

Annual Report
on the Ageing Society
[Summary] FY2025

June 2025
Cabinet Office
Japan

This Report concerns the state of ageing and status of the implementation of measures adopted by the government for the ageing society, and documents measures to take in view of the state of societal ageing under Article 8 of the Basic Law on Measures for the Ageing Society (Act No.129, 1995).

Annual Report on the Ageing Society

The government submits this Report annually to the National Diet (Legal white paper) in accordance with the Basic Law on Measures for the Ageing Society. This edition is the 30th.

Basic Law on Measures for the Ageing Society

Article 8.1. The government shall submit a report annually to the National Diet concerning the state of the ageing society and the implementation of measures for the ageing society adopted by the government.

Article 8.2. The government shall prepare and submit to the National Diet annually a document which clearly describes the measures that will be adopted to take account of the state of the ageing society as described in the report of the preceding paragraph.

Chapter 1 Situation of the Ageing Population

Section 1 and Section 2 Situation of the Ageing Population and Trends of Living of the Elderly (Trends in Ageing Population and Projection for the Future, Trends in Healthy Life Expectancy at Birth and Life Expectancy at Birth, Trends in People in Employment and Employment Rate by Age, Trends in the Numbers and Percentages of People Aged 65 and Over and Living Alone)

Section 3 <Special Feature 1> Trends in the Economic Circumstances of Life of the Elderly

<Topics>

1. Nagi Town, Katsuta District, Okayama Prefecture: “Shigoto Conbini” (“job convenience store”) program—Matching “jobs” with individuals who wish to “work just a little”
2. Okawa City, Fukuoka Prefecture: Okawa City “Ohitorisama” (individuals living alone) Support Program—Simple Financial Management and Decision-Making Support
3. Sumida City, Tokyo: Community-Driven, Public-Private-Academia Collaboration Smartphone Workshop—Learning Smartphone Skills enjoyably with Friends
4. Cartilage Conduction Earphones—Enhancing Accessibility at Service Counters for Everyone

Chapter 2 Situation Regarding Implementation of the FY2024 Measures for the Ageing Society

Section 1 Fundamental Framework of Measures for the Ageing Society

Section 2 Implementation Status of Measures in each Field (Measures implemented by each government ministry and agency during FY2024)

1. Employment and Income
2. Health and Welfare
3. Learning and Social Participation
4. Living Environment
5. Research Development and Contribution to the World

Section 3 <Special Feature 2> Formulation of a New Guideline of Measures for Ageing Society

Chapter 3 Measures for the Ageing Society in FY2025

Section 1 Basic Approach to Measures for the Ageing Society in FY2025

Section 2 Measures for the Ageing Society in each Field (Measures implemented by each government ministry and agency during FY 2025)

1. Employment and Income
2. Health and Welfare
3. Learning and Social Participation
4. Living Environment
5. Research Development and Contribution to the World

In principle, the data and figures in this white paper are based on data and materials published by March 31, 2025. These figures may include not only finalized values but also preliminary estimates (provisional values, estimated values). Therefore, discrepancies may arise after the publication of this white paper.

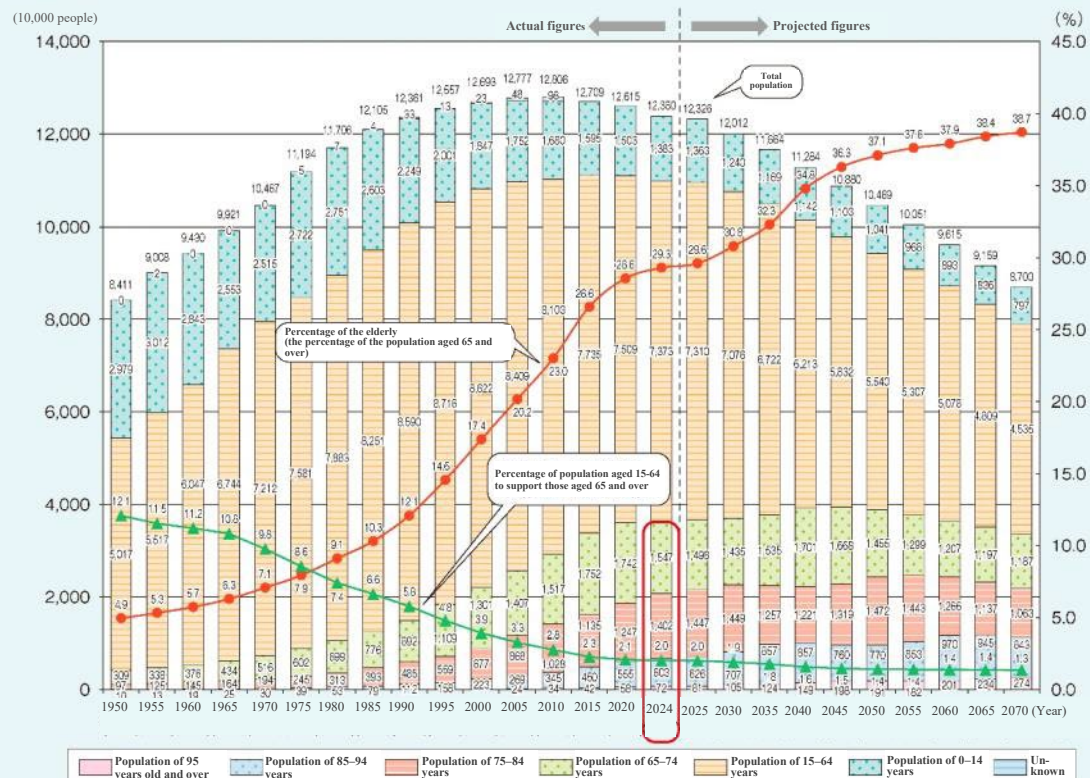
Chapter 1 Situation of the Ageing Population

Section 1 Situation of the Aging Population and Section 2 Trends of Living of the Elderly

○ The percentage of the elderly rises to 29.3%

- The total population of Japan is 123.80 million people as of October 1, 2024.
- The number of the population aged 65 and over is 36.24 million. The percentage of the population aged 65 and over (percentage of the elderly) is 29.3%.
- The number of the population aged 65-74 is 15.47 million, accounting for 12.5% of the total population. The population aged 75 and over is 20.78 million, accounting for 16.8% of the total population, and has overtaken the population aged 65-74 in size.
- By 2070, one in 2.6 people will be 65 years old and over, and one in around 4.0 people will be 75 years old and over.

Chart 1 Trends in Ageing Population and Projection for the Future



Source: With regard to the ageing rate shown in the bar graph and solid line, the figures are taken up until 2020 from the Ministry of Internal Affairs and Communications (MIC) Population Census (figures in 2015 and 2020 are based on the results with imputation), from MIC's Population Estimates for 2024 (as of October 1, 2024 (final estimates), and from 2025 onwards from the projection based on the medium fertility variants with a medium-mortality assumption in the National Institute of Population and Social Security Research's Population Projections for Japan (2023).

(Note 1) The population by age group in 2015 and 2020 is based on the results with imputation, so "age unknown" does not exist. The population by age group in 2024 is calculated based on the population of MIC's 2020 Population Census (result with imputation), so "age unknown" does not exist. Furthermore, the population by age group after 2025 is based on the Population Census Reference Table (result with imputation) of 2020 by MIC's Statistical Bureau, so "age unknown" does not exist. In calculating the rates of ageing from 1950 to 2010, the "age unknown" is excluded from the denominator. However, in calculating the rates for 1950 and 1955, the part of the Okinawa Prefecture population shown in (Note 2) is not included in the "age unknown."

(Note 2) For Okinawa Prefecture, 136 foreigners (55 males and 81 females) aged 70 and over in 1950 and 23,328 people (8,090 males and 15,238 females) aged 70 and over in 1955 are excluded from the population aged 65 and over, and included in the "age unknown."

(Note 3) Population projections represent the future trends of population based on the demographic data obtained before the base year. Deviation between the projection and actual result is likely to occur due to structural changes and other reasons occurring after the base year, and the population projections are regularly revised based on such results.

(Note 4) Until 2000 those aged 85 and over were collectively sectioned as "85 years and over."

(Note 5) The figures do not necessarily add up to exact totals due to rounding off.

Who are the elderly?

The term "the elderly" is applied to different subjects depending on context and systems, and there is no uniform definition. The Guideline of Measures for Ageing Society (decided upon by the Cabinet on September 13, 2024) uses as a generally accepted term "the elderly" for the sake of convenience. In this white paper too, the term is used in its generally accepted sense except in cases in which the definitions in various statistics or systems are followed.

