

# JASPS Bulletin

Published by the Japan Association for Social Policy Studies (JASPS)  
All Inquiries to [info-english@jasps.org](mailto:info-english@jasps.org)

## Youth and Community, and Phases of Social Problems: Purpose, Means, and Initiative

**NAKAZAWA Takashi**  
Meiji University

### 1 Introduction

Around the year 2000, young people were identified as socially vulnerable following the collapse of the bubble economy and the 1990s, which was referred to as the “lost decade.” In response to this, the framework for youth policy that remains in place today was established. In the 2010s, while the employment situation for young people improved, more significant problems emerged, including a declining population, the concentration of people in Tokyo, and the low growth of the national economy. These problems can be generalized as problems associated with social and economic reduction and decline. Originally, social policies were developed to address the negative aspects of social and economic expansion and growth resulting from the development of capitalism. However, when social and economic expansion and growth are hindered, social policies are employed to steer them back onto an augmentative path by mobilizing social components. In this way, the state aims to

maintain and restore the population, address the concentration of people in Tokyo, and increase the growth potential of the national economy by mobilizing the (better) lives of young people, which was once the goal of its policy, as a means to tackle these problems.

However, the mobilization of youth in this sense has been boycotted at a macro level. The government encourages people to marry, raise children, and move to rural areas, but young people have not responded favorably, leading to a persistently low birth rate and continued population concentration in Tokyo. In contemporary Japan, it is difficult to balance policies aimed at realizing the interests of society as a whole with the pursuit of a better life for young people as individuals.

Based on two survey projects in which the author participated, this paper examines the background of the macro-level boycott, despite the fact that many young people as individuals express a desire to live and raise children in rural areas, and that policies have

been developed to support this preference.

Many of today's social problems, including those related to youth, stem from social and economic decrease and stagnation. Social policies, which were created and developed to address problems stemming from the social and economic expansion and growth driven by capitalist development, have not been able to adequately address the current problems. Finally, the author will share thoughts on how social policies should address this reality.

## 2 Experiences of youth who lived in rural areas

### (1) Tohoku and Kyushu surveys

Surveys which targeted young people in precarious employment were conducted in the Tohoku and Kyushu regions between 2008 and 2014 when the negative impact of the Lehman Shock on the local economy was being felt strongly, as symbolized by the "reduction of temporary workers." The purpose of the surveys was to understand the difficulties faced by young people in building careers, families, and social relationships in rural areas, where opportunities for higher education and employment are limited in terms of both quantity and diversity.

The reasons why young people in rural areas are in precarious employment are related to their experiences of mobility. High school graduates who have not had the fortunate opportunity to relocate for higher education are often forced to find employment in a stagnant local economy, resulting in their continued precarious employment. Most of those who proceed to higher education have left their hometowns but have returned due to poor workplace environments, including rocky human relations and the resulting deterioration of their health. In rural areas where employment opportunities that presuppose higher education are limited, highly educated youth have a strong desire to

become civil servants. They often prepare for employment examinations while working as non-regular civil servants, but they are not easily hired and continue to remain in the precarity.

The surveys revealed that stagnant wage levels hinder the family formation of young people in rural areas. Unmarried people can leave their parents and become financially independent if they earn an after-tax monthly income of approximately 150,000 yen. As this income level is difficult to attain with a non-regular job, leaving home is typically only achievable with a regular job. Once the monthly after-tax income reaches 200,000 yen, the prospect of getting married and forming a household becomes feasible. At the time of the surveys, in rural areas, this income level could typically be reached around age 30 with a regular job.

Despite the harshness of the objective economic environment, the subjects of the Tohoku and Kyushu surveys were aware that they would only be regarded as full-fledged adults once they obtained a regular job and got married. The same was true for women, who had internalized the norm that they could not marry until they had a job contributing to the family income, rather than relying on the breadwinner's salary. It is also a stark reality that a family cannot sustain its finances unless it has a dual income. In addition, the norm of heirs living with their parents was also strongly influential in the Tohoku region. For male heirs, the reluctance of women to live with their parents-in-law often became an obstacle to marriage.

Starting in the early 2000s, youth policies to support young people facing difficulties have become widespread. Although such youth policies can alleviate psychological burdens and encourage employment, they do not change the labor market conditions in rural areas, where opportunities for stable

employment are limited and wages are insufficient to support family formation.

#### (2) Nagano, Shimane, and Oita surveys

Surveys in Nagano, Shimane, and Oita prefectures were conducted between 2017 and 2023. Although the employment situation for young people was improving, the latter half of the survey coincided with the period when the country was heavily impacted by COVID-19. This project, reconsidering the assumption of both policies and researchers that regular employment was the ideal way to work, aimed to explore the potential of work beyond employment in the rural areas. Therefore, with the exception of active Local Vitalization Cooperators (Chiiki Okoshi Kyoryokutai), the subjects of the surveys were people engaged in work outside traditional employment. In addition, almost all of them were either U-turners who had returned to their home prefectures or migrants from other regions. Whereas many of the subjects had enjoyed rewarding and well-paying jobs, they made the uncertain decision to migrate in search of a new self and a new way of life when they reached pivotal crossroads in their lives.

Local Vitalization Cooperators is a program in which municipalities recruit cooperative members, with financial support from the central government, to promote migration and settlement in rural areas. The cooperative members engage in regional activities aligned with the municipality's mission while simultaneously preparing to establish themselves in the region. Among the 15 (former) cooperative members interviewed in Oita, eight have established their own businesses after completing their term of service. Although all of them operate within the framework of private businesses, they are firmly established in the community as residents and contribute to it through

placemaking and the creation of cultural values.

Migration assistance programs, including Local Vitalization Cooperators, inevitably seduce free riders seeking support funds, activity fees, and low-cost or free housing. A business contest in X City, Shimane Prefecture, addresses this issue by eliminating these free riders and allowing X City to choose the candidates they want to attract.

Until 2010, X City had been supporting migration and settlement primarily through the introduction of vacant houses. However, vacant houses could not effectively attract migrants to the city without source of decent income. At the same time, creating jobs by revitalizing local industries and attracting companies is beyond the capability of X City, a small municipality. Therefore, X City has implemented an “aggressive settlement policy” aimed at attracting individuals who can create jobs and start businesses.

As a specific measure, a business contest was launched, offering winners prize money along with accompanied support for entrepreneurship. This is a mechanism that allows X City to select individuals who evaluate the uncertainties of starting a business and moving to the city as opportunities and are willing to take the initiative and start a business. The business contest requires that the proposed business be related to addressing a local community problem and is not judged solely on the sophistication as a plan or the business's growth potential. Those who established businesses as a result of the contest casually connect and support each other, creating goods and services rooted in the local community. In this way, the business contest is fulfilling its purpose. On the other hand, the “aggressive settlement policy” has not fully achieved its goal of creating jobs.

While there is an example among the survey subjects in Nagano who has

established a formal business entity and created a significant number of jobs, the majority are still operating within the realm of private businesses. They formed casual connections and maintained their businesses while supporting each other and engaging in various activities that could not be reduced to profit motives. Their businesses are transforming the hollowed-out city center into a livable space and a place of destination. Although they certainly cultivate local society and culture through their activities, they are not keen on expanding their businesses or pursuing profit. As a result, they have not always met the policy expectations of revitalizing the local economy and creating jobs.

Many of the subjects in the Nagano, Shimane, and Oita surveys have had objectively successful careers, with some venturing abroad and gaining unique hands-on experience. If they aim to leverage their accumulated careers for higher incomes and a more stable economic life, their prospects would be greater in metropolitan areas. Nevertheless, they were willing to take on the uncertainty and indeterminateness of moving to rural areas and working outside traditional employment, starting businesses as a way to create their future with their own hands. They felt confident that their businesses were nurturing the community by creating cultural rather than economic values, and they derived subjective happiness from this.

### 3 Background of macro-level boycotts

Based on the experiences of young people who lived in rural areas, as captured by the two survey projects, the author will summarize the structure of macro-level boycotts described at the beginning of this paper.

In the 2010s, when the employment situation for young people improved, the declining birth rate, concentration of people

in Tokyo, and low growth rate of the national economy came to be recognized as critical problems. Contrary to what its name might imply, the goal of the “regional revitalization” policy was not to improve the welfare of rural areas, but to tackle significant national problems and redirect society and the economy toward the augmentative path.

Problems such as population decline, the concentration of people in Tokyo, and the low growth potential of the national economy stem from structural problems inherent in society and the economy, and should therefore be addressed by the central government. However, under the guise of decentralization, the responsibility for formulating and implementing specific policies to address these problems has been transferred to local governments. The goal of regional revitalization is to move the population to rural areas, where the birth rate is relatively higher, in order to alleviate the population decline that results in the contraction of the national economy. To this end, it is essential to secure income opportunities to accommodate the population; however, it is difficult for municipalities to attract companies and create jobs on their own.

Local governments are therefore focusing on young people with a high degree of initiative and implementing policies to support their self-realization. Many municipalities are implementing policies to support entrepreneurship for those who wish to move to the area, combined with arranging vacant houses and subsidizing rent to reduce living costs. It would be even more desirable if they would be of child-rearing age and eventually expand their businesses and create jobs. Local governments are also expected to be entrepreneurial, as they are investing in young people with the potential to contribute to population revival and entrepreneurship through subsidies.

Many of the subjects of the Nagano, Shimane, and Oita surveys have successfully utilized support programs to relocate to rural areas, establish businesses, and raise their children. However, very small fraction of young people have the initiative to welcome the uncertainties associated with migration and starting new businesses. Their business creation has enriched the cultural capital of local community and provided a space for local residents. However, in terms of job creation and economic ripple effects, it does not necessarily meet the expectations of local governments.

In rural areas, due to the offshore relocation of factories, reductions in public investment, and the financial crisis in 2008, employment opportunities that could provide decent livelihoods for those without special skills or knowledge have diminished. In fact, in the Tohoku and Kyushu surveys, low wages and precarious employment stood out as significant obstacles to family formation. Most of them, including the highly educated individuals who remain in non-regular civil servant positions with the aim of becoming regular employees, lack the initiative to change the status quo by starting their own businesses or migrating to other areas. Regional revitalization efforts implemented by municipalities alone cannot offer a broad range of employment opportunities for these individuals.

