

2017 version

# White Paper on Measures to Prevent *Karoshi*, etc.

(Annual report for FY2016)

[Gist]

Ministry of Health, Labour and Welfare

# Chapter 1 Status of measures for working hours and mental health, etc.

- The “Proportion of employees working for more than 60 hours per week” has been decreasing gradually at large after peaking in 2003 and 2004. In 2016, it was 7.7% (4.29 million persons), a decline of 0.5 points over the previous year
- The rate of annual paid leave taken has remained below 50% since 2000. In 2015, it was 48.7% (Figure 1-2).
- The proportion of establishments engaged in mental health care was 59.7% in 2015. The smaller the scale, the lower the proportion.

Figure 1-1 Proportion of employees by weekly working hours

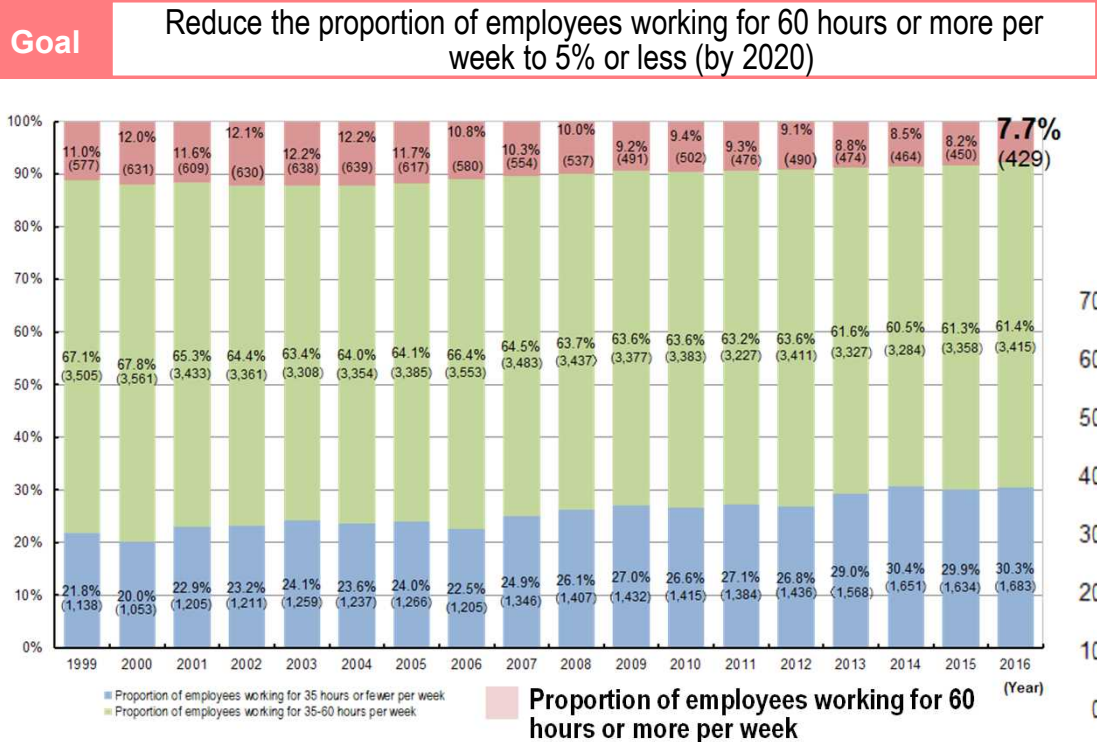


Figure 1-2 Developments in rate of annual paid leave taken

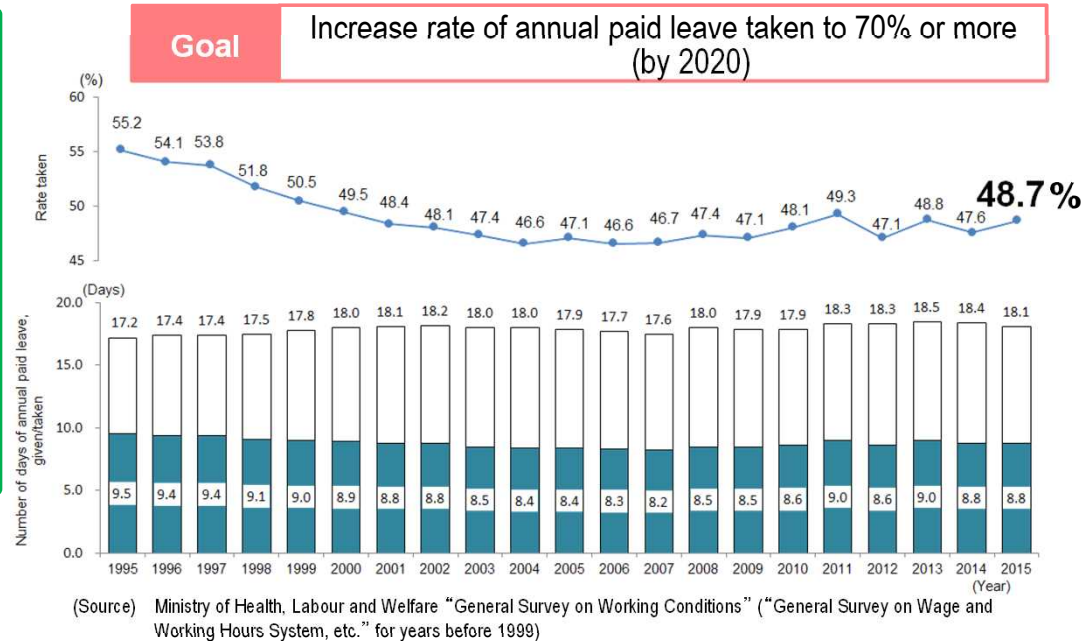
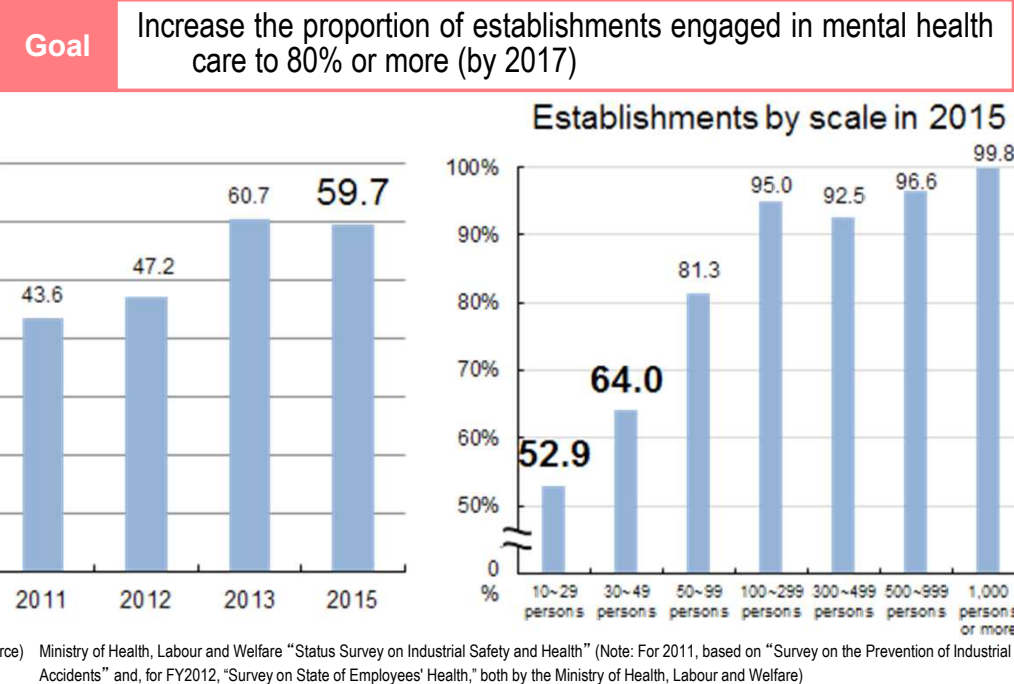


