# 2012年1月6日 IPSS

25

#### Conclusions

- Increasing involvement of lay judgement in the assessment of poverty over time
- Consensual approaches have been used in developed and developing countries
- ❖ Robustness in the approach has been demonstrated through the high level of consensus among social groups and between different societies

School for **Policy Studies** 

# Comparing Minimum Income Standards: MIS in the UK

Abigail Davis

Centre for Research in Social Policy, Loughborough University

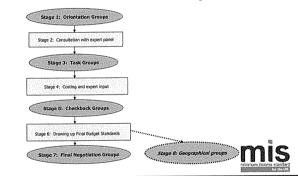


#### **Minimum Income Standards**

- What is MIS?
  - A budget standard that provides a way of estimating the income that people need in order to reach a minimum socially acceptable standard of living
  - A new benchmark anchored in public consensus
  - A way of looking at people's needs and whether or not these are being met



# Minimum Income Standards Methods Map



# Minimum Income Standards: the story so far

- 2008
  - MIS for Britain
- 2009
  - MIS for Northern Ireland
  - First update, with uprated budgets
- 2010
  - MIS for the UK, incorporating first review
  - MIS for rural households
  - MIS for Japan begins
- 2011
  - MIS UK update
  - MIS for Guernsey



# **MIS Applications**

- Living Wage
- Means-testing financial assistance
- A tool to answer policy questions
  - Needs of particular communities
  - Social security reform



# Minimum Income Standards: 2012 and beyond

- 2012
  - MIS for UK update, including first rebase
  - In-depth work on the costs of children
  - MIS for Japan first findings
  - MIS for Portugal begins
- 2013
  - MIS for UK update
  - Focus on qualitative data



#### 

#### MIS UK: A definition of the 'minimum standard'

'A minimum standard of living in Britain today includes, but is more than just, food, clothes and shelter. It is about having what you need in order to have the opportunities and choices necessary to participate in society.'



#### MIS Japan: A definition of the 'minimum standard'

'In contemporary Japan, the basic standard of living that is required for everyone as a minimum means a sanitary and healthy way of living backed by a sense of security and stability. In addition to clothing, food and housing, this minimum necessary standard of living includes an environment where necessary information, human relationships, entertainment, appropriate ways of working, education and solid future prospects are available.'



## Challenges

- Recruitment
- Explaining the task
  - Framing
- Case studies
- Interpreting the data
- Consistency of approach
  - Moderating
  - Costing



# **Next steps**

- UK
  - MIS 4<sup>th</sup> Age
  - MIS Highlands and Islands
  - Living Wage
- Portugal
  - Exchange visits and training workshops
- Japan
  - Further collaboration for in-depth comparison of both methods and findings
- Developing countries



### A minimum income standard

Abigail Davis

Centre for Research in Social Policy Loughborough University Leicestershire LE11 3TU Telephone: 01509 223618 Email: minimumincomestandard@lboro.ac.uk Website: www.minimumincomestandard.org







公開シンポジウム

# 社会的包摄

政策の成功と失敗

What is Social Inclusion?
Lessons from the UK, Hopes for Japan

Japan-UK Research Cooperative Program

2012年1月7日(土) 13:00~17:15 慶應義塾大学 北館ホール North Hall, Keio University

入場無料/先着200名/事前登録制







# 開催趣旨

Purpose

社会的排除/包摂の概念は、フランスの「反排除法」、イギリスの「社会的排除問題対策本部(Social Exclusion Unit: SEU)」、EUの社会的包摂ナショナル・アクション・プランなど、世界の社会政策の実践の場においても既に取り入れられています。日本においても、2011年4月、内閣官房に社会的包摂推進室が設置され、貧困のみならず、「無縁社会」「孤立化」などに立ち向かう新しい社会政策の方向性が打ち出されました。しかしながら、社会的包摂推進室のモデルであったイギリスSEUは、1999年と早くに設置されたのにも関わらず、新政権の下、現在は廃止されています。10年間のSEUはイギリスの社会政策に何をもたらしたのか、また、何を達成し、達成しなかったのか。イギリスの経験から日本の包摂政策が学ぶべきものは何か。本シンポジウムでは、これらの問いに答えることを目指します。



