

31 August 2015

To:

Directors

Prefectural Labour Bureaus

From:

Director

Labour Standards Bureau

Ministry of Health, Labour and Welfare

(Official seal imprinted)

**Guideline on Revision of Part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful Operations**

For the safety and health education for those who are currently engaged in dangerous or harmful operations, the Ministry of Health, Labour and Welfare has formulated “Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations” (Safety and Health Education Guideline, Public Notice No.1, 22 May 1989, hereinafter referred to as the “Guideline”) pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972), and has promoted the said workers’ education.

Because of the need to develop provisions to maintain practical techniques and knowledge concerning exceptional emergency works for workers engaged in the exceptional emergency works associated with the revision of part of the Ordinance on Prevention of Ionizing Radiation Hazards (Ministry of Health, Labour and Welfare Ordinance No. 134) that obligated providing special education to the said workers, the Ministry of Health, Labour and Welfare has announced a guideline to revise part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations (Safety and Health Education Public Notice No. 5, 31 August 2015) in the official gazette as shown in Annex 1. Based on this Public Notice, a safety and health education curriculum for exceptional emergency workers defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards has been added to the Guideline as seen in the table of Annex 2 that compares the existing provisions and the proposed revision to be applied from 1 April 2016. The guideline after the revision is shown in Annex 3.

Therefore the Labour Standards Department in each Prefectural Labour Bureau is requested to make the revised guideline available for inspection in the sections responsible for health as well as make the guideline well-known to employers and related employers' groups to strive to promote the said education, pursuant to Article 24 of the Ordinance on Industrial Safety and Health (Ministry of Labour Ordinance No. 32 of 1972) which is applied mutatis mutandis pursuant to Article 40-2 of the said ordinance.

In addition, Public Notice of Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations (Labour Standards Bureau Notification No. 247, 22 May 1989, hereinafter referred to as "Notification No. 247") were revised as shown below. You are also requested to make the revision well-known to employers and related employers' groups to strive to promote the said education.

It should be noted that we have notified the related employers' groups to make well-known the guideline as shown in Annex 4; however you are also requested to make well-known the guideline to members of the said groups within your jurisdiction.

It also should be noted that we notified the Nuclear Regulatory Authority as shown in Annex 5.

#### Note

The following sentence shall be added after the word "lecture" in Note 2 (2) a) i) of the Notification No. 247: "It should be noted that, considering the importance of works, education and practices on working methods, and practices of handling facilities and equipment shall be provided once a year as the safety and health education concerning exceptional emergency works pursuant to Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards."

Public Notice Concerning the Guideline to Implement Appropriately and Effectively the Education Pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act

Safety and Health Education Guideline, Public Notice No.5

Pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972), a Guideline to Revise Part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations shall be announced as follows.

31 August 2015

Yasuhisa Shiozaki

Minister of Health, Labour and Welfare

1. Title

Guideline to Revise Part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations

2. Objective

This is to add a safety and health education curriculum for the workers engaged in the exceptional emergency works (defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards) to the attached table of the “Guidelines on Safety and Health Education for Those who Are Currently Engaged in Dangerous or Harmful operations” publicized as the Safety and Health Education Guideline, Public Notice No.1 (22 May 1989) pursuant under the provision of Article 60-2, paragraph 2 of the Industrial Safety and Health Act .

3. To be applied on: 1 April 2016

4. Inspection of details of the guideline

Details of the guideline shall be available for inspection at the Ministry of Health, Labour and Welfare web site (<http://www.mhlw.go.jp>). These shall also be available for inspection at the Industrial Health Division in the Labour Standards Bureau and the Occupational Safety and Health Department in each Prefectural Labour Bureau.

○ A table comparing the existing provisions and the proposed revision for the Guideline to Revise Part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations

Draft revision			Existing provisions
Attached table			Attached table
Safety and health education curriculum for workers engaged in dangerous or hazardous worksharmful operations			Safety and health education curriculum for workers engaged in Dangerous or Harmful operations
<u>(1) – (15) (Omitted)</u>			1 to 15 (Omitted)
<u>(16) Safety and health education for workers engaged in exceptional emergency works (works defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards)</u>			(New guideline)
<u>(1) – (15) (Omitted)</u>			1 to 15 (Omitted)
<u>(16) Safety and health education for workers engaged in exceptional emergency works (works defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards)</u>			(New guideline)
<u>Subject</u>	<u>Scope</u>	<u>Hours</u>	
<u>1 Methods for exceptional emergency works</u>	<u>(1) Methods for responding to severe accidents, etc.</u> <u>(2) Preparation of a required system and communication</u>	<u>3.0</u>	

