

“FY2001 Annual Report on the
State of Formation of a
Gender-equal Society”
and
“Policies to be Implemented in
FY 2002 to
Promote the Formation of a
Gender-equal Society”

Outline

[tentative translation]

This document has been compiled by the Cabinet Office
as a summary of the White Paper on Gender Equality.
For quotations, etc., please refer directly to the White Paper.

Cabinet Office

June 2002

**“FY2001 Annual Report on the State of Formation of a Gender Equal Society”
and
“Policies to be Implemented in FY2002 to Promote the Formation of a
Gender-equal Society”**

Outline

FY2001 Annual Report on the State of Formation of a Gender-equal Society

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FY2001 Annual Report on the State of Formation of a Gender-equal Society

Part 1 The State of Formation of a Gender-equal Society

Preface: The state of formation of a gender-equal society in each prefecture

Table 1 The percentage of assemblywomen, the percentage of women in managerial and administrative posts, and the labour force participation rate of women of child raising age in each prefecture

Percentage of assemblywomen in local assemblies (%)		Percentage of women in managerial and administrative positions (%)		Labour force participation rate of women of child raising age (30-39 years old) (%)	
Tokyo	20.1	Tokyo	5.6	Yamagata	76.2
Kanagawa	17.3	Okinawa	5.0	Toyama	72.4
Osaka	14.6	Tokushima	4.8	Tottori	72.4
Saitama	14.2	Kouchi	4.8	Fukui	72.3
Kyoto	10.6	Kyoto	4.4	Shimane	72.2
Aichi	9.0	Tottori	3.9	Niigata	71.6
Hyogo	9.0	Osaka	3.6	Ishikawa	71.3
Shiga	8.7	Fukuoka	3.5	Kouchi	71.2
Chiba	8.6	Hyogo	3.4	Akita	70.6
Nara	8.1	Shimane	3.4	Iwate	69.1
Fukuoka	7.6	Hiroshima	3.4	Kumamoto	68.1
Nagano	7.2	Yamanashi	3.3	Miyazaki	67.9
Mie	7.1	Nagasaki	3.3	Saga	67.5
Kouchi	6.6	Kumamoto	3.3	Fukushima	67.1
Shizuoka	6.4	Tochigi	3.1	Aomori	66.4
Gihu	6.3	Gunma	3.1	Nagano	63.9
Tochigi	5.6	Saitama	3.1	Nagasaki	63.5
Hiroshima	5.6	Kanagawa	3.1	Kagawa	63.5
Shimane	5.5	Fukui	3.1	Tokushima	63.4
Okayama	5.5	Okayama	3.1	Oita	62.0
Yamaguchi	5.5	Yamaguchi	3.1	Okinawa	61.9
Ibaraki	5.4	Ehime	3.1	Yamanashi	61.6
Okinawa	5.4	Saga	3.1	Gifu	61.5
Hokkaido	5.2	Fukushima	3.0	Kagoshima	61.5
Wakayama	5.1	Aomori	2.9	Okayama	61.4
Tottori	5.1	Yamagata	2.9	Shizuoka	61.3
Kagawa	5.1	Wakayama	2.9	Miyagi	61.1
Gunma	4.8	Miyazaki	2.9	Yamaguchi	60.9
Tokushima	4.7	Shiga	2.8	Mie	60.6
Toyama	4.6	Oita	2.8	Tochigi	60.6
Niigata	4.4	Hokkaido	2.7	Gunma	60.3
Yamanashi	4.4	Chiba	2.7	Ehime	59.5
Saga	4.3	Ishikawa	2.7	Hiroshima	59.4
Oita	4.3	Aichi	2.7	Fukuoka	59.2
Ishikawa	4.0	Mie	2.7	Tokyo	58.3
Miyazaki	3.9	Miyagi	2.6	Ibaraki	57.4
Fukui	3.7	Ibaraki	2.6	Hokkaido	57.4
Miyagi	3.6	Niigata	2.6	Aichi	56.8
Iwate	3.5	Nara	2.6	Kyoto	56.5
Kagoshima	3.4	Kagawa	2.6	Shiga	56.2
Aomori	3.2	Iwate	2.5	Wakayama	55.5
Nagasaki	3.2	Toyama	2.5	Chiba	53.3
Akita	3.0	Shizuoka	2.5	Saitama	52.6
Ehime	2.9	Nagano	2.4	Hyogo	52.1
Kumamoto	2.9	Gihu	2.4	Osaka	51.7
Fukushima	2.8	Kagoshima	2.3	Kanagawa	51.2
Yamagata	2.7	Akita	2.2	Nara	48.3

Notes : The top two prefectures for (the urban areas of Tokyo and Kanagawa) and the top two prefectures for (the provincial areas of Yamagata and Toyama) are indicated in bold.

Source: Cabinet Office (2001); & Population Census (2000), Ministry of Public Management, Home Affairs, Posts and Telecommunications

The percentage of assemblywomen (in cities, wards, towns and villages) is high in large urban areas such as Tokyo, Kanagawa, Osaka, Saitama and Kyoto, but low in provincial areas.

The percentage of women in managerial and administrative posts such as management-level government employees, and executives in companies and organizations is high in Tokyo, Okinawa, Tokushima, Kochi and Kyoto. However, these areas are not clearly categorized geographically as either urban or provincial.

In contrast, the labour force participation rate of women of child raising age (regarded as 30~39 years old in this report) is high in provincial areas such as Yamagata, Toyama, Tottori, Fukui and Shimane, but low in large urban areas such as Nara, Kanagawa and Osaka.

This illustrates that women's participation is not geographically uniform, and varies widely field by field. Moreover, women's participation in some fields is greater in provincial areas than in large urban areas.

Low male and female employment rates in urban areas

Analysis of the employment rate of women in each prefecture in 2000 reveals that it was high in Fukui, Yamagata and Toyama and low in Nara, Osaka and Hyogo. On the other hand, the employment rate of men was high in Nagano, Toyama and Shizuoka but low in Okinawa, Fukuoka and Osaka. The employment rate of both men and women was low in urban areas.

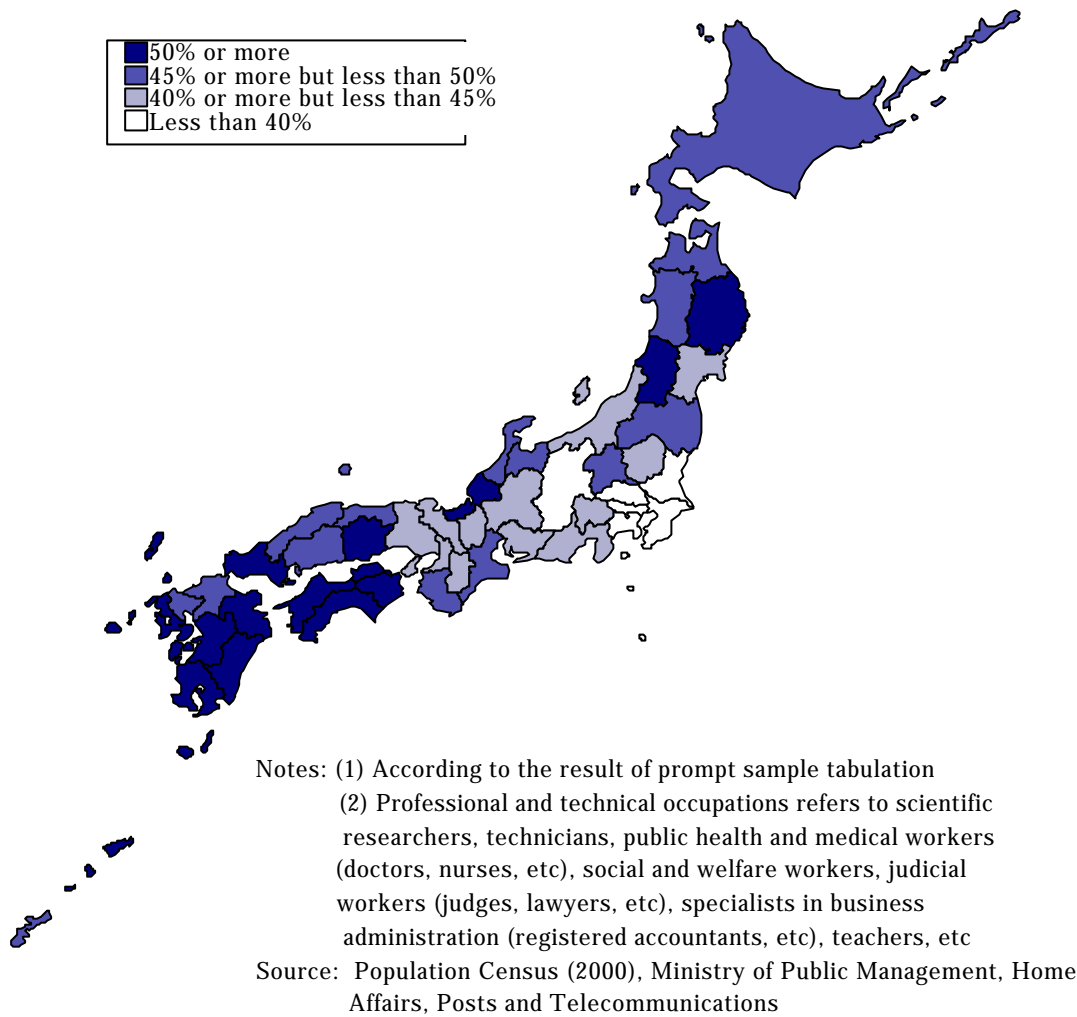
Employment rates for both men and women are high in third industries, but higher for men than women in secondary industries

Analysis of the distribution ratio of employees by industry in each prefecture reveals that more than 60 percent of female employees work in third industries in each prefecture, as do almost 60 percent of male employees. Analyzing this by prefecture, we see that more than 80 percent of female employees work in third industries in Okinawa, followed by high representation in Tokyo and Kanagawa. Male employment in this sector is high in Tokyo, Okinawa and Chiba. A higher percentage of men than women work in secondary industries; male employment in this sector is high in Shiga, Toyama and Gifu, and that of women is high in Gifu, Fukui and Toyama. Female employment in primary industries is high in Iwate, Aomori and Nagano, and that of men is high in Aomori, Kochi and Miyazaki.

Women account for a high percentage of professional and technical employees in Kyushu and Shikoku

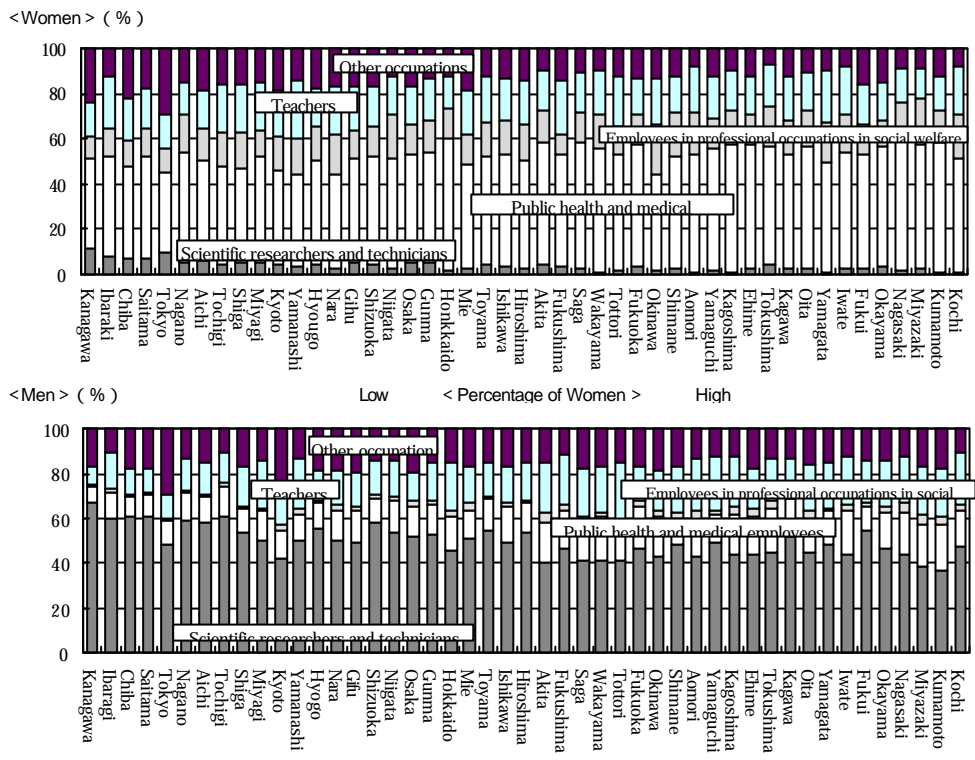
The percentage of women employed in professional and technical posts such as nurses and teachers is high in the Kyushu and Shikoku regions but low in the Kanto region (Figure 2).