#### 13:00

#### 開会挨拶

**Opening Words** 

西村周三(国立社会保障・人口問題研究所長) Shuzo NISHIMURA ( Director, IPSS)

#### 13:15

#### 基調講演1

Voynoto Spaceh 1

「イギリスの社会的包摂政策:成功と失敗」

"The Successes and Failures of Social Inclusion Policy in the UK"

デイヴィッド・ゴードン

(プリストル大学 タウンゼンド国際貧困研究所長) David Gordon(Director, the Townsend Centre for International Poverty Research, Bristol University)

#### 基調講演2

Keynote Speech 2

「日本の社会的包摂推進室の試み」

"Social Inclusion Policy in Japan"

湯浅誠

(内閣府参与 · 内閣官房社会的包摂推進室長) Makoto YUASA ( Head, Social Inclusion Unit Japan)

#### 15:00

休憩

Break

15:15

パネル・ディスカッション

Panel Discussion

パネリスト:

Panelists:

デイヴィッド・ゴードン

David Gordon

湯浅誠

Makoto YUASA

ジョナサン・ブラッドショー (ヨーケ大学)

Jonathan Bradshaw (York University)

クリスティーナ・パンタジス (プリストル大学)

Christina Pantazis (Bristol University)

駒村康平(慶應義塾大学)

Kohei KOMAMURA (Keio University)

岩田 正美(日本女子大学)

Masami IWATA (Japan Women's University)

橘木 俊詔 (同志社大学)

Toshiaki TACHIBANAKI (Doshisha University)

モデレーター:

Moderator:

阿部彩(国立社会保障·人口問題研究所) Aya ABE (IPSS)

#### 17:15

閉会

Closing

プロフィール Profile



デイヴィッド・ゴードン David Gordon

ブリストル大学タウンゼンド国際貧困研究所長。生物学と地理学の基礎を貧困対策と融合させることに成功させた。現在の研究領域は、貧困の科学的測定、犯罪と貧困、子ども期の障害、地域ベースの貧困対策、貧困と健康の関係、住宅政策

など。南太平洋地域における安全な水の確保のプロジェクトにも関わっている。



ジョナサン・ブラッドショー

Jonathan Bradshaw

ヨーク大学教授。イギリス政府および国際機関で多数の顧問などを務める。ヨーク大学社会政策研究ユニット (SPRU) の発足にかかわる初代ディレクター、ヨーロッパ連合における社会的包摂ナショナル・アクション・プランのイギリス専門家として務めたほか、ユニセフなどの国際機関のアドバイザーでもある。特に子どもの貧困の研究について著名。



岩田 正美 Masami IWATA

日本女子大学教授。厚生労働省社会保障審議会委員などを歴任。研究テーマは、貧困・社会的排除と福祉政策。主著に第2回社会政策学会学術賞、第4回福武直賞受賞『戦後社会福祉の展開と大都市最底辺』(ミネルヴァ書房)、『現代の貧困 ーワーキングプア/ホームレス/生活保護』(ちくま書房)、『社会的排除一参加の不足・不確かな帰属』(有斐閣)など多数。



橘木 俊詔 Toshiaki TACHIBANAKI

同志社大学経済学部教授。京都大学名誉教授。元日本経済学会会長。京都大学大学院経済学研究所教授、経済企画庁客員主任研究官、日本銀行客員研究員などを経て現職。研究テーマは、所得格差。主著に格差論争の火付け役となり、エコノミスト賞を受賞した『日本の経済格差』、石橋湛山賞を受賞した『家計からみる日本経済』(ともに岩波新書)のほか多数。



