

OECD加盟50周年記念国際シンポジウム
「公務労働力の高齢化における政府の人的資源管理」

高齢社会における労働のあり方

～高年齢者雇用に関する先進国の潮流と日本～

亜細亜大学経済学部
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International Symposium, in Celebration of Japan's 50th Year with the OECD
"Government's Human Resource Management in an Ageing Public Workforce"

Future Style of Work in an Ageing Society

~ Employment of Older Workers in Japan
and other Developed Countries ~

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主な内容

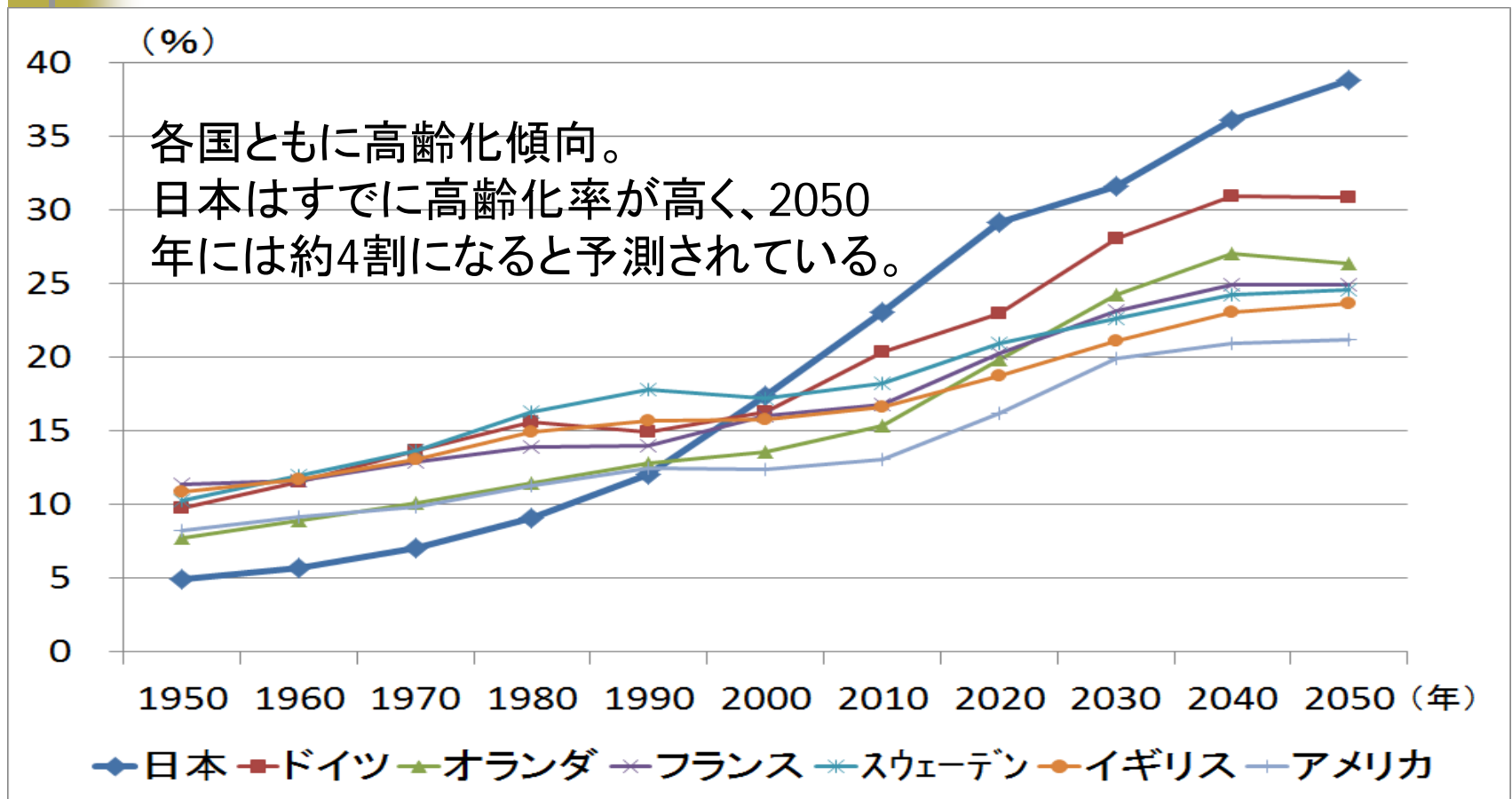
- 1 欧米と日本における高年齢者雇用
- 2 日本の官民における高年齢者雇用



Main Content

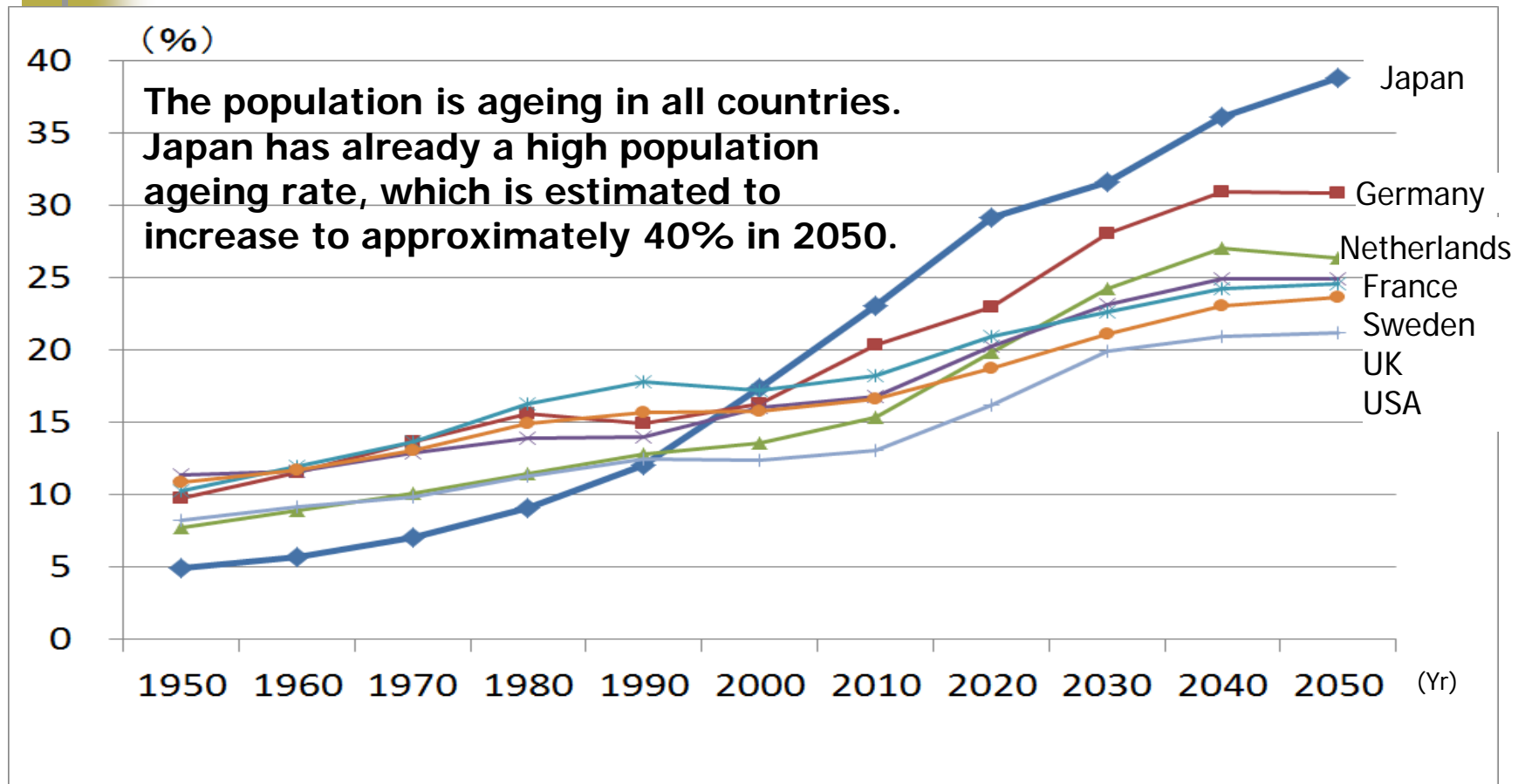
1. Employment of Older Workers in Western Countries and Japan
2. Employment of Older Workers in the Public and Private Sectors in Japan

