Japanese history on policy in occupational health

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- 1. General structure of legislations in Japan
- 2. History until the development of ISH Law
- 3. Five main components of occupational health managements in ISH Law
- 4. Amendments of ISH Law
- 5. Workers' compensation insurance in Japan
- 6. Infrastructures for occupational health services
- 7. Efficacy of ministerial policy

1. General structure of legislations in Japan

legislative hierarchy

constitution referendum

law congress

cabinet order cabinet

ordinance ministry

————— legislations —————

governmental notices bureaus, divisions, etc.

= non-binding documents

1. General structure of legislations in Japan

Constitution of Japan

Article 27, paragraph 2 Standards for wages, hours, rest and other working conditions shall be fixed by legislation.

→ Labor Standards Law (1947)

Workers' Accident Compensation Insurance Law (1947)

Minimum Wage Law (1959)

Pneumoconiosis Law (1960)

Industrial Safety and Health Law (ISH Law, 1972)

Security of Wage Payment Law (1975)

Working Environment Measurement Law (1975)

1. General structure of legislations in Japan

legislative hierarchy

constitution Article 28 Paragraph 2

law Industrial Safety and Health Law (ISH Law)

cabinet order ISH Law Enforcement Order

ordinance ISH Regulation

Work Under High Pressure, Ionizing

Radiation, Lead Poisoning, Organic

Solvent Poisoning, Hazards due to

Specified Chemical Substances, etc.

Factory Law, 1911

frequent accidents in coal mines and deadly tuberculosis of young females in textile industry

Factory Law (announced in 1911, enforced in 1916): safety and health inspection by government officers, employers' obligation to reimburse medical fee of occupational injuries

gas intoxication, heavy work load, mal-nutrition, military armament

Factory Danger Prevention and Hygiene Regulation based on Factory Law (1938): health exam, walk-through survey, safety supervisor and factory physician were defined

Factory Law, 1911

frequent acc young femal Factory Law and health in obligation to injuries



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16): safety mployers' nal

gas intoxication, neary work load, marman, military

armament Dr. Ishihara, Osamu (石原修博士)

Factory Danger Prevention and Hygiene Regulation based on Factory Law (1938): health exam, walk-through survey, safety supervisor and factory physician were defined



Factory Law 1911

第十六條 職工 第十三 又依 客 依 五 除害ノ為必要ナル事 7 條 4死人像 ル属ア 生 必要上記人 ル所に依り本人又八其ノ遺族 シス 工場 職工徒弟 行 " 工自己ノ 用 八衛 及附屬建 政官廳、命令,定 後人ルコトの自身の , 後票ヲ携 務上員傷と 小認 ·v 生風紀其,他公益,屬建設物效設備力危 職工徒弟夕 ŀ ムル 4 重大ナル 工業主、動 項ラエ + 2 疾 义 病 トラ得 八其 ラ 全部又 强 過失 豫防义 11.72 業主: N 4 PIT

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工場危害豫防及衞生規則中左ノ通改正 厚生省令第四號 昭和十三年四月十六日 省 令

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變更シタル 地方長官 和 = 屆 三年七月 ŀ 牛 出ヅベシ安全委員會規 亦同

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工場危害豫防及衞生規則中左 **Factory Danger** 防及衛生規則中左ノ通 Prevention and Hygiene Regulation 工業主安全管理者ヲ 許可ヲ受ケ之ヲ 共ノ旨ヲ地方長官 amended in 1938 ル處置ヲ記載シ ヲ作成 ヲ使 ヲ 五分ノ 許可ヲ シ危害豫防 JE. 長官 3 適當ナ 叉 ヲ ヲ 增員又

第三三人四號

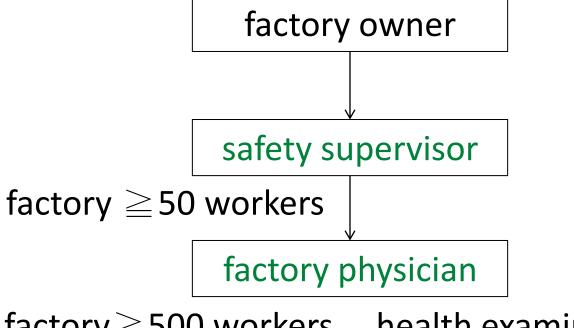
昭和十三年四月十六日

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Factory Danger 第三三人四號 Prevention and Hygiene Regulation amended in 1938 The factory owner with 500 or more employee The factory physician shall shall appoint an factory perform walk-through survey physician. at least once at a month. 變地タ三シ處生ヲノ安得工 The factory owner with 50 or more employee shall appoint a safety supervisor. The factory physician shall perform health examination of workers at least once at a year.