Figure 1-3 Proportion of establishments engaged in mental health care



# Chapter 2 Current state of karoshi, etc. (death and disease, etc. caused by overwork) (private sector workers)

- Number of cases of payment decision (approval) on work accidents (private sector workers) relating to brain/heart diseases has been around 250~300 since FY2002.
- Number of cases of payment decision (approval) on work accidents (private sector workers) relating to mental disorders has tended to increase, remaining around 400 since FY2012.

Figure 2-1 Development in number of cases of payment decisions for work accidents relating to brain/heart diseases

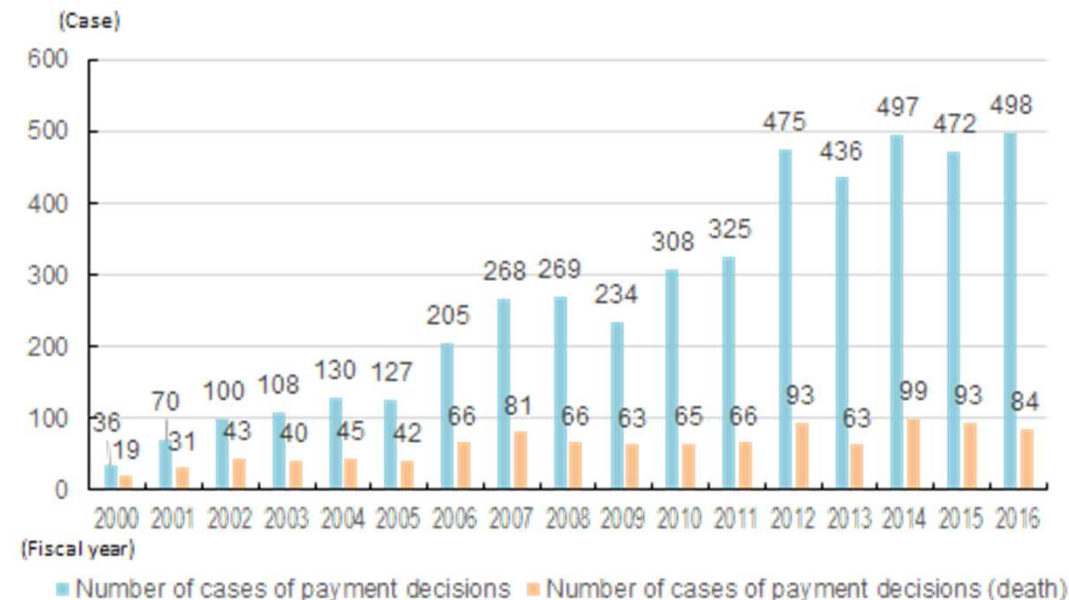


(Source) Ministry of Health, Labour and Welfare "State of compensation for work accidents including karoshi, etc."

(Note) 1 Number of cases of payment decisions refers to the number of such cases approved as "employment-related" for the fiscal year concerned, including those claimed before that fiscal year.

2 Number of cases of payment decisions (death) is the number included in the total cases of payment decisions.

Figure 2-2 Development in the number of cases of payment decisions of work accidents relating to mental disorders



(Source) Ministry of Health, Labour and Welfare "State of compensation for work accidents including karoshi, etc."

(Note) 1 Number of cases of payment decisions refers to the number of such cases approved as "employment-related" for the fiscal year concerned, including those claimed before that fiscal year.

2 Number of cases of payment decisions (suicide (including attempted)) is a number included in the total number of cases of payment decision.

# Chapter 3 Analysis results on brain/heart disease, mental disorders and other overwork-related health disorders known as karoshi,etc.

## Case analysis of karoshi,etc.

- By examining brain/heart disease, mental disorders compensated as industrial accidents by age group over the past five years. Brain/heart disease was prevalent in their 50s. Mental disorders were in their 30s. Regarding industry, brain/heart disease was prevalent in “Transport and postal services” and “Wholesale and retail trade,” and mental disorders were prevalent in “Manufacturing,” “Wholesale and retail trade” and “Medical, health care and welfare”.

Figure 3-1 Number of cases of brain/heart disease and mental disorders by age group (cases from January 2010 to March 2015)

