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The Mind and Body of “Good Worker”: The Politics of Industrial Accident Insurance

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Introduction

In this study, I will examine what was understood as the characteristics of “good worker” in late modern German society and the context in which these norms surrounding the good worker were formed.

Here, I would like to define the norms that constitute a “good worker” as the mental and physical state of the worker that were desirable in late modern society beyond any specific workplace. However, in reality, it was seldom explicitly stated how a good worker should be, and in many cases, we can see how a good worker should be as the antithesis of workers who suffered disadvantages or were subject to punishment.

In addition to cases of workplace accidents, this study will focus on discussions among doctors, workers, and employers on workplace accident neurosis, as well as the expert opinions of doctors, which took place in the process of the establishment and development of the German industrial accident insurance. This is because this is

where the profile of problematic workers in the workplace comes into focus and the conditions of social insurance benefits clearly reflect the image of undesirable workers as beneficiaries.

The German social insurance system has attracted attention as a pioneering case of realization compared with other countries and several studies have addressed this [Saguchi, 1967; Fujita, 1971-1972; Tsuchida, 1997; Kinoshita, 1997; Tanaka, 1988; Takahashi, 2000; Fukuzawa, 2012]. Although the historical positioning of the system is not uniform, all the studies have in common that they position the social insurance system as an issue of workers’ organizational development in the late modern period, when the traditional framework of status and community had collapsed. For example, attention has been paid to the fact that workers became members of late modern civil society and adopted performance-based values [Tennstedt, 1983]. Through the provisions of social insurance, workers

learned about who was considered a good worker that deserved medical benefits. Some studies focus on this aspect of workers' ethical education and critically assess the strengthening of the connection between workers and the state [Tanaka, 1988, 173]. A critical view of the twentieth-century welfare state, which standardized and disciplined individual lives, also emerges [Foucault, 1975 (trans. 1977); Donzelot, 1977 (trans. 1991)]. The medicalization theory, which sees healthcare as a form of social control, is also positioned in this trend. The medicalization theory argues that in late modern society, the domain of doctors expanded and social problems were downsized as individual problems [Conrad, 1992 (trans. 2003); Nukaga, 2006; Mima, 2012]. In particular, because the industrial accident insurance system, which this study addresses, is not only a crossroads of discussions among medical, legal, and financial experts but is also the subject of many lawsuits by victims of workplace accidents, the actions taken by non-experts involved cannot be ignored [Eghigian, 2000; Killen, 2006]. In addition, because there are significant differences in the perspectives and influence of doctors depending on the period in which the analysis was conducted, we need to examine each case more individually.

1. Industrial Accident Insurance Act and the Debate Over Workplace Accident Neurosis

In Germany at the end of the 19th century, industrial accidents became a problem as industrialization progressed. The social insurance system was realized on the basis of the idea that accidents in the workplace should not be regarded as the fault of the people involved but rather as a risk inherent to the occupation, and that employers and other concerned parties should share the burden of the risk [Fujise, 1982; Tohara, 1985; Kawagoe, 2004; Himeoka,

2004]. The Industrial Accident Insurance Act, passed in 1884, provided pension rights to workers who were victims of workplace accidents. Premiums for accident insurance were borne entirely by employers, with no direct contribution from the state, and the main body of industrial accident insurance became occupational cooperatives established by each industrial sector [Japan Institute for Labour Policy and Training, 2020, 6-7]. This Act led to many lawsuits over the recognition of workplace accidents and was even called "the struggle over pensions" in analogy to the conflict between labor and management. In particular, it was difficult to determine the causal relationship between traumatic neurosis, now known as PTSD, and workplace accidents. Discussions ensued among medical experts including commissioned doctors and insurance doctors who assessed workplace accidents, legal scholars who were experts in the legal system, financial scholars who were involved in insurance finances, and victims and the organizations that supported them.

The origin of the diagnosis of traumatic neurosis dates back to the mid-19th century in England. At that time, psychological sequelae and physical peculiarities were discovered in victims of railroad accidents, and surgeon J. Eriksen named the condition "railroad spondylosis." In the 1870s and 1880s, when the existence of this disease became known in Germany, the idea emerged that external shocks could cause serious neurological damage later, although they did not leave visible scars [Fischer-Homberger, 1975; Schivelbusch, 1977 (trans. 2011); Eghigian, 2000; Killen, 2006]. The driving force behind this movement was H. Oppenheim, a leader in German neurology. He had seen many cases of laborers and railroad workers who were injured by machines, and in 1889 he published a book titled "Traumatic Neurosis" [Oppenheim,

1889], which caused the Imperial Social Insurance Bureau to recognize the existence of traumatic neurosis and grant insurance benefits for it.

Traumatic neurosis was called “workplace accident neurosis” if it was caused by a workplace accident, but it had more than 30 names, including “pension neurosis,” “compensation neurosis,” and “demand neurosis,” which put its authenticity into doubt. Although some studies suggested that the number of confirmed frauds during this period was small [Merzbacher, 1906; His, 1926], the issue has been of great interest since the end of the 19th century. In this context, patients were criticized as “work avoiders” or those who “hate working” in order not only to restrain the compensation expenditure for workplace accident pensions but also to teach people how a good worker should be [Müller, 1907].

Before looking at specific cases, I will summarize the characteristics of the welfare of the German Imperial Post, which was called Reich Post in the interwar period, and is hereinafter referred to as the DRP.

2. Industrial Accident Insurance and the Emergence of Rights Holders: A Case Study of the DRP

(1) The DRP and “exemplary” benefits?

Until the end of World War II, the DRP was a public corporation that provided postal, savings, telegraph and telephone services and had a large workforce, including women. It is also known for its pioneering efforts to provide employment opportunities for women in the middle-class population, including telegraph operators, telephone operators, and post office counter clerks. In addition, there are numerous personnel records of employees, including resumes and other documents submitted at the time of hiring, work performance audit results, and

medical certificates from postal insurance inspectors and other doctors, which could contribute to this study.

The benefits of the DRP were extensive, including old-age insurance, sickness and workplace accident welfare, corporate hygiene measures, maternity protection provisions, and various savings associations. In addition, leisure and recreational facilities and dormitories for married and single employees were built and a fund for the support of employees’ orphans was created. During the interwar period, a hospital room and a roof garden were built at the telephone office and physical exercise was conducted during breaks there. Therefore, many regarded the DRP’s benefits as exemplary, and in fact, international comparisons show that the DRP was outstanding in providing sickness support, measures against workplace accidents, and pensions, in contrast to employers in the United States, where salaries were high and people were considered entirely responsible for their illness [Wagner, 1913].

However, the DRP was not without its problems. First, there was the “duty to be single” clause. This was a clause imposed on female officials that stated that if they got married, they had to retire and would receive no lump-sum retirement payment. In 1903, nearly 90 percent of women left the workforce before becoming officials and were disqualified from receiving benefits. A professional organization called the Association of German Female Postal and Telegraph Officers, which also worked with the women’s movement, promoted friendship among female postal and telegraph officials and took actions to improve their treatment, and published a journal. It viewed the “duty to be single” clause as gender discrimination and aimed to eliminate it [Nienhaus, 1995].

The journal also introduced critical opinions against the ongoing rationalization

of workplaces in the interwar period and the controversy over workplace accident neurosis. In the workplace of telegraph and telephone offices, where new information and communication technologies were used, unpredictable accidents occurred because of rough handling of telephones by users and lightning strikes. Although improvements were made by cautioning users and installing lightning rods, workplace accidents continued to accompany problems with work.

Next, I will look at a specific case of a workplace accident that occurred at a telephone office in the German Empire in the early 20th century, focusing on the range of discretion given to telephone operators and discussing the differences from the interwar period.

(2) The case of Marta Leber, telephone operator

Since 1861, daughters, wives, and widows of postal and telegraph administrators had been working as auxiliary clerks in the smaller post offices of the Kingdom of Saxony, the Grand Duchy of Baden, and the Kingdom of Bavaria. This was due in part to the advancement of industrialization in the latter half of the 19th century, which led to the establishment of numerous companies. Telegraphs and telephones became indispensable means of communication for companies to expand their sphere of activity. Furthermore, during this period, unmarried daughters of handicraft workers, small and medium merchants, mercantile employees, and agricultural managers, who had been badly affected by industrialization and urbanization, as well as those of poorly paid lower- and middle-class civil servants, were expected to work before marriage to help make ends meet. However, in contrast to the peasant and laborer women for whom work was essential to their livelihood, the middle-

class female citizens faced several barriers to employment [Nienhaus, 1995]. Working in factories as a female worker or a vendor who has contact with users of the opposite gender was considered to violate the sexual morality specific to the middle-class citizens. “Respectable” occupations suitable for the middle-class female citizens existed in schools and public enterprises (postal, telegraph, and railroad sectors) [hereafter Ishii, 2018].

At the end of the 19th century, about 70% of the women working in the imperial postal and telegraph offices were in charge of telephone exchange services. The demand for telephone operators was high because of the constant increase in the number of local and long-distance telephone calls as well as the number of telephone offices built in the German Empire, the Kingdom of Württemberg, and the Kingdom of Bavaria between 1885 and 1943 [Maetz, 1957, 112]. The personnel records of Marta Leber (1873-1941), an assistant telegraph operator who lived during these times, overwhelm other examples with their sheer volume. Incidentally, telegraph assistants were involved in telegraph operations as assistants before the introduction of telephones; after their introduction, they also became responsible for telephone switching operations. She was born in 1873 in Kuchlberg, the daughter Otto, a post office administrator, and his wife Alvine, and was baptized by a Protestant pastor. In June 1894, Leber joined the imperial postal and telegraph office in Breslau (now a small city called Wroclaw in Poland), where she suffered two accidents in the line of duty seven years later.