Factory Law, 1911

Factory Danger Prevention and Hygiene Regulation (1938)



factory \geq 500 workers \rightarrow 100 workers (1940)

health examination, walk-through survey, hygienic management

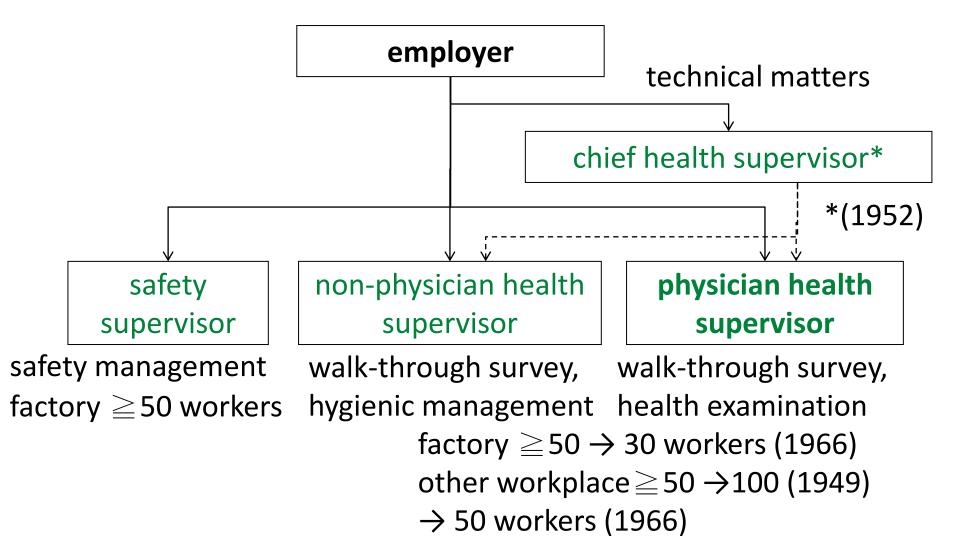
Labour Standard Law, 1947

political reconstruction by USA following non-conditional surrender in Pacific war

Labour Standard Law (1947): stipulates minimum requirements to employer including safety and health issues at workplaces; defined health supervisors in the relevant ordinance

Labour Standard Law, 1947

Industrial Safety and Health Regulation (1947)



Pneumoconiosis Law, 1960

pneumoconiosis, chemical poisoning, diseases from physical hazards

Pneumoconiosis Law (1960): health exam for the screening of pneumoconiosis

Industrial Safety and Health Law, 1972

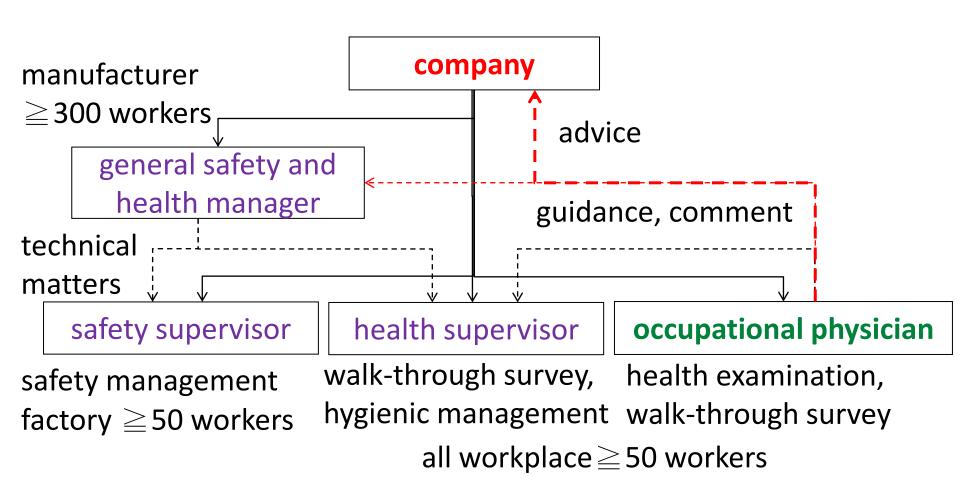
occupational cancer, needs for systematic prevention of occupational diseases

