestry Industry

To enhance the dissemination of “the Investigation of Dangers or Harms, etc.” by making use of manuals by each type of works.

To study enriching the safety measures for the works such as frozen felling trees, etc. and to take necessary measures.

To keep thoroughly informed about the safety measures for large-sized forestry machines such as high performance forestry machines, which have been introduced in recent years.

e. Measures for Tertiary Industry

(a) Promoting Measures for Industrial Sectors Where Industrial Accidents Occur Frequently

With regard to industries with frequent occurrence of industrial accident, in which industrial accidents are increasing or with the high occurrence rate such as wholesale and retail industry, social welfare facilities, waste-disposal industry, etc., to promote measures making use of model safety and health management rules, guidelines for industrial accident prevention, etc.

(b) Enhancing the implementation of “Investigation of Dangers or Harms, etc.”

With regard to “Investigation of Dangers or Harms, etc.”, to provide the guidance by experts mainly focused on small and medium-sized workplaces, prepare manuals for operations, etc. that are to small and medium-sized workplaces and support dissemination activities by industrial groups.

(c) Promoting the Preventive Measures for Traffic Industrial Accidents

To make fully known the guideline of traffic industrial accident prevention and provide necessary assistance for conducting operators’ education.

(d) Enhancing the Autonomous Safety and Health Activities by Making Use of Industrial Accident Cases

To publish the safety and health information such as industrial accident cases, and to enhance autonomous safety and health activities at workplaces.

f. Measures for Other Industries

For harbour transportation industry, mining industry and other industries with frequent accident occurrence, to continuously promote the industrial accident preventive measures taking into account the actual situation of each industrial sector.

(4) Preventive Measures for Occupational Diseases (Excluding Those Related to Asbestos and Chemical Substances)

a. Preventive Measures for Health Impairment due to Dusts

To promote the integrated measure taking into account actual situations of health impairment due to dust while putting major emphasis on reviewed preventive measure for tunnel construction, arc welding work, metal grinding work, etc. in which many new abnormal findings are found.

With regard to tunnel construction works, in order to ensure to reduce workers’ exposure to dusts, to thoroughly implement measures such as effective ventilation corresponding to dimensions, etc. of tunnels, measurement of the dust concentration based on “the Guideline on Preventive Measures for Dusts at Construction Work such as Tunnel, etc. (Labour Standards

Bureau Notice No. 768, December 26, 2000)” and increase of air volume of ventilation equipment according to the measurement results, use of respiratory protective equipment with motor-driven fan, ensuring appropriate evacuation time for blasting, etc.

In addition, to conduct survey and research on measurement methods of dust concentration using personal sampling devices and according to survey and research to study the measure to reduce the dust exposures.

b. Preventive Measures for Lumbago

To study concrete methods for mitigating the load on lumbar such as introducing the appropriate nursing-care equipment etc. focusing on care works, etc. in which lumbagos occur frequently, review “Guideline for Lumbago Preventive Measures at Workshops (Labour Standards Bureau Notice No. 547, September 6, 1994)”, and to make it fully known.

To study methods to make employers and workers aware of lumbago dangers in various works and enhance the dissemination of them.

c. Preventive Measures for Health Impairment due to Vibrations and Noises

With regard to preventing the health impairment due to vibrations, to enhance the dissemination of the preventive measures for health impairment due to vibrations including the work control, etc. based on the working time standards corresponding to the vibration level of vibration tools. In addition, to encourage manufacturers, etc. of vibration tools to indicate their vibration level so that users of the tools are able to know their vibration level.

With regard to preventing the health impairment due to noises, to promote measures mitigating the noise level as well as to thoroughly implement the working environment control based on “the Guideline for Preventing Health Impairments due to Vibrations (Labour Standards Bureau Notice No. 546, October 1, 1992)”.

d. Preventive Measures for Heat Disorder, Anoxia, etc.

With regard to preventing the heat disorder, to study its concrete preventive measures, prepare the guidelines based on the study and to enhance the dissemination of the preventive measures. In addition, focusing on sectors and timing in which heat disorders occur frequently to make fully known the preventive measures.

With regard to preventing anoxia, etc., to thoroughly implement the preventive measures, such as the awareness improvement on oxygen deficient places, procedure or the confirmations corresponding to work contents, etc.

e. Preventive Measure for Other Occupational Diseases

With regard to preventing health impairment due to ionized radiation, to thoroughly implement the measure of exposure mitigation, etc.

With regard to preventing health impairment due to VDT works, to continuously keep thoroughly informed about “Guideline for Occupational Health Management on VDT Works (Labour Standards Bureau Notice No. 0405001, April 5, 2002)”.