Records show that in April 1901, lightning struck during a telephone exchange. This caused an abnormal voltage on the line that Leber was using, which resulted in a very loud noise. The sound startled Leber and she

had a “hysterical crying attack.” The accident was witnessed by a male intern and two telegraph assistants in the same room, who testified that the left half of Leber’s face was twitching. In October of the same year, the Breslau Telephone Office reported that she was still suffering from the symptoms characteristic of neurosis, including “strong neurotic excitement,” “sudden vomiting,” and “crying for no reason.” As a result, between May and September of the following year, she had taken a total of 77 days of sick leave for “nervous breakdown,” “neurotic headache,” and “neurotic condition.”

Two years later, on September 7, 1903, frequent contact between the line of which Leber was in charge and the high voltage line of an adjacent streetcar caused an abnormal voltage. At that time, she suffered the same symptoms as in the first incident and was forced to stay at her mother’s house and continue to receive medical attention. Until November of that year, Dr. Elias, a doctor commissioned by the Postal Ministry, frequently gave her medical certificates. She received sickness benefits but was not granted industrial accident insurance because Elias rejected her claim that her morbidity stemmed from the workplace accident. Therefore, she also began to be examined by a local neurologist, Dr. Kurella, who began to dispute with the commissioned doctor over the cause of her illness. The ten years of correspondence between her and the two doctors, and the discussions between the two doctors, were documented and submitted to the postal authorities and senior post offices for careful consideration¹.

(3) The struggle of Marta Leber

In this section, I will discuss the range of discretion given to Leber and how Leber claimed a workplace accident within that range. Telegraph and telephone office employees were required to be examined by a doctor commissioned by the Postal Ministry before they could receive insurance benefits. Notably, the establishment of the industrial accident insurance system expanded the scope of activities of doctors commissioned by the Postal Ministry, as well as other medical specialists, who also served as insurance assessors to determine whether a patient had suffered a workplace accident. Initially, because neurological disorders were also regarded as workplace accidents, the neurologists and psychiatrists who could assess them were considered indispensable and became increasingly influential. When receiving a diagnosis from a doctor other than the commissioned doctor, permission from the executive office of the Postal Ministry Health Insurance Cooperatives was required. Because Leber did not at first follow this procedure, she was condemned by the commissioned doctor, who wrote that she had no right to receive the benefits of the Postal Ministry health insurance cooperatives (June 27, 1904), but she was tacitly approved.

Moreover, the conflicting diagnoses among the doctors worked in Leber’s favor. Elias tried to treat her with faradotherapy and massage, but his attempts were frustrated by Leber’s strong resistance. In response, Elias wrote that she “reacts excessively and sensitively even to weak currents” (June 27, 1904) and repeated the unsubstantiated claim that Leber had been “implicated” by someone, perceiving her

¹ Personalakten OPD München (Abgabe 1976): 721 Leber, Martha, Telegraphengehilfin in Breslau (OPD Breslau) (29.7.1873 in Kuchlberg (Lkr. Liegnitz)-27.8.1941) The description hereunder is based on the records contained herein.

physical problems as a disease (November 15, 1904). He wrote that Leber was only a “work avoider” and that she did not need to consume port wine or white meat, nor did she need specialist treatment or recuperation in an expensive sanatorium (December 10, 1904). After this period, the disagreement between Kurella, the neurologist, and Elias, the doctor commissioned by the Postal Ministry, became definitive. Because the two doctors’ assessment results differed significantly, the senior post office had difficulty in making a final decision and asked the chief doctor of the university hospital to give an expert opinion on December 11 of the same year.

In February 1905, Dr. Ernst Adolf Strümpell, Professor of Psychiatry and Neurology at the Royal University Hospital of Breslau, wrote: “There are no symptoms that would indicate material damage to her nervous system from the accident. Rather, I am strongly convinced that Miss Leber’s neurotic distress and grief are amplified by the astonishment caused by the accident. There is no doubt in my mind that Miss Leber has always been a very nervous and hysterical girl, unsuited to the occupation of telegraph operator or telephone operator.” Moreover, he wrote that Leber “hopes to receive a pension and retire, and this half-conscious desire works against any therapeutic efforts” and recommended that she should be reassigned to an office job rather than continue treatment. We can also see that he considered working as part of his treatment, as he noted: “It is better to work regularly for health reasons rather than to visit doctors frequently or stay in a sanatorium or hospital.”

However, five years later, the doctor in charge at the university hospital changed, and the tone of the discussion changed drastically. Dr. Kramer, the new doctor in

charge, referring to the examinations conducted by Elias and his predecessor Strümpell and Elias, suggested that Leber was neurotic by nature and that further treatment would not be effective and gave the same diagnosis as the two previous assessors. However, Kramer focused on the synergistic effect of the accident and the individual’s constitution and came to recognize the importance of the accident as an external cause, writing: “It is difficult to determine whether the present morbid condition is due to the nervous constitution or to the accident” (May 10, 1910). However, it was during this period that Elias and the telephone office became more critical of Leber than before.

For example, a married couple who were Leber’s neighbors complained to the office that Leber sometimes practiced the piano for more than four hours after 4:00 p.m., even though she was supposed to be ill. Leber was given a warning by the senior post office to practice only to the extent that it would not interfere with her work so that she would not receive complaints from her neighbors, but this led Elias to speak with confidence of Leber’s “fraud.” “The problem is a trifle, not a workplace accident ... She just wants to receive her pension and retire ... Leber has a chronic nervous breakdown and a degree of severe hysteria.” Three months later, he wrote in his medical certificate that “the accident gave her a good excuse to quit her job in her favor.” As these exchanges continued, the Breslau senior post office promised Leber a pension of 840 marks and encouraged her to retire, for her inability to work. However, Leber challenged this decision with the support of two neurologists, Kurella and Freund.

In response, Leber filed a complaint on July 28, 1911 to the effect that “Dr. Elias, the privy councilor for sanitation to the doctor commissioned by the Postal Ministry,

calculated that I would be entitled to a pension of 1292 marks according to the Workplace Accident Compensation Law but concluded that the Act did not apply to me... Since the diagnosis of Dr. Elias, the privy councilor for sanitation, differed from those of Dr. Kurella and Dr. Freund, the neurologists I have been seeing for a long period of time, I asked them for a written expert opinion. According to this expert opinion, my inability to work is due to a workplace accident... I demand the following from the Reich Post: 1. Ask the doctors involved in my examination at the Department of Psychiatry and Neurology, Royal University Hospital Breslau, to double-check whether my inability to work that occurred earlier than expected was due to the workplace accident. 2. Postpone my retirement until this issue is resolved.” In 1916, she received a workplace accident pension.

In the interwar period, cases like Leber's became extremely rare. The reasons behind this were that the DRP improved aptitude tests for applicants, encouraged recreational exercise for employees, and enforced stricter diagnoses by commissioned doctors to deter workplace accidents in the interwar period.

3. Standardization of Mind and Body in the Interwar Period

(1) Improvement of aptitude tests

The Rationalization Movement was an organized effort to rebuild the German economy, which had been weakened by the war, that took the form of a national movement on a nationwide scale across all industries. During the interwar period, the DRP also made progress in the rationalization of the workplace, including the restructuring of work organization using scientific management methods, strengthening of labor management, and high labor intensity. In 1919, it became mandatory to connect 17 calls

per minute, and the line was monitored by a supervisor. In this process, the influence of industrial psychology became hard to ignore. Ways to reduce the number of errors made by telephone operators (such as the pronunciation of numbers and visual improvements to switchboards) and to allow them to work without feeling fatigued even with high volumes of calls were developed. Furthermore, to ensure the right person was hired for the right job, aptitude tests were developed and improved to determine whether a person was suitable for a particular task [Gundlach, 1993; Ishii, 2018].

(2) Encouragement of recreational exercise

From 1924, physical exercise was introduced to improve the health and work efficiency of telephone operators in the main telephone offices in the jurisdiction of the Postal Ministry in Berlin. This was because many telephone operators were found to be absent from work for long periods because of respiratory diseases and suffering from fatigue and decreased work efficiency because of long working hours. Participation in this exercise was voluntary, but almost everyone participated because it provided refreshment. This led to the introduction of exercise to the telephone office in other areas. *Notes on Exercises*, prepared by the Postal Ministry in Berlin in cooperation with the Association of German Female Postal and Telegraph Officers, was distributed to telephone offices around the country.

As is clear from the phrases “pay attention even at home,” “regularly, like daily meals,” and “self-reflection” in these notes, the content called for female workers themselves to take care of their health on a daily basis and did not raise any questions on the content of the work itself. Nevertheless, exercise during the breaks was said to be popular among the female workers.

Management also reported that following the introduction of exercise: “It was statistically confirmed that fatigue has been reduced and fewer work-related errors have been made.” However, the fact that exercise was not added to the working hours should be noted. This meant that even though exercise affected the quality of workers’ work and their mental state, health care was perceived as a matter for which the workers themselves should take responsibility [Ishii, 2018].

(3) Stricter diagnosis by commissioned doctors

Because, in addition to the improvement of aptitude tests, recreational exercise had been introduced into the workplace, which was said to give the opportunity to reduce fatigue and decrease work errors, it came to be considered in the workplace that a worker’s physical illness and fatigue was not related to the content of their work. Rather, it was considered to be the result of the individual’s natural character and constitution, and, what is more, a lack of self-management.

It was also during this period that the diagnosis by commissioned doctors became stricter. As social insurance expenditures increased after the war and the movement to restrain them grew, doctors with military experience, such as Dr. E. Stier, made statements and practices based on their wartime experiences and gained the support of the Reich Insurance Office. Stier, a neurologist who was influential in the discussion of workplace accident neurosis during the interwar period, was a military doctor and Professor of Psychiatry and Neurology at the University of Berlin. He worked in the Department of Psychiatry at Charité after Dr. Oppenheim’s death, and from the early 1920s he actively introduced the international debate on “pension neurosis” in *Journal of Neurology and Psychiatry*. For

example, he recommended doctors to detect patients’ “fraud” at an early stage, referring to a study published in France, where the problem of “pension neurosis” was more serious. He also called for changes to the laws, such as the introduction of one-time compensation for damages, to deter pension fraud [BArch, R4701/8359/1, fol. 5-15, fol.75-116]. Notably, Stier, who was approaching 50 years of age, was also involved in the workplace accident assessment of a large number of telephone operators [Stier, 1923, 582-583].