Figure 2 The percentage of women in professional and technical workers in each prefecture



Analysis of a breakdown of employees in professional and technical posts reveals that in regions where the percentage of female employees is high, the percentage of women working in public health, medicine (predominantly nurses) and social welfare is also high. In contrast, in regions where the percentage of female employees is low, the percentage of women employed in other professional and technical posts, including science and technology researchers, and professionals in business administration and the judiciary is higher, and the scope of their occupations is wider. Teachers account for approximately 20 percent of female employees in all regions. Similarly, in regions and provincial areas where the percentage of female employees in professional and technical posts is high, the percentage of women working in people-oriented services such as public health, medicine and social welfare is also high. On the other hand, analysis of a breakdown of male employees in professional and technical posts reveals that the percentage of men employed as science and technology researchers is higher in areas where the percentage men working in professional and technical posts is higher. As the percentage of men in professional and technical posts falls, the percentage of men employed in social welfare, public welfare, medicine and education increases (Figure 3).

Figure 3 Breakdown of professional and technical workers in each prefectures

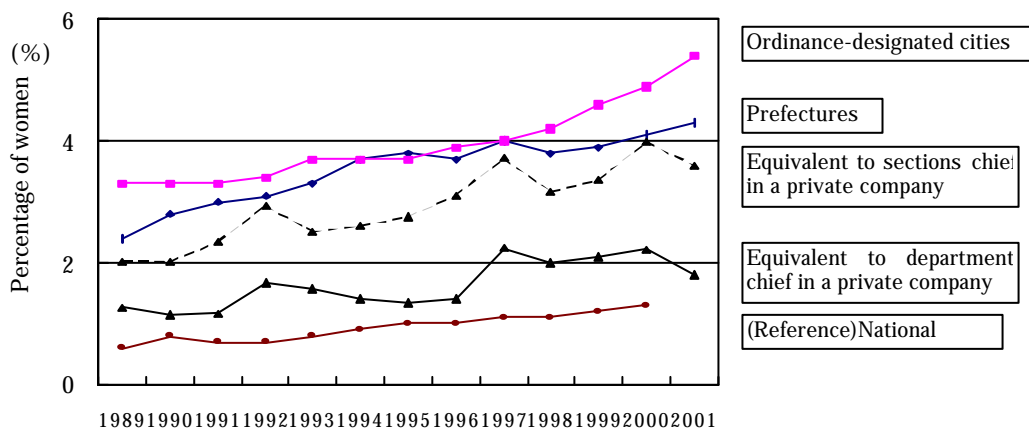


Notes: According to the result of prompt sample tabulation
 Source: Population Census (2000). Ministry of Public Management, Home Affairs, Posts and Telecommunications

The trend is for the number of women in managerial and administrative posts to increase, but the percentage remains low

Analysis of the status of women’s appointment to managerial and administrative posts in regional governments and private enterprises reveals that although the overall trend is for the number to increase, the percentage remains low (Figure 4).

Figure 4 Changes in the percentage of women in managerial and administrative posts in local public bodies and private enterprises



Notes: Positions equivalent to and above department chief in the central headquarters, branch offices or local offices of prefectural and ordinance-designated city governments, and vice-department chief in the central headquarters of national government (Type 1 Level 9 Government Employees and above)

Sources: Figures for national, prefectural and ordinance-designated city administrative positions up to 1993: Ministry of Health, Labour and Welfare, and the Cabinet Office for later years. For private companies: Basic Survey on Wage Structure, Ministry of Health, Labour and Welfare

The percentage of women in managerial and administrative posts in local public bodies in the prefectures reached the 3 percent level in 1991 and stood at 4.3 percent in 2001. This percentage has also been rising steadily in ordinance-designated cities and stood at 5.4 percent in 2001.

The percentage of women in posts equivalent to general manager or section manager in private enterprises has been rising, and stood at 1.8 percent for general managers and 3.6 percent for managers in 2001. The percentage of women in managerial and administrative posts in national government organizations remains lower than that of regional governments and private enterprises.

Factors hindering women's promotion to managerial and administrative posts

Analysis of a survey of companies regarding factors behind the scarcity of women in managerial and administrative posts reveals that the most common reason was “few women have the necessary knowledge, experience and judgment”, followed by “their period of continuous service is short and many quit before becoming managers” and “there are women with the potential to become managers, but none with the required length of continuous service”, all of which reflect the importance of work experience.

Moreover, an increasing number of companies indicate “women's average period of continuous service is shorter”, “there is a need to consider women's family responsibilities”, and “it is difficult to ask women to work outside of regular working hours or late at night” as reasons hindering women's promotion to managerial and administrative posts.

The shortness of a woman's period of continuous service is often pointed out as an obstacle to their appointment and promotion to managerial and administrative posts.

Female employees' length of service

Let us consider the status of female employees' length of service. The average length of service nationwide stands at 8.9 years but this varies greatly from region to region. The average exceeds 10 years in Toyama, Iwate, Tokushima, Fukui, Yamagata, Akita, Fukushima, Niigata, Shimane, Tottori, Tochigi and Shiga prefectures, and is on the rise in the Tohoku, Hokuriku, Chugoku and Shikoku regions (Figure 5).

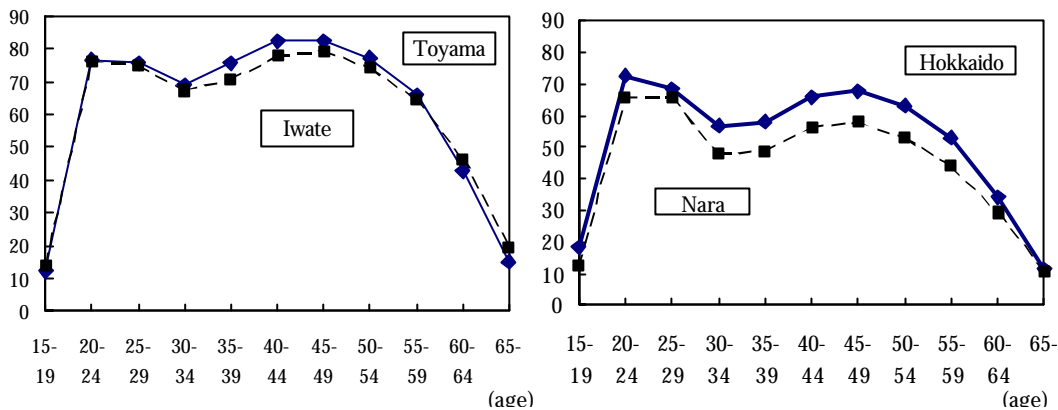
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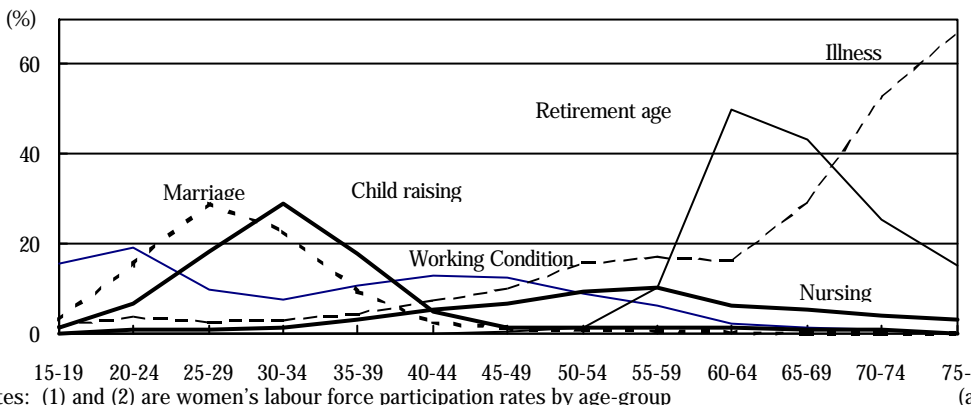
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Figure 6 Comparison of the M-shaped curve and reasons for discontinuation of work

(1) Regions with long periods of continuous service (%) (2) Regions with short periods of continuous service (%)



(3) Reasons for discontinuing work (%)



Notes: (1) and (2) are women's labour force participation rates by age-group
Sources: Population Census (2000) & Employment Status Survey (1997), Ministry of Public Management, Home Affairs, Posts and Telecommunications

Family support

In prefectures where the period of continuous service is long, family support for balancing of women and men's work, and their family is thought to be a significant factor. Specifically, the family support given by parents living together, which relieves the burden of housework and child raising by cohabiting with parents, is thought to be one factor behind the longer period of continuous service.

Analysis of the relationship between households living together with parents and women's period of continuous service reveals that prefectures in which their period of continuous service is long also have a high percentage of households living together with parents. In contrast, there is a tendency for this percentage to be low in prefectures in which women's period of continuous service is short.

Further support for balancing of women and men's work and child raising is necessary

The existence of family support is thought to influence women's length of service. For example, the percentage of working mothers in households with children under six years of age was higher in households living together with parents than in nuclear families.

Analysis of changes in household composition reveals that the number of households living together with parents is on the decline. However, the total number of working mothers in households with children under six years of age is constant, and the number of working mothers in nuclear families with children under six years of age is increasing.

Given that the number of households living together with parents is decreasing, provision of further support for balancing of women and men's work and child raising to mothers with infants living in nuclear families is of great importance. For instance, there is a correlation between the percentage of double income households and the attendance rate for daycare centers in each prefecture, and this can be said to endorse the importance of support for balancing.

Chapter 1 Women's participation in policy decision-making processes

Increase in the percentage of female Diet members

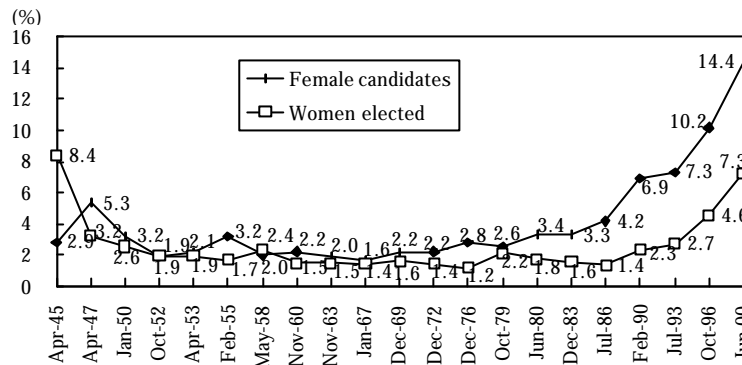
With the exception of one period after the war, the percentage of female Diet members in the House of Representatives fluctuated between one and two percent until the 38th elections in 1986. However, this has increased significantly since introduction of a system combining single-seat constituencies and proportional representation for the 41st elections in 1996, and stood at 7.5 percent (36 women) as of January 2002.

Likewise, female representation in the House of Councilors has tended to rise from the initial 4 percent in the 1st elections of 1947, and increased greatly from the previous level of 8.7 percent to 13.1 percent in the 15th elections in 1989. This percentage has continued to rise, reaching 15.4 percent (38 women) in 2001 when a system combining an open list system with proportional representation was introduced for the 19th elections.

Increase in the percentage of women candidates and women being elected

Analysis of the percentage of female candidates and women being elected (successful female candidates) in national government elections shows that the percentage of female candidates for the House of Representative has exceeded the percentage of women elected since the 29th elections of 1960. The trend is for both the number of female candidates and the number of women elected to increase. In particular, women accounted for 14.4 percent of all candidates and 7.3 percent of those elected in the June 2000 elections, a significant increase over the 10.2 percent of candidates and 4.6 percent of those elected in the elections of October 1996 (Figure 7).

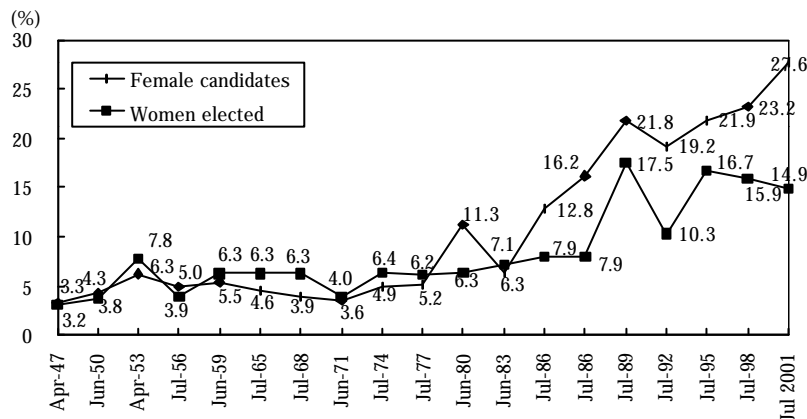
Figure 7 Changes in the percentage of women candidates and women being elected to the House of Representatives



Source: Ministry of Public Management, Home Affairs, Posts and Telecommunications

Furthermore, the percentage of female candidates for the House of Councilors has increased steadily since the 13th elections in 1983, and rose from 23.2 percent in the 18th elections of 1998 to 27.6 percent in the 19th elections of 2001. On the other hand, the percentage of women elected in the 19th elections of 2001 was 14.9 percent, and this has been slowly declining since the 17th elections of 1995 (Figure 8).