湯浅 誠 Makoto YUASA

内閣府参与、内閣官房社会的包摂推進室長、 反貧困ネットワーク事務局長、NPO法人自 立生活サポートセンター・もやい事務局次 長。90年代より野宿者(ホームレス)支援 に携わる。「ネットカフェ難民」問題を数 年前から指摘し火付け役となるほか、貧困

者を食い物にする「貧困ビジネス」を告発するなど、現代日本の貧困問題を現場から訴えつづける。2008~2009年年末年始の「年越し派遣村」では村長を務める。2009年内閣府参与に就任。著書に『反貧困』(岩波新書、第14回平和・協同ジャーナリスト基金賞大賞、第8回大仏次郎論壇賞)、『貧困襲来』(山吹書店)など。最新刊に『どんとこい!貧困』(理論社)、『岩盤を穿つ』(文藝春秋社)。



クリスティーナ・パンタジス

Christina Pantazis

ブリストル大学、タウンゼンド国際貧困研究所講師。1999年の貧困と社会的排除調査より、チーム・メンバーとして活躍している。専門は、貧困と社会的排除、犯罪。近年は、社会的被害の概念を発展させ、イギリスにおけるテロリスト対策がイスラム系やアジア系コミュニティに与える影響を研究。



駒村康平 Kohei KOMAMURA

慶應義塾大学経済学部教授。厚生労働省顧問。厚生労働省女性と年金検討会委員、社会保障審議会人口部会委員などを歴任。主著に、『年金はどうなる』(岩波書店)、『大貧困社会』(角川SSC新書)、『年金を選択する』(慶應義塾大学出版会)など多数。



阿部 彩 Aya ABE

国立社会保障・人口問題研究所、社会保障応用分析研究部長。内閣官房社会的包摂推進室企画官、厚生労働省社会保障審議会臨時委員(生活保護基準部会)、内閣府男女共同参画会議専門委員などを務める。研究テーマは、貧困、社会的排除、社会保障、公的扶助。主著は『子どもの貧困一日本の不公平を考える』(岩波新書)、『生活保護の経済分析』(共著、東京大学出版会)。

公開シンポジウム(東京) 社会的包摂政策の成功と失敗 ~イギリスの経験、日本の希望~

#### ◆日時:

2012年1月7日(土) 13:00~17:15(12:30 開場)

#### ◆主催:

国立社会保障・人口問題研究所、

ブリストル大学タウンゼンド国際貧困研究所

◆後援:慶應義塾経済学会

◆このシンポジウムは平成23年度独立行政法人 日本学術振興会とイギリス Economic & Social Research Council との二国間交流事業(セミナー)による支援を受けて開催されます。

◆言語:日本語、英語 ◆通訳:同時通訳有り ◆参加費:無料 ◆定員:先着200名

◆事前登録:必要

# ご来場方法

#### ◆会場:

慶應義塾大学 三田キャンパス 北館ホール (〒108-8345 東京都港区三田2-15-45)

#### ◆アクセス:

JR山手線·JR京浜東北線

「田町駅」西口から徒歩8分

都営地下鉄浅草線

「三田駅」A3出口から徒歩7分

都営地下鉄三田線

「三田駅」A10出口から徒歩7分

都営地下鉄大江戸線

「赤羽橋駅」赤羽橋口から徒歩8分

# 参加ご希望の方

#### ◆お申込方法:

席数に限りがありますので12月22日までに インターネットまたはFAXでお申込みください。

#### ①インターネットの場合

http://www.ipss.go.jp/int-sem/JPUK2012 に アクセスし「申込フォーム」よりご登録下さい。

#### ②FAXの場合

氏名、所属、連絡先(電話番号とE-mailアドレス) を明記の上、03-3502-0636にお送りください。

#### ◆お問合せ先:

国立社会保障・人口問題研究所

社会保障応用分析研究部 上枝 または 白瀬

Tel: 03-3595-2984 Fax: 03-3502-0636

E-mail: JPUK2012@gmail.com

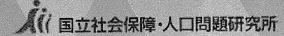
















#### Poverty and Social Exclusion Policies in the UK

Dr David Gordon 戈登 大卫/戴维 Professor of Social Justice School for Policy Studies University of Bristol