Even today, structural problems such as regional disparities, sluggish local economies, and the low growth of the national economy persist, and the concentration of people in Tokyo remains unaddressed, the birth rate is stagnant, and society and the economy have not escaped the spiral toward reduction and decline. This is because when the central government and its mandated municipalities attempt to utilize young people's mobility and potential to contribute to population revival,

there is an implicit boycott, often expressed as, "I can't do that." Boycotting is possible because decisions regarding marriage, childbirth, and migration are left to individual freedom, and mobilization through authority must be based on requests rather than coercion. As long as the structural problems inherent in society and the economy remain unaddressed, "ordinary" young people who do not excel in terms of initiative, knowledge, or skills will continue to hesitate to marry, raise children, or move to rural areas due to the increased uncertainty about the future, leading to ongoing macro-level boycotts.

#### 4 What is required for social policies

Including the boycott expressed as "I can't do that," the young people living in rural areas described in this paper pursued their individual happiness and rights within the given constraints. The individual rights and freedoms of young people and the government's countermeasure to the macro social problems, such as the declining population, the concentration of people in Tokyo, and low national economic growth, contradict each other. A request-based approach that relies on young people making decisions on their own initiative will likely make it nearly impossible to raise the birth rate or reverse the concentration of population in Tokyo. If the population continues to decline, stagnation of the national economy will be inevitable.

If these structural problems are to be resolved, it will be through youth policies that forcefully intervene in the decision-making processes of young people. As previously noted, the current measures to address the declining birth rate and regional revitalization clearly aim to mobilize young people as a means of addressing social problems. The author does not agree with further promoting the use of young people as

a means to address social problems, nor with steering the state toward aggressive measures against the declining birth rate and migration policies, as if it were conquering the territory of workfare while using the whole society's benefit as a warrant.

As no policy measures have been found that address these issues without infringing on the right to self-determination, the only option for us would be to accept the current social and economic reduction and decline, and continue to seek ways to delay extinction for as long as possible. The postponement is neither to return to the path of expansion and growth nor a mere life-extension measure, but rather a creative postponement that extends the "healthy life expectancy" of society, figuratively speaking. Even while

discussing postponement, we must of course consider intergenerational fairness and strive to avoid leaving a burdensome legacy for future generations.

The author does not have a clear answer to the question of which specific social policies should be employed to creatively postpone social problems. It is considered that this is a reality not only for the author but for social sciences as a whole. There are limited tools within social science that can address the reduction and stagnation we are currently experiencing. To confront this reality, construct a new social theory free from the constraints of existing theories and concepts, and develop social policies based on this theory, long-term efforts are needed.

# Japan Association for Social Policy Studies (JASPS) 148th Conference

Keio University, Tokyo, Japan  
18-19 May 2024

## DAY 1 (18 May 2024)

### 9:30-11:30 Special Theme and Paper Sessions

#### 9:30-11:30 Special Theme Session 1

#### Japan's Post-war Labor History from a Personal History Perspective

Coordinator: UMEZAKI Osamu (Hosei University)

#### <Theme of the Session>

#### Japan's Post-war Labor History from a Personal History Perspective

This group plans to analyze Japan's post-war labor history from the perspective of "persons." To understand the process of building employment relations, it is necessary to understand the intentions and actions of those who designed the system, engaged in labor-management negotiations, and formulated policies, as well as the mutual actions of individuals. At the same time, however, there is a danger that such an understanding of history from a personal history perspective may overestimate the role of individuals. Therefore, personal histories should be analyzed without making a hero of individuals or overemphasizing their negative aspects. It is also necessary to understand labor history in the context of the relationship between individuals and society and take into account the organizational culture and historical background in which they grew up. The field of labor history has in recent years started to incorporate ego-documents or oral histories in addition to traditional personal documents such as diaries. Using these documents, we would like to extract workers' consciousness and ways of thinking from their lived experiences and clarify the characteristics of Japan's labor society.

UMEZAKI Osamu (Hosei University)

#### *The Productivity Movement in Japan: A Group of Staff Members*

This report analyzes the work history of the staff members of the Japan Productivity Center, which had a significant influence on labor-management relations in Japan. Shimanishi, Mori, and Umezaki (2012) examined in detail the activities of the Labor Department and identified the following activities: 1) introduction of a labor-management consultation system, 2) promotion of communication among trade union leaders through inspection teams and committees, and 3) the introduction of broad education from executives to youth. Japanese labor-management relations are described as cooperative. Their study also clarified the

process of building such characteristics. Although Shimanishi, Mori, and Umezaki (2012) analyzed the actions of the Labor Department's staff, the scope of their analysis did not include the backgrounds of the department's staff or their ideas. In this report, we will use ego-documents of the headquarters' staff who were active before and after the establishment of the Japan Productivity Center, to understand the productivity movement in the period 1955 to 1970. The results will reveal characteristics such as perceptions of the national movement, individualism, and the use of management education.

**NAGUMO Chiaki (Tokai Gakuen University)**

***The Organizers of Great Skill in ZENSEN-Doumei***

UA Zensen is Japan's largest industrial labor union and has continued to expand its organization. Nakamura, Sato, and Kamiya (1988) and Umezaki, Nagumo, and Shimanishi (2023) examine the institutional factors that enabled the organizational expansion of the Zensen-Doumei(Zensen); supply of human resources and union fees from large-scale unions, centralized personnel affairs, industry-specific subcommittees and prefectural branches, and a central organizer system. In contrast, this report focuses on organizers who have actually achieved great results in organizing. Specifically, by using the oral history that has been accumulated so far, organizers' own writings, and the history of Zensen, this report will examine the reasons why did talented organizers appear in Zensen, and also describe their actions and personalities. Furthermore, this report will analyze the influence that organizers had on Zensen as a whole, their relationships with other departments, and the unique behavior and thinking style of organizers.

**NITTA Michio (University of Tokyo, Professor Emeritus)**

***Constructing Labor Movement in the steel Industry: Looking at Trajectories of some union leaders in the Post World War II Era***

In the history of labor movement in the steel industry, there is a leader such as Yoshiji Miyata who was actively involved in long period and gave strong influences on the directions the movement took. On the other hand, there are people who took a leader role in only short period of time. There are people who played important role but are not well known and have not been focused little in the historical writings. In this paper, the author will discuss about activities taken by those unknown leaders and search for some insights from the observation. Particularly, the paper give special attention to the fact that white collar workers played an important role in the movement.

**Discussant: HISAMOTO Norio (Kyoto Tachibana University)**



9:30-11:30 Special Theme Session 2

**Development of Long-Term Care Policies in East Asia — Catching up to the Japanese Model?**

**Coordinator: KAKU Hou (Doshisha University)**

<Theme of the Session>

**Development of Long-Term Care Policies in East Asia — Catching up to the Japanese Model?**

As the aging population continues to grow, the establishment of long-term care insurance systems becomes increasingly crucial. South Korea and Taiwan are facing various challenges due to the rapid aging process, prompting consideration of whether to simply catch up with Japan's long-term care policies or to embark on new initiatives.

In this symposium, considering the aforementioned awareness of issues, we will focus on the long-term care systems of Japan, Taiwan, and South Korea. We conduct analyses with a spotlight on the distinctive features of each country's long-term care policies. Thorough examination of commonalities and differences in these countries' systems aims to explore the reasons and backgrounds underlying such variations. Each presentation introduces the realities of each country or region through specific case studies. In this context, a comparative study of systems is pursued from the perspective of visualizing cultural and social structures unique to each country. Subsequently, discussions with participants and the audience delve into whether the current situations in South Korea and Taiwan are positioned as Japan catching up or are perceived as new challenges. Through collaborative deliberations, the symposium aims to deepen the understanding of these critical issues.

**KOJIMA Katsuhisa (National Institute of Population and Social Security Research)**

***Characteristics of Long-term Care Systems in Japan, South Korea and Taiwan: Diversity with Commonalities***

Japan, South Korea and Taiwan with rapidly ageing populations, have developed their own long-term care systems. South Korea and Taiwan refer to the Japanese experience to develop their own systems. Some examples include the social insurance system (only in South Korea) and the community-based long-term care system. On the other hand, differences with Japan include the use of health insurance for long-term care insurance in South Korea and the emphasis on family carer support policies and a large number of foreign care workers in Taiwan. Thus, the long-term care systems of Japan, South Korea and Taiwan may be characterized by 'diversity with commonalities'.

The circumstances behind the characteristics may be that (i) aspects where policy options are limited, such as financial systems, tend to lead to commonalities, and (ii) aspects where these are like details of care service provision tend to reflect the socio-economic conditions in South Korea and Taiwan. The mixture of these circumstances is thought to have led to the development of long-term care systems in South Korea and Taiwan that are not simply Japan catch-up type systems. This presentation addresses the overall features of the long-term care systems in Japan, South Korea and Taiwan.

**KIM Wonkyung (Meijigakuin University)**

***Is South Korea's Long-Term Care Policy Catching Up with the Japanese Model? A New Challenge?***

In South Korea, long-term care insurance was launched in 2008, when the aging rate was 10.3%. Although initially modeled on Japan's long-term care insurance, the actual system design differs from that of Japan in many respects, and unique developments can be seen in Korea's unique social context.

In this report, we will examine (1) the problems brought about by the privatization of the long-term care market due to rapid infrastructure development, (2) the actual situation of cash transfers to family caregivers promoted as a response to the shortage of caregivers to compensate for the high poverty rate among the elderly and low income security system, which are unique circumstances in Korea, (3) the two-track system of public insurance and private insurance the use of long-term care services, which are a two-track system of public and private insurance, and other specific events surrounding long-term care policy in South Korea. Through these reports, we would like to consider whether Korea's long-term care policy is trying to catch up with the Japanese model, or whether it is trying to take on a new challenge.

**HSU Ming-Fang (Central Taiwan University of Science and Technology)**

***Comparative Analysis of Long-Term Care Policies in Taiwan and Japan: Catching Up with the Japanese Model or Confronting New Challenges?***

Anticipating the transition into a super-aged society by 2025, Taiwan has recently affirmed a decade-long commitment to a tax-based funding structure for its long-term care policy. While the financial mechanisms differ between Taiwan and Japan, various aspects of Taiwan's long-term care policy, including service types, the conceptual framework of community-based integrated care systems, and the benefit mechanisms, based on references from Japan's implementation experience. Nevertheless, due to disparities in Taiwan's social welfare policy foundations, cultural differences, and societal perspectives on caregiving, the long-term care policy crafted in emulation of Japan exhibits unique characteristics in the Taiwanese environment.