ISH Law (1972): a criminal law diversified from Labour Standard Law; stipulates minimum requirements to work organization (company); enforced by labor standard officers

労働基準法 Labour Standard Law
minimum requirements to employer =使用者
労働安全衛生法 ISH Law
minimum requirements to work organization (company)

Industrial Safety and Health Law, 1972

Industrial Safety and Health Regulation (1972)



Industrial Safety and Health Law, 1972

Article 1

The purpose of this Law is to secure, ... the safety and health of workers in workplaces as well as to facilitate the establishment of comfortable working environment, by promoting the comprehensive and systematic countermeasures concerning the prevention of industrial accidents, such as taking measures for the establishment of standards for prevention of danger and injury, the clarification of responsibility and the promotion of voluntary activities with a view to preventing industrial accidents.

Industrial Safety and Health Law, 1972

Cabinet order of ISH Law: defines hazardous substances or works, etc.

Ordinances of ISH Law: composed of a general ordinance and specific ordinances by hazardous agents; work under high pressure, ionizing radiation, lead poisoning, organic solvent poisoning, hazards due to specified chemical substances, etc.

- 1) Working Environment Management
- 2) Work Management
- 3) Health Management
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education

- 1) Working Environment Management
- 2) Work Management
- 3) Health Management
- 4) Organization for Occupational Tealth Management
- 5) Occupational Health Education

Three Managements 三管理

- 1) Working Environment Management working environment monitoring, work improvement, creating comfortable workshop, etc.
- 2) Work Management
- 3) Health Management
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education

- 1) Working Environment Management
- 2) Work Management improving work process, shortening long working hours, advising proper method for protective devices
- 3) Health Management
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education

- 1) Working Environment Management
- 2) Work Management
- 3) Health Management health exams, countermeasures based on results of health exams, mental health care, etc.
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education

- 3) Health Management
- items at health exam stipulated in ISH ordinance
 - 1938 no items specified
 - 1942 body height, body weight, vision, etc.
 - 1947 body vision, hearing acuity, chest x-ray, erythrocyte sedimentation rate
 - 1972 blood pressure, urinalysis
 - 1989 blood chemistry (liver function, serum lipids, CBC), ECG
 - 1998 HDL-cholesterol, blood sugar or HbA1c
 - 2008 visceral circumference, LDL-cholesterol

- 1) Working Environment Management
- 2) Work Management Three Managements 三管理
- 3) Health Management
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education