高齢化率(65歳以上人口比率) の推移(1950~2050年)



出所: 国立社会保障・人口問題研究所「人口統計資料集」2013年版。

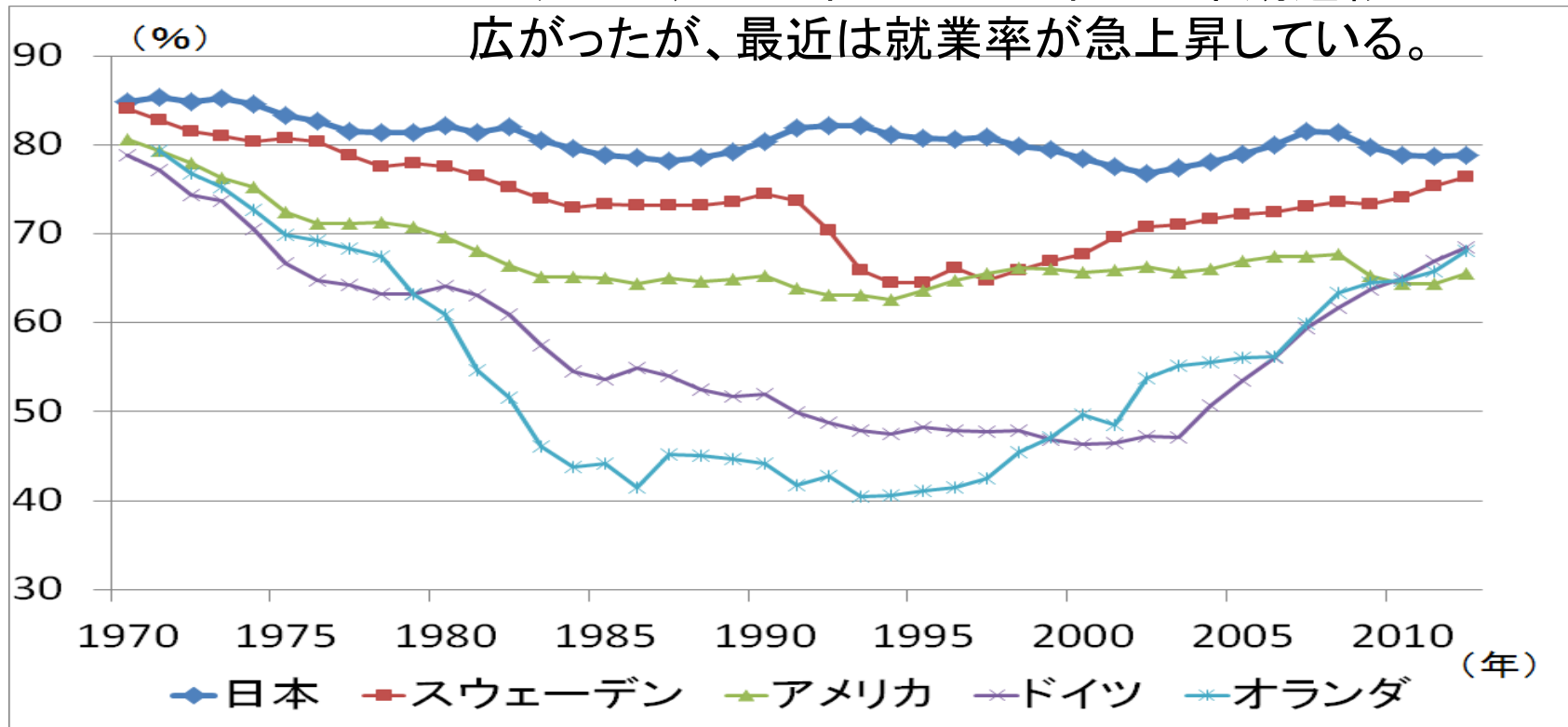
Population Ageing in Selected Countries (Ratio of Individuals Aged 65 and Older in the Population) (1950-2050)



Source: Population Statistics, 2013 Edition, National Institute of Population and Social Security Research.

