

平成 20 年 2 月 26 日

雇用・就業形態の多様化のなかで非正規労働者の実態をつかむために
どう統計を整備したらいいのか

大沢真知子

比較対象とした統計

総務省『労働力調査』

『就業構造基本調査』

厚生労働省『毎月勤労統計調査』

『雇用動向調査』

『就業形態の多様化に関する総合実態調査』

『パートタイム労働者総合実態調査』

非正規労働者

パートタイマー、派遣労働者、臨時・日雇い労働者

1. パートタイマー

定義の違い

労働時間週 35 時間未満

職場の呼称

正社員と比べて一日あるいは週の所定労働時間が短い

2. 臨時・日雇い労働者

カバーされていない統計がある

毎月勤労統計調査ではカバーされていない

3. 派遣労働者

総務省の労働力調査、および厚生労働省の毎月勤労統計調査ではカバー
されていない（臨時に入っている？）

（1. ～ 3. については Houseman and Osawa(1995) Exhibit1.参照のこと）

4. 偽装請負、みせかけの自営業

実態を把握している調査統計がない？

5. 失業統計

1 年以上失業している労働者の実態が把握されていない？

Part-time and temporary employment in Japan

The need for less costly labor and protection against fluctuations in labor demand has helped push up part-time and temporary employment in Japan

Susan Houseman
and
Machiko Osawa

Part-time workers represent a large and growing share of employment in Japan. Part-time employment increased more than 80 percent between 1982 and 1992, accounting for slightly more than 16 percent of paid employment in 1992 (up from 11 percent a decade earlier), according to data from Japan's Bureau of Statistics.

Temporary workers also represent a large share of employment. Temporary workers hired directly by companies on short-term contract accounted for more than 11 percent of paid employment in recent years, according to Bureau of Statistics figures. Temporary help agencies, which are subject to considerable regulation, were prohibited prior to 1985. Although the number of temporary help, or dispatched, workers has grown rapidly since 1985, they still account for under 1 percent of paid employment.

This article discusses recent trends in part-time and temporary employment and the characteristics of these "nonregular" workers and their employers. It also looks at the role of the Japanese industrial relations system, public policies, and other factors in the development of part-time and temporary employment.

Data definitions and sources

The terms part-time and temporary employment are defined somewhat differently in Japan and the United States. Moreover, the definitions often differ by survey in Japan. Therefore, a brief discussion of the concepts of part-time and

temporary employment used in selected Japanese surveys is necessary.

A number of periodic and special surveys contain information about part-time, temporary, dispatched, and other types of nonregular workers in Japan. The definitions of part-time and temporary workers used in surveys cited in this article are summarized in exhibit 1.

Most of the data used in this article are from the Employment Status Survey conducted by the Bureau of Statistics. This periodic, household survey provides detailed information about part-time, temporary, and other forms of nonregular employment. The survey has been conducted at 5-year intervals in recent years; the latest survey was in 1992.

In the Bureau of Statistics Employment Status Survey and the Ministry of Labor Survey on the Status of Part-Time Workers, a part-time worker is defined as an employee whose position is classified as part time by the employer; a part-time employee does not necessarily work fewer hours than a full-time employee. In 1990, 20.6 percent of workers classified as part time by their employer worked as many hours as did regular, full-time workers.¹

The set of personnel practices that applies to these workers distinguishes them as part time. For example, in large- and medium-sized Japanese companies, regular full-time workers typically are given commitments of lifetime employment and the wages and promotions of these workers are determined to a large degree by seniority. Practices of lifetime employment and *nenko* (seniority-based)

Susan Houseman is a senior economist at the W.E. Upjohn Institute for Employment Research in Kalamazoo, MI. Machiko Osawa is professor of economics at Asia University in Tokyo.