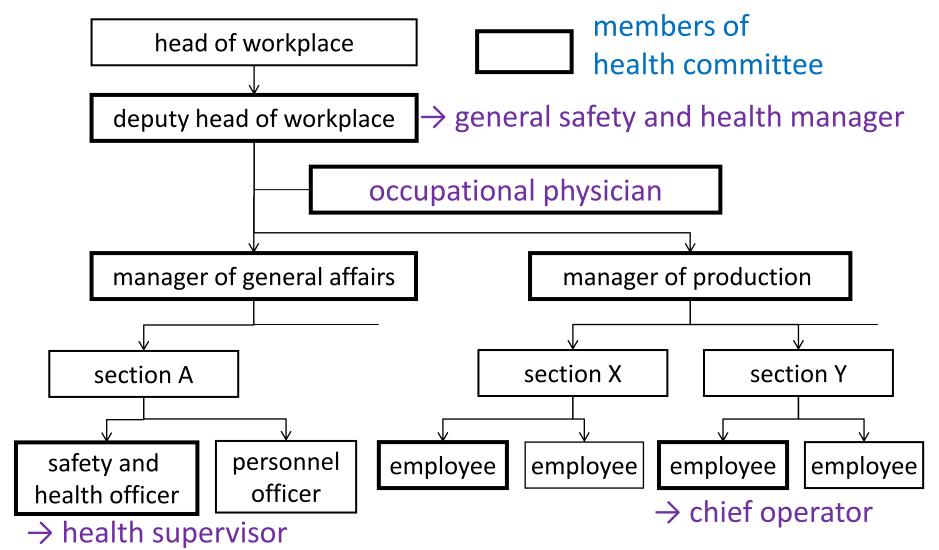
Base to Support Three Managements

- 1) Working Environment Management
- 2) Work Management
- 3) Health Management
- 4) Organization for Occupational Health Management health supervisor, occupational physician, health committee, etc.
- 5) Occupational Health Education

3. 5 components of OH managements in ISH Law

Industrial Safety and Health Law, 1972

4) Organization for Occupational Health Management



- 1) Working Environment Management
- 2) Work Management
- 3) Health Management
- 4) Organization for Occupational Health Management
- 5) Occupational Health Education occupational health education at employment, etc.

4. Amendments of ISH Law

Industrial Safety and Health Law, 1972

1972 responsibility of work organization, general safety and health manager, health supervisor, occupational physician, chief operator, overall safety and health controller in construction industry, principal safety and health supervisor, industrial health consultant

1975 method of working environment measurement

1977 hazard assessments on new chemical substance by a manufacturer, epidemiological survey by the government

4. Amendments of ISH Law

Industrial Safety and Health Law, 1972

1988 health promoter, appointment of occupational physician as a health committee member, evaluation of working environment measurement, work management, occupational health education, health promotion for workers

1989 items checked in health exam included blood chemistry, ECG, etc. in ISH ordinance