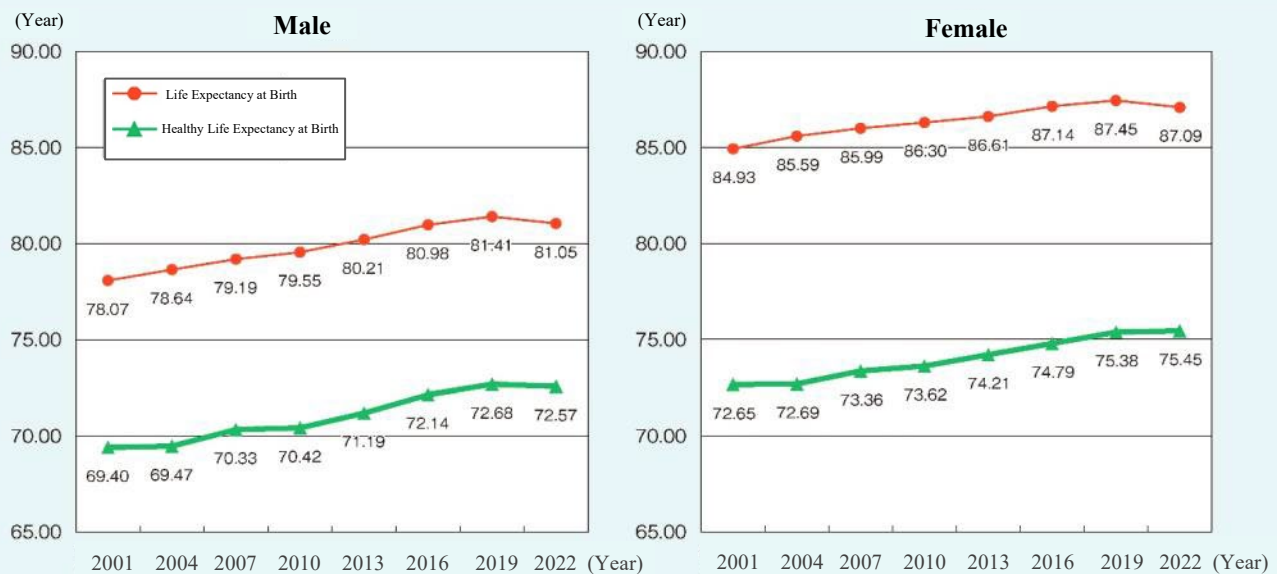
For the classification and the definitions of the elderly, the "Working Group Report on the Definition of the Elderly" (March 2017) from the Joint Committee of Japan Gerontological Society and the Japan Geriatrics Society proposes to newly define people aged 75 and over as the elderly.

The Guideline also states that "Life expectancy at birth in Japan is among the highest in the world and the need to promote physical vitality among the elderly has also been recognized. In addition, the number of people in employment aged 65 and over continues to increase, and their motivation remains high. In light of these circumstances, it is impractical to take a uniform approach to those aged 65 and over."

○Healthy life expectancy at birth remains flat

- Average period of time spent without limitation in daily activities due to health problems (healthy life expectancy at birth) was 72.57 years for males and 75.45 years for females as of 2022. Compared to 2019, both remain flat.

Chart 2 Trends in Healthy Life Expectancy at Birth and Life Expectancy at Birth

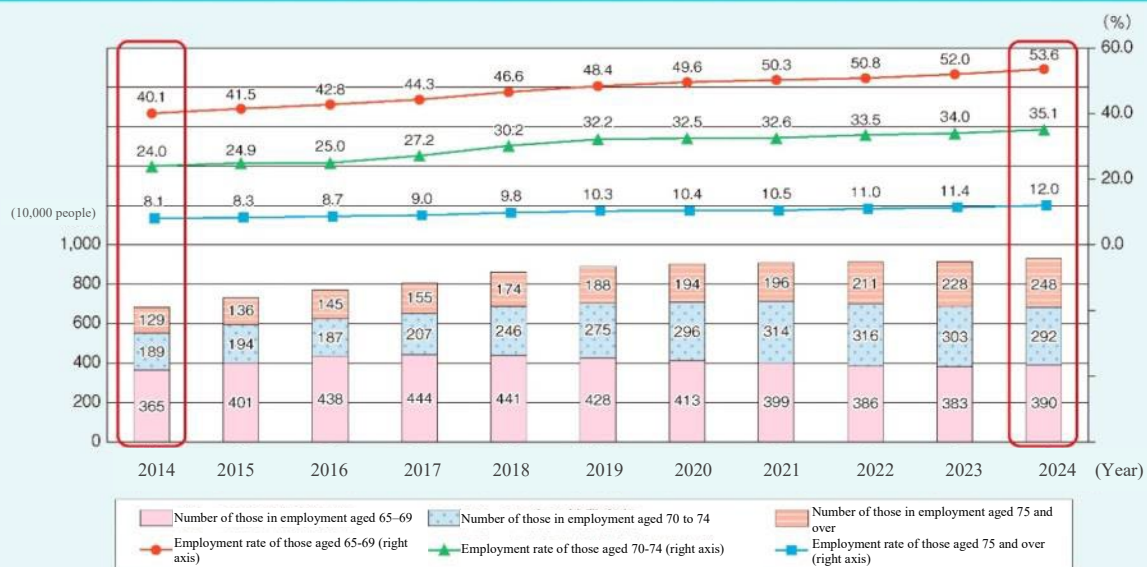


Source: Life expectancy at birth: "Abridged Life Tables," Ministry of Health, Labour and Welfare for 2001, 2004, 2007, 2013, 2016, 2019 and 2022; "Complete Life Tables," Ministry of Health, Labour and Welfare, for 2010
 Healthy life expectancy at birth: "Reference Document for the 4th Promotion Specialized Committee of Health Japan 21 (the third term)," Ministry of Health, Labour and Welfare

○The number of people in employment and employment rate of people aged 65 and over are both on the rise

- The number of people in employment and employment rate of people aged 65 and over are both on the rise.
- The number of people in employment has exceeded the previous year for 21 consecutive years.
- Compared to ten years ago in 2014, the employment rates have increased for those aged 65 to 69 by 13.5 percentage points, for those aged 70 to 74 by 11.1 percentage points and for those aged 75 and over by 3.9 percentage points.

Chart 3 Trends in People in Employment and Employment Rate by Age Group



Source: "Labor Force Survey," Ministry of Internal Affairs and Communications

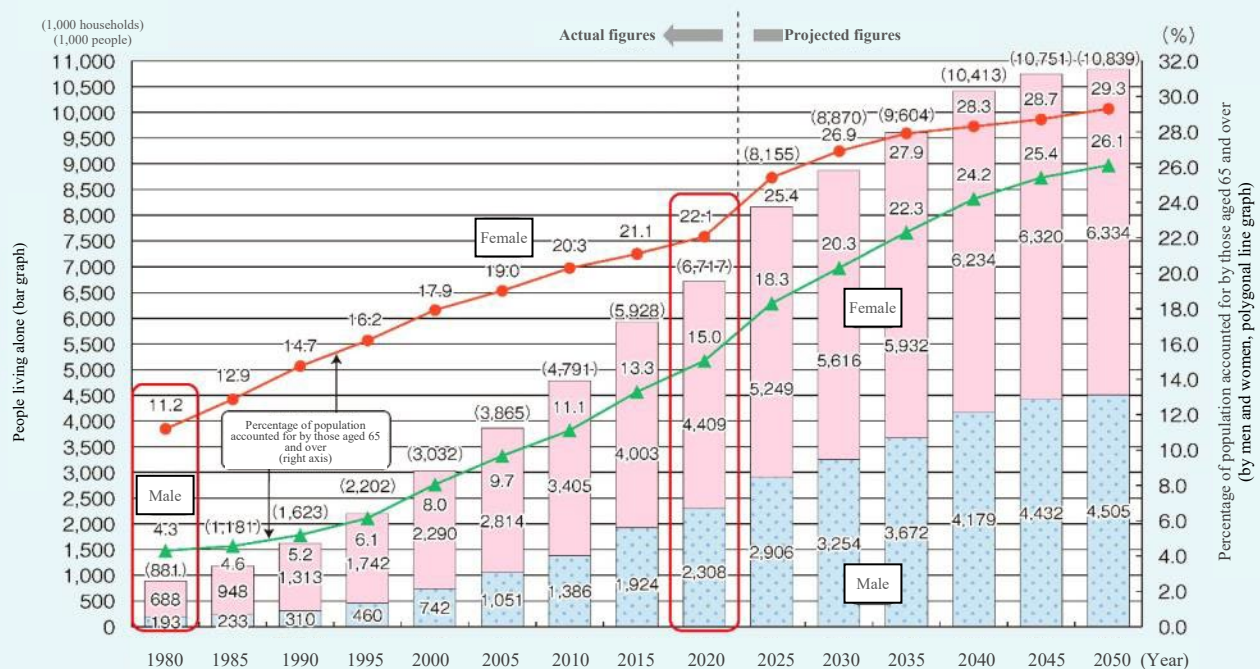
(Note 1) Annual average

(Note 2) The "Employment Rate by Age Group" represents the percentage of people in employment in the population of each age group.

○People aged 65 and over and living alone are increasing

- The number of people, both men and women, aged 65 and over living alone is increasing.
- In 1980 the percentages of the population of men and women aged 65 and over and living alone were 4.3% for males and 11.2% for females, but these percentages increased to 15.0% for males and 22.1% for females in 2020, and are expected to reach 26.1% for males and 29.3% for females in 2050.