Exhibit 1. Summary of data definitions in selected Japanese surveys

Survey	Part-time workers	Temporary and day workers	Dispatched workers	Comments
Bureau of Statistics, Employment Status Survey (household survey conducted every 5 years)	classified as part time in workplace; separate category for arubaito, defined as student or other person with a side job, reported	<i>temporary</i> : employed on a contract lasting more than 1 month but less than 1 year; <i>day</i> : employed on a contract of less than 1 month's duration	workers hired from a dispatching (temporary help) agency	data on part-time workers reported since 1982.
Bureau of Statistics, Labor Force Survey (monthly household survey)	separate category not reported; may construct category defined as work less than 35 hours per week	<i>temporary</i> : employed on a contract lasting more than 1 month but less than 1 year; <i>day</i> : employed on a contract of less than 1 month's duration	separate category not reported; counted as temporary worker if employment contract less than 1 year	.....
Ministry of Labor, Survey of Employment Trend (biannual establishment survey)	work fewer hours per day or days per week than regular workers	<i>temporary</i> : employed on a contract lasting at least 1 month but less than 1 year; <i>day</i> : not covered by survey	separate category not reported; counted as temporary worker if employment contract less than 1 year	survey excludes workers on contract for less than 1 month, establishments with fewer than five regular employees, the agricultural sector, and some components of the services sector. Data on part-time workers reported since 1978.
Ministry of Labor, Survey on the Diversification of Employment (one-time survey of establishments and workers)	work fewer hours per day or days per week than regular workers	<i>temporary/day</i> : hired on a temporary basis but whose hours are the same as regular workers	workers hired from dispatching (temporary help) agency	survey sampled establishments with 30 or more regular workers in seven major sectors.
Ministry of Labor, Monthly Labor Survey (monthly establishment survey)	work fewer hours per day or days per week than regular workers	not reported	not reported	data on part-time workers reported since 1990.
Ministry of Labor, Survey on the Status of Part-Time Workers (one-time survey of establishments and workers)	part time: (1) work fewer hours per day or days per week than regular workers, or (2) classified as part time in workplace; arubaito: student workers	not reported	not reported	survey sampled establishments with 5 or more regular workers in nine major sectors.

wages and promotions rarely apply to part-time workers.

The Employment Status Survey and the Survey on the Status of Part-Time Workers provide data on both part-time and arubaito jobs. An arubaito job is a "side" job taken by someone who is in school or who has regular employment elsewhere, while part-time jobs are held by those who do not have other employment and who are not classified by their employers as full time. Arubaito jobs typically are held by students; part-

time jobs generally are held by married women. In practice, part-time and arubaito jobs are quite similar and the terms often are used interchangeably.

Several surveys conducted by the Ministry of Labor (the Survey of Employment Trend, the Survey on the Diversification of Employment, and the Monthly Labor Survey) classify workers as part time if they work fewer hours per day or days per week than do regular workers. These surveys do not

Table 1. Nonregular workers in Japan as a percent of total paid employment, 1982-92

Year	Part time and arubaito			Temporary and day			Other	
	Total	Part time	Arubaito	Total	Temporary	Day laborers	Total	Dispatched
1982	11.0	—	—	11.5	.79	3.7	4.8	—
1987	14.2	10.1	4.1	12.0	8.9	3.1	4.2	.2
1992	16.1	11.3	4.8	11.2	8.4	2.8	3.9	.3

NOTE: Self-employed and family workers are excluded from the tabulations. For definitions of part-time, arubaito, temporary, day, and dispatched workers, see exhibit 1. Dash indicates data are not available.

SOURCE: Sōmuchō Tōkeikyoku, Shūgyōkōzō Kihonchōsa hōkoku, various issues (Bureau of Statistics, Management and Coordination Agency, Employment Status Survey).

distinguish between part-time workers and arubaito. In the Bureau of Statistics Labor Force Survey, a monthly household survey, individuals are asked their actual weekly work hours. It is thus possible to tabulate the number of workers who work fewer than 35 hours per week. However, such a tabulation would miss many part-time workers who work long hours but are nonetheless classified as part time in their workplace, and it may include workers temporarily on short-time who are classified as regular workers in their place of employment.²

Japanese data on part-time employment are available since 1978 in the Ministry of Labor Survey of Employment Trend; since 1982 in the Bureau of Statistics Employment Status Survey; and since 1990 in the Ministry of Labor Monthly Labor Survey. One can construct a longer time series from the Bureau of Statistics Labor Force Survey by selecting an hours-per-week cutoff to define part-time employment.