Public Seminar Is Japan an Equal Society? Policies against P&SE Keio University Tokyo 7th January 2012



#### All cultures have a concept of Poverty & Exclusion

- "In Wealth, many friends, in poverty not even relatives"
- Japanese Proverb
- "Poverty is the worst form of violence!"
- Mahatma Gandhi Indian Philosopher & Freedom Fighter
- "The greatest evils and the worst of crimes is poverty" George Bernard Shaw - Irish Playwright & Novelist

#### Child Poverty in the UK

The UK Government is committed to tackling the problem of child poverty. In March 1999, the Prime Minister Tony Blair set out a commitment to end child poverty forever:

"And I will set out our historic aim that ours is the first generation to end child poverty forever, and it will take a generation. It is a 20-year mission but I believe it can be

The Child Poverty Act 2010 has placed this policy commitment into UK law

#### **UK Child Poverty Act 2010**

Places in legislation the commitment to eradicate child poverty by 2020, this means that UK Secretary of State will have a duty to meet the following child poverty targets:

- •Relative poverty: Less than 10% of children living in relative low income poverty by 2020.
- •Material Deprivation: Less than 5% of children living in combined material deprivation and low income.
- •Absolute low income: Reduce the proportion of children who live in absolute low income to less than 5%.
- •Persistent Poverty: percentage of children living in relative poverty for three out of four years (target level to be set by the end of 2014 as data are currently unavailable)

Requires the UK Secretary of State to publish a UK child poverty strategy, which must be revised every three years.

#### The idea that poverty can be ended is over 200 year old

The French enlightenment philosopher Marie Jean Antonine Nicolas de Caritat, Maquis de Condorcet argued in *Sketch for a Historical Picture of the Progress of the Human Mind* (published posthumously in 1794 by the government of the new French Republic) that poverty was not a result of natural laws or divine will but was caused by 'the present imperfections of the social arts'

He argued that poverty could be ended by the universal provision of pensions, grants to the young, sickness benefits and state education

#### European Union definitions of poverty and social exclusion

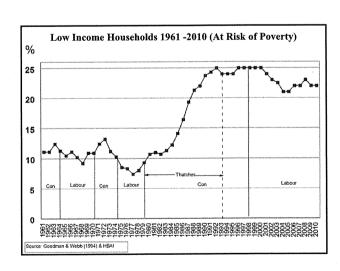
On the 19 December 1984, the European Commission defined 'poverty' as:

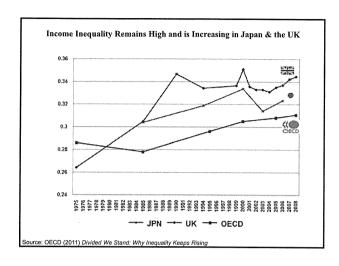
"the poor shall be taken to mean persons, families and groups of persons whose resources (material, cultural and social) are so limited as to exclude them from the minimum acceptable way of life in the Member State in which they live." (EEC, 1985).

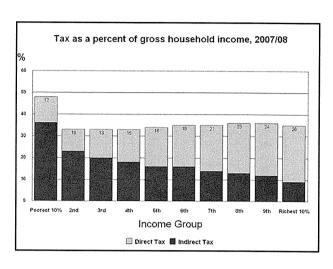
This is a *relative* definitions of poverty in that it refers to poverty not as some 'absolute basket of goods' but in terms of the minimum acceptable standard of living applicable in a Member State and within a person's own society.

