

Provisional

The Guideline of Measures for Ageing Society

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Chapter 1 — Purpose and Basic Principles

1. Purpose of the Guideline

Japan is not only one of the leading nations in terms of long life expectancy of its citizens, but also its older people^[1] are highly motivated to work, and their physical strength and athletic ability are consistently showing a tendency to improve. It can be said that all these facts prove that a variety of measures in the fields of employment, education, health, social security and so on, as well as the efforts of each citizen in Japan, have been successfully promoted.

Meanwhile, it is expected that Japan's ageing population will increasingly accelerate and the total population expected to decline in the future. In addition, it is expected that the number of older people living alone will further increase and various problems in terms of daily life and welfare will arise, as a result, a myriad of different responses will be required according to gender and region. Moreover, new issues, such as weakened communication in local communities and maintenance of asset and health due to longevity. There is no guarantee that the Japan's traditional social model will remain as effective as it has been, and it will be necessary to build a sustainable ageing society with foreseeing Japan in the next decade or two.

Under these circumstances, older people are getting younger in situation of physical age. They are also highly motivated to get involved in society in one way or another through work or community activities. The general trend of determining over 65 as “Older People” by their age is no longer realistic.^[2] The era has come that people even at 70 and older can demonstrate their ability based on their motivation and talent. Therefore, it will be necessary to develop a social environment in which motivated older people will be enabled to demonstrate their abilities, in conjunction with the idea to “support the older people.” On the other hand, from the perspective of building a society where all people will be able to

^[1] The term “older people” is applied to different subjects depending on context and systems, and there is no uniform definition. For convenience, the term is used here to mean “older people” on common wisdom. However, the term mainly refers to all elderly having problems specific to their age group.

^[2] Regarding the definition and classification of older people, the Japan Gerontological Society published that as a result of examining various data on mental and physical health of older people in recent years, most early older people aged 65 to 74 maintain mental and physical health and are capable of developing active social activities. Therefore, we would like to propose to differentiate them from people aged 75 to 89 as “late older people” (January 5, 2017). In addition, in the Cabinet Office survey conducted in FY 2014, about 90% of respondents replied “70 years old and over” or “cannot be judged by age” to the question “what age do you think older people are in general?” (Survey on Daily Life of Older People (FY 2014) conducted to a total of 6,000 male and female people of 60 years old and over around the country).

spend their aged years with peace of mind, it goes without saying that it will be necessary to provide support and develop a safety net in various fields such as employment, long-term care (LTC), medical care, town planning, consumption, transportation, living, social activity, lifelong learning, intergenerational exchange, etc. In addition, in view of the rapid progress of technological innovation such as artificial intelligence (AI) and information and communication technology (ICT), it can be expected that we would fully utilize the outcome of technological innovation for building such a society.

In the future, Japan will enter into a population reduction society and an ageing society unprecedented in the world. Responding to various social issues along with the ageing population means developing an environment where people of all generations including both old and young people can live a satisfactory life. It is important to ramp up efforts in all fields based on these perceptions.

To achieve these objectives, we have developed this guideline as a guide for basic and comprehensive guideline of public measures for the ageing society to be implemented by the Japanese government in accordance with the provision of Article 6 of the Basic Law on Measures for the Ageing Society.^[3]

^[3] The Basic Law on Measures for the Ageing Society (Law No. 129, 1995)

2. Basic Principles

The basic objective of measures for the ageing society is to create a society as described in the following items according to Article 2 of the Basic Law on Measures for the Ageing Society:

- 1) A fair and energetic society where people can be ensured that they have the opportunity of participating in diverse social activities or working throughout their lives.
- 2) A society where people are respected as important members throughout their lives where local communities are formed based on the spirit of independence and solidarity.
- 3) An affluent society where people can live peacefully and with fulfillment throughout their lives.

To build such society, we will take measures for the ageing society in accordance with the following three basic ideas:

(1) Review standardization by age and aim at creating Age-free society in which people of all ages can make use of their motivation and abilities depending on their hope.

In light of the fact that the general trend of determining over 65 as “Older People” by their age is no longer realistic, it is necessary to revise the standardized way to look at life stages by age. That is, regardless of age and gender, we will need to treat people according to their individual motivation and ability. In addition, we should not regard the ageing society as a problem only for older people. While building a sustainable age-free society appropriate for people of all generations by people of all generations, we will operate a system in which all people are supportive of social security and are beneficiaries thereof at the same time taking consideration of social security into “a social security model for all generations” which will provide all people with peace of mind.

Under these circumstances, with the prolongation of the lifespan, people will diversify life styles instead of a straight line life consisting of “education, work and old age.” As a result, it will be necessary for people to improve their awareness of involvement in the ageing society and their lifelong design from young age. In addition, it will be important to build a society in which older people can take the advantage of their knowledge and experience specific to the elderly age group, while clarifying the role to be played by each age group in the ageing society.

(2) Develop a community life base and consolidate a local community where people can imagine their elderly life at any life stage.

It is important to build a society which will enable all people to specifically envisage their life in older ages at any stage of life and to live their life with dignity till the end.

The number of opportunities for contact and cooperation in local community has been dwindling due to an increase in population in urban areas caused by the development of economic society and due to the progress of depopulation in rural area where population decline. With advancing life stage, people sometimes feel isolated on the occasion such as child rearing, disease, LTC and so on. Separation and bereavement may also occur. The increase in the number of older people aged 65 years and over living alone is remarkable regardless of their gender. From now on, it will be important to build a community in which older people can live safely, with peace of mind and comfortably by making further efforts to promote a community-based integrated care system, secure residence and support mobility, while paying attention to expanding cooperation between people in different generations and preventing social isolation.

In addition, from the perspective of cultivating the ability to understand the ageing society and preparing for the risks occurring due to increased longevity. It is also necessary to improve individual awareness of the significance of mutual support through education on social security and others.

(3) Aim for new measures on ageing society by using the innovation of technological achievements^[4]

Bearing in mind the possibility to provide a solution to several problems (physical ability, cognitive ability, various systems, etc.) that will prevent older people from demonstrating their ability fully according to their own wishes, we will need to examine measures to overcome the problems, including promotion of developing environment and of using new

^[4] The government is trying to realize the “fifth society” that brings abundance to people by creating new values and services through active utilization of cyberspace (“Society 5.0”) after the hunting, agricultural, industrial and information societies. (Basic Policy on Economic and Fiscal Management and Reform 2017, June 9)

technologies which are over existing idea. It is also necessary to encourage people in different generations to participate in the utilization of technological innovation for these purposes and to play their respective roles.

From this perspective, industry plays a vital role. We think that it will be possible for industry, not only to contribute to building a prosperous society for people of all generations by responding to new challenges accompanying the ageing society, but also to enhance its own development. The government will be required to consider creating an environment that will enable industry to participate from this perspective.

In these efforts, we will need to appropriately grasp the current situation of the ageing society by utilizing public and private data in order to formulate policies based on evidence.

Chapter 2 — Basic Measures in Each Field

Based on the basic principles to promote the measures for the ageing society, we have set out the following medium-term guidelines for basic measures by sector designed to encourage people of all generations to actively play their roles in fields, such as employment and income, health and welfare, learning and social participation, living environment, research development and contribution to the world, promote success of all generations, with the aim to develop the measures along them.

1. Employment and Income

In the face of a rapidly declining birthrate and ageing population with depopulation, we will develop an environment to enable people of all generations to play their roles actively in economic society by using their characteristics and strength.