With regard to new communicable diseases, such as new type of influenza, etc. that are worried about their occurrence, to promote to build the crisis-control structure for their occurrences by cooperation with relevant organizations.

(5) Preventive Measure for Asbestos Disorders

a. Thorough Enforcement, etc. of Total Ban

To thoroughly implement the total ban of producing, etc.. With regard to the asbestos products for which the ban is exceptionally suspended however, to enhance substituting to non-asbestos products while taking into account ensuring safety and ultimately abolish the suspension.

b. Thorough Implementation of Exposure Preventive Measures at Demolition Work, etc.

To thoroughly implement the preventive measures for workers' exposure due to building demolition works, damages of asbestos, etc. sprayed on buildings and others. In addition, to investigate the enrichment of exposure preventive measures for asbestos, e.g. the legal enforcement to use of respiratory protective equipment with motor-driven fans, and to take necessary measures.

c. Promotion of Health Management Measure for Job Leavers

With regard to the health management notebooks for asbestos, the requisites of which are revised, to make it fully known, upgrade the diagnosis techniques or expand medical organizations conducting the medical examinations thus establish the implementation system of medical examinations and properly promote health care for job leavers.

(6) Measures for Chemical Substances

a. Preventive Measures of Industrial Accidents due to Chemical Substances

(a) Enhancing Dissemination of Investigation of Dangers or Harms, etc.

To enhance the dissemination of Investigation of Dangers or Harms, etc. of chemical substances by making use of MSDS, etc. As the foundation for this, taking into account the overseas trends, to categorize materials, which are estimated of dangers or harms with planned manner based on the global harmonization system on classification and indication of chemical products, prepare the model MSDS, study to expand object substances of indication and document issuing, thus to promote the measures. In addition, to ensure the support the preparation of case collections, seminars, selection of model workplaces.

(b) Though Implementation of Measures for Preventing Health Impairment due to Chemical Substances

In order to prevent the health impairment due to chemical substances such as specified chemical substances, organic solvents, carbon monoxides, etc., to take necessary measures such as thorough appointment of operation chiefs, thoroughness of their tasks, thorough implementation of measures required by legislations and enhancing the safety and health education.

(c) Further Promotion of Working Environment Control

In order to ensure good working environments by removing various harmful elements at working environments, to properly conduct the working environment measurement, evaluate its result, thoroughly take measure based on the evaluation, and thus further promote the working environment control.

b. Measures for Chemical Management

(a) Further Promotion of Chemical Management Based on Risk Evaluation

With regard to the materials, etc. with carcinogenic potential, based on the report system on exposure works to harmful substances, to carry out the risk evaluation by the State, orderly enforce chemical substances, etc. with high risks and further promote chemical management by the appropriate combinations of enforcement and self regulation.

With regard to substances that the carcinogenic potentials to animals are found, based on the investigation for new chemical substances or the investigation by the State, to implement the guidance for measures preventing health impairments.

(b) Study and Promotion on the System of Chemical Management Taking into Account the International Trends

With regard to the chemical management there is also a trend that they are to be dealt under the international cooperation as the global challenges.

Therefore, With regard to the system for chemical management, taking into account international

trends such as the international agreements on long term based chemical management at the World Summit on Sustainable Development (WSSD) in 2002, the Strategic Approach to International Chemical Management (SAICH) for its target achievement, “Registration, Evaluation, Authorization and Restriction of Chemicals (REACH)”, etc., to study roles of the Government and private sectors and promote necessary measures.

(7) Measures for Mental Health and Preventing Health Impairment due to Overwork

a. Measure for Mental Health

With regard to the mental health at worksites, to enhance implementing the education or training to workers with mental ill health to make them early aware of their condition, establish the consulting system, promote the cooperation with external resources and thus to promote the measures for returning to work.

Through collecting examples of the workplaces that addressed the measures for mental health and achieved success, to study the methods, which are possible, concrete and effective to other workplaces through their analysis and to make their dissemination.

With regard to the mental disorder cases decided as work-related diseases, to survey mainly on matters to study recurrence prevention and thoroughly implement the recurrence preventive measures by making use of their survey results.

Furthermore, since measures based on the Basic Act on Measures for Suicide (Act No. 85 of 2006) are now promoted with the Government as a whole, to further promote the suicide prevention through implementation of measure for mental health at worksites from the view point that measures for mental health at worksite contribute to protect workers from suicide.