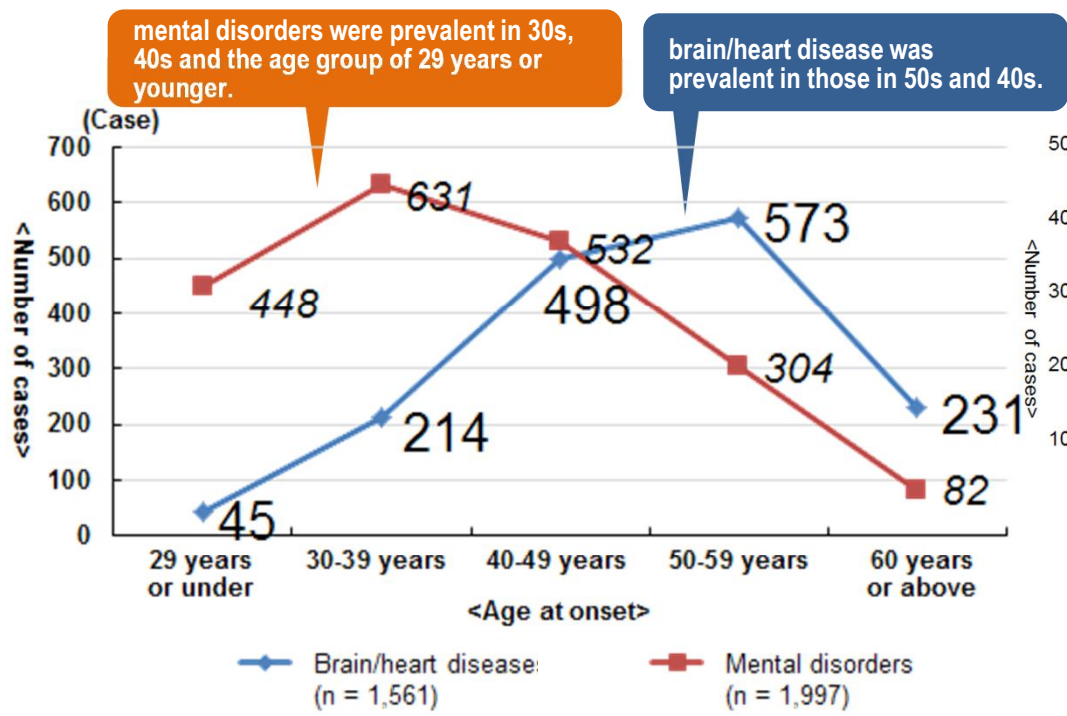
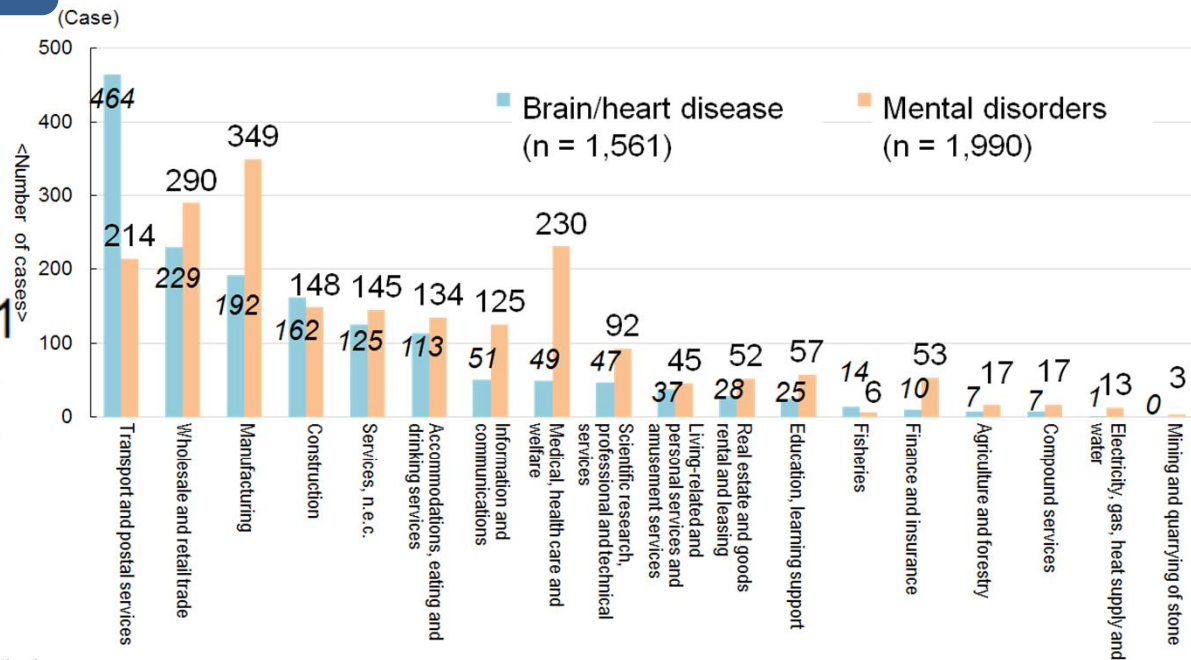


Figure 3-2 Number of cases of brain/heart disease and mental disorders by industry (from January 2010 to March 2015)



(Source) Research Center for Overwork-Related Disorders, National Institute of Occupational Safety and Health, Japan: Comprehensive study for the current status and preventive strategies of overwork-related disorders in FY2015

(Note) Cases of mental disorders for which the industry cannot be identified from survey sources are excluded.

(Source) Research Center for Overwork-Related Disorders, National Institute of Occupational Safety and Health, Japan: Comprehensive study for the current status and preventive strategies of overwork-related disorders in FY2011

(Note) Cases of mental disorder for which the industry cannot be identified from survey sources are excluded.



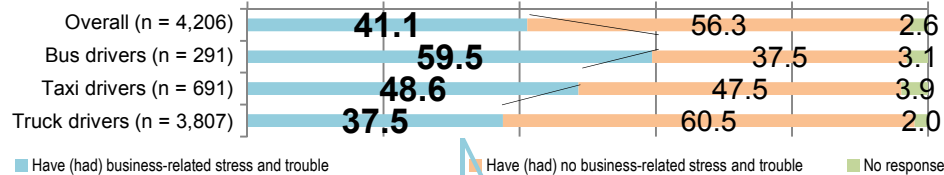
# Chapter 3 Survey and analysis results on karoshi, etc. (priority industry (1): automobile drivers)

## Questionnaire survey results for automobile drivers (priority industry (1) established in the guidelines)

- There is a need to address business-related stress factors other than long hours of work (mental health measures, etc.).
- To reduce overtime work by truck drivers, it is also necessary for trucking carriers, shippers and administrators to collaborate to promote efforts to improve the business environment.

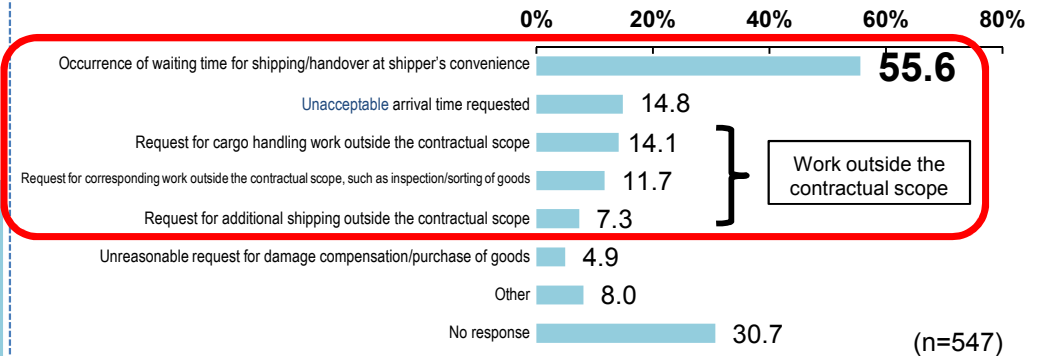
### Contents of stress and trouble (business-related) [Workers' survey]

⇒ Largest number of responses was "Frequent long hours of work" (48.0%) for "Bus drivers," "Sales/performance, etc." (49.7%) for "Taxi drivers" and "Spiritual tension/stress" (42.5%) for "Truck drivers".



### Matters requested by shippers as business practices for transport companies by truck or matters arising due to the convenience of shippers [Company survey]

⇒ "Waiting time rises due to shipper's convenience" was the largest at 55.6%. Many responses were also seen for items concerning non-contract work.



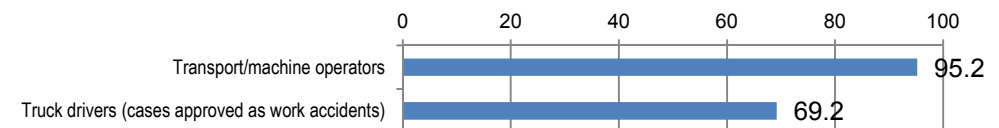
(Source) Ministry of Health, Labour and Welfare "Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016" (consigned project)

(Note) 1. Aggregate calculation for trucking companies (sample number n = 547)

2. Multiple responses

### Health examination participation rate

⇒ Participation rate of "Transport/machine operators" (including automobile drivers) was 95.2%, while that of "Truck drivers" pertaining to the cases approved as work accidents was 69.2%.



