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Chair's Comments on the Conference Theme "Work and Social Policies in the COVID-19 Pandemic — What Policies Support Workers' Livelihoods?"

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1 Introduction

The COVID-19 pandemic has had a profound impact on our lives. The conference theme of the JASPS 143rd Conference was "The Pandemic and the Future of Social Policy" (*Social Policy*, Vol. 13, No. 3, March 2022). As the effects of the pandemic were manifested in inequalities based on gender, employment status, labor, and family structure, the aim of the conference was to envision the future of social policies that could be inclusive of such differences. At this year's conference, we would like to discuss anew what kind of social policies can support the lives of workers in the current situation where COVID-19 seems to have become part of everyday life. This is because, compared to the first half of the year 2020, when the drastic effects of the COVID-19 outbreak were seen, social life is now conducted on the premise of its presence, and we may be able to think more concretely about the state of society after the pandemic. Therefore, we

would like to look at the state of social policy from two aspects: the state of labor that Japanese social policy has had since before and which was exposed and accelerated by the COVID-19 pandemic, and the response to it.

The conference consists of four reports, by Takami, Tomohiro (non-member); Hattori, Ryoko; Yamazaki, Ken; and Suganuma, Takashi. Although the content of each report varies, the characteristics of the content in relation to the main purpose of the conference theme can be summarized as follows.

The first report, by Takami, is based on data and summarizes the impact of the COVID-19 pandemic on the lives of workers. It is already known that profound changes in people's livelihoods occurred in April–May 2020, but by continuously showing changes since then, the report uses data analysis to discuss the long-term impact on the lives of workers. The second report, by Hattori, addresses social policy issues that have been

ongoing since before COVID-19. This report focuses on the lives of single women working in non-regular jobs, who have been overlooked in the blind spot between different systems, and provides a necessary perspective for future social policy. The third report, by Yamazaki, examines the changes in work styles promoted by the COVID-19 pandemic and the creation of new mechanisms to cope with these changes from the perspective of “new ways of coordinating interests and social systems that encompass work and welfare.” Finally, the fourth report, by Suganuma, proposes and discusses the universalization of social insurance as a social security system that supports people’s lives.

Rather than raising questions or issues about each report, the Chair’s comments here will focus on organizing findings and arguments that have mutual implications for the discussions in the four reports, and on finding connections among them.

2 Comments on individual reports

(1) Comments on the first report

Takami’s report uses panel response samples from the first (May 2020) to the fifth (June 2021) rounds of the Japan Institute for Labour Policy and Training’s individual survey “Survey on the Impact that Spreading Novel Coronavirus Infection Has on Work and Daily Life,” to analyze changes in working hours, work styles, and earnings, focusing on employed workers. An analysis using data from the first to the third rounds of the same survey has been published by Higuchi, Yoshio/Japan Institute for Labour Policy and Training (2021). Takami’s report is an analysis using data from subsequent periods as well. Therefore, we would like to summarize here what was clarified in Higuchi/JILPT (2021).

In Higuchi/JILPT (2021), the facts

revealed by Takahashi (2021), who discussed non-regular employment, and Zhou (2021), who focused on women, can be briefly summarized as follows.

Takahashi (2021) pointed out that the COVID-19 pandemic was more damaging than the Lehman Shock in terms of the decline in the number of non-regular employees (a decrease of 400,000 to 500,000). In particular, during the “COVID-19 crisis” in the third quarter of 2020, the number of non-regular employees fell significantly to 1.25 million, and yet the total unemployment rate did not rise as much, suggesting that many of them were not in the labor force. He went on to note that households headed by non-regular workers initially had lower annual household incomes, and during the COVID-19 crisis, they experienced a significant drop in monthly income, with a number of households actually going into the red (p. 190). For the record, the analysis by Takahashi (2021) did not include people who left their jobs, whereas Takami’s report included people who left and changed jobs, so the data they used are not identical.

Zhou (2021), who focused on women in her analysis, first pointed out that the COVID-19 pandemic affected women more than men, and that a phenomenon that could be called “she-cession” occurred worldwide. She then identified the following factors that contributed to this situation: (1) industries with a large number of female employees, such as food services and lodging, suffered greatly; (2) female employees were non-regular workers who were more likely to be subject to employment adjustments; and (3) the increased burden of housework and childcare fell disproportionately on women. However, the report also notes that the gender gap is narrowing after a large decline in April–May 2020, as men’s recovery in hours and earnings leveled off in the August–November period

while women's continued to improve.

Takami's report also indicated that there was significant adverse impact on non-regular employees and women. However, notably, the report points out that, in the long run, the impact was rather greater for regular employees. For example, with regard to the reduction in working hours, the report states that the reduction was significant for women, non-regular employees, and those who had longer actual weekly working hours in the normal pre-COVID-19 period (Figure 4). It also mentions an analysis (Takami and Yamamoto 2022) showing that, limited to April–June 2020, the rate of decline in monthly income was greater for non-regular employees than for regular employees, but for the entire fiscal 2020, the number of months in which monthly income declined was greater for regular employees. In other words, while it is true that the short-term impact on non-regular workers and workers with children has been significant, the long-term impact on the working hours and earnings of regular employees has been greater. The fact that Takami's report focused its analysis on working hours and income may have helped draw attention to the fact that the impact on regular employees was relatively large. The reduction in working hours had a greater impact on regular employees and, because of the reduction in bonuses, had a significant negative impact of reduced income on regular employees.

How should we evaluate the results of these analyses? Although the impact on non-regular employees and women is returning to pre-COVID-19 levels, the disruption of their careers for reasons such as termination of employment can have a significant impact on their wage levels and livelihoods thereafter. As non-regular employees do not receive bonuses in the first place, the impact of the bonus reduction on their annual income

would have been small. The factors leading to the reduction in earnings are likely to differ between regular and non-regular employees, and it will be necessary to consider the magnitude of the impact on household finances, which cannot be inferred from the difference in monetary amounts. The need to correct the long working hours of regular employees has also been noted in the past, but the COVID-19 pandemic has reduced the number of hours worked, and the percentage of employees working long hours has decreased. However, as earnings have also declined significantly due to reduced bonuses, the pressure to return to long hours may increase in a post-COVID-19 society, if circumstances permit, rather than maintaining the reduced hours. As the differences in the manifestation of damage between non-regular and regular employees were shown, I would be grateful if Mr. Takami could share his views on how relief (support) should be tailored to these differences and how they should be evaluated and discussed in the future. Figure 9-4 in Zhou (2021) and Figure 2 in Takami's report are similar, showing changes in working hours by gender and presence of children, but compared to Zhou (2021), the "recovery" in working hours for women raising children appears worse in Takami's report. I was concerned about whether the difference in the aggregate results was because of differences in the sample. I would like to know if there are differences in data handling between the reports of Higuchi/JILPT (2021) and Takami.

(2) Comments on the second report

Hattori's report focuses its discussion on the intersection of two perspectives. The first perspective is the challenge that stems from the fact that Japanese social policy is structured around the "work style based on the male breadwinner model," and thus,

women have been burdened with family responsibilities. As symbolized by the fact that policy issues have been recognized as measures to support women's reconciliation with family responsibilities, but not men's reconciliation, policies that support the continued employment of regular employees and induce women to become non-regular employees who can reconcile their family responsibilities, or that allow for a wage level that supports the family budget on this premise, have continued to the present without much change. The second axis is the difficulties of the "employment ice age" generation that lasted from the 1990s to the 2000s. In a society where the employment practices of lump-sum hiring of new graduates and long-term stable employment make it difficult for people to move between types of employment, the impact of economic trends at the time of graduation is significant. These two axes overlap for women who are unmarried and in non-regular employment. There are no policies to support single women who continue to work in non-regular jobs and do not have husbands, children, or other family members. This report is the result of a survey and analysis of single non-regular female workers who have been overlooked in the past.

Hattori's report discusses the results of the analysis of the 2020 survey, based on two previous surveys (the 2015 Yokohama City survey and the 2018 Osaka City survey) of single non-regular female workers. The survey made comparisons with married non-regular female workers. Although it was not possible to ascertain whether single non-regular female workers have a cohabitant, it indicates that more than half of them are part-time workers, and 80% live on their own working income. Relatively more of the respondents were non-regular workers from their first job, and more of them do not want

to continue as non-regular workers or want to work as regular employees than the married respondents, but half of them wish to continue working in their current company in their current employment status. Although their own income is higher than that of married respondents, their household income is lower than that of married respondents, with about 70% earning less than 3 million yen. In general, the results indicate that both current and post-retirement life is more difficult than for married respondents.

If we were to use the existing policy framework as it is, the solution to the problem of poverty among single non-regular female workers would be marriage or becoming a regular employee. However, life security based on marriage and regular employment is becoming increasingly untenable. It was also pointed out that while single non-regular women workers have "given up" a lot, they are still very attached to their "current" jobs. Therefore, Hattori's report suggests the importance of policies and support to "seek ways to make things a little better" than they are now. What kind of site, then, can be envisioned to realize such policies and support? For example, the third report by Yamazaki discusses the existence of "regional communities" as a place to conduct transactions and coordinate interests, and I would like to study Hattori's report further and draw suggestions from it. Hattori's report is a case where the government was involved in a survey to deepen its recognition of single non-regular female workers as a policy issue, and may be one of the examples of attempts to formulate policies related to poverty and labor as a livelihood issue through surveys. It is also necessary to reflect further on the nature of systems and policies, paying attention to the points where poverty is seen as a common issue for single male and female non-regular

workers and the points where it is seen as a problem for women. I would like to hear Ms. Hattori's views on these points.

(3) Comments on the third report

As the second report by Hattori has discussed the issue of poverty among single women, which has been overlooked in existing policies, there are many “missing pieces” from the target areas of discussion and support in social policies, and it is necessary to discuss the construction of systems and policies to include them.¹ The third report by Yamazaki focuses on the U.S. and discusses who is constructing new rules and systems, with whom, where, and negotiating and trading what, in the changes in work styles (changes in organizational structure, labor force, employment patterns, forms of work, places of work, etc.) accelerated by the COVID-19 pandemic as social policy formation based on a new coordination of interests encompassing “labor” and “welfare.”