Chart 4 Trends in the Numbers and Percentages of People Aged 65 and Over and Living Alone



Source: Numbers according to the Ministry of Internal Affairs and Communications (MIC) Population Census until 2020; from 2025 onwards according to the National Institute of Population and Social Security Research's Household Projections for Japan (2024).

(Note 1) "Living alone" means the "one-person households" or "private households (one person)" in the above census and projections.

(Note 2) The figures in parentheses above the graph bars are the total for males and females aged 65 and over and living alone.

(Note 3) The figures do not necessarily add up to exact totals due to rounding off.

(Note 4) Prior to 2020, values excluding "Family type not reported." From 2025 onward, values based on the proportionate share of "Family type not reported."

Section 3 <Special Feature 1> Trends in the Economic Circumstances of Life of the Elderly

Life expectancy at birth in Japan is among the highest in the world and it is important to realize a society where people can live longer lives with greater fulfillment. As people approach old age, they often experience changes in employment, income, physical and cognitive functions, social relationships and other aspects of their lives. Furthermore, Japan as a whole has been undergoing dynamic economic and social changes in recent years.

In this context, particularly from an economic perspective, we conducted an analysis on the economic circumstances of life of the elderly in order to contribute to the realization of a society where people can live stable and fulfilling lives in their later years. This analysis was based on the “General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)” conducted by the Cabinet Office in FY2024.

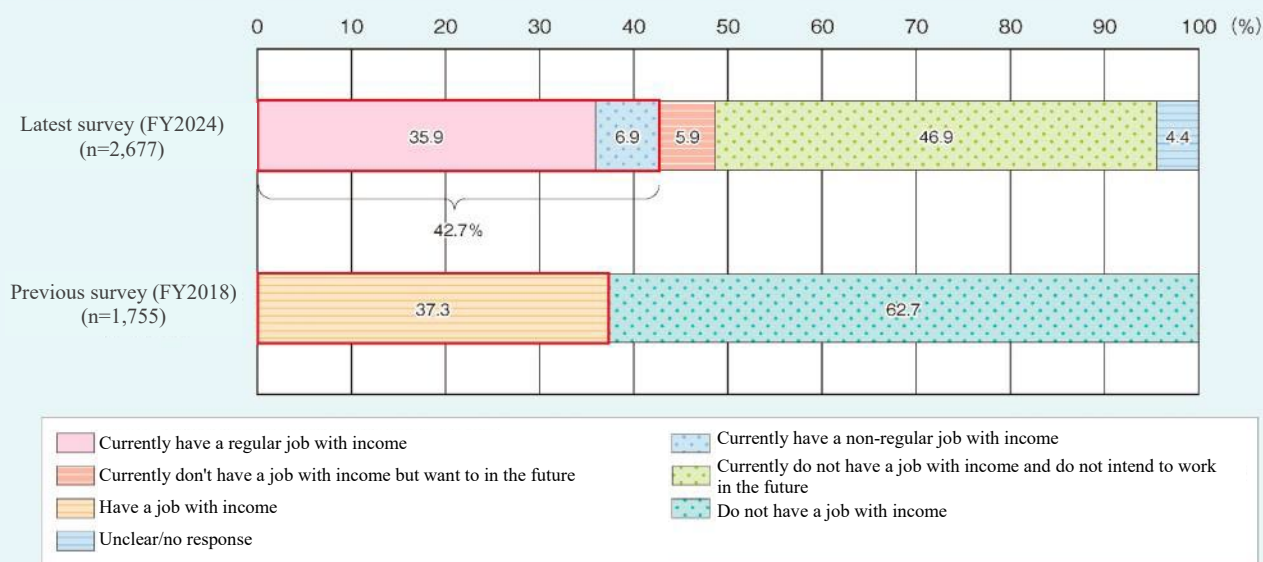
[Overview of the FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)]

- Survey area: Nationwide
- Subjects: Men and women aged 60 and over (as of October 1, 2024)
- Survey period: October 1 - November 8, 2024
- Number of valid responses: 2,188

○The percentage of people working with income is increasing

Overall, the combined percentage of respondents who answered either "Currently have a regular job with income" or "Currently have a non-regular job with income" (the percentage of those working) exceeded 40%, marking an increase from the previous survey in 2019. Among respondents aged 65 and over, the combined percentage was 35.6%.

Chart 5 The Percentage of People Working with Income (Comparison with the Previous Survey)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly) and Cabinet Office FY2019 Survey on the Economic Circumstances of Life of the Elderly

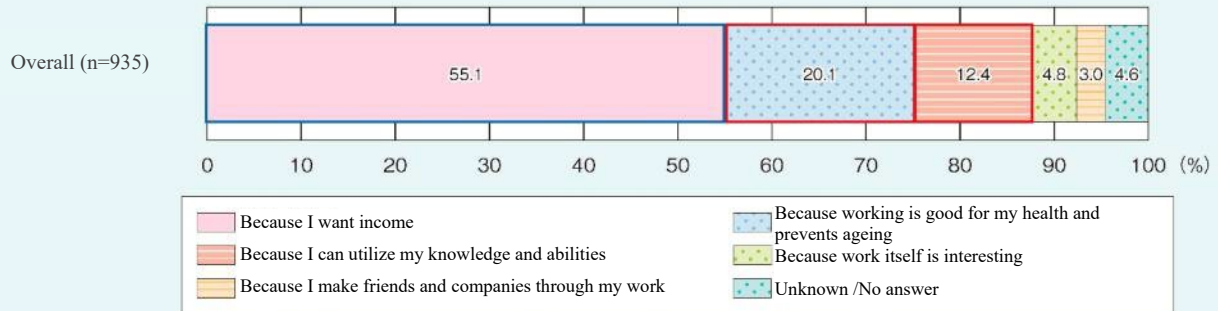
(Note 1) The option "Currently have a job with income" in the previous survey has been revised in this survey to "Currently have a regular job with income" and "Currently have a non-regular job with income."

(Note 2) The option "Currently do not have a job with income" in the previous survey has been revised in this survey to "Currently do not have a job with income but want to in the future" and "Currently do not have a job with income and do not intend to work in the future."

○The most common reason for working is "Because I want income"

Overall, the highest percentage of respondents (over 50%) answered "Because I want income", followed by "Because working is good for my health and prevents ageing," "Because I can utilize my knowledge and abilities." Among respondents aged 65 and over, "Because I want income" is the most common reason too, but nearly 30% cited "Because working is good for my health and prevents ageing," a proportion higher than that of the overall respondent population.

Chart 6 Main Reason for Having a Job with Income (Overall)



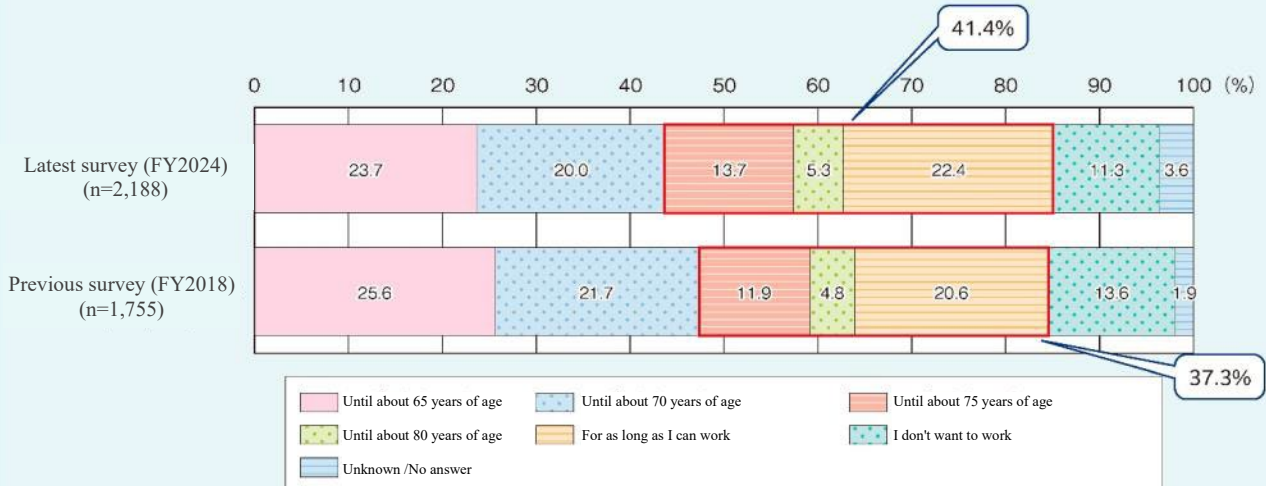
Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)
(Note) Question asked of those who have a job with income

○The willingness of the elderly to work is growing

Overall, the percentage of respondents who answered "Until about 65 years of age" was the highest, at around 20%, while the percentage of those who answered "For as long as I can work" also exceeded 20%. The total of those who answered "Until about 75 years of age," "Until about 80 years of age," or "For as long as I can work" exceeded 40%.