Stier gave a lecture in 1922 in which he stated that there were telephone operators who had “the desire to win vacations, reassignments to good positions, spa breaks, sanatoriums, good nutrition, and high pensions and benefits, by having an ‘accident’” and that their colleagues who closely watched this successful attempt would learn how to commit fraud. To prevent this from occurring, he proposed a detailed examination of the applicant’s physical, nervous, and even mental state during recruitment. After this, Stier was commissioned by the regional post office administration in Berlin to survey 50 female postal assistants who claimed to have fallen ill in telephone accidents between 1922 and 1924. In 1926, he published a book titled *About So-Called Accident Neurosis* and submitted to the Reich Insurance Office a report titled *Medical Principles for the Problem of Pension Neurosis*. In this book, Stier defined pension neurosis as a mental reaction caused by the patient’s “desire” and as an “aversion to work.” In addition to this, he stressed that “experienced, psychiatrically trained people with a good eye for observation” were the best candidates for assessment and recommended that private insurance should be used instead of public insurance. Thus, in the same year, traumatic

neurosis was excluded from the coverage of industrial accident insurance.

In *About So-Called Accident Neurosis*, which encouraged this change, he argued that he could find no cases of female officials who claimed industrial accidents before 1901, when the Industrial Accident Insurance Compensation Act came into effect, and that in some cases the illnesses were suddenly cured after the workers received a workplace accident pension. He also argued that the probability of getting married was 15 times higher than in cases in which no pension was granted. He speculated that this was because female officials could not receive a lump-sum retirement payment if they got married, and therefore they desired to obtain a workplace accident pension, which was paid even after marriage. In addition to the contents of this book, the results of eight assessments, including three female telephone operators and five men of various occupations, were included in the appendix; analysis of these results reveals Stier's worldview ([Table]).

Stier wrote: "What we can say for certain today, after the grand experiment of war, is that neurosis stems exclusively from a desire for some benefit, a desire to escape military service in wartime, and in peacetime, especially for pensions and other financial compensation." The view of neurosis as a fraud to achieve certain goals was influenced by his experience as a military doctor during World War I, where he encountered soldiers suffering from war neurosis. He positioned military service and work as a "struggle for life" that should not normally be avoided, as he wrote that neurotics were "people with constitutionally weak nerves and the elderly who lack the strength to win the struggle for life and have a particularly strong psychological desire to stabilize their lives with pensions" [Ebenda, 82].

As mentioned earlier, Stier described in

detail the individual's gender, occupation, family structure, and background; details of the accident; and the individual's symptoms. In addition to these findings, he integrated personnel records and the expert opinions of other doctors in his assessment. The perspective from which Stier draws the line between trustworthy and untrustworthy is interesting. Two of the subjects, numbers 4 and 8, had earned Stier's trust because they had objective evidence (such as injuries from the accident or witnesses to the accident) that outweighed their subjective complaints, and they had credible occupations, good work ethic, clean records, stable financial situations, and understandable symptoms.

Finally, it is noticeable that the three female telephone operators were old, and the age at which they had started working there was relatively high. Stier believed that the elderly and single middle-aged women were more likely to commit fraud, but even if they had passed aptitude tests and maintained their health through exercise, it remains questionable whether the elderly would have been sufficiently agile to work during the interwar period when work intensity was high.

The Association of German Female Postal and Telegraph Officers criticized Stier in the union's journal. There was a response in the journal from neurologist Dr. Rudolf Foerster as follows. "The reason for the high number of health problems caused by accidents in the telephone exchange service, relative to comparable jobs, must be within the management, considering the fact that employees are selected after receiving medical examinations." However, this theory did not become mainstream during the interwar period. This was because of the powerful influence of Stier and his neurologist supporters, and the affinity of Stier's views with those of the Reich Insurance Office

which was shifting its policies to deter workplace accident compensation expenditure by encouraging individual workers to help themselves to prevent workplace accidents.

Conclusion

This study attempted to clarify the characteristics that constituted a “good worker” in late modern German society by focusing on not only a specific workplace but also on the movement of labor and management over industrial accident insurance and the involvement of specialists

such as doctors, using historical data about the DRP, as the place where the norms of the good worker were formed. It emerged that the components that constituted a good worker were being understandable to the doctors and not “hating work.”

Before World War I, there were cases, such as Leber’s, in which disagreements among doctors of various backgrounds resulted in successful appeals. In the interwar period, however, doctors such as Stier, who had encountered war neuroses in soldiers during World War I, sought stricter

Table Eight examples of E. Stier’s assessment

Assessment No.	Name	Gender	Age	Family structure	Occupation	History	Details of the accident	Symptoms	Assessment results	Significant criticisms
1	S, Fritz	M	Mid-50s	He has a wife.	Bureaucrat	He joined the government office at the age of 18. Ten years later, in the year after he became a regular official, he was disciplined for five years for conduct unbecoming of his position.	He encountered a questionable accident in 1904 in which he fell from a ladder.	Back pain, headache and nausea	The cause of his spinal cord disease is syphilis, which he had acquired previously, not by a fall from a ladder 21 years ago.	“Syphilis he had acquired previously”
2	V, Paul	M	Unknown	He has a wife.	Craftsman	Unknown	On November 20, 1900, while working for Company B, he fell into a hole in a room that was not adequately covered and dislocated his right shoulder joint.	He makes shaky, dementia-like movements during doctor’s visits and stuttered.	The (hysterical) reaction is caused by desire in legal proceedings regarding compensation.	“He is like an actor” “Wish-induced (hysterical) reaction”
3	T, Elisabeth	F	37	Married in May 1921. She has a sister who is a telephone operator who suffered from a workplace accident.	Telephone operator	She joined the telephone office in 1909.	On October 20, 1910, she had her first accident at the telephone office, and on July 13, 1911, her second accident at the same office.	Startled by the ringing phone, crying, trembling of the body, restless hand movements, stuttering, and burping.	It is not the result of the shock of the accident that occurred in 1911.	“Psychological influence from her sister” “at the expense of the state”
4	B, Helene	F	54	Her mother died of diabetes. Widowed. She has a 23-year-old daughter.	Telephone operator	She joined the telephone office in 1915.	On August 30, 1925, on her way back from F, she was involved in a train accident at N station.	After she escaped from the train, blood was running from her head. She suffers dizziness and paralysis after that.	She is trustworthy, but there is no objective evidence that she is malfunctioning because of the accident.	“She hopes in the process of seeking compensation that her life will be permanently stabilized”
5	R, Paul	M	Unknown	Unknown	Boilerman	From 1919 to 1922, he served in the national defense forces as a border guard and security forces, then became a coachman, and finally a boilerman.	On November 15, 1924, there was an explosion at the factory and he suffered burns on his face.	Manic state. Bronchitis and gas in the lungs. Stuttering and trembling of hands and head.	As the burns have healed, he no longer has any restrictions on his work.	“Irritable, over-reactive person, which is a hereditary trait”
6	C	M	Unknown	Not mentioned except for his parents.	Site supervisor and office worker.	Learned to be a furniture maker. Volunteered to join the army in 1912.	On November 13, 1925, Mr. C drove his car into an open crossing gate and collided with a train.	He feels pressure in the front of his head even while sleeping. The right arm is weak, and even if he grabs an object, he drops it after some time.	No physical, psychological, or neurological problems currently exist. Therefore there is absolutely no need for a retreat or a hot spring cure.	“After the trial and the unreasonable treatment by doctors, he was allowed to leave work and take a hot spring cure, and his belief that the accident has made him ill strengthened.”
7	G, Pauline	F	55	Widowed.	Telephone operator	Her husband died early, and she has worked hard to raise many children.	On July 2, 1923, she fainted at work, which caused her to fall and hit the back of her head on the cement ground.	She has tic-like spasms in the muscles of the face and neck, difficulty in walking, and exaggeratedly pained behavior.	She could not show factors that would impair her ability to work four weeks after the accident, and she still cannot as of today.	Hysterical, that is, desire-induced, symptoms are an expression of a weak and neurotic constitution on the one hand, and a reaction to age, arteriosclerosis, and compensation procedures on the other.
8	B, P	M	41	He has a wife.	After working in the news media, he lost his job.	During the war, he was promoted several times but never applied for military benefits. Until January 13, 1925, he worked in the news media. He was then unemployed until the end of June.	On June 15, 1925, at around 11:00, he was thrown from a train.	Graze on the right forehead and the back of the head. His confusion or dizziness has disappeared but he is unable to go out without his wife’s assistance because of anxiety when climbing stairs.	He will be unable to work for a while after leaving the hospital, considering the intellectual nature of his occupation. He will receive compensation for his absence from work until the end of July and will be allowed to work with 25% restrictions for six to eight weeks after that.	None

Source: Created by the author on the basis of Stier, Ewald, 1926, Über die sogenannten Unfallneurosen, Leipzig, 59-84

assessment. Although the Association of German Female Postal and Telegraph Officers criticized this through the Union's newspaper, Stier's influence, which was supported by the Reich Insurance Office, limited victims' efforts. In addition, the rationalization of workplaces that occurred during this period and the measures taken by the DRP in response to this (improved aptitude tests for applicants, encouragement of recreational exercise for employees, and stricter medical diagnosis by commissioned doctors) seem to have contributed to this trend.

In Germany, after the Harz reforms, the concept of "hating work" has been used to describe and criticize the long-term unemployed who receive social assistance. This concept was also used during the Nazi era and was behind the fierce persecution of those to whom the concept was applied. However, as mentioned earlier in this study, this concept also appeared in the debate over pension neurosis at the turn of the last century, and the origin of the idea of attaching a stigma to people not working ($\hat{=}$ not able to work) can actually be traced further back in general state laws for the Prussian states of the late 18th century and Prussian law enacted in the mid-19th century [Ayass, 1992: 31]. However, I consider that, because this concept was deeply ingrained in late modern society, the onset of traumatic neurosis among workers and their claims of industrial accident insurance greatly upset society and led to the creation of countermeasures.