In recent years, as seen in Asami (2021) and Hamaguchi/Ebihara (2020), there seems to be a growing emphasis on rethinking the framework for discussing labor-management relations and how policy formation should be tailored to a drastically changing society through discussions that look back at the classical discourse on labor-management relations and explore how the labor movement should respond to the major social changes it is newly facing (Konno (2021)). In light of these research trends, I would like to position Yamazaki's report here as a proposal for an “update of the labor-management relations theory.”

Yamazaki's report adds “regional communities” to the traditional framework of

labor-management relations and organizes how their interests are coordinated. By analyzing the activities and negotiations of new labor organizations and unions in the U.S., mainly around the COVID-19 pandemic, such as the Alphabet Group, which owns Google, and Amazon, we can see that the scope of business relations and coordination of interests have expanded to include not only “government,” “unions,” and “corporations,” but also “regional communities.” It can be said that this discussion is relative to Japan's excessive focus on labor-management negotiations at individual companies.

According to Yamazaki's report, the support of the “regional community” is shown to be indispensable behind a variety of “achievements” such as the increasing rate of labor union support despite the low labor union membership ratio, the incorporation of regional communities as members of labor union decision-making, the achievement of improved workplace health and safety, and the formation of groups that include even subcontractor employees and their activities for management participation. For example, the “regional community” has shown its presence as a site for negotiations and business transactions that includes not only employed workers but also various stakeholders, including so-called gig workers, and this seems to offer suggestions for the future of Japanese society.

However, what can we expect from a “regional community” as a site for “transactions” and coordination of interests related to labor in Japan? “Regional communities” play a significant role in welfare-related fields, but what kind of

¹ For example, in the discussion of employment systems, it cannot be said that so-called non-regular workers, such as part-time workers, and female workers have been included as objects of study and positioned within the theory. Kamuro (2022) is another attempt that has such an awareness of the problem in the background.

“regional community” should we refer to in the context of labor? Or is it a characteristic of Japan that the “regional community” does not have a clear interest in labor? Or is there a difference between the interest in labor, in areas with a multilayered subcontracting structure, such as so-called “company towns,” and that in the U.S., or is there a difference in how unions approach these areas? Or perhaps support from “regional communities” was easier to manifest in the U.S. because of the COVID-19 pandemic. For example, health and safety in any workplace may be a community concern because of the fear of infection in the community. Many questions arise, such as whether the “regional community” can be positioned as a viable and important site to coordinate interests even without the COVID-19 pandemic element. I would appreciate it if Mr. Yamazaki could share his views.

(4) Comments on the fourth report

Suganuma’s report envisions a post-COVID-19 social policy by focusing on social insurance, which is the largest of the various social policy systems in terms of financial resources and the number of people covered, particularly the health insurance system and the unemployment insurance system, and by proposing an outline for improving them in a universalist manner.²

The COVID-19 pandemic was “unequally experienced” by sole proprietors and freelancers (Naka (2021)). As mentioned in Yamazaki’s report, in the midst of an expanding “spectrum structure with blurred boundaries” between “employment work and self-employment,” as employment-like working styles become more accessible and

the number of workers with side jobs increases, Suganuma’s report proposes an income compensation system for unemployment as part of employment insurance that does not classify coverage by working hours, job category, or type of employment, but rather covers all workers under the same insurance policy. Yamazaki’s report demonstrated the existence of “regional communities” as a site for coordinating the interests of labor and welfare. In the process of universalizing health insurance in Suganuma’s report, it is integrated into a prefecture-based system and institutionalized as a mechanism for participation in “regional communities” and the coordination of interests, such as “regional solidarity” in medical security. On the other hand, there is no specific reference to regions in the concept of universalization of employment insurance (income compensation system for unemployment) in the latter half of the report. Is it possible to discuss participation and solidarity in “regions” as a site for regional transactions and coordination of interests in the universalization of employment insurance? In order to understand the current situation and think about the future, I would like to hear Mr. Suganuma’s views on how to improve policies and support in the “region” by linking the suggestions from each report in this conference theme.

3 Conclusion

One of the issues that emerged from the four reports above is how to consider the “region” as a site for people’s participation and solidarity, and how to position it in the discussion when planning systems and policies that guarantee employment, labor, and livelihoods. In the area of employment

² Mr. Suganuma’s proposal is an elaboration and improvement of part of the “participation and social solidarity type” social policy of Uzuhashi/Research Institute for Advancement of Living Standards (2010), and as a major institutional framework, its contents must be understood as a premise.

and labor, there appears to be little emphasis placed on issues such as regional trade and negotiations, with the exception of minimum wage setting and employment placement services. This is because unions are formed on a company-by-company basis, and transfers are seen as an obvious part of the employment practices of regular workers, making it difficult for them to adopt a perspective of being rooted in their local community. As individual responsibility is emphasized and the union membership ratio declines, the experience of changing the rules of the place where one belongs through negotiation and coordination is also lost. In Japan, where there is no such basis for negotiation and trade as industry and occupation, it has become increasingly difficult to create a site for participation and solidarity that transcends individual interests and responsibilities. However, isn't it the strength of social policy that it can include "region" and "community" in the scope of the discussion and can discuss different systems related to livelihood and welfare, and policies that support workers' lives in different ways?

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The Work and Life of Single Non-regular Female Workers

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Supporting the employment of the “employment ice age generation” has been a policy issue since 2018. At the time of the Lehman shock in 2008, the majority of those who lost employment opportunities due to the termination of non-regular employment, such as temporary workers, were men, as in the case of Toshikoshi Haken Mura (Temporary Workers’ New Year Village). At the same time, as child poverty became an issue, NHK and other media began to focus on the need to understand the reality of single women working as non-regular workers.

After the burst of the bubble economy in the mid-1990s, adjustments were made to expand the labor market for non-regular workers as a countermeasure against unemployment. It has expanded to include not only part-time workers but also temporary and contract workers in younger age groups. As a result, the stagnation and increase in the number of young people in non-regular employment, especially among the employment ice age generation, is becoming more noticeable, and a situation that can be described as impoverishment is emerging.

In the 1980s, the most common form of non-regular employment working under fixed-term contracts was part-time workers among married middle-aged and older women, but non-regular employment has grown consistently, and by the 2000s, half of all female employment was non-regular. This is because of the way Japanese female workers have been working since the 1980s, the rise in

unemployment since the 1990s, and the resulting development of employment policies for non-regular employment.

Since the enactment of the Equal Employment Opportunity Act in 1985, Japan’s labor policy for women has consisted of a combination of two elements. The first is a labor policy that supports the continued employment of full-time female employees with permanent jobs on an equal basis with men. The second is a labor policy for female part-time workers in fixed-term employment. These two elements are still in place in parallel as of 2023. At the heart of these policies is the gender situation in Japan, where women rather than men take on the family responsibility of raising children.

In the 1990s and before, when the percentage of unmarried women was extremely low, Japan’s labor policy for women consisted of measures to help women balance work with family and childcare, measures to support women’s career development, and support for women’s reemployment. Labor policies for women were based on the basic principle that women had family responsibilities. Labor policies for single women who continued to work in non-regular employment and were not married with a husband and children were not envisioned before the 1990s.

The Equal Employment Opportunity Act of 1985 established and implemented a system of gender-based employment management based on the presence or absence of family responsibilities in effect. Gender-based

employment management prior to the Act was maintained and continued after it was enacted. The passage of women's pension rights in 1985 further strengthened the "women's way of working." Like the Equal Employment Opportunity Act, the introduction of women's pension rights was intended to ratify the Convention on the Elimination of All Forms of Discrimination Against Women.

When the basic pension system was introduced in 1985, a system of Category 3 insured persons was set up to allow homemakers with no income who were not working to join the pension insurance system without having to pay premiums. As a result, pension rights for non-working homemakers were established in Japan. Category 3 insured persons in the basic pension plan are spouses who are dependent on Category 2 insured persons who are male full-time workers. The introduction of the basic pension system established women's pension rights, but at the same time, it created a situation in which married women are inclined to take non-regular employment that provides income within the range that allowed them to be dependents of their husbands. Married women tried to maintain a job within the range that would qualify them as dependents, in order to secure income for the family unit. Married women voluntarily became part-time workers accepting lower wages when they reentered the workforce after leaving to care for children in order to help the family unit earn a living. In this sense, the basic pension system is also a reason for maintaining an M-shaped participation rate.

It is difficult for women who are raising children to work in the same manner as men who are not raising children. Balancing work and family responsibilities is difficult. In addition, benefits for household and family units that maintain the status of dependents are provided by the social security system in

the form of taxes, basic pension, and health insurance. As a result, the increase in the number of dual-income families and female workers since the 1990s has been accompanied by an increase in the number of part-time workers. The Japanese economy has been able to rely on the married homemaker part-time worker as the largest source of low-wage labor.

From the late 1990s to the 2000s, during the period in which the unemployment rate rose, the unemployment rate and the number of unemployed people in their 20s were high for both men and women when compared across age groups. However, the unemployment rate for women in their 30s was also higher than for men. Unemployment rates are clearly higher for both men and women in their 20s, and especially higher than average for women in their 30s. New graduates who were not hired as regular employees were forced to work as non-regular fixed-term employees such as part-time and temporary workers.

From the mid-1990s to the 2000s, a variety of fixed-term employment systems were actively developed in order to curb the rising unemployment rate as much as possible. A legal system for non-regular employment was developed as a countermeasure against unemployment. In order to absorb the unprecedented increase in the number of unemployed people in the postwar period, conditions were developed around employment contracts for non-regular employment.

The structural changes in the economy that Europe and the United States experienced in the 1970s probably began in Japan in the 1990s or later. In other words, a shift of married women into the workforce became more noticeable as a response to the increase in male unemployment. The number of dual-income families has increased in order to maintain the household economy. As in Europe and the United States in the late

1970s, the workforce participation of married women in Japan since the 1990s has manifested and progressed as an expansion of part-time and other non-regular employment. Of course, the economic crisis of the 1970s led to a certain increase in the number of female part-time workers. However, the male unemployment rate and the number of unemployed were much lower. And in Japan, while the employment of the core group of male regular employees was maintained, the expansion of the non-regular employment of married female part-time workers on the periphery of the core group was promoted.