Compared to the previous survey, the percentage of respondents who answered "Until about 75 years of age," "Until about 80 years of age," or "For as long as I can work" increased, indicating a growing willingness of the elderly to work.

Chart 7 Until How Old Do You Want to Work with Income? (Comparison with the Previous Survey)



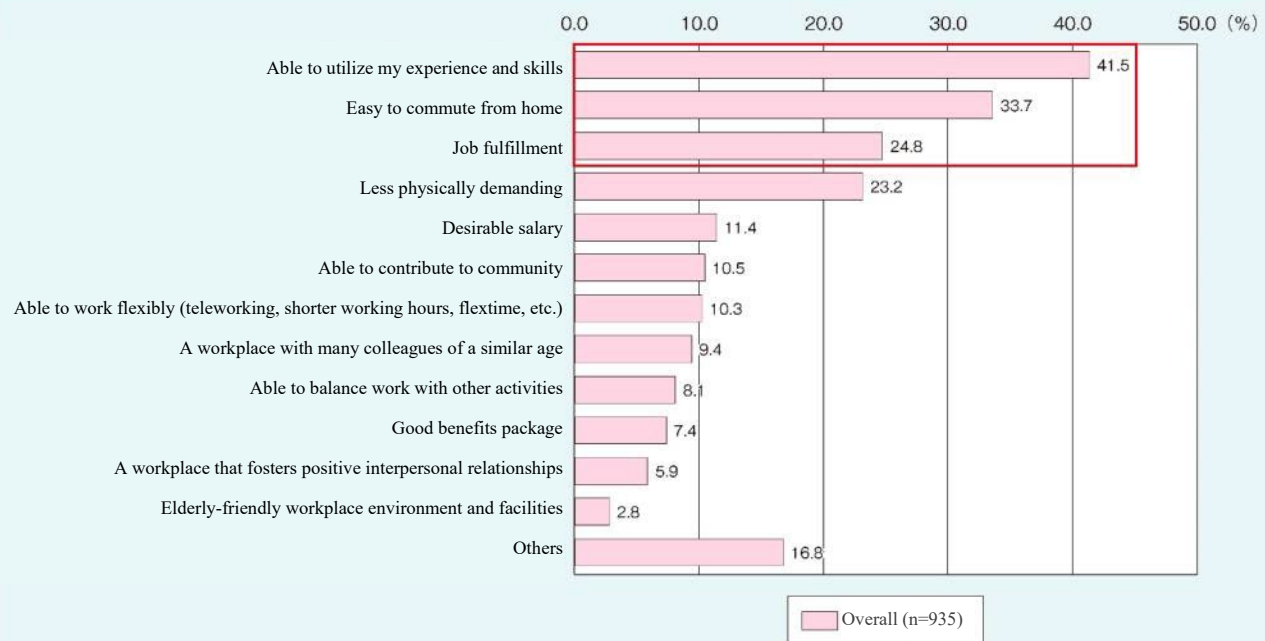
Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly) and Cabinet Office FY2019 Survey on the Economic Circumstances of Life of the Elderly

○Employment needs vary according to individual attributes

As mentioned earlier, the most common reason for working was income. However, when actually choosing a job, respondents tended to prioritize factors such as being "Able to utilize my experience and skills," "Ease of commuting from home" and "Job fulfillment" rather than "Desirable salary."

Employment needs vary according to individual attributes: while younger respondents tend to place greater importance on being "Able to utilize my experience and skills," older respondents prioritize jobs that are "Less physically demanding."

Chart 8 Reasons for Deciding on Current Job (Overall)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)
 (Note 1) Question asked of those who currently have a job with income.
 (Note 2) Respondents selected up to three applicable items.
 (Note 3) Excluding "Unknown or no response."

Chart 9 Reasons for Deciding on Current Job (by Gender/Age)

		Flexible working (teleworking, shorter working hours, flextime, etc.)	Desirable salary	Good benefits package	Easy to commute from home	Elderly-friendly workplace environment and facilities	Job fulfillment	Less physically demanding	Able to utilize my experience and skills	Able to balance work with other activities	A workplace that fosters positive interpersonal relationships	A workplace with many colleagues of a similar age	Able to contribute to community	Others
Overall	Male (n=535)	10.5	12.5	7.7	29.2	3.4	25.4	23.9	46.4	6.4	4.1	8.6	12.9	17.2
	Female (n=399)	10.0	9.8	6.8	39.6	2.0	24.1	22.3	35.1	10.5	8.3	10.5	7.3	16.3
60-64 years old	Male (n=172)	13.4	18.0	15.1	32.0	1.2	23.8	14.5	55.2	6.4	7.6	2.9	10.5	16.9
	Female (n=121)	12.4	10.7	13.2	45.5	0.8	25.6	13.2	43.0	7.4	9.1	11.6	6.6	15.7
65-69 years old	Male (n=133)	9.8	12.8	7.5	30.8	3.8	23.3	23.3	43.6	4.5	2.3	13.5	11.3	14.3
	Female (n=120)	14.2	11.7	5.0	37.5	2.5	19.2	22.5	40.8	13.3	5.0	8.3	9.2	15.0
70-74 years old	Male (n=111)	8.1	9.0	4.5	25.2	3.6	23.4	32.4	45.9	9.0	3.6	9.0	16.2	18.0
	Female (n=85)	4.7	9.4	5.9	40.0	2.4	32.9	28.2	30.6	12.9	9.4	11.8	8.2	15.3
75 years old and over	Male (n=119)	9.2	7.6	-	26.9	5.9	31.9	30.3	37.0	5.9	1.7	10.9	15.1	20.2
	Female (n=73)	5.5	5.5	-	32.9	2.7	19.2	30.1	17.8	8.2	11.0	11.0	4.1	20.5
65 years old and over (reiterated)	Male (n=363)	9.1	9.9	4.1	27.8	4.4	26.2	28.4	42.1	6.3	2.5	11.3	14.0	17.4
	Female (n=278)	9.0	9.4	4.0	37.1	2.5	23.4	26.3	31.7	11.9	7.9	10.1	7.6	16.5

Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)
 (Note 1) Question asked of those who currently have a job with income.
 (Note 2) Respondents selected up to three applicable items.
 (Note 3) Excluding "Unknown or no response."

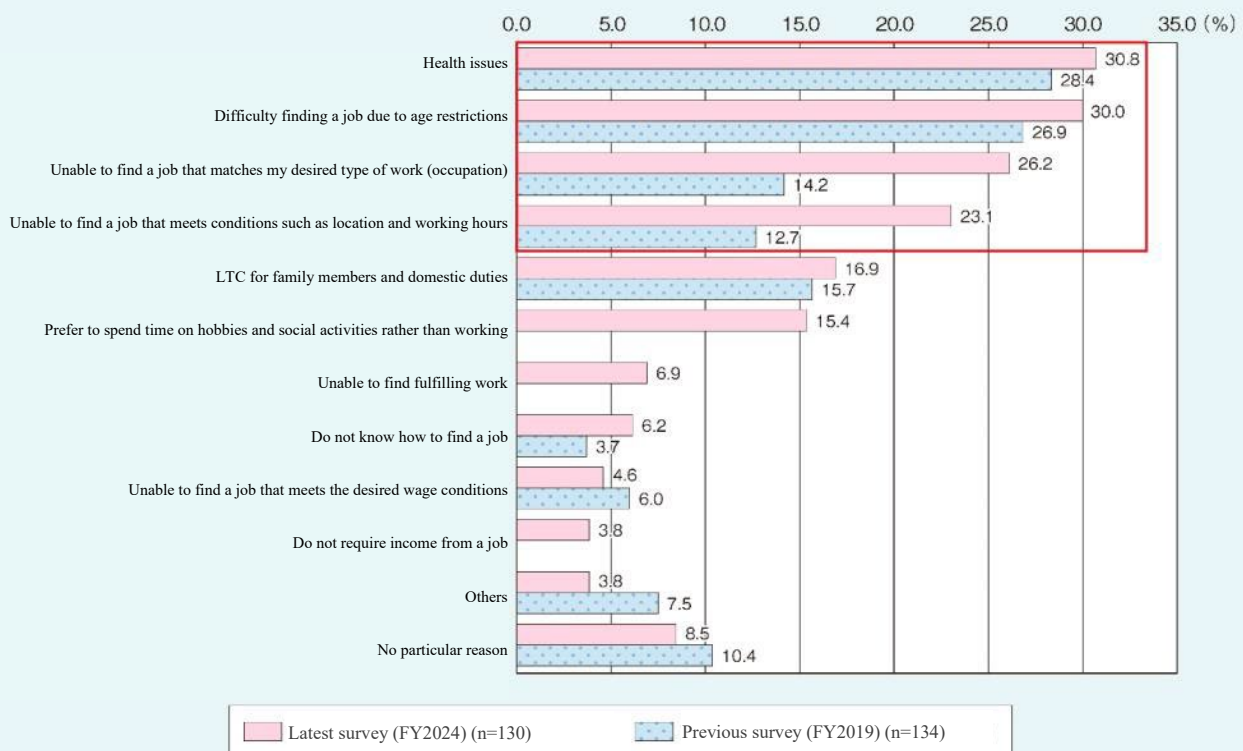
○There are various reasons why people wish to work but have not yet entered the workforce

Among those who "Currently do not have a job with income but want to in the future," a higher percentage cited "Health issues" as the main reason for not working, followed by "Difficulty finding a job due to age restrictions," "Unable to find a job that matches my desired type of work (occupation)," and "Unable to find a job that meets conditions such as location and working hours."