Figure 8 Changes in the percentage of women candidates and those successfully women elected to the House of Councilors



Source: Ministry of Public Management, Home Affairs, Posts and Telecommunications

While the percentage of women elected to both the House of Councilors and the House of Representatives has been rising in the long-term, the percentage of female candidates rises more exceedingly, suggesting women are becoming increasingly interested and enthusiastic about participating actively in politics.

Long-term increase in the percentage of women working as national public officers

The percentage of women listed on Salary Schedule for Administrative Services () has been increasing since FY 1985. Analysis of the percentage of female national public officers in FY2000 by job grade reveals that although 34.3 percent more than one third of employees are women and undertake regular duties in Grade 1 posts, the percentage of women falls in the higher-grade posts. The percentage of women working in Grade 4-6 posts equivalent to unit chief in a Ministry lies within the 10 percent level, and this drops further to approximately 1 percent for Grade 9-11 posts equivalent to division deputy director or division director in a ministry. The percentage of female national public officers varies significantly with job grade.

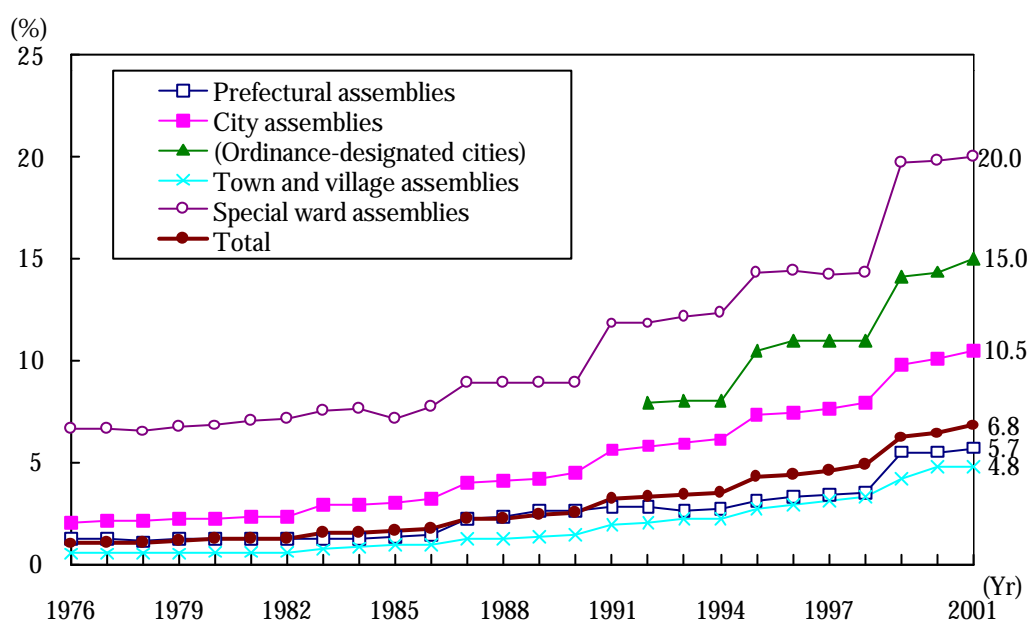
Steadily increasing percentage of female members of national advisory councils and committees

Membership of advisory councils and committees in each Cabinet Office and each Ministry was reviewed in conjunction with their integration in January 2001. Consideration to promote the appointment of women to national advisory councils and committees resulted in their representation rising above the previous year's value to 24.7 percent as of 30 September 2001, although the number of councils and council members being reduced to less than half of the pre-unification value.

Wide variation in female participation in local assemblies

Analysis of the percentage of assemblywomen in prefecture, municipal and special ward assemblies shows that at the end of 2001, women's participation stood at 20.0 percent in the ward assembly with the highest percentage of assemblywomen, and 15.0 percent in the ordinance-designated city. Women's representation in city assemblies in general stood at 10.5 percent, 5.7 percent in prefecture assemblies and at 4.8 percent in town and village assemblies. The trend is for women's participation to be higher in large cities and lower in rural areas (Figure 9).

Figure 9 Changes in the percentage of female members in local assemblies



Notes: (1) As of December each year

(2) Ordinance-designated cities: Sapporo, Sendai, Yokohama, Kawasaki, Chiba, Nagoya, Osaka, Kyoto, Kobe, Hiroshima, Kitakyushu and Fukuoka

Sources: Figures for prefectural assemblies, city assemblies, town and village assemblies and for special ward assemblies: Ministry of Public Management, Home Affairs, Posts and Telecommunications. Figures for ordinance-designated cities: National Association of Chairpersons of City Councils

The percentage of female local government officers in managerial and administrative posts

In 2001, the percentage of female local government officers in managerial and administrative posts stood at 4.3 percent in the prefectures and 5.4 percent in ordinance-designated cities. The trend is for this percentage to rise, and it has increased significantly in ordinance-designated cities in particular since 1998.

Increasing percentage of women in the judiciary

The percentage of female judges, assistant judges, public prosecutors and lawyers is increasing overall. In particular, the percentage of female lawyers increased significantly over the previous year. However, whereas the total number of assistant judges has increased, the number of women has remained almost the same, and their percentage is falling slightly.

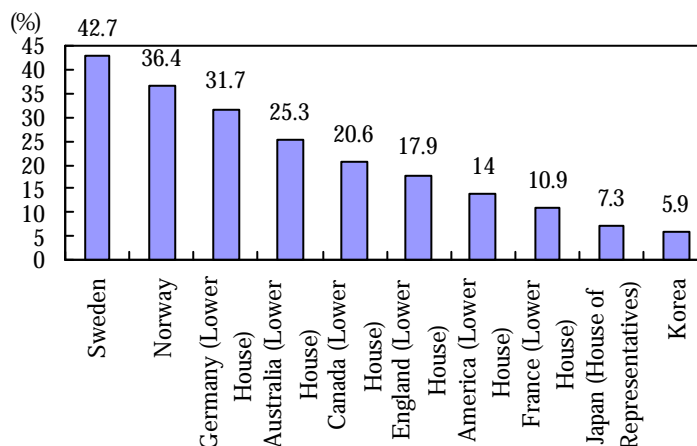
The percentage of women passing the National Bar Examination fluctuates year on year, but it has risen steadily from 8.4 percent in 1976 to 22.5 percent in 2001, and further increases in the percentage of women in the judiciary are expected.

International comparison of the percentage of female Diet members

According to an IPU (Inter-Parliamentary Union) survey, Scandinavian nations lead in an international comparison of the percentage of female (as of 1 March 2002).

Although the number of female parliamentarians in Japan is increasing, it remains at an extremely low value when compared to other countries. France, Korea and other countries have introduced a quota system and taken other measures to actively increase the number of female parliamentarians (Figure10).

Figure 10 International comparison of the percentage of female parliamentarians (Lower house or single house)



Notes: Figures as of 1 March 2002

Sources: Inter-Parliamentary Union documents

Human development indices

According to the Human Development Report published by the United Nations Development Program (UNDP) in 2001, Japan ranked 9th out of the 162 countries measurable in terms of the Human Development Index (HDI); 11th out of the 146 countries measurable in terms of the Gender-Related Development Index (GDI); and 31st out of the 64 countries measurable in terms of the Gender Empowerment Measure (GEM). Japan's GEM ranking falls significantly behind its HDI and GDI rankings. However, the percentage of female members of the House of Representatives rose sharply from 4.6 percent to 7.3 percent in the elections of June 2000, and Japan's GEM value improved from 41st in the previous year to 31st at this time.

Countries with the top five GEM rankings are Norway, Iceland, Sweden, Finland and Canada. Both the HDI and GEM rankings are high in these countries.

Note:

HDI (Human Development Index)

The HDI is a composite index that measures how far basic human abilities have been developed by assessing the level of achievement of three basic factors "the ability to live a long healthy life", "knowledge" and "living standards worthy of humans". In concrete terms, it is calculated using average life expectancy, the standard of education (adult literacy rate and school attendance rate) and adjusted income per capita.

GDI (Gender-Related Development Index)

Like the HDI, the GDI measures the level of achievement of basic human abilities, but in doing so, it also considers inequalities in the levels of achievement of men and women.

Like the HDI, it is also calculated using average life expectancy, the standard of education and income per capita, but penalties corresponding to gender differences are deducted, and it can be thought of as an "HDI adjusted for gender inequalities".

Gender can be defined as sexual differences created by social and cultural factors. It is distinguishable from sex, which refers to biological sexual differences.

GEM (Gender Empowerment Measure)

This is a measure of whether women are able to participate actively in economic and political life, and in decision-making. Whereas the HDI focuses on the expansion of human abilities, the GEM focuses on whether people are able to use these abilities to take advantage of various opportunities throughout their lives.

In concrete terms, it is calculated using women's income, the percentage of women holding professional and technical posts, the percentage of women holding administrative or managerial posts and the percentage of women Diet members.

The UNDP has advised that a new method for calculating data was adopted for the 1999 report onwards, and comparison cannot be made with values listed in the reports prior to and including the 1998 report.

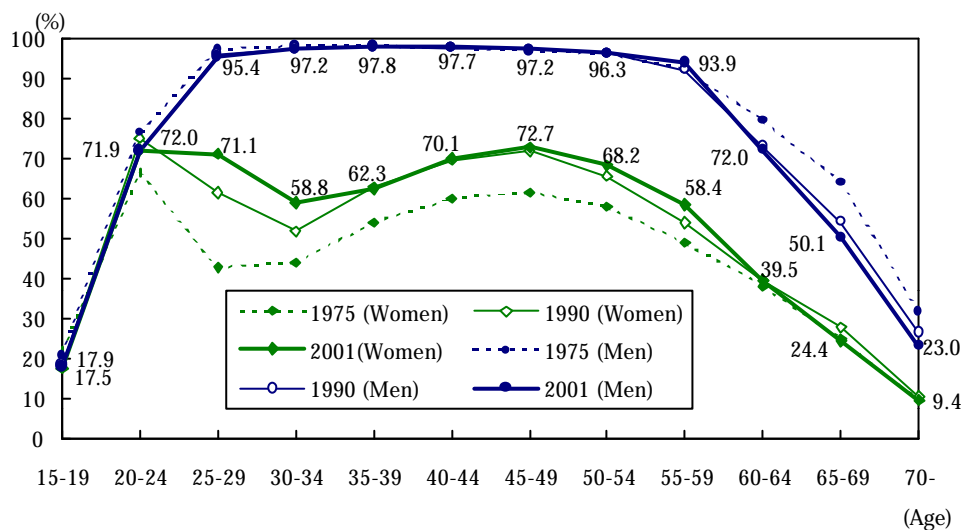
Chapter 2 Gender equality in the field of employment

The lingering M-shaped curve

Analysis of the labor force participation rate of men and women by age-group reveals that whereas the curve describes a trapezoid shape with men in their late twenties through fifties in the upper side, the curve for women describes an M-shape with a depression representing women in their early thirties. This has been a characteristic of Japan's female labour force participation rate since the 1960s (Figure 11).

Although no major changes have been observed in the labour force participation rate of men by age-group, the participation rate of women in the 25-29 years old age-group has increased sharply by 28.5 points during the period 1975 through 2001. However, the participation rate of women in the 30-34 years old age-group, which corresponds to the dip in the M-shape, was comparatively small at 14.9 points.

Figure 11 Changes in the labour force participation rate of men and women by age-group



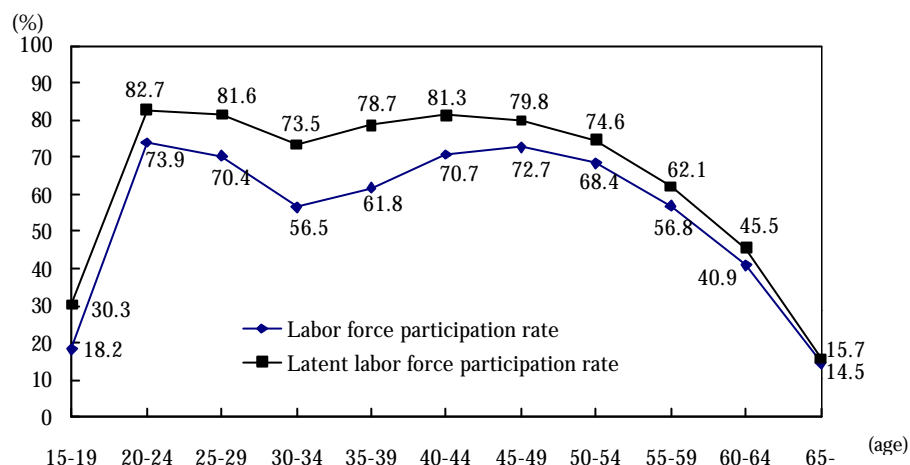
Source: Labour Force Survey, Ministry of Public Management, Home Affairs, Posts and Telecommunications

Adding women who want to work to the low labor force participation rate of married women results in a trapezoidal shape

The fact that the women's labour force participation rate by age-group describes an M-shaped curve has been mentioned earlier. Considering married and unmarried women separately reveals that although the curve peaks for unmarried women in their late twenties before gradually declining, it peaks for married women in their late forties. In other words, the work pattern of many married women is to stop working for a period of years to give birth to and raise children, and to return to work after completing the first stage of child raising. This is thought to be the primary factor behind the M-shaped curve.