(a) Establishing Consulting System

In order to strengthening the consulting system at worksites, to enhance the education and/or training to managers, supervisors or health staff in all workplaces on finding workers with mental ill health, identification, improvement and consultation of working environments, protection of personal information and early detection and early treatment for depressive psychosis and thus establish the consulting system at workplaces.

In addition, in order to ensure workers feeling mental ill health are able to consult, to implement the enlightening guidance regarding the assignment of persons in charge of the mental health consultation or effective use of external resources.

(b) Enhancing Cooperation with Resources out of Workplaces

With regard to the expert organizations of the mental health consultation as the external resource, to register and officially announce those complying with specific requirements and thus ensure external resources of good quality and positively make use of them.

When persons with mental ill health were detected through face-to-face consultation for persons with long working hours, mental health consultation or recognition by surrounding people, to build up the scheme that these facts are promptly connected to medical agencies or expert consulting organizations and make use of them.

(c) Promoting the Measures for Back-to-work

To enrich “Guide for Back-to-work Assistance for Workers Who Were Absent from Works due to Mental ill health” prepared by the Ministry of Health, Labour and Welfare in 2004, and to promote the measures so as to enhance back-to-work.

Since it is inevitable to ensure the mutual cooperation between industrial physicians and psychiatrists for back-to-work, to strengthen network of industrial physicians and psychiatrists.

b. Measures Preventing Health Impairment due to Overwork

(a) Restraining Long Working Hours

Taking into account medical evidences that overworks with long working hours are likely to be the most critical factor to the fatigue accumulation and are likely to relate with the occurrence of brain and/or heart diseases, to improve the setting of working hours, etc. in order to avoid the overwork with long working hours such as reducing overtime working or work on day-off, taking annual paid holidays and thus to create the social momentum not to allow the long working hours. In addition, in the case of occurrence of the work-related diseases caused by long working hours, to thoroughly implement the cause investigation and recurrence preventive measures for them.

(b) Thorough Implementation of Face-to-face Guidance

In order to ensure the face-to-face guidance by a physician and measure to be taken according to its result for workers with the fatigue accumulation due to long working hours at all workplaces, to thoroughly implement the measures subsequent to the guidance at the workplaces that have the obligation to appoint industrial physicians and in order to ensure that the face-to-face guidance and subsequent measures are properly carried out at workplaces with workers of less than 50 that have no obligation appointing the industrial physician, to establish the face-to-face guidance system at district industrial health centers and make use of them.

(8) Industrial Health Activities, Health Promotion and Creating Comfortable Worksites

a. Vitalizing Industrial Health Activities

(a) Thorough Appointment of Industrial Physician, etc.

Since activities by industrial physicians, health officers, etc. are important for ensuring workers' health, through fully explaining the advantageous effects on industrial health by their appointment to thoroughly implement the appointment of industrial physicians, health officers, etc. and their tasks.

(b) Enriching Industrial Health Activities

Through the effective use of industrial health promotion centers that implement training, consultation, etc. to industrial health staffs such as industrial physicians, etc. and projects carried out by district industrial health centers that provide industrial health services to workplaces with workers of less than 50, and by ensuring the mutual cooperation, to vitalize the local based industrial health activities.

Since various issues pertaining to industrial health such as the mental health, overwork, etc. are diversified, through enriching trainings to industrial physicians, to enhance activities by industrial physicians for wide ranged issues such as overwork, mental health, lifestyle-related diseases, etc. as well as occupational diseases.

As it is needed that industrial physicians act while cooperating with industrial health staffs such as nurses, etc., to positively utilize the industrial health staffs such as nurses, etc. and enhance mutual cooperation for effective industrial health activities at workplaces.

In addition to the programmes above, to strengthening the cooperation with district health utilizing the promoting councils for cooperation between district and occupation area, and to cooperate with measures taken by medical care insurers pursuant to the Act on Ensuring Medical Cares to Aged People, and to thoroughly implement the medical examination and the health cares. Furthermore, to implement enlightening and dissemination so that workers receive the medical examination carried out by employers and make effort to keep their health by making use of the result of the medical examination and the health guidance.

b. Measures for Health Promotion

In order to promote both mental and physical health for all workers, based on "Guideline for Maintaining and Improving Workers' Health (Officially Announced Guideline No. 1 of 1988)" which was revised so that the small and medium-sized workplaces can implement it, to further

implement the dissemination and the settlement of the health promotion by setting targets, clarifying evaluations and planned promotion on the health promotion measures.