In light of these trends, it is important to foster an environment that enables the elderly to continue working according to their wishes, and to promote meticulous matching based on their specific employment needs.

Chart 10 Reasons for Not Having a Job with Income

(Only Those who Want to Work in the Future; Comparison with the Previous Survey)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly) and Cabinet Office FY2019 Survey on the Economic Circumstances of Life of the Elderly

(Note 1) Question asked of those who currently do not have a job with income.

(Note 2) Multiple responses

(Note 3) "Prefer to spend time on hobbies and social activities rather than working," "Unable to find fulfilling work," and "Do not require income from a job" are new options in this survey.

(Note 4) Regarding "Unable to find a job that meets the desired wage conditions," the previous survey used the expression "Unable to find a job that offers the pay I'm looking for."

(Note 5) Excluding "Unknown or no response."

○Anxiety about household finances is higher among elderly women (aged 75 and over)

Overall, the percentage of respondents who cited "I have financial leeway and live without worries" or "I don't have much financial leeway, but I live without many worries" (the percentage of respondents who answered that they live without worries) declined slightly from the previous survey, but still stands at just under 70%.

On the other hand, a higher percentage of women aged 75 and over expressed worry compared to their male counterparts, indicating a need to address their financial anxieties.

When viewed by household type, people living alone were much more likely to express anxiety than those living with others.

Chart 11 Current Economic Circumstances of Life (Comparison with the Previous Survey)

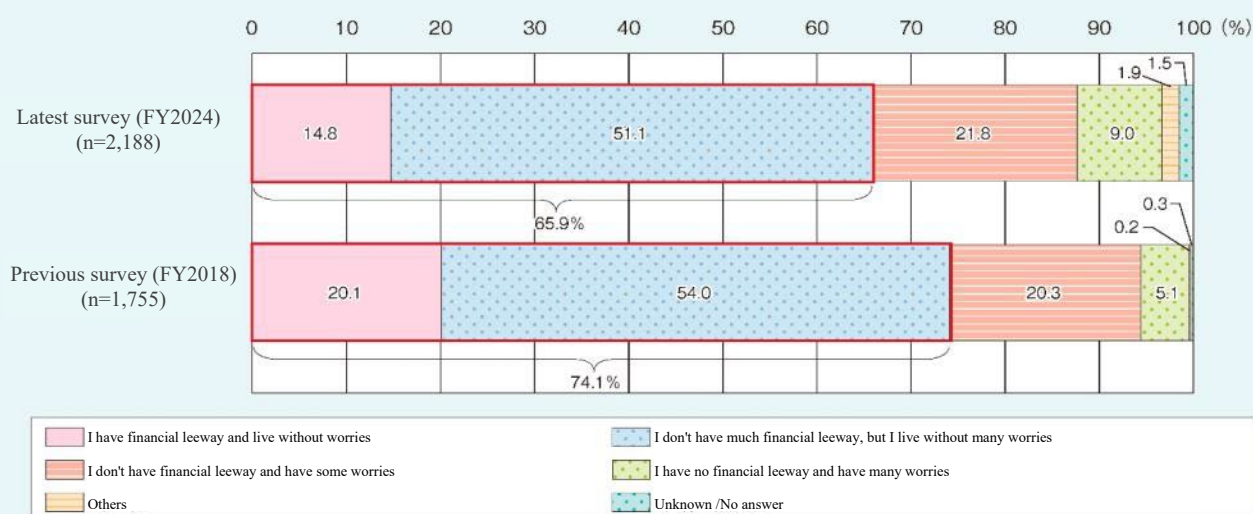
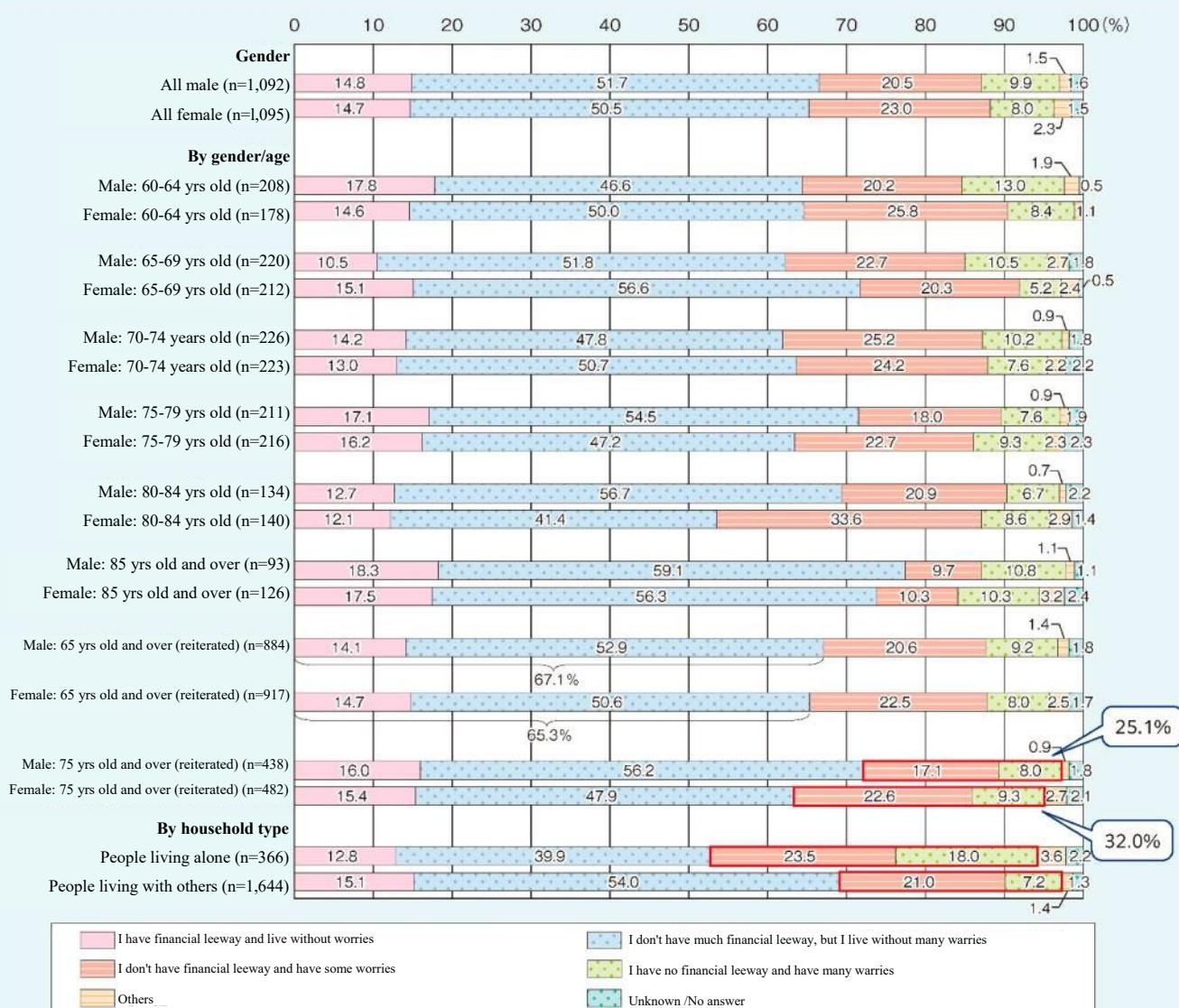


Chart 12 Current Economic Circumstances of Life (by Gender/Age; People Living Alone vs Others)