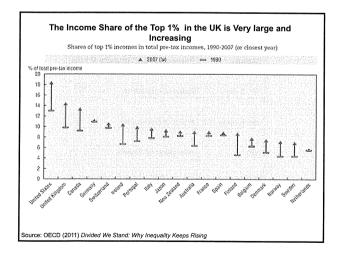
#### **Indirect Vs Direct Definitions of 'Poverty**

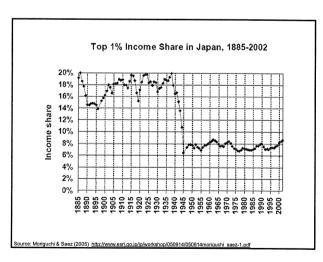
Process	Lack of Resources	Exclusion for Minimum Way of Life
Townsend (1954, 1962) Interpretation	Poverty	Outcome of Poverty
Ringen (1988) Interpretation	Cause of Poverty	Poverty

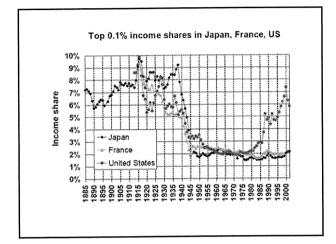












# A Brief History of Anti-Poverty Policy

#### The idea that poverty can be ended is over 200 year old

The French enlightenment philosopher Marie Jean Antonine Nicolas de Caritat, Maquis de Condorcet argued in *Sketch for a Historical Picture of the Progress of the Human Mind* (published posthumously in 1794 by the government of the new French Republic) that poverty was not a result of natural laws or divine will but was caused by 'the present imperfections of the social arts'

He argued that poverty could be ended by the universal provision of pensions, grants to the young, sickness benefits and state education

Historic changes in the primary purpose of anti-poverty policy

Century	Purpose of Anti-poverty Policy
17 <sup>th</sup> & 18 <sup>th</sup>	Relief of Indigence
19th & early 20th	Relief of Destitution
20 <sup>th</sup>	Alleviation of Poverty
21 <sup>st</sup>	Eradication of Poverty

#### **UK Policy Context**

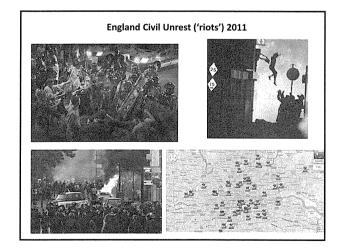
17th & 18th Century: Poverty was perceived as a regrettable but necessary evil that was required to make the 'lower classes' work. Young (1771) argued that "Everyone but an idiot knows that the lower classes must be kept poor or they will never be industrious". It was widely believed that without the fear of poverty people would not work and there would be no prosperity or civilisation.

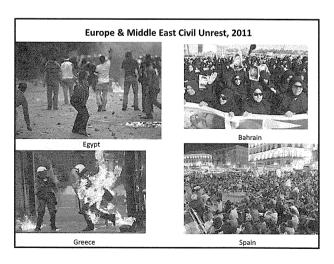
19th Century: The able-bodied pauper and his family were denied their liberty, civil rights and basic human dignity order to compel behavioural change. Poverty was perceived to purely result from 'fraud, indolence and improvidence' and not from any structural factors such as the unavailability of work.

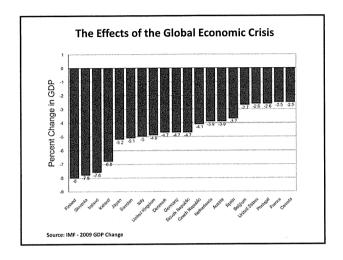
20th Century: Welfare State - Poverty mainly seen to be caused by structural factors e.g. unemployment, sickness, etc. Benefits and services to provide safety nets in the short term to alleviate poverty. Full employment for long term economic well-being.