For promoting above, to strengthen the cooperation with the district health care by making use of the council promoting the cooperation between district and occupation area, and to ensure the cooperation with the measures carried out by medical care insurers based on the Act on Ensuring Medical Cares for Aged People.

c. Measures for Creating Comfortable Worksites

(a) Promotion to Make Worksites Comfortable

To implement survey and research not only for engineering measures on the aerial environment, thermal conditions, etc. but also for means to contribute to comfortable worksites from the view point of software such as human relation at worksites, and to study reviewing the comfortable worksites guideline for creating integrated comfortable worksites.

(b) Promoting Preventive Measures for the Secondhand Smoke

To thoroughly implement the appropriate preventive measures for secondhand smoke, through making known the health effect due to secondhand smoke and disseminating effective measures for preventing secondhand smoke. In addition, taking into account the domestic and international trends, to study the enrichment of the preventive measures for secondhand smoke.

(9) Strengthening Measures for the Safety and Health Management

a. Effective Promotion, etc. of the Safety and Health Education

(a) Thorough Implementation of the Safety and Health Education at the Time of Employment, etc.

(b) Enhancing Handing-on of Knowledge, Techniques, etc. from Skilled Workers

As it is concerned that due to the mass retirement of baby boom generations, the knowledge, techniques and know-how in the field of the safety and health are lost, to enhance and disseminate the safety and health management methods by making use of IT technology.

(c) Capacity-building and Evaluation, etc. to Persons in Charge of Safety and Health

To enhance the capacity-building education to persons in charge of safety and health such as safety officers, etc. And through the capacity evaluation, etc. by voluntary based third parties for persons in charge of safety and health, to ensure the capacity-building and evaluation, and vitalization of the persons in charge of safety and health.

(d) Enhancing Resource Cultivation on “Investigation of Dangers or Harms, etc.”

In order to disseminate “the Investigation of Dangers or Harms, etc.”, to enhance cultivating persons in charge of safety and health at workplaces and resource persons who conduct guidance, etc. to persons in charge at workplaces.

b. Promoting Measures for Small and Medium-sized Workplaces

To make small and medium-sized workplaces advance the awareness of the safety and health by taking every opportunity, to disseminate the safety and health measures aimed at small and medium-sized workplaces, and promote necessary supports.

In addition, to promote cultivating internal resource persons for creating environments to implement the safety and health measures, utilization of external resource persons and/or agencies, information provisions, etc. As it is effective that small and medium-sized workplaces consult on these matters with cooperation and in a group, to enhance that.

(a) Promotion, etc. of Considerations to Safety and Health by Orderer

Many of small and medium-sized workplaces carry out manufacturing, etc. based on the orders from other companies, and if the ordering companies consider the safety and health situation of the order-receiving companies it contributes to advance the recognition to the safety and health,

and the level of safety and health of order-receiving companies. In this regard, to enhance that through collecting good examples and their provision.

(b) Dissemination, etc. of Safety and Health Measures Aimed at Small and Medium-sized Workplaces

To thoroughly implement the preventive measure for frequent occurring accidents for industrial sectors with the frequent accident occurrence in which many small and medium-sized workplaces are involved in, and to prepare manuals for small and medium-sized workplaces to enhance “Investigation of Dangers or Harms, etc.”, make dissemination and settlement for the health promotion measures which was revised so that the small and medium-sized workplaces can implement and make the capacity-building for persons in charge of chemical management. In order to promote the above measures, to support the implementation of the basic safety and health measures by small and medium-sized workplaces, the group activities for know-how accumulation, the implementation of “Investigation of Dangers or Harms, etc.” and autonomous safety and health measures such as health promotion measures, etc.

From the viewpoint of promoting industrial accident prevention activities by labour and management, through making effective use of industrial accident prevention instructors, to advance the safety and health management at small and medium-sized workplaces.

(c) Cultivation, etc. of Internal Resources at Small and Medium-sized Workplaces

To cultivate persons in charge for properly implementing “Investigation of Dangers or Harms, etc.”, conduct mental health educations to managers and/or supervisors, thus to enhance the resource cultivation at workplaces for promoting the safety and health measures of small and medium-sized workplaces.

(d) Promoting Information Provision

Through promoting the provision on safety and health information such as industrial accident cases, etc., to enhance autonomous safety and health activities by making use of these information.

c .Measure for Diversification, etc. of Employment Pattern

(a) Thorough Implementation of Educations at the Time of Employment, etc. and Enhancement of the Education Advancing the Sensibilities to Dangers

In order to prevent industrial accident related to dispatched workers, contract workers and workers of short working hours, to thoroughly implement the educations at the time of employment or when the work contents are changed and to enhance the education advancing the sensibilities to dangers.