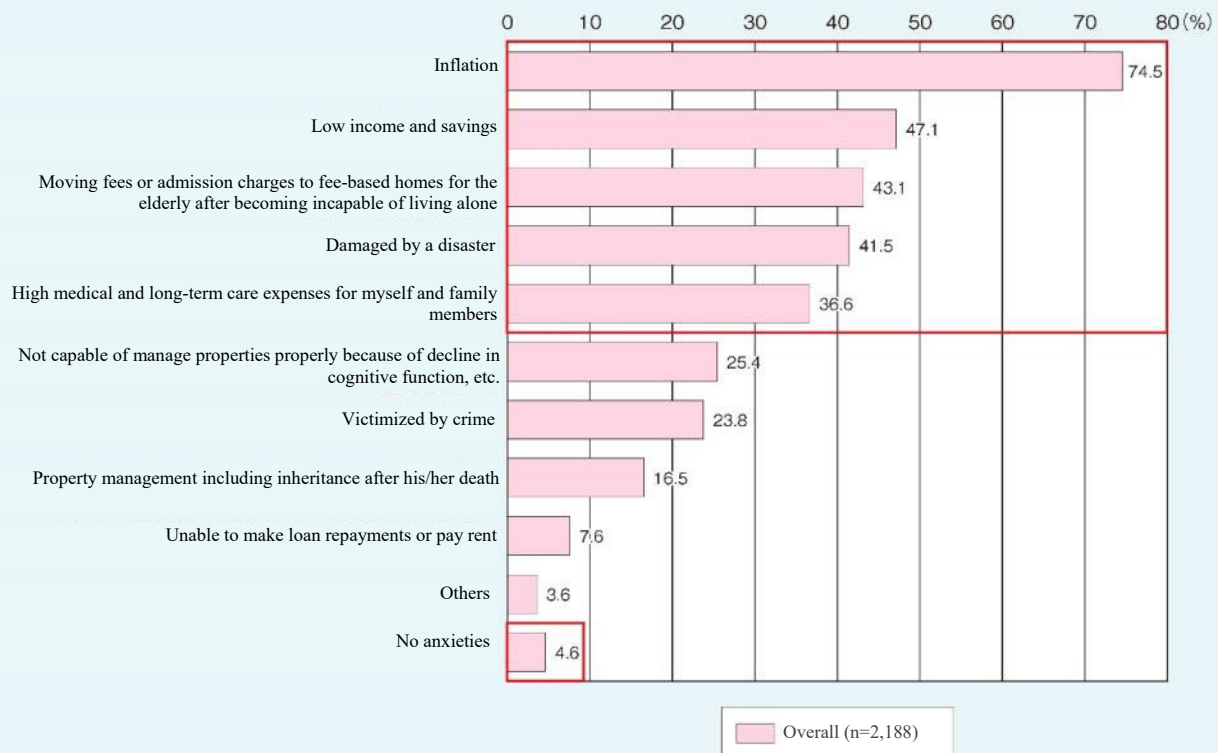


○ Many people cite inflation in particular as a specific anxiety

Looking at financial anxieties, the highest percentage of respondents answered "Inflation" (over 70%) followed by "Low income and savings," "Moving fees or admission charges to fee-based homes for the elderly after becoming incapable of living alone," "Damaged by a disaster," and "High medical and long-term care expenses for myself and family members."

In light of these trends, it is important to promote employment among the elderly to help them secure a stable income, while also encouraging asset formation from an early age and advancing long-term care (LTC) prevention measures.

Chart 13 Financial Anxieties (Overall)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)

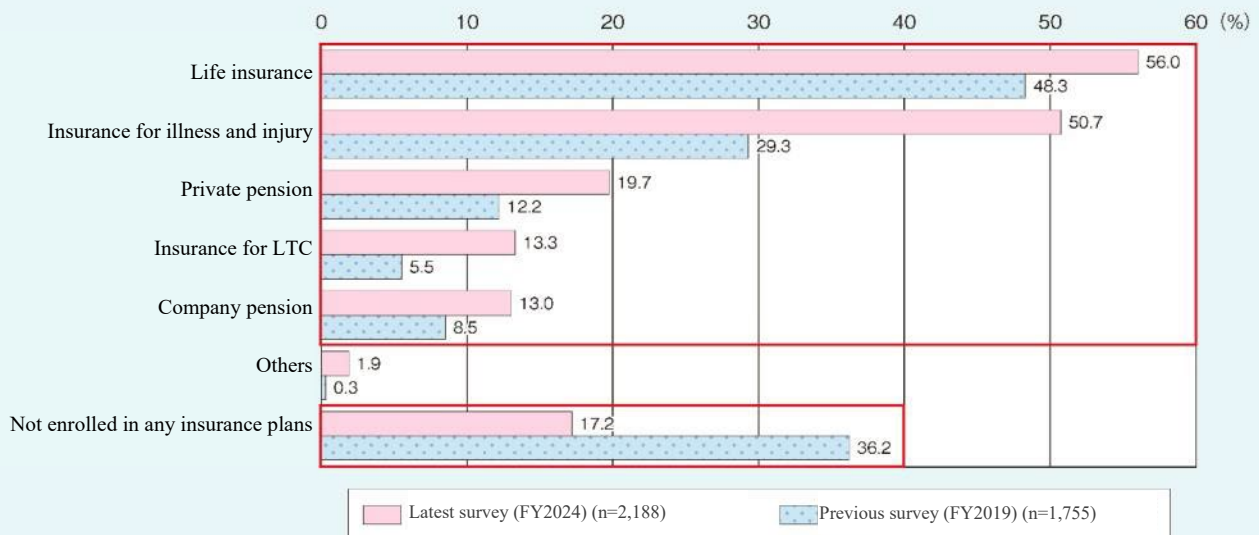
(Note 1) Multiple responses

(Note 2) Excluding "Unknown or no response."

○Preparedness for risks in old age has been generally improving

Overall, the highest percentage of respondents answered "Life insurance," followed by "insurance for illness or injury." Compared to the previous survey, the percentages of respondents who chose "Life insurance," "Insurance for illness or injury," "Private pension," "Insurance for LTC," and "Company pension" all increased. Meanwhile, the percentage of those who answered "Not enrolled in any insurance plans" declined significantly, indicating that the preparedness for risks in old age, including income and health, has been generally progressing.

Chart 14 Enrollment Status in Private Insurance Plans for Old Age Preparedness (Comparison with the Previous Survey)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly) and Cabinet Office FY2019 Survey on the Economic Circumstances of Life of the Elderly

(Note 1) Multiple responses

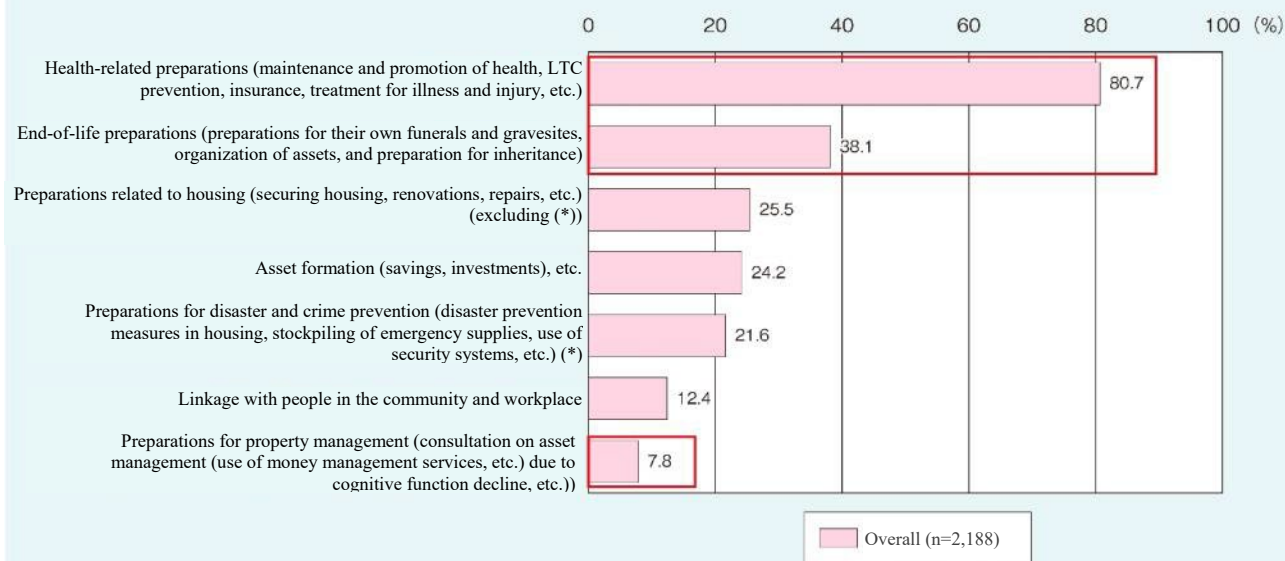
(Note 2) Excluding "Unknown or no response."

○Most people have limited awareness of the need to manage their assets in preparation for cognitive function decline, etc.

Regarding the preparations that respondents consider necessary in old age, the highest overall percentage chose "Health-related preparations (maintenance and promotion of health, LTC prevention, insurance, treatment for illness and injury, etc.). The second most common response (about 40%) was "End-of-life preparations" (preparation for their own funerals and gravesites, organization of assets, and preparation for inheritance)." However, around 30% of respondents have not actually made such preparations, indicating that some people recognize the need for such preparations but have not yet taken action.

