

# Chapter 3 Measures in The Past

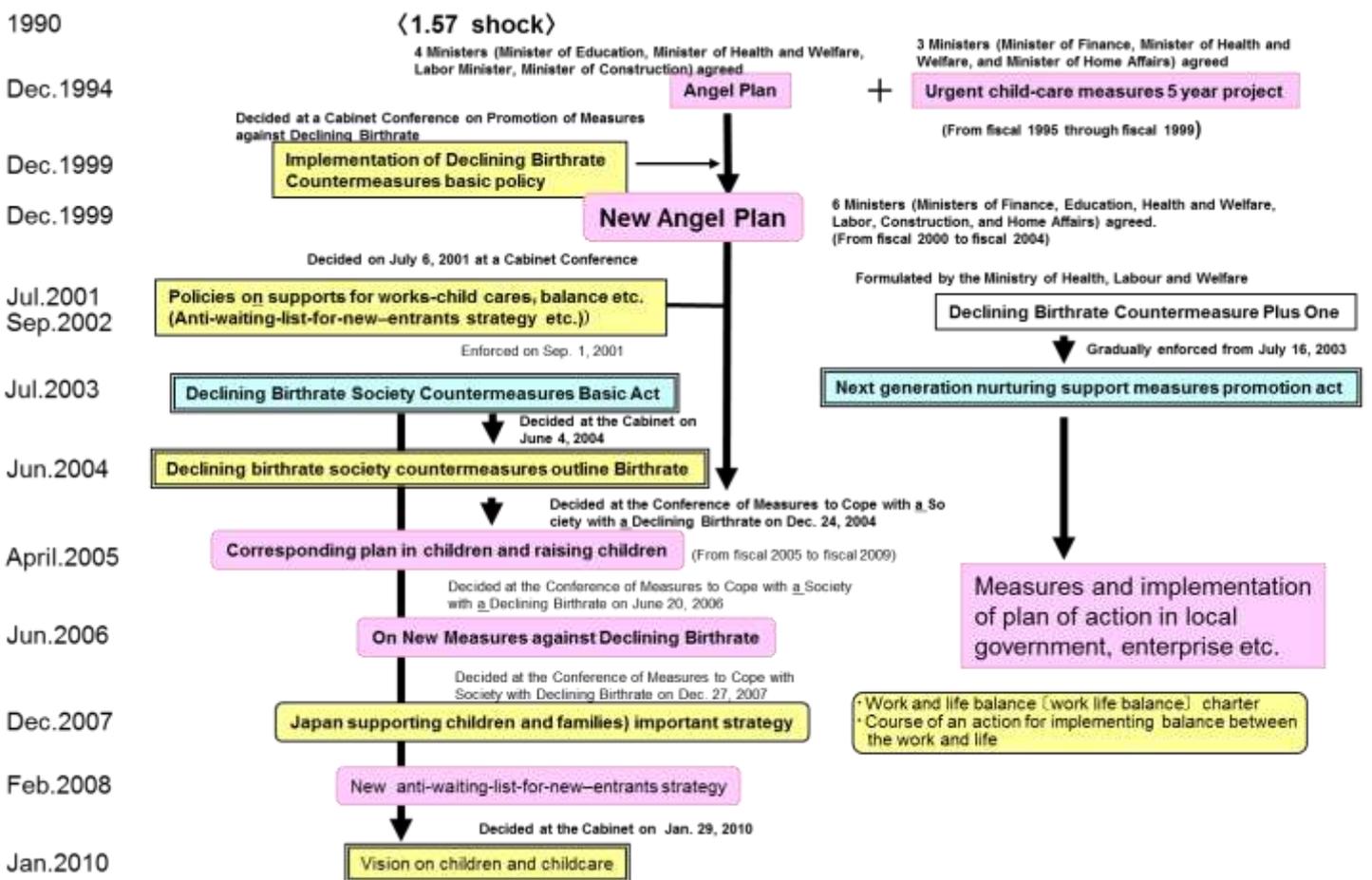
## Section 1 History of Previous Discussions (From '1.57 shock' to 'Vision on children and childcare')

### (Angel Plan & New Angel Plan)

'1.57 shock' of 1990 led to the review of counter measures to be taken, such as support for maintain a balance between working and parenting, in order to create an environment in which it is easier to raise children. The government formulated the 'Angel Plan' for 'the basic direction of policies for supporting the child care in the future' (December 1994 (H6), with the consent of 4 ministries – Education, Public Welfare, Labour and Construction) and the 'new angel plan' for 'basic implementation plan for the countermeasures to the declining birth rate which should be promoted on priority' (December 1999 (H11) with the consent of 6 ministries - Finance, Education, Public Welfare, Labour, Construction, Autonomous control).