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Japan Association for Social Policy Studies (JASPS) 143rd Conference

16-17 October, 2021, at Fukushima University (online), Fukushima, Japan

Conference Theme: The norm of work and life from the view of the historical study : The process of forming concepts of “how we should work”, “how we should live”.

DAY 1 (16 October 2021)

9:30-11:30 Special Theme and General Sessions

9:30-11:30

Special Theme Session 1: Revisiting Welfare Supply after the “Structural Reform of Social Welfare”

Chair and Coordinator: YONEZAWA Akira (Meijigakuin University)

Discussant: TAKEGAWA Shogo (Meijigakuin University)

<Theme of the Session>

About 20 years have passed since the so-called “structural reform of social welfare”. There have been both affirmations and criticisms of the direction of change emphasized in the reform, such as “review of administrative systems,” “emphasis on community welfare,” “expansion of the range of service options,” and “diversification of supply organizations.” However, it cannot be said that there are many studies that have examined the changes in the supply system over the past 20 years from a comprehensive perspective. Therefore, this session will depict the changes in the social welfare supply system based on data through three reports.

This session will consist of reports that focus on three changes. The first paper examines the changes of privatization at the local government level, which has been promoted as part of efforts to improve the efficiency of welfare administration. The second paper clarifies the process of institutionalization of the after-school day care service, which has undergone notable changes in line with the expansion of the range of service options. The third paper examines the central government’s perceptions of the various actors involved in “community welfare planning,” which was positioned at the center of the “community welfare,” one of the points of emphasis of the structural reform.

YAMABE Masashi (Shiraume Gakuen University)

The Transformation of Municipal Welfare Administration through the “Privatization” of Welfare Provision: A Case Study of X City

It has been indicated that the role of local governments has shifted to “enabling” welfare provision as a result of the progress in private sector outsourcing of welfare services, along

with the “structural reform of social welfare” and the administrative reforms within the local governments. It has also been mentioned that some local governments may not be able to adequately fulfill their role as an “enabler”, due to the reduced opportunities of civil-service workers to gain field experience in welfare provision. While there have been discussions, there have not been many empirical studies on how the “privatization” of welfare provision has developed and how the roles of local governments have been transformed in this context.

The purpose of this study is to ascertain the development of the “privatization” of welfare provision and the changes in the roles of local governments, based on a case study of a specific local government. First, I examine the progress in private sector outsourcing of social welfare institutions since the year 2000. Second, I study the changes in the human resources development, policies, and daily work of municipal welfare administration.

KATO Akihito (Hitotsubashi University)

How have Social Welfare Services Met the Needs of Children with Disabilities since the 2000s?: A Research on After-School Day Services in Tokyo

This presentation aims to investigate how social welfare services have met the needs of children with disabilities since the 2000s based on a research of after-school day service in Tokyo. With a revision of the Child Welfare Act, after-school day services have been launched. They have addressed the various needs of children with disabilities and their families with the aim of supporting daytime (after-school) activities for children with disabilities at school age.

After-school day service is characterized by small-scale operation, and reflects some aspects of disability services after the social welfare reform, such as the entry of various service providers including commercial corporations. Focusing on after-school day services in Tokyo, this presentation examines the social process through which after-school day services were organized as the welfare program and explores recent trends of their welfare supply.

NAKANO Koki (University of Tokyo, graduate student)

How have the actors in the process of developing “community welfare plan” been perceived?

Since the 2000s, the “community-based welfare mainstreaming” has been pointed out, and the formulation of “community welfare plan” has been undertaken nationwide. The “community welfare plan” is characterized by the fact that various actors discover local issues through participation and make them into policies. It is a system that allows service providers to be involved in the determination of service supply systems.

In the process of formulating a community welfare plan, each actor points out the existence of problems in what they consider to be community issues and asks for the policy formulation of solutions. This process has something in common with the “social construction” of social problem.

However, research on community welfare and welfare administration has left out of the scope of research the behaviors of actors that research on the “social construction” of “social problem” focuses on, such as persuading others about one’s own claim or confronting other actors over claiming a claim.

This study clarifies, through the analysis of historical data, what the government assumed about the behavior of actors involved in the formulation of “community welfare plans”. In

this way, the concept of community welfare embedded in social policy is becomes clearer.

9:30-11:30

Special Theme Session 2: The services including counseling for needy persons toward self-reliance by Toyonaka City from the viewpoint of its clients: a tentative analysis based on questionnaire survey and life history interview

Chair and Coordinator: SAKURAI Junri (Ritsumeikan University)

<Theme of the Session>

This session asks (1) what kind of people accessed to Toyonaka City (Osaka Prefecture) for counseling under the COVID-19 situation and (2) what kind of experience the services including counseling provided for them, and then discusses (3) its macro-level implication. It will be clarified by a questionnaire survey and a life history interview. Here, “services including counseling” refers to various support services such as place-of-one’s-own experience, work experience, and accompanying the public employment office, as well as counseling at the counter.

The feature of our research is that it directly interviews clients of Toyonaka City, asks not only about the experience of services such as counseling, but also about life history, and tries to interpret by connecting the two. What is the city’s service, which has been highly evaluated by previous research, from the perspective of the client him/herself?

However, this presentation is a tentative one. In February-March 2021, 100 questionnaires were placed at the counseling desk directly managed by the city, and 60 copies were collected including online responses, of which 27 agreed to taking an interview. There are only a several of them who have finished it, and it is currently underway.

TSUTSUI Miki (Hosei University)

The purpose and framework of “the Research on Clients of Toyonaka City”

This presentation refers to the overall elucidation issues, pre-existing research, analytical framework, outline of data / methods, and the main points of the 2nd and 3rd presentations as the introduction of the entire session. The tentative answers to the two major questions of this session are as follows.

(1) Clients of Toyonaka City are having difficulty achieving well-being due to some reason and need to reorganize their awareness of the self and society, the values they should have, and the way they live their lives - that is, they need to reorganize their own life.

(2) Firstly, if the services provided is perceived as “appropriate, equitable and respectful encounters” [Lipsky, 2010, 193], even if the problem is not necessarily resolved, the client may find a “modest well-being”. Secondly, the services by Toyonaka City are an experience for clients to obtain “institutional weak ties,” which is considered as one of “basic assets” [Miyamoto, 2021].

NAGAMATSU Namie (Kwansei Gakuin University)**Characteristics of clients and their evaluation of the services including counseling for needy persons toward self-reliance by Toyonaka City**

In this paper, I clarify the characteristics of the clients and their evaluation of the services including counseling for needy persons toward self-reliance by Toyonaka City through analyzing the questionnaire and interview surveys.

The results of the questionnaire survey are as follows; many of the respondents were employed under non-standard contract or unemployed. On the other hand, their educational background was diverse, with many of them having college degrees. Many of the respondents felt anxious about “having nobody to rely on,” as well as “low income”. As many as 20% of them had been diagnosed as having depression.

Next, I examined the reasons the clients “highly evaluate the city’s services” based on the interview survey data. It is not easy for the city’s support staff to help the clients solve their problems, such as lack of money for daily life and difficulty in finding jobs, since they are caused by the labor market situation and the social security system. Nevertheless, the interviewees highly valued the experience of becoming acquainted with someone they can rely on other than family and friends by visiting the counseling desk.

ABE Masahiro (Konan University)**What gives people the sense of trust in the city’s services?**

The purpose of this report is to clarify how the sense of trust in the city’s services is fostered by analyzing interviews with clients of Toyonaka City. Robert K. Merton refers to “goal displacement” and “depersonalization of relationships” as characteristics of bureaucratic organizations, but such voices were not heard in the interviews, indicating a high level of trust in the city’s services. In the interviews, we are able to catch a glimpse of closely-accompanied support whose relationships are personalized through focusing on the goals of the organization. At the same time, however, some interviewees questioned the institutional system itself. What is the meaning of this seemingly conflicting notions between “trust in staff they meet and distrust in the system”? I would like to analyze the achievement of closely-accompanied support to the clients at the micro level, and also discuss its limitations at the macro level — the ambivalence of “street-level bureaucracy” (Michael Lipsky) .

9:30-11:30 General Session A: Welfare Administration

Chair: SHIGA Nobuo (Prefectural University of Hiroshima)

KINOSHITA Jun (none)**Local Bureau and Welfare Policy, 1897-1912**

I will report on the organization and function of the Prefectural Section (府県課, PS*) as the agency for welfare policy in the late-Meiji era (1897-1912).

* The PS is a section of the Local Bureau (地方局), Ministry of Interior (内務省).

As the regulatory agency, the PS had several jurisdictions: election, war mobilizaion, local

policy, and welfare policy.

In 1900, the PS employed TOMEOKA Kosuke (留岡幸助, 1864-1934), a learned expert of prison reform and child welfare, as a part-time employee (嘱託). With INOUE Tomoichi (井上友一, 1871-1919), the chief of the PS (府県課長), TOMEOKA promoted the Japanese way of mixed economy of welfare (福祉の複合体).

SUN Lin (Doshisha University, graduate student)

Study on the Public Interest of Welfare Service Providers

The structural reform of social welfare has brought about relaxation of regulation for all kinds of sectors to enter the social welfare industry, making the service market more diversified than ever before. Against this background, a proposition called “Equal Footing Theory”, which aims to criticize the disparity between social welfare corporations and commercial companies and non-profit organizations and seek to correct it, was raised in response by several scholars and practitioners.

However, it has been pointed out that the difference is just a necessary “distinguishment” given the higher public interest of social welfare corporations. The public interest is an important criterion when considering the disparity of welfare service providers with different legal personalities, and it is necessary to clarify the public interest of welfare service providers.

Therefore, in this study, we will reconceptualize the “public interest” and discuss its indispensable components from both theoretical and empirical perspective.