On the other hand, a number of unemployed women wish to work, and many of them are in their thirties, an age-group with a low labor force participation rate. When the latent labor force participation rate is calculated by adding the female labor force and women who do not work but wish to do so, the depression in the M-shaped curve almost disappears (Figure 12). This is thought to reflect a situation in which women raising children also wish to work but experience difficulty in actually doing so.

Figure 12 Women’s latent labor force participation rate by age-group



Notes: Latent labour force participation rate by age-group = (Population of the labour force (by age-group) + Population of the non-working population that want to work (by age-group)/Population aged 15 years and over (by age-group)

Source: Special Survey of the Labour Force Survey (August 2001)

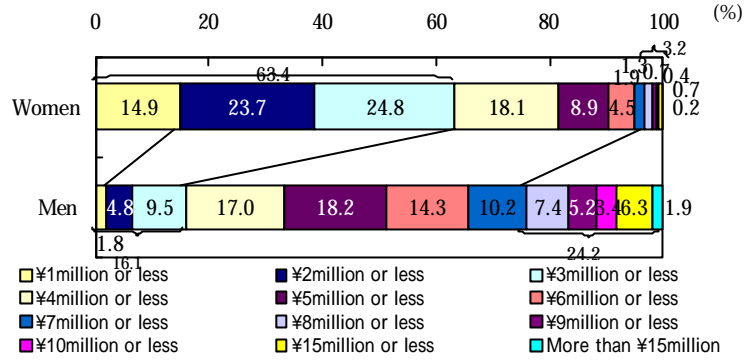
Women’s lengthening period of service

The trend is for employees’ average age and average length of service to increase. In 2001, the average age of employees was 37.7 years for women and 40.9 years for men (35.4 years and 38.6 years respectively in 1985), and the average length of service stood at 8.9 years for women and 13.6 years for men (6.8 years and 11.9 years respectively in 1985). Analysis of the period of service by age-group reveals that the number of men with 30 or more years of service is increasing, and that the percentage of women with 20 or more years of service rose from 5.5 percent in 1985 to 10.5 percent in 2000, and the overall period of service became longer. People with 10 or more years of service now account for approximately one third of all employees.

Large gender disparities in income

A large gap exists in men’s and women’s income. Analysis of annual income by income-group for salaried workers working for an entire year reveals large disparities: 63.4 percent of women earned three million yen or less (16.1 percent for men), and 14.9 percent earned one million yen or less (1.8 percent for men). At the high end of the scale, only 3.2 percent of women earned more than seven million yen (24.2 percent for men). According to a “Special Survey of the Labor Force Survey” conducted by the Ministry of Public Management, Home Affairs, Posts and Telecommunications in August 2001, 57.8 percent of female part-time workers earned less than one million yen from work, and 84.9 percent earned less than one and a half million yen (Figure 13).

Figure 13 Composition of salaried workers by income-bracket



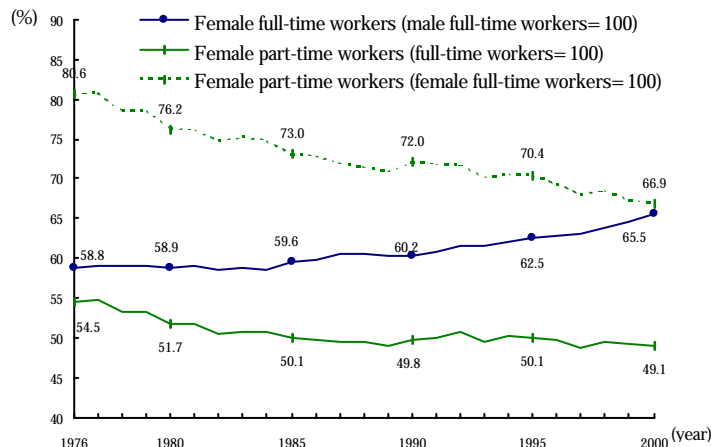
Source: Statistical survey of salaries in the private sector (FY2000), National Tax Agency

The narrowing gender gap in scheduled wages: part-time workers’ wages are two-thirds those of regular full-time workers

In 2000, the average scheduled wage of a regular, full-time female worker was 65.5 percent that of a regular, full-time male worker (65.3 percent in 2001), and although this gap is gradually narrowing, it remains large (Figure 14). The large percentage of women workers with short periods of continuous service working in a seniority-based system, the low percentage of women in managerial and administrative posts, and the low percentage of highly educated women are thought to be the major factors behind this gap. In fact, when assuming the composition of women’s education and period of continuous service to be the same as men’s, the figure is estimated to increase significantly to 77.5 percent.

However, the scheduled hourly wage of female part-time workers (employees working fewer hours per day or fewer days per week than regular, full-time employees working in the same company. Likewise, hereafter) was 66.9 percent that of regular, full-time female workers, and the trend is for the scheduled hourly wage of female part-time workers to fall. But, when compared to the scheduled wages for both male and female regular, full-time workers, this fluctuated around 50%. However, improvement of the wage level of female regular, full-time worker, as mentioned earlier, is thought to be the main factors behind the widening wage’s gap between regular, full-time female workers and part-time workers for which wage increases associated with longer periods of continuous service are lower than that for regular, full-time workers.

Figure 14 Changes in workers’ average scheduled income



Source: Basic Survey on Wage Structure, Ministry of Health, Labour and Welfare

If companies wish to respond to rapid environmental changes, they need to improve systematic aspects to make them gender-equal, and establish measures that enable individuals to display their abilities irrespective of gender, and be guaranteed fair evaluation.

Wage disparities arising from the period of service are decreasing

In the midst of increases in the percentage of middle-aged and elderly employees in companies and intensifying competition between companies, there is a growing move towards restructuring seniority- and group-based personnel management into treatment systems that better reflect the work content and achievements of individuals, and reviewing personnel systems as a whole with the aim of securing superior human resources.

Assuming the scheduled wages of regular, full-time employees with 1~2 years of service to be 100, and comparing the scheduled wages of regular, full-time employees with 25~29 years of service, it reveals that wage differences arising from the period of service are decreasing. In 1985, women's wages were 186.8 (206.9 for high-school graduates and 249.4 for university graduates), and men's wages were 198.4 (209.5 for high-school graduates and 252.3 for university graduates); in 2000, women's wages were 161.1 (171.8 for high-school graduates and 214.9 for university graduates), and men's wages were 186.6 (179.7 for high-school graduates and 210.2 for university graduates).

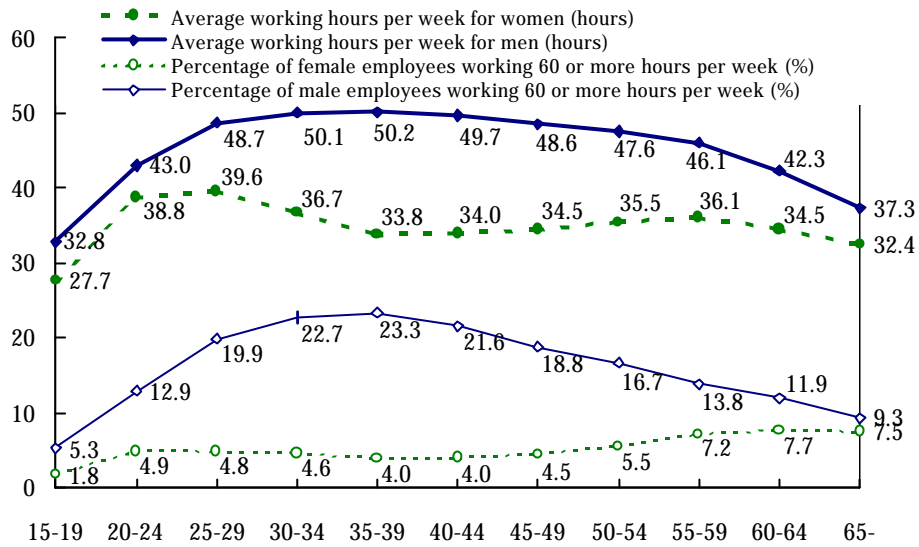
Seniority-based personnel management is being reformed gradually

According to a "Comprehensive Survey of Labor Conditions" conducted by the Ministry of Health, Labour and Welfare in 2001, the number of years of continuous service remains the key factor in determining basic wages, but 65 percent of companies also reflect individuals' achievements in their wages, and as many as 83.2 percent of companies with one thousand or more employees do so. Moreover, 41.3 percent of the companies that do reflect individuals' achievements in their wages have expanded the extent to which they do so within the past five years, and 51.2 percent of companies plan to expand the extent to which they do so within the next three years. In recent years, an increasing number of companies are radically changing their seniority-based wage system through the introduction of an annual salary and performance-based salary system, and wage systems are being changed to more closely reflect individuals' achievements more closely.

Men in their thirties work long hours

Analysis of the average number of hours worked per week by gender and age-group in a "Labour Force Survey" revealed that the curve for men describes a gentle, upside-down U-shape that peaks for men in their thirties. The percentage of men working 60 or more hours per week describes a similar curve. The curve for women describes a gentle M-shape which peaks for women in their twenties and fifties and dips for women in their late thirties. This illustrates a clear difference in men and women's working patterns (Figure 15). As Chapter 3 will describes, this gender disparity in working patterns has a great impact on balancing of work and the family.

Figure 15 Working hours per week by gender and age-bracket (non-farming)



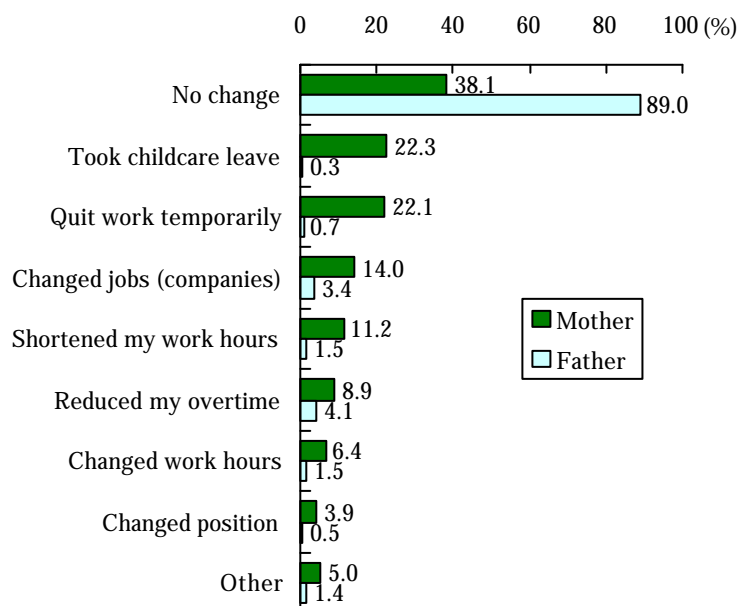
Source: Labour Force Survey (2001), Ministry of Public Management, Home Affairs, (Age) Posts and Telecommunications

Chapter 3 Balancing of women and men’s work, and child raising

Childbirth and child raising have a greater effect on women’s work

Analysis of the effects childbirth and child raising have on work in a “Survey of Local Child Welfare Services” conducted by the Ministry of Health, Labour and Welfare in 2000 reveals that 22.1 percent of the mothers of children enrolled in daycare centers and other daycare facilities stopped working temporarily, 14.0 percent changed job (company), and 22.3 percent took childcare leave. In contrast, the vast majority of fathers (89.0 percent) continued to work without change. This illustrates that childbirth and child raising affect the mother’s work much more than it affects the father’s (Figure 16).

Figure 16 Effects of childbirth and child raising on parents’ work (multiple answers)



Source: Survey of Local Child Welfare Services (2000), Ministry of Health, Labour and Welfare

Many women wish to work while raising children

Analysis of the employment status of married women by age-group of their last child revealed that approximately 30 percent of mothers with last children aged 0~3 years were employed. However, contrary to the declining labor force participation rate, the percentage of women who wished to work increased as the younger the last child was. Moreover, less than 10 percent of wives with last children aged 7~17 years didn't want to work, revealing women's strong desire to work whilst raising children. In terms of working patterns, although the age of the last child made little difference to women working as regular full-time employees, the percentage of women working part-time or in casual jobs peaked for women with last children aged 15~17 years. As seen in Chapter 2, this reflects the fact that many women who stop working to give birth to and raise children, return to work as part-time or casual labour.