During the economic downturn of the 1990s and 2000s, companies replaced regular employees with a variety of non-regular workers, including part-time, temporary, and contract workers. This was a result of the shift from regular to non-regular workers, not only in private companies but also in many public and government organizations, in order to reduce labor costs. The unemployment rate rose in the mid-1990s and reached 5.3% in 2003.

From the late 1990s to the 2000s, during the period in which the unemployment rate rose, the unemployment rate and the number of unemployed people in their 20s were high for both men and women when compared across age groups. However, the unemployment rate for women in their 30s was also higher than for men. Unemployment rates are clearly higher for both men and women in their 20s, and especially higher than average for women in their 30s. The concentration of unemployment among young people was already evident during the oil crisis of the 1970s. It was the first employment ice age. During this period, policies were sought to support continued employment during the recession. The Employment Insurance Act, which provided for the provision of benefits

for employment adjustment, illustrates this point. The result of this policy of continued employment was the employment ice age, a phenomenon that discouraged the hiring of new graduates.

However, the second employment ice age that began in the 1990s was prolonged in the 2000s and 2010s as the unemployment rate continued to rise and stagnate. During this period, the employment adjustment of existing workers, called *risutora* (restructuring), proceeded, and at the same time, as in the first ice age, society as a whole went through a prolonged period of employment adjustment by refraining from hiring new graduates. As a result, the unemployment rate among young people remained high. Those young people who were not hired as regular employees were forced to work as non-regular fixed-term employees such as part-time and temporary workers. Once they become non-regular employees, it is not easy for them to switch to regular employment. The high unemployment rate accelerated this trend.

From the mid-1990s to the 2000s, a variety of fixed-term employment systems were actively developed in order to curb the rising unemployment rate as much as possible. A legal system for non-regular employment was developed as a countermeasure against unemployment. In order to absorb the unprecedented increase in the number of unemployed people in the postwar period, conditions were developed around employment contracts for non-regular employment. It was during this period that the Part-time Employment Act and the Worker Dispatch Act were amended to expand the scope of industries and lift the ban on the manufacturing industry. At the same time, the Act on Promoting the Resolution of Individual Labor-Related Disputes of 2001 and the Labor Contracts Act of 2007 established work rules for non-regular

employment.

Furthermore, a comparison of the ratio of non-regular employment by age group from the 1990s to the 2010s shows that the ratio of women is higher than that of men in all age groups. This indicates that more women than men are working as non-regular workers. The number of unmarried women working in non-regular positions has increased, partly due to the rise in the percentage of unmarried women since the mid-1990s.

This increase in the number of unmarried female workers in non-regular employment has become a social issue that overlaps with the issue of job support for the employment ice age generation. As part of the gender equality policy, in 2015, Yokohama Association for Promotion of Gender Equality planned and conducted the “Needs Survey for Social Support for Single Women in Non-regular Employment.” In 2018, Osaka City conducted the “Survey of Single Women Working in Non-regular Employment” for the city. The 2020 “Fact-Finding Survey of Single Women Working in Non-Regular Employment,” conducted by the author, was a survey that used the framework of the 2018 Osaka City Survey and expanded the scope to include other cities. The year of the survey, as a result, coincided with the coronavirus pandemic.

Specifically, women in their 30s to 50s who live in Osaka City, Fukuoka City, and Sapporo City and are part-time workers without children were included in the survey. In order to clarify the situation and characteristics of single women, the same number of married female part-time workers without children were also included in the survey. In addition to questions about employment and daily life, the survey also included questions about the social security system. This is based on the fact that in the previous 2015 Yokohama survey, respondents

were concerned about their livelihoods, especially aging and health. This was because it could be assumed that the challenges of working styles for single women in non-regular employment, such as unwillingness to work as non-regular workers, low income, and difficulty in maintaining employment, were also related to the social security system that supports their livelihoods.

According to the same survey, half of the single women working as non-regular employees have an annual personal income of less than 2 million yen. In the case of married women, they have a spouse's income. In addition, it can be confirmed that they choose non-regular employment in order to reduce their wage income, taking into account the dependency exemption limit. By contrast, single women use their income to support themselves alone or in a household with a parent or other family member living with them. In many cases, women in their 30s and 40s, who were in the midst of the employment ice age generation, have been non-regular workers from their first job. A higher percentage of single women than married women have been non-regular workers from their first job to the present. It can be assumed that being a non-regular employee has reduced their chances of getting married. Above all, continuing to work as a non-regular employee from the first job results not only in a lower income at the minimum wage level but also in lower pension benefits in old age in terms of social security.

Single women will find it difficult to maintain their livelihoods in the future unless they continue to work into old age. Not only single women but also married women in non-regular employment are dissatisfied with the low wage level. In fact, in the free comment section of the 2018 Osaka City Survey, not only single women but also married women expressed dissatisfaction

with wages and job satisfaction in non-regular employment. However, not a small number of single women remain in non-regular positions because of concerns about the working conditions and skill development of regular employees. It is clear that the current efforts to transition to permanent positions, which are being promoted as a countermeasure for the employment ice age generation and as a way of reforming work styles, have not produced results for single, non-regular female workers.

The results of this survey do not yet reveal the results of work-style reform. Rather, they reveal the reality of low-wage work that is still largely segregated from regular workers in the old system of work styles.

It was confirmed that until the 1990s, labor policies for women had two policy directions based on the premise of family formation through marriage and the division of gender roles between men and women within that family. These two directions were support for continued employment as permanent workers, or support for fixed-term employees, such as those who have completed childbirth and childcare leave and are reemployed as part-time workers. As of 2023, Japanese society has entered a new phase in which the number of single people is increasing, and the number of people who do not form families is also increasing due to the chronically low birth rate and aging population, as well as the growing number of unmarried people. The number of single female non-regular workers who are not able to continue as regular employees and who are not married part-time workers is increasing, as is the number of single male non-regular workers.

The issue of single non-regular female workers is a labor policy and labor issue, but at the same time, it is also a family unit

issue of social policy. The structural changes in the economy that Europe and the United States experienced in the 1970s probably began in Japan in the 1990s or later. In other words, a shift of married women into the workforce became more noticeable as a response to the increase in male unemployment. The number of dual-income families has increased in order to maintain the household economy. As in Europe and the United States in the late 1970s, the workforce participation of married women in Japan since the 1990s has manifested and progressed as an expansion of part-time and other non-regular employment. Of course, the economic crisis of the 1970s led to a certain increase in the number of female part-time workers. However, the male unemployment rate and the number of unemployed were much lower. And in Japan, while the employment of the core group of male regular employees was maintained, the expansion of the non-regular employment of married female part-time workers on the periphery of the core group was promoted.

Family-based livelihoods consisted of a combination of a regular male worker who was the breadwinner with a non-regular part-time female worker. This was reinforced by tax exemptions and the public insurance system, including pensions and medical insurance. All of these systems had been maintained since the 1960s, with the family unit bearing the burden and receiving the benefits. Despite the end of the era of high marriage rates, family-based livelihoods and social policies are still in place in 2022. As a result, a growing number of single men and women, especially among the younger generation, are living outside the family system of marriage and making a living as individuals. The prolonged economic stagnation since the 1990s has increased the unemployment rate among young people. In

addition, women who were initially employed in jobs with lower wages than men or in non-regular employment have started to form a cluster since around 2010. This survey highlighted the work and livelihood challenges of single women working in non-regular employment, who make up such a cluster.

Singles who do not have family responsibilities to raise children are excluded from policies that address such responsibilities. Singles are a “convenient” workforce because they have no family responsibilities. In a sense, both men and women in their 20s and 30s have been kept in non-regular positions because they are singles. In particular, single non-regular female workers are more likely than single non-regular male workers to be left out of the transition to permanent employment, assuming that they will eventually become dependents. The way these women work is becoming a social policy issue in terms of the sustainability of the lives of single unmarried workers in

relation to the social security system, which is based on the premise of family formation, as well as the issue of non-regular employment of women in the workforce. The time has come to make their way of working a social policy issue as “sustainability of the life of single workers” in relation to the social security system, which is based on family formation, along with the labor issue of non-regular employment of female workers. The existence and current status of single non-regular female workers once again call into question the limits of the “family unit” system in the social security and taxation systems.

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Keywords

Non-regular employment, Employment ice age generation, Single non-regular female worker, Married middle-aged and older female part-time worker, Coronavirus pandemic

Japan Association for Social Policy Studies (JASPS) 145th Conference

8-9 October, 2022

T Labor and Social Policy under the COVID-19 Pandemic : Protection and Support for Working Class and Their Life

DAY 1 (8 October 2022)

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

Special Theme Sessions 1, 2 P14

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12:50-14:50 Special Theme and General Sessions

Special Theme Sessions 3, 4, 5 P21

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

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General Sessions E, F P33

DAY 2 (9 October 2022)

9:30-11:30 Book Review Sessions P35

12:50-17:00 CONFERENCE PLENARY SESSION P37

DAY 1 (8 October 2022)

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

SPECIAL THEME SESSIONS

Special Theme Session 1:

Official Statistics in the Public Assistance Administration: Survey on the Public Assistance Recipients

Chair and Coordinator: IWANAGA Rie (Japan Woman's University)

Discussant: FUJIWARA Chisa (Hosei University)

<Theme of the Session>

This subcommittee will examine the official statistics that were collected by the public assistance administration as part of the project for the Institute of Scientific and Industrial

Research titled “Examining Poverty in Contemporary Japan: Implications for Reconsidering the Public Assistance System” (task no. 20H01601).

As the Statistics Bureau of the Ministry of Internal Affairs and Communications states, “Statistics, as the ‘information base of society,’ have become indispensable for today’s administrative management and corporate decision-making, and without statistics, the state and other operations would not be possible.” (<https://www.stat.go.jp/info/guide/shimei.html>) The same applies to the public assistance administration, which has amassed and continues to generate surveys during its more than 70-year history.