ANDO Kanako (Kyoto University)

The Significance of Municipal Benefits for School and College Enrollment as a Social Policy: A Case Study in the San- in Region

Monetary transfers are expected to be an effective social safety net for economically challenged households to some extent if social security with employment and wage supports are insufficient to help them. Not unexpectedly monetary transfers can benefit households raising children.

However, monetary transfers by local governments to support children’s development do not seem to be recognized as a socio-politically significance comparing with other social safety net services such as childcare, public education, and support for children with disabilities. Some local governments provide monetary transfers to support children’s schooling and higher education, such as commuting allowances and scholarships that exempt children from repayment if they return to their hometowns. The question here is whether these municipal benefits are a social policy or a regional policy to compensate for poor infrastructure and scarce private sector services that are the result of population decline and municipal mergers.

This report using case studies examine whether monetary transfers’ benefits, which appear to be regional policies, have significance as social policies that support children in difficult situations and mitigate or eliminate disparities.

9:30-11:30**General Session B: Non-Regular Worker****Chair: HISAMOTO Takashi (University of Teacher Education Fukuoka)****TAKAHASHI Yusuke (Ehime University)****Discussion on the Promotion and Education and Training Benefits in Non-Regular Employment within Companies**

This report mainly focuses on the use of education and training benefits to analyze the factors influencing the transition to regular employment within companies. In particular, it was found that promotion to regular employment within the company was easy with non-regular employment that utilizes education and training benefits.

Looking at the changes in the system, it was the first system to subsidize the cost of vocational training for individual workers, and while it should have had a significant role as the importance of investing in individual workers and supporting job hunting activities increased from employment maintenance through in-company training, it was rarely a subject of discussion until the revision of the Employment Insurance Law in 2014. It should be noted that due to the revision of the Employment Insurance Law, there are efforts to increase the incentives for recipients towards their participation in courses and improvement of their skills through the implementation of career consulting and practical programs in collaboration with companies. From the perspective of establishing “proactive labor market policy,” the focus should be on the role of the education and training system for non-regular employment, where there are few opportunities for human capital investment within companies.

HONDA Kohei (Hitotsubashi University, graduate student)**A Study of Subcontract Employment Labor Policies in Japan During the Late 1990s**

This paper examines the impact of pressure groups on subcontract employment labor policies in Japan during the late 1990s when its external labor market experienced a radical deregulation. To examine the extent to which they influenced the labor market policies, I studied the major pressure groups, who were affiliated to the Japan Federation Employers' Associations (Nikkeiren), and the proposals and requests issued by the government committees and the councils to the government and the ministries. I also investigated the impact of Nikkeiren's report “Japanese-style Management in the New Era (1995)”, which is generally considered to have influenced many policy makers and led to the paradigm shift in their labor management schemes.

The main conclusions of this paper are as follows. Despite a number of previous studies concluding the aforementioned report as the major force “triggering” the deregulation of the Japanese external labor market, the closer look on the historical records revealed that the report only had a limited impact. When it was published, the deregulatory policies were already embedded in the agenda of many relevant political groups. The report was merely a summary of the human resource policies that had already existed by 1995.

HAGITA Shotaro (NPO POSSE)**Two images of the young workers in the 60s and the present: A study of the Karoshi discourse in Japan**

Due to the structural transformation in the 2000s Japan's traditional employment system has collapsed and the reformulation of labour movement by casual part-time workers is now considered important to regulate the changing labour market. In order to conceptualise new agents of movement, this paper compares and contrasts the part-timers in the 2000s and the so-called 'young workers' in the 1960s. As Japan's corporate culture was still under development, the labour market in the 60s has some similarities with that of the 2000s and afterwards. It was the time when young workers experienced long working hours and death from overwork, and the radical reform of labour movement was hotly discussed. Plans were never executed, however, because activists kept hopes for economic progress which was expected to absorb all the ills of capitalism. Today, young workers and students worldwide have become major agents of social movements while in Japan such direction is still obscure. A comparison of the two images of young workers would be a useful step to devise a new model of labour movement.

11:30-12:45 Lunch Time

12:45-14:45 Special Theme and General Sessions

12:45- 14:45

Special Theme Session 3: Aspects of the Changing Evaluation Regime of the Social Welfare Policy in Japan

Chair: NAGASAWA Kimiko (University of Kochi)

Coordinator: HIRAOKA Koichi (Tokyo Online University)

<Theme of the Session>

In this session, we adopt the concept of the evaluation regime, which is defined as the interconnected structure of various evaluation-related policies and institutions. We examine how evaluation-related policies and institutions in social welfare have developed with the reorganization of the institutional structure of social welfare, changes in intergovernmental relations, and implementation of the NPM-type administrative reforms. We also identify the types of challenges that these policies and institutions have been faced with. The first presentation examines the changes in the evaluation regime of social welfare based on the analysis of institutional reforms and changes in intergovernmental relations in the planning system of social welfare. The second presentation analyzes specific aspects of these evaluation-related changes, focusing on long-term care services, and discusses the implications of the improvement in the evaluation system. The third presentation, based on case studies of municipal planning in eldercare services, examines the current state of evaluation of municipal eldercare plans, and discusses the possibility of policy evaluation in "care prevention" programs in the municipal eldercare policy.

HIRAOKA Koichi (Tokyo Online University)

Reorganization of the Institutional Framework and Changes in the Evaluation Regime of Social Welfare in Japan: Focusing on the Changing Functions of Social Welfare Plans

The evaluation regime of social welfare services in Japan was formed in the early 2000s, centered on the Third-party Evaluation System of Social Welfare Services, with the implementation of the Structural Reform in Social Welfare. In this regime, the Policy Evaluation system of the central government and the various administrative evaluation systems in the local governments occupied only the peripheral positions. This regime, however, has undergone alterations in recent years. The central government's Policy Evaluation system places much emphasis on the goal administration type of evaluation; in addition, a performance management system of major programs, including those in social welfare, has been established. The national and local planning systems in the various fields of social welfare, while maintaining the nature of needs-based planning, have adopted the characteristics of the instruments for controlling the local government social welfare administration through goal setting and evaluation. It must also be noted that embryonic forms of participatory governance have appeared in the local social welfare administration.

Considering these points and the conceptual discussions regarding evaluation in social welfare, this study aims to describe and analyze the process of changes in the evaluation regime accompanied by institutional changes in social welfare services in Japan; special attention is paid to the changing functions of social welfare plans.

HATAMOTO Yusuke (Doshisha University)

Current Situation and Issues of "Evaluation" of Municipal Eldercare Policy

The Elderly Health and Welfare Promotion 10 Year Strategy (1989) is Japan's first policy to set goals for the development of eldercare services, and it made all municipalities to have their own Municipal Eldercare Plan. The eldercare system has changed from administrative measure to contract system with the introduction of the Long-term Care Insurance system (2000). At the same time, the taxation scheme of eldercare has changed to a social insurance system, and marketization of eldercare has progressed. It means that municipal eldercare policy has changed to different character from other municipal welfare policies. As Hiraoka's paper and Hatamoto's paper shows, "evaluation" has become required for Municipal Long-term Care Plan. Municipalities introduced service quality evaluation system in 2000's, however, Municipal Long-term Care Plan showed still only how much they completed their amount goal of long-term care services without policy evaluation. A kind of policy evaluation of care prevention in some 8th Municipal Long-term Care Plan (from April 1, 2021) has appeared.

This paper tries to clarify and analyze the current state of "evaluation" of municipal eldercare using 8th Municipal Long-term Care Plan and Elderly Welfare Plan in Kansai as examples. In addition, I would like to discuss possibility of policy evaluation in care 9 prevention as municipal eldercare policy.

12:45-14:45

General Session C: Welfare and Work

Chair: ODAMAKI Tomoko (Ritsumeikan University)

KASHIWAGI Aya (Doshisha University, graduate student)

A Study on the Current Situation and Future Practices of “Local Public Interest Initiatives” by Social Welfare Corporations: With the Examples of Employment

As a result of the 2016 amendments to the Social Welfare Law, social welfare corporations were made responsible for “Local Public Interest Initiatives” under Article 24, Paragraph 2 of the Law. During the past five years after the amendments, a variety of practices have been implemented, among which are activities that address new community issues by building networks among multiple corporations, and activities that further deepen existing relationships with communities. With the expansion of practice, case studies and reports have been compiled from each practice implemented in Japan. These studies and reports have provided information on the actual contents of the activities and the standard methods of implementing the efforts, however the details of each activity, its impact on the communities, and existing issues have not been fully clarified.

Therefore, this report focuses on cases related to employment support from among the cases in the country to understand the current situation of the efforts. Through examining the impact of the activities and the issues to be addressed, I will present more effective measures for social welfare corporations to implement employment support as “Local Public Interest Initiatives” in the future.

FUKUSHIMA Yoshihiko (Waseda University)

Employment of Persons with Disabilities and Social Welfare -

The need to build an inclusive society in which persons with disabilities can actively participate in and contribute to society is being called for in many countries. The most effective way for adults with disabilities to participate in society is to get a job and stand on their own feet. In addition to the aspect of individual social participation of persons with disabilities, participation of persons with disabilities in the labor market will become increasingly important for society. This is because the declining birthrate and aging population are progressing in developed countries such as OECD countries. As a result, the labor force population will tend to decrease while the non-labor force population will increase in the future. However, at present, there is no country where the level of labor participation and employment rate of persons with disabilities is comparable to that of non-disabled persons. The background to this is that there is a widely believed recognition that the labor productivity of a disabled person is lower than that of a non-disabled person. The paper shows that hiring persons with disabilities doesn't always reduce total production and social welfare levels in a general equilibrium framework.