#### Diagram

Progress of countermeasures against declining birthrate



### **(Act for Implementing the Countermeasures to Support the Next Generation)**

‘The act for implementing the countermeasures to support the next generation’ was established in July 2003 (H15) for promoting intensive and planned initiative of 10 years for local public entities and businesses, from the viewpoint of supporting the families raising the next generation children in the society as a whole in response to the decline of child care strength of the family and region. The same act was aimed at formulating and implementing the respective action plan for local public entities and main businesses to promote initiatives for supporting the next generation.

Further, since the action plan of the local public entities is formulated for the five years, the local public entities reviews the first term action plan in 2009 (H21) and formulate the second term action plan considering 2010 (H22) to 2014 (H26) as the planning period.

### **(The Basic Law on Measures for The Aging Society , The Broad Outline for The Countermeasures to The Declining Birth Rate in The Society and Children and Childcare Support Plan)**

The ‘Basic Law on Measures for the Aging Society’ was established in July 2003 according to legislation by House members (effective from September in the same year). Based on the same act, ‘the broad outline for the countermeasures to the declining birth rate in the society’ (hereafter referred as ‘broad outline’) was approved by the cabinet in June 2004 (H16). The ‘basic implementation plan based on the broad outline for the countermeasures to the declining birth rate in the society’ (children and child care support plan) was formulated in December of the same year for addressing the effective promotion of policies incorporated in the broad outline and the goals and policy details to be taken in the 5 years from 2005 (H17) to 2009 were raised.

### **Strategic Priority for ‘Japan Supporting the Children and the Families’**

The ‘Japan supporting the children and the families’ strategic priority was summarized in December 2007 (H19) by the council for the countermeasures to the declining birth rate. It is absolutely imperative to tackle a structure which comprehensively supports the ‘building the comprehensive framework for supporting the next generation’ (‘supporting employment of the parent and child care both’ and ‘child care in the family’) simultaneously supporting ‘achieving the balance between work and life by revising styles of working (work life balance), for resolving the alternative structure of the employment and the marriage-delivery-child care.

Further, the ‘work life balance promotion public-private top conference’ was established in July 2007 consisting of the related cabinet ministers, business and labour circles, regional representatives, experts with the chief cabinet secretary as the chairman for ‘achieving the balance between work and life by revising the styles of working’ and the ‘work and life balance (work life balance) charter’ (hereafter referred as ‘the charter’) and ‘action plan for promoting the balance between work and life’ (hereafter referred as ‘action plan’) were determined in the December of the same year.

### **(The project team for The Countermeasures to The Falling Rate Starting from Scratch)**

The policy for creating the ‘new broad outline plan for countermeasures to the declining birth rate in the society’ is determined in December 2008 (H20) by the council for the countermeasures to the declining birth rate and the wide range of opinions from experts and all layers of the society are heard by the cabinet for contributing to the creation of the draft. In response to this, a ‘project team for the countermeasures to the declining birth rate starting from scratch’ is formed by the cabinet office in January 2009 and a proposal (countermeasures to the declining birth rate by all) is summarized in the June of the same year by holding 10 meetings with the minister in the charge of the countermeasures to the declining birth rate, regional meetings, panel discussion with students.

### **(Vision on Children and Childcare)**

In October 2009, a ‘children and child care vision (tentative) study working team’ consisting of three upper political divisions (cabinet minister, state secretary, parliamentary secretary) in charge of the countermeasures to the declining birth rate was established for formulating the new broad outline for the countermeasures to the declining birth rate. The opinions of the experts, business persons, persons of the local government in charge of child care etc. and public comments are heard and the ‘children and child care vision’ was approved by the cabinet on 29<sup>th</sup> January 2010 through council for the countermeasures to the declining birth rate.