(b) Thorough Implementation of Liaison and Coordination among Works by Principal Employers of Manufacturing Industry

At workplaces of manufacturing industry, to keep thoroughly informed about the measures based on the legislation such as liaison and coordination among works where contract workers, etc. are working together and “the Guideline for the Integrated Safety and Health Management by Principal Employers of Manufacturing Industry”.

In addition, with regard to dispatched workers, to thoroughly implement legally required obligations of dispatching employers and receiving employers.

d. Promoting Measures for Aged Workers, etc.

Since along with utilizing aged workers and ensuring employment opportunities, ensuring the safety and health for aged workers is becoming important, to promote collecting actual examples, survey and research on physical features, etc. necessary for promoting the measures at workplaces while making cooperation with labour and management. And to make further

dissemination and settlement of the health promotion at workplaces while cooperating with services provided by the district health care and measures carried out by medical insurers based on the Act on Ensuring Medical Cares to Aged People.

In addition from the viewpoint of protection of motherhood, to thoroughly implement the limitation of the engagement for pregnant and parturient women to dangerous and/or harmful works.

(a) Dissemination of Measures on Improvement, etc. of Working Environment, etc.

The safety and health measures considering the physical features of aged workers are conducive to all workers too and further promotion is needed. In this regard, to enhance the working environment, improvement of work methods and creation of comfortable working environment considering physical features of aged workers, and to collect good practice examples for them and officially announce them.

(b) Promotion, etc. of Survey and Research on Physical Features, etc. of Aged Workers

Through promoting the survey and research on physical features of aged workers and widely providing their results, etc., to enhance the implementation of safety and health measures considering the physical features of aged workers, and taking into account their achievements to study effective safety and health measures for aged workers.

e. Globalization

(a) Promoting Measures Taking into Account International Trends

In the case that in overseas countries, international organizations, etc. new evidences related to the safety and health were obtained or the new enforcement system was applied, to promptly gather the information and respond quickly and adequately.

(b) Promoting the International Cooperation and/or Cooperative Involvement

While cooperating with relevant organizations such as Japan International Cooperation Agency (JICA), to positively promote the international cooperation in the field of the safety and health emphasizing in Asian region. In addition, with regard to the safety and health management system, to promote the cooperative involvement with overseas countries.

(c) Promoting Measures for Foreign Workers

Through providing the safety and health information in Japan in foreign languages, to promote measures for resolving communication gaps, etc.

(10) Promoting Efficient and Effective Policy Measures

a. Enhancing Industrial Safety and Health Research

Since it is required that the safety and health measures is always promoted based on the new domestic and international knowledge, through cooperation with the survey and research organizations related to the industrial safety and health, to implement the survey and research on the industrial accident prevention, occupational disease prevention, etc., investigation and analysis of industrial accidents, the domestic and international information collection, etc., and thus to enrich and/or strengthen the safety and health measures according to knowledge obtained from them, and to widely promote the research of the safety and health.

b. Promoting Measures for Sectors with Frequent Accident Occurrence in Districts

In the case that due to the district industrial structure, etc., industrial sectors or groups of small and medium-sized workplaces with frequent accident occurrence exist in jurisdictions of Prefectural Labour Bureaus or Labour Standards Inspection Offices, to promote the industrial accident preventive measures with planned and effective manner aiming at them and thus to decrease industrial accidents.

c. Cooperation with Relevant Organizations

(a) Enhancing Activities by Industrial Accident Prevention Organizations, etc.

To encourage safety and health organizations such as industrial accident prevention organizations etc. promote their own safety and health activities e.g. developing and implementing effective assistance services based on the needs of member workplaces.

In particular, to enhance that according to the situations of relevant industrial sectors and in order to effectively carry out business development based on the Plan, the industrial accident prevention organizations address their industrial accident prevention activities, by establishing the plans including targets by relevant industrial sectors, disseminating and enhancing “the Investigation of Dangers or Harms, etc.” and considering the dissemination of the safety and health measures to small and medium-sized workplaces.

(b) Cooperation with Relevant Administrative Organizations

Since preventive measure, etc. of the traffic industrial accident and asbestos disorder can often be effectively promoted by the cooperation with other administrative policy measures such as safety, environment, health, etc., to have the close cooperation with other relevant administrative organization at each stage of the Ministry of Health, Labour and Welfare, Prefectural Labour Bureaus and Labour Standards Inspection Offices.

d. Analysis and Evaluation, etc. of Each Measure

To evaluate the progress, accomplishments, achieving targets, etc. of measures implemented based the Plan, and to make a review from time to time regarding contents of measures, methods, etc. in accordance with their results.