KIM Seokho (Yamanashi Prefectural University)**A structural analysis of comprehensive social work through interprofessional team collaboration on the Self-Sufficiency Programs in South Korea: Based on the case reports for the past 5 years**

Based on the National Basic Livelihood Security Law, South Korea is implementing the Self-Sufficiency Programs (SSP) aimed at economic independence for the poor and low-income people who have ability to work. In addition, based on the individual self-sufficiency support plan for the participants, the Self-Sufficiency Case Management (SSCM) as part of SSP is being enforced, which is positioned as comprehensive social work through interprofessional team collaboration.

In this study, basing on grasping the implementation status of SSCM on SSP in South Korea, how SSCM empowers participants and what process leads to success of self-sufficiency are analyzed through the case reports for the past 5 years. It is also the research content to give some suggestions to the comprehensive social work on The SelfSupport of Needy Person Laws in Japan, based on success factors from this analysis results.

12:45-14:45

General Session D: Industrial Relations**Chair: ASANO Kazuya (Tsu City College)****IKEDA Tomohiko (University of Tsukuba, graduate student)****Relationship between workplace bullying and mental health among workers in Japan -consideration from “the anatomy of dependence”-**

In Japan, a unique concept of “power harassment” has been created to deal with interpersonal problems in the workplace. Then, subjective questions such as “Have you ever been subjected to power harassment in the past three years?” have been used to investigate the actual condition of workplace bullying. For this reason, it has been pointed out that there is a lack of internationally comparable research of workplace bullying. In this study, we conducted a cross-sectional survey of 1,200 full-time workers using the S-NAQ, which has been validated for its reliability and validity as a rating scale for workplace bullying. The results showed that 46.7% of the respondents had been subjected to some patterns of workplace bullying more than once in the past six months, and workplace bullying was significantly associated with psychological distress. Psychological distress was significantly positively associated with such workplace bullying as being treated as an outsider or ignored, even after adjustment. In this report, we discuss the relationship between the details of workplace bullying and mental health from the perspective of the “the anatomy of dependence,” which is a characteristic of Japanese society. (This research was supported by JSPS JP20K19633)

NISHIMURA Takeshi (Matsuyama University)**Union Voice on the Nursing Profession**

This study analyzes the effect of union voice on the nursing profession by investigating the labor problems experienced by nurses in the 1960s and 1970s in Japan. The existing

literature on labor movements in the hospital sector has not sufficiently investigated the industrial relations of task-shifting, especially for registered nurses. To understand the history of medical labor markets in Japan, especially in the context of nursing, the industrial relations of hospital work rules must be studied. In this study, we reveal contrasting perspectives of task-shifting. Hospital managements wanted to shift certain tasks performed by registered nurses to nursing aids. However, unions strongly opposed to the move because a rise in the number of low-wage nursing aids could result in a decline in the overall wages of medical workers.

SUZUKI Kyoko (University of Tokyo, graduate student)

Gendering the Workforce through Legislation of the Factory Law

In the Japanese employment system, an expected work patterns in the future have significant importance and largely determines each person's compensation scheme. This paper investigates when and how this frame of concept emerge and assumes its origin in the legislation process of the Factory Law. Previous research suggests that the Factory Law introduced a division by gender into the labor market and marginalized women, enforcing different working conditions for men and women. Based on this view, the paper argues that 1) expected "future roles as mothers" justified disadvantaged treatments for women, 2) while factory laws were being enacted in other countries at the time, the similar concept and justification were not evident, at least in Britain, and 3) "future roles" for women were defined based on biological differences. These characteristics have been passed down to the present day and have become gender biases embedded in the labor market system.

15:00-17:00 Special Theme and General Sessions

15:00- 17:00

Special Theme Session 4: Transformation of employment in existing industries caused by platform business model

Chair and Coordinator: SAGUCHI Kazuro (Professor Emeritus, University of Tokyo)

<Theme of the Session>

With the exponential progress of ICT, how ICT affects the way we work draw more attention than ever. In Japan, "new ways of working" such as platform businesses and gig work through crowdsourcing, which are not embedded by the conventional Japanese employment system, are steadily prevailing. For example, while the ride-hailing service such as Uber has not been fully introduced due to strong resistance from labor unions and the cautious stance of the Ministry of Land, Infrastructure, Transport and Tourism (Altura et al. 2020), it now takes charge of "public" transportation in depopulated areas, which has not seen in other countries.

This session will examine how the taxi industry has responded to the pressure of Uber's entry by focusing on the dual nature of employed and independent contract taxi drivers in Japan and the differences between urban and rural areas, with international comparative perspectives. It must be important to consider the problems that may arise when introducing a "new way of

working” by comparison with the way of working in the existing sector.

SAGUCHI Kazuro (Professor Emeritus, University of Tokyo)

Theoretical Study of Ride-hailing Services Impact on the Taxi Industry

This report examines the changes in the Japanese taxi industry brought about by ride-hailing services from the international comparative perspective. While ride-hailing services have been prevailing explosively around the world, ride-hailing services in Japan are not allowed due to strong opposition from taxi industry associations and labor unions. The market entry and growth process of ride-hailing in each country are different depending not only on the employment environment and taxi regulations, but also on the various problems of the traditional taxi industry. In order to understand the impact of the advent of ride-hailing on the taxi industry, it is important to focus on the social status of the taxi industry in the labor market and the characteristics and changes of employment patterns and compensation structures through international comparisons. We also examine how the COVID-19 pandemic has affected Uber and the Japanese taxi industry. The COVID-19 pandemic has not only prompted Uber to change its strategy, but also clearly revealed the vulnerabilities of the Japanese taxi industry.

KOMAE Kazutomo (University of Tokyo, graduate student), HASHIMOTO Yuki (RIETI)

Relationship between the Way Taxi Drivers Work and the Acceptance of Ride-hailing: Regional Contrasts found in the Ride-Hailing Questionnaire

This study examines the questionnaire survey conducted in 2018 on the working conditions and job satisfaction of taxi drivers, and tries to find the relationship with the acceptance of ride-hailing. The survey asks not only the actual working conditions, such as wage levels, working hours, shifts, and operating methods, but also the drivers’ intention to continue working and perspective on the future of the taxi industry, ride-hailing, and labor shortage issues. The results of the survey showed that there were differences between urban and rural areas not only in the working conditions, but also in the motivation for becoming a taxi driver and the attitude toward the deregulation including ride-hailing. This may be because the supply-demand relationship for taxis differs greatly between urban and rural areas.

Ride-hailing is generally touted as flexible employment opportunities for ride-hailing drivers as well as new means of convenient transportation for passengers. However, in the traditional sector supplying the same type of service, i.e. taxi industry, most of the drivers are reluctant to welcome the deregulation and the new ride-hailing service, though there were differences in the extent of acceptance due to the heterogeneity of supply and demand relationships among regions.

KANAI Kaoru (Saitama University)

How are Workers ‘Employed’ in Taxi Industry by Regional Type?

This presentation considers how taxi companies have reacted to the possibility of Uber’s entry. We focus on strengthening and weakening the employment of taxi workers.

Traditionally, the type of ‘employment’ of taxi workers has varied significantly among the regions. In response to the possibility of Uber entry, large companies mainly in the Tokyo

metropolitan area have strengthened the recruitment of new graduates while introducing apps that enhance customer convenience in a way that competes with Uber. Some companies have changed in the direction of strengthening employment, such as increasing the fixed salary ratio. On the other hand, in depopulated areas, NPOs have appeared to operate “public” transportation in collaboration with Uber, while the labor union operates a bankrupt taxi company to enhance services as “public” transportation. We will analyze the difference of the type of employment by region in response to the possibility of Uber entry.

15:00-17:00

Special Theme Session 5: Social welfare and “social ties” under the COVID-19 outbreak: From the survey “Structural analysis of the present circumstances of non-institutional living support under the spread of COVID-19” and statistical analysis

Chair: YAMADA Atsuhiko (Keio University)

Coordinator: SAKAKIBARA Kenjiro (National Institute of Population and Social Security Research)

Discussant 1: HARADA Genki (University of Tokyo)

Discussant 2: KANNO Michio (Iwate Prefectural University)

Discussant 3: YAMADA Atsuhiko (Keio University)

<Theme of the Session>

The presenter conducted interviews with several service providers of “support for continuous employment” (mainly type B) for persons with disabilities about the impact of the COVID-19 outbreak on their services. While support for continuous employment forms a part of disability welfare services, it is also characterized by production activities. The latter was considerably affected by the COVID-19 outbreak; here, the path through which the impacts arise and the gravity of the consequences in various categories of business are questioned. To answer these questions, the current presentation introduces the actual situations while examining how the wage distribution and reservation system functioned under the sudden change caused by the prevalence of COVID-19. In addition, an insight was gained about the meaning of users’ commuting. Although alternative support was provided when users stayed at home, there were only few businesses that constantly enabled teleworking in support for continuous employment. However, support for continuous employment also provided users with the opportunity to go out. This presentation reports the results of the interviews, taking into account users’ connection to society.

NISHIMURA Yukimitsu (National Institute of Population and Social Security Research)

The role of face-to-face outreach on the provision system of local life support: A case study of welfare commissioners during the COVID-19 outbreak

In Japan, measures are underway to realise “Community Symbiotic Society” or “Dynamic Engagement of All Citizens Society”. Since 2000, local governments have taken the initiative in promoting life support measures. As a result, the personal support service called Accompanied Support and the comprehensive consultation service for local life support are being established.

This presentation focuses on the role of these services in connecting counsellors to consultation desks and support providers. In addition to the problems of social isolation and hikikomori, there is a problem of the increasing number of people who may have lost strong ties with their families due to being a single and to living in a single-person household. Welfare commissioners, whose activities are centred on face-to-face outreach, have been forced to suspend their activities due to the COVID-19 outbreak and required to urgently review their activities. Based on the results of interviews with welfare commissioners, who can overview the local community, it suggests that regional differences in the attempts to utilize local resources and the regional characteristics including resources originally available are related to the success of social inclusion.