Men work long hours during the child raising period

On the other hand, circumstances make it difficult for men to take an interest in child raising and other family matters. As mentioned in Chapter 2, analysis of the average number of working hours by age-group reveals that men in their thirties work longer hours in spite of the fact that this is.7266 Tw s (thi

Three-quarters Parents take care of children aged three or under

Approximately 75 percent of children aged three or under are taken care of during the day by one or other of their parents, and a total of 24 percent are taken care of in facilities such as daycare centers and unlicensed daycare facilities. The percentage of children taken care of by a parent increases as the younger the child is. Considering this in terms of the parents’ employment status, it reveals that approximately 90 percent of children are taken care of by a parent in households where only the father works, but this falls to approximately 40 percent in households in which the mother works. Parents’ employment status is responsible for this difference.

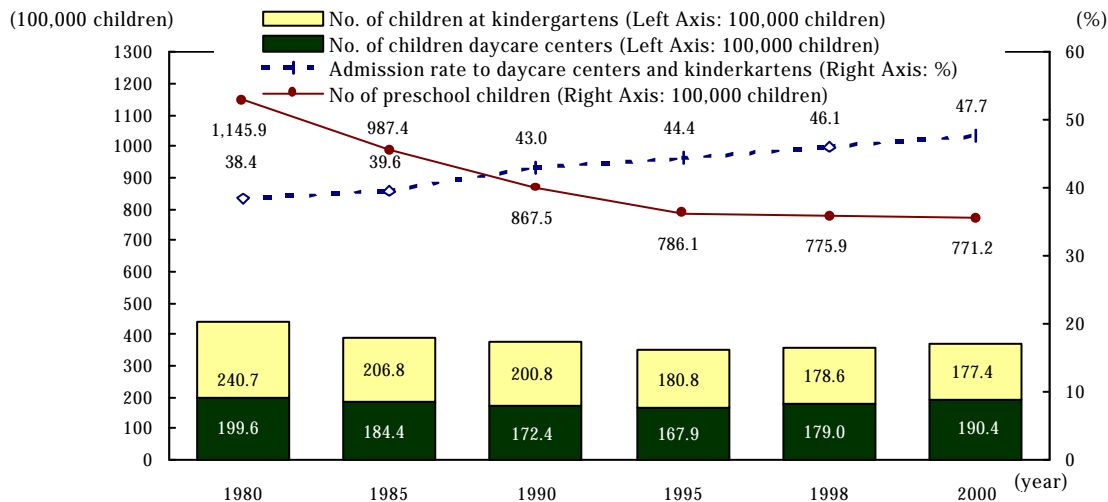
Growing demand for childcare

Demand for day-care centers and other facilities are growing.

In spite of the decline in pre-school children, the number of children enrolled in daycare centers has been increasing annually since 1994, and increases in the number of children aged 0~ 2 years are particularly noticeable. The percentage of preschool children enrolled in day-care centers was 17.4 percent in 1980, but this has increased significantly, and stood at 24.7% in 2000. Although the number of children enrolled in kindergartens is declining little by little, the percentage in preschool children is increasing slightly over the long-term.

In fact, the percentage of preschool children enrolled in day-care centers and kindergartens has increased significantly from 38.4 percent in 1980 to 47.7 percent, or approximately half, in 2000 (Figure 17).

Figure 17 The number of children enrolled in day-care centers and Kindergartens, and the number of preschool children



- Notes: (1) The number of children at kindergartens is correct for May 1st, and the number of children at day-care centers is correct for October 1st each year
- (2) The number of preschool children is the sum of the population aged 0-5 years and half kindergartens and day-care centers) ÷ the population aged 6 years (on October 1st each year)
- (3) The admission rate of daycare centers and kindergartens = (the number of children at the number of preschool children

Sources: The number of children at day-care centers: Survey of Social Welfare Facilities, Ministry of Health, Labour and Welfare
 The number of children at kindergartens: School Basic Survey, Ministry of Education, Culture, Sports, Science and Technology
 The number of preschool children: Population Estimates for 1998, Ministry of Public Management, Home Affairs, Posts and Telecommunications, Other information: Population Census, Ministry of Public Management, Home Affairs, Posts and Telecommunications

Non-diminishing admission waiting lists; the shorter the opening hours the lower the enrollment rate

In the midst of growing demand for childcare, admission waiting lists (children waiting to be admitted into fully-enrolled day-care centers) are not uncommon, particularly in urban areas. Although the admission waiting list peaked in 1997 and is gradually falling, 21,031 children were listed on admission waiting lists as of 1 April 2001.

Measures are being taken to relax capacities and implement extended-daycare, and the percentage of day-care centers remaining open for more than 11 hours a day rose dramatically from 13.9 percent in 1995 to 40.3 percent in 2000. However, the percentage is still low at 22.0 percent in public day-care centers, which account for almost 60 percent of all day-care centers, compared to 64.7 percent of private day-care centers, indicating that practice of measures are delayed. Analysis of enrollment rates by opening hours (the ratio of the number of students enrolled to student capacity) reveals a trend towards growing demand for facilities that stay open longer.

In terms of expanding admission into day-care centers, capacities are being made more flexible, restrictions on establishing bodies are being abolished and other regulations are being eased. It is necessary to solve the problem of children on admission waiting lists through the enhancement of day-care services.

Demand for a society in which we can raise children with peace of mind

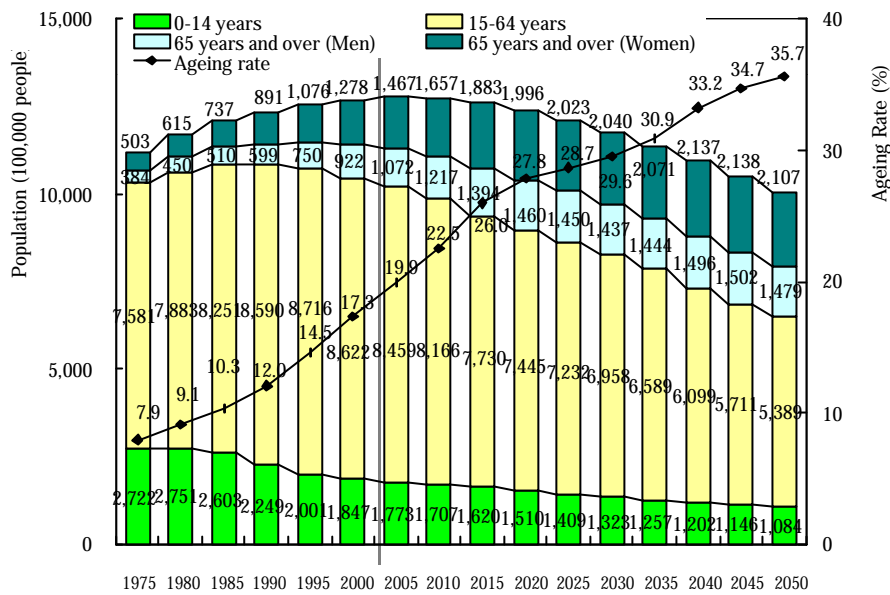
In addition to day-care services for preschool children, enhancement of after-school measures for children, and family support services are important if we are to facilitate balancing of work and child raising.

Workplace reforms and support for child raising are equally important to advancing balancing of work and child raising. It is hoped that these measures will enable society as a whole to support child raising and facilitate the building of a society in which we can raise children with peace of mind.

Further advances in the ageing of society and the trend towards fewer children

Growing life expectancy due to developments in medical technology is resulting in annual increases in the population of elderly persons aged 65 years and older. The elderly population numbered 22 million in 2000, approximately five times more than fifty years previous (1950) (Figure 18).

Figure 18 Changes in population and the aging rate in three age groups



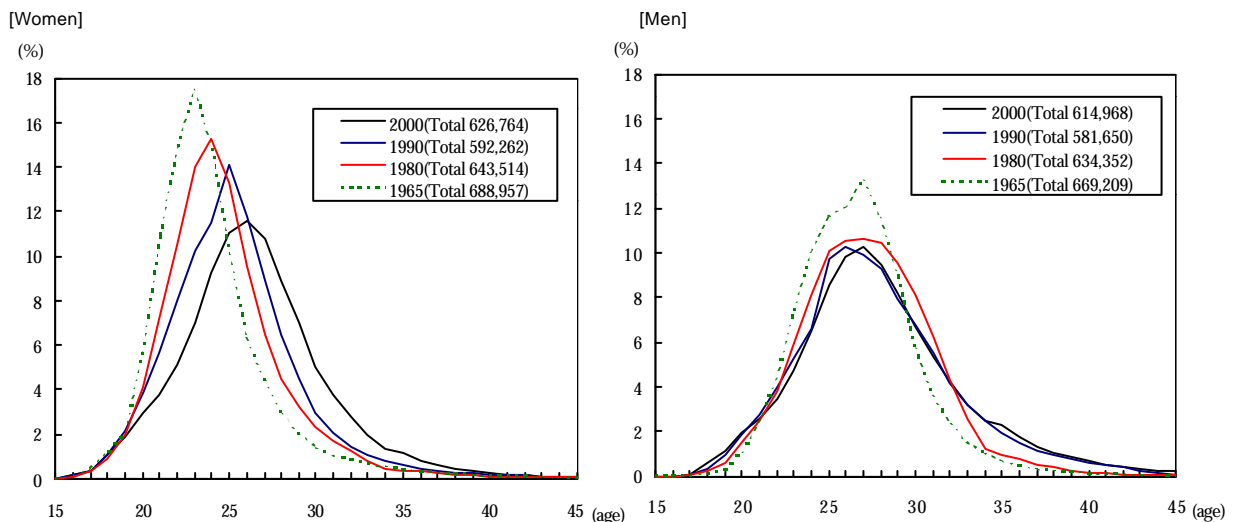
Sources: Until 2000: Population Census, Ministry of Public Management, Home Affairs, Posts and Telecommunications; 2005 onwards: Population estimates for 1 October of each year (middle estimate) taken from Population Projection for Japan (Jan. 2002), National Institute of Population and Social Security Research

Advances in the trend to remain single for life or to get married later in life

Advances in the trend to remain single for life or to get married later in life comprise a major factor behind the declining birthrate.

In 1975, the average age of people getting married for the first time was 24.7 years for women and 27.0 years for men. In 2000, this stood at 27.0 years for women and 28.8 years for men. Women in particular are getting married later in life. Analysis of changes in the age distribution of people getting married for the first time reveals that the curves for both men and women describe an upside-down U-shape which peak in the late twenties, but the curves are gradually become less steep and extending to older ages. In particular, the peak age for women is increasing, suggesting advances in the trend towards getting married later in life (Figure 19).

Figure 19 Changes in the percentage of first marriages by age-group (people starting married life in each registration year)



Source : Vital Statistics, Ministry of Health, Labour and Welfare

Significant increases in the number of households with childless couples and single; single-mother households are on the rise

The number of households in Japan rose significantly from 33,596,000 in 1975 to 46,782,000 in 2000. Although there have been no major changes in the number of nuclear families since 1975, the number of households with childless couples has increased by 2.3 times, and the number of households with single people, single-parent families and childless couples living with parents have each nearly doubled. In particular, the number of households with single people, predominantly comprising men and women in their twenties and elderly women, has increased significantly, and whereas this number was less than half the number of nuclear families in 1975, it stood at 87 percent in 2000, and is projected to exceed the number of nuclear families in 2013.

As a result of increases in the number of small households, the number of persons per household has fallen significantly from 3.28 to 2.67 persons, and is projected to fall below 2.5 persons by 2020.

Analysis of a breakdown of households by the number of occupants reveals that although approximately 60 percent of households had 4 or more occupants in 1960, in 2000, 27.6 percent were single person households and 25.1 percent were two-person households. The number of households with either one or two occupants accounted for more than half of all households in 2000, and the trend towards smaller households is advancing.

Building a society that can accommodate balancing of women and men's work and child raising is important from the viewpoint of responding to the trend towards fewer children

One factor behind advances in the trend towards remaining single or marrying later in life is the difficulty of harmonizing work and family responsibilities such as child raising. Given that the burden of family responsibilities tends to fall predominantly on women, it is easy to link factors such as marriage and childbirth to discontinuation of work. In many cases, women return to work part-time or in other forms of irregular employment. However, as seen in Chapter 2, a disparity exists in the wages earned by part-time and full-time employees, and there is a high probability that discontinuing work will greatly reduce women's lifetime earnings. This comprises one obstacle when women consider childbirth and marriage.

Balancing of work and child raising is not easy in single-parent families, the number of which is increasing in proportion with increases in divorce. But the fact that it hinders economic independence has also been pointed out.