In light of the raising pensionable ages for public pension at which people start receiving pension benefits based on the current pension system, we will ensure stable employment for all people who wish to work up to the age of 65 according to their motivation and abilities. Moreover, in view of the current situation that many people 65 years old and over wish to continue working in their 70s without taking their age into consideration, we will develop an employment and work environment where all people can continue working regardless of their age according to their desires, and review the social security system as necessary to adjust it flexibly to the changing situation.

We will promote measures to enable workers to develop vocational abilities and work in a variety of ways so that they can demonstrate their abilities effectively during the entire period of their work life while balancing it with their life at home and in the community in their old ages.

Regarding income after retirement from work life, we will promote asset building focused on public pension which is based on social solidarity by combining appropriately corporate pension plan, severance pay, and other personal asset such as personal pension, while paying attention to corporate support to ensure elderly workers to get income as well as individual self-help efforts. Furthermore, we will develop an environment to enable people to make effective use of their assets in a planned manner, including asset management.

(1) Develop environment to realize a society where all people can work regardless of their age

(a) Secure employment opportunities and work styles in a variety of forms

Since there are individual differences in health, motivation, physical fitness, etc. of elderly workers, and employment forms and working hours need to be diversified, we will develop an environment tailored to the needs for diversified employment and work to ensure employment and work opportunities. At the same time, we will develop an environment where people receive satisfactory treatment regardless of employment form and can freely choose from a variety of working styles. In particular, since telework using ICT is a flexible way of working to allow people to make effective use of time and place, we will promote environmental improvement, dissemination and enlightenment to further expand telework.

In addition, we will promote the program of human resources center for the elderly to provide jobs closely related to daily life in the community for older people who wish to work temporarily and in a short-term period, or engage in light work after retirement. In addition, local governments will promote efforts to create employment opportunities for older people in cooperation with various agencies and organizations, including human resource centers for the elderly, employer organizations, labour organizations and other various local organizations.

We will not only provide necessary information and promote employers' support so that workers can develop their careers while responding to various changes and enhance their work life until old age, but also promote aids by business operators. We will also seek to further promote side jobs and multiple jobs while paying attention to ensuring the health of workers.

(b) Support and promote re-employment of older people

In addition to providing a consultation site for lifetime working support for people who remain active throughout their life at public employment security offices to provide assistance on redesigning of work life and employment support by a support team so that elderly job seekers with a variety of techniques and experiences can widely

contribute to the society, we will implement various measures such as vocational ability development, recruitment of job openings, provision of employment information, etc.

In order to promote the employment of older people in regions, we will seek to use the employment measures agreement under which each prefectural labor bureau and local government will work together to tackle regional employment problems taking the intention of local governments into consideration.

(c) Support entrepreneurship of the elderly

We will provide consultations on a variety of procedures for business startup and support for funding procurement including business startup financing by Japan Finance Corporation for older people eager to start up a business so that they can start up their business and secure continuous employment opportunities in old age by making use of their own professional experience.

(d) Ensure old-age employment by utilizing knowledge and experience

In order to realize a lifelong active society, we will enhance support to companies that extend retirement age to 65 years or older. At the same time, we will not only develop and improve vocational ability, revise wage and personnel treatment system, and provide consultations and support for the development of other various conditions, but also seek to make effective use of a variety of subsidy systems and benefit systems.

We will promote measures to create a comfortable workplace focused on safety and health and ensure health by taking into consideration changes in physical functions due to ageing.

Regarding raising the retirement age of civil officers, we will examine the matter in a specific manner in corporation with National Personnel Authority including the viewpoint of the maintenance of organizational vitality as well as the total personnel expenses in order to further make use of knowledge and experience of elderly staff.

(e) Develop capacity throughout the entire period of worker's occupational life

In order to enable workers to revise their learning as necessary and choose careers according to their lifestyles in their life amid the

prolongation of occupational life and diversification of work styles, towards the 100-year life society, we will examine the improvement of an environment where any people regardless of their age can take on a challenge for new active opportunities with a drastic expansion of recurrent education.

In addition, in order to promote the stepwise and systematic development and improvement of vocational abilities of workers to aim to foster and ensure human resources and improve labor productivity, we will not only implement vocational training and “visualize” vocational abilities, but also provide career formation support tailored to individual needs throughout their work life.

(f) Realize a comfortable work life

In relation to matters on employment and working hours, we will seek to balance work and life of all workers including older people in light of the “Charter for Work-Life Balance” and “Action Policy for Promoting Work-life Balance” (decided by the Council of Executives of Public and Private Sectors to Promote Work-life Balance on December 18, 2007, and revised in March 2016).

(2) Stably operate a public pension system

(a) Operate a sustainable and stable public pension system

As far as the public pension system is concerned, in order to maintain the pension system in a sustainable and secure manner in the future in view of the rapidly declining birthrate and ageing population, we have reviewed both aspects of benefits and burdens of the active generations since the revision of the system in 2004 to build a new pension financing mechanism designed to raise insurance premiums by determining the upper limit and to automatically adjust the pension benefit level by automatic modified indexation linked to population. With the completion of the planned increase in insurance premium following the ratio of national tax to the total amount of the expenditure for basic pension to one-half and the subsequent completion of the pension financing mechanism on the income side, we will manage the pension system from a long-term perspective within the range of income earned to maintain the pension benefit level.

(b) Build a pension system to meet the diversified work life in old age

Currently, the pension system is such that each individual can freely choose the age at which pensions are awarded between 60 and 70 years old. We will not only make well known actively the system to raising pensionable age later than 65 years old, but also examine improvement of the system which will be more flexible and easier for pensioners, including the postponement of the pension receiving age of 70 years old or later.

Regarding the pension systems for working elderly, we will examine the system from the perspective of dealing with the diversity of work in old age and retirement elastically, taking into consideration effects on pension financing.

(c) Build a pension system neutral to work styles

In order to develop a working environment friendly to workers and increase security such as a pension for short-hour workers, we will steadily examine further an expanded application of employee insurance by considering their working situation and effects on companies.

(3) Support asset formation

(a) Develop an environment for promotion of asset formation

The private pension system complements the public pension system as an additional pension system thereto and plays an important role to ensure income in old age through self-help efforts of individuals and companies. We will seek to disseminate and enhance the private pension system, by not only increasing the number of subscribers to Individual-type defined contribution pension plan (iDeCo) and making well known the introduction of systems easy to use for small and medium companies, but also making well known the risk sharing pension plan with regards to defined-benefit corporate pension plans. In addition, in view of the fact that the retirement payment system still plays an important role as an income security for retirement age, we will seek to disseminate and promote the smaller enterprise retirement allowance mutual aid for small and medium companies that cannot have their own retirement payment system.

Since it is important to build up asset in a planned manner to secure a comfortable life in old age, we will seek to disseminate and promote the use of the Dollar-Cost Averaging NISA (Nippon Individual Savings Account) in addition to the above systems, and promote the development of a working environment so as to give workers an initial foothold to start asset building. In particular, in order to encourage efforts by local governments and companies, we will take initiatives as the government to introduce the “Workplace Dollar-Cost Averaging NISA” and actively support government officials to make full use thereof.

(b) Develop an environment for effective use of assets

In order to maintain a comfortable life without anxiety in old age, it is necessary for people to make effective use of assets in a planned manner including management and depletion of assets suitable for each situation. For this reason, we will seek to promote the provision of financial products and services that fits old people. In addition, we will to develop an environment to allow people to make effective use of housing assets so that anxiety in old age is alleviated by improving their residential life through residence change and so on. In addition, we will seek to promote the use of the system offering loans collateralized by dwelling assets and eligible for living expenses implemented by prefectural councils of social welfare as a system to lend living expenses collateralized by real estate.