	<p><u>methods for exceptional emergency works</u></p> <p>(3) <u>Methods for radiation measurements, and for monitoring dose equivalent rate due to external radiation and radioactive material concentration in the air during engagement in exceptional emergency works</u></p> <p>(4) <u>Inspection methods of conditions of contaminated areas where exceptional emergency works will be done, and necessary measures to reduce effects of contamination</u></p> <p>(5) <u>Inspection methods of contamination of the workers' body, etc. and decontamination methods in exceptional emergency works</u></p> <p>(6) <u>Function of and how to use the personal protective equipment for exceptional emergency works</u></p> <p>(7) <u>Methods for first aid</u></p>		
<p><u>2 Handling methods of the facilities and equipment which are used in exceptional emergency</u></p>	<p>(1) <u>Structures and handling methods of facilities and equipment that have functions to respond to severe accidents, etc.</u></p>	<p><u>3.0</u></p>	

<u>works</u>			
<u>3 Previous cases of severe accidents ,etc. and the relevant laws and regulations</u>	<u>(1) Previous cases of severe accidents, etc. and examples addressing them</u> <u>(2) Provisions relating to exceptional emergency works among the relevant laws and regulations for industrial safety and health.</u>	<u>0.5</u>	
<u>* Practices concerning subject 1 (except for (2)) and subject 2 in the above curriculum should be provided as part of the regular education.</u>			

**Guidelines on Safety and Health Education for Those Who Are Currently Engaged in  
Dangerous or Harmful Operations (Extract)**

I Objective

These guidelines define education provided by employers to workers who are currently engaged in dangerous or harmful operations (hereinafter referred to as “workers engaged in dangerous or harmful operations”) for ensuring safety and health in carrying out the said works (hereinafter referred to as “safety and health education”) in terms of subject contents, hours, lecture methods, and lecturers as well as other matters which are necessary for appropriate and effective implementation such as establishment of an education promotion system. This education should be provided pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972) in order to improve the level of safety and health in the workplace while responding to changes in social and economic situations such as trends in types of occupational injury and diseases that occur and developments of technological innovations.

Employers should, in providing workers engaged in dangerous or harmful operations with safety and health education, make efforts to implement the education according to these guidelines while taking actual situations of workplaces into consideration.

II Workers covered by the education requirements and types of the education

1 Workers covered by the education requirements

Workers covered by the education requirements should be as follows:

- (1) Workers who are engaged in restricted employment works
- (2) Workers who are engaged in works that require special education
- (3) Workers who are engaged in dangerous or harmful operations comparable to (1) or (2) above

2 Types of the education

The education should be provided in the safety and health education provided every certain period of time (“regular education”), or in the safety and health education provided specially when the machineries to be handled are updated, etc. (“occasional education”) after workers listed in 1 above are engaged in the said works.

### III Subject contents, hours, lecture methods and lecturers

#### 1 Subject contents and hours

##### (1) Subject contents

Subject contents should correspond to the trends in types of occupational injury and diseases that occur and developments of technological innovations.

##### (2) Hours

Lectures should be provided for approximately one day in principle.

It should be noted that subject contents and hours for safety and health education should follow the safety and health education curriculum for workers engaged in dangerous or harmful operations in the attached table, which are defined according to workers covered by the guidelines, and to types of education. In addition, occasional education which is provided when machineries are updated, etc. should include practices for inspection and maintenance as well as methods of operation.

#### 2 Lecture methods

Lecture methods should be based on those that are considered effective according to the subject contents of the education and include lectures, case studies, and discussions, etc.

#### 3 Lecturers

Lecturers should be those who have the latest information about each subject, and who have knowledge and experiences in educational techniques.

### IV Establishment of an education promotion system, etc.

1 Employers, who are the providers of the education, may provide the education by themselves or may outsource the provision of the education to other organizations such as safety and health organizations, etc.

Employers, or safety and health organizations, etc. outsourced for the provision of the education by employers should set a person in charge of implementing the safety and health education as well make an implementation plan in advance.