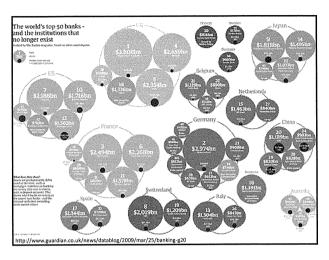
21st Century: The concept of freedom from poverty and hunger as a human basic right. Sufficient resources to participate fully as a citizen

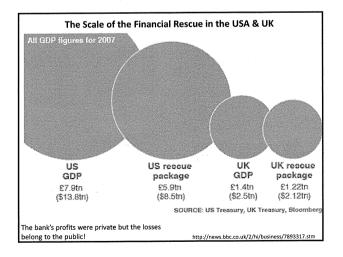
## The Present Day Context



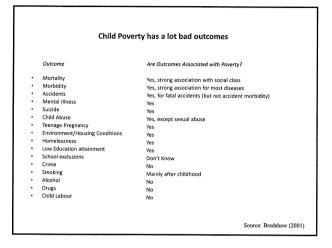








Lessons from the UK Experience of Anti-poverty and Social Inclusion Policies



Male life expectancy, between- and within-country inequities, selected countries		
Place	Life expectancy at birth	
United Kingdom, Scotland, Glasgow (Calron) <sup>b</sup>	54	
India'	62	
United States, Washington DC (black)*	6/3	
Philippines*	64	
Lithuania*	65	
Poland	71	
Mexico*	72	
United States*	75	
Cultys	75	
United Kingdom	77	
Japan*	79	
Iceland*	79	
United States, Montgomery County (white)	80	
United Kingdom, Scotland, Glasgow (Lenzie N.)*	82	

#### Child poverty is very expensive It is makes good economic sense to get rid of it Figure 2: Adding up the costs Annual Exchequer Annual private costs costs 4 . £12 billion public spending £2 billion benefit bill Future costs due to poor labour market outcomes £13 billion £2 billion benefit bill £3 billion lost tax and NI £8 billion net earnings lost £17 billion public Total £8 billion private Total cost to Exchequer plus lost economic potential: £25 billion a year

#### New Labour and Poverty and Social Exclusion Policies

The 1997 New labour Government was elected with a firm commitment to reduce poverty and exclusion. In 1996, Tony Blair argued that;

"for the new Millennium we need a war on exclusion and a determination to extend opportunity for all" (January, 1996) and also "If the next Labour government has not raised the living standards of the poorest by the end of its time in office, it will have failed" (July, 1996)

Within months of being elected Social Exclusion became an important Government concept. In August 1997, the Social Exclusion Unit (SEU) was launched by Peter Mandleson who argued that the;

"Scourge and waste of social exclusion" were "the greatest social crisis of our time" (Mandelson, 1997)

The SEU's job was to coordinate policy across government departments and work with local authorities and the voluntary sector.

#### A Focus on Child Poverty and Exclusion

The New Labour Government developed social inclusion policies across broad areas, such as tackling health and educational inequalities and also focused on specific target groups e.g. poor neighbourhoods, services for older people and pensioner incomes, vulnerable groups and exclusion and poverty amongst ethnic minority groups.

However, there developed an increasing focus on child poverty and increasing the opportunities of poorer children.

There was a strong emphasis on tackling exclusion and child poverty by increasing paid employment and making it pay

#### Making Work Pay & Increasing Incomes of Families with Children

- •National Minimum Wage
- •New Deal for Lone Parents
- •Working Tax Credit
- •Child Tax Credit
- Increased Child Benefit (for first child)
- •Increased length and amount of Maternity Allowance
- Sure Start Maternity Grant
- •Increased Income Support Allowance for younger children
- •Expansion of Nursery School Provision for 3 and 4 year olds
  •Sure Start for young children in poor areas (20% most deprived areas)
- National Childcare Strategy to deliver high quality, affordable childcare everywhere

#### **Sure Start**

Focus on young children (Early Years) as this was a "Policy Free Zone" with few vested interests within government departments or any long history of failure which needed to be defended. Driven by the Treasury (Norman Glass) and interventions were to be 'evidence beard'.