(Source) Compiled by the Ministry of Health, Labour and Welfare

(Note) 1. Participation rate of "Transport/machine operators" is quoted from the Ministry of Health, Labour and Welfare "Status Survey on Industrial Safety and Health in 2013 [Workers' survey]".

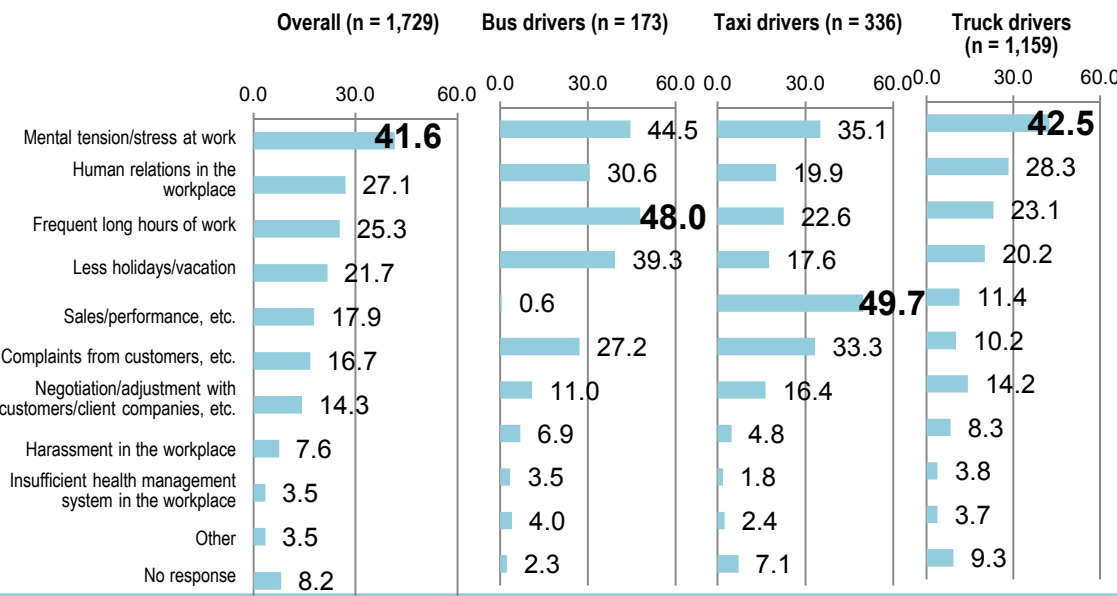
2. Participation rate of "Truck drivers" is aggregated for cases approved as work accidents relating to brain/heart diseases based on the database of the Research Center for Overwork-Related Disorders, National Institute of Occupational Safety and Health, Japan.

(Source) Re-aggregated based on the Ministry of Health, Labour and Welfare "Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016" (consigned project)

(Note) 1. Concerning the existence of business- and non-business-related stress and trouble, aggregate calculations were made, excluding those who responded "Have (Had) no stress and trouble in particular" from among those responding "Have (had)".

2. The overall sample number does not coincide with the aggregated sample number of each profession because the former includes persons having no response regarding profession (engaged job).

3. Multiple responses



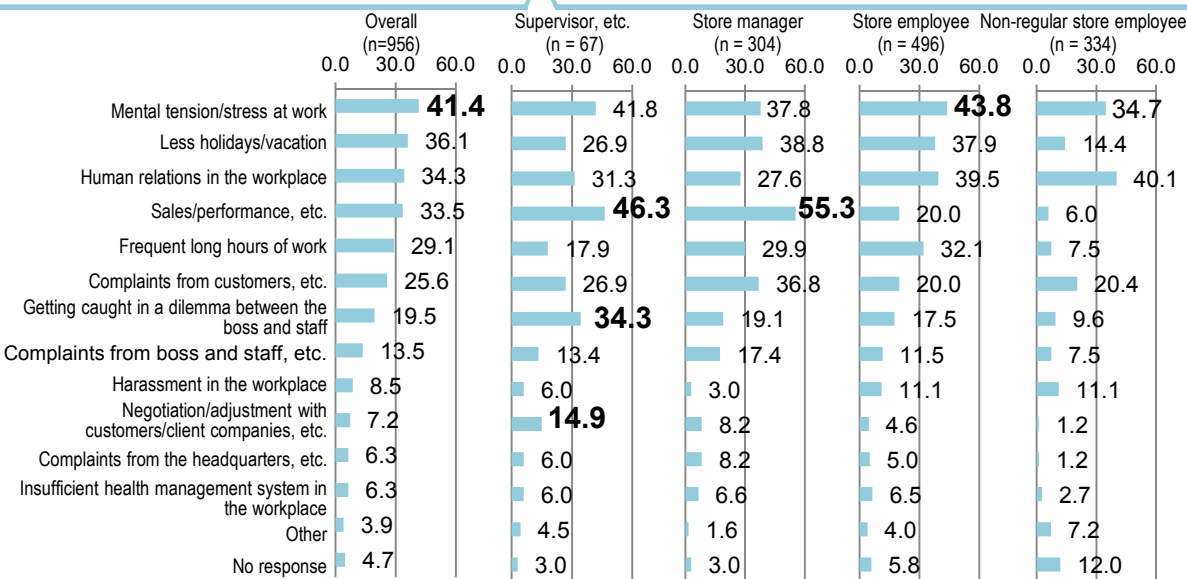
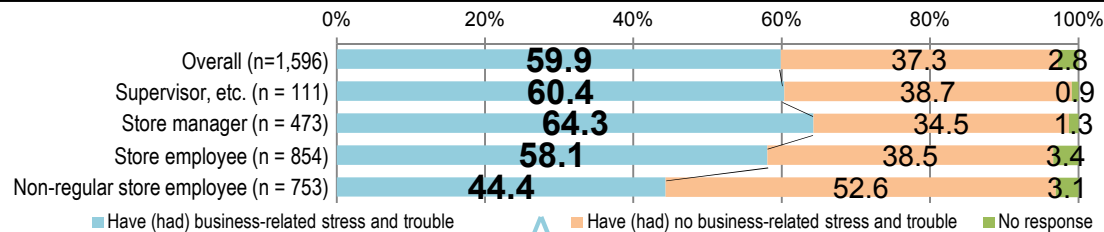
# Chapter 3 Survey and analysis results on karoshi (priority industry (2): food service industry)

## Questionnaire survey results for food service industry (priority industry (2) established in the guidelines)

- There is a need to make responses for business-related stress factors (mental health measures, etc.), taking into account the characteristics of “Supervisor, etc.,” “Store manager” and “Store employee”.