The report comprises three main sections: 1) an overview of the current status and distinctive features of Taiwan's long-term care policy, considering its diversity culture background; 2) an analysis of the effectiveness and challenges of integrating foreign labor into the caregiving workforce and the four-track salary system for caregivers; and 3) an examination of the outcomes and challenges associated with the privatization of long-term care services. Confronting a more rapid transition into a super-aged society than Japan, Taiwan is faced with the imperative of securing financial resources and skilled personnel for long-term care. Furthermore, the study investigates the establishment of a long-term care service system grounded in caregiving ethics. The presentation aims to stimulate in-depth discussions with participants regarding these critical issues.

**Discussant 1: KIM Sung-won (University of Tokyo)**

**Discussant 2: SUGIMURA Koichi (Tokoha University)**

9:30-11:30 Paper Session [A]

Gender

Chair: KITAI Mayuko (Matsuyama University)

YOKOTA Nobuko (Kwansei-Gakuin University, Professor)

***A Gender Analysis of Changes in Labor Policy and the Informal Employment Structure in Korea from the 1998 Economic Crisis to 2022: Focusing on the Increase of Ultra-Short-Time Workers***

South Korea is one of the most socially polarized societies in the world. This polarization, which entrenched during the rapid economic growth known as the “Miracle on the Han River,” has gained further momentum with the rapid de-regularization of labor since the “Asian Financial Crisis” of 1998, and has now become one of the most serious problems facing Korean society. The de-regularization of labor has led to a rapid increase in the number of precarious workers with insecure employment, low wages, long working hours, and other poor working conditions, and at the same time, a rapid expansion of informal employment, which is excluded from the protection of the labor law, the social system, and the labor unions. This study examines, comparing the labor policies of the Progressive administration for irregular workers from 2000 to 2022 with those of the Conservative administration from a gender perspective, how drastic changes in the structure of irregular employment have been brought about by the changes of Korea’s labor policies from 2000 to 2022 with a focus on the ultra-short-time worker, the most precarious and informal type of employment in which women make up 70 percent of the workers.

ZHANG Siming (Faculty of Education, Hokkaido University, Academic Researcher)

***Study on public pension coverage in the life course of elderly single mothers***

The purpose of this study is to determine how older single mothers joined public pension system over the life course of their lives. Older single mothers are considered to be more likely to fall into poverty because of the factors that increase the risk of poverty: single parents, women and older people. Furthermore, using a life-course perspective, it can be determined that the vulnerabilities faced by women and single parents accumulate over the years. They also overlap with problems faced by older single women, which increases their vulnerability and emerges as a cause of poverty for older single mothers.

This study focuses on how low public pensions serves as a cause of poverty among older single mothers. Through interviews, this study determines whether older single mothers have joined a public pension scheme. This study interviews 16 elderly widows who are part of the mother and child welfare organization Y in X city. The interviewees are over 65 years old at the time and receive pension and not in need of care. The study examines their life experiences by centering on four life stages: pre-marriage, marriage, childrearing and middle-age.

MING Quan

(Graduate School of International Social Sciences, Yokohama National University, Graduate student)

***The Impact of Experiencing Double Care on the Mental Health of Middle-Aged Women in China***

In China, the phenomenon of middle-aged women providing grandchild care is widespread.

However, they also face the responsibility of caring for their aging parents. As middle-aged women enter a life cycle where self-care becomes necessary due to aging, how they cope with the burden of excessive caregiving responsibilities is a significant question.

This report utilizes mental health indicators such as the GHQ-12 and conducts empirical analysis using data from CHARLS. The results indicate that the experience of double caregiving has a positive impact on mental health. However, as the time spent on caregiving increases, this positive impact transitions into negative outcomes, particularly with an increase in grandchild care time. Additionally, among middle-aged women without retirement experience and those facing poor economic conditions, the experience of double caregiving does not positively affect mental health. In China, where familial responsibility is emphasized, the contributions of middle-aged women are recognized. However, there is also a need for support strategies addressing their mental well-being and the challenges posed by double caregiving situations.

**9:30-11:30 Paper Session [B]**

**Long-term Care**

**Chair: CHIKAMA Yoshiyuki (Kagoshima Prefectural College)**

**WANG Yu (Graduate School of Economics, Ritsumeikan University, Doctoral)**

***The Current Situation and Future Challenges of Community Elderly Care Services in China from the Perspective of Dual Structure -Case Study of Changchun City in Jilin Province-***

The Chinese government has responded to the increasing care needs of the elderly by launching the “Community Elderly Care Service System Construction Plan” in 2011, initiating the construction of a social elderly care service system based on “home as the foundation, community as the support, and institutions as the supplement”. Furthermore, a pilot long-term care insurance system was started in 2016, with new trial areas added in 2020 and the trial period extended to 2025. The future public elderly care system in urban areas is expected to have a dual structure composed of the traditional community elderly care services and the new long-term care insurance system. The trial of the long-term care insurance system will significantly impact the urban elderly care system, which has been centered around community elderly care services. Moreover, the standards and contents of the community elderly care services until now are believed to significantly influence the design of the long-term care insurance system which will be fully implemented after 2025. This report reveals the reality of the dual structure of the public elderly care system in urban areas, based on interviews conducted in Changchun, Jilin Province, in September 2023, and examines the future direction of community elderly care services under this dual structure.

**SUDA Yuko (Toyo University, Professor), HUANG Jin (St. Louis University),**

**GUO Baorong (Missouri State University St.Louis)**

***Financialization of social policies in aging Japan: New risks for middle class***

Social policies related to privatized systems of public human services are taking a different course of development from the New Public Management (NPM). This study

examines the changes drawing on the concept of financialization. Based on the previous studies, this study identifies three viewpoints to examine financialization: the development of the post-NPM government and private relationship, the persistence of the NPM context, and the impacts of financial products and techniques. This study investigates recent changes in Japan's long-term care insurance (LTCI) and pension systems by applying these viewpoints. The data were collected by a panel survey of the LTCI service organizations conducted from 2005 through 2021. Governmental data available to the public were also used in the examination. The results indicate that a new risk is emerging for the middle class as a combined effect of the post-NPM context and the persisting NPM-based context, while the process is complicated by financial products and techniques that are introduced in both of the contexts.

11:30-12:45 Lunch Break

**12:50-17:00 SPECIAL THEME SESSION**

### **The Trajectory of Youth Issues: Their Past, Present, and Future**

**Chair: MATSUMARU Kazuo (Chuo University)**

#### **<Theme of the Session>**

The issue of youth transition has been debated in Japanese society for about 25 years. Japan Association for Social Policy Studies held conducted a conference in 2004 on “Youth Issues - Prolonged Transition and Social Policy.” Some argued that their issue was one of youth unemployment, while others insisted that it was a problem of young people's motivation to work.

25 years have passed since then, and those who were once young people are no longer young people. However, their problems have not been solved. Even today, Japanese society faces the problems of the working poor among people in their 50s and the so-called “80/50” problem, in which parents in their 80s support the lives of their children in their 50s.

At this conference in 2024, we would like to discuss their issues from their past, present and future perspectives. From the past perspective, we review previous studies. The current perspective deals with the problems facing Japanese society. This perspective consists of two phases: the problems of the employment ice age generation and the problems surrounding young people in their 20s. From the future perspective, this conference will discuss policy implications for Japanese society in the next 25 years.

**HORI Yukie (The Japan Institute for Labour Policy and Training)**

***Reflecting on the Difficulties of the Lost Generation: Insights from Interviews with 20 Individuals.***

The summary highlights the decline in research on the “Lost Generation,” also known as the generation affected by the deteriorating youth employment situation from the late 1990s to the early 2000s. Despite this decline, the author has continued research on this topic and aims to revisit previous studies on the Lost Generation by discussing insights gathered

from 20 online interviews conducted in 2023.

The key findings of the interviews are twofold. First, the career difficulties faced by the Lost Generation did not solely manifest as a continuous pattern of non-regular employment. Instead, many experienced careers characterized by unstable employment conditions, such as starting with undesirable regular employment or transitioning between regular and non-regular positions multiple times, often referred to as a “yo-yo” career. Second, among the interviewees, only five out of twenty had experience with marriage, suggesting a light family burden and minimal housing expenses, which were crucial for sustaining themselves despite their yo-yo careers. However, the potential for these factors to become burdensome in the future is high, especially with the aging of the Lost Generation and potential shifts in family dynamics.

The current support for the Lost Generation primarily focuses on redistributing resources to facilitate regular employment or re-employment. However, there is a need for ongoing discussion regarding social recognition of the existential struggles faced by this generation in finding their place in society. Additionally, rather than treating this issue as a unique generational problem, it should be addressed as part of a continuum of challenges faced by younger generations, necessitating ongoing discussions on strategies for addressing these issues.

#### **NAKAZAWA Takashi (Meiji University)**

##### ***The Transition of Interplay between Youth, Regions, and Social Issues in Japan: Objective, Measure and Agency in the Realm of Social Policy***

Around the year 2000, young people were identified as socially vulnerable individuals. In response, youth policies emerged with the aim of providing support to young adults facing challenges during their transition to adulthood and ensuring their inclusion in the labor market. However, as we entered the 2010s, the employment situation for young people improved, yet issues related to population decline and the low economic growth of the nation became more prominent.

In policies addressing depopulation and regional revitalization, young people are positioned as agents with the potential to contribute to population regeneration and economic growth, while also rectifying the concentration of population and the economy in Tokyo. In the past, the government pursued policies with the goal of achieving a better life for young people. However, today, they find themselves compelled to mobilize these policies not only for the betterment of youth but also for the maintenance and continuity of society and the economy.

The first part of this report examines the interplay between youth, regions, and social issues within the context of social policies, emphasizing the relationship between objectives and means.

At the macro level, the inability to curb depopulation and the dominance of Tokyo highlights young people’s resistance to the state-led mobilization. On the other hand, individual young people hold diverse perspectives regarding decisions related to childbearing and where they live. The convergence of micro-level decision-making, influenced by situational constraints and agency, manifests as the macro-level challenges of depopulation and Tokyo-centric regional structure.