In order to protect elderly investors, we will seek to respond further to the characteristics seen in old age such as a decline in cognitive ability, in view of the progress in financial gerontology.

2. Health and Welfare

In order to realize a vibrant society where people can have peace of mind and live in good health in old age and ensure full longevity, we will comprehensively promote lifelong health bearing in mind regional and social factors that cause differences in health among individuals.

In view of the progress of ageing population in the future, we will seek to promote further the community-based integrated care system and further promote the development of a support system so that people with dementia can continue to live their life independently in communities. In addition, in order to build a society where people in working generations who provide LTC for their families can work comfortably, we will promote efforts aimed “no one forced to leave their jobs for long-term care” through the development of LTC providers and improvement of labor conditions for persons providing LTC.

With the anticipated increase in medical expenses and LTC expenses with progress in ageing population, we will provide effective services that meet the needs of the citizens in an effective manner, and build a sustainable medical and LTC insurance system capable of responding to changes in the population structure. We will also deepen the discussion across the country on medical care at the end of life.

(1) Comprehensively promote health

(a) Promote lifelong health maintenance

We will aim for health implementation of national health promotion throughout the lifetime to extend healthy life expectancy through efforts aimed at achieving the goal set in “Health Japan 21 (the second term)” which is a national health promotion. To this end, we will urge companies, organizations and local governments in mutual cooperation to implement a program to allow employees, members, local residents and so on to voluntarily participate in health promotion movement. Furthermore, we will promote lifelong efforts in coordination with school health. In addition to steady implementation of specific health checkups and specific health guidance and efforts in line with data health plan by medical insurers, we will not only promote disease prevention and health promotion for subscribers, but also promote horizontal development of positive examples for preventing aggravation of lifestyle diseases such as diabetes.

We will promote sports activities according to the life stage including the elderly by enhancing opportunities for all citizens to familiarize themselves with sports daily as a base to live a healthy life both mentally and physically throughout their lifetime. We will seize the opportunity of the holding of the Olympic and Paralympic Games Tokyo 2020 to extend healthy life expectancy by promoting efforts to promote individual health promotion through sports and exercise. In order to contribute to securing healthy dietary life in old age, we will promote Shokuiku (food and nutrition education) programs through the lifetime from children to adults and older people. In doing so, amid the diversification of household life, such as an increase in single households, we will seek to cooperate and collaborate with local communities and related organizations to promote efforts to provide opportunities for eating together that will lead to communication and richer dietary experience.

(b) Promote long-term care prevention (LTCP)

We will promote long-term care prevention (LTCP) based on the philosophy of rehabilitation in order to support older people independence and improve their quality of life. In addition to improving physical and mental functions, in order to encourage older people to participate in community activities, we will build local communities where they play a role as an active member of community activities and have life worth living by establishing a community-focused “places for social gathering” and making use thereof.

(2) Sustainably operate the LTC insurance system

We will seek to steadily implement the LTC insurance system which has been established as a system to provide necessary health and medical welfare services so that older people can maintain their dignity and carry on their independent life according to their abilities, and enhance the system as such that will be sustainable by building a system whereby local residents can receive LTC services in a continuous and integrated manner in their familiar area as much as possible (community-based integrated care system) in view of changes in population dynamics in the future. In order to promote and deepen the community-based integrated care system, we will steadily

implement the revision of the Long-Term Care Insurance System, etc. to strengthen the Community-based Integrated Care System^[5] in which the introduction of a mechanism whereby all municipal governments will demonstrate their function as insurers to support independence of older people and prevent serious condition is incorporated.

(3) Enrich the LTC services (No one forced to leave their jobs for long-term care)

(a) Secure the necessary LTC services

In light of the situation of the LTC insurance service plans by local governments, we will develop an appropriate LTC infrastructure according to the demand of older people requiring LTC, and build the community-based integrated care system.

To this end, we will not only seek to secure human resources through improvement of labor conditions for persons providing LTC but also enhance in-home services such as home-visit LTC, outpatient day LTC in-home service and develop LTC infrastructure such as communal daily LTC for a dementia patient, intensive care homes for the elderly, health center for the elderly, elderly housing with supportive services. We will also promote appropriate dissemination and utilization of welfare equipment and housing renovation. At the same time, we will seek to improve employment management of long-term care workers and enhance the function of the public employment security offices and private sector to adjust the labor supply and demand.

(b) Improve quality of LTC services

We will aim to improve the quality of LTC support specialists, home helpers, certified care workers and others who are in charge of older people care services, and promote information disclosure by business operators by making use of information communication to enable users to select LTC services appropriately and use good quality services. We will seek to promote the use of ICT at LTC workplaces in order to reduce the burden of LTC staff.

In addition, from the perspective of maintaining the dignity of older people, we will promote the conversion of intensive care homes for

^[5] The Act to partially amend the Long-Term Care Insurance Act to Strengthen the Community-based Integrated Care System (Law No. 52, 2017)

older people to individual private units, and promote efforts aimed to prevent elder abuse by LTC staff.

(c) Provide comprehensive and sustained home medical care and LTC in the community

In order to respond to an increase in the number of older people who require both medical care and LTC, we will seek to develop a system to promote coordination between medical and nursing-related personnel to provide home health care and LTC in a comprehensive and continuous manner in the community. Municipal governments will coordinate with related medical and LTC organizations to promote coordination between medical and nursing-related personnel, while prefectural governments will promote coordination between medical care and LTC by providing support to municipal governments.

(d) Support to balance work and LTC

In order to prevent people from leaving the workforce in order to provide LTC to a member of their family, we will strongly promote the “The Japan’s Plan for Dynamic Engagement of All Citizens” (decided by the Cabinet on June 2, 2016) to seek to develop an environment where workers can take LTC leave and return to work easily and where workers can work while providing LTC in order to develop an employment and working environment to enable workers to balance work and LTC.

(4) Sustainably operate of medical care for older people

With respect to the medical care system for older people aged 75 and over, we will conduct a stepwise review of the upper limit of high-cost medical care expenses for people aged 70 years and over in order to increase the sustainability of the system, in addition to the introduction of the system to provide older people aged 75 and over aid levy according to their gross salary.

In line with the “Reform Roadmap for the Plan to Advance Economic and Fiscal Revitalization (revised in 2017)” (decided by the Economic and Fiscal Policy Advisory Council on December 21, 2017), we will examine the individual payment responsibility of older people aged 75 and over in view of a stepwise raising of payment from 70 to 74 years old.

(5) Promote measures to support older people with dementia

In order to support older people with dementia whose number is expected to

increase with the progress of ageing population and the families who take their care, in light of the “Comprehensive Strategy to Accelerate Dementia Measures (New Orange Plan)” (formulated on January 27, 2015 and revised in July 2017), we will not only promote measures to establish initial-phase intensive support teams for early dementia and to develop dementia disease medical centers with a view to building a recycling mechanism in which dissemination and enlightenment is provided to deepen understanding of dementia, and timely and appropriate health and LTC are provided according to the condition of dementia, but also promote support to caregivers for people with dementia and efforts to build communities friendly to older people, including people with dementia.

(6) The way of medical care at the end of life

It is important that medical care at the end of life be provided based on the decision of the patient following the provision of appropriate information to the patient and its families and talk with health care providers. For this reason, we will not only develop a system to foster human resource that can respond to consultation to patients, but also promote information provision and dissemination as well as enlightenment for citizens.