### **(Revision of Family and Medical Leave Act)**

The partial amendment of the ‘Act on the Welfare of Workers Who Take Care of Children or Other Family Members Including Child Care and Family Care Leave’ was carried out in June 2009 (H21) for developing the environment in which both men and women can continue working along with child care to further promote the support for balancing work and child care. The main details were as described below – 1) revising style of working during the period of child care (the workers taking care of the children of age 3 or less are exempted from working overtime, expansion of the child care leave system (5 days of leave in case of one preschool child (same as present), 10 days if children are more than two), 2) achieving the working style for fathers that enables them the child care (if both the parents are to take child care leave at a time, 1 year maternity leave can be taken up to 1 year and 2 months (currently 1 year) (father, mother child care leave) (the amended act will be effective from 30<sup>th</sup> June 2010 (H22) as a rule).

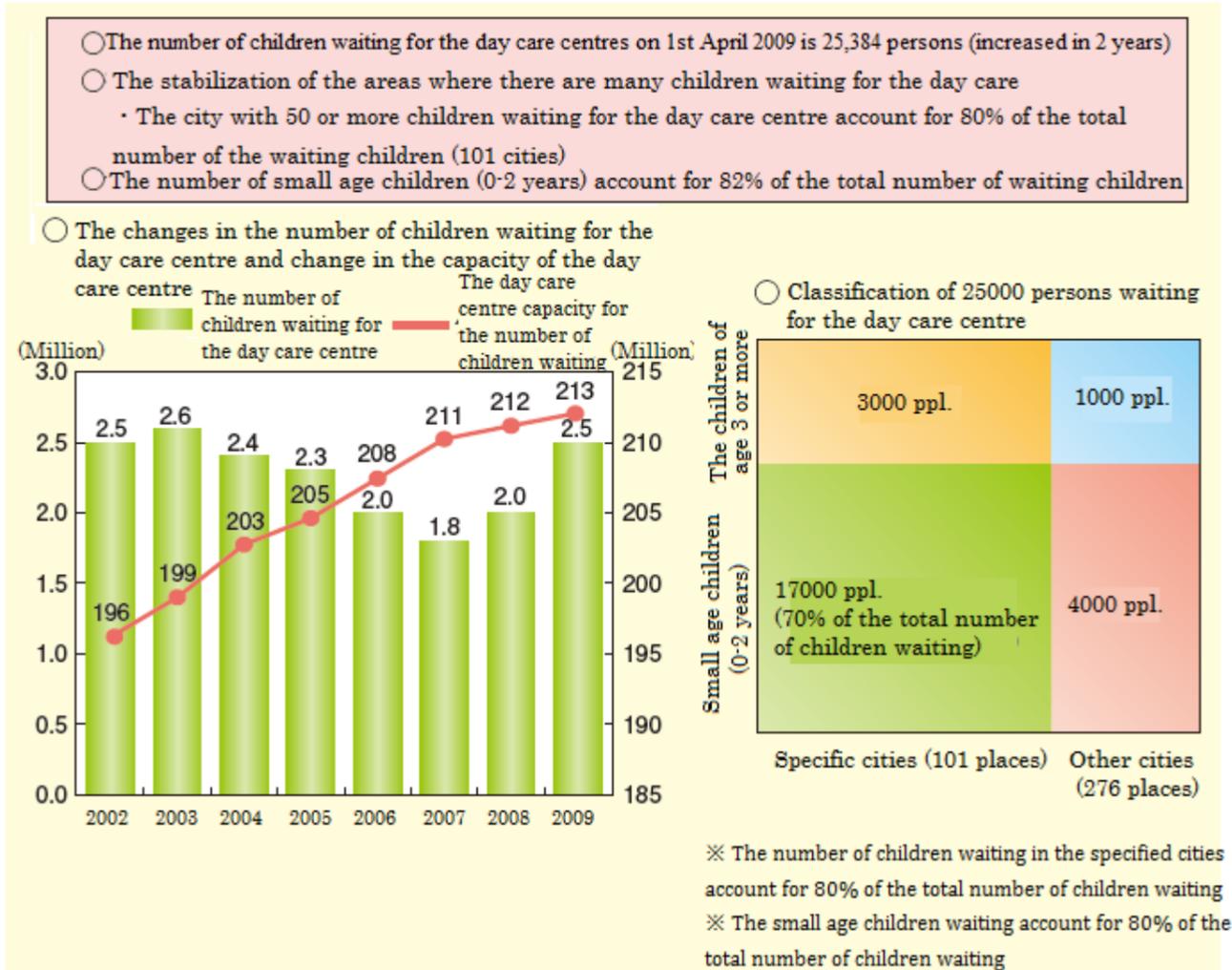
### **(Local Government Reform Promotion Related (Minimum Standards for the Day Care Centre))**