1992 creating comfortable workshop

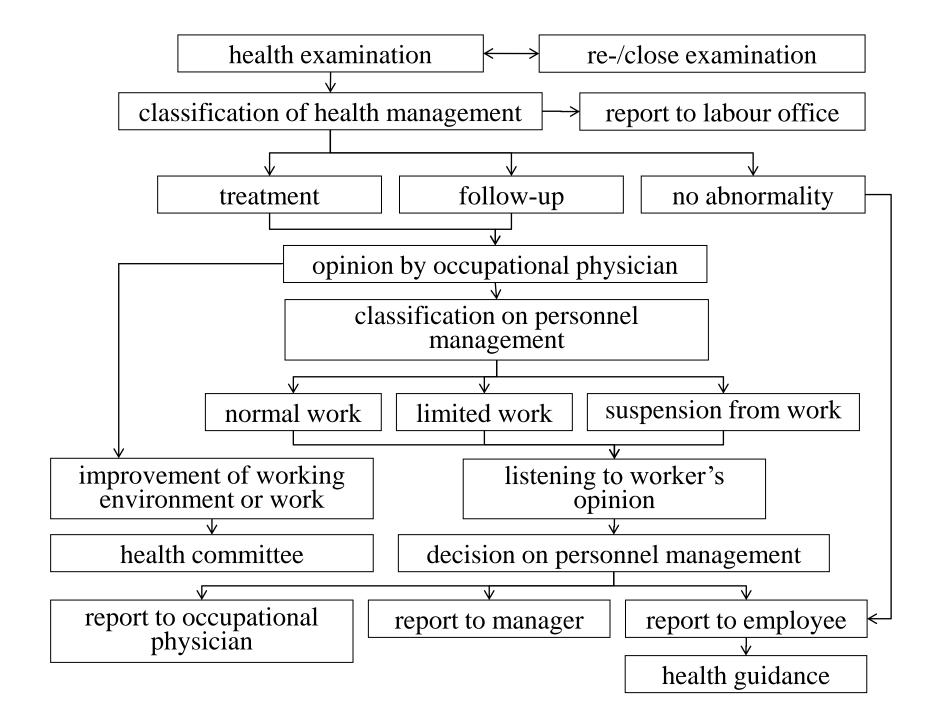
4. Amendments of ISH Law

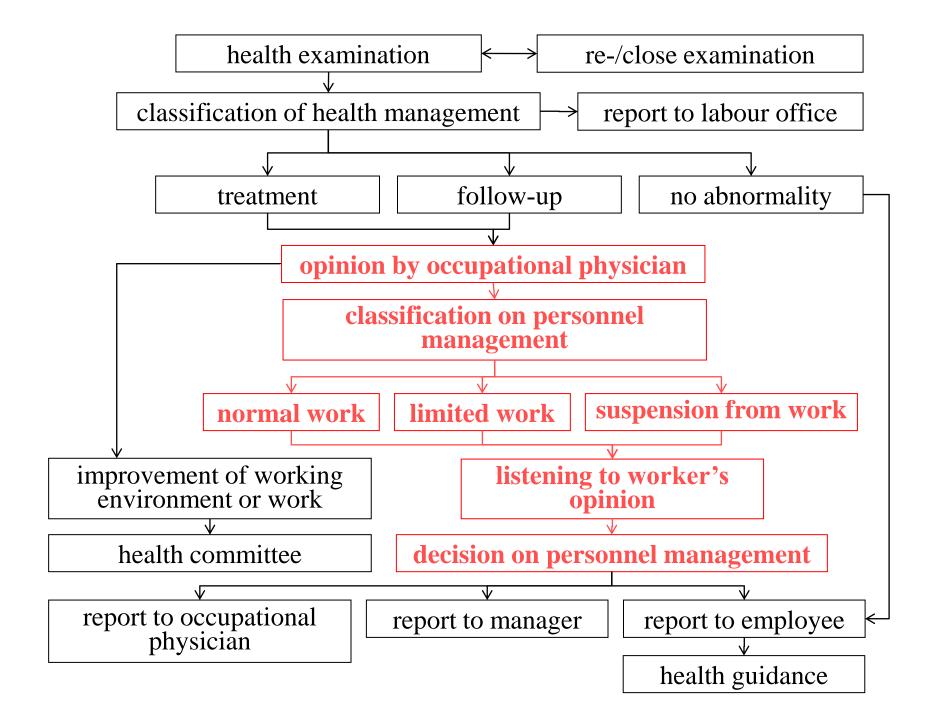
Industrial Safety and Health Law, 1972

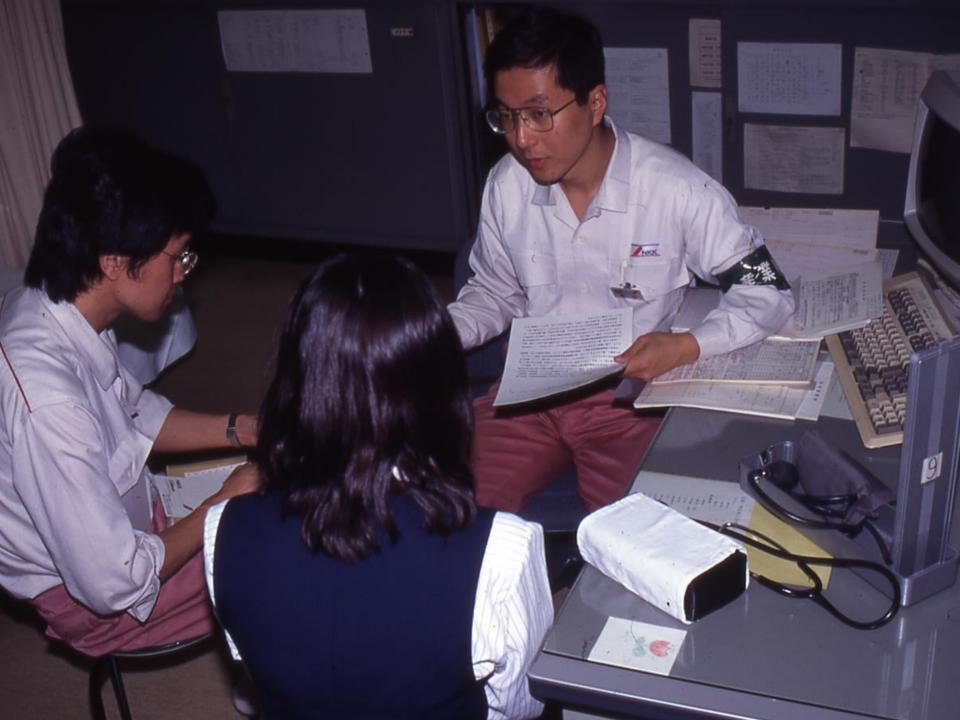
1996 qualification requirement for occupational physician, aid for small workplaces, countermeasures based on health exams, health guidance by nurses