In the latter part of this report, I analyze the life histories of young people living in rural areas, focusing on constraints and agency at the micro level, based on data from two research projects in which I participated.

Many of today's social problems, including those related to youth, stem from the contraction and stagnation of social and economic structures. The solutions that emerged and evolved from the expansion and growth of social and economic systems driven by capitalist development do not necessarily address the current issues.

Finally, I would like to discuss how social policies should confront this reality.

#### **IGAMI Koh (Kobe International University)**

##### ***Issues for social policy during the transition period from youth to adulthood — Focusing on “non-elite youth”***

When discussing social policy issues during the transition period from youth to adulthood (from school to society, or from adolescence to adulthood), it is important to consider whether these issues are occurring in the cyclical phase (economic fluctuations) of capitalist society, or whether they are occurring in the structural situation (social stratification, social change, population decline, resource/environmental limitations, etc.).

I focus on social strata, especially “non-elite” young people who have little prospect of becoming managers or professionals, and discuss the various problems they face in the process of transitioning to adulthood. I would like to discuss whether this issue will be recognized as a policy issue and whether a path to a solution will be formed.

Specifically, I will first recognize the current situation of university students who have great difficulty in finding employment. Then I will develop local government projects (Osaka Prefecture's “Industry-Government-Academia Platform Concept” and “Diversity Promotion Project”) that promote matching with local small and medium-sized enterprises. Next, I will introduce an initiative at the local government level (“Project to Enhance Career Guarantee Functions at Prefectural High Schools”) regarding support for the retention of high school graduates after employment, which has a high turnover rate.

Through analysis of these projects, I will explore the functions of “labor market (labor force) intermediary institutions” that work to resolve mismatches between young people who are job seekers (new employees) and companies that recruit (accept) them in the local labor market. I would like to discuss this issue.

Furthermore, what should we do with regard to “non-elite” or “socially disadvantaged young people”, not only from the standpoint of social policy researchers, but also as teachers of the school systems that send such young people out into society? I would also like to have a deeper discussion on whether this approach is possible.

**Discussant: KIMOTO Kimiko (Hitotsubashi University, Professor Emeritus)**

**DAY 2 (19 May 2024)****9:30-11:30 Special Theme and Paper Sessions****9:30-11:30 Special Theme Session 3****Transitions and Issues of the Elderly Welfare System: Questioning the Ongoing Ballooning of the Long-Term Care Insurance System**

Coordinator: MORI Utae (Osaka University of Economics)

## &lt;Theme of the Session&gt;

**Transitions and Issues of the Elderly Welfare System: Questioning the Ongoing Ballooning of the Long-Term Care Insurance System**

While welfare and support for the elderly in Japan had long been provided under the Act on Social Welfare for the Elderly (hereinafter, “Elderly Act”) enacted in 1963, enactment of the Long-Term Care Insurance Act (LTCIA) in 2000 marked a significant turning point. The Long-Term Care Insurance System, which was designed primarily for providing support care of the elderly, changed the elderly care system that had conventionally been a safeguard system to a contract-based system, in which users select services to receive, including nursing-care, care prevention, and life support services. The financial sourcing was also transformed from a tax utilization system to a social insurance one, in which users bear costs based on the benefit principle. However, despite the institution of the Long-Term Care Insurance System, The Elderly Act aiming to promote welfare for the elderly is still in effect, and services for special elderly nursing homes and general elderly nursing homes are provided under the act. Since its adoption, the Long-Term Care Insurance System has expanded its scope of services and eligible groups at the time of each amendment. Resultingly, the expansion has promoted a ballooning of the Long-Term Care Insurance System from the standpoint of elderly care and community-based integrated care, and consequently blurred the roles of the Elderly Act. Thus, this special-interest group aims to review the transitions and changes of the Elderly Act and LTCIA in the context of Japanese elderly welfare systems, reveal the present relationship between the two acts, and present issues in the elderly welfare system caused by continuous bloating of the Long-Term Care Insurance System through the institutional transitions.

**MUROZUMI Masako (Tezukayama Gakuin University, Professor Emeritus)*****Relation between Act on Social Welfare for the Elderly and Long-Term Care Insurance Act: Transition of Act on Social Welfare for the Elderly***

The report considers the relation between the Act on Social Welfare for the Elderly (hereinafter, “Elderly Act”) and Long-Term Care Insurance Act while tracing the transitions of the Elderly Act. The Elderly Act was enacted in 1963 and amended 43 times in 60 years until 2023 due to enactment and amendment of other laws. As the major transitions in the Elderly Act, eligible recipients of nursing care services were expanded from those receiving public assistance (those requiring public assistance) through those with low-income to taxpayers; the Elderly Act based on nursing homes for elderly individuals shifted its focus to in-home welfare services and defined in-home welfare services as Type 2 social welfare



services to allow private entities to provide the welfare services. Reform was promoted until the 1990s by establishing the Gold Plan and the New Gold Plan to specifically create target goals relating to nursing care services and facilities while amending the Elderly Act. After many years of efforts, nursing care services specified by the Elderly Act, excluding a few services, shifted to long-term care insurance services specified by the Long-Term Care Insurance Act in 2000. However, one of the foundations of the Long-Term Care Insurance Act is the Elderly Act. Although the Long-term Care Insurance System is one of the social insurance systems, not a few welfare measures for elderly individuals were taken under the Long-term Care Insurance System when it was established. This report clarifies the relation between the Elderly Act and the Long-Term Care Insurance Act and incorporates the learning from previous studies by other researchers.

**UTSUNOMIYA Riko (Designated In-Home Long-Term Care Support Providers DAINIGONGENSOU)**

***The Multifaceted Nature of and Issues in Supporting Special Elderly Nursing Homes***

While enforcement of the Long-Term Care Insurance Act (LTCIA) in 2000 designated special elderly nursing homes as welfare institutions for elderly care under LTCIA, the elderly in need of safeguards due to compelling circumstances such as abuse and dementia have continued to be supported under the Act on Social Welfare for the Elderly (hereinafter, “Elderly Act”). However, the 2005 amendment of LTCIA rearranged the benefits to facilities and the 2014 amendment formally positioned long-term care insurance facilities as facilities to support the elderly in need of medium to intensive nursing care by setting the nursing care level of 3 or above as a basic eligibility criterion for new admission to long-term care insurance facilities. Furthermore, additional nursing-care fees for end-of-life nursing care and the addition of sputum suction to care staff duties under certain conditions were instituted without any alteration of fundamental staffing standards, which requires the facilities to support users highly dependent on medical treatment. In terms of deepening and promoting this community-based integrated care system, social welfare corporations are expected to engage in actions for public benefits and contributions to local communities. This report describes the realities of multifaceted support provided by special elderly nursing homes (welfare institutions for elderly care) positioned under both the Elderly Act and LTCIA from case examples and discuss issues relating to the future of support.

**MUROZUMI Masako (Tezukayama Gakuin University, Professor Emeritus)**

***Transition of Policy and Current Situation of Nursing Home for Elderly Individuals: Relation with Long-Term Care Insurance System***

Post-war social welfare in Japan was developed through, as a fundamental framework, the sochi-seido (the system that municipal governments judge the status of each recipient and decide the content of service to be provided), which was established after Three Welfare Acts including the Public Assistance Act (old act), Child Welfare Act, and Physically Disabled Persons Welfare Act were enacted after the war. In principle, the public assistance system provides public assistance to a recipient at home. However, welfare service at a facility was positioned as a core framework of welfare in the post-war era. Welfare service at a facility was a system for relocating elderly individuals or persons with disabilities who could not receive support from their families into welfare facilities and providing welfare services to

them under the public responsibility. As described in the report (1) above, in-home welfare services were expanded in the 1980s and in 1990 incorporated into the Elderly Act by the Act for Partial Revision of the Act on Social Welfare for the Elderly, Etc. However, it has been noted that expansion of in-home welfare services did not reduce the significance of welfare facilities, but rather increased their role as agencies providing welfare services at home. Especially, the special nursing home for elderly individuals has played a role as a welfare facility providing long-term care to those individuals since 2000 when the Long-Term Care Insurance System began, and is also attracting the keen interest of the general population. Meanwhile, details of the nursing home for elderly individuals specified in the Elderly Act, specifically a shift in policy and the current situation of nursing homes for elderly individuals, are not well known. This report aims to examine the shift in policy and the current situation of nursing homes for elderly individuals and incorporates the learning from previous studies by other researchers.

#### **MORI Utae (Osaka University of Economics)**

##### ***The Ballooning of the Long-Term Care Insurance System from a Standpoint of System Reforms, and Related Issues***

Over the two decades since the institution of the Long-Term Care Insurance System with the aim of support nursing care for the elderly, the insurance system has undergone reforms, and it has continuously expanded in its scope to support the entirety of elderly lives while focusing on nursing care. In the 2005 amendment, the concept of community-based integrated care was introduced along with a community support project launched to provide nursing prevention, advocacy, and general consulting services in addition to nursing-care services. Then, the 2014 amendment split home care and day care services for users in need of these services from the Long-Term Care Insurance System and incorporated them into a comprehensive project for nursing prevention and daily livelihood support as part of the community support project. Thus, the Long-Term Care Insurance System significantly changed its shape and became bloated through each reform; its present roles are increasingly greater than those at the time of initial institution. This report describes how the framework and contents of the Long-Term Care Insurance System changed and was bloated by each reform in consideration of its relation to the Act on Social Welfare for the Elderly, and discusses the future of the elderly welfare system of Japan.

**9:30-11:30 Paper Session [C]**

**Residential Welfare**

**Chair: TANAKA Hiromi (Osaka Metropolitan University)**

**TAKAHASHI Mami**

**(Ochanomizu University, Graduate School of Humanities and Sciences, Doctoral student)**

***Housing Difficulties and Support Issues Emerging at the Intersection of Identities: Case Studies of Housing Support***

Since the launch of the Housing Safety Net Program in 2017, housing support has been

widely discussed and measures for providing this support have been included in housing and welfare policies. A joint meeting was held in 2023 by the Ministry of Health, Labor and Welfare, the Ministry of Land, Infrastructure, Transport and Tourism, and the Ministry of Justice; moreover, this issue was considered in the amendments to the Self-Reliance Support Program for Needy Persons. These developments are based on the assumption that the target population is differentiated by their identities related to factors such as age, disability, and receiving public assistance. However, the people who receive housing support often possess a combination of these identities.