(7) Promote establishment of framework for supporting local communities by mainly residents

In order to promote the establishment of a system that will allow older people living alone to continue to live a safe life without being isolated or displaced from the familiar community, we will promote various measures to build a community that will help older people with support needs live their life with the cooperation between welfare commissioners, volunteers, private business operators and the administration.

In order to promote the establishment of a framework for providing mutual support by local residents, we will urge municipal governments in coordination with prefectural governments to formulate a regional welfare plan that will incorporate common issues to be addressed in each field of welfare and the promotion of appropriate use of welfare services, sound development of services aimed at social welfare, promotion of community participation in regional welfare activities, and methods to grasp, share and

confirm people's safety, and so on.

In order to realize a "regional cohesive society" in which local residents and a wide variety of players provide mutual support beyond the "vertical division" of each system and field and the relationships of "supporters" and "receivers," as well as the framework of social security system, and in which each resident creates their own objective in life with the community, we will build a comprehensive support system to provide solution to problems related to the community life of individuals and households with cooperation between local residents, social welfare service providers and the administration by making use of support provided by the public system.

3. Learning and Social Participation

In an ageing society, amid the diversification of values, not only opportunities to satisfy the mind and heart as well as the reason to live are required through learning activities and social participation, but also opportunities to enable people to learn new knowledge and skills incessantly in response to social changes in order to continue working and live a daily life are required. In addition, against the backdrop of an increase in the number of older people living alone, the importance that people in different generations interact with each other in the community has been reaffirmed.

For this reason, we will support learning in old age to enable older people to play an active part in their workplaces and in their communities. Moreover, we will seek to provide a variety of learning opportunities at schools and in communities to enable all people including older people to conduct learning activities throughout their life and to promote an appropriate evaluation of the outcome and a use thereof in community activities.

In addition, since mutual support by people of all generations is required to enhance sustainability of Japan's ageing society, we will enable people of all generations including young generations to gain an understanding of the ageing society, through education on social security including compulsory education. Moreover, since opportunities to participate in social activities through volunteer activities, NPO activities and others do not only serve to make life worth living, maintain health and prevent isolation, but also contribute to local communities with increased welfare and foster awareness of intergenerational exchanges and mutual aid, we will seek to promote these activities and provide participation support.

(1) Promote learning activities

(a) Provide a variety of learning opportunities at schools

We will deepen the understanding of children in the primary and secondary education stages about issues related to the ageing society such as LTC and welfare as well as older people through interaction with older people by way of community service activities including voluntary activities, in cooperation with the community. At the same time, we will develop abilities and attitudes of children which will serve as a base to learn throughout their life and participate in the community throughout the school education programs.

In addition, in order to seek to provide a variety of re-learning opportunities for working members of society including older people, we will implement a variety of programs for higher education institutions such as universities, including implementation of entrance examination for working members of society, establishment of distance learning universities and graduate schools, use of open lectures, and non-degree student system as well as certification system for extension programs, and we will seek to support programs using the credit-based system and correspondence course system in practical vocational education at specialized training colleges and develop and enhance the learning environment of the Open University of Japan. Furthermore, we will promote the opening of the school's education function and facilities, including the holding of open lectures for local residents, and implementation of social education using surplus classrooms.

(b) Provide a variety of learning opportunities in society

In order to respond to diversified and sophisticated learning demands of citizens, we will not only seek to promote the sound development of private business operators, but also seek to enhance social education, including dissemination and promotion of advanced learning programs, provision of a variety of learning opportunities at social education facilities such as community learning centers, and promotion of network formation in communities focused on community learning centers. In addition, we will aim to provide a wide variety of lifelong learning opportunities, including promotion of cultural activities in museums, promotion of sports, provision of opportunities to interact with nature in national parks, among others, inclusive of the use of ICT.

(c) Promote the understanding of social security

In light of the fact that understanding the significance of “enhancement and stabilization of the social security in an ageing society with declining birthrate” was stated in the subject of Social Studies of the National Curriculum Standard for Lower Secondary Schools publicized in March 2017, we will make known the matter to schools. In addition, we will seek to disseminate and promote education on social security at schools.

As far as the My Number System is concerned, since the system is the foundation of a fairer social security system and tax system and contributes to an improved convenience for citizens and more effective administration as infrastructure of the information society, we will develop comprehensively both information for general citizens and information for private business operators to seek to promote its understanding.

Furthermore, from the perspective of securing retirement assets, we will not only provide continuous education on the investment of corporate-type defined contribution pension plans so as to enable people to acquire financial literacy from the young age, but also seek to promote investment education through workplace which is close to people in working generations, in light of the introduction of individual-type defined contribution pension (iDeCo) and dollar-cost averaging NISA.

(d) Improve ICT literacy

It is expected that ICT utilizing AI and Internet of Things (IoT) will experience further evolution in the future as all kinds of social infrastructure including daily life. In order that older people may enjoy a comfortable life, we will promote the development of a support system for ICT utilization according to their respective situation.

(e) Promote consumer education efforts according to the life stage

In light of the “Basic Policy on Promotion of Consumer Education” (decided by the Cabinet on June 28, 2013), we will wrap up the learning goals for older people in reference to the “image map of consumer education” so that consumers as well as those who engage in the promotion of consumer education may understand its significance and goals in order to identify problems and bring them to the foreground. We will promote efforts to provide education and enlightenment to consumers in consideration of differences in age, differences among individuals and differences in living conditions.

(2) Promote social participation

(a) Promote social participation activities conducted by people of different generations

We will not only seek to form a vibrant community, but also promote social participation activities of older people so that they may play an active part regardless of their age and gender with motivation in life as an important community member together with people of other generations and make use of learning results.

To this end, we will provide support for acquiring information on older people by utilizing ICT, promote intergenerational exchanges and support voluntary social participation activities by people of different generations, including volunteer activities through the enhancement of opportunities to enable local residents including older people in the local community to play an active part in activities such as Community Cooperation Activities for Learning and Education. In addition, we will seek to implement a variety of activities including, provision of information and enlightenment on social participation activities of older people, information provision and development of consultation system, development of leaders and so on.

In addition, we will develop an environment to allow older people to have a quality time with recreation, sightseeing, hobbies, cultural activities, etc., by developing leisure-related facilities, making effective use of existing facilities, providing useful information and promoting broadcasting programs with subtitles in consideration of the use by older people.

(b) Develop activity environment for citizens and NPO staff

We will promote appropriate management of the Act on Promotion of Specified Non-profit Activities^[6] with a view to developing activity environments which will enable older people to participate in society through volunteer activities, NPO activities and others.

In addition, in order to take advantage of the abilities of Japanese older people in widely overseas countries, we will promote programs to use their professional knowledge and skills for overseas technical cooperation.

^[6] Act on Promotion of Specified Non-profit Activities (Law No. 7, 1998)

4. Living Environment

In order to secure stable housing for older people, we will promote the supply of their housing to build a multi-layered and flexible housing safety net and will create an environment to facilitate change of dwelling in their familiar living areas. In addition, we will not only seek to secure a comfortable and secure dwelling throughout the lifetime by promoting the supply of good quality housing in light of the needs of older people which will be used in the future and by developing an environment to enable housing and apartments to be appropriately evaluated and used in a recycled manner taking into consideration differences in their characteristics, but also seek to enhance the property value of their dwelling to contribute to financial independence in old age and to allow their assets to be transferred appropriately to the next generations.

We will promote the creation of a regional community where people of different generations understand and help each other. In addition to rebuilding regional public transportation network, we will promote “Network-based Compact City” by encouraging life services such as welfare and healthcare and people’s dwelling to be located in city centers and along the public transportation routes with a view to realizing an environment to facilitate people to move from one place to another on foot or using public transportation. Moreover, in addition to creating a greenery environment with water for the formation of a comfortable urban environment, we will promote the development of a living environment for the revitalization of vigorous agricultural, mountain and fishing villages while considering the ageing population situation and the social and economic characteristics.