Two generational: involving parents and children Non-stigmatising: avoiding labelling 'Problem Families" Multifaceted: Targeting a range of factors not just education or health

or parenting

Persistent: lasting long enough to make areal difference

Locally Driven: based on consultation and involvement of parents
and local communities

Culturally Appropriate and sensitive to the needs of parents

(Glass, 1999; Eisenstadt, 2011)

#### **Sure Start**

The original idea was that Sure Start would be 'Nurturing', helping and supporting mothers to bring up their babies/young children. The focus shifted to childcare, education and helping parents to get paid work.

Sure Start was very popular with the public and politicians and expanded rapidly (faster than the civil servants wanted!)

1999/2000 £80 million 2000/2001 £184 million 2001/2002 £284 million 2002/2003 £449 million 2003/2004 £449 million

After 2004/05 Sure Start went from being 500 Children's Centres targeted in the poorest areas to a Universal service with 3,500 centres throughout the country. Sure Start was one of the few services designed for the 'poor' where the 'rich' actively worked to get access

#### Sure Start - Did it Work?

Sure Start became to be seen by Ministers as a means to an end (e.g. getting parents into paid work) rather than a social good in its own right (e.g. early education and nurturing)

Impact Evaluation Findings (2005, 2008, 2010)
Compared outcomes for children in Sure Start areas with a matched sample of children from a national survey (Millennium Cohort)

Effects for children - better health and fewer obese young children - BUT no other significant effects!

Effects for Parents - greater life satisfaction, better parenting, more stimulating and less chaotic home environment for children and an increase in paid work by parents BUT mothers were also less likely to attend school meetings and were more likely to report depression.

So Sure Start was very good for parents (particularly mothers) but had limited impact on young children particularly their cognitive development and education

#### What was achieved?

- 1) Established the importance of services for young children - this idea is no longer contested in the UK.
- 2) Extended the right to publically funded early education and childcare services.
- 3) Established Sure Start Children's Centres as the place parents go for advice and support i.e. Sure Start is a good 'brand'.
- 4) Developed a service that is very popular with parents.

(Eisenstadt, 2011)

#### Welsh Child Poverty Strategy: The first of many

- Increasing the income of poor families with children.
   Ensure that, as far as possible, children living in low income families are not materially deprived.
- 3. Promote and facilitate paid employment for parents in low-income families.
- 4. Provide low-income parents with the skills needed to secure employment.
- 5. Help young people take advantage of employment opportunities.6. Support the parenting of children.
- Reduce inequalities in educational attainment between children and young people.

  Help young people participate effectively in education and training.

  Reduce inequalities in health between children and between their
- parents, so far as necessary, to ensure children's well-being.

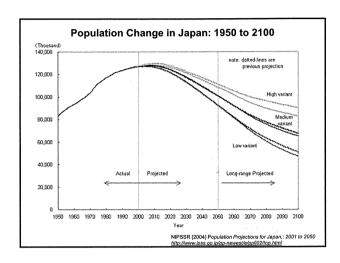
  10. Reduce inequalities in participation in cultural, sporting and leisure
- activities between children and between children's parents, so far as
- activities between children and between children's parents, so far as necessary, to ensure children's well-being.

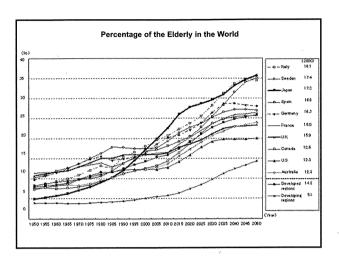
  11. Help young people participate effectively and responsibly in the life of their community.

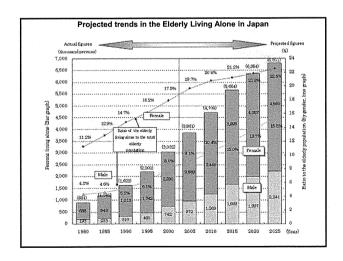
  12. Ensure that all children grow up in decent housing.