### Contents of stress and trouble (business-related) [Workers’ survey]

- ⇒ Examining the contents of business-related stress and trouble for regular employees, the proportion of “Sales, performance etc.” is the highest for “Supervisor, etc.” and “Store manager” and that of “Mental tension/stress in business” is the highest for “Store employee”.
- ⇒ For “Supervisor, etc.,” the proportion of “Getting caught in a dilemma between the boss and staff” and “Negotiation/adjustment with customers/client companies, etc.” exceed the other categories.

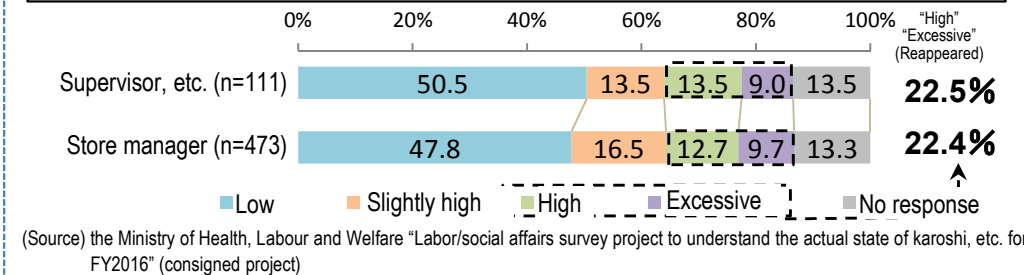


(Source) Re-aggregated based on the Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project)

- (Note) 1. Concerning the existence of business- and non-business-related stress and trouble, aggregate calculations were made, excluding those who responded “Have (had) no stress and trouble in particular” from among those responding “Have (had)”.
2. The overall sample number does not coincide with the aggregated sample number of each profession because the former includes persons having no response regarding profession (engaged job).
3. Multiple responses

### Fatigue accumulation degree (burden caused by work) [Workers’ survey]

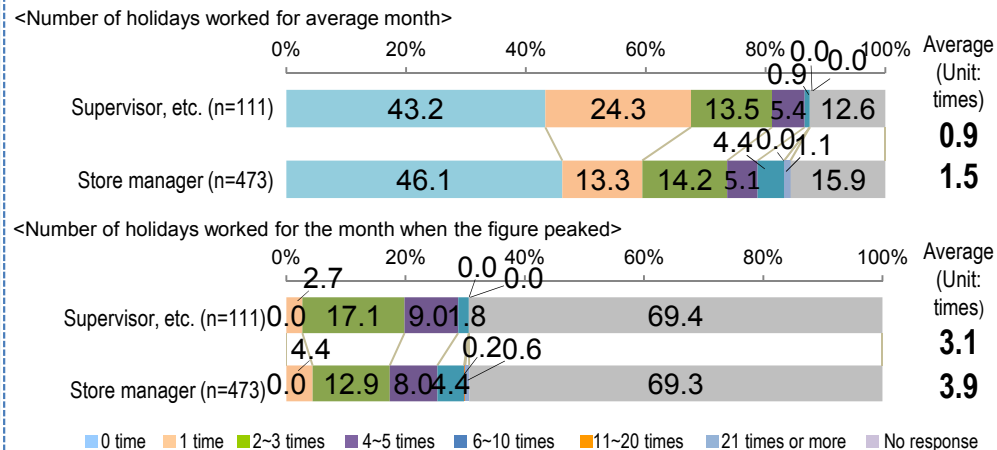
- ⇒ Examining the proportion of regular employees for which the fatigue accumulation degree is judged as “high” or “excessive” from questions asked about their status of work and subjective symptoms for the past month, “Supervisor, etc.” accounted for the highest proportion, followed by “Store manager”.



(Source) the Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project)

### Number of days worked on holidays [Workers’ survey]

- ⇒ Examining the average number of days worked on holidays over the past one year for regular employees, “Store manager” worked 1.5 times on average per month and 3.9 times in the month when he/she worked most on holidays and “Supervisor, etc.” worked 0.9 times and 3.1 times, respectively.



(Source) The Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project)

(Note) There is a need to focus on the high proportion of no responses.

# Chapter 3 Survey and analysis results on karoshi, etc. (executive corporate officers, self-employed)

## Questionnaire survey results for executive corporate officers and self-employed (decided to be conducted in the guidelines)

➤ To continue working healthily, limit long working hours and respond to business-related stress factors are challenges to be addressed (such as measures for mental health), as is the case with ordinary workers.

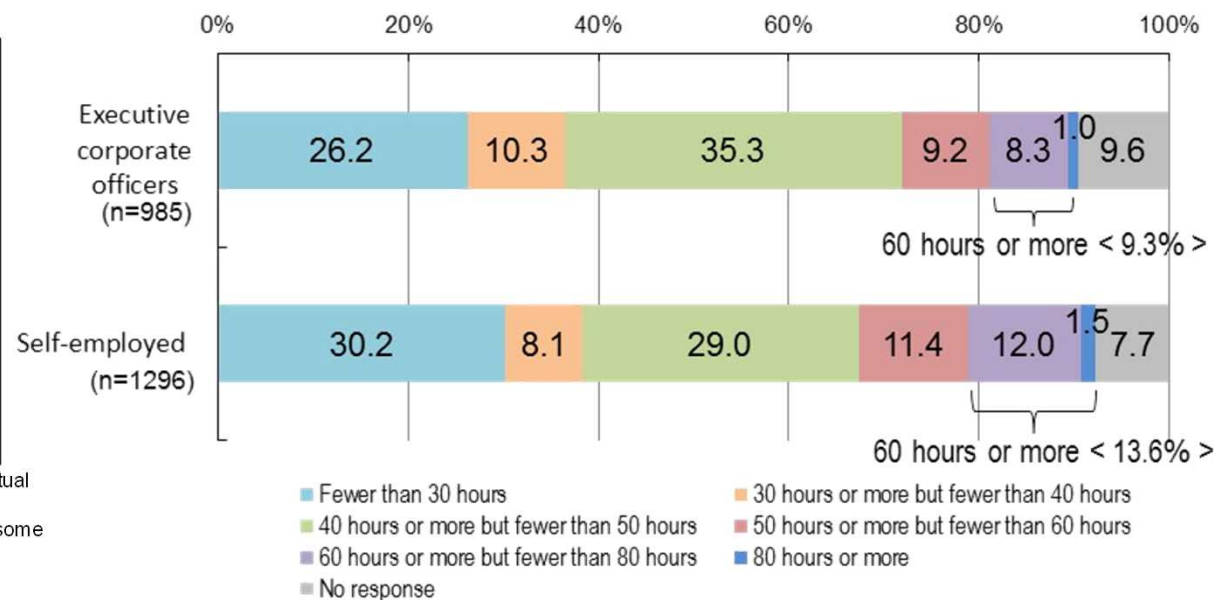
### Average actual working hours per week

⇒ Proportions of “Fewer than 30 hours” and “40 hours or more but fewer than 50 hours” are high for both executive corporate officers and self-employed, but “60 hours or more” (\*) also represents 9.3% for executive corporate officers and 13.6% for self-employed.