However, it has not been possible to conduct complete statistical surveys since the inception of the system, and the system has undergone significant changes over the years. These changes in statistical surveys are also a reflection of the history and evolution of the public assistance administration. In the first report, we will examine the history of statistical surveys in public assistance administration and the possibilities and challenges of using them as historical data at present. The second report discusses what can be clarified from the results of the publicly available “Survey on Public Assistance Recipients” and its limitations. The third report recounts the individual questionnaires of the “Survey on Public Assistance Recipients.”

Examining statistical surveys will clarify the state of public assistance administration. We would like to reconsider the significance and challenges of official statistics in public assistance administration.

IWANAGA Rie (Japan Woman’s University)

History of Official Statistics in Public Assistance Administration: Possibility and Problems to Use as Historical Materials

This report begins by outlining the types of statistical surveys conducted by the public administration, including but not limited to the public assistance administration, as well as the characteristics of the data obtained through these surveys. The following section presents the history of statistical surveys in the public assistance administration. Statistical surveys in public assistance administration have undergone considerable changes. In 2012, the National Survey on Public Assistance Recipients was renamed the Survey on Public Assistance Recipients. The “Social Welfare Administration and Services Report on Public Assistance” were merged with the national survey on public assistance recipients and renamed the “Survey on Public Assistance Recipients.” (Ministry of Health, Labour and Welfare website: <https://www.mhlw.go.jp/toukei/list/74-16a.html#link01>). As an example of the transition, this section explores the inception of the Report on Social Welfare Administration and Services and the national survey on public assistance recipients. If we try to grasp the nature of the subjects of public assistance, deprivation, and poverty by relying on data and documents (historical materials) collected by the public administration, this work will also call into question the nature of the administration of the Ministry of Health, Labour and Welfare as well as the welfare offices of local governments, which carry out work related to the public assistance system. Considering the above, we would like to take this opportunity to consider the possibilities and challenges of using statistical surveys and official statistics for academic research.

OHTSU Yui (Saitama University)

Statistical Observations on Public Assistance in Japan: Focusing on the Survey of the Public Assistance Recipients

The most important statistical survey on public assistance in Japan is the “Survey of Public Assistance Recipients” conducted by the Ministry of Health, Labour and Welfare (MHLW). The survey is comprehensive, including all the recipients of public assistance, and many tabulations have been published based on a wide variety of survey items. However, these data have not been fully utilized or scrutinized.

Thereafter, this study clarified the characteristics of recipients and their changes in recent years by organizing the published tables in chronological order, and examined the limitations of what can be ascertained from them. The study revealed the following: detailed trends can be obtained in terms of the percentage of recipients by gender and age group, the status of pension receipt, and the status of disability, injury, and illness. However, the classification of age groups is coarse in the older age groups where there are many recipients, and that of household types is insufficient for clarifying the actual status of recipient households.

WATANABE Kuriko (Kanagawa University)

Who is receiving Public Assistance?

Households in the welfare system are classified into five categories: elderly households, single-mother households, households with disabled persons, households with injured or sick persons, and other households, and by applying the household categories in this order, all households are classified into a certain category.

Thus, for example, an elderly household or a single-mother household may include a person with a disability or an injured or sick person. In addition, by the definition of elderly households, in which all household members are 65 years of age or older and those under 18 years of age, there may be elderly persons in households other than elderly households, making it unclear what type of households receive public assistance.

Therefore, this study analyzes the types of households receiving public assistance by creating new household categories, such as households with elderly persons and households with persons with disabilities or injuries, using micro-data of “Survey on the Public Assistance Recipients”. The results revealed that households with disabled or injured persons accounted for about a quarter of all households in the original definition of household category, but that this number increases to about half when redefined as households with disabled or injured persons.

Special Theme Session 2:**Problem of the guarantee to access the services suitable to the needs of the socially disadvantaged persons****Chair and Coordinator: TANAKA Satoko (Prefectural University of Hiroshima)****<Theme of the Session>**

Service of social welfare moved from action to the contract and adopt the slogan of respect of the self-choice. Persons need necessary service must file the application by themselves for the use of them as a result. In the case that they can't follow the necessary procedure, they can contact with the advisor from the formal or informal support.

After becoming a recipient of the welfare service, arrangement of the proper service suitable to needs of the concerned person is excused.

But sometimes persons stay at more difficult situation is less connected with the system and service. There are cases where proper service is not supplied after use the service, too.

Mental field passed different history from welfare field, but they are almost same situation now.

So, this subcommittee examines the problem concerning the usage of the welfare service for the socially disadvantaged from the following three reports.

The first report makes clear the reason why persons have medical needs don't get to the medical examination and problem they stop the medical service after it.

The second report examines the social support becoming channel to use the welfare service from the data of the investigation. The third report deals with structural problems why patient could access the psychiatric care don't get to use the medical service based on the self-selection.

YAMAJI Kyoko (Prefectural University of Hiroshima, graduate student)***The effects of partial payment of medical coverage on patient's medical visitation behavior***

The report aims is to evaluate the effects of partial payment of medical coverage on the medical visitation behavior of people with medical needs.

One of the factors that influence on the behavior of medical visits is economic background. The medical insurance system in Japan imposes two burdens on the insured, insurance premiums and partial payment for the medial visit, including tests and treatment. Even though premiums are paid regularly, the need for partial payment may indirectly discourage medical visits from those with economic background.

In the previous study, factors that hinder access to medical care include geographical issues such as the remoteness of medical facilities, transportation issues for the elderly patient's visiting the hospital, work style issues for the younger people and economic issue.

However, few studies have explored the negative effect of economic issue on patient's medical visitation behavior from the patient's perspective.

Our report is based on direct interviews conducted with patients who are exempted from paying partial payment such as those eligible for free/low-cost medical services.

We believe that clarifying factors directly from the parties involved may contribute to improving access to medical care.

TANAKA Satoko (Prefectural University of Hiroshima)

Research concerned with social report for the single parent family under disaster of COVID-19.

Support for the single parent family is going to be expanded and improved. Menu to support the starting work becomes various. Business to support study and menu to bring up children for the children are increased, too. Furthermore, consultant windows for the consultation before divorce and support to secure the expense cost of bringing up children are institutionalized and established.

But most of the single parent families don't reach the situation to use this system though situation of the living is severe. Specially, change from the worse of the economy by the infectious disease of the new corona viruses affected to the working condition and income of most of mother who work at the service field with the irregular employment contract.

Increase of the truant is also reported. But single parent family having problem at the bringing up children and life seldom visit the consultant window or support organ to receive advice.

So, we recognized relationship between bring up children and actual situation of the single parent family and social support. This report considers the relationship with the formal and informal support regarding to the problem to use the system from the research data for the single parent family.

EMOTO Junko (Prefectural University of Hiroshima)

Problems in Patient Rights Advocacy in Psychiatric Care: Based on Survey at Osaka Center for Mental Health and Human Rights

A psychiatric disease is specified as one of five major diseases and classified in the Medical Care Plan into a category of diseases to be addressed by regional medical care by the Ministry of Health, Labour and Welfare. Information on a hospitalization system and the actual situation of psychiatric hospitals, however, is in general not sufficiently known. Compared to other medical facilities, psychiatric hospitals in Japan have a unique system. According to the standards for healthcare staffing, the ratio of healthcare staff to inpatients in psychiatric hospitals is lower than in general hospitals based on special provision on staffing level in psychiatric hospitals. Patients with psychiatric diseases can be hospitalized without the patient's consent from the viewpoint of protection of the patient by medical care, and under certain conditions, inpatients with psychiatric diseases can be placed under behavioral constraint. In light of such circumstances, the Act on Mental Health and Welfare for the Mentally Disabled specified a human rights protection system. However, in practice, the system is not sufficiently functioning and abuse cases in psychiatric hospitals have not yet been eliminated. The Osaka Center for Mental Health and Human Rights implemented a survey on rights advocacy for inpatients with psychiatric diseases. This report examines problems on rights advocacy in psychiatric care based on the survey results and discusses how rights advocacy should be in the future.

GENERAL SESSIONS

General Session A:

Labor

Chair: ASANO Kazuya (Tsu City College)

ENDO Koshi (Meiji University, Emeritus Professor)

International Development of “Pay Transparency” Policy: Gender Pay Gap Disclosure and Equal Pay Principle

Ministerial Order of Health, Labour and Welfare making large employers' obligation to disclose the information of gender pay gap is supposed to have come into effect until October 2022 at the time of JASPS autumn meeting. The idea of Ministerial Order is internationally known to be “Pay Transparency” policy, and it has developed in the western countries since the 1990's as a measure of implementing Equal Pay Principle. “Pay Transparency” policy marked a major step in 2014, being still developing internationally. Recently, we can see the rapid increase of many publications of research result in English regarding “Pay Transparency” policy. Some of them are based on the research framework of difference-in-difference analysis and feminist institutionalism, both of which I am not so familiar with. I will demonstrate the overview of international development of “Pay Transparency” policy and make a survey of research results on it.

SHIBATA Teppei (Iwate Prefectural University)

Characteristics and Policy Issues of Freelance “Labor Problem” in the Platform Economy: Food Delivery Platforms as a Case Study

The Japanese government's encouragement of side and dual jobs, and the advance of ICT, have led to an increase in the number of freelancers working in the platform economy. The number of freelancers working for Uber Eat, Japan's leading platform company, has exceeded 100,000. Its market size is also estimated to be 400 billion yen. Previous studies on freelancers have focused on aspects of labor law application and social security issues. However, only a few studies have clarified the “labor issues” of freelancers. In particular, few studies have clarified how they differ from Employed workers.

In considering effective policies, it is inevitable to identify the characteristics of the “labor problem”. This report uses interviews with freelancers working on food delivery platforms to identify “labor issues” among freelancers. I will then examine whether the “labor problem” of freelancers can be solved through labor law coverage or social security coverage.

General Session B:**Job continuing**

Chair: KIMURA Makio (Nagoya University of Economics)

**KADO Yoku (University of Shimane), YONEZAWA Akira (Meiji Gakuin University),
ODAMA Takaaki (Dokkyo University), YONEZAWA Kori (University of Tokyo),
NAKAGAWA Muneto (Aomori Public University)**

Job retention of visiting nurses: From interview survey in metropolitan area.