2 Employers should preserve the records of safety and health education for each worker educated.

3 Safety and health education should be provided during work hours in principle.

#### Attached table

Safety and health education curriculum for workers engaged in dangerous or harmful operations

(1) – (15) (Omitted)

(16) Safety and health education for workers engaged in exceptional emergency works (works defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards)

(1) – (15) (Omitted)

(16) Safety and health education for workers engaged in exceptional emergency works (works defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards)

Subject	Scope	Hours
1 Methods for exceptional emergency works	(1) Methods for responding to severe accidents, etc. (2) Preparation of a required system and communication methods for exceptional emergency works (3) Methods for radiation measurements, and for monitoring dose equivalent rate due to external radiation and radioactive material concentration in the air during engagement in exceptional emergency works (4) Inspection methods of conditions of contaminated areas where exceptional emergency works will be done, and necessary measures to reduce effects of contamination (5) Inspection methods of contamination of the workers' body, etc. and decontamination methods in exceptional emergency works (6) Function of and how to use the personal protective equipment for exceptional emergency works (7) Methods for first aid	3.0
2 Handling methods of the facilities and equipment which are used in exceptional emergency works	(1) Structures and handling methods of facilities and equipment that have functions to respond to severe accidents, etc.	3.0
3 Previous cases of severe accidents ,etc. and the relevant laws and regulations	(1) Previous cases of severe accidents, etc. and examples addressing them (2) Provisions relating to exceptional emergency works among the relevant laws and regulations for industrial safety and health.	0.5
Total hours		6.5

\* Practices concerning subject 1 (except for (2)) and subject 2 in the above curriculum should be

provided as part of the regular education.

Annex -4

Labour Standards Bureau Notification No. 0831-7

31 August 2015

To:

Chairperson of the Federation of Electric Power Companies of Japan  
Chairperson of the Japan Electrical Manufacturers' Association  
Chairperson of the Japan Federation of Construction Contractors  
Chairperson of the National General Contractors Association of Japan  
Chairperson of the Japan Electric Association  
Chairperson of the National Federation of Industrial Health Organization

From:

Director  
Labour Standards Bureau  
Ministry of Health, Labour and Welfare

**Guideline on Revision of Part of the Guidelines on Safety and Health Education for Those  
Who Are Currently Engaged in Dangerous or Harmful operations**

The continuing support and cooperation in administrating actions of the Occupation Safety and Health Department are gratefully acknowledged.

For the safety and health education for those who are currently engaged in dangerous or harmful operations, the Ministry of Health, Labour and Welfare has formulated “Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations” (Safety and Health Education Guideline, Public Notice No.1, 22 May 1989, hereinafter referred to as the “Guideline”) pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972), and has promoted the said workers’ education.

Because of the need to develop provisions to maintain practical techniques and knowledge concerning exceptional emergency works of workers engaged in the exceptional emergency works associated with the revision of part of the Ordinance on Prevention of Ionizing Radiation Hazards (Ministry of Health, Labour and Welfare Ordinance No. 134) that obligated providing special education to the said workers, the Ministry of Health, Labour and Welfare has announced a guideline

to revise part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations (Safety and Health Education Public Notice No. 5, 31 August 2015) in the official gazette as shown in Annex 1. Based on this Public Notice, the safety and health education curriculum for exceptional emergency workers defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards has been added to the guideline as seen in the table of Annex 2 that compares the existing provisions and the proposed revision to be applied from 1 April 2016. The guideline after the revision is shown in Annex 3.

In line with this, you are strongly requested to make the details of the guideline known to your group members.

31 August 2015

To:

Secretary-General of the Nuclear Regulation Authority

From:

Director

Labour Standards Bureau

Ministry of Health, Labour and Welfare

**Guideline on Revision of Part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations**

The continuing support and cooperation in administrating actions of the Occupation Safety and Health Department are gratefully acknowledged.

For the safety and health education for those who are currently engaged in dangerous or harmful operations, the Ministry of Health, Labour and Welfare has formulated “Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations” (Safety and Health Education Guideline, Public Notice No.1, 22 May 1989, hereinafter referred to as the “Guideline”) pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972), and has promoted the said workers’ education.

Because of the need to develop provisions to maintain practical techniques and knowledge concerning exceptional emergency works of workers engaged in the exceptional emergency works associated with the revision of part of the Ordinance on Prevention of Ionizing Radiation Hazards (Ministry of Health, Labour and Welfare Ordinance No. 134) that obligated providing special education to the said workers, the Ministry of Health, Labour and Welfare has announced a guideline to revise part of the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations (Safety and Health Education Public Notice No. 5, 31 August 2015) in the official gazette as shown in Annex 1. Based on this Public Notice, the safety and health education curriculum for exceptional emergency workers defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazards has been added to the guideline as seen in the table of Annex 2 that compares the existing provisions and the proposed revision to be

applied from 1 April 2016. The guideline after the revision is shown in Annex 3.