1999 financial aid on health exam for night-shift workers, use of safety data sheet

2005 medical interview for long-working workers, promotion of occupational safety and health risk assessment









B S 18 # 7 A 20H (5-200) ACCEPTED SIN 47 4 700 8 1 **就集制限期10萬了** 現職の遺否 病状の確認 光持係銀炸の模業及い一管理 2直勤治、竹保子我等112 中重60 N直50级季麻り NKK京浜保健センター 己の者の適正配置につき御意見を頂きたく存じます。何卒よろしくご協力下さい。 産業医 (七膜下出血 H 8年 2月 夕日から入院 H 8年 2月 28日に退院 ·采然《激心国籍》2洛在。CTIEZ(t膜F出血》 HSNFF的入門, 型血管摄影至2回施行了下的 月出南州省はナラいはかったのイスなりにかったし、こんかん3.生活・放集上の注意のうち目してはないしたがした相を投与している。 神经学的日日中景带产型女儿。 規則正しい内的レイタト 注意事項は「年」「T」、作所 197-1 主治医氏名 年級お計2月7日にきなかの発作して二人の腰下上口です。入門の療

よい、あれいきない消光しれたか、通常発見すいる 風動的相等 の原因で見からず、原目不明のううにでかるいます。また、元季面をも (色かっランタルコも)間もマらいすせん、ところか家家的に、サ月本出口のち Pにおらいかり、これらのことのら、再発するよのではいこうかにうかして大のにまる事を12170

K2 Har 〈 原職 作業規制 職場変更 復帰訓練 〉 復職尚早) 残業禁止 常星勤) 残業規制(

FIL (5012) HA年3月2日 産業医氏名·人子 王 矢川

産業医の見解に見らかるように、原職復帰びりの開発

10. Ta (6226) 部員 主査

VZ B

→ 京浜保健センター → 人事・所属 → 京浜保健センター

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と思います。ななわれてかえっても 行業内をから名をつむな動かないと思います





Based on the opinion of a physician, the factory owner shall implement, treatment, change of workplace, job transfer, shortening of working time, extending resting time, and follow-up of health status.

ordinance relevant to Factory Law amended in 1942

程康診断ヲ爲サ

時間ノ増加、健康狀態ノ監視其 第八條ノ六 工業主ハ毎年一四第 第八條ノ六 工業主ハ毎年一四第 第八條ノ六 工業主ハ毎年一四第 が成策ノ二第一項若ハ第二項ノ 地方長官ニ報告スペシ 地方長官ニ報告スペシ ニ位テハ體力検査又ハ厚生大臣 地方長官ニ報告スペシ カラズ

The first ordinance stipulated measures based on health examination, 1942

5. Workers' compensation insurance in Japan

Workers' compensation insurance Law, 1972

- 1) insurance owned and ruled by the government credible and stable, universal coverage of all workers, uniform and equal criteria to all workers, coverage for injuries during commuting, budget saved for the prevention of diseases
- 2) non-fault liability (null or complete responsibility for reimbursement) quick initiation of medical treatment without argument on medical cost sharing between worker and employer
- 3) premium fully incurred by a company no monetary burden on workers

5. Workers' compensation insurance in Japan

Workers' compensation insurance Law, 1972

- 4) a disease must be caused by the job
 (primary cause of the claimed disease)
 the cause must exist in working environment or in work
 process
 the worker must be exposed to the cause at the level
 which may cause the disease
 the cause must be more important than off-work cause,
 past history or personality
- 5) a disease must be happened on the job while the worker was under the control of the employer inside the premise of the workplace or the worker was implementing the order of the employer