We will promote the development of continued barrier-free access in terms of both infrastructure-based and non-infrastructure-based measures from housing to transportation facility and town centers so that people of all generations including older people can live safely and securely and take part in society. We will promote the efforts with the holding of the Olympic and Paralympic Games Tokyo 2020 in sight.

We will seek to protect older people from a disaster, prevent them from becoming a involved person in a traffic accident or a crime and form an environment where older people can live with peace of mind under an effective cooperation of relevant organizations and with the cooperation of local residents. We will also develop an environment to enable the adult guardianship system to be utilized further.

(1) Secure rich and stable housing life

(a) Promote the supply of good-quality housing which can be transferred to next generation

Towards the development of a living environment capable of sustaining a secure, safe and comfortable dwelling life for everyone including older people, we will seek to form a good quality housing stock by maintaining and improving housing safety, durability and comfort, and efficient energy use, as well as other quality and performance of the housing. In addition, we will continue to support planned homeownership of younger ages.

(b) Realize a recycled housing market

With the aim to realize a recycled housing market in which the asset value of good quality existing housing is appropriately evaluated to allow its distribution to be conducted smoothly, and in which the mismatch between people's housing needs and housing stock is eliminated, we will develop an environment of the existing housing distribution and renovation market by promoting survey and guarantee of the building situation and dissemination of housing history information.

In addition, we will support the rebuilding and conversion of relatively large houses owned by older people to be used as rental housing for childrearing households.

(c) Stably secure housing for older people

In order to allow older people to live a safe, secure and comfortable housing life in the community, we will promote efforts from both infrastructure-based and non-infrastructure-based measures aspects by providing barrier-free housing and surveillance support by providing elderly housing with supportive services. In addition, in cooperation with private business operators, we will establish welfare facilities in conjunction with repair and reconstruction of public rental housing complexes.

We will seek to promote the use of reverse mortgages by backing up private financial institutions by providing them public guarantee to allow older people to secure housing-related funds for changing or rebuilding their housing.

In addition, in order to respond to the increase in the number of older

people living alone and to allow them to secure appropriate housing according to their characteristics, we will promote the supply of rental housing for persons, such as older people and other persons requiring special assistance in securing housing, by utilizing vacant rooms and vacant houses of private rental properties, based on the Amendment Act on Promoting Supply of Rental Housing to Persons Requiring Housing Support.^[7] In addition, with the aim to promote smooth inhabitation in private rental properties, we will encourage city, district, and town to establish a residential support council which is composed of a local government, real estate business agents, rental housing management companies, and organizations providing dwelling support, and we will also facilitate participation of prefectures to the council, and will provide support to residential support councils and dwelling support companies designated based on the Amendment Act on Promoting Supply of Rental Housing to Persons Requiring Housing Support to provide information on private rental housing and establish a necessary consultation system, while developing an environment to facilitate foreseeable relocation within their familiar living areas.

(2) Comprehensively promote to develop town for ageing society

(a) Comprehensively promote town development and community development in consideration of all generations

We will not only promote the development of continued barrier-free environment in terms of both infrastructure-based and non-infrastructure-based measures from housing to transportation system and town centers so that people of all generations including the older people can live safely and securely and take part in society, but also realize a healthy and comfortable living environment where all people including the older people and child-rearing generation live with peace of mind, by creating compact cities with the concentration of life services such as healthcare, welfare and commerce as well as housing, and by forming a transportation network around them including rebuilding the public transportation routes.

^[7] Law to partially amend the Act on Promoting Supply of Rental Housing to Persons Requiring Housing Support (Law No. 24, 2017)

As far as the transportation system is concerned, we will make use of advanced technologies such as micro mobility to promote the development and introduction of devices capable of helping the older people and the child-rearing generation to live their life and move from one place to another, and seek to develop a new transportation system.

In addition, in order to form a comfortable urban environment where all people can feel close to nature, we promote the development of urban parks in a planned manner.

Furthermore, we will promote the development of a “communities for lifelong activities” where middle-aged and older people move in to live a healthy and active life while interacting with local residents of different generations and can receive necessary healthcare and LTC. In combination with these efforts, we will promote the building of a local community where people of different generations in the community can understand and help each other.

(b) Create barrier-free environment in moving spaces such as public transportation

In order to build a universal society where all people including older people and people with disabilities can act freely indoors and outdoors without any stress, we will provide and promote pedestrian movement support using ICT.

We will seek to create barrier-free environment in public transportation by promoting the development of facilities and vehicles which take into consideration all users including older people, such as the elimination of steps in passenger facilities like stations.

In addition, we will promote universal design for the walking space by installing wide sidewalks and improving steps, inclination and gradient of sidewalks, and removing utility poles from roads at stations, government building facilities, and roads connected to hospitals as well as station squares.

Furthermore, from the perspective of forming a transportation society where older people can go out safely and securely, we will not only seek to enhance the development of a road traffic environment in which a safe and secure walking space is secured and people are prioritized by promoting rebuilding to make effective use of a limited

road space, but also install barrier-free compliant traffic lights and easy-to-understand road signs and so on so that older people can cross the road safely and go out and drive safely.

(c) Create barrier-free environment in building and public facilities

We will seek to promote the creation of barrier-free environment in buildings widely used by the public, such as hospitals, theaters and so on, and provide safe, secure and comfortable environment for all people including older people through building and refurbishing government offices with counter services.

In addition, we will promote the increasing of barrier-free environment in urban parks so that they may be used by all people safely and securely.

(d) Revitalize vigorous agricultural, mountain and fishing villages

In order to revitalize vigorous agricultural, mountain and fishing villages, we will not only promote the development and securing of a variety of motivated people to engage in agriculture, forestry and fishery and improve conditions to allow older people to fully demonstrate their abilities for production activities as well as community activities, but also will promote the development of a living environment based on regional characteristics so that they can live their life with peace of mind. In addition, from the perspective of forming vigorous and open communities, we will promote the interaction between cities and agricultural, mountain and fishing villages.

(3) Ensure traffic safety and Protect from crime and natural disasters etc.

(a) Secure traffic safety

We will seek to disseminate awareness of traffic safety to older people and prevent them from getting involved in traffic accidents through development of traffic safety facilities in consideration of older people, promotion of participation-, experience-, and practice-based traffic safety education, implementation of cognitive tests and traffic safety classes, improvement of driving capability consultations,

promotion of programs to support those who returned the driver's license, development of elderly traffic safety instructors (silver leaders) and promotion of a variety of dissemination and enlightenment activities, and so on.

In particular, in order to prevent elderly drivers from causing traffic accidents, we will promote further measures including smooth implementation of the revised Road Traffic Act^[8], development of a system to support older people by the society as a whole including securing their transportation and further review of the driving licensing system, and dissemination and enlightenment of driving support car and further promotion of measures to prevent wrong-way driving in consideration of the characteristics of elderly driver, based on the “Measures to Prevent Traffic Accidents by Elderly People” (decided by the Traffic Accident Prevention Headquarters on July 7, 2017).

We will promote traffic safety measures for community roads with a view to securing road space to allow older people to transit securely, by eliminating through traffic and controlling vehicle speed based on scientific data and apparent needs of each community in a concerted effort by the government, local governments, and local community residents.