Temporary workers in Japanese statistics refer to employees hired for a limited duration. The Bureau of Statistics Employment Status Survey distinguishes between temporary and day workers. A temporary worker is someone employed on a contract lasting more than 1 month, but less than 1 year; a day worker is someone employed on a contract of less than 1 month's duration. In the Employment Status Survey, temporary and day workers are hired directly by a company. Dispatched workers are those on temporary contract, hired from a temporary help agency. In other government statistics, a separate category for dispatched workers is not reported—workers are counted as temporary employees if the duration of their labor contracts is for less than 1 year with the company or the temporary agency.

In addition to data on part-time and temporary employment, some surveys provide information about other forms of nonregular employment: shukko workers (individuals who have been transferred to a subsidiary of the parent company); registered or on-call workers (individuals registered with a company as being available for work); and contract workers (individuals hired by special arrangement from another company). These nonregular employees represent a relatively small share of the work force and are not covered in this article.

Overview of nonregular employment

Despite differences in definitions, data from various sources depict similar trends in part-time and temporary employment. The percentage of Japanese employees who are part time has increased dramatically over the last decade, while the percentage of temporary workers has remained fairly constant. According to the Bureau of Statistics Employment Status Survey, the rate of part-time and arubaito employment increased from 11.0 percent of total paid employment in 1982 to 16.1 percent in 1992. This rise may be attributed to an increase both in part-time workers and in arubaito.

More than 11 percent of paid employees have been temporary workers since 1982. Temporary help agencies were prohibited in 1947 because Japanese officials believed that, before World War II, they had exploited workers. These agencies were legalized in 1985, but subjected to considerable regulation. As a result, the share of temporary help, or dispatched, workers in paid employment is fairly small—0.3 percent in 1992—although it is rapidly growing. (See table 1.)

Overall, nonregular workers in Japan are disproportionately female. According to the Bureau of Statistics Employment Status Survey, about half of arubaito are women, while more than 90 percent of part-time workers are women. (See table 2.) About two-thirds of temporary and day workers and 70 percent of dispatched workers are women. Male and female arubaito tend to be young and most are students. Male temporary workers tend to be either young and in school or in a first job, or old and presumably in semiretirement. Female part-time and temporary workers tend to be older; many are women who return to the labor force when their children reach school age.

According to the Employment Status Survey, in the decade from 1982 to 1992, the incidence of part-time employment rose dramatically as a percent of employment in virtually all sectors. (See table 3.) Apart from agriculture, where more than 30 percent of paid employment is part time,³ the rate of part-time employment is particularly high in wholesale and retail trade (28.1 percent in 1992), services (16.5 percent in 1992), and manufacturing (14.3 percent in 1992). Although

the share of temporary employment has remained relatively stable over the last decade in the aggregate economy, the rate has increased modestly in some sectors, including transportation and communications and services. The highest rates of temporary employment are in agriculture, fisheries, and construction, which is not surprising given the seasonal nature of work in these industries. As with part-time employment, temporary employment is important in the trade, services, and manufacturing sectors.

Because employment data by firm size are not available from the Bureau of Statistics Employment Status Survey, we use data from the Ministry of Labor Survey of Employment Trend. Results from this survey of 15,000 randomly chosen establishments are published annually. Data on part-time workers have been collected since 1988 in this survey and refer to those working fewer hours per day or fewer days per week than regular workers. As with the surveys conducted by Japan's Bureau of Statistics, the Survey of Employment Trend defines temporary workers as those on a contract of employment for a specified duration of at least 1 month but less than 1 year. If the duration of their contracts is less than 1 year, dispatched workers are counted as temporary workers.