(\*) Statutory working hours are not stipulated for executive corporate officers and self-employed, but “60 hours or more” is equivalent to approximately 80 hours or more of overtime work for them if translated according to the statutory 40 working hours per week for ordinary workers as stipulated in Article 32, Paragraph 1 of Labor Standards Act.

(Source) The Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project)

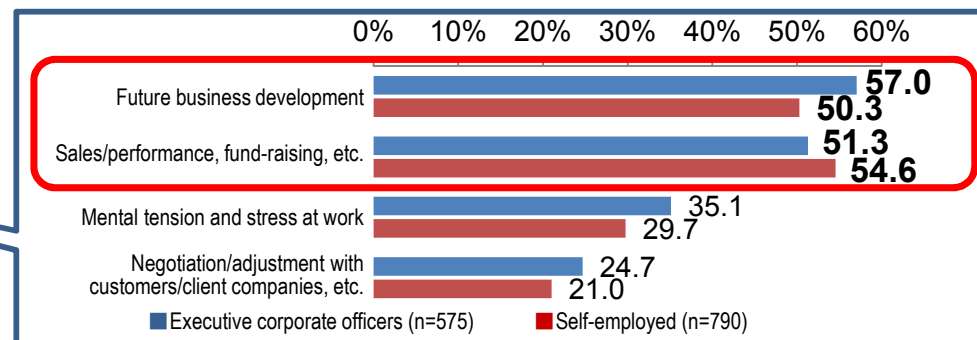
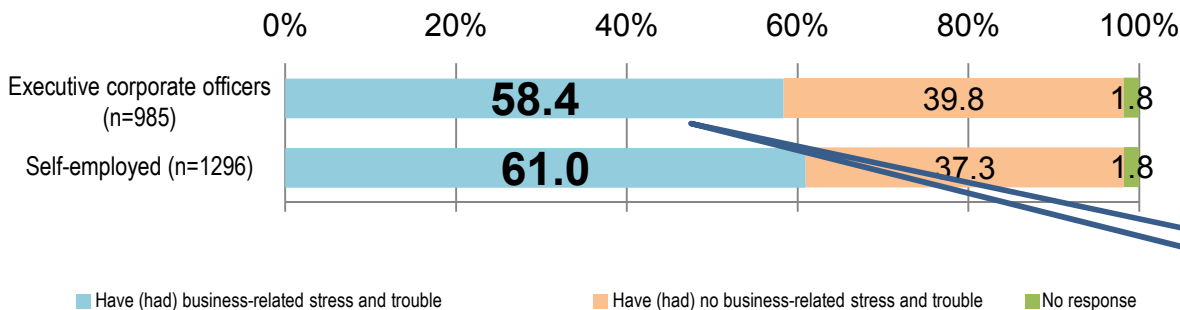
(Note) Since the proportions (breakdowns) are rounded off, the sum of each proportion may not be 100% in some cases. Likewise, the proportions in the reappearance may not be consistent with the sum.



### Existence and contents of business-related stress and trouble

⇒ 58.4% of executive corporate officers and 61.0% of self-employed responded, “Have (had) business-related stress and trouble”.

⇒ In terms of contents, the proportions of management-related matters, such as “Future business development” and “Sales/performance, fund-raising, etc.,” are high for both executive corporate officers and self-employed.



(Source) Re-aggregated based on the Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project).

(Note) Concerning the existence of business- and non-business-related stress and trouble, aggregate calculations were made, excluding those who responded “Have (Had) no stress and trouble in particular” from among those responding “Have (had)”.

# Chapter 3 Survey and analysis results on karoshi, etc. (analysis of FY2015 survey results)

## Re-analysis results of the questionnaire survey ~ Effects of “Accurate working hours” and “Existence/non-existence of overtime allowance”

- ‘Accurate recognition of working hours’ contributes to a “Decrease in overtime hours,” “Increase in the number of days taken as annual leave” and “Improvement of mental health”.
- ‘Full overtime payment’ contributes to an “Increase in the number of days taken as annual leave” and “Improvement of mental health”.

The followings are implied:

Figure 3-3 Degree of effects of accurate recognition of working hours [in case “Not accurately being recognized” is set as “0” <<Baseline>>] (Note 1)

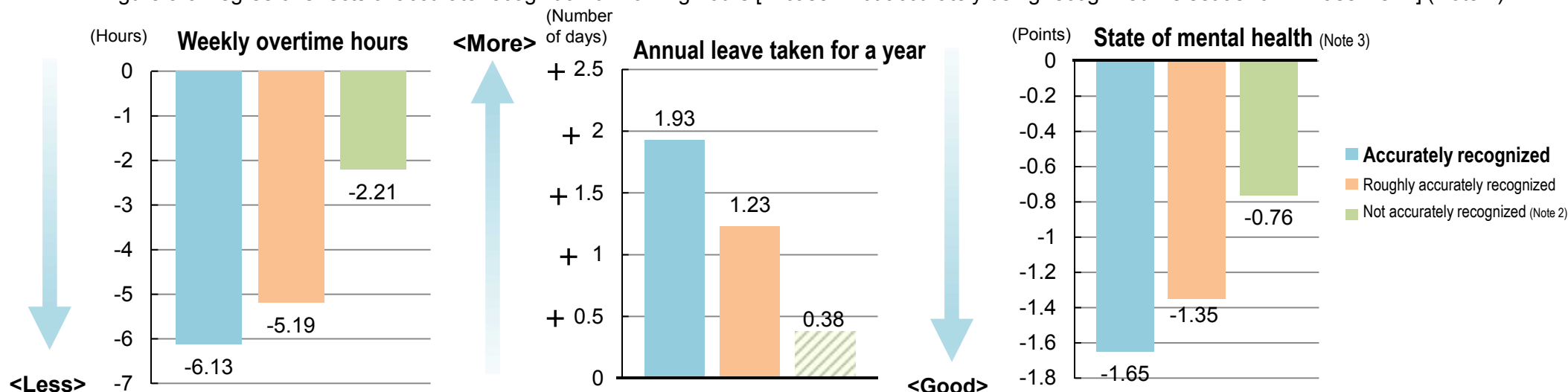
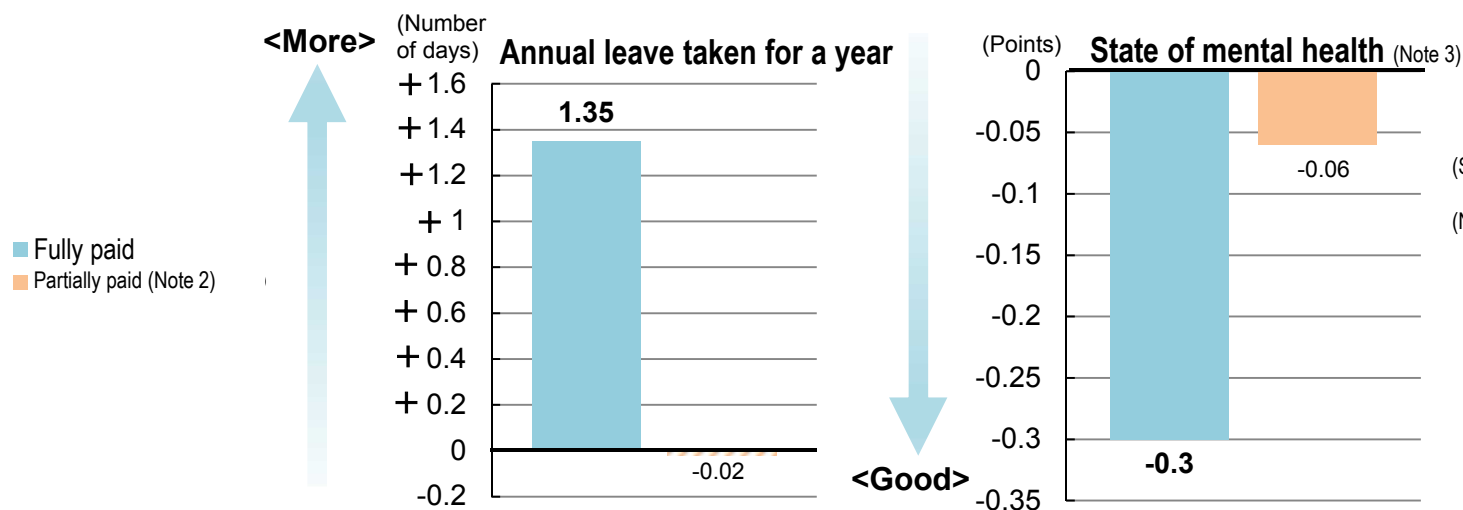