Furthermore, we will promote a comprehensive development of bicycle use environment by developing a bicycle traveling space network as a bicycle path, a dedicated bicycle traffic lane, and a road marking the lane for bicycles. As far as measures for pedestrian safety at railroad crossings are concerned, we will promote safety measures for older people based on the Act on Promotion of Railway Crossings^[9], while making railroad crossings visible based on the “Safe Transit of Railroad Crossings Guidelines.”

(b) Protect from crimes, human rights violations, and illegal business practices

In order to protect older people from crimes to which they are frequently subjected, including remittance fraud and other special fraud, dangers accompanying loitering due to dementia, malicious

^[8] Law to partially amend Road Traffic Act (Law No. 40, 2015)

^[9] Act on Promotion of Railway Crossings (Law No. 195, 1961)

business practices and so on, we will implement a variety of measures. In addition, in order to watch elderly consumers based on the Amended Consumer Safety Act^[10], we will not only promote the establishment of the local council for ensuring the safety of consumers, but also seek to make known the “Consumer Hotline (Consultation Dial) 188” which is the common triple digit phone number connected to a nearby consumer consultation center and promote the use thereof.

Furthermore, regarding human rights abuses such as abuses of older people requiring LTC in households and facilities, we will prevent and relieve damages through human rights awareness-raising, human rights counseling and remedy procedure of human rights violation cases.

(c) Promote disaster prevention measures

Since older people requiring assistance are vulnerable to disasters, we will seek to promote disaster prevention measures, including promotion of the program related to the list of people who require assistance for evacuation.

(4) Promote the adult guardianship system

In order to provide an appropriate support focused not only on asset management but also on decision support and social protection of an adult ward, a person under curatorship and a person under assistance, we will promote measures related to the promotion of the adult guardianship system in a comprehensive and planned manner along the “Basic Plan for Promotion of the Adult Guardianship System” (decided by the Cabinet on March 24, 2017). In particular, we will not only seek to make known that the adult guardianship system is designed to enable all those who need it to make its use in order to protect the rights of older people and others who lack judgment capacity, but also seek to build a regional coordination network aimed to support rights protection. At the same time, we will review the system (the so-called disqualification clause) which limits the rights of an adult ward, a person under curatorship and a person under assistance and make necessary revisions.

^[10] Law to partially amend the Act against Unjustifiable Premiums and Misleading Representations (Law No. 71, 2014)

5. Research Development and Contribution to the World

Utilizing advanced technology to improve the quality of life does not only enrich the life of older people, but also generate demand for and consumption of new technologies and create a virtuous circle of technology utilization. The relationship between the ageing society and technological innovation has a positive effect on each other.

Since research and development of science and technology contributes greatly to solving problems accompanying ageing population, we will promote the development of investigation and research on disease and health improvement specific to older people, and the research and development of welfare equipment, daily houseware products, information communication equipment and so on, and will seek to develop the necessary infrastructure for that end. In addition, we will also develop an environment for the utilization of data, such as big data analysis, in order to understand appropriately the current situation and needs of the ageing society to reflect them in the examination of measures.

As the number of countries facing a rapid ageing population in the world is increasing, we will develop an environment to transmit knowledge on measures for the Japan's ageing society and R&D results to the international community with a view to contributing both in terms of academic aspects and industrial aspects to the creation of a better ageing society for each country. At the same time, we will share problems related to the ageing society to tackle them together.

(1) Utilize advanced technology and activate the market for older people

Towards the establishment of a health-oriented nation, as part of aiming to realize the Society 5.0 proposed in “The 5th Science and Technology Basic Plan” (decided by the Cabinet on January 22, 2016), we will engage in solving health problems such as dementia, weakness (frailty) and others as well as problems arising from or related to living environment by utilizing and implementing state-of-the-art science and technology.

In addition, we will solve social problems such as ageing population and population decrease by realizing Connected Industries^[11] based on utilizing accurately understanding technological innovations such as IoT, big data

^[11] Connected Industries is a concept that shows the ideal future of Japanese industries where a variety of industries, companies, people, machines, is connected by data to create new value and to contribute solving social challenges.

and AI referred to as the Fourth Industrial Revolution. In particular, we will promote investment toward the future in the fields of extension of healthy life, realization of mobile revolution, realization of next generation supply chain, building of comfortable infrastructure and towns, FinTech, and so on. We will continue to make use of science and technology to tackle problems related to the ageing as important measures in the “Comprehensive Strategy on Science, Technology and Innovation.”

Regarding nursing-care robots, in order to maintain and improve the quality of life of older people and to reduce the burden of caregivers through self-reliance support and other measures, we will promote their development in consideration of the needs of those who provide care.

The number of death accidents per number of driving license holders of 75 years old and over is higher than that of other age groups. Under the circumstances, considering the necessity to secure transportation for people having difficulty in moving such as older people and secure the means of travel in depopulated areas in the situation where population decrease is expected in the future as well as the pressing issue of dealing with the lack of drivers, we will not only conduct research and development on Intelligent Transport Systems (ITS), such as Traffic Signal Prediction Systems (TSPS), Driving Safety Support Systems (DSSS), ETC 2.0 and so on to contribute to safe and comfortable movement of older people, and provide services thereof, but also engage in the development of advanced automated driving system and realization of unmanned automated driving transport service for older people in regions.

Through these actions, we will realize a comfortable life for older people and revitalize the market for older people.

(2) Promote research and development, and infrastructure improvement

(a) Investigate and research on diseases and health promotion specific to older people

In addition to investigating the pathology and mechanism of diseases such as dementia which occurs most commonly in the elderly and diseases such as cancer which are the main cause of death among elderly population, we will promote researches and developments of new medical technologies and new drugs using advanced science and

technologies such as genome science, as well as research for clinical application of these results, and researches for establishing effective health and medical technologies based on findings of these researches. We will also conduct research to establish therapeutic regimens suitable for elderly cancer patients from the perspective of quality of life (QOL). Furthermore, we will research on related to health promotion such as basic research on ageing, research for clinical application of its results as well as, research on effective and efficient LTC, research on health promotion and maintenance focused on the elderly life stages from the perspective of maintaining necessary functions to live the social life and research for the prevention and aggravation prevention of lifestyle diseases with high prevalence in the elderly.

(b) Research and develop equipment related to healthcare, rehabilitation and LTC

From the perspective of supporting self-reliance and social participation of older people and of reducing the burden of LTC, and in consideration of their characteristics, we will promote research and development and practical application of medical equipment utilizing manufacturing technology, the world's most advanced innovative medical equipment, medical equipment for treatment and examination of characteristic diseases of older people, medical equipment easy to operate even in homes, rehabilitation equipment for complementing and recovering physical functions, LTC related equipment for providing convenience of daily life, and so on.

(c) Research and develop on the utilization of information communication

In order to improve the quality of life of older people and reduce the burden of caregivers, we will promote research and development of ICT in terms of both hardware and software to replace the physical function of older people and technology to support self-reliance and their life.

(d) Survey and analysis for comprehensive promotion of measures for the ageing society

We will conduct a survey designed to understand the public's awareness of the basic idea of the present Guideline and basic policies for each field specified in the Basic Law on Measures for the Ageing Society, and contribute to policy development of measures for the ageing society based on evidences as well as the understanding of policy problems and evidences.

In addition, bearing in mind that there are a variety of differences, for example, in employment rate, income, awareness of social activities according to the age category in older people, we will promote the use of age categories according to objectives by dividing the age category of older people into 70 years old, 75 years old, 80 years old and so on without uniformly defining older people as 65 years old and over in order to make detailed analysis of the current situation so that the use objective of statistics and systems may be achieved.