Supporting child raising as a whole society and building a society that facilitates balancing of work and child raising with peace of mind will lead to the elimination of major factors hindering individual's aspirations towards marriage and childbirth, and therefore is important from the viewpoint of responding to the trend towards having fewer children.

Chapter 4 Living as senior citizens

The percentage of households with single elderly occupants is increasing

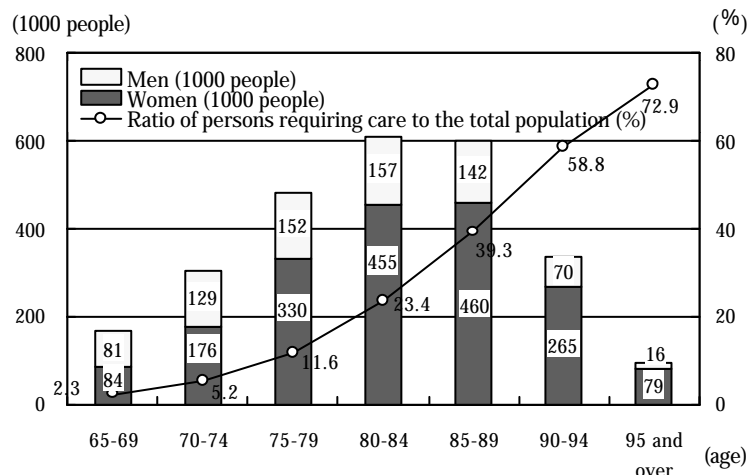
Analysis of changes in the proportion of elderly persons by family status reveals that overall, the number of elderly people living alone or with a spouse is increasing, and the number living together with a child and their spouse is decreasing. In particular, the percentage of elderly women living alone without a spouse is extremely high compared to that of men, 52.7 percent and 15.0 percent respectively.

According to the Population Census conducted by the Ministry of Public Management, Home Affairs, Posts and Telecommunications in 2000, approximately 5.9 million elderly women have been bereaved of their spouses, and the same is true for two-thirds of women 75 years or older. This is attributed to the fact that there are simply more elderly women, with the fact that many women marry men older than themselves. As a result, the number of single elderly women increased significantly from 690,000 in 1980 (180,000 for men) to 2.29 million in 2000 (740,000 for men), and is projected to reach 3.61 million in 2020 (1.76 million for men).

Nursing

The issue of nursing cannot be separated from the issue of an ageing society. 2.598 million persons aged 65 years and older were recognized as requiring support or nursing under the Nursing Insurance Law (hereinafter referred to as “persons requiring nursing, etc.”), equivalent to approximately 12 percent of the population aged 65 years and older. Considering this by age-group reveals that 90 percent or more people in early old age (65~74 years) did not require nursing, etc., but that the percentage of persons requiring nursing, etc. increased with age-group, jumping to 39.3 percent for people aged 85~89 years and 72.9 percent for persons aged 95 years and over. Women account for approximately 70 percent of persons requiring nursing, etc. (Figure 20).

Figure 20 The number of persons recognized as requiring support or nursing by age-group



Notes: (1) The number of persons requiring care is the number of persons registered in the recipient ledger as requiring support or nursing at the end of June 2001 (Union of Citizens' Health Insurance Organizations).

(2) The percentage of the total population is the number of persons requiring care by age-group as a percentage of the total population as of 1 October 2000 (Population Census 2000, Ministry of Public Management., Home affairs, Posts and Telecommunication)

Source: Compiled from Ministry of Health, Labour and Welfare documents

Nursing comprises a pressing issue for women in terms of who undertakes the nursing. Analysis of the relationship between persons requiring nursing, etc. aged 65 years and older and their principal caregivers in a Survey of Households Receiving Nursing Services conducted by the Ministry of Health, Labor and Welfare in 2000 reveals that 72.7 percent of caregivers are women and one-third are aged 65 years or older: 19.8 percent are wives (8.4 percent husbands), 19.7 percent are daughters (9.5 percent sons), and 29.0 percent are the wives of sons.

It is important to have society as a whole shoulder the burden of nursing, rather than family members of persons requiring nursing, etc. and women in particular.

Employment of senior citizens

Although nursing comprises a major issue for elderly persons, no more than 21.1 percent of elderly women and 19.2 percent of elderly men experience obstacles to daily life (Basic Survey of Citizens Lifestyles (1998), Ministry of Health, Labor and Welfare). 14.1 percent of elderly women and 33.4 percent of elderly men are employed, and 10 percent of women and one-quarter of men aged 75~79 years work.

In order to ensure a vigorous and enriching elderly society, rather than simply regarding all elderly men and women as people we have to support, it is important that we regard them as having a variety of lifestyles and as important members of society, and warmly embrace the role they play in society.

Chapter 5 Violence against women

Experience of what is perceived to be life-threatening violence from one's husband

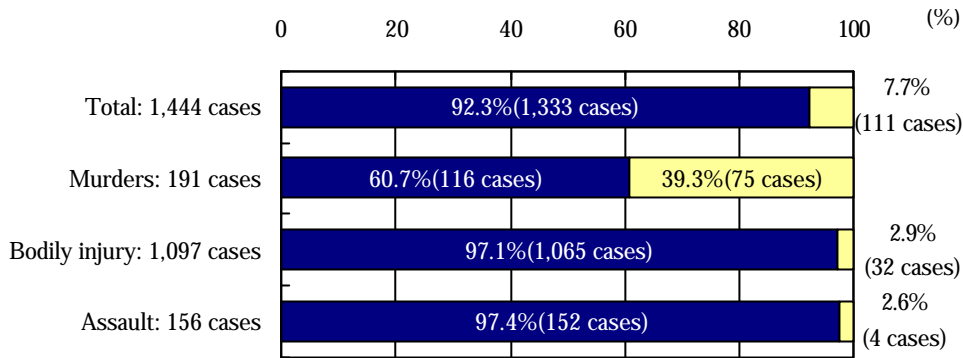
According to a "Survey of Violence between Men and women" conducted in 1999 by the Prime Minister's Office (renamed the Cabinet Office), 4.6 percent of women responded that they had experienced what they perceived to be life-threatening violence from their husband. This made it clear that approximately one in twenty women had been subjected to severe violence from their husband.

Most victims of spousal violence are women

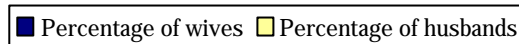
According to National Police Agency statistics, women were the victims in 1,333 cases (92.3 percent) of the 1,444 cases in which spouses (including common-law marriages) were arrested on counts of assault, bodily injury or murder in 2001.

Although the percentage of women victims in cases of murder was relatively low at 60.7 percent, women were the victims in 1,065 of the 1,097 cases involving bodily injury (97.1 percent), and 152 of the 156 cases involving assault (97.4 percent). It is clear from this that women were the victims in the majority of cases of spousal violence (including common-law marriages) (Figure 21).

Figure 21 Victims of crimes (assault, bodily injury and murder) between spouses (including common-law marriages)(percentage of arrests made)



Source: National Police Agency

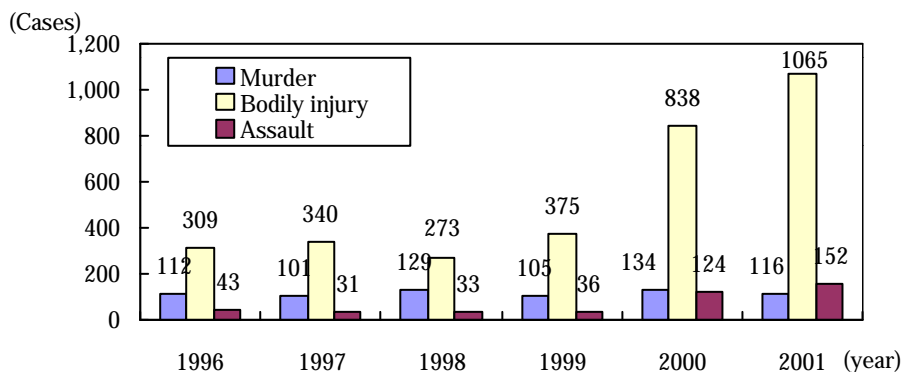


The number of husbands arrested for violence against their wives has increased in recent years

Analysis of the number of arrests made for cases in which women are the victims of spousal violence by offence reveals that the number of arrests made on counts of assault or bodily injury have both increased significantly since 2000. In 2001, the number of arrests made on counts of assault increased to 152, 28 more than the previous year (22.6 percent), and those for bodily injury increased to 1,065, 227 more than the previous year (27.1 percent).

A “Survey on Violence between Men and Women” conducted by the Cabinet Office revealed that an extremely small percentage of women who had sustained physical violence from their husbands had consulted a public institution such as the police, the Human Rights Volunteers or a women’s counseling center, about their injury (less than 1 percent respectively). Concerned institutions are unable to fully grasp the situation in terms of injury, and it is clear that these injuries are remaining latent. However, this kind of spousal violence, which has remained latent hereto, has surfaced in recent years (Figure 22).

Figure 22 The status of arrests made for husbands’ crimes against their wives



Source: National Police Agency

The number of counseling cases involving violence sustained from husbands and partners is increasing

The number of people consulting women's counselors and women's counseling centers established in each prefecture is rising, and the percentage of consultations involving "violence sustained from a husband or partner" received in FY2000 increased over the previous year.

Moreover, the police were consulted in 4,841 cases of spousal violence during the period between enactment of the Law for the Prevention of Spousal Violence and the Protection of Victims and January 2002.

Shelters

Facilities that can be used as shelters (temporary places of refuge for women running away from violence, etc. sustained from their husbands) as provided for by law include women's counseling centers, facilities for the protective custody of women and livelihood support facilities for women and children. Provided by The Anti-prostitution Law, there are one women's counseling center in each prefecture, and 51 facilities for the protective custody of women nationwide (36 public and 15 private). The Child Welfare Law, there are 286 livelihood support facilities for women and children throughout Japan (182 public and 104 private). And, these are some private shelters managed independently by private groups and organizations.

According to the results of a survey conducted by the Cabinet Office during November and December 2001, there are 35 private shelters (individuals taking in victims of spousal violence are not included) located in 14 prefectures. Some of these are owned by entities with corporate status such as NPO and social welfare corporations, but approximately 70 percent (24 facilities) are owned by non-corporate bodies.

Furthermore, responses to the question "What problems are currently facing" revealed that shelters were limited financially because they lacked operational funds, security was problematic, or sufficient staff could not be secured, etc.

Private shelters actively protect victims and take pioneering measures to support the victims of spousal violence. Hereafter, we need to assist private shelters' activities by providing the necessary aid.

Enforcement of the Law for the Prevention of Spousal Violence and the Protection of Victims

A system of protection orders has been newly established within the Law for the Prevention of Spousal Violence and the Protection of Victims whereby upon petition from a victim, a court can issue an order to prohibit approach and/or an order to vacate against the assailant. Criminal penalties are provided for violations of these orders.

The number of cases involving hearings for protection orders in which courts have requested women’s counseling centers and the police to submit documents noting the circumstances under which a victim consulted them and requested either support or protection, and the measures taken in response, as provided for in Article 14, Clause 2 of the Law for the Prevention of Spousal Violence and the Protection of Victims, stood at 83 cases for women’s counseling centers (for the period following enactment up until 12 January 2002) and 193 cases for the police (for the period following enactment up until January 2002).

There have only been five cases in which petitions were received with an affidavit signed in the presence of a public notary during the period following enactment up to December 2001.

290 of the 306 cases involving petitions for protection orders received by the court during the period October 2001 through February 2002 have been concluded. Moreover, protection orders were issued in 233 (80.3 percent) of the cases concluded. Orders to prohibit approach were issued in 168 (72.1 percent) of these cases, orders to vacate were issued in 1 case (0.4 percent), and both orders were issued in 64 cases (27.5 percent).

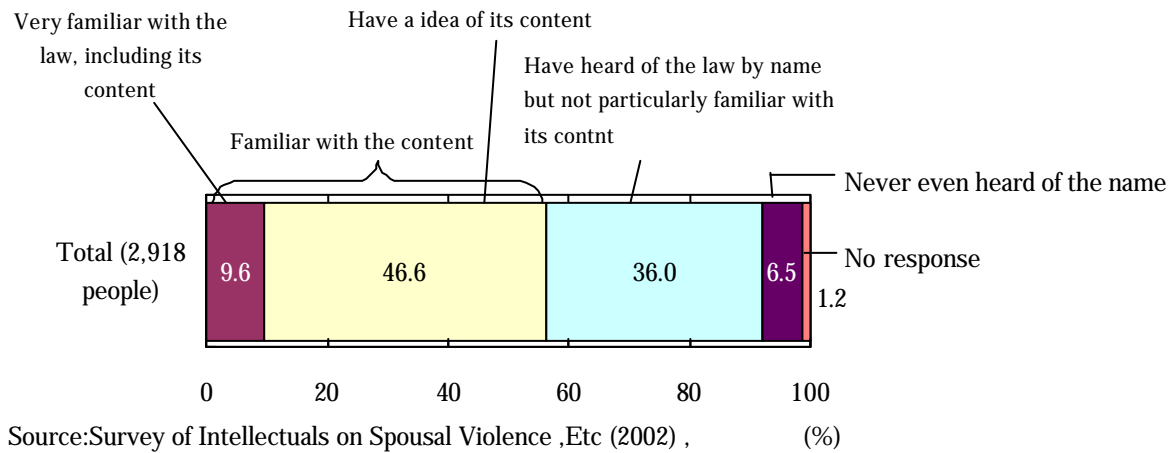
The average length of hearings for cases in which protection orders were issued was 9.8 days, indicating that efforts are made to conclude court procedures expeditiously with the aim of protecting victims.