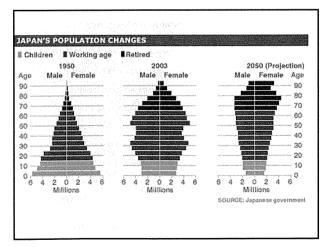
  13. Ensure that all children grow up in safe and cohesive communities.

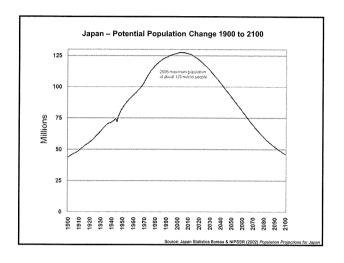
Why is Poverty & Social Inclusion Policy Important for Japan?











#### The Future of Japan's population?

In 2004, over 1 million people in Japan were aged 90 or over.

In 2005, Japan became the oldest society in human history

In June 2006, Japan's population is predicted to reach its maximum size of about 128 million people.

In 2007, Japan's population is projected to begin falling

If current trends continue by 2100 the population of Japan will be between 40 to 45 million people – about the same size as in 1900

#### **Policy Options for Japan**

#### **Possible Policy Options**

- Do nothing result likely increasing poverty and eventual extinction of the Japanese nation if current trends continue
- Increase inclusion of Women and change social attitudes so that men spend less time at work and more time caring for children and doing housework
- 3) Make having children more affordable pro natalist policies
- 4) Increased immigration.

#### Social Attitudes to Women and Girls in Japan Danjyo Kankei – Male and Female Relationships

Traditional *ie* system – women were expected to obey their husbands and be the strong wives of warriors. In the Meiji era the the Civil Code was based on the *ie* system – the Household Head had legal power over all other household members.

Edo period Confucianism – "Men outside and Women Inside", Women should obey their Fathers, Husbands and Eldest Sons.

Meiji era – *ryōsaikenbo* "good wives and wise mothers" – to support husbands and be responsible for the education and upbringing of their children.

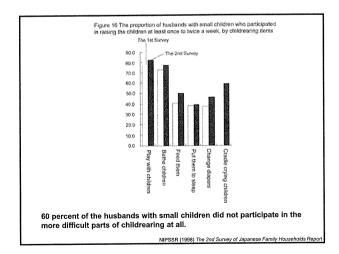
In Japanese many words that describe women are controlling or negative – otoko-masari means 'a woman who exceeds men' but it also has connotations of a lack of femininity. Hako-iri-musume 'daughter in a box' and Otenba 'tomboy' also have negative

Even in 21st Century Japan women are not considered by all men to be equal.

Source: Davies & Ikeno, 2002, The Japanese Mind

#### **FEMALE FACTS**

- Japan ranks 38 in a UN measure which monitors female wages and public power
- 1998 research shows 0.16% men took paternity leave
- 1995 research showed that full-time working men spent 26 minutes each weekday on domestic chores, compared to 3 hours 18 minutes by full-time working women

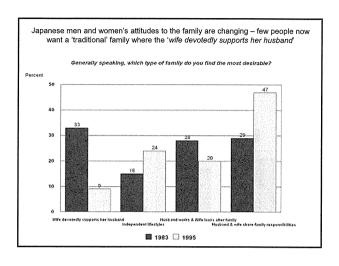


# Japanese Women and Fertility?

- Their husbands work long hours; child care is limited; baby sitters are expensive; and if women decide to work part-time, they are paid less than half that of a full-time worker
- The result is fewer children!

"a lot of Japanese men still have traditional views of women. Frankly speaking, most of them seem to want a kind of a substitute for their mothers, in order to have wives do their housework like their mothers. This does not make sense for women who are taking an active part in society, are independently financially, and aim for a balance between work and family"

- Kumata (1992, p118) Onna to otoko



Reducing the cost of raising children