The scope of the survey is limited in several important

respects. Workers with contracts lasting less than 1 month are not covered; as a result, the survey excludes day workers. The survey also excludes establishments with fewer than five regular employees. Finally, the survey excludes the agriculture sector and some components of the service sector (household services, education, and government operations in foreign countries). Because of differences in the definition of part-time and temporary employment and differences in the sectoral coverage of the two surveys, the share of part-time and temporary employment reported in the Ministry of Labor Survey of Employment Trend is considerably less than that reported in the Bureau of Statistics Employment Status Survey.⁴

The Survey of Employment Trend shows that the use of part-time and temporary employment is common, regardless of firm size, particularly in trade and services. (See table 4.) In the aggregate economy, the incidence of part-time employment is greater in small firms than in large ones, while the incidence of temporary employment is quite similar across firm size. The correlation between the rate of part-time or temporary employment and firm size varies considerably across industries, however. For example, the rate of part-time employment and the rate of temporary employment decline substantially with firm size in manufacturing, while the rates of part-time employment and temporary employment generally increase with firm size in the wholesale and retail trade sector.

Table 2. Distribution of nonregular workers in Japan by age and gender, 1992
[In percent]

Age and gender	Part time	Arubaito	Temporary and day	Dispatched
Both sexes				
All ages	100.0	100.0	100.0	100.0
15-19 .....	.7	21.3	7.5	1.8
20-29	8.1	43.6	19.9	45.4
30-39	20.3	9.2	14.7	25.8
40-49	37.8	9.3	23.8	14.1
50-59	22.7	6.4	18.4	6.1
60 and older	10.5	10.2	15.7	6.1
Men				
All ages	5.5	51.0	33.7	30.1
15-19 .....	.2	10.8	3.8	.6
20-29 .....	.6	24.6	9.2	11.7
30-39 .....	.3	3.1	2.8	5.5
40-49 .....	.4	2.5	3.6	3.7
50-59 .....	.8	2.4	4.9	3.1
60 and older	3.2	7.6	9.5	4.9
Women				
All ages	94.5	49.0	66.3	69.9
15-19 .....	.5	10.4	3.7	1.2
20-29	7.5	19.0	10.8	33.7
30-39	20.0	6.1	11.9	20.2
40-49	37.4	6.8	20.2	10.4
50-59	21.8	4.1	13.6	3.1
60 and older	7.3	2.5	6.2	1.2

NOTE: Self-employed and family workers are excluded from the tabulations. For definitions of part-time, arubaito, temporary, day, and dispatched workers, see exhibit 1.

SOURCE: Sōmuchō Tōkeikyoku, Shūgyōkōzō Kihonchōsa hōkoku (Bureau of Statistics, Employment Status Survey).

Determinants of nonregular employment

A combination of supply-side and demand-side factors and public policies explains the high incidence of part-time and temporary employment in Japan. As in the United States, part-time and temporary workers in Japan are disproportionately women. Because Japanese women typically have greater household and childcare responsibilities than men have, they often seek shorter hours or temporary assignments to balance demands on their time. The typical Japanese full-time, regular employee traditionally has worked substantially longer hours than his or her counterpart in other industrialized countries, although Japan's hours of work have recently begun to fall.⁵ Even though a sizable minority of regular part-time employees work the same number of hours as do regular full-time employees, most work shorter hours.

In addition, regular, full-time employees in large companies often are expected to accept transfers involving geographic relocation. Thus, certain aspects of Japanese industrial relations likely provide strong incentives for women to seek flexible forms of employment.

Public policies in Japan provide further incentives in the form of tax breaks for married women to work in part-time or temporary jobs. Secondary household earners who make less than 1.3 million yen annually (about \$13,000) do not have to