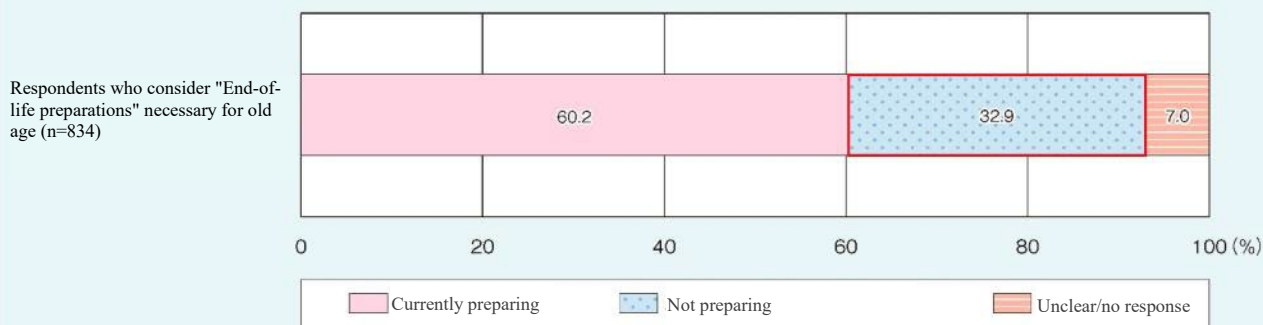
In addition, less than 10% of the respondents answered that they need "Preparation for property management (consultation on asset management (use of money management services, etc.) due to cognitive function decline, etc.)". As cognitive function declines with age, people may not be able to recognize their own impairment. Especially for those without family or relatives to rely on, this may lead to difficulties in managing daily finances and making decisions. Therefore, it is important to raise awareness of the need to prepare for asset management due to cognitive function decline, etc., and to establish a community-based system that provide support for daily living, including money management and decision-making support, as needed.

Chart 15 Preparations that Respondents Consider Necessary in Old Age (Overall)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)
 (Note 1) Respondents selected up to three applicable items.
 (Note 2) Excluding "Unknown or no response."

Chart 16 Status of Preparations for End-of-Life Activities (Only Respondents Who Answered That "End-of-Life Preparations" Are Necessary for Old Age)



Source: Cabinet Office FY2024 General Survey for Measures for Ageing Society (Survey on the Economic Circumstances of Life of the Elderly)

(Note) "Currently preparing" is the percentage of respondents who selected one or more of the following options as preparations in their future life: "Preparation of funerals," "Preparation of gravesites," "Organization of assets (preparation for inheritance, etc.)," "Organization of personal belongings (excluding assets)," "Preparation of messages and "ending notes" (documents to convey one's wishes after death and doctors to the family, etc.)," "Preparation of "living will" (instructions for end-of-life care, wishes for LTC, designation of proxy, etc.)," and "Others." Percentage of respondents who selected one or more of the following: "Preparation of a living will (instructions for end-of-life care, wishes for care, designation of a proxy, etc.)" and "Others."

Chapter 2 Situation Regarding Implementation of the FY 2024 Measures for the Ageing Society

Section 3 <Special Feature 2> Formulation of a New Guideline of Measures for Ageing Society

The Guideline of Measures for Ageing Society is a fundamental and comprehensive guideline for the government's measures for an ageing society, formulated by the government in accordance with Article 6 of the Basic Law on Measures for the Ageing Society. In light of various changes in socio-economic conditions in recent years, a new Guideline was decided upon by the Cabinet on September 13, 2024. In this section, the background leading up to the formulation of the new Guideline as well as key measures included in it are introduced.

Chart 17 Working Group for the Formulation of the Guideline of Measures for Ageing Society (Summary)

Formulation of a New Guideline of Measures for Ageing Society

Background

- In accordance with the Basic Law on Measures for the Ageing Society, the Japanese government should establish a basic and comprehensive guideline on public measures for the ageing society. The current Guideline (decided upon by the cabinet on February 16, 2018) states that "we will review it in about five years if we find it necessary to do so in view of changes in economic and social conditions."
- The Ageing Society Measures Council decided on February 13, 2024 to prepare a new draft of the Guideline to appropriately address social issues arising from various changes, such as the ongoing trend of the declining birthrate and ageing population, the extension of healthy life expectancy at birth and life expectancy at birth, the increase in the number of the elderly living alone, and to promote the transformation towards a sustainable economic society.
- Based on this, a Working Group for the Formulation of the Guideline of Measures for Ageing Society, composed of experts, was established to discuss the basic approach to promoting measures for the ageing society, identify priority measures, and contribute to the drafting of a new Guideline.

Working Group for the Formulation of the Guideline of Measures for Ageing Society

<Items for consideration>

- (1) Ascertaining the progress of measures based on the current Guideline
- (2) Basic approach to promoting future measures for the ageing society
- (3) Priority measures based on the current status of the ageing population
- (4) Other matters necessary to contribute to the preparation of the Guideline

<Record of meetings held>

2024

February 15: 1st meeting

Current situation of the ageing society, etc.

March 21: 2nd meeting

Engagement of the elderly (1) (employment and income, social participation, etc.)

April 3: 3rd meeting

Engagement of the elderly (2) (employment and income, learning and social participation), health and welfare, etc.

April 15: 4th meeting

Development of a safe and secure living environment for the ageing society

May 20: 5th meeting

Living environment, research and development, and international contributions, etc.

June 5: 6th meeting

Response to the mobility needs of the elderly in the community
Reorganization of opinions based on discussions to date

July 17: 7th meeting

Regarding the initial draft of the report

August 5: 8th meeting

Regarding the draft report *Compiling opinions

<Council member >

IJIMA Katsuya:

Note "◎" indicates the chairperson.
Director, Institute of Gerontology,
The Univ. of Tokyo
Professor, Institute for Future Initiatives,
The Univ. of Tokyo

INOKUMA Ritsuko:

Senior Editor, The Yomiuri Shimbun

OZORA Koki:

Founder and CEO, NPO Anata no Ibasho

OTSUKI Toshio:

Professor, Graduate School of Engineering,
The Univ. of Tokyo

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(Note) Council members' titles are as of the time of the meeting

Chart 18 Guideline of Measures for Ageing Society (decided upon by the Cabinet on September 13, 2024)