Figure 3-4 Degree of effects caused by payment of overtime allowance [in case “Not paid” is set as “0” << Baseline >>] (Note 1)



(Source) The Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consigned project)

(Note) 1. All statistically significant values at 1% are described, except for the shadowed portions of the number of days taken as annual leave for a year and the state of mental health shown in the figure.

2. The shadowed portions shown in the figure of the number of days taken as annual leave for a year and the state of mental health indicate that the relevant variables were not statistically significant.

3. The “state of mental health” is based on the Japanese version of GHQ (The General Health Questionnaire), being evaluated from 0 to 12 points. It means that the higher the score, the worse the state of mental health and vice versa.



# Chapter 3 Survey and analysis results on karoshi, etc. (analysis of FY2015 survey results)

## Re-analysis results of the questionnaire survey ~ Effects of “Accurate working hours” and “Existence/non-existence of overtime allowance”

- ‘Nearing 0 overtime hours’ contributes to an “Increase in the number of days taken as annual leave” and “Improvement of mental health”.
  - ‘Can proceed with work at discretion,’ ‘Feel proud and rewarded at work’ or ‘Have an appropriate workload’ contributes to “Improvement of mental health”
- The followings are implied:

Figure 3-5 Degree of effects of average weekly overtime hours [in case “0 hour” is set as “0” << Baseline>>] (Note 1)

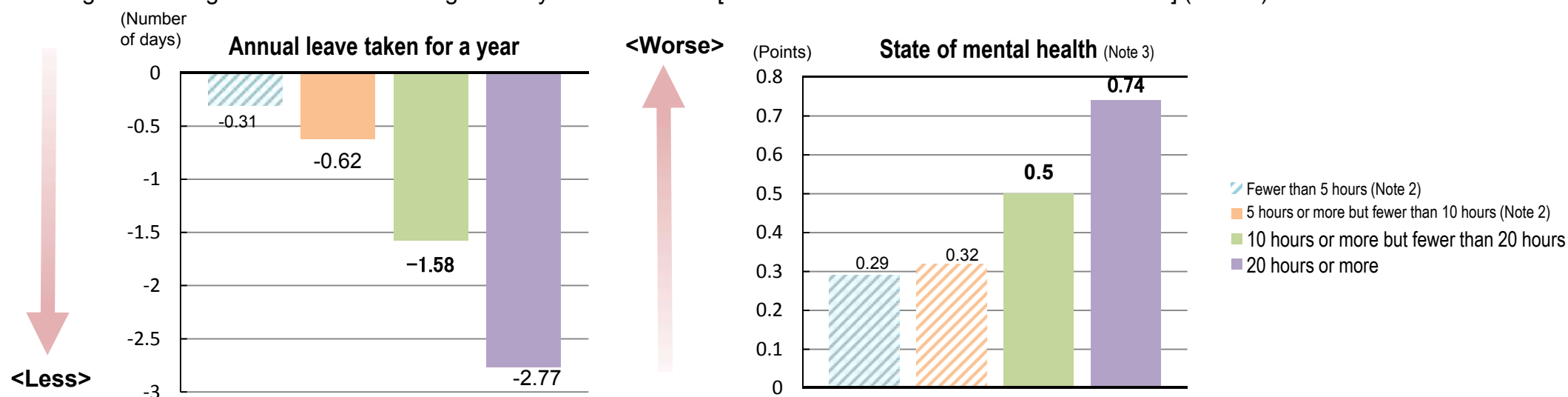
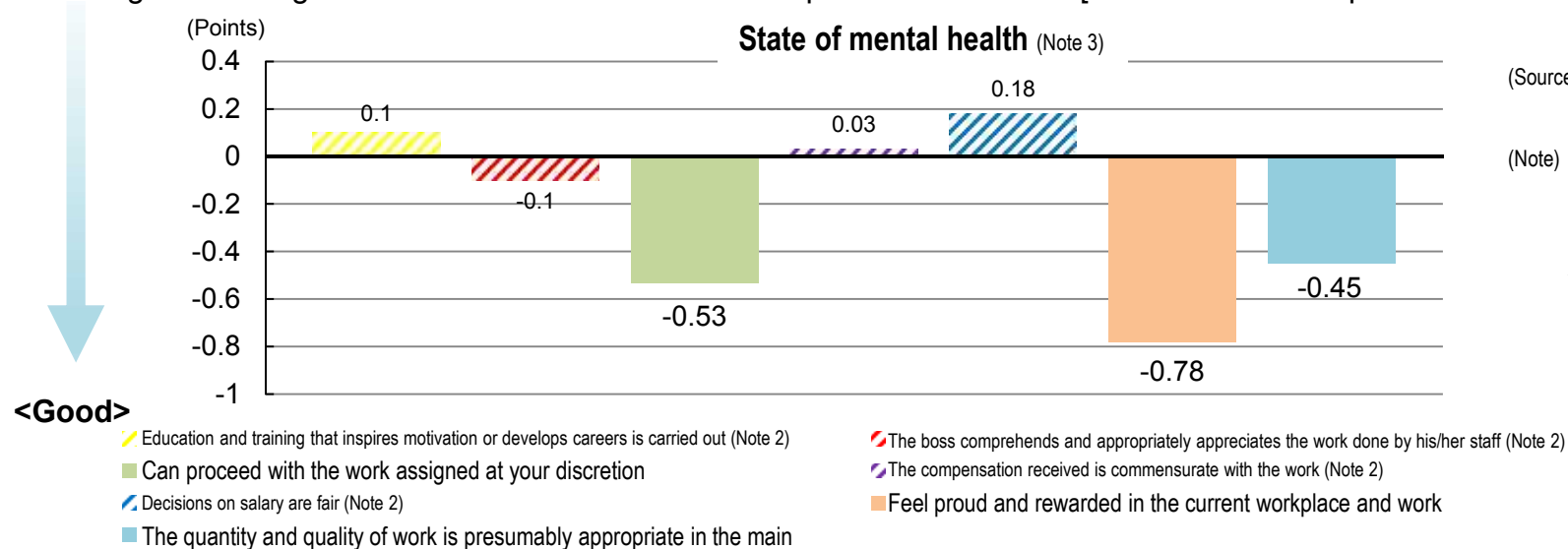