SAKAKIBARA Kenjiro (National Institute of Population and Social Security Research)

Support for continuous employment for persons with disabilities under the COVID-19 outbreak: Impact on production activities and users' connection to society indicated by interviews with service providers

The presenter conducted interviews with several service providers of “support for continuous employment” (mainly type B) for persons with disabilities about the impact of the COVID-19 outbreak on their services. While support for continuous employment forms a part of disability welfare services, it is also characterized by production activities. The latter was considerably affected by the COVID-19 outbreak; here, the path through which the impacts arise and the gravity of the consequences in various categories of business are questioned. To answer these questions, the current presentation introduces the actual situations while examining how the wage distribution and reservation system functioned under the sudden change caused by the prevalence of COVID-19. In addition, an insight was gained about the meaning of users' commuting. Although alternative support was provided when users stayed at home, there were only few businesses that constantly enabled teleworking in support for continuous employment. However, support for continuous employment also provided users with the opportunity to go out. This presentation reports the results of the interviews, taking into account users' connection to society.

IZUMIDA Nobuyuki (National Institute of Population and Social Security Research)

Two-layer structure of social isolation among elderly under COVID-19 outbreak in Japan

“Keeping physical distance” policy to prevent the spread of COVID-19 has led to “social isolation.” Policy proposals by support groups for single mothers and low-income families reported that people under disadvantages could also suffer from harm from social isolation. People with relatively little disadvantage also maintain physical distance, so they might endure social isolation. However, their suffering from social isolation may have received relatively little attention because they are not in income poverty or physical deprivation. The COVID-19 pandemic has affected people's lives universally, so policy evaluation/recommendation should be based on information from a wider range of people.

In this study, we assessed the degree of social isolation among the elderly in Japan and analyzed the factors that were related to it by using survey data of the general population via the Internet, conducted by the Cabinet Office in May 2020. The results imply the possibility of existence of a two-layer structure of social isolation among the elderly. In other

words, elderly people with “thin social relationship” live (at least superficially) without caring their deeper social isolation, and those with “relatively rich social relationship” struggle with thinner social relationships. Policies against social isolation of the elderly should be considered based on the diversity among the elderly.

15:00-17:00

General Session E: Social Insurance

Chair: SASAKI Takao (Tokyo University of Welfare)

MISAWA Haruto (Hosei University, graduate student)

Development of considerations by administrative organizations during the period when the National Pension System was established: an analysis centered on the process of letting regional municipalities handle the administration

This document seeks to examine using primary sources the process of regional municipalities (cities, towns, villages, prefectures) taking control of the administration of the National Pension System. When managing pensions, there is necessarily a long period between payments, during which time inhabitants may move, thus the reason why it is considered optimal to manage the system at the aggregate national level. Currently, national pensions are controlled by the national government, and the actual operations are assigned to the Japan Pension Service, but the system has since the beginning been implemented by regional municipalities. Even during the beginning of the system, the national government wanted to manage national pensions in aggregate at the national level, but due to objections from regional municipalities, the national government held a council to deliberate on the matter, during which it was decided that regional municipalities would be responsible. The results of the discussions from that time are recorded in materials published by the Ministry of Health, Labour and Welfare, but resources related to the deliberative council and municipalities could not be found, meaning the contents and process of the deliberations were unclear. Given the background above, this work will use resources on the deliberative council and on the municipalities to elucidate the background of the assignment of managing national pensions to regional municipalities and the thinking of the municipalities.

LI Heran (Rikkyo University, graduate student)

Transition of Principle of the Health Insurance in China: A Quest for the Effective Combination of Self-help, Mutual Assistance, and Public Assistance

After the founding of the People’s Republic of China, an exclusive health welfare system that included mere state-owned enterprise employees was implemented, using the Soviet-style public welfare as a template. In China, which is said to be a dual-society, health insurance systems in urban and rural areas are deviating from uniformity, while urban “public assistance” health welfare is carried out, farmer organization which rely on the People’s Commune Regime voluntarily initiated rural health mutual-aid. Moreover, that rural health mutual aid is the prototype of China’s “social insurance = mutual assistance”.

After that, the China’s social insurance system was revised, and the health welfare, which

was limited to the public economy (state-owned enterprise), was transformed into universal social insurance for all employees. Besides, rural health mutual aid has begun to burgeon, and “self-help” in medical insurance has been emphasized by government.

In this report, we divide the progression of China’s health insurance into Planned Economy period (1949-1970s), System Transition period (1980s-1990s), System Promotion period (2000s-early 2010s), and System Integration period (mid 2010s-). We will consider the dynamics of the Chinese health insurance system and clarify how the elements which are called “self-help, mutual assistance, and public assistance” have changed.

SENO Mutsumi (Kyoto University)

Reduction and Exemption System of National Health Insurance and Theory of Insurance Premiums and Taxes

Since the establishment of the universal health insurance system, the National Health Insurance has been structured to hold a large number of low-income people, and the question of how to collect premiums from low-income people has been an issue from the beginning. From the standpoint of the logic of the insurance system, it is meaningful to have people pay as much as possible in premiums, so how to design a system of reduction and exemption for National Health Insurance is important for inclusion in the universal health insurance system. This presentation will analyze how this reduction/exemption system has been handled, using the Diet proceedings and other documents. The key word is “insurance tax”. In the National Health Insurance, it is possible to collect insurance premiums as an insurance tax. This is mainly for the convenience of collection, but it is also a logical way to allow the government to provide some kind of subsidy to local governments. This presentation will analyze how the reduction/exemption system has been handled in light of the “duality” of insurance premiums and insurance taxes.

15:00-17:00

General Session F: Provision of Care

Chair: TANAKA Satoko (Prefectural University of Hiroshima)

KADO Yoku (University of Shimane), TAKAHASHI Yukihiro (Shobi University), ITO Naoko (Daito Bunka University), HAYASHI Kazuhide (Rikkyo University, graduate student)

Analysis on interprofessional relations between nurses, care and welfare professions. -Focusing on inconsistency as recognition of current situations between three professions-

This presentation analyzes interprofessional relation on terminal care on online questionnaire survey for nurses, care and welfare professions who have experiences of home terminal care. How each profession evaluate tasks three professions are likely to share for the profession and other professions are analyzed. Concretely, the relations between self evaluations and those by other professions as how to guess wishes of care receivers, to bring out those of family care givers, necessity of each medical knowledge for each profession, interprofessional communications (environment easy to talk, share of information and respect for expertise) as terminal care are compared. From the above, on contemporary trend, the

viewpoints of livelihood for medical professions and medical knowledges for care and welfare professions are required, the research to contribute to construct interprofessional cooperation system is explored. In addition, the research to redistribute of burden on terminal care between three professions are investigated.

SAITO Yoshihiko (Hitotsubashi University, graduate student)

Why elderly care is so divergent? - a new idea of care regime by intersection between precarious care work and defamilialization

This paper tried to answer the research question why elderly care is so divergent among developed welfare states. This paper reviewed literatures and found out that well accepted prior research, “4 categories of Welfare Regime” defined by Shinkawa (2015), could not explain divergence of elderly care. It is because in his “liberal welfare regime” represented by United States care for elderly is, in reality, performed mainly by families like his “familial welfare regime”. In addition his quadrant analysis using 2 axes, namely “defamilialization” and “decommodification”, proved to be logically inconsistent.

Therefore this paper proposed a new care regime. This new care regime using 2 axes, namely “precarious care work” represented by care migration and “defamilialization”. This paper plotted main developed welfare states including Asian countries. As a result you can found out 4 care regimes, namely “public care regime” represented by Scandinavian countries, “quasi-defamilialization regime” (in other words “fortified family care regime”) represented by Taiwan, “family care regime” represented by Mediterranean states and “isolated family care regime” represented by Japan as well as South Korea. This paper verified the new care regime investigating the care situation in plotted countries/regions.

BANSHOYA Mitsuharu (Shitennoji University)

Issues in the petition for the start of guardianship in the adult guardianship system. Focusing on the newly established petition circumstances manual and personal information sheet.

Regarding the petition for the start of adult guardianship, a statement of circumstances and a personal information sheet have been newly established from April 1, 2019. The personal information sheet will submit information created by a welfare person who knows the person in order to supplement the medical certificate issued by the doctor. In addition, the family court clarified the type by attaching a new statement of petition circumstances.

However, in the adult guardianship system, there is no continuity in the past growth history for the social worker who is in charge of personal custody, and due to the lack of ability of the petitioner’s social work for the person, the document is in a form that is merely interviewed. It has become.

There are various approaches to social work, but the approaches are now reduced by a common foundation. In the future, for personal custody, a petition document for general social work will be required as an attachment to the petition document.

17:10-17:40 General Meeting

18:00-20:00 Special Theme Session

18:00- 20:00

Special Theme Session 6: Evaluating EU Law and Policy on Promoting Diversity**Chair and Coordinator: HIKUMA Tomoko (Den-en Chofu University)****<Theme of the Session>**

The motto of the European Union is ‘united in diversity’. Indeed, the furtherance of diversity is central to its mission. Article 2 of the Treaty on European Union sets out a vision of a European society where ‘pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail.’ While measures to combat discrimination have been a feature of European integration since its inception, a multi-dimensional policy on diversity was primarily constructed over the past 25 years. This presentation will provide an overview of the main instruments that the EU has deployed and a critical evaluation of their effectiveness.

BELL Mark (University of Dublin, non-member)**The Promotion of Diversity and EU social policy instruments**

The first part of the presentation will examine how the promotion of diversity is embedded in a wider set of EU social policy instruments. The social dimension of European integration was relaunched in 2017 through the proclamation of the European Pillar of Social Rights, which is intended to be a ‘compass’ for EU social policy. In addition, there is an established framework for EU coordination of national economic and social policies called the ‘European Semester’. This has been deployed to oversee the Member States implementation of the ‘Recovery and Resilience Facility’ adopted in response to the impact of the pandemic.

FERRI Delia (National University of Ireland, non-member)**The Promotion of Diversity and EU Action Plans and Strategies**

The second part of the presentation will explore policy measures dedicated to promoting diversity. The European Commission has adopted multi-annual strategies on specific dimensions of diversity: gender equality; disability; anti-racism; Roma integration; lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) persons. The Commission has also promoted the idea of ‘diversity management’ through its ‘Diversity Charter’ campaign.