As per the local government reformation plan approved by the cabinet in December 2009, an ordinance was prescribed by the state that the minimum standards of the day care centre such as standards for the location of the childminder, living room area standard, child care details (day care centres child care guidelines), and kitchens should be followed according to the National standards, and establishment of outdoor playground, fireproofing standards and other items should be considered as ‘should be followed as reference’ according to the National standards. Further, for the area of the living room, it will be restricted to a part of the Tokyo as a temporary measure to eliminate the waiting list. The standards different from the national standards can be prescribed when there are reasonable grounds to do so

### **(The Countermeasures for the Waiting List of the Day Care Centres)**

The number of children on the waiting list for the day care centres has been on increase since two years and has reached 25384 persons (increase by 5834 persons from that of last year).

**Diagram Status of the children on the waiting list for the day care center**



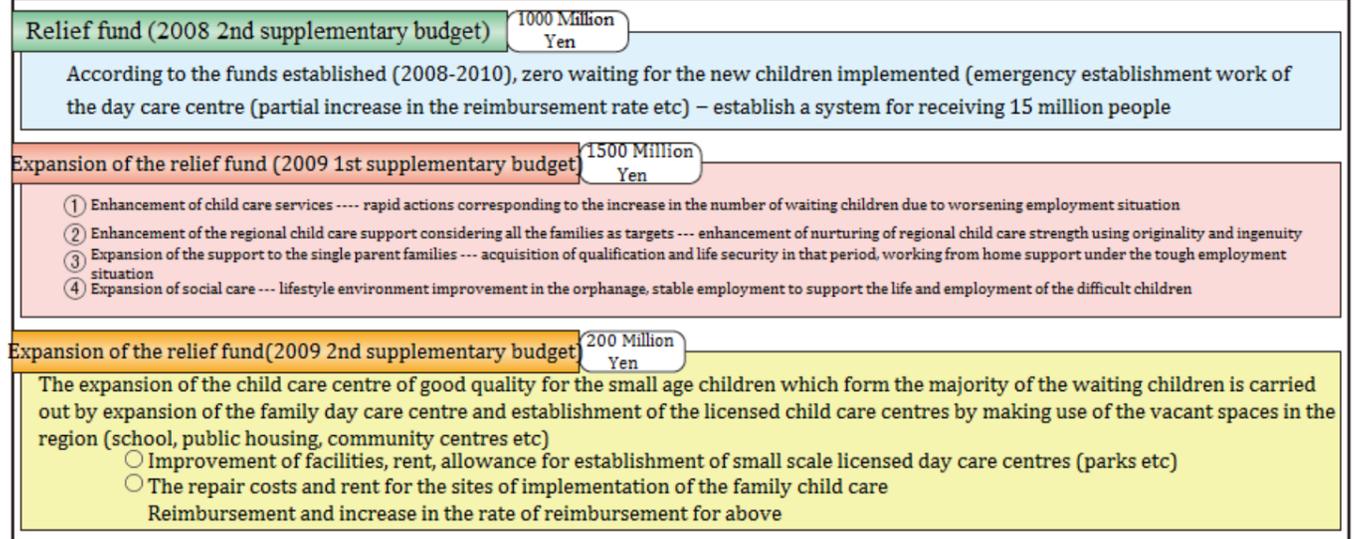
Particularly, the elimination of the waiting list for the day care centre in the urban areas has become a pressing issue. Hence the amount for the 'child relief fund' established by the state in the 2008 (H20) annual 2nd supplementary budget has been increased in the 2009 primary – 2nd supplementary budget and the further enhancement of the child care service and promotion of the day care centre maintenance are addressed. Further, the expansion of the child care centre of good quality for the small age children which form the majority of the waiting children is carried out by expansion of the family day care centre and establishment of the licensed child care centres by making use of the vacant spaces in the region (school, public housing, community centres etc.) (Relief fund total amount – 2700 Million Yen).