This study assumes that the target population receiving housing support has intersectional identities. It assesses the challenges they experience in obtaining housing and their prospects for support considering this intersectionality, which is influenced by the power relations of age, gender, and class. Specifically, this study examines actual cases handled by welfare organizations and real estate companies involved in housing support to demonstrate how compounded difficulties appear at the intersection of identities and how different policies and systems for different characteristics enable or obstruct support. Finally, this study discusses the need to include housing support in social security.

**KASAI Nao (National Institute of Population and Social Security Research, Researcher)**

***Possibilities and limitations of rent subsidies implemented by local governments***

In Japan, most rent subsidies (including low-rent social housing) are provided within the housing policy framework that has promoted devolution and emphasised local autonomy since 2000s. In this context, studies have pointed out that local governments would not proactively implement rent subsidies because such policies may attract low-income households and cause a financial burden on local governments. Taking this view into account, the current paper looks at the fact that some local governments, although not many, still implement rent subsidy programs for low-income households, and explores the possibility of expanding rent subsidies under the current devolved conditions. After providing an overview of local governments' rent subsidy programs through an analysis of their application documents for a national government funding, I summarise the reasons why some local governments actively provide rent subsidies and the conditions that have enabled them to do so, based on the interview survey results. Finally, I discuss possible measures to promote rent subsidies in the devolved housing policy framework as well as its limitations.

**9:30-11:30 Paper Session [D]**

**Labor Union**

**Chair: MATSUO Koichi (Aoyama Gakuin University)**

**SUZUKI Kyoko (The Japan Institute of Labour Policy and Training, Researcher)**

***Labour unions and the politics of difference in the labor market***

The importance of various heterogeneities and divisions in the labor market varies from one society to another. Labor movements often play an important role in these decisions, shaping the structure of the labor market. For example, behind today's dichotomy between

regular and non-regular employment lies “membership-based employment,” formed through labor-management relationships. This paper focuses on one of Japan’s post-war labor movements, the “abolition of discrimination,” which aimed to integrate blue-and white-collar workers into a single category of “employees.” Drawing on existing research, it explores the background and rationale behind this movement. Additionally, it examines how Japan’s company-based labor unions relate to the movement, exploring the potential of such unions in addressing disparities in today’s labor market.

**FUJII Hiroaki** (Daido University, Professor),

**NISHIO Isao** (Nippon Steel Coated Sheet Workers’ Union)

***Regulatory Influence of Collective Bargaining on Workforce Allocation: A Case Study on Workplace Decision-Making Consultations at Steel Company A***

Steel Company A is a subsidiary of a large-scale iron and steel enterprise. In this company, changes to workforce allocation are made through consultations between the company and the Union’s executive board. Subsequently, managers and workers engage in consultations at the workplace to determine workforce allocation. The Union’s consistent focus on workers’ voices has developed and maintained workplace decision-making consultations. This study aims to clarify the regulatory influence of this consultation process on workforce reductions. We hypothesize that workforce allocation is affected by the participation of workers in consultations and decision-making involvement. To this end, we interview current and former Union officers, and analyze Union documents. Accordingly, this study examines the regulatory influence of consultation on workforce reductions from various perspectives. First, we compare the proposed workforce allocation by the company in two medium-term plans spanning from 1996 to 2002 with the actual workforce allocation. Second, we assess the extent to which measures were changed due to the Union’s and workers’ voices. Finally, we compare workforce reductions at Company A with those at other firms in the same industry during the same period.

**YOKOTA Nobuko** (Kwansei-Gakuin University, Professor)

***Solidarity and Labor Movement across the Casual and Regular Workers by the National Tertiary Education Union (NTEU) in Australia - A Case Study of the 2023 Strike of the Staff Union of Australian National University (ANU)***

This presentation examines how trade unions, even with low organization rates, could have a significant impact on university management, improvement of working conditions for workers, and work styles, through the case study of the strike by the National Tertiary Education Union (NTEU) ANU branch, which took place on July 27, 2023. In particular, I show that the NTEU’s philosophy and practice, which aimed to organize staff with diverse attributes, including casual and regular staff, on an equal basis, was the driving force behind that. Namely, since the 1990s, casual workers have rapidly increased in the higher education industry. By improving the employment and working conditions of casual workers who are at the bottom of the university’s employment organization, the ANU staff union improved the working conditions of all staff, and furthermore, it achieved a ‘work style reform’ that allows workers to decide their own way of working. Here, I will examine in detail what the ANU staff union actually won during the half-day strike by analyzing the collective bargaining

report.

**9:30-11:30 Paper Session [E]**

**Social Welfare**

**Chair: YANG Huimin (Prefectural University of Hiroshima)**

**KINOSHITA Jun**

***Relief Work, Reformatory Work, Charity Organizations — Welfare Administration without Special Administrative Agencies, 1897-1908***

In Europe and the United States, the 19th and 20th century transition period is known as a time of widespread recognition of social problems. In order to deal with them, national governments established special administrative agencies.

In Japan, social problems were recognized at about the same time. However, as for special administrative agency, Japanese people had to wait for the establishment of the Relief Division (救護課) in 1917.

Then, how was welfare administration conducted prior to 1917? Researchers have accumulated papers on the Poor People's Study Groups (貧民研究会), the Reformatory Law (感化法), the National Charity Convention (全国慈善大会), the Reformatory and Relief Works (感化救済事業), the Central Charity Association (中央慈善協会), and so on. However, a framework for synthesizing them has yet to be proposed.

This report begins with an abortive "Relief and Assistance Bureau (救恤事務局)" plan in 1897, and ends with the Reformatory and Relief Works in 1908. I will draw the outlines by following the movements of three high officials of the Home Department, who worked together to promote "relief work (救済事業)," "reformatory work (感化事業)," and "charity organizations (慈善団体)."

**ODAMAKI Tomoko (Ritsumeikan University, Associate Professor)**

***The Significance of Parental Participation in Childcare: An Interview Survey of Parents***

Developed countries facing common challenges such as declining birthrates and labor force shortages are encouraging parents to participate in childcare (Ikemoto, 2015). This is because they view parents as a valuable resource for improving the quality and quantity of childcare. Similarly, the OECD (2012) has identified "family and community participation" as an important policy issue to improve the quality of childcare. However, discussions on improving the quality of childcare in Japan have focused on improving the working conditions of childcare workers and strengthening their expertise. Therefore, the role of parents has been downplayed. In this study, I examined the significance of parental participation by clarifying the actual conditions of parental participation and the associated changes. The research method used was an interview survey of parents who had attended meetings of the daycare center steering committee. From the survey results, a variety of methods of parental participation were observed. In addition to the steering committee meetings, informal conversations were frequently used as a means of reflecting parental opinions. The survey results did not indicate that parental participation led to any perceived changes in children.

However, it was clear that parental participation builds positive relationships with other parents and staff.

**NOBE Yoko (Japan Women's University, Associate Professor)**

***Toward a Comparative Historical Sociology of Alternative Care for Children: From a Family Sociological Perspective***

This study discussed a framework used to analyze alternative care for children from a comparative historical-sociological perspective, by adopting a family sociological perspective. Recently, Japan has been promoting so-called deinstitutionalization in alternative care for children, partially owing to the concluding remarks of the United Nations Committee on the Rights of the Child. Although the United Nations adopted the “Guidelines for the Alternative Care of Children” in 2009, and countries that have signed the Convention are required to follow the global standards on alternative care, the actual situation, as well as the policies for alternative care for children, have not followed this trend. In international comparative studies on alternative care for children, the “institutional care/foster care” framework, and the foster care consignment rate are often used, but this study critically examined these frameworks and indicators by (1) comparing them with other policy frameworks and indicators related to children and (2) adopting discussions in family sociology. In addition, (3) we discuss frameworks and indicators that consider the historical development of each society and the path-dependent institution development.

**9:30-11:30 Paper Session [F]**

**Medical Care**

**Chair: TANAKA Yumiko (Fukui Prefectural University)**

**KOSEKI Takashi (Meiji University, School of Business Administration, Professor),**

**KADOSAKI Yohei (Nihon Fukushi University, Faculty of Social Welfare, Associate Professor)**

***Inclusion of health insurance for foreign residents***

Although foreign residents in Japan had unlikely joined public health insurance, due to the law amendment, foreign residents who stay more than three months got obliged to join to the insurance. However, there is still burden of medical bills among foreigners even after the enhancement of health insurance coverage. Private health insurance have more of a presence due to boosting medial costs these days, and several group insurances for foreign workers and students have been made. Moreover, it is crucial to make sure the effectiveness of health insurance and embody medical security by notifying foreigners of complex health insurance system and by promoting multi-lingualization at hospitals. The authors conducted questionnaire and interview surveys with foreign workers and students in February 2024 to clarify how foreigners join public/private health insurances how hospitals implement multilingualization, and problems to be addressed.

**KASHIMA Norisuke (Saitama University Graduate School, Graduate Student)**

***For-profit corporations' participation in and departure from the management of private non-profit hospitals***

In recent years, for-profit corporations have been participating in the management of private not-for-profit hospitals, and have gained greater control over the hospitals, mainly through financial contributions. For example, the high acceptance rate of covid-19 patients for treatment in comparison with other private hospitals suggests their strong control over the hospital.

In this report, through an interview with the administrative manager of a local hospital that was involved in the civil rehabilitation of a for-profit corporation, we examine the process of the for-profit corporation's withdrawal from the private nonprofit hospital, from the start of its participation in the management of the hospital to its response to covid-19, and its sale to another medical corporation due to the stalemate in its management restructuring.

The findings of the study are as follows. The characteristics and behavioral patterns of medical organizations, which have been uniformly captured in previous studies, differ depending on the management entity and the size of the hospital, and it is necessary to deepen research that sheds light on this typology. The series of events, such as the change of the chairman of the board of directors, who is a physician, the change of the administrative director, who is in charge of management, and the significant opposition from the medical profession in response to covid-19, suggest that there are two normative axes that are added to the dual authority structure of the medical organization. In addition, although it is pointed out that "separation of medical and business" is necessary for the continuation of medical operations, it is clear that it is not enough to simply divide professional and administrative authority, but that "coordination through dialogue" is necessary after translating the authority into the respective languages.