WADDINGTON Lisa (Maastricht University, non-member)**The Promotion of Diversity and EU Equality Law**

The third part of the presentation will explore the role of law in promoting diversity. EU legislation prohibits discrimination on grounds of sex/gender, racial or ethnic origin, religion or belief, age, disability and sexual orientation. This is underpinned by a general right to non-discrimination in the EU Charter of Fundamental Rights. This body of law has impacted significantly on all EU Member States and it generates a considerable volume of litigation. Nevertheless, a persistent critique is that it is over-dependent for its enforcement on litigation by individuals and that it is not sufficiently effective in reducing inequalities between different groups in society.

DAY 2 (17 October 2021)**9:30-11:30 Book Review Sessions****9:30-11:30****Book Review Session: Labor 1****Chair: KANAI Kaoru (Saitama University)**

- ISOHATA Kohei (Meijo University), “Stage” French internship: spread and impact on the society
Reviewer: URASAKA Junko (Doshisha University)
- MATSUNAGA Shintaro (Nagano University), Workplace Studies on Freelance Animators in an Animation Studio
Reviewer: Hashiguchi Shoji (Ritsumeikan University)
- MAKI Yoko (Sophia University), Childcare Services and Women’s Work in France: From a Perspective of Family Policy and Interaction between Parents and Care Workers
Reviewer: ARAI Misako (Nagoya University)

9:30- 11:30**Book Review Session: Labor 2****Chair: YOSHIMURA Rimpei (Fukui Prefectural University)**

- IWATSUKI Shinya (Japan Institute for Labour Policy and Training), Teachers Compensation Systems and Industrial Relations: A Comparative Study on Transaction of Labor Force between Japan and the United States
Reviewer: WEATHERS Charles (Professor Emeritus, Osaka City University)
- MIZUNO Kosuke (Kyoto University), Industrial relations in democratizing Indonesia: Dispute settlement system based on the Musyawarah principle and historical origins of labor activism
Reviewer: YAMAGAKI Masahiro (Osaka University of Economics and Law)
- MATSUO Koichi (Aoyama Gakuin University), A Comparison of White-Collar Trade Unionism between Japan and the UK: Focusing on the Public Sector
Reviewer: MAEURA Hodaka (Japan Institute for Labour Policy and Training)

9:30- 11:30

Book Review Session: Welfare 1

Chair: MIYAMOTO Akifumi (Hokkai Gakuen University)

- MATSUMURA Satoshi (Tokyo Metropolitan University), Care and Resilience of Learning Support through Child Poverty Measures — from Theory, Policy and Empirical Analysis
Reviewer: TANAKA Soichiro (Komazawa University)
- LIM Saeah (Toyo University), Performance Improvement through Professional Establishment for Care Workers —The Research of Human Resource Recruitment System in the Practice-
Reviewer: MORIKAWA Mie (Tsuda University)

9:30- 11:30

Book Review Session: Welfare 2

Chair: MORI Chikako (Seijo University)

- SAKAI Megumi (Ryukoku University), Formation and Development of Child Rearing Allowance System: Transition of the System and Process of Determining the Amount of Payment
Reviewer: KITA Akemi (Professor Emeritus, Fukui Prefectural University)
- PARK Kwang Joon (Bukkyo University), Poverty Policy in the Chosen Dynasty: from the Perspective of Comparative Studies of Japan, China, and Korea
Reviewer: JEON Hong-Gyu (Osaka City University)
- TAKASAKA Yasuo (Nayoro City University), Basic Disability pension and the Disability Rights Movement: The Establishment of a New Guaranteed Income for People with Disabilities and its Political Dynamics
Reviewer: MOMOSE Yu (Ryutsu Keizai University)

11:30-12:45 Lunch Time

CONFERENCE PLENARY SESSION

12:45-17:00

**The norm of work and life from the view of the historical study
: The process of forming concepts of “how we should work”, “how we should live”.**

We all are economic entity with multidimension, as citizens of certain region or country, labors as provider of work force, and consumers as contributor in many ways to economic activities. Social policies should address our living with those multidimension, and it's been questions to answer that who and what should be targeted and how much helps and supports should provide. Though

some kinds of answer were made finally, also it's so complex and difficult and sometimes unsure those were right or not. As a result of those process, social policies sometimes have failed to include whole aspects as citizens, labors, and consumers equally, and even made discrimination or divided society.

As underlying reason for those problems caused by social policy implementation, there is inconsistency of norm as "ideal people", which is created by assuming different concept in each context of each policy, as "good citizen", "good labor", and "good consumer". Onozuka says that, in his book, a figure of "ideal entity" is sometimes created intentionally as target of social policies by stimulate people's "desire". In other words, the "ideal entity" will be set up in an arbitrary way as target of different policies and it will be the "norm of entity". It means that it could not avoid to making inconsistency in several norms which are still belong to one entity as person.

We are studying social policies, discussing about problems of them and making suggestions about them in the future. Understanding the process in which those inconsistency have been created in historically is essential matter to success it.

We decided to discuss in a plenary session of conference about process of creating norms of work and living in social policy implementation, which are as results, but also premises of it. It will be from the view of historical study, and answer a common question, "what kind of people the social policies have targeted to, and what kind of community had been constructed, maintained and reconstructed by through it". It is also a set of questions including how the certain citizenship have been created and what has been effect to it, what has defined the figure of "good citizen", "good consumer" and of a healthy person as "ideal labor". We will try to reveal the process of and fact that norm of "citizen", "labor" and "consumer" have been formed with mutual inconsistency by through focusing on several factors and relationship between them, including passive and active functions of nations and social policies.

Chair and Commentator: ONOZUKA Tomoji (University of Tokyo)

Speakers:

KAMEYAMA Toshiro (Chukyo University)

Autonomy and Agency: The Transformation of Citizenship in Social Policy

Social policy in the 20th century has made citizen's autonomy its normative goal. The autonomy is considered to be accompanied by active citizenship. However, the content differs depending on the type of policy. In the welfare state policy, social citizenship, which is not influenced by either feudal status or market competition, was seen as the basis of autonomy.

In the neoliberal policy, income from the market was considered the foundation. As for desirable citizenship, welfare state policies required a political participation related to redistribution. In contrast, neoliberal policies demanded entrepreneurship and a spirit of self-help and mutual assistance. In the activation policies that have become mainstream since the Third Way, education and training to participate in the labor market are seen as the basis for autonomy. In that case the core of citizenship required is a lifelong willingness to develop

competency. Reform of education and training has become an important policy issue, with emphasis on fostering not only knowledge and skills, but also motivation to learn. The OECD, which has been proposing key competencies since the late 1990s, has put more emphasis on citizen's autonomy and agency in its recent education project. The influence of A. Sen's capability approach can be seen in these policies. The capability approach and citizenship theory are complementary, and dialogue between the two is necessary in policy making, policy evaluation, and social movements.

ISHII Kae (Doshisha University)

The Mind and Body of "Good Worker": The Politics of Industrial Accident Insurance

Understanding of the significance of Germany's social insurance system, which was introduced in the world in the late 19th century, varies among researchers. On the one hand, a positive view posits that it was an opportunity for workers to integrate into modern civil society by accepting values of diligence and efficiency and rational management ability. On the other hand, a negative view states that the system would control the workers, who were separated from the community-oriented aid system and involuntarily individualized both economically and legally, by binding them firmly to the nation through social insurance. This study analyzes the occupational accident cases (especially workers' accident neurosis) and welfare cases within the German Imperial Post Office from the imperial period to the interwar period. We show that workers were building a new identity to exercise their social rights as actors negotiating with specialists in occupational accidents. Moreover, the Industrial Accident Insurance Act held employers accountable for the employees' safety and health. It also shows how theories existing for some time but were ignored by parties and specialists—who linked occupational accidents to workers' tactics to "swindle" or be "work-shy"—gained more support during the interwar period. Social-state material foundations and insurance agencies also suffered financial difficulties, whereas workers' health, fitness, and living conditions were standardized through industrial psychology and other means.

TOMIE Naoko (Ibaraki University)

Forming the Norm of "Good Citizens": On the Boundaries of Citizenship

This report aims to approach the common questions of the plenary session by focusing on the independent involvement of people who were (or were not) targeted by social policy. In particular, I would like to pay attention to the people who were in poverty in the form of "unfixed residence" in 1920-1930's Japan. These people did not have a stable position as citizens and workers, and their relationship with society was incomplete and unstable. In that sense, it is considered that they were people who lived on the boundary between the inside and the outside of citizenship.

The first task of this report is to consider how investigators and supporters perceived people living on the boundaries of citizenship and how they coordinated their relationships with society.

And the second task of this report is to listen to the narrative of those people who were the subjects of the survey and support. What did they think about society? How did they express and present themselves before the general public? And I would like to think about how they were trying to build a relationship between themselves and society.

MITSUZONO Isamu (Hokkaido University, non-member)

What is the norm of “wise consumer”? Historical analysis of modern and contemporary Japan

The task of this paper is to sketch the issue of norms surrounding the “good consumer” in the context of modern and contemporary Japanese history, based on the purpose of the common theme.

Specifically, I will focus on the term “wise consumer,” which has been widely used since the 1960s, and attempt to decipher the dynamics of norm formation in a historical manner. The norm of the “wise consumer” had spread to force people to internalize the idea of consumer sovereignty in an age when economic growth was providing the basis for material wealth. It was a norm that tried to arouse people’s autonomy and independence, but at the same time, it was also a norm that kept that energy within a certain framework. Today, we are well aware that our daily activities as consumers affect the sustainability of the global environment, and we are also well aware that the pursuit of “consumer interests” can lead to hardship for workers. In this sense, the question of what constitutes a “wise consumer” will be sharply examined. I would like to highlight the contours of the norms surrounding the “good consumer,” including issues of family and gender.