**Diagram 'Expansion plan for the child care service using 'Relief fund'**

**Summary of Relief Fund**

**Relief Fund Total Amount (National Expenditure) - 2700 Million Yen**

2008 2nd supplementary budget 1000 Million Yen  
2009 1st supplementary budget 1500 Million Yen  
2009 2nd supplementary budget 200 Million Yen



**(Building a Comprehensive and Unified System for Supporting the Next Generation Including the Integrated Nursery)**  
The opening of the 'children and child care new system study conference' was determined by the council for the countermeasures to the declining birth rate' in January 2010, for study of building a comprehensive and unified system for supporting the new generation child care, displayed in the 'Emergency economical countermeasures for tomorrow's security and growth' (cabinet approval in December 2009), 'new growth strategy (basic policy)' (same), 'children and child care vision' (cabinet approval in January 2010). The discussions will be held for establishing the basic direction in June of the same year approximately.

**Diagram Regarding the children and child care system review conference**

**Regarding 'Children and Child Care System Review Conference' (29<sup>th</sup> January 2010 Council for determining the countermeasures to the declining birth rate in the society)**

- 1. Purpose**  
Based on the 'economical countermeasures for tomorrow's security and growth' (8<sup>th</sup> December 2009 Cabinet approval), to hold a 'children and child care new system review conference' for carrying out study to build a comprehensive and unified system for supporting the new generation child care including the integrated nursery.
- 2. Members**
  - (Co-chairman) Minister in-charge of National Strategy  
Minister in-charge of Special assignment ministry (countermeasures to the declining birth rate)  
Minister in-charge of Special assignment ministry (administrative reforms)
  - (Members) Minister of Public Management, Home Affairs, Posts and Telecommunications  
Finance Minister  
Minister of Education, Culture, Sports, Science and Technology  
Minister of Health  
Minister of Economy, Trade and Industry  
Other, the persons designated by the Chairman as per requirement
  - ※ Alternatively, working groups are established.
- 3. Schedule**  
Establishing the basic direction in June 2010 approximately

### (Establishing Child Allowance)

From the view point of supporting every single child in the next generation society, the 'child allowance' was established targeting the children till the completion of the intermediate school, the necessary bills for payments of 2010 were submitted to the regular session of 2010, and the bill was enacted in the March of that year. Further, the amount for each child 13000 Yen (annual 156000 Yen) has been granted for 2010.

### (Free of Cost High Schooling)

The necessary bills for exempting the tuition fees for the collegiate institutes and providing high school grants to devote the tuition fees for students of the high school except collegiate institute were submitted in the regular session of 2010, for addressing the alleviation of the economic burden for high school education and for contributing towards equal opportunities in the education. The bill was enacted in the March of that year. Further, the households of the private high schools have been granted the school grant (low income households will be given a certain amount 1.5-2 times (annual 118800 Yen) based on their income (determined according to the amount of municipal tax income rate).

### (Childcare Allowance for Single Father Families, Continuous Provision for Mother and Child Together of Social security)

In view of the living conditions of the single father families which are not provided with the child care allowance, the necessary bills for taking the custody of a child who do not want to live with his mother, and providing the allowance to the father who want to take the custody of the child, are submitted in the regular session of 2010, for addressing the promotion of stability and independence in the lives of the households (plan is to start the provision for single father families from August). Further, social security of mother and the child together was resurrected in December 2009; the payment will be continued in 2010 as it is.

### (Enhancement of Perinatal Care System)

The further development is required for the perinatal care system for achieving the medical environment in which the people can raise the children securely. The 'group report related to the security and cooperation of the perinatal care and emergency medicine' has been received in March 2009 and the perinatal care system development guidelines are revised in January 2010, based on the guidelines for implementing the perinatal care system project.