**HAMANA Hitomi (Keio University, Graduate Student)**

***Setbacks of the Medical Corporation System Reform over Inheritance Tax: A Study on Behavioral Models of Healthcare Providers***

In the Japanese medical care delivery system, supply is mainly provided by private medical corporations, while demand is socialized under universal health insurance. This makes it difficult for the government to take the lead in reforming the medical care delivery system, and means to promote changes in line with policy goals of public interest have been sought. Thus, it is important to assume the behavioral model of service providers when examining healthcare policies. Medical corporations, which cannot be explained by ordinary models such as the profit maximization model, may have various behavioral models depending on size and the degree of family ownership.

The paper focuses on the reforms of the medical corporation system with respect to the inheritance tax. From the perspective of ensuring the continuity of medical business, reducing the burden of inheritance tax has been a major issue since the establishment of the medical corporation system. However, there has been disagreement within the medical profession for years, and the issue has not been fully resolved. This study reviews existing policy developments based on publicly available sources, including meeting minutes and proceedings,

and discusses the behavioral model of medical corporations.

### 11:30-12:45 Lunch break and Education Session

#### Things to learn before using qualitative research methods

Chair: CHIKAMA Yoshiyuki (Kagoshima Prefectural College)

Presenters: AOKI Hiroyuki (Kagawa University)

TANAKA Satoko (Prefectural University of Hiroshima)

### 12:45-14:45 Special Theme and Paper Sessions

#### 12:45-14:45 Special Theme Session 4

#### Trade Union Involvement in Vocational Skill Formation

Coordinator: MATSUO Koichi (Aoyama Gakuin University)

#### <Theme of the Session>

#### Trade Union Involvement in Vocational Skill Formation

Since the 1990s, interest in public vocational training has been growing in Japan due to the increase in non-regular or unstable employment. However, whether it is on-the-job training under long-term employment or public vocational training, there has been little awareness in Japan of the involvement of labor unions in such training.

On the other hand, in Western countries, trade unions have had a history of playing a role in vocational training due to the craft union tradition, however, it seems that there has not been sufficient analysis of how workplace unions have been involved in the formation of vocational skills in the internal labor market within companies.

In this session, the first reporter will report activities of a Japanese labor union (Koyo-Ro) to form the skills of vocational training instructors as a case study of Japanese unions' efforts to develop human resources. The second reporter will analyze how trade unions provide support for skill formation through a survey of union learning representatives' activities in the UK, and summarize the implications for Japan.

#### SHIMONAGA Tomohiro (Doshisha University)

#### *Labor Union Involvement in Human Resource Development of Vocational Training Instructors*

Vocational training instructors are workers who provide public vocational training for job seekers, small and medium-sized enterprises workers, and school graduates at polytechnic centers (colleges) nationwide. In recent years, it has become important for instructors to form skills to cope with DX. However, with the aging of instructors and the shortage of manpower due to retirement, each facility faces the challenge of passing on skills to instructors. A key actor in overcoming this challenge is the Koyo-Ro, which was founded in 1959 and has held a national vocational technical education research meeting since 1966, and since 2001 has



conducted technical training at regional councils in a face-to-face network. Why has Koyo-Ro continued to be involved in human resource development for instructors? This is the question of this study. To answer this question, we first review the history of human resource development for instructors at Koyo-Ro. Next, we will describe the implementation and process of research meetings and technical training by Koyo-Ro. Then, we will examine what the involvement of instructors in human resource development means for the Koyo-Ro.

### **NAKAMURA Akie (RENGO-RIALS (JTUC Research Institute for Advancement of Living Standards))**

#### ***Union Learning Representatives in the UK: Upskilling supported by labor unions***

As technology advances, the importance of reskilling and upskilling has been increasing. However, compared to European countries, Japanese labor unions have limited involvement in the skills development of workers. Therefore, I investigated what kind of skill development support the UK trade unions provide since the UK has combined characteristics of ILM (Internal Labor Market) and OLM (Occupational Labor Market). The research method was a literature survey and an interview with the National Center TUC.

In the UK, trade union members called “Union Learning Representatives (ULRs)” who provide learning support to workers are legally recognized. ULRs develop training programs, establish training centers in the workplace, provide consultation services to workers, and conclude learning agreements with employers.

The effectiveness of ULRs has been proven from various perspectives. Meanwhile, the fund that supported ULRs was abolished in 2021 by the Conservative government. Although ULRs have been highly praised, there is some skepticism about their expansion.

In Japan, labor unions can also proactively design education and training programs and conclude collective agreements regarding workers’ training. On the other hand, it is necessary to create a system that ensures such efforts do not become tools for political disputes.

**12:45-14:45 Special Theme Session 5**

**Developments in Planning and Governance: Evaluation of Social Welfare and Long-Term Care Policy**

**Coordinator: HIRAOKA Koichi (Tokyo Online University)**

**<Theme of the Session>**

**Developments in Planning and Governance: Evaluation of Social Welfare and Long-Term Care Policy**

Distinctive features of Japan’s social welfare and long-term care policies since the 2000s include the systematization of local government social welfare plans, the move toward establishing a comprehensive care system, and the search for new public governance in the local administration. Against this background, social welfare and long-term care policies in Japan have witnessed a growing emphasis on managerialism-based performance evaluation of social welfare plans and a growing interest in evidence-based policy making (EBPM). Considering these circumstances, this session examines the recent developments in the planning and evaluation of social welfare and long-term care policies and their significance in Japan and Britain. The first

presentation evaluates welfare policies in relation to the local government's Long-Term Care Insurance Plan. The second presentation investigates the policy significance of the Municipal Community Welfare Plan in connection with constructing a comprehensive care system and the evaluation of these plans. The third presentation analyzes the recent developments in the evaluation system of local social administration and comprehensive care systems in Britain.

#### **HATAMOTO Yusuke (Doshisha University)**

##### ***Implications of evaluation in welfare policy: Based on the results of Long-Term Care Insurance Service (Support) Plan Survey***

In recent years, evaluation provisions have been added to various social welfare-related laws. Regarding the long-term care insurance system, such provisions have been included in the Long-Term Care Insurance Service (Support) Plan (revised Long-term Care Insurance Act of 2017). However, the evaluation itself has been conducted for a long time, and its meaning differs depending on the period. The purpose of this report is to attempt to categorize these meanings. In the report given at the 143rd Annual Conference of the Social Policy Society, we analyzed the minutes of the Social Security Council (Long-Term Care Insurance Subcommittee) and traced changes in its meaning. This report includes an analysis of subsequent minutes to confirm new developments since the previous meeting. In addition, based on past questionnaire surveys conducted in prefectures and municipalities regarding Long-Term Care Insurance Service (Support) Plan, we will present this as one basis for its meaning. Finally, using the analysis of Long-Term Care Insurance Service (Support) Plan as an example, we will summarize and organize the evaluation methods in welfare policy into the following types: needs-prescribing type, business management type, and legitimacy-ensuring type.

#### **MUROTA Shinichi (Tokyo Metropolitan University)**

##### ***What's the Policy Signification of Community Welfare Plans***

With the revision of the Social Welfare Act in 2000, local governments were legally required to develop Community Welfare Plans. Initially, it was intended that each local government would develop plans with the participation of local residents and with an emphasis on local characteristics, partly due to the trend towards decentralization. However, amendments to the Social Welfare Act in 2017 and 2020 made it an obligation for all municipalities to develop Community Welfare Plans, and added that the plans should specify matters related to the development of comprehensive support systems. As this provision refers to specific support systems in local governments, there is concern that the development of such plans will lead to uniformity in local welfare practices.

Therefore, this study compares the Community Welfare Plans of local governments that have initiated projects to develop multi-tiered support systems, and examines the following three points 1) the impact of the 2017 and 2020 legislative amendments on the content of Community Welfare Plans, 2) methods for evaluating Community Welfare Plans, and 3) factors contributing to differences between local governments regarding 1) and 2).

Through these considerations, we will discuss the policy implications of local governments developing Community Welfare Plans.

**NAGASAWA Kimiko (University of Kochi)**

***Introducing the evaluation of adult social care by local authorities and “Integrated Care Systems” under the Health and Care Act 2022 in England; Focused on quality statement and governance of evidences.***

With the recent launch of the Multi-Layered Support System Project in municipalities for the realization of a Community-Based Inclusive Society, there is a need for an evaluation method related to varied practices involving diverse actors across systems. At that time, there are concerns about whether the conventional evaluation of KPI (Key Performance Indicators) for each administrative plan will be sufficient to verify the multifaceted effects of the project. Therefore, this report focuses on the Care Quality Commission’s (CQC) evaluation of the “Integrated Care Systems” (ICS) and municipal adult social care. I would like to summarize the evaluation framework for assessing the quality of performance of a multilayered system based on comprehensive care and support, including health and social care, as well as partnerships among various institutions and community organizations, and offer suggestions for the evaluation of local comprehensive support systems in Japan. In particular, I would like to discuss the significance of this framework, focusing on quality statement (defining outcomes to be achieved), accumulation of data as evidence, and governance of evidence.

**12:45-14:45 Paper Session [G]**

**Social Security**

**Chair: MURATA Takafumi (Kyoto Prefectural University)**

**TAKAHASHI Yusuke (Ehime University, Senior Assistant Professor)**

***Changes in Japan’s Fiscal Policies and Employment Insurance System Design Following Amendments to Employment Insurance Act***

This study aims to review and summarize the evolution of fiscal policies and institutional design following the amendments to the Employment Insurance Act. In terms of fiscal management, the national treasury’s contribution to employment insurance has been relatively insignificant. Moreover, despite amendments to the Employment Insurance Act, the contribution has tended to decrease alongside the employment insurance premium rate. The focus of fiscal consolidation efforts has been on curbing expenditures by imposing stricter benefit eligibility criteria rather than increasing the national treasury’s contribution. In the early 2000s, various measures were implemented, such as extending benefit restrictions for those who voluntarily left their jobs, reducing the designated period for benefit payment, and lowering the overall benefit rate.