In line with this, you are strongly requested to cooperate in maintaining and promoting health of emergency workers, etc. at nuclear facilities, etc. while recognizing the details of the guideline.

(Reference)

Labour Standards Bureau Notification No. 247, 22 May 1989

Labour Standards Bureau Notification No. 0831-6, Revised on 31 August 2015

(Revised parts underlined)

**Notifications on the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations**

The Ministry of Health, Labour and Welfare has announced the Guidelines on Safety and Health Education for Those Who Are Currently Engaged in Dangerous or Harmful operations (Safety and Health Education Public Notice No. 1, 22 May 1989) in the official gazette pursuant to Article 60-2, paragraph 2 of the Industrial Safety and Health Act (Act No. 57, 1972).

These Guidelines define education provided by employers to workers who are currently engaged in dangerous or harmful operations pursuant to paragraph 1 of the said article (hereinafter referred to as “safety and health education”) in terms of subject contents, hours, lecture methods, and lecturers as well as other matters such as establishment of an education promotion system, for appropriate and effective implementation.

In line with this, you are requested to make the guidelines well-known to employers and related employers’ groups to strive to promote the said education considering the points shown below.

Notes

1 Objective

Looking at the trends of occupational injury and diseases within Japan, many new types of accidents are occurring with changes in social and economic conditions and with the rapid development of technological innovations. One of the causes of these accidents is the lack of thorough safety and health education concerning the dangers or hazards originating from the new technologies. On the other hand, by means of technological innovations, effective techniques and methods have been developed in order to prevent occupational injury and diseases. It will be more and more important to take advantage of these techniques and methods from now on.

The changes in social and economic situations such as the development of the technological innovations, and the changes in employment structure considerably influence safety and health in workplaces. It is, therefore, necessary to improve the level of safety and health in workplaces corresponding to those changes appropriately including establishment of occupational safety and health management, and enhancement of education on safety and health.

The safety and health education herein aims at improving the level of safety and health in workplaces by providing workers who are currently engaged in dangerous or harmful operations with the knowledge to cope with the actual situation to prevent occupational injury and diseases.

These guidelines define the matters required when employers, or safety and health organizations outsourced to provide the education by employers (hereinafter referred to as “safety and health organizations, etc.”) implement or provide opportunities for safety and health education. The implementer of the safety and health education should strive, by taking into account these guidelines, to implement appropriate and effective education to cope with trends in the types of occupational injury and diseases, and the development of technological innovations.

## 2 Workers covered by the education requirements and types of the education

### (1) Workers covered by the education requirements

The workers described in the Guidelines II-1-(3), “Workers who are engaged in dangerous or harmful operations comparable to (1) or (2) above)” should be those who are engaged in works for which the necessity to provide the safe and health education is comparable to that for workers shown in (1) or (2) considering occurrence of occupational injury and diseases, among those workers engaged in currently existing other dangerous or harmful operations than (1) or (2) or engaged in new dangerous or harmful operations resulting through the development of technological innovations.

### (2) Types of the education

a) The safety and health education for currently those who are currently engaged in dangerous or harmful operations should be provided when new information or knowledge, etc. becomes available in order to prevent occupational injury and diseases that arise in response to the development of technological innovations in principle. The timing of such education primarily depends on the employers’ decision. However, from the viewpoint of ensuring the implementation of the said education, the timing is specified to a certain extent as shown in items i) and ii) below.

It should be noted that, in spite of the timings of items i) and ii) below, employers are

expected to provide the safety and health education to the workers who are currently engaged in dangerous or harmful operations as required.

i) Regular education provided every certain period of time according to the development of technological innovations relating to the said works.

The “every certain period of time” should be set to every 5 years here by taking into account the recent development of technological innovations. The regular education should be provided according to the curriculum defined in the Guidelines (hereinafter referred to as “lectures”). In addition, the safety and health education relating to exceptional emergency works defined in Article 7-2, paragraph 3 of the Ordinance on Prevention of Ionizing Radiation Hazard should be provided, in view of the importance of works, once a year in terms of practices on working methods, and handling methods of facilities and equipment to be used in the works.

ii) Occasional education provided especially when the machineries used by workers for the said works are updated, etc.