Arrests for violations of protection orders have been made in five cases during the period following enactment of the law up until January 2002.

Awareness of spousal violence

According a “Survey of Intellectuals on Spousal Violence, Etc.” conducted by the Cabinet Office during January and February 2002, 42.5 percent of the intellectuals asked about the Law for the Prevention of Spousal Violence and the Protection of Victims responded, “I am not familiar with the content”, indicating that awareness of the law remains low (Figure 23).

Figure 23 Are you aware of the content and enactment of the Law for the Prevention of Spousal Violence and the Protection of Victims?



The Law for the Prevention of Spousal Violence and the Protection of Victims was enacted in October 2001 as a framework for preventing spousal violence and protecting victims.

The Government, regional governments and other concerned entities are now required to make effective use of this law to provide victims with effective solutions.

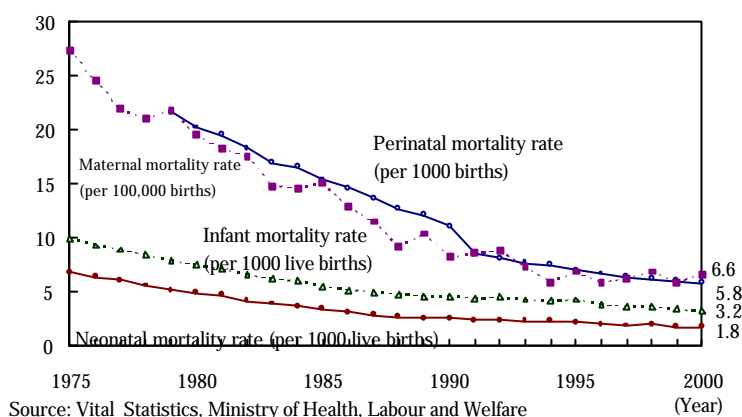
Chapter 6 Lifelong health for women

Indices for generally improving maternal and child health

Women are capable of pregnancy and childbirth, and the health issues they confront throughout their lifecycle differ from those of men.

Analysis of changes in important indices relating to maternal and child health from 1975 through 2000 reveals that generally speaking, all of these indices are declining and the situation is improving (Figure 24).

Figure 24 Changes in indices related to maternal and child health



Increased induced abortion among the young despite the overall trend to decline

Analyzing the number of induced abortion of pregnancy and the rate of induced abortion (per 1000 women between 15 and 49 years of age) from 1975 through 2000 revealed that the trend was for both values to fall until 1995 when it began to increase again. Looking at this by age-group indicates that the rate of increase is high for women less than 20 years of age.

Women's stress

According to a "Survey of Trends in Health and Welfare" conducted in 2000 by the Ministry of Health, Labor and Welfare, comparison of the extent to which men and women felt stress revealed that the percentage of women responding that they felt a lot of stress or some stress exceeded that of men.

In terms of how men and women deal with stress, approximately twice as many women said "I relieve my stress by talking with people" (53.4 percent), and nearly four times as many women responded "I go shopping" (26.2 percent). In contrast, more than three times as many men responded, "I smoke" (22.8 percent) or "I drink alcohol" (28.6 percent).

Stress has a significant affect on health, and how one relieves stress continues to be an issue in terms of maintaining health.

Chapter 7 Human rights of women in the media

Measures for the media

Citizens spend a lot of time in contact with mass media, and it wields great influence. Reporting and public information standards have been formulated and a mechanism for dealing with citizens' complaints about programs broadcasted has been established as measures for the media.

These standards comprise Guidelines on Newspaper Ethics (The Japan Newspaper Publishers and Editors Association, June 2000. Former Guidelines on Newspaper Ethics were compiled in 1946), Broadcasting Standards of Japan Broadcasting Corporation (standards for domestic broadcasting) (July 1959), and Broadcasting Standards of the National Association of Commercial Broadcasters in Japan (1970. Standards integrating both the Radio Broadcasting Standards (1951) and the Television Broadcasting Standards (1958) of the National Association of Commercial Broadcasters in Japan).

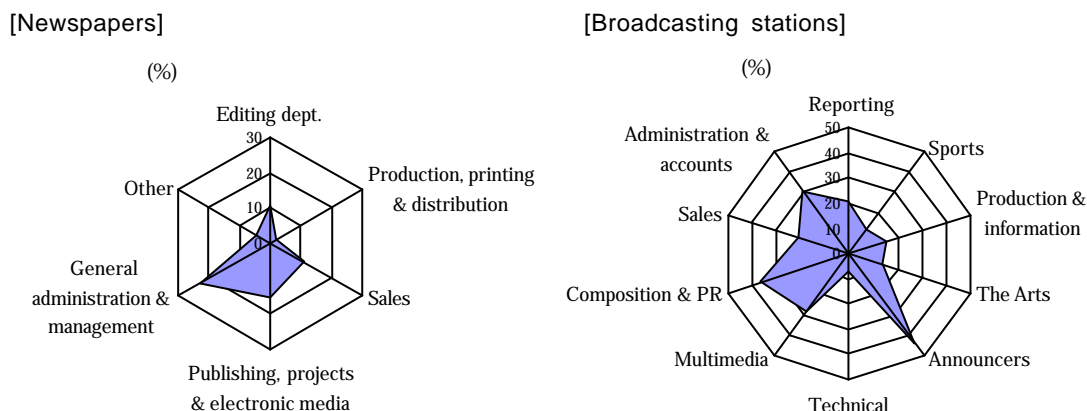
Mechanisms for dealing with complaints include "Broadcast and Human Rights/ Other related Rights Organization (BRO)" (inaugurated in 1997), comprising members from both Japan Broadcasting Corporation and the National Association of Commercial Broadcasters in Japan, and "Broadcasters Council Youth Programmes" (inaugurated in 2000).

Women's Participation in Policy Decision-Making Processes

It is hoped that women's participation in the field of media, including both newspapers and broadcasting, will fulfill an important role in ensuring expressions that take women's human rights into consideration are incorporated into the media's independent measures in order to prevent biases in the content of information provided, limit sexual and violent expression, etc. Women's participation in the newspaper and broadcasting industries is increasing gradually.

Analysis of the percentage of female employees in the newspaper and broadcasting industries by department reveals that for newspapers, this percentage is high in general administration/management, and publishing/ projects/electronic media departments, but low in the production/printing/distribution and sales departments. Likewise, their participation in broadcasting is highest in the announcing, followed by editing/advertising, general administration and accounting departments, and low in the technical, sports, and production and information departments (Figure 25).

Figure 25 Women’s participation in newspapers and broadcasting by department



Notes : Broadcasting stations includes both key stations and sub-key stations
 Sources : Newspapers : The Japan Newspaper Publishers and Editors Association(2001)
 Broadcasting stations : Society of Japanese Women in Radio and Television(1999)

Chapter 8 Education and learning that promotes gender equality

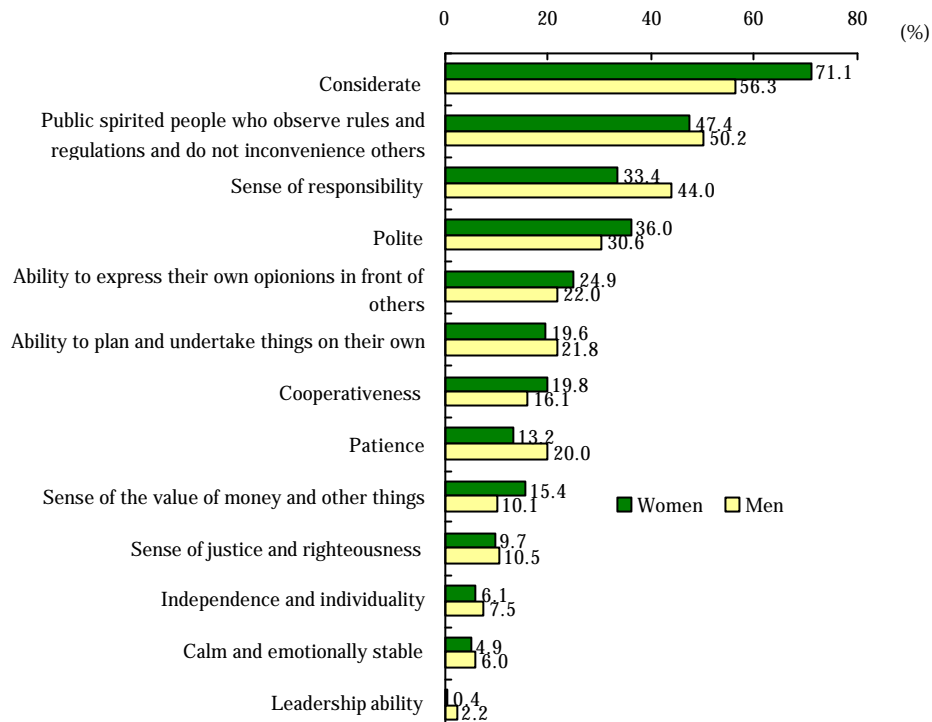
Women’s advancement rate into university is increasing

Analysis of men and women’s advancement rate into the next stage of education by school type reveals that in FY2001, the advancement rate into high schools (excluding people advancing into correspondence courses) stood at 96.7 percent for women and 95.0 percent for men. Moreover, although a difference existed in the advancement rate of women and men into universities (undergraduate courses), 32.7 percent and 46.9 percent respectively, 15.8 percent of women advanced into junior colleges (regular courses), and women’s total advancement rate into tertiary education stood at 48.5 percent. Women’s advancement rate into universities (undergraduate courses) has risen in recent years, but their advancement rate into junior colleges peaked at 24.9 percent in 1994, and has fallen dramatically ever since.

“Considerate” is the most sought after characteristic in children; a “sense of responsibility” is also highly sought after in boys

When the parents of boys and girls in grades 4-9 were asked to choose three characteristics describing the kind of adult they wished their children to grow into, the most frequently selected response was “considerate”, followed by “public spirited people who observe rules and regulations and don’t inconvenience other people”. Consideration of gender disparities reveals that whereas there has been a general decline in gender disparities over the past five years, many mothers and fathers hope their sons will have a “sense of responsibility”, the “ability to plan and undertake things on their own” and “patience”, and that their daughters will be “considerate”, “polite”, and “cooperative”, and have a “sense of the value of money and other things”. In general, there is a tendency for parents to seek qualities in their sons that will help them cope with societal issues, and emotional qualities in their daughters (Figure 26).

Figure 26 Characteristics of the qualities sought in children



Notes: Parents of children in grades 4 - 9 were asked to choose 3 qualities describing the kind of adult they hoped their children would become

Source: Basic Survey concerning Young Persons' Lives and Perceptions (2000), the Cabinet Office

Differences in parents' expectations of boys and girls' education

Analysis of the education expectations of parents of children in grades 4 through 9 revealed that parents had lower expectations of girls than boys with respect to education; whereas two-thirds of both mothers and fathers hoped their sons would advance into university and higher forms of education, just 41% of fathers and 47% of mothers had the same hopes for their daughters.

Part 2 : Policies Implemented in FY2001 to Promote the Formation of a Gender-equal Society

Chapter 1 Promotion of policies for gender-equal society

In FY2001, the Council for Gender Equality had continued its studies and deliberations on support measures for the balancing of work and child raising. In June of the same year, it approved “Comments on the Policies on Support Measures for the Balancing of Work and Child Raising” which specified concrete goals and deadlines for implementation.

In October 2001, in conjunction with partial enactment that same month of the Law for the Prevention of Spousal Violence and the Protection of Victims (hereinafter, referred to as “the Law for the Prevention of Spousal Violence”), in that same month, the Council approved a report on violence against women entitled “Smooth Enforcement of the Law for the Prevention of Spousal Violence and the Protection of Victims”, expressing its opinions to all related ministers. The Council also approved two reports concerning monitoring of the implementation status of measures promoting the formation of a gender-equal society: “Policy on implementation of Monitoring by the Council for Gender Equality” and “Policy on FY2001 Activities for Monitoring of the implementation status of measures promoting the formation of a gender-equal society”.