Employment insurance serves as a passive labor market policy and is essential for the development of active labor market policies. It encompasses elements of active labor market policies, such as education and training benefits, and there has been a growing trend toward benefit expansion since 2014. While the Employment Adjustment Subsidy was funded through the general account in 2020, funding for childcare leave benefits remains limited. As the safety net continues to expand, there is a need to advance the systems related to active labor market policies and ensure stable fiscal management.

**WATANABE Kuriko (Kanagawa University, Assistant Professor)**

***Administration of the Livelihood Assistance - Discretion or Variation in the Welfare Office?***

This study aims to examine the extent to which there is variation in the administration of public assistance by each welfare office, using micro-data of “Survey of the National Survey on Public Assistance Recipients” which was conducted by the Ministry of Health, Labour and Welfare’s in 2018.

Although the administration of public assistance is regulated by the Public Assistance Act and other laws and regulations, it has been pointed out that, in practice, welfare offices have a certain degree of discretion. For example, Oyama (2019) analyzed local manuals compiled by prefectures and designated cities, which revealed that the standards for the decision-making implementation differ among local governments. However, no quantitative study has been conducted to determine the extent to which the provision varied due to differences in discretion.

Therefore, this study conducted a welfare office-based analysis using “Survey of the National Survey on Public Assistance Recipients”. As a result, it was found that the percentage of disabled persons and the percentage of injured and sick persons varied greatly among welfare offices, and that there were also extreme cases in terms of receipt of pensions, determination of assistance.

**OHTSU Yui (Saitama University, Associate professor),**

**YAMADA Atsuhiko (Keio University, Professor)**

***A New Understanding of National Pension Contributors Based on “Anonymized Pension Administration Data”***

Non-payment of National Pension contributions is one of the problem in Japan’s Public Pension system. The payment of National Pension contributions is compulsory for those insured in Category 1, but a non-negligible number of people have not paid them. The payment rate is calculated on the basis of number of months for which contributions have been paid, excluding periods during which payments have been postponed or exempted. Therefore, a decreasing payment rate does not necessarily indicate an increase in the number of non-payers. In addition, the official statistics on the number of “non-payers” at the end of each fiscal year only includes those individuals who have not paid all of their contributions for the last two years.

In order to find out the real situation of non-payment, in this study, we used the “Anonymized Pension Administration Data” provided by the Pension Bureau of the Ministry of Health, Labor and Welfare to compile the payment records of the Category 1 insured persons over the past two years. This enabled us to gain insight into non-payers, including those who had not paid contributions for only part of the past two years. Additionally, we constructed panel data on payments over the past 11 years, analyzed changes in monthly payment records, and conducted regression analyses to assess the impact of policy reforms, such as the relaxation of eligibility conditions for payment postponement and the reduction of the required contribution periods for old-age pension eligibility.

12:45-14:45 Paper Session [H]

Labor ①

Chair: MATSUE Akiko (International University of Health and Welfare)

TAKEUCHI Mamiko (Aichigakuin University, Professor)

*Impact of Three Major Diseases and Lifestyle-related Diseases on Employment of Men and Women*

This study analyzes the effects of three major diseases (cancer, stroke, and myocardial infarction) and lifestyle-related diseases, such as diabetes, dyslipidemia, and hypertension, on employment by gender. The analyses show that stroke has the highest probability of reducing employment for men, followed by cancer, and myocardial infarction; among lifestyle-related diseases, diabetes has the highest probability, followed by dyslipidemia and hypertension. For women, stroke, cancer, and diabetes reduce the probability of employment. Individuals may also work reduced hours because of these diseases; this trend is visible with stroke and diabetes in men, and cancer and dyslipidemia in women. This study also confirms that men are affected more by myocardial infarction, while women are more affected by cancer. We also examined the effect a disease in a married person has on their partner's probability of employment. We found that men's employment is not affected by their spouse's disease, while women's employment probability tends to decrease if their husband experiences cancer or dyslipidemia. Some of the above analyses are robust with matching methods.

TANAKA Yoko (University of Tsukuba, Professor),

DAN Fan (Southwestern University of Finance and Economics, Professor),

TONG Wu (University of Tsukuba, Graduate Student)

*Analysis of employment hierarchy in China's irregularized economy. Focusing on women's working conditions after childbirth*

In communist China, it was common for both men and women to work full-time under the employment and welfare guarantee known as the "iron rice bowl." However, after the 1993 constitutional amendment aimed at the "socialist market economy," the state-owned enterprise reform introduced a labor contract system in place of the fixed labor system, and the privatization and layoffs of companies continued. The number of temporary and seasonal workers with low wages and low security has increased, including an influx of workers into cities.

Since the Labor Contract Act of 2008, the number of temporary "flexible workers" such as dispatched workers has increased, and relatively stable regular employment has decreased to less than 20%, meaning that the economy has been irregularized. As a result, the working conditions of women, who used to work on equal terms with men, have worsened, and the employment rate is declining.

This report summarizes the debate regarding regular and non-regular employment, which has not been defined even within China, and then examines the actual employment and working conditions from stable and guaranteed employment to unstable and non-guaranteed work in China. We will clarify what kind of hierarchy there is through interviews with women after giving birth.

**SETO Kentaro (Rikkyo University, Assistant Professor)**

***Stability and Changes in the Modern Japanese Labor Market from the Perspective of Promotion. -Employing Aggregated SSM Surveys***

The aim of this report is to examine the stability and changes in promotion in the Japanese labor market through secondary analysis of quantitative surveys.

While postwar Japan has undergone significant changes such as the “white-collarization” of blue-collar jobs, there also exists a stable structure known as the credentialism. It is necessary to promotion from both perspectives of these changes and stability. Therefore, I matches multi-year data from the Social Stratification and Social Mobility (SSM) survey, to empirically examine this issue.

The results of the descriptive analysis reveal no significant differences in trends between educational levels and initial job positions across birth cohorts, indicating a highly stable structure in promotion.

**15:00-17:00 Special Theme and Paper Sessions**

**15:00-17:00 Special Theme Session 6**

**Roles and Challenges of Community Welfare Plans/Community Welfare Support Plans**

**Coordinator: KURODA Ashiya (National Institute of Population and Social Security Research)**

**Chair: SHIRASE Yumika (Hitotsubashi University)**

**<Theme of the Session>**

**Roles and Challenges of Community Welfare Plans/Community Welfare Support Plans**

Planning is of utmost importance, not only in the realm of social welfare but also for the efficient execution of government administrative tasks. Within the social welfare sector, numerous plans are being developed. Following the directive to promote community welfare within the Social Welfare Act, recent trends show an increase in systems aimed at supporting daily life that significantly delegate discretion to the local and regional level, thus expanding the roles of prefectures and municipalities as key actors in community welfare.

Against this backdrop, community welfare plans created by municipalities and community welfare support plans created by prefectures can serve as crucial guidelines for promoting community welfare in a unified effort among prefectures, local governments, related organizations, local residents, and so on toward realizing a community-based society.

However, the development of these plans currently requires a duty of effort and their significance and functionality have not been fully elucidated.

Hence, in order to gather insights for the development and implementation of community welfare policies, this session conducts a comprehensive analysis of community welfare plans and community welfare support plans. This analysis covers various aspects, including their institutional framework, practical implementation, and theoretical foundations, aiming to clarify their roles and the challenges they face.

**KURODA Ashiya (National Institute of Population and Social Security Research)*****Positioning and Function of Community Welfare Plans/Community Welfare Support Plans in Social Welfare***

Generally, plans created by government bodies (administrative plans) encompass a wide range of areas, and this holds true for administrative planning in the field of social welfare, where numerous interconnected plans exist. This is also true for community welfare plans created by municipalities and community welfare support plans created by prefectures. For instance, municipalities must ensure their multilayered support system development project implementation plans harmonize with community welfare plans, insured long-term care service plans, disability welfare plans, child and child care support project plans, and so on.

On the other hand, community welfare plans and community welfare support plans are abstract in terms of the specific content they should include according to the law, and their creation requires a duty of effort. Consequently, the exact normative relationship between these plans and plans in individual social welfare sectors is not always clear.

Therefore, this report aims to clarify the legal positioning of community welfare plans and community welfare support plans, as well as their relationship with plans in individual social welfare sectors, and to clarify the functions of community welfare plans and community welfare support plans.

**IZUMIDA Nobuyuki (National Institute of Population and Social Security Research)*****Involvement of Prefectures in Municipalities (Welfare Policies) through Community Welfare Support Plans***

Community welfare support plans aim to contribute to the achievement of municipal community welfare plans. Within the basic local government framework, there are designated cities and core cities to which some authority has been delegated by prefectures, as well as towns and villages that do not have their own welfare offices. It is believed that whether prefectural support plans have “realism” within the diversity of prefecture-municipality relationships affects the effectiveness guarantee of community welfare plans.

This report aims to clarify the involvement of prefectures in municipalities through the content and formulation process of community welfare support plans. Prefectures were selected based on the rate of development of community welfare plans, and an analysis was conducted on the process and content of formulating support plans.

Analysis of the content of the support plans showed that public comments were generally well implemented. However, there were instances where it was unclear whether there was information gathering from municipalities, or whether there were exchanges of opinions on draft support plans with municipalities.

On the day of the presentation, the report will include incidental information beyond the support plans and examine the relationship between the content of the support plans and community welfare plans.

**HATAMOTO Yusuke (Doshisha University)*****The Dual Aspects of Community Welfare Plans***

In 2000, community welfare plans were incorporated into the Social Welfare Act as a strategy aimed at horizontally integrating various welfare domains within local communities.

However, the delivery systems for welfare services in specific areas such as elderly care, disability support, child welfare (later expanded to encompass assistance for those facing financial hardship) were explicitly defined by individual laws, leading to initial ambiguity regarding the nature of this integration. As a result, in practice, community welfare plans were often understood as “plans for community welfare,” integrated with social welfare council community welfare activity plans, primarily aimed at promoting resident participation. However, the philosophy of becoming a comprehensive welfare plan that crosses various domains of welfare as “regional (cross-domain) welfare plans” has remained intact. This philosophy has developed, leading to the formalization of plans (such as PDCA) and the additional legal provisions for the establishment of multilayered support system development plans. This report analyzes how both aspects have diverged and evolved.