Figure 3-6 Degree of effects of “Evaluation on workplace environment” [in case each exemplified case is set as “0” << Baseline >>] (Note 1)



(Source) The Ministry of Health, Labour and Welfare “Labor/social affairs survey project to understand the actual state of karoshi, etc. for FY2016” (consented project)

- (Note) 1. All statistically significant values at 1 or 5% are described, except for the shadowed portions of the number of days taken as annual leave for a year and the state of mental health shown in the figure.
2. The shadowed portions shown in the figure of the number of days taken as annual leave for a year and the state of mental health indicate that the relevant variables were not statistically significant.
3. The “state of mental health” is based on the Japanese version of GHQ (The General Health Questionnaire), being evaluated from 0 to 12 points. It means that the higher the score, the worse the state of mental health and vice versa.

# Chapter 4 Implementation status of measures to prevent karoshi, etc.

## Section 1 Efforts by the Government

“Emergency measures for ‘zero karoshi, etc.’” (decided upon by the “Long-hours Work Reduction Promotion Headquarters” on December 26, 2016)

### 1 Redoubling efforts to prevent illegal long hours of work

- (1) Thorough comprehension of working hours according to new guidelines
- (2) Guidance given to the headquarters of corporations involved in long hours of work, etc.
- (3) Strengthening of a company name publication system at the corrective guidance stage
- (4) Thorough supervision and guidance given to business establishments not having entered into 36 Agreement yet

### 2 Redoubling efforts for mental health and to prevent power harassment

- (1) Special guidance given to the headquarters, etc. of corporations involved in mental health measures
- (2) Thorough public awareness toward preventing power harassment
- (3) Striving to monitor workers facing high risk situations

### 3 Strengthening of efforts for zero karoshi, etc. throughout society

- (1) Urgent request given to employers' organizations for comprehending working hours properly
- (2) Preparation of fulfilling consultation counters for workers
- (3) Posting of cases announced as violating laws, such as the Labor Standards Act, on a website

# Chapter 4 Implementation status of measures to prevent karoshi, etc.

## Section 1 Efforts by the Government

### Implementation plan to reform the work approach (outline of the relevant part)

- In light of the fact that Japanese Trade Union Confederation and Japan Business Federation reached an agreement on the **ceiling of overtime work**, the direction of the Labor Standards Act to be revised was as follows:

#### Concept of revision of the Act

- This revision is intended to upgrade the current status of notice of the ceiling on overtime work to a statutory level, thereby allowing enforcement by penal regulations, as well as to setting a ceiling that cannot be exceeded, even if agreement is reached between labor and management for temporary special cases where overtime work has been permitted on an unrestricted basis to date.

#### Ceiling on overtime work

- The ceiling on overtime work in excess of 40 hours per week shall be set to **45 hours per month and 360 hours per year as a rule.**
- **The ceiling on overtime working hours that cannot be exceeded, even if agreement between labor and management is concluded as a special case and under temporary special circumstances, shall be set at 720 hours a year.**
- And within 720 hours a year, the ceiling that cannot be exceeded even if work volume increases temporarily shall be set as follows:
  - 1) **80 hours or fewer on average for any case of 2, 3, 4, 5, or 6 months, including working hours on holidays**
  - 2) **Less than 100 hours for any single month, including working hours on holidays**
  - 3) **Applications of special cases being limited to a maximum of six times per year**
- **In light of the fact that labor and management agreed to strive not to conclude an agreement on the maximum ceiling allowable, thereby further shortening working hours to be extended as much as possible, the administrative agency shall establish a provision newly stipulating guidelines for the Labor Standards Act and provide the necessary advice and guidance regarding the relevant guidelines to both labor and management, etc.**

#### Measures against power harassment and mental health

- To develop a healthy working environment for workers, not only must working hours be strictly managed, good human relationships needs to be nurtured with supervisors and colleagues.
  - ✓ To strengthen the prevention of power harassment in the workplace, the Government shall examine various measures, together with relevant parties from labor and management.
  - ✓ Review the Government goals, including examining new goals for mental health measures to be set in the guidelines pursuant to the Act on Promotion of Measures for Karoshi, etc. Prevention.

#### Inter-working hours interval system

- **Revise the Act on Special Measures to Improve Working Hours Arrangements, wherein employers will be obliged to strive to set the start and end times of worker's working hours, thereby securing fixed hours of rest from one day to the next.**
- Organize a study group of experts, including relevant labor and management parties, to promote penetration of the system
- Utilize subsidies for small- and medium-sized enterprises introducing the system, as well as informing them of good examples, etc.



- 1) Discussion began in April 2017 at the Labor Policy Council
- 2) Two proposals entitled "On a ceiling for overtime work" and "On strengthening of industrial medical doctors and industrial health functions in future based on the working reform implementation plan" were submitted to the Minister of Health, Labor and Welfare in June 2017.

# Chapter 4 Implementation status of measures to prevent karoshi, etc.

## Section 2 Survey and research, etc.

- (1) Comprehensive study of occupational safety and health  
(See Chapter 3, 1)
- (2) Survey and analysis in the fields of labor and social affairs  
(See Chapter 3, 2 ~ 4)

## Section 3 Enlightenment

- (1) Awareness and enlightenment for the public
- (2) Enlightenment on working conditions at universities and high schools, etc.
- (3) Awareness and enlightenment to reduce long hours of work
- (4) Awareness and enlightenment to prevent health hazards caused by overwork
- (5) Implementation of an initiative to encourage business toward a review of “how to work” and promotion of annual paid leave actually taken
- (6) Awareness and enlightenment for mental health care
- (7) Awareness and enlightenment to prevent and resolve power harassment in the workplace
- (8) Promotion of efforts with due consideration to business practice/working environment, etc.
- (9) Awareness and enlightenment for civil officers

## Section 4 Improvement of consultation system, etc.

- (1) Establishment of consultation counters for working conditions (Hotline for consultation about working conditions)
- (2) Establishment of consultation counters for mental health problems, health problems caused by overwork (email consultation window “Ear of mind,” “Ear of mind telephone consultation”)
- (3) Training for counseling experts, such as industrial medical doctors

## Section 5 Support for activities by private organizations

- (1) Organizing symposiums on promotion of prevention measures for karoshi, etc.  
(43 locations nationwide)
- (2) Organizing symposiums in cooperation with private organizations
- (3) Organizing exchange programs for the bereaved children from karoshi

## Column

Introducing efforts by private organizations, labor/management, national and local governments in columns