Further, in 2010 budget, based on the report described above, the financial support has been allocated for allowance of the medical practitioners for securing the medical practitioners in charge of neonatal care, besides allotting the financial support for NICU (Neonatal Intensive Care Unit) and MFICU (Maternal Foetal Intensive Care Unit) of total perinatal medical centre and regional perinatal medical centre.

### (Main Countermeasures for Children and Childcare in Budget 2010)

The total amount is 3 trillion 4488 million Yen (last year it was 1 trillion 6562 million Yen) for the children and child care in 2010 budget.

## Section 3 Initiatives for Achieving the Balance between Work and Life (Work Life Balance)

### 1. Implementation of Labour Framework

The 'work life balance promotion public-private top conference' made up from the representatives of the related cabinet ministers, economic circles, Labour circles, local public entities have formulated the 'work and life balance (work life balance) charter' (hereafter referred as 'charter') and 'action plan for promoting the balance between work and life' (hereafter referred as the 'action plan') in December 2007 and pursued the initiatives for achieving the work and life balance by carrying out radical reforms in the style of working up till now 2007, by considering the public and private sectors as one.

The 'work and life balance cooperated implementation and review committee' (hereafter referred as 'coordinated implementation and review committee') is established in April 2008 (H20) under the 'work life balance promotion public-private top conference'. In 'coordinated implementation and review committee', the inspection and review of the 'charter' and the 'action plan' is carried out and the reports and opinions for status of each initiative are exchanged for all, for addressing the coordinated implementation between concerned persons. Further, in the 'coordinated implementation and review committee, the emergency declaration was compiled in April 2009 (H21) as the concerned voices were raised to the effect that the initiatives for the work and life balance have been stalled amongst the worsening economic situation in the later half of the year. In the August of that year, the 'work and life balance (work life balance) report 2009' was compiled.

## Diagram

## Charter and Action Plan

### Work and life balance (work life balance) charter and action plan

○ Established by tripartite agreement in the public-private top conference, in December 2007

#### 「Charter」

Indicates the major direction for implementing the balance between the work and life

#### The structure of a company which has achieved the balance between work and life

Each citizen works by thinking of challenges and sense of fulfilment, takes responsibility besides work. The company which can select and achieve diverse ways of living corresponding to each stage in the life, child care period, mature stages etc, for family as well as community life

- ① The company in which the economic self sufficiency is possible by employment
- ② The company in which the time for healthy and rich lifestyle can be secured
- ③ The company in which diverse ways of working and living can be selected

#### 「Action plan」

<<Example of 14 numeric targets>>

- The number of freeters  
Current - 187 million persons, 2017 - 144.7 million persons
- Annual rate of sick leave  
Current - 48.1%, 2017 - All obtained
- Child care and family time for men having children below 6 years of age (1 day)  
Current - 60 minutes, 2017 - 2 hours 30 minutes
- ※ Current indicates during formulation of an action plan

#### Role of each person

##### Business and working people

Discussion for how to proceed effectively matching with individual circumstances of the company, initiatives by self motivation is the basic idea

##### 「Main basic initiative」

- Achieving awareness, flexible ways of working for reformation of the work environment by the leadership of the top management
- The improvement of the productivity per hour by business review

##### National and local governments

Actively implementing social foundation for child care support corresponding to the diverse ways of methods along with actively supporting the initiatives of the businesses, working people and residents

##### 「Main basic initiative」

- Promotion of consensus building of politics, labour, management and understanding of residents
- Strengthening of development and supervision of institutional framework
- Support to business initiatives (advice, provision, collection of good practices, grants for small businesses, reward system etc)

##### Inspection and review of progress situation

- Monitors and assesses the progress as a whole, reflect in the policy by using achievement indices 'balance between work and life'
- For carrying out inspection and review of the charter and action plan, establish a place for inspection carried out by academic experts, and labour and management representatives

### 2. Initiatives of the Country

#### (1) Building the Momentum for The People's Initiatives

##### A. National Movement for Implementing the Balance between Work and Life

###### 「Change! Japan」 campaign

The campaign for people's participation has started from June 2008 (H20) with the keywords 'Change! Japan'. The call to 'change the way to work' has reached to wide range of people under the key words 'Let us try changing our way of working once'. Its symbol can be downloaded from the WEB, the system that can be used as one's own initiative has been constructed on the portal site of balance between cabinet work and life (2009 (H21) May currently, Businesses, Groups registration 181, local public entities registration 96, individual registrations 633).