**Discussant: NAKANO Koki (Nihon University)**

**15:00-17:00 Paper Session [I]**

**Management/Employment**

**Chair: ITO Taichi (Osaka University of Economics)**

**SUZUKI Chikara (Gifu University, Assistant professor)**

***Development of Compensation Activities of Local Port Employers' Associations for Logistics Innovation: Focusing on the Independence of Local Organizations against the Central Organization of Employers' Associations***

This study examines the process by which the Japan Harbor Transportation Association (JHTA), an employers' organization of the port transport industry, and its member organizations established a government framework for business compensation through their demand activities in response to the restructuring of the existing logistics system following the construction of the Honshu-Shikoku Bridge in the Chugoku-Shikoku region during the 1970s and 1980s. The study clarifies that the development of activities by the Shikoku Port Transport Association ahead of the central organization of the Japan Port Transport Association, has led to compensation for port transport operators in their business areas.

In response to the restructuring of the logistics system associated with the construction of the Honshu-Shikoku Bridge, labor unions in the port industry began taking action and presenting demands to the government, and drew up a compensation agreement. The efforts of employers' organizations developed separately from those of labor unions, but in 1981, a supplementary resolution to the “Act on Special Measures Concerning General Passenger Liner Service Business, etc. in Connection with the Construction of the Honshu-Shikoku Bridge” stipulated “management and employment stability, etc. for operators in port transport-related businesses,” and the demand for compensation by the operators was realized.



**MOMOSE Yurie (University of Tokyo, Project Assistant Professor),  
SATO Hiroki (University of Tokyo, Emeritus Professor)**

***Diversity Management to make the most of employees with treatments, illnesses, and disabilities***

Japanese companies face a socioeconomic environment in which it is essential to establish diversity management, which prepares opportunities for diverse human resources to play an active role and links this to management results. However, previous studies on diversity management have focused mainly on discussions limited to women, caregivers, multinationals, and seniors. The definition of diverse human resources can be considered broad, given the Japanese government's recent promotion of support for people to continue working while receiving appropriate medical treatment. This study clarified the impact of corporate initiatives and workplace conditions corresponding to diversity management on the level of diverse human resources playing an active role, which is the objective of diversity management. For this study, we used data from one of our "Diversity Management in the Workplace Survey" conducted among large Japanese companies that actively promote work-life balance and diversity.

**YANAKA Yoshinori (Saitama University, Graduate student)**

***Changes in the role of joint vocational training implemented by small and medium-sized enterprises - Focused on the Electroplating industry in Tokyo***

This presentation examines the changes in vocational training provided by small and medium-sized enterprises from the prewar period to the period of high economic growth, and sheds light on the changes in the role and function of joint vocational training.

Small and medium-sized enterprises with weak financial and human resources infrastructure often conduct vocational training jointly through cooperatives and other organizations. Here, we will focus on the joint vocational training carried out by the Tokyo electroplating industry, which established the Tokyo Plating Industrial School in 1953 and currently operates the Tokyo Electroplating Industrial Association Higher Vocational Training School. In particular, we consider ① why competitive SMEs come to jointly provide vocational training, and ② what was the role and function of joint vocational training during its founding period, period of high economic growth, and after its demise? We will pay attention to whether there has been any transformation.

This presentation shows three important historical facts of the electroplating industry. First, there were benefits to companies coming together under cooperatives to deal with various issues including human resource development. Second, it expanded from lectures on managers and successors before the war to vocational training for the employees, who are the core of the future, by establishing schools after the war. Third, after the end of high economic growth, they tried to maintain their role as core human resources development, but their functions were limited due to a significant decrease in trainees.

15:00-17:00 Paper Session [J]

Employment support

Chair: HAYAKAWA Sachiko (Meiji University)

**TERADA Gaku (School of International and Public Policy, Hitotsubashi University, Master's Student)**

***Case study on the mechanism for selecting support recipients at Employment and Livelihood Support Centers for Persons with Disabilities — Focusing on the activities of front-line staff —***

The Employment and Livelihood Support Center for Persons with Disabilities was established in 2002 to support persons with disabilities in maintaining regular employment in the fields of welfare and education. Eligibility for support under laws and regulations has not changed since the system's inception. In other words, eligible recipients are those who need assistance in terms of daily life and in securing stable employment, including people who left their jobs due to workplace incompatibility. Employment and Livelihood Support Centers for Persons with Disabilities are required to cooperate with relevant local organizations to provide support to individuals who qualify.

However, in reality, the functions and roles of these support centers vary greatly depending on the region. This research examines why the situation has diverged from the assumptions of the laws and regulations.

In this study, I conducted an interview survey with the Employment and Livelihood Support Center for Persons with Disabilities in City X and its partner organizations, investigating (1) how the community defines the functions and roles of the Employment and Livelihood Support Center for Persons with Disabilities and (2) how recipients of support are selected. The findings indicate that recipients are selected based on communication between front-line staff in a multi-institutional collaborative network, which deviates considerably from the support criteria expressed in laws and regulations.

**NAKAMURA Shoji (Graduate School of Economics, The University of Tokyo, Graduate student)**

***Developing the Veterans' Information Service in the postwar United States: Based on the analysis of cooperative relationship between the Retraining and Reemployment Administration and the National Social Welfare Assembly***

This paper focuses on the development of information assistance for veterans and their families in the United States following World War II. The National Social Welfare Assembly and the Retraining and Reemployment Administration collaborated to design a nationwide program for postwar veterans' information and counseling. The involvement of many groups interested in supporting veterans in the program's development phase was crucial. The goal was to establish a democratic administration that would prevent program duplication and any one organization from dominating the overall management of the veterans' support program. Through the above discussion, this article aims to reconsider the postwar veterans' welfare from the perspective of a public-private partnership.

This study draws on the main sources of the National Committee on Service to Veterans, which was established inside the National Social Welfare Assembly, as well as official papers from the Retraining and Reemployment Administration. Previous studies did not include all of the records on the National Committee on Service to Veterans, in addition to some

historical documents from the Retraining and Reemployment Administration.

**ODAKA Yukiko (Graduate School of Economics, Chuo University, Doctoral course student)**

***Difficulty in working of persons with disabilities: Focusing on the production system in a Japanese manufacturing medium-sized enterprise***

Japan's employment policy for persons with disabilities (PwDs) has promoted the inclusion of PwDs in the labor market. Specifically, it calls employers for social responsibility and obligates legally them to hire the certain number of PwDs and prohibit discrimination and provide reasonable accommodation. In this situation, employment inclusion of PwDs has expanded in the form of part-time and non-regular work. For the reason why PwDs choose this form of employment, recent studies focus on the perspectives such as life, family and income security. This study on the other hand explores the system of workplace where the difficulty for PwDs is generated. For this purpose, I apply an approach by semi-structured in-depth interviews within the qualitative research. The target are an employer and several PwDs of a Japanese manufacturing medium-sized enterprise, and also public support providers.

**15:00-17:00 Paper Session [K]**

**Labor ②**

**Chair: SUZUKI Miki (Rissho University)**

**PARK Joonhee (Rikkyo University College of Economics, Assistant Professor)**

***The Effects of Regular Employment for Non-Regular Workers: A Case Study of Cleaning Workers in the Busan Metro, South Korea.***

The South Korean government has implemented a policy to convert non-regular workers into regular employees in the public sector since 2018. The target institutions for this transition include not only central government administrative and educational institutions but also local government administrative agencies, public institutions, as well as subsidiaries and subcontractors of local public enterprises. Workers eligible for regular employment span various fields, including fixed-term workers, dispatched workers, and non-regular workers affiliated with subcontracting companies.

This research explores the effects of transitioning to regular employment for non-regular workers based on the case of cleaning workers in the Busan Metro in South Korea. Since 1987, the Busan Metro had subcontracted its cleaning sector to multiple companies, employing 1,000 non-regular workers. However, the working conditions of these 1,000 workers were substandard, with various issues.

In 2020, due to the aforementioned South Korean government policy on regular employment, the Busan Metro cleaning workers also became regular employees employed by a subsidiary of Busan Metro. This research uses interview surveys with Busan Metro cleaning workers to elucidate the changes in terms of employment, wages, working hours, and occupational accidents when non-regular workers transitioned to regular employment.

**KONNO Haruki** (POSSE, President),

**MATSUNAGA Shintaro** (Nagano University, Associate Professor)

***The relationship between the Japanese-style employment system and platform work in Japan: Through the lens of the labor process and labor control systems***

This paper examines how platform work, which has been rapidly pervasive not only in the global economy but also in Japan, is related to the Japanese-style employment systems. Drawing on the qualitative research on labor unions that organize couriers in delivery platform companies, including Amazon, we unpack what methods such companies utilize to deploy a delivery workforce. Platform companies in Japan take some options to control workers. For instance, while algorithmic management was often used, some companies applied more ordinary methods with human managers. The technique of worker control also varies in terms of directness. While some workers had a direct contract with the platform company, others contracted with third-party companies that subcontracted to the platform company. These findings indicate that the platform companies in Japan apply the existing methods of labor control for non-regular workers, which differs from much literature that has pointed out the distinctiveness of platform work compared to general employment work. These results suggest that we need a broader investigation of the existing employment systems and platform work as a continuum, as well as the distinctiveness of platform work.

**IWANAGA Rie** (Japan Women's University, Professor),

**KAWAGUCHI Shinsuke** (Japan Agency for Marine-Earth Science and Technology, Senior Researcher)

***Research Activities, Research Time, and Academic Journals; From an Experience in Editing "Social Policy"***

The time researchers spend on their respective research has decreased over the years. Comparing the results of the "Survey on Full-Time Equivalent Data at Universities," 2002 and 2018, the time spent on research activities has decreased to approximately 78%, excluding the health field, where research activities have decreased significantly. The reasons may be complex, but this report focuses on academic societies' activities, considered "social service activities (research-related)" in the same survey. This is because researchers can voluntarily reduce their time on these activities. However, the percentage of our total work time has not decreased compared to the decrease in research time mentioned above. This report focuses on activities related to academic societies and journals. Academic societies and other communities establish research, and the results are published in related academic journals. Based on previous research on academic journals' history and a survey of the literature discussing the editing and peer review of academic journals, we examine the current issues of "Social Policy," the journal of the Japan Association for Social Policy Studies and summarize the problems and indicate directions for solutions.