(e) Develop environment for utilizing data

In order to respond to various problems accompanying the rapid change in population structure, we will promote utilization of private and public data based on the “Declaration to be the World's Most Advanced IT Nation: Basic Plan for the Advancement of Public and Private Sector Data Utilization” (decided by the Cabinet on May 30, 2017). Moreover, in order for each ministry and agency to quickly respond to requests for the provision of statistical data by users, we will seek to rebuild the statistical system from users' point of view and promote the use thereof based on the “Final Report of the Statistics Reform Promotion Council” (decided by the Statistics Reform Promotion Council on May 19, 2017), by formulating basic guidelines for enabling each ministry and agency to determine the provision of statistical data.

(3) Share knowledge and challenges with foreign countries

(a) Spread Japan's findings to the international community

Based on the “Healthcare Policy” (decided by the Cabinet on July 22, 2014 and partially amended on February 17, 2017), relevant organizations and government ministries and agencies will work

together to promote overseas expansion of Japanese pharmaceutical products, medical devices and healthcare and LTC technologies as well as healthcare and LTC services according to the needs in emerging and developing countries.

In addition, in order to promote the Asia Health and Wellbeing Initiative to realize a healthy longevity society in Asia and achieve sustainable economic growth under the “Healthcare Policy,” we will promote both expansion of human resources from other Asian countries who learn LTC industry in Japan, and the development of LTC businesses in Asian countries in close connection, including business expansion of Japanese LTC providers into Asia, which will be workplace for Asian human resources returning to their countries. In addition, we will support measures for the ageing society and development of social security systems in developing countries, dispatch specialists and accept trainings.

(b) Share issues and strengthening collaboration in the international community

Through bilateral and multilateral frameworks such as ministerial level international conferences in various fields and international events including the Olympic and Paralympic Games Tokyo 2020, we will not only transmit experiences and knowledge as well as problems of Japan which is the most rapidly ageing country, but also develop efforts in conjunction with other countries to solve problems accompanying the ageing society.

In particular, we will not only introduce knowledge and experience of a variety of measures for older people that Japan has developed, including prevention, rehabilitation and self-reliance support to countries that are interested in specific efforts according to their actual situation and needs under the Asia Health and Wellbeing Initiative, but also promote the development of a cooperation system with these countries by implementing policy dialogue.

6. Promote Success of All Generations

In order to ensure that people of all ages living in ageing society can live with peace of mind, we will promote measures to build a society where all people will prepare for their old ages from a young age in a planned manner, where all people foster multi-generational connections by making use of their respective strength, and where people of all generations actively participate in the society by playing their respective role in the ageing society.

(1) Promote success of all generations

We will promote initiatives based on “The Japan’s Plan for Dynamic Engagement of All Citizens” (decided by the Cabinet on June 2, 2016) with a view to realizing a society where all people participate actively in the society, including both women and men, older people and young people, people who have failed once in their life, and people with disabilities and intractable diseases, in their households, in workplaces, in communities, and in all places, by stopping the declining birthrate and ageing population. In particular, regarding the work style, we will promote “The Action Plan for the Realization of Work Style Reform” (decided by the Council for the Realization of Work Style Reform on March 28, 2017) to enable each person to choose a diverse and flexible work style according to their objective, ability and circumstances. In addition, we will work on human resources development revolution towards the 100-year life society and productivity revolution based on the “New Economic Policy Package” (decided by the Cabinet on December 8, 2017).

Based on the “Outline of Measures to Cope with Society with Declining Birthrate” (decided by the Cabinet on March 20, 2015) which is a guideline for measures to cope with declining birthrate in a comprehensive and long-term manner, we will promote seamless effort for each stage of marriage, pregnancy, childbirth, and child rearing.

It is extremely important for Japan facing a declining birthrate and ageing population as well as population decrease to realize a gender equality society in which all individuals, women and men, can fully demonstrate their individuality and abilities in order to enhance social diversity and vitality and strengthen its economy. To this end, we will steadily promote all kinds of initiatives based on “The Fourth Basic Plan for Gender Equality” (decided by the Cabinet on December 25, 2015).

Chapter 3 — Promoting Systems etc.

1. Promoting Systems

In order to comprehensively promote measures for the ageing society, we will deliberate on important matters, including follow-up of the present Guideline, preparation of a draft on the annual report to the Diet.

2. Points to Keep in Mind for the Promotion

In light of the fact that it is not realistic any more to regard all people aged 65 years and over uniformly as “older people,” in promoting measures for the ageing society, we will keep in mind the following points based on the basic policy to promote the development of a social environment where even people aged 70 years and over can demonstrate their motivation and ability

- (1) Ensure close coordination and cooperation among the Cabinet Office, the Ministry of Health, Labour and Welfare and other relevant administrative organizations including local governments, and provide adequate coordination among measures.
- (2) Indicate the “numerical target” and “reference indicator” in each field to make the present Guideline effective. In addition, promote policies which are efficient and trusted by all people by promoting policy evaluation, information disclosure and so on.
- (3) Use the “numerical target” as a target for promoting each policy by field as measures for the ageing society in a planned and effective manner. Make further progress in light of the achievement status at the time when the numerical target is shown as a target for a short to medium term. Indicate the “reference indicator” as an indicator aimed to gain an understanding of the situation of the ageing society and progress of policies in Japan, extract problems and reflect on policies with a view of improving the situation.
- (4) Seek to promote policy formation based on evidence. Therefore, in addition to collecting, analyzing and evaluating information on the situation of ageing population and on measures for the ageing society, seek to develop necessary systems to provide these information to citizens.
- (5) Endeavor to widely reflect public opinion in the promotion of measures for the ageing society and implement effective public relations, enlightenment and education to gain understanding and cooperation of citizens.

3. Revision of the Guideline

Since the present Guideline serves as a medium-to long-term guideline of the government for measures for the ageing society, we will review it in about five years when we find it necessary to do so in view of changes in economic and social conditions.

Numerical targets and reference indicators

Category	Item		Current status (latest value)	Numerical target / Reference indicator
0. Overall	Percentage of older people in total population	65 years old and over	27.3% (2016)	Reference indicator
		75 years old and over	13.3% (2016)	
		85 years old and over	4.1% (2016)	
	Percentage of single households 65 years old and over	Men	13.3% (2015)	Reference indicator
		Women	21.1% (2015)	
1. Employment and Income	Employment rate	60 - 64	63.6% (2016)	67.0% (2020)
		65 - 69	42.8% (2016)	Reference indicator (*1)
		70 - 74	25.0% (2016)	
		75 years old and over	8.7% (2016)	
	Percentage of non-regular employee to employee, excluding executive of company or corporation	65 - 69	76.3% (2016)	Reference indicator
		70 - 74	76.4% (2016)	
		75 years old and over	65.8% (2016)	
	Companies with telework programs		13.3% (2016)	Triple the FY 2012 figure of 11.5% in 2020
	Percentage of teleworkers employed under the telework system		7.7% (FY 2016)	Double the FY 2016 figure of 7.7% in 2020
	Number of subscribers of private pensions	Defined- benefit corporate pension	8.18 million (end of FY 2016)	Reference indicator
		Defined- contribution pension (Corporate type)	5.91 million (end of FY 2016)	
Defined- contribution pension (Private type)		0.43 million (end of FY 2016)		