##### B. Issuing the (Mail Magazine) 「Change! Japan」 Correspondence

The delivery (once in a month) of the mail magazine 'Change! Japan! Correspondence' has started from October 2009.

##### C. Implementing the Survey Related to the Work Life Balance

The survey for the status of the initiatives carried out by the local public entities, literature and thesis for work life balance, statistics and survey list, the survey for digest archives, awareness survey for work life balance etc., are being implemented.

#### D. Lecturers for Each Type of Study Group, Seminars, Symposiums etc.

The lecturers are actively sent for all academic meets in which the work and life balance is the theme, and lectures and explanations are addressed for necessity of balance in work and life, idea of the charter and the action plan, role models in the business and local government.

#### (2) Encourage Companies

For implementing the balance between work and life in the company, the initiatives must be taken by the leadership of the senior management. Therefore, the ministers in charge of the countermeasures to the declining birth rate and gender equality visit the industry groups themselves to convey the idea of charter and policy to the senior management and request them to work in coordination for the gender equality plan, children and child care support measures since they are closely related to the balance between the work and the life.

#### (3) Revising the Style of Working for Men

Even though the percentage of the men who want to obtain child care leave is more than 30%, the rate of child care leave for men has remained at 1.23% (2008). Hence, the ‘experiences of a father for the child care leave’ created to help spreading the actual role models from obtaining the child care leave to recovery has been distributed to the hospitals and maternity centres and child care leave information is made known by holding the ‘symposium for child care leave of a father’.

#### (4) Revising Long Working Hours

The labour standards act was amended in December 2008 aiming at preventing long working hours and working by securing the time for living hours the act was enforced in April 2010 (H22). The main details of the amendment are – 1) For the statutory overtime pay rate for overtime work, which is currently 25% is changed to 50% when the overtime exceeds 60 hours in a month 2) For the annual paid holidays, which is currently daily, is changed thus enabling taking the leave in hours to a maximum of 5 days

### 3 Corporate Initiatives

The initiatives for achieving the balance between the work and life, for the company, are not for the cost purpose, but are carried out actively considering them as the ‘future investments’. The interest for the same has been on rise in the companies. The companies establishing diverse working systems and formulating general plan of the action based on the Act for Measures to Support the Development of the Next Generation, are increasing.

The companies which have formulated the general action plan and which satisfy certain criteria such as the men have obtained the child care leave within planning period and the rate for obtaining the child care leave by women is 70% or more, can obtain the approval of the Minister of Health (End- June 2009 (H21) currently 818 companies (among that, 102 companies with less than 300 persons)).

The entrepreneurs who have obtained approval can attach the display mark (nickname: ‘Kurumin’) to the advertisements, products, recruitment advertisements etc. and can put an appeal as ‘they are the companies supporting the child care’.



Further, the amended act for measures to support the development of next generation enforced in April 2009 which incorporates development of the general plan of action, expansion of the notifiable targets, official announcement and popularisation of the general plan of action etc.

### 4. Regional Initiatives

The local public entities starting with the state, based on their respective characteristic of their area had taken initiatives for the implementation of the balance between work and life. The representative initiatives are described as below.

- The formulation of the proposal, declaration and establishment of a conference for implementing the balance between work and life
- Implementing a campaign and holding a symposium for building the social momentum, build
- Holding seminars, Providing information using HP etc.
- Dispatching advisors
- Corporate awards registration, approval and certification system
- Setting of Grant, Incentive system, Financing facility, Preferential interest rate
- Preferential treatment for the public contract of the qualified bidders

Prefecture labour bureau starts the labour and management for the state, establishes a ‘council for implementing the balance between the work and life’ consisting of the representatives of local public entities and academic experts, and carries out activities based on the regional characteristics for addressing the understanding for achieving the balance between work and life, and consensus building between related people.