The roles of visiting nurse are emphasized through trend of community-based integrated care system In contemporary Japan. On one hand, labor shortage of them is considered social problem. The study of how their careers are formed brings major contribution to the research of medial policy and labor of professional jobs. The purpose of this presentation is to elucidate how careers of the visiting nurses are formed and how they are connected with their views of the retention and turnover of their jobs by the theoretical views of sociology of occupation and social class and nursing science. Concretely, the relation of pattern of career formations of visiting nurses through their life courses, the factors related to them with future career plans of them is analyzed mainly from interview surveys for visiting nurses in metropolitan area. From the points of views of turnover between home-visiting nursing care and other industry, labor and human resources management by the offices, educational experiences and the content of professional skills they emphasize, the pattern of career formations of them is analyzed.

TAKEUCHI Mamiko (Aichi Gakuin University)

Characteristic attributes of breast and gynecologic cancer survivors who continued their employment

Concern has been raised regarding the low attendance rates of Japanese women for screening compared to women in other developed countries despite the increasing incidence and mortality rates of breast cancer and other gynecologic cancers in recent years. Another trend, which could easily be speculated from this course, is that the number of cancer survivors who continue employment is also on the rise. Based on statistical analysis of the original survey, the present study focused on the attributes, treatment, and employment status of women who were diagnosed with breast cancer, endometrial cancer, and ovarian cancer. The results revealed that highly educated women were more likely to benefit from early cancer detection. Furthermore, major surgery, such as abdominal surgery, in addition to complications after surgery, were presented as obstacles to continued employment at the same company. Whereas, having gained understanding or accommodation from the employer or cooperation from family members had a positive effect on cancer survivors' return to work at the same company.

NAITO Tomoe (Seikei University)

Impact of mother's employment on children's future dreams and aspirations

The mother's employment status does not affect the child's mental and physical development or temperament (Perry-Jenkins et al. [2000], Kurita [1982], Nagatsu [1982]).

On the other hand, the mother's employment status has an impact on the provision of learning opportunities that are found to be related to the child's future (Buehler and O'Brien [2011], Holladay [2013]). However, the ability of children to have dreams for the future is more likely to be affected by the impoverished state of the household. Thus, it is more influenced by the father's employment status, the household's primary breadwinner, than the mother.

Therefore, this study examines the impact of mothers' employment status on their children's hopes and dreams for the future, including their hopes for higher education.

The hypotheses here are as follows. Since mothers are mainly responsible for child-rearing and children have more opportunities to see their mothers' situation, their mothers may influence their subjective feelings, such as dreams and hopes. Furthermore, the influence of mothers' income on household finances may have been increasing recently.

Therefore, I attempt to examine these issues quantitatively.

11:30-12:50 Lunch Time

12:50-14:50 Special Theme and General Sessions

SPECIAL THEME SESSION

Special Theme Session 3:

Public Health and Social Policy: Focusing on the History of Health Insurance Law in Japan

Chair and Coordinator: TAMAI kingo (Osaka City University, Emeritus Professor)

Discussant: SENO mutsumi (Kyoto University)

<Theme of the Session>

The Health Insurance Law was introduced in Japan in 1922—and pioneered the field of social insurance across the East. In 2022, the Law will celebrate its one hundred years' anniversary following its foundation. The Law has maintained the essence of its institutionalization, forming certain mechanisms which incorporated workers in big corporations and SMEs since its beginning. Basically, these health insurance systems have been in existence.

Our project proposes to re-examine the history of such health insurance systems. In our session, we aim to explore the enactment of the Health Insurance Law and the evolution of the corporate health insurance societies. In doing so, we can derive useful indications for the characteristics of such social insurance systems in Japan. This will enable us to undertake more discussions about the welfare state debates.

ENOKI kazue (Hosei University)

Reconsideration of the Health Insurance Law of 1922

This paper focuses on Japan's first public health insurance legislation, passed in 1922 and implemented in 1926 (although provisions on insurance benefits and cost sharing went into effect in 1927). In the plenary session of the 143rd Biannual Conference "The Pandemic

and the Future of Social Policy,” I suggested that the Spanish influenza pandemic of a century ago, combined with a simultaneous rise in tuberculosis mortality, may have triggered a change in attitudes toward “health” and led to the Health Insurance Law’s enactment. The conference chairperson’s report was positive in that it “suggests that the pandemic penetrated into the ‘deep psyche’ of society and had the effect of changing people’s thinking and behavior on an unconscious level,” but it was empirically insufficient in that it lacked examination of the health insurance law itself. Therefore, we will reconsider the significance of the Health Insurance Law of 1922. This is an attempt at empirical research into social policy history.

FUTAYA tomoko (Aichi Gakuin University)

Health Insurance Societies and Female Workers

The purpose of this paper is to examine the role played by health insurance societies in relation to female workers in the Japanese textile industry. This paper focuses on the Tomioka Silk Mill, opened in 1872. The Tomioka Silk Mill, which was initially operated by the central government, was sold to the Mitsui family in 1893. Since its beginning, health insurance societies had managed a hospital as the welfare provisions for workers. The case of the Tomioka Silk Mill seems appropriate in examining how female workers were provided with medical care. I would like to describe the characteristics of occupational welfare through the examples of the Tomioka Silk Mill.

Special Theme Session 4:

Non-regular Workers under Various Forms of Management: Convenience Store Franchisees, Fiscal Year Contracted Employees, and Consignment of Public Projects to the Private Sectors

Chair and Coordinator: WATANABE Yuki Yoshi (Doho University)

<Theme of the Session>

The number of non-regular employees in Japan has been increasing for a few decades, and although this trend has slowed slightly and leveled off in recent years, the problem still remains. Recent court cases in Tokyo District Court have revealed that convenience store franchisees are not employees, and it became clear that the government was not aware of fiscal year contracted employee system actually operates. The first case began when convenience store franchisees were recognized as employees under the Labor Union Law by the Okayama Prefectural Labor Commission in 2014, but were then not recognized as employees by the Central Labor Commission in 2019, so the issue ended up in court. The second case is the issue that many municipalities reduce employees’ wages in order to pay them bonuses. Non-regular employment is also increasing due to the practice of municipalities initiating new public projects as contracts awarded to private companies, who utilize non-regular employees.

As a result, the Atypical Labor Subcommittee will be taking up the issue of convenience store franchisees who are ‘business owners in name only’ and their families, fiscal year contracted employees, and non-regular employees of private sector companies carrying out to examine the actual circumstances and problems faced by non-regular employees in the private

and public sectors.

NAKACHI Futaba (Chuo University, graduate student)

How the Management of Part-Time Workers by Convenience Store Franchisees Actually Influences the Working Lives of Franchisees and their Families

Convenience stores, which operate 24 hours a day, 7 days a week, generally have to hire employees to assist the franchisee and their family to staff the business. Since most convenience store workers are part-time employees, franchisees often struggle to hire workers. The reasons for this include low wages, difficulty in retaining employees, and few job applicants for certain shifts. What kind of burdens does the inability to secure employees place on convenience store franchisees and their families?

This paper clarifies the issue of employee management by franchisees. It also investigates how the restrictions imposed on franchisees and their families by franchise agreements affects the way convenience store owners and their family members work.

KAMBAYASHI Yoji (Rikkyo University)

Increase of Non-Regular employees of Local Government: What Has the Fiscal Year Contracted Employee System Brought About

The number of non-regular employees in local governments is 1.13 million, accounting for about 30% of all local government employees and 40% in municipalities (as of April 1, 2020). Women consist 75.4% of non-regular civil servants.

In April 2020, the Fiscal Year Contracted Employee system was launched as a new local non-regular employee system. However, the replacement from full-time employees to part-time employees progressed at the same time. As of April 1, 2016, the full-time ratio of employees was 30 percent, but it shrunk to 10 percent for contracted employees for the fiscal year ending April 2020. Lowering the salary paid is assumed to be the motivation behind this replacement: the following three arrangements are made.

1. To change from monthly salary to hourly wage
2. To limit the allowance to half-year-end allowance only
3. To deprive the right to claim retirement allowance (there are many unpaid retirement allowances)

Even though the half-year-end allowance is now paid, the annual income gap between regular civil and non-regular servants did not narrow because many local governments took measures to reduce the monthly salary equivalent to the amount of allowance paid.

This presentation will investigate the cause from a field survey of a local government and clarify.

Special Theme Session 5:**Reality of Rural Areas as Observed in Minimum Cost of Living Survey****Chair and Coordinator:** NAKAZAWA Shuichi (University of Shizuoka)**Discussant:** WASHITANI Tetsu (Chuo University)

<Theme of the Session>

The minimum cost of living survey based on the market basket method supervised by Seiichi Kanazawa has been established as one of the methods to determine the “minimum standard” of living. It has clarified the costs of various types of households’ minimum standard of living for. In this session, we will examine the sustainability of work and livelihoods in rural areas based on the results of an analysis of the Oita Minimum Cost of Living Survey conducted using this method, by examining and discovering facts that have so far been overlooked or have been taken for granted in discourses around rural areas.

In the first presentation, based on the results of the minimum cost of living survey, the issue of the ideal minimum wage as a prerequisite for a normal livelihood of young people in rural areas is highlighted. In the second presentation, the minimum livelihood costs of middle-aged and elderly lost generation living in rural areas, that have not been visualized so far is elucidated, and the need for raising the wages that apply to the same group in rural areas is discussed. The third presentation clarifies the trend of consumption expenditure of pensioners and explores the conditions that prevent them from falling into a lower social stratum in their old age.

NAKAZAWA Shuichi (University of Shizuoka)***Goal of Minimum Cost of Living Survey - Elucidating the minimum wage in rural areas***

The author supervised the first market basket-based minimum cost of living survey conducted in Shizuoka Prefecture in 2010, and has been involved in estimating minimum cost of living in various parts of Japan since 2015, supervising surveys conducted in 27 prefectures by 2022. In each survey, the minimum cost of living was calculated for various household types, including young single-person households, households raising children consisting of a couple and unmarried children, single-parent households, and households headed by an elderly person. This report discusses the conditions for rural areas to move away from unsustainability, based mainly on the results of estimating the minimum cost of living for young single-person households (young people living alone). In particular, the report argues that the problems with the current minimum wage system by region (e.g., “a normal life is not possible even if one works full-time at the minimum wage” and “the regional differences in minimum wages ranked from A to D are not justified”) have a significant impact on rural areas, and emphasizes the importance of minimum wage reform as a condition that allows everyone to live a normal life, even in rural areas.