Organizations for occupational health services

Japan Labor Health and Welfare Organization, 1957 Japan Industrial Safety and Health Association, 1964 Nationwide Labor Hygiene Group Federation, 1969 National Institute of Industrial Health (J-NIOSH), 1976 Safety and Health Examination Association, 1976 Japan Bioassay Center, 1977 University of Occupational and Environmental Health, Japan (UOEH), 1978 Japan Association for Working Environment Measurement, 1979

Organizations for occupational health services

for Occupational Physician
University of Occupational
and Environmental Health,
Japan (UOEH)

for Health Supervisor
Japan Industrial Safety
and Health Association
(JISHA)



Kitakyushu

Tokyo

Training Course

Training Course for Health Supervisor, 1955
Training Course for Occupational Physician, Japan Medical Association (JMA), 1965
Training Course on Occupational Medicine, UOEH, 1984

Certification and Exams

Exam of Health Supervisor, Ministry, 1972 Exam of Industrial Health Consultant, Ministry, 1972 Certification of Occupational Physician, JMA, 1992 Board Exam of Occupational Physician, JSOH, 1993 Qualification of Occupational Physician, MHLW, 1996

Training Course, Certification and Exams

qualification of health supervisor and occupational physician

Training Course for Health Supervisor 1955 Seminar on Occupational Medicine for physician, 1965 Japan Medical Association (a) Exam of Health Supervisor based on ISH Law 1972 Fundamental Course on Occupational Medicine, UOEH (b) 1984 System for Registered Occupational Physician (ROP), 1990 **Japan Medical Association** System for Board Certified Occupational Health Physician 1993 (BCOHP), Japan Society for Occupational Health Qualification requirement for occupational physician, 1996 Industrial Safety and Health Law (a and b)

	Certification and Exams			(%)
	general	health	occupational	health
Year	S&H manager	supervisor	physician	committee
1995	87.3	75.2	73.6	74.9
2000	87.1	76.6	75.8	74.2
2005	90.5	80.4	75.4	76.2
2010	86.6	86.0	87.0	84.7
size of workplaces with the number of workers in 2010				
>=1000	95.4	98.8	99.8	99.8
>= 500	89.9	98.2	98.7	98.1
>= 300	83.3	98.1	99.3	99.0
>= 100	-	94.0	95.8	92.8
>= 50	_	80.4	80.9	78.8

Industrial Safety and Health Fundamental Survey, 2010, MHLW

7. Efficacy of ministerial policy

incentive for legal compliance

law-abiding spirit; judicial system is not well developed detailed expressions in legislation critical consequences of violations to laws criminal penalties

- →artificial person (=enterprise) will be punished administrative penalty
- →disadvantage at business competition judiciary decision of compensation for damage
- →disappointment from investors social sanction
 - →damage their public reliance
 - →anti-buying tendency by consumers

(注意)

平成 | 年 | 月 | 日

労働基準監督署

工業科式全社

代表取締役礼長

殿

労働基準監督官

貴事業場における下記労働基準法、労働安全衛生法

違反及び自動車運転者の労働時間等の改善のための基準違反については、

是正勧告書

それぞれ所定期日までに是正の上、遅滞なく報告するよう勧告します。

また、「法条項等」欄に「「印を付した事項については、同種違反の繰 り返しを防止するための点検責任者を事項ごとに指名し、確実に点検補修 を行うよう措置し、当該措置を行った場合にはその旨を報告してください。

竹定期日迄に呈きているい場合には、迄母较可低で を取りてとかあります

保存

7. Efficacy of ministerial policy

passive attitude against legislations

cared only within the extent of stipulation with penalties not well-followed by small businesses some out-dated and inefficient measures remaining limited discretionary power by specialists

7. Efficacy of ministerial policy

recent problems and future agenda

policies are driven by litigation frequent law amendments pursued by ministerial officers budget cut and downsizing of infrastructures aging workforce and necessity of skill transfer classic problems remain unsolved