Category	Item		Current status (latest value)	Numerical target / Reference indicator
2. Health and Welfare	Healthy Life Expectancy	Men	71.19 years old (2013)	<ul style="list-style-type: none"> • 1 year older and more (2020) • To extend healthy life expectancy more than the increase of life expectancy (2022) • 2 years older and more (2025)
		Women	74.21 years old (2013)	
	Health checkup rate (40 - 74 years old) (including specific medical checkup)		71.0% (2016)	80% (2020)
	Percentage of people aged 65 years and over with regular exercise	Men	52.5% (2015)	58% (FY 2022)
		Women	38.0% (2015)	48% (FY 2022)
	Number and percentage of people aged 65 years and over participating in “places for social gathering” (*2) focused on residents to contribute to long-term care prevention (LTCP).		1.317 million (3.9%) (FY 2015)	Reference indicator
	Number of care need certified persons (percentage among insured persons)	65 - 74	0.51 million (2.9%) (FY 2015)	Reference indicator
		75 years old and over	3.842 million (23.5%) (FY 2015)	
	Amount of development and expansion of LTC infrastructure		—	For 500,000 people or more (including elderly housing with supportive services for about 20,000 people) (early 2020s)
	Number of LTC staff		1.831 million (FY 2015)	2.31 million (early 2020s)

Category	Item		Current status (latest value)	Numerical target / Reference indicator
2. Health and Welfare	Difference in wages between LTC personnel and employees of other industries		5,000 yen (267,000 yen for LTC staff and 272,000 yen for employees of service industry) (2016)	Elimination (early 2020s)
	Number of the people from being forced to leave their jobs because of unavailability of LTC facilities and services		101,000 (2012)	Elimination (early 2020s)
	Number of dementia supporters		8.8 million (end of FY 2016)	12 million (end of FY 2020)
3. Learning and Social Participation	Participation rate in the activity of learning, self-education and training (except schoolwork) (*3)	65 - 69	33.6% (2016)	Increase (2021)
		70 years old and over	25.4% (2016)	
	Internet usage rate	70 - 79	53.5% (2015)	Reference indicator
		80 years old and over	20.2% (2015)	
	Percentage of older people involved in social participation activities (*4)	Men	62.4% (2016)	80% (2020)
		Women	55.0% (2016)	

Category	Item	Current status (latest value)	Numerical target / Reference indicator
4. Living Environment	Percentage of older people housing with respect to older people population	2.2% (2014)	4% (2025)
	Number of rental housing registered for people who need consideration	–	175,000 (FY 2020)
	Percentage of the total number of municipalities participating in housing support council and municipalities that establish their own council over the total municipalities	40% (end of FY 2016)	80% (end of FY 2020)
	Percentage of long-life quality housing relative to newly-built housing	11.2% (FY 2016)	20% (FY 2025)
	Market size of existing house distribution	4 trillion yen (2013)	8 trillion yen (2025)
	Number of local governments that promote efforts to build communities for lifelong activities	79 (2017)	100 (2020)
	Percentage of the average number of users per day of barrier-free specific passenger facilities relative to the average number of users per day of all specific passenger facilities (*5)	92% (FY 2015)	100% (FY 2020)
	Percentage of barrier-free railroad wagons	67.7% (FY 2016)	About 70% (FY 2020)
	Percentage of barrier-free buses (except vehicles excluded from application (*6))	53.3% (FY 2016)	About 70% (FY 2020)
	Percentage of buses equipped with a lift or a slope which are excluded from application (*6)	6.0% (FY 2016)	About 25% (FY 2020)
	Number of welfare taxis	15,128 (FY 2016)	About 28,000 (FY 2020)
	Percentage of barrier-free passenger vessels	40.3% (FY 2016)	About 50% (FY 2020)
	Percentage of barrier-free aircrafts	97.1% (FY 2016)	About 100% (FY 2020)

Category	Item	Current status (latest value)	Numerical target / Reference indicator
4. Living Environment	Percentage of barrier-free traffic signals in main routes related to living (*7)	About 99% (FY 2016)	100% (FY 2020)
	Percentage of barrier-free specific roads (*8)	88% (FY 2016)	100% (FY 2020)
	Percentage of barrier-free specific off-street parking (*9)	57.8% (FY 2015)	70% (FY 2020)
	Percentage of barrier-free park paths and square, parking and toilets in urban parks	<Park paths and squares> 49% (FY 2015) <Parking> 46% (FY 2015) <Toilets> 35% (FY 2015)	<Park paths and squares> 60% (FY 2020) <Parking> 60% (FY 2020) <Toilets> 45% (FY 2020)
	Percentage of barrier-free specific buildings which are used by unspecified number of users	56% (FY 2015)	About 60% (end of FY 2020)
	Number of confirmed cases of remittance fraud cases on telephone whose victim is 65 years old and over (over every 100,000 population)	30.9 (2016)	Decreased compared to the previous year
	Number of traffic accident fatalities due to elderly drivers whose age is 80 years old and over	266 (2016)	200 or less (2020)
	Number of local governments that have established the local council for ensuring the safety of consumers	36 (as of the end of November, 2017)	Municipalities with 50,000 people or more (*10) (FY 2019)

Category	Item	Current status (latest value)	Numerical target / Reference indicator
5. Research Development and Contribution to the World	Unmanned autonomous driving transport services in limited area (*11)	–	Spread throughout Japan (targeted at 2025)
	Market size of nursing-care robots	2.44 billion yen (2015)	About 50 billion yen (2020)
	Export amount of medical equipment (*12)	600 billion yen (FY 2015)	About 1 trillion yen (2020)
	Practical application of revolutionary medical equipment (*12)	–	5 types or more (2020)
	Market size of domestic medical equipment (*12)	2.7 trillion yen (2015)	3.2 trillion yen (2020)
	Practical application of welfare equipment (Product commercialization rate in three years after the end of subsidy project support)	51% (FY 2016)	50% or more each fiscal year

(Remarks)

- *1 “Enable all older people wishing to work to be employed” in the “Japan’s Plan for Dynamic Engagement of All Citizens” (decided by the Cabinet on June 2, 2016).
- *2 “Places for social gathering” here refers to a place of activities to contribute to LTC prevention such as gathering for exercises operated by residents themselves.
- *3 “Learning, self-education and training” covered in this survey include only those performed during personal free time, and do not include those performed as an occupation. For example, work done by working people and schoolwork by students are excluded.
- *4 Percentage of people aged 60 years and over who are working or are engaged in volunteer activities, community activities (neighborhood associations, regional events, etc.), hobbies and social events.
- *5 Passenger facilities with the average number of users per day of 3,000 or more.
- *6 This refers to the elimination of the standards related to the structure and equipment of passenger facilities or vehicles necessary for smooth movement.
- *7 The standards for the creation of a barrier-free environment, such as traffic lights are applicable to any of the following work: addition of acoustic functions for pedestrian signals, addition of securing crossing time and function to display elapsed time, separate signaling for pedestrians and vehicles of intersection signals, increase in brightness of road signs, increase in brightness of road displays and installation of guidance displays for visually impaired people of the pedestrian crossing.
- *8 Roads designated by the Minister of Land, Infrastructure, Transport and Tourism as sections of the road on which many older people and handicapped people usually travel on foot, among the roads that communicate with stations, government agencies’ facilities, hospitals and so on.
- *9 Off-street parking as stipulated in Article 2, Paragraph 2 of the Parking Lot Act (excluding those which are road accessories, park facilities, buildings or building-specific facilities) with an area for car parking of 500 m² or more, and a fee is charged for use thereof.
- *10 The number of municipalities with a population of 50,000 people or more is 550. (As of January 1, 2017)
- *11 In particular, dissemination of service by the remote autonomous driving system of SAE Level 4.
- *12 All numerical targets related to the “export amount of medical equipment,” “practical application of innovative medical equipment” and “market scale of domestic medical equipment” are those of medical equipment in general.