ISHII Makoto (Oita University)

Low wages in rural areas from the perspective of the minimum cost of living and the “disappearance of rural areas” —Focusing on the middle-aged and elderly “lost generation” residents in rural areas—

The result of the Minimum Livelihood Survey of Kanazawa and Nakazawa shows that the regional disparities that the minimum wage system takes for granted is causing unacceptable hardship from the viewpoint of cost of living. The Oita Prefecture survey conducted in 2021 using the Kanazawa-Nakazawa method had similar results. This report shows that the low minimum wage in rural areas is structurally embedded. In addition, this report calculates the cost of living of middle-aged and elderly single people living in rural areas (which was not previously included in the Kanazawa-Nakazawa and other cost-of-living models) and discusses the issue of the minimum cost of living for such groups (not least those euphemistically referred to as the “lost generation”). The issue of the cost of living is clearly a major social policy issue on two fronts. The first is the issue of prospects for young people, and the second is the issue of social security in old age. Contemporary life prospect issues have been analyzed from a health perspective, but none have been discussed from the perspective of the cost of living. To guarantee that people can “choose” to participate in society, it is necessary to guarantee a reasonable standard of living (“above” the bare minimum) that allows them to live in dignity, and it is necessary to support social movements that underpin the possibilities of social participation.

MIYOSHI Yoshiyuki (Oita University)

Consumption Expenditure Trends of Pensioners in the Oita Prefecture Minimum Cost of Living Survey

This report is to clarify the tendency of consumer spending of pensioners.

According to the results of standardized data, out of 224 cases, about 60% of households showed a negative value, although it was within the average. From this, it is considered that the consumption of pensioners tends to be restrained, although it is within the average. On the other hand, of the 224 cases, about 30% of the cases were within the average, but consumer spending tended to be high. And, of the 224 cases, about 10% can be confirmed to have a tendency of consumption expenditure that is much higher than the average value.

Furthermore, when the variables related to the consumption expenditure of pensioners were aggregated and the principal component analysis of 190 cases considered to be effective was performed, four principal components with a cumulative contribution rate of more than 50% could be confirmed. Of the four main components, spending on social relations, which is the first main component, and spending on living leisure and fixed costs, which are the second main components, tended to be high.

GENERAL SESSIONS

General Session C:
Social Welfare

Chair: TANAKA Satoko (Prefectural University of Hiroshima)

YABUNAGA Chino (Toyo University)

Restructuring of the welfare state in the 21st century - Focusing on the Health and social service reform in Finland

In Finland, Health and social service (SOTE) reform has been implemented, and the newly established local governments will start operating as service providers for social welfare and health care since 2023. The reform is significant and distinctive in terms of: it establishes a new level of government; it is responsible for the supply of personal services in the social welfare and healthcare sectors close to citizens; and on the other hand, it will separate providers of basic services such as education.

Based on the long history of controversy surrounding the reform and the contents of the Government's proposals for the Reform Act as well as official Government documents, it will be described that the Finnish Government has repeatedly reformed the system to strengthen the competency of municipalities and this reform has been the result of a long-term process based on this premise.

AGAWA Chihiro (Japan Woman's University, graduate student)

About "Iryouhogo (Medical Care and Protection)" Before and After The War

The term "medical care and protection" began to be used interchangeably with the terms "free medical care" and "free medical treatment" around 1920's, a summary of these terms being the provision of no-cost medical treatment to people experiencing hardship. The term continued to be used after World War II, until the 1950s. In this paper, I will analyze the positioning of the medical care industry for people with livelihood difficulties by analyzing who used the term "medical care and protection," how this term was used, and what it meant. In particular, I aim to verify whether the concept of "medical care and protection" expanded before and after the enactment of the Medical Protection Act in 1941 and add to the conventional interpretation that the purpose of enacting the Medical Protection Act was to foster human resources in a total war system. It may be suggested by the fact that following World War II "medical care and protection" would be converged with medical assistance under the Public Assistance Act. The arguments mentioned above will help us consider why free and low-cost medical services remains.

KARIYA Takashi (Hitotsubashi University, graduate student)

The Development of Japan's Policies of Independence Support since the 1990s: Focusing on the Concept of "Self-Reliance"

The purpose of this report is to examine the concept of self-reliance in the context of the development of policies of independence support from the 1990s to the 2010s. First, we will explain the development of the concept of "self-reliance" from the 1990s to the 2010s. Several

committees and academic societies attempted to introduce “self-reliance” into social policies. Based on previous studies, we will examine how the concept of self-reliance was used in these committees and academic societies, and we will point out the characteristics of self-reliance during this period. Second, based on the characteristics of self-reliance, we will examine the process by which this concept was reflected in social policies. Concretely, we will focus on the process of institutionalization of “self-reliance” into the Law on Self-Reliance Support for the Needy, which was implemented during the 2010s. Based on the above discussion, we aim at examining what are the significance and the challenges of a social policy based on the principle of self-reliance.

General Session D:

Poverty

Chair: SASAKI Takao (Tokyo University of Welfare)

KOSEKI Takashi (Meiji University)

Financial exclusion against immigrant workers and foreign students: based on questionnaire surveys and interviews

The immigrants living in Japan are 2.76 million (as of the end of 2021) and increasing in the long term. Especially immigrant workers and students are increasing due to the government policy of accepting them.

It is necessary to make inclusive policies in many fields such as housing and education, to accept immigrants as habitants. Finance is one of these fields. Japanese government announced in 2018 “General policies for accepting immigrants and living together” included “improving convenience of financial and communication services”, which attracted interest in financial inclusion for immigrants. However, practical measures by financial institutions remain insufficient.

The reporter conducted questionnaire surveys and interviews on financial exclusion with the customers of different services (such as mobile, rent guarantee and remittance) in partnership with a service provider. Some of the customers answered difficulty in accessing basic financial services like opening a bank account, deficit in living expense and unused public consultation because of linguistic proficiency, complicated procedure, lack of human capital and so on.

MORI Mizuki (Osaka Metropolitan University)

Two Sides of Free Care in Areas of Social Distress: Using Participatory Observation and Interview Surveys

This report describes the activities and the progress of the social placemaking project in the X district of the Kinki region, which the reporter has been engaged in since April 2021. The area has a long history of discrimination as a discriminatory area, and the aging of the population is more advanced than in neighboring areas, and many low-income residents live there. In this context, it has become clear that there are differences in the way local residents receive the care that they can enjoy free of charge in a free social place of residence. For

example, on days when free lunch was provided as a community activity, some people always came to the center early and cleaned the room because they “felt bored while waiting for lunch,” while others refused to help unless they were paid for their work. We would like to examine whether the presence and care of free riders in a social gathering place are compatible.

ITO Yukari (Osaka University), YAMANO Noriko (Osaka Metropolitan University)

Analysis of the Efforts of and Issues with Support Personnel to Address Child Poverty in Okinawa Prefecture

The poverty rate of children in Okinawa was 29.9% (according to the 2015 Okinawa Prefectural Survey of Child Poverty). This is about twice the child poverty rate nationwide, and one in three children in Okinawa is in poverty. The 6 years from 2016 to 2021 was a period of concentrated efforts in Okinawa Prefecture, where two “Emergency Support Programs to Address Child Poverty” were implemented: (1) assignment of support personnel to address child poverty, and (2) operational support for places where children could stay.

In order to analyze the efforts and circumstances of support personnel to address child poverty, support personnel assigned to a municipality in Okinawa Prefecture were surveyed between September and October 2021 using two methods, an online questionnaire and a written questionnaire.

Analysis of the efforts of support personnel examined the following three points: (1) the agency responsible for supporting for a child and the household where the child resided, (2) how children changed as a result of support, and (3) how the household changed as a result of support. By analyzing the circumstances of and efforts by support personnel to address child poverty, this research will explore ways to improve the quality of efforts by support personnel to address child poverty and ways for those efforts to gain traction.

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

SPECIAL THEME SESSIONS

Special Theme Session 6:

Quality and evaluation of social care to the frail elderly, handicapped and children in the nursing home

Chair and Coordinator: UZUHASHI Takafumi (Doshisha University, Emeritus Professor)

Discussant: KIM Wonkyung (Meiji Gakuin University)

<Theme of the Session>

We have been examining how the exact policy analysis of welfare, in particular policy evaluation, should be in an academic study. Welfare policy deals with cash benefits and services (=benefits in kind) as well, the latter being indivisibly related to the “quality”. That is why policy evaluation of welfare must include the assessment of service quality and it makes the comparative study so difficult.

Our session consists of three parts, which argue ‘third party evaluation’ of the social care to the frail elderly, handicapped and children in the nursing homes respectively. The first and second presentations are scheduled to do the comparative research.

LEE Youngjoo (Elim Senior Welfare Center)

Comparative study of indices of social care evaluation for the frail elderly: Korea, Japan and Germany

Regulation, work ethics & skills of the staffs and equipped hardware & software are those which protect the livelihood of the frail elderly in the welfare homes. Indices of the social care evaluation are regulating the daily life of both elderly and staffs as well in the homes.

Such indices have been functioning as the guideline for the quality guarantee.

This presentation examines characteristics of the evaluation indices from the comparative perspective focusing on insurance schemes of three countries, i.e. Korea, Japan and Germany. The analytical framework is based on Donabedian’s ‘Structure’, ‘Process’ and ‘Outcome.’

YAMAMURA Ritsu (Nihon University)

International Comparative Study of Evaluation of Social Services for People with Disabilities

People with disabilities can rely on various social services, irrespective of they are public or private. And the government has a responsibility to make it sure that people with disabilities can get appropriate services by managing and arranging the social systems for provision.

The appropriateness of social services is not only related with ‘amounts’ of services, but also with ‘quality.’ Therefore it is implied that the evaluation of them is an important part of social service provision and responsibility of government.

This study will compare the evaluation systems of social services for people with disabilities in several countries and show the differences and commonality among them.