With the aim of supporting women’s actively challenges various fields, the Council has started to study and deliberate on “Support Measures for women’s challenges” at the request of the Prime Minister. It also undertook studies and deliberations on various issues, for example a system to allow married couples to assume separate surnames, a system for processing complaints pertaining to gender equality, and systems which have a large impact on women’s life styles, such as the tax system, the social insurance system, and the employment system.

The Cabinet Office has been providing regional governments with the information they need to formulate plans for gender equality based on the Basic Law for a Gender-equal Society. In particular, in August 2001, the Cabinet Office compiled and distributed “Guidelines on the formulation of municipal plans for gender equality” with the aim of assisting municipalities formulate their plans, and has been endeavoring to provide actively provide support.

Gender Equality Week will be held for the one-week period June 23-29 from FY2001 onwards in accordance with a resolution made by the Headquarters for the Promotion of Gender Equality in December 2000. During this period, a “National Conference on the Creation of a Gender-equal society” and an “Award Ceremony for Chief Cabinet Secretary Commendations for Persons offering Distinguished Service in the Creation of a Gender-equal Society” will be highlighted with a variety of other events, and enlightenment and publicity activities will be held throughout Japan in cooperation with local governments entities, women’s groups and other related organizations.

Chapter 2 Expanding women's participation in policy decision-making processes

In May 2001, the National Personnel Authority formulated and informed Cabinet Office and each Ministry of a report entitled "Guidelines concerning the enlargement of the recruitment and promotion of female national public officers". This guidelines aim to ensure comprehensive and systematic promotion of enlarged the recruitment and the promotion of female national public officers through the "positive action" of Cabinet office and each Ministry. The Guidelines incorporates their basic ideas on dealing with enlargement of the recruitment and the promotion, practices for understanding and analyzing the current situation, points of caution in terms of enlarging the recruitment and the promotion, and the establishment of work environments.

Upon receipt of these guidelines, the Headquarters for the Promotion of Gender Equality compiled a report entitled "Promotion of the recruitment and the promotion of female national public officers" in June 2001, to facilitate the concerted efforts of the government as a whole. Cabinet office and each Ministries used these guidelines to gain an understanding of and analyze the current situation of the recruitment and the promotion of female national public officers, and to formulate a "Plan for the enlargement of the recruitment and promotion of female national public officers" setting out targets to be achieved by 2005, and promote measures to this end.

Chapter 3 Reviewing social systems and practices, and reforming awareness from a gender-equal perspective

In terms of legislation on the family, the Ministry of Justice is pushing ahead with further examination of reforms to the system for marriage and divorce from the standpoint of gender equality, etc. According to the results of a public opinion poll on introduction of a system to allow married couples to assume separate surnames conducted in May 2001, the percentage of citizens in agreement outnumbered those were against it.

In October 2001, the Council for Gender Equality's Specialist Committee on Basic Issues compiled and made public an "Interim report on deliberations on a system to allow married couples to assume surnames.

The Ministry of Health, Labour and Welfare convened an "Committee on a pension system that responds to changes and issues in women's lifestyles", which compiled a final report in December 2001 following completion of their investigations.

Chapter 4 Securing equal opportunities and treatment in the field of employment

In addition to providing guidance to companies with large gaps between male and female workers to undertake positive actions, the Ministry of Health, Labour and Welfare has been offering consultation services on concrete measures and methods, providing information, and promoting

In July 2001, “Policy on Support Measures for the Balancing of Work and Child Raising” was approved by the Cabinet. It provides concrete goals and measures, which should be implemented by FY2004 at the very latest, for each of the five main recommendations, such as “Workplace reforms to accommodate balanced lives”, “Strategy for no children waiting for a day-care center”, and “After-school measures for children in all areas requiring them”. The Government has been implementing various measures based on those recommendations. In addition to requesting economic groups and organizations to cooperate with the aims of this Cabinet decision and harmonization of work and child raising, the Cabinet Office has endeavored to explain the aims of this Cabinet decision and to engage in information exchange at all kinds of meetings concerned with gender equality.

In March 2002, a bill partially revising Law for the Welfare of Mothers with Dependents and Widows was submitted to the 154th Session of the Diet.

The “Law concerning partial revision of law concerning the welfare of workers who take care of children or other family members including child care and family care leave was promulgated in November 2001. This was enacted in full in April 2002, and efforts are being made through group explanatory meetings and other means to make this law widely known.

In fiscal 2001, the Ministry of Education, Culture, Sports, Science and Technology newly started courses on child raising in locations throughout Japan, using opportunities provided by preschool medical screening and maternal and child health events targeting parents with preschool children. The Ministry also conducted model courses for parents worried about the problematic behavior of adolescent children.

Chapter 7 Developing conditions that enable senior citizens to live with peace of mind

With the aim of promoting employment and work for elderly citizens, the Ministry of Health, Labour and Welfare has raised the retirement age and introduced a continuous employment system as a means of promoting secure employment until the age of 65 and assistance for reemployment. The Ministry’s Silver Human Resource Centers endeavor to provide work opportunities appropriate for senior citizens’ diverse physical capabilities and eagerness for work. The Ministry has revised Employment Measures Law and established regulations obliging employers to endeavor to ease age restrictions on recruitment and adoptions. The Ministry is also guiding company owners on how to ease age restrictions. Furthermore, a committee of intellectuals comprising citizens from all walks of life has been convened to deliberate wide-ranging topics pertaining to employment in general, towards realization of “a society in which people can work regardless of age”.

Chapter 8 Eliminating all forms of violence against women

In June 2001, the Headquarters for the Promotion of Gender Equality resolved to implement an annual “Campaign for eliminate violence against women” during the two-week period 12-25 November leading up to “International Day for the Elimination of Violence Against Women” adopted by the UN. The FY2001 movement focused on efforts to make the content of the Law for the Prevention of Spousal Violence widely known. A “Symposium on Violence against Women” was held during the Movement.

The Law for the Prevention of Spousal Violence and the Protection of Victims, which incorporates regulations, requiring all prefectures to function as Spousal Violence Counseling and Support Center, and enabling courts to issue protection orders against the assailant, was enacted in April 2001 and came into effect in October of the same year (partially in April 2002). The Government undertakes all measures in collaboration with concerned Cabinet Office and Ministries to ensure smooth enforcement of this law.

The Ministry of Health, Labour and Welfare provides female victims with temporary emergency protection at women’s counseling centers from a viewpoint of welfare. From FY2001, it has endeavored to strengthen night security systems at women’s counseling centers and to promote wide-area measures that facilitate moving victims to other prefectures for protection as the need arises.

The Second World Congress against Commercial Sexual Exploitation of Children was held from 17th to 20th December, 2001, in Yokohama City, by the Government of Japan in corporation with the United Nations Children’s Fund (UNICEF) and two international NGOs. A total of 3,050 persons participated in the Congress, including government representatives from 136 countries, NGOs from Japan and overseas, and 23 international organizations and others. Three panel discussions and 107 workshops were organized related to the six main themes: child pornography; prevention, protection and recovery of children from sexual exploitation; trafficking in children; roles and involvement of the private sector; the profile of the sexual exploiter and legislation and law enforcement, and statements were presented by governments and international organizations. On the final day of the Congress, “The Yokohama Global Commitment 2001”, which calls on the international community to promote further their actions towards eradication of child prostitution, child pornography and trafficking in children for the purpose of sexual exploitation was adopted.

Chapter 9 Supporting lifelong health for women

The layout of the Maternal and Child Health Handbook to be used from April 2002 has been revised drastically to incorporate more substantial information on fathers’ participation in child raising, support for child raising, and systems pertaining to childbirth and child raising for working women and men.

Chapter 10 Respecting women's human rights in the media

In October 2001, the Cabinet Office formulated "Guidelines on enhancement of the environment surrounding young people" (in agreement with the Council for Promoting Youth Development) as a measure for responding to issues concerning young peoples' contact with information portrayed in all types of media, including sexual depiction, and violent and cruel expression, from a viewpoint of wholesome youth development. The Guidelines incorporate matters requiring Government measures, matters for the Government to request of local governments entities, and matters for the Government to request of concerned industrial groups and organizations. Measures are being promoted in collaboration with all concerned Ministries.

Chapter 11 Promoting gender equality to facilitate diversity of choice through enhancement of education and learning

A model program involving local children in volunteer work for seven days a year, and a program promoting experiential activities for young people embracing problems have been implemented since FY2001 with the aim of nurturing a sense of social responsibility in young people. Furthermore, a Children's Dream Fund has been established within the National Olympic Memorial Youth Center, to provide aid to private organizations engaging in experiential activities for children.

A program entitled "Designation of model communities to undertake career education" was newly established in FY2001 with the aim of promoting career education appropriate to each stage of development.

Chapter 12 Contributing to the "equality, development and peace" of the global community

In February 2002, a "Advisory council on Assistance to Women in Afghanistan " was held as an informal meeting with the Chief Cabinet Secretary, and discussed the way to assist reconstruction of Afghanistan with consideration of women's needs .

In addition to acquiring information on moves and changes related to gender equality in western countries that began taking measures for gender equality at a particularly early stage, the Cabinet Office participated as an observer for the first time in the Twenty-third Meeting of the Steering Committee for Equality between Women and Men of the Council of Europe (November 2001) with the aim of building an information and opinion exchange network among policy makers.

Policies to be Implemented in FY2002 to Promote the Formation of a Gender-equal Society

The Council for Gender Equality continue to study and deliberate on issues such as “Support Measures for Women’s Challenges”, and the Council makes active use of specialist committees, and endeavors to incorporate their opinions into the studies and deliberations of the Council.

With respect to all forms of indirect discrimination, a survey has been conducted overseas, information on measures and precedents taken in other countries have been collected, and the issue is being further examined.

In FY2002, meetings to promote women’s active participation in society will be held in each prefecture to popularize measures for positive action widely throughout the country and to reinforce local measures.

The Ministry of Health, Labour and Welfare conducted a survey of the implementation status of the workers dispatch system with the aim of attaining a competent grasp of the overall situation. It will continue to examine revisions to the system as a whole based on the results of the survey and other information.

In addition to striving to instigate entrepreneurial activities through promotion of information technology and high added value, the Ministry of Agriculture, Forestry and Fisheries established a priority framework for female entrepreneurs when reviewing the agricultural improvement fund.

Moreover, a Women’s Agri-support Center will be established to provide female farmers with comprehensive support for balancing of work and child raising, and participation in management.

Based on the “Policy on Support Measures for the Balancing of Work and Child Raising”, “Basic policies on promoting countermeasures to the declining birthrate” and “Plan for concrete implementation of countermeasures to the declining birthrate that should be promoted as a matter of importance” (New Angel Plan), the Government has been striving to establish daycare services that can meet diverse needs, and a counseling and support system to relieve concerns and isolation associated with childcare. It is also enhancing measures to promote the social and economic independence of single-parent families.

The Ministry of Health, Labour and Welfare will use the incentive allowance for introduction of a nursing leave system and the incentive allowance for supporting balancing of child raising to be established in FY2002, and will push ahead with the introduction of a leave system for nursing children and measures to shorten working hours.

From the standpoint of preparing for future advances in the ageing of society and the declining birthrate, and with the aim of creating a diversity of industries and employment for women and senior citizens, the Ministry of Economy, Trade and Industry will endeavor from FY2002 to popularize model programs that encourage citizens' activities centered around women and senior citizens to become businesses.

The Ministry of Health, Labour and Welfare will have its Social Security Council's Pension Sub-committee continue across-board discussion of all systems in preparation for recalculation of finances for the next period to be undertaken by 2004. These discussions will regard issues surrounding women and pension as an important topic for consideration, and will proceed with deliberations based on a report by the "Committee on a pension system that responds to changes and issues in women's lifestyles".

With respect to violence against women, the Cabinet Office will survey the actual situation surrounding victims in Japan and how other countries deal with assailants.

From April 2002, information regarding facilities, systems, and laws and ordinances that can be used to support victims of spousal violence will be provided via the Cabinet Office's home page (<http://www.gender.go.jp/e-vaw/>).

In order to eliminate substance abuse, the police will promote comprehensive measures focused on interception of supplies and elimination of demand.

As a countermeasure to substance abuse, the Ministry of Health, Labour and Welfare will further enhance enlightenment activities by producing and distributing a CD-ROM and other educational materials to be used at enlightenment activities at various community events to be newly initiated from FY2002 by advisors on the prevention of substance abuse.

With respect to issues such as the decline in the educational capacity of communities and families, and formation of a gender-equal society, from FY2002, the Ministry of Education, Culture, Sports, Science and Technology will support the revitalization of community learning activities undertaken with the cooperation of the Government, NPOs and other private organizations as a means of enabling communities as a whole to cooperate in resolving issues.

The Fifth Periodic Report on Implementation of the Convention on the Elimination of All Forms of Discrimination Against Women will be submitted to the United Nations to notify it of legislative, judicial and administrative or other measures taken to implement the Convention, and progress made in its implementation to the United Nations.