The “updated, etc.” should include when operation and working methods of the machineries are changed drastically, and when occupational injury and diseases occurred due to errors of their operation methods. When machineries are updated, etc., education with practices of handling methods and inspection/maintenance methods (hereinafter referred to as “practices”) should be provided in addition to the lectures. In the case occasional education is provided, the regular education should be considered to have been provided.

b) It is desirable to provide education conforming to the occasional education to workers who are going to engage in the said works for the first time after three years or more years since the acquired necessary licenses, or to workers who returned to the said works after leaving the same work for more than five years or so.

### 3 Subject contents, hours, lecture methods and lecturers of the safety and health education

Subject contents, hours, lecture methods and lecturers of the safety and health education should be defined according to the workers covered by the requirements, however, the basic concepts shown in the guidelines are as follows:

#### (1) Subject contents

a) Subject contents of the lectures differ corresponding to the types of dangerous or harmful operations; however, they should be, in principle, features of recent machineries and operations, safe implementation of works or improvement of work environment/working methods and management of health, handling and inspection of machineries, and accident cases and their prevention measures. Among them, accident cases and their prevention

measures should be emphasized.

- b) In the practices provided together with lectures when machineries are updated, etc., the trend in occurrence of occupational injury and diseases and development of technological innovations should be taken account.

(2) Hours

Hours for lectures should be approximately one day considering that opportunities of education are given widely, and also considering the effects of the education.

(3) Lecture methods

The lecture methods should be, for example, to use audiovisual systems such as video and OHP for features of recent machineries, their handling and inspection methods, and features of their operations or to be based on case studies using work sheets for education of accident cases and their prevention measures. Furthermore, text books covering all the contents of the education should be used as teaching materials; however, it will be effective to use supplemental teaching materials (work sheets, video, and slides, etc.) according to the education methods described above.

(4) Lecturers

It is important for the lectures to provide safety and health education appropriately. So training and securing of the human resources to do this is necessary. For this reason, the safety and health organizations, etc. which provide safety and health education should develop human resources by training, etc. in principle, and they should especially secure human resources by taking the local situation into consideration.

In the case employers themselves provide the education, it is desirable that they appoint lecturers who have completed the said training.

It should be noted that “Knowledge and experiences about education methods” means, specifically, the knowledge and experiences on selecting education methods according to the workers to be instructed and subject contents of the education, on preparing or selecting teaching materials, on preparation before presenting the lectures such as coordination between lecturers, on implementing education, and on assessing effects of education after the lectures.

4 Establishment of an education promotion system, etc.

(1) Implementation plans, etc.

The providers of the safety and health education should strive to know the workers to be provided with the education, and to select the timing of education so that the safety and health

education will be done systematically according to their present works for the workers engaged in dangerous or harmful operations. To that end, the provider of the safety and health education should select a person in charge of implementing the education, and require him/her to prepare an implementation plan including the workers to receive the education and the type of education, timing and place, methods of education, teaching materials and lecturers, names of the planned participants or numbers of planned participants, and formats of certification on completion of the education. In the case where the safety and health organizations, etc. prepare the implementation plan, the inclusion of tuition fees may be done.

In the case where the safety and health education is provided by safety and health organizations, etc., the Director of the District Labour Standards Bureau which has jurisdiction over the location of the organizations should ask the organizations, etc. to submit an implementation plan of the safety and health education, and to report the results of the implementation of education according to Forms 1 and 2 in the attachment

(2) Requirements for safety and health organizations, etc.

In addition to the organizations indicated separately (the Japan Industrial Safety and Health Association, Individual Industrial Safety and Health Association by Industries and their subsidiaries, designated training institutions, or public benefit corporations), it is desirable that the safety and health organizations, etc. which provide safety and health education according to the workers to receive the education and the type of education are able to fulfill the requirements shown below.

- a) Organizations with an objective of preventing occupational injury and diseases.
- b) Organizations selecting a person in charge of implementation.
- c) Organizations with appropriate numbers of appropriate lecturers and teaching materials.
- d) Organizations with machines, equipment and facilities, etc. required for the education.
- e) Organizations ensuring other matters required to implement the education.

(3) Post actions

- a) Employers should record the history of each type of education, etc., separately by ledger, for each worker after completion of the education, and manage the record continuously.
- b) In the case where the health and safety organizations, etc. provide the safety and health education, they should issue a certificate.
- c) Employers or health and safety organizations, etc. should strive to know effects of the education through final examinations or questionnaire surveys, etc.

Subject contents of the safety and health education for currently those who are currently engaged in dangerous or harmful operations should be announced step-by-step from the subject with higher necessity.