KIUCHI Sakura (Doshisha University, graduate student)

Policy Developments Related to Social Care and Trends in the Revision of Third-Party Evaluation Standards: Focusing on the perspective of protecting the rights of the child

Child Social Care homes, which care for children living away from their birth families, need to improve the quality of their management. This is because the children who are admitted to the institutions have been scarred by previous experiences, and the institutions are not chosen by the children, but are public institutions with a system of measures, with provisions for the head of the institution to act as custodian and so on. In view of this situation, it has been mandatory since 2018 to undergo a third-party evaluation every three years and to publish the results.

Each facility is assessed according to the established criteria. The criteria have been revised several times, including before the mandatory third-party evaluation, and the recent revisions in particular are related to policy developments.

The purpose of this presentation is as follows. First, it provides an overview of the revision of evaluation criteria and policy developments, focusing on “children’s homes”, where about half of the children in social care are placed. It then considers how to assess the

quality of services for children from the perspective of child rights protection.

Special Theme Session 7:

Digitalization, Informal Employment, and a New Way of Social Security: Learning From 'Advanced' Measures Taken in China and South Korea

Chair and Coordinator: KIM Sung-won (University of Tokyo)

Discussant: OIZUMI Keiichiro (Asia University)

KAKITA Yusuke (Osaka Metropolitan University)

<Theme of the Session>

Recently, with IT-based digitization progressing in all fields of industry, both labor market flexibility and employment fluidity have seen more amplifications than ever. Above all, an issue emerging in many countries is the increase in the number of people working under informal employment, including gig workers, freelancers, and platform workers, which ultimately has resulted in the malfunction of their social security system.

This session will be dealing with the cases of China and South Korea, which, through what has been described as the 'paradoxical strength of developing countries', are both undergoing digitization at a swifter pace compared to developed countries like Japan and nations in Western Europe. We will introduce the reality of digitization and informal employment within these countries, as well as a new way of social security in this session. Based on these observations, both policymaking and theoretical implications of what other countries including Japan can learn from the 'advanced' measures taken in China and South Korea will be explored.

ZHAO De Yu (Fudan University)

Social Security for Workers in the Informal Sector: From China's New Practices

According to the "China Sharing Economy Development Report 2021" published by the State Information Center of China, in 2020, the number of participants in the sharing economy will be about 830 million, of which about 84 million will be service providers. In 2021, eight departments such as the Ministry of Human Resources and Social Security promulgated "Guiding opinions on safeguarding the labor security rights and interests of workers in the new business form". Since then, policies targeting workers in such businesses have been issued one after another. The issue of social security for workers in the informal sector have also increasingly received attention due to their flexible style of working.

This study will first explain the definition and occupation type of workers in the informal sector in China, and then considers the liability for contribution of insurance premiums from the labor relationship. Finally, we will look at the social security system for workers in the informal sector based on the practices of China.

KIM Suyoung (Seoul National University)

The Risks of Digital Platform Work and Policy Suggestions: A Case Study of South Korea

The development of digital technology has led to changes in the pattern and the meaning of work. Such changes require restructuring of the existing social security system, which has

been established chiefly for the wage workers in the industrial economy. However, while economic activities within the digital platform markets are different from industrial labor, there is still a lack of discussion on what social problems platform workers experience. Through in-depth interviews with 30 platform workers in South Korea, this study analyses the three characteristics of platform work and identified five common problems. This research suggests alternative social safety nets and policies which can alleviate the social risks and problems that platform workers face in the digital society.

Special Theme Session 8:

Exploring Personal Autonomy: A Normative Approach to Social Policy

Chair and Coordinator: KAMEYAMA Toshiro (ChukyoUniversity)

<Theme of the Session>

Personal autonomy has remained a normative goal for social policy until now, despite that it is often used as a pretext for welfare retrenchment. However, the nature of citizenship, which was once supposed as a stable foundation to underpin personal autonomy, has been remarkably transformed. Now citizenship is an equipment for urging citizens to “be active” by driving them to develop their competencies and skills. Circumstances surrounding citizen’s autonomy has also changed. The concept of autonomy itself has been reconfigured from a relational perspective. As for policy interventions, new techniques for more sophisticated, unperceivable intervention such as Libertarian Paternalism or Epistemic Paternalism have been rapidly developed so that these could be moved on to implementation. Moreover, policy interventions such as affirmative action for cultivating unprejudiced, autonomous citizens, have rooms for redesign by exploring a new interpretation of epistemic injustice from a relational perspective. What these trends and changes mean is, on the one hand, a sophistication of intervention and control over citizen and, on the other, an expansion of his/her agency. In this session, we aim to sort through complex theoretical or policy issues and examine them under the common theme “Exploring personal autonomy: a normative approach to social policy”.

KAMEYAMA Toshiro (ChukyoUniversity)

Citizenship and Autonomy

Autonomy of citizen is considered a normative goal of social policy. In practice, however, this goal is often used as an excuse to reduce social welfare. Welfare state policies in the 20th century emphasized social citizenship; discussions since the 1990s have often raised the concept of limiting citizenship to a civic and political element and separating out the social element. In this case, citizens’ autonomy and welfare are not supported by social rights, but are realized through self-help and mutual assistance based on citizens’ rights. These tendencies are criticized as being New Right and neoliberal. On the other hand, it is undeniable that citizens need to acquire autonomy and activism as core of citizenship (even to acquire social rights). In the welfare state, it was implicitly assumed that citizenship would be cultivated in military service, productive labor, reproductive labor, etc. We would like to examine how these foundations for citizenship cultivation have been transformed by changes

in social structure, and what new foundations are possible.

HIRANO Hiroya (Mejiro University)

The “Relational Turn” of Agency and Autonomy and its Associated Issues

In this paper, I will focus on “relational autonomy,” which assumes a subject embedded in relationships with others and the environment and has been proposed as an alternative concept to the conventional autonomy based on an individualistic subject (“individual autonomy”), and will examine some associated issues that the “relational turn” of agency and autonomy brings. Implications of these issues for social policy will also be discussed. Individual autonomy, which has been the premise of modern society, has only been achieved through policy intervention. While the concept of relational autonomy acknowledges this fact and gives it positive significance as a means of enabling autonomy, it also serves as a logic that accepts external interference. In addition, the recent growing discussion of enhancement in Critical Disability Studies (CDS) and Posthumanism, as well as the development of policy practices based on Libertarian Paternalism and Epistemic Paternalism, which aim to change people’s behavior, raise further questions in the debate over agency and autonomy. I will discuss this point in detail.

KUNIYOSHI Terada (Nagasaki University)

Autonomy and Epistemic Injustice

Epistemic injustice is an epistemic kind of injustice that puts someone in an unfair position in respect to the production and dissemination of knowledge. This paper examines the concept introduced by Miranda Fricker and discusses its implication for social policies. According to Fricker, there are two kinds of epistemic injustice. One is testimonial injustice which is caused by a hearer’s prejudice against a speaker’s social identity and the other is hermeneutical injustice which is caused by a gap in collective interpretive resources available to dominant and non-dominant social groups. Overcoming the former injustice requires the reduction of prejudices by intergroup contacts, whereas overcoming the latter requires people to discover experiences they have in common and make them intelligible to all by creating new hermeneutical resources. This paper argues that the key to both solutions lies in the successful establishment of inter- and intra-group relationship that ensures reliable and trustful dialogue. It claims that measures to counteract social injustices such as affirmative action may take different forms depending on whether they place weight on prejudice reduction or hermeneutical enrichment.

GENERAL SESSIONS

General Session E:**Income Security****Chair: ODAMAKI Tomoko (Ritsumeikan University)****YAMANAKA Shikatsugu (NPO Kinki Regional Revitalization Network)*****The problem of division over Basicincome in Japan***

In Japan research on Basicincome began around 2000, and in 2009, an introductory book on Basicincome, *Introduction to Basic-income*, was published not only for researchers, but also for solving poverty problems and revitalizing the economy. As a way to find out there was a rapid increase in the demand for the introduction of basicincome or the voice for the introduction was established and books were published one after another. However, while expecting Basicincome by adopting Basicincome as a system the opposition mainly because other security will be reduced or abolished by implementing the current social security without reducing it. The state that can be said to be divided is continuing in this study, we report the problem of division of Basicincome in Japan.

FUKAWA Hisashi (Hosei University)***The reform of the minimum living standard guarantee system in Germany —“citizens’ income”***

The Scholz cabinet that came into power at the end of last year in Germany is working to reform the minimum living standard guarantee system. The first initiative is aimed at promoting social participation that respects the dignity of individuals by replacing the basic income support for job-seekers with a citizens’ income system. The second initiative seeks to create a basic income support for children system to provide universal basic benefit for all children as well as additional means-tested financial benefit for children in low-income households.

This report examines the citizens’ income bill that was submitted this summer to elucidate reforms sought by the bill as well as the points of contention. Specifically, the four items examined are: (1) changes to the method for calculating the basic benefit amount and the raising of the benefit amount, (2) the pending of means testing and provision of actual rent monies, (3) changes to sanctions and obligations to cooperate, and (4) changes to the method for Income imputation (from horizontal to vertical calculation).

TANAKA Yoko (Tsukuba University)***Actual operation of the basic security system in Germany***

Recently policies related to the living security have been developed like universal basic income, basic service, wage compensation for low-income earners, and housing support. In Germany, the basic security system for job seekers has already been in operation for more than 15 years since the Harz reform. Literature have analyzed the law and the systems, and statistical research using large-scale data has been conducted. On the other hand, the knowledge how this system is actually operated on site has not so much accumulated. The purpose of this report is therefore to clarify how the basic security system is actually

operated, based on an interview survey in the city of A, a local city in Germany. First the organization of the job center and its way of support will be observed, and secondly, how the beneficiaries who are placed in different situations think about the support will be introduced.