Outline of the Guideline of Measures for Ageing Society (decided upon by the Cabinet on September 13, 2024)	
Purpose and Basic Principles <p>1. Purpose of Guideline</p> <ul style="list-style-type: none"> ○“Measures for the ageing society” encompass initiatives not only to support the elderly, but also to build a sustainable society as their proportion continues to grow. ○Japan’s population is ageing at a rate unparalleled in the world and will continue to advance further (percentage of the elderly: 29.1% in 2023 ⇒ 38.7% in 2070). With changes in the demographic composition and social structure, there are growing concerns about various impacts and challenges that stem from a shortage of people who play active roles in economic society (with the working-age population projected to decline by around 12 million by 2040), a shrinking in the size of the economy, lifestyle changes including an increase of the elderly living alone, and a rise in the number of people with declining cognitive functions. ○On the other hand, life expectancy at birth in Japan is among the highest in the world and the need to promote physical vitality among the elderly has also been recognized. The number of people in employment aged 65 and over continues to increase, and their motivation remains high. ⇒It is essential to foster a society where people of all ages can be both “providers” and “recipients” of support according to their own circumstances and to create a hopeful future for all generations as members of a “super-aged” society. <p>2. Basic Principles</p> <ol style="list-style-type: none"> (1) Establish an economic society where people of all ages can continue to play an active part according to their own wishes (2) Establish a society where multiple generations can live together in peace of mind by appropriately responding to changing circumstances, such as the growing number of the elderly living alone. (3) Develop comprehensive measures and social systems that respond to changes in age-related physical and cognitive functions 	
Develop environments for lifelong engagement in society <p>1. Expand opportunities for age-neutral activities</p> <p>Background</p> <ul style="list-style-type: none"> ○The proportion of workers aged 20 and above who have engaged in self-education activities declines with age, dropping to around 20% among those aged 60 and over. ○About 40% of people aged 60 and over who currently have a job with income responded that they wish to work “Forever as long as I can.” When combined with those who want to continue working “Until about 70 years of age” or longer, the total reaches about 90%. ○Regarding lifelong learning initiatives the government should focus on, the most common response among those in their 40s and 50s was “Enhancing online learning” (around 50%), while among those aged 60 and over, it was “Increasing facilities for learning, such as opening community centers, etc.” (around 40%). ○Regarding measures that would be effective in promoting social participation activities in the community, around 40% of respondents cited “A system that allows easy access to social participation activities,” while around 30% mentioned “Dissemination and publicity of the social participation activities being implemented.” <p>2. Raise awareness of the ageing society among all generations</p> <p>Background</p> <ul style="list-style-type: none"> ○Internet usage rate declines with age (60s: 90.2%, 70s: 67.0%, 80s and over: 36.4%) ○73.5% of respondents in their 20s answered that they are “Not at all” or “Not very interested” in the social security system. In addition, only 13.9% of those aged 18-29 and 5.4% for those aged 60-79 have received financial education at school, etc. <p>Basic measures included in the Guideline</p> <ul style="list-style-type: none"> ○Support for upskilling and re-skilling with a view toward old age (Employment and Income) ○Develop an environment to improve the quality of employment; experience- and skill-based job placement in companies, expert advice on performance-based evaluation and treatment, etc. (Employment and Income) ○Support entrepreneurship for the elderly and provide various employment opportunities that meet their needs through enhancing job-matching capabilities of Hello Work (Public Employment Security Offices) (Employment and Income) ○Establish a platform for addressing community challenges through coordination among various entities: Build a mosaic-style job-matching system that aligns community work and activities with individual circumstances to secure active community participants (Learning and Social Participation) ○Enhance learning opportunities at familiar community locations, such as welfare centers for the elderly and through online platforms (Learning and Social Participation) Etc. <p>Basic measures included in the Guideline</p> <ul style="list-style-type: none"> ○Raise awareness of ageing across generations (Learning and Social Participation) ○Address the digital divide among the elderly by enhancing digital and tech literacy through workshops at mobile phone stores, community centers, etc. (Learning and Social Participation) ○Promote social security education from an early age as well as financial and economic education according to life stages (Learning and Social Participation) Etc. 	
Develop environments that address the growing number of the elderly living alone <p>Background</p> <ul style="list-style-type: none"> ○The population aged 85 and over, whose combined medical care and long-term care (LTC) needs are increasing, continues to grow and is projected to reach around 11.7 million by 2060 (around 6.7 million people in 2023). ○An additional 570,000 LTC staff are projected to be needed by FY2040. ○Each year, around 100,000 people leave their jobs to provide caregiving. Economic losses resulting from this issue are projected to be about 9.2 trillion yen by 2030. ○The number of people aged 65 and over and living alone is projected to increase by 3.7 million from 2020 to around 10.4 million in 2040. ○Homeownership rates among people in their 20s to 50s has been declining in recent years. As the number of the elderly living alone increases, the need to secure housing for them will grow. On the other hand, around 70% of landlords are reluctant to rent out property to the elderly. The peak age for change of dwelling is relatively late (75-85 years old), and some do so reluctantly. ○The number of vacant houses with no intended use has increased 1.8 times to 3.85 million over the past 20 years. ○The percentage of respondents aged 60 and over who cited “difficulty in mobility” as an anxiety in later life was higher in smaller municipalities, reaching nearly 70% of municipalities with populations under 50,000. <p>Basic measures included in the Guideline</p> <ul style="list-style-type: none"> ○Further promote the development of a community-based integrated care system, including qualitative/quantitative enhancements to home medical care and LTC (Health and Welfare) ○Promote the recruitment and retention of LTC providers by improving working conditions and attractiveness of LTC as a profession (Health and Welfare) ○Enhance the efficiency of LTC by utilizing technologies such as long-term care robots and ICT devices (Health and Welfare) ○Promote the development of employment conditions that enable workers to balance their jobs with LTC (Health and Welfare) ○Enhance support for the elderly without relatives, such as optimizing operations of lifetime support providers for the elderly and coordinating comprehensive support that combines community-based social resources (Health and Welfare) ○Enhance residential support by developing a comprehensive and integrated community-based system in collaboration with stakeholders in housing and welfare (Living Environment) ○Promote measures to address vacant houses, including their effective utilization (Living Environment) ○Ensure community mobility by accelerating the “redesign” of community public transportation networks and promoting social implementation of automated driving technologies (Living Environment) ○Promote research and development of AI technologies that contribute to addressing challenges in an ageing society (Research and Development) Etc. 	
Develop environments that take into account changes in physical and cognitive functions <p>Background</p> <ul style="list-style-type: none"> ○The number of people aged 65 and over with dementia and mild cognitive impairment (MCI) is expected to increase, reaching 5.842 million (prevalence rate: 14.9%) and 6.128 million (prevalence rate: 15.6%), respectively, in 2040 (4.432 million people with dementia (prevalence rate: 12.3%); 5.585 million people with MCI (prevalence rate: 15.5%) in 2022). ○Around 80% of special fraud victims are aged 65 and over. ○The number of fatal traffic accidents involving drivers aged 75 and over has been increasing recently, with 384 fatal accidents occurring in 2023. ○Only 30% of people in their 60s and 70s responded that the promotion of barrier-free environment and the adoption of universal design have “sufficiently progressed” or “fairly progressed.” ○Progress in developing an individual evacuation plan for those requiring assistance for evacuation varies across municipalities, with around 8% of them yet to begin. <p>Basic measures included in the Guideline</p> <ul style="list-style-type: none"> ○Comprehensively and systematically promote measures based on the Basic Act on Dementia to Promote an Inclusive Society, including efforts to raise awareness of dementia and strengthen cooperation among relevant organizations for early detection and response (Health and Welfare) ○Promote early screening and regular care for age-related hearing loss, etc., raise awareness of such impairments in the community and workplace, and utilize technologies that augment and substitute sensory functions to develop environments that enable easier lifestyles, regardless of physical or cognitive conditions (Health and Welfare) ○Strengthen support for people with lower cognitive functions in financial and economic activities by promoting initiatives that enable them to receive necessary assistance, such as encouraging financial institutions to participate in frameworks like the Local Council for Ensuring the Safety of Consumers, which facilitate the smooth sharing of personal information (Life Environment) ○Prevent damages to consumers by promoting the establishment of local councils and improving consultation systems such as the digital transformation (DX) of consumer hotlines, etc. (Living Environment) ○Promote traffic safety measures according to changes in cognitive functions, such as creating an environment that facilitates the voluntary return of driver’s licenses and encouraging the use of limited driving licenses for safety support cars, (Living Environment) ○Promote information accessibility and barrier-free buildings, etc. (Living Environment) ○Promote disaster and crime prevention measures in consideration of the characteristics of the elderly (Living Environment) Etc. 	
In Promoting future measures for the ageing society <ul style="list-style-type: none"> ○Ensure close coordination and cooperation among relevant administrative agencies, promote sufficient alignment of measures, and establish numerical targets and main reference indicators for each field ○Build systems to implement necessary improvements based on the verification and evaluation of the progress of measures ○Support the development of measures that take advantage of local governments’ characteristics through collaboration with local businesses, organizations, NPOs, and other diverse entities 	

<Topics>

(Case Study 1) Nagi Town, Katsuta District, Okayama Prefecture: “Shigoto Conbini” program—Matching “jobs” with individuals who wish to “work just a little”

Nagi Town, Katsuta District, Okayama Prefecture operates the “Shigoto Conbini” (Job Convenience Store) program. This initiative begins by interviewing both the businesses and potential workers to understand their needs and preferences and then breaks down the “work” into specific tasks and time frames, matching them with individuals such as the elderly and young parents who wish to “work just a little.” To make working easier and more accessible, the program also incorporates a team-based system. Initially, the town commissioned an external operator to manage the program, but starting in FY2019, the initiative shifted to community-led management and is now operated by the Nagi Shigotoen General Incorporated Association. This initiative has fostered connections among the elderly and young parents through work, creating multigenerational exchanges. It also provides a sense of purpose for workers and contributes to building a community that enables lifelong engagement.

(Case Study 2) Okawa City, Fukuoka Prefecture: Okawa City “Ohitorisama” (individuals living alone) Support Program—Simple Financial Management and Decision-Making Support

Amid low fertility and an ageing population, there is a growing number of the elderly living alone and people who face difficulties accessing support because their family members live far away. It is apparent that there is an increasing number of the elderly who cannot cope with small day-to-day issues or with admission and payment procedures for hospitals and care facilities. In response, Okawa City, Fukuoka Prefecture, has launched the “Okawa City Ohitorisama (individuals living alone) Support Program” through collaboration between the local government, the City Social Welfare Council, the City Adult Guardianship Center, local financial institutions, and others. The program offers: (i) Daily financial management services using cards with budget management features, (ii) Decision-making support from “decision-making supporters,” and (iii) Assistance with paying hospitalization and care facility admission fees. With guidance from decision-making supporters, program users retain control over how they use their money, allowing them to explore their desired activities and enjoy a more fulfilling life.

(Case Study 3) Sumida City, Tokyo: Community-Driven, Public-Private-Academia Collaboration Smartphone Workshop—Learning Smartphone Skills enjoyably with Friends

Sumida City, Tokyo, conducts smartphone workshops using the smartphone habit-forming app “Min Chare” to help the elderly develop the habit of using smartphones. The smartphone workshop uses Min Chare for repetitive practice of basic skills. Participants form teams of up to five people and post their daily steps, smartphone snapshots, and comments to share among teammates. This approach is designed to encourage enjoyable learning of text input and camera features through interaction with teammates. As a result, the proportion of participants taking their smartphone with them when going out increased by 85%, and opportunities for communication via smartphone increased by 75%, successfully establishing smartphone usage habits.

(Case Study 4) Cartilage Conduction Earphones—Enhancing Accessibility at Service Counters for Everyone

Cartilage conduction earphones were developed based on the “cartilage conduction” mechanism discovered by Dr. Yuji Hosoi of Nara Medical University, which transmits sound by vibrating the ear cartilage. They offer many advantages, including clear sound for those with mild to moderate hearing loss, minimal sound leakage, no need for insertion into the ear canal, and smooth, seamless design without holes or ridges, making them easy to wipe clean and keep highly hygienic. By using these earphones at service counters where personal information is handled, such as in local government offices and financial institutions, staff no longer need to speak loudly when assisting the elderly or others with hearing loss. As this enables more privacy-conscious interactions, increasing numbers of organizations are adopting these earphones. Creating environments where those with hearing loss can live more easily is also expected to help reduce the risks of frailty and dementia.