General Session F:

Gender

Chair: KANAI Kaoru (Saitama University)

HAYASHI Ami (Ochanomizu University)

Vocational training and job referrals by Hello Work staff from a gender perspective: Example from the digital field

This presentation aims to examine how Hello Work (the Japanese Public Employment Security Office) staff perceive the labour market and the current recruiting environment, and how these perceptions affect the vocational training and job referrals they provide, paying attention to how gender interfere with those phenomena. During a meeting held at the end of 2021, the Japanese government showed its support for the promotion of training in the digital field, public vocational training and job seeker support training included, with a target of securing 70 000 participants in such training programs by 2024. According to the perception of Hello Work staff, while there are many unemployed people who wish to receive job training in the digital field, the employment rate after said training is not high. How does this perception of Hello Work staff affect actual training and job referrals? Previous studies have not demonstrated whether there is a link between the labour market perceptions of Hello Work staff and the attributes of the unemployed and the actual training referrals and job offers they receive. This presentation draws on interviews with Hello Work staff to clarify the current state of training and job referrals in the digital sector.

AKIKO S. Oishi (Chiba University), KAWAGUCHI Ryo (Nagoya University)

Trends in employment rates of high-school students from a gender perspective

Despite the so-called “black baito” (companies that exploit students) having attracted public concern, little is known about the size and composition of student employment, especially that of high-school students. To fill this gap, using publicly available data, we document trends in employment rates of high-school students since the 1970s and show what underlies these trends. We find that gender differences in employment rates of high-school students reversed in the late 1990s, with more girls employed in the service sector. Tests for structural change show that labor force participation of high-school students accelerated in the mid-2010s when the Ministry of Health, Labour and Welfare and the Ministry of Education, Culture, Sports, Science, and Technology jointly dispatched a request to employers with many part-time students to comply with labor standards-related laws and regulations.

17:10-17:80 General Meeting

DAY 2 (9 October 2022)

9:30-11:30 Book Review Sessions

Book Review Session:

Welfare State

Chair: ODAMA Takaaki (Dokkyo University)

- SAKAI Kosuke (The University of Tokyo), *The Historical Sociology of the Welfare State: Society, Solidarity, and Subsidiarity in 19th-Century Germany*
Reviewer: FUKUZAWA Naoki (Nagoya University)
- IMAI Jun (Sophia University), *Employment Relations and Social Inequalities: Social Structural Changes Shaped by the Development of Industrial Citizenship*
Reviewer: KOMAGAWA Tomoko (Hokkaido University)
- NISHIOKA Susumu (Tohoku University), *Restructuring the Japanese Welfare State: Discursive Politics, Bureaucratic Policymaking, and the Family Policy*
Reviewer: HORIE Takashi (Tokyo Metropolitan University)

Book Review Session:

Labor 1

Chair: YOSHIMURA Rimpei (Aichi Gakuin University)

- ASAMI Kazuhiko (Senshu University), *What is Industrial Relations?: Perspectives and Debates in Britain*
Reviewer: TAGUCHI Norio (Tokyo University of Social Welfare)
- UMEZAKI Osamu (Hosei University), *Career Development and Industrial Relations in Japan: Survey-Based Labor Economics*
Reviewer: HASHIMOTO Shuichi (Kokugakuin University)
- KONNO Haruki (POSSE), *Genealogy of Wage Labor: From Fordism to Digital Feudalism*
Reviewer: KUMAZAWA Toru (Fukushima University)

Book Review Session:**Labor 2****Chair: SAHASHI Katsuhiko (Hokusei Gakuen University)**

- SANO Yoshihide (Hosei University), *Convergence and Diversity of Personnel Management In The UK and Japan: A Comparative Study of Employment Systems in Department Stores*
Reviewer: KANAI Kaoru (Saitama University)

- SATO Shinobu (Kagawa University), *Temporary Migrant Workers Policy in Japan: Oriented toward Human Resource Development*
Reviewer: HISAMOTO Norio (Kyoto Tachibana University)

- KIM Myoung-Jung (NLI Research Institute), *Social Policy in South Korea: Current Status and Future Issues of Employment and Social Security*
Reviewer: NATSUE Akiko (International University of Health And Welfare)

Book Review Session:**Care and Labor****Chair: YAMAMURA Ritsu (Nihon University)**

- KADO Yoku (University of Shimane), *Care Design: relations between local government, service provider and family in the era of quasi-market.*
Reviewer: YAMANE Sumika (Jissen Woman's University)

- TODA Noriki (Tokyo Online University), *Public Assistance and self-reliance theory: Born from practical work toward minimum livelihood security*
Reviewer: MATSUMOTO Ichiro (Taisho University)

- NAKAZONO Kiriyo (Hokkai-Gakuen University), *Why do single mothers remain poor?: The reality of "working poverty" and challenges for support*
Reviewer: TAMIYA Yu (Kobe Gakuin University)

11:30-12:50 Lunch Time

CONFERENCE PLENARY SESSION
12:50-17:00**Labor and Social Policy under the COVID-19 Pandemic
: Protection and Support for Working Class and Their Life**

The COVID-19 pandemic continues to impact our daily and professional lives greatly, and it has been pointed out from the early stage that it will have a considerable effect, especially on working women. The number of female regular workers increased compared to the previous year in 2020, and the number of workers decreased for men and women, but there was a more significant difference for women, where the number dropped by 500,000. It is also distinctive that COVID-19 did not affect the unemployment rate for both men and women as much in Japan as it did in other countries. Although the unemployment rate of women remained low compared to men, the non-labor force population increased among women.

The incomes and livelihoods of working people have been greatly affected by COVID-19; however, the impact varies depending on factors such as industry, occupation, employment status, and whether they are raising children. It can also be said that the extent to which living risks are reduced by the social policies implemented during the COVID-19 crisis, such as the employment adjustment subsidies, differed greatly depending on personal situation. In the plenary session of the 142nd JASPS conference held in 2021 spring, we discussed the process of social policy formation and the state of international governance in relation to pandemics under the title "Pandemics and the Future of Social Policy." For the 2022 spring conference plenary session, we would like to focus on the employment status of the people during the COVID-19 pandemic and reimagine the reality of work and life issues occurring for both employees and workers. On the other hand, social policies became both the cause and the consequences of different pandemic impacts by the employment status. In addition, the case of the United States during the COVID-19 crisis suggests the possibility that the role of social policy may change as labor-management relations changes. Therefore, in the wake of the COVID-19 pandemic, we would like to reexamine the social insurance system where eligibility is determined by employment status and reconsider the transition to the universal system for livelihood security. We want to use this opportunity to reimagine policies to support workers under the long-lasting COVID-19 pandemic.

Chair and Commentator: KAMURO Ayami (Atomi University)

Speakers:

TAKAMI Tomohiro (JILPT)

Changes in Working Hours, Work Styles, and Income under the COVID-19 Pandemic

The spread of COVID-19 had a profound impact on Japan's labor market and employment behavior. According to official statistics, although no significant increase in the unemployment rate was observed, there were significant fluctuations in working hours and wages, including a sharp increase in temporary leave in April 2020. The Japan Institute for Labour Policy and

Training (JILPT) continuously investigated the situation of workers during the pandemic. The survey results showed that the working hours and monthly income of employed workers changed significantly during the pandemic period, and also showed differences by gender, employment status, industry, and occupation. It was found that the impact of COVID-19 was concentrated on a specific group, especially in the early stages of infection. The decrease in monthly income was explained by a decrease in hours worked due to employment adjustments and work restraints. The expansion of remote work is also an important aspect of the changing work style under the spread of infection. Furthermore, looking at changes in annual income, not a few regular workers had their annual income decreased due to employment adjustments such as overtime reduction and bonus reduction, suggesting that COVID-19 crisis also had a negative impact on the middle-income group.

HATTORI Ryoko (Osaka Metropolitan University)

Labor and Lives of Non-Regular Single Women: Focusing on the Examination of the Results of the Survey at the Time of the Corona Disaster

Supporting the “ice age of employment” generation has been an employment policy issue since 2018. As a countermeasure against unemployment, after the collapse of the asset-inflated bubble economy in the mid-1990s, efforts were made to expand the labor market for non-regular workers. Non-regular employment among young people, especially among those in the “ice age of employment” generation, is becoming more common, with their numbers increasing and revealing their poverty. In the 1980s, the main group of non-regular workers with fixed-term contracts were married middle-aged and older women who worked part-time. Since then, non-regular employment has consistently expanded; by the 2000s, half of all female employment were non-regular. The FY2020 “Survey of Single Women with Non-Regular Employment” revealed that half of the single women working non-regular jobs earned less than two million yen per year. Even with such small incomes, these women are going to maintain their own households, either by themselves, or with their parents or other persons living with them. They are also likely to receive smaller pensions in old age, and it seems difficult for them to maintain their livelihoods unless they continued working in their old age. However, many single women remain in informal jobs owing to concerns about full-time working conditions and skill formation. The way these women work poses a new challenge: what can social policies do to help unmarried workers form a life of stable work and prospects?

YAMAZAKI Ken (Meiji University)

Industrial Relations in the U.S. under Covid 19 - the emergence of the local community as an actor

First Three Quarters' Union Election Petitions Up 58%, Exceeding All FY21 Petitions Filed for the National Labor Relations Commission (NLRB). As a symbol of this, there is progress in organizing Amazon's warehouse workers, Starbucks workers, NPO workers, and so on. The number of Starbucks petitions was 251. These new moves are rooted in local communities rather than industrial unions.

IR means not only the relationship between trade unions and employers, but also the coordination of interests between workers and workers' organizations, the government, and managers and managers' representative organizations. The issue is how to perceive IR and

social policy when the local community joins as an actor.

SUGANUMA Takashi (Rikkyo University)

The realization of social insurances' universalization

More than 20 years has elapsed since social insurances have been accused of their nature of 'selectivism' or 'excluding atypical persons from them'. As the social insurances' eligibilities are strongly connected to employment status', they are facing difficulties to apply 'whole population'. Under such situation, there grows the opinion that the social insurances should be replaced by the universal tax-based social benefits. Or, some persons accuse the social insurances' levy bases are too small. However, as we consider the importance of employers' contribution to social insurances, we can understand it is very difficult for social insurances to be replaced. Here I start my presentation by examining the problem structure to transfer the social insurances. Then, I contend that the social insurances have, as a nature, flexibility and they do not always observe strictly the principle of insurance or equivalence, or eligibility of insurances. So, the social insurances can easily articulate or fuse into tax-based system. If we outlook future security of livelihood, we should try to start to fuse social insurances' contribution and earmarked tax for social security. Next we will step forward to build up the work schedule for the universal system for livelihood security.