55～64歳男性の就業率の推移 (1970～2012年)

日本男性の就業率は一貫して高い。
西欧では、1980年代から90年代に早期退職が
広がったが、最近では就業率が急上昇している。



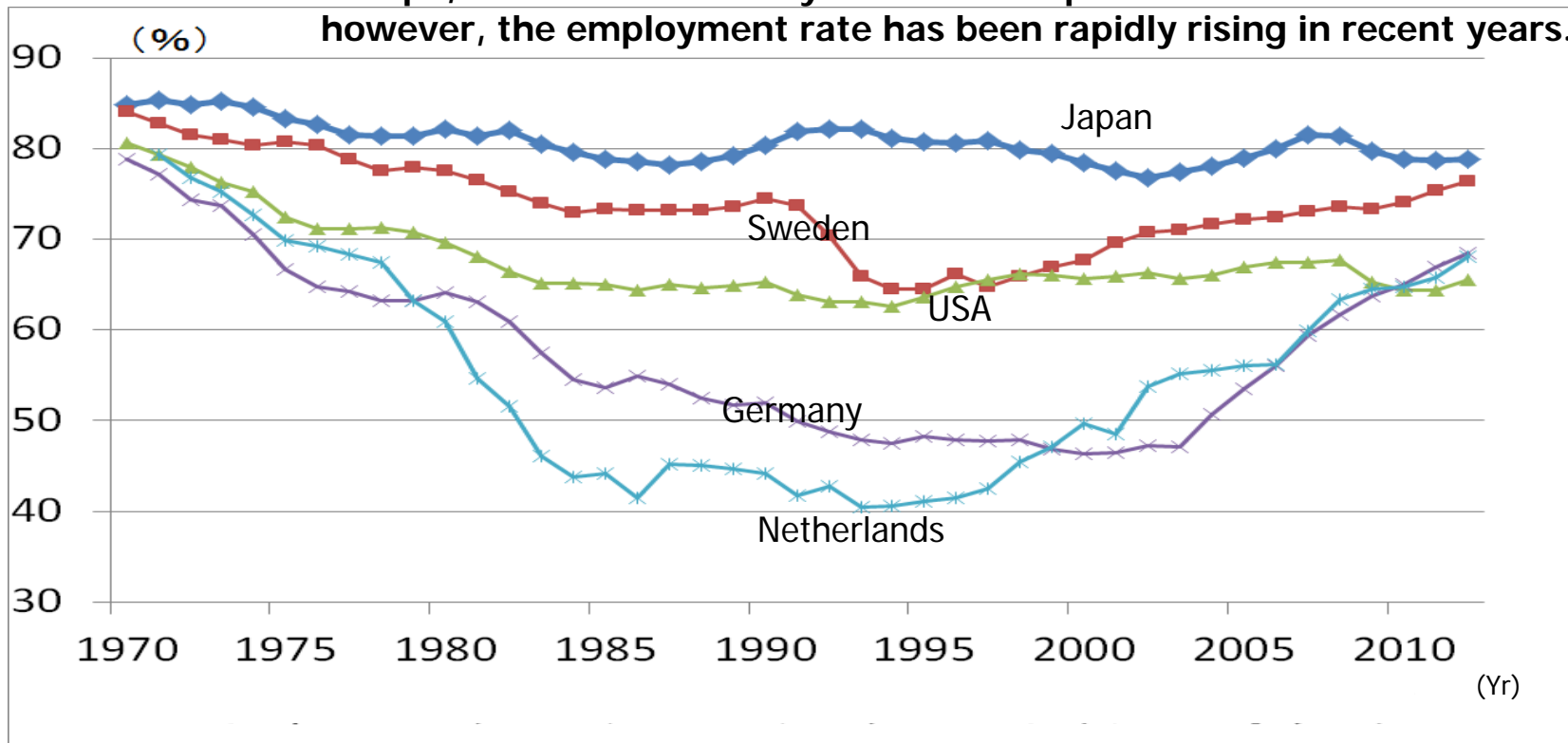
出所: OECD.Stat.

注: 就業率は、当該年齢人口に占める就業者の割合。

オランダは1971年以降。1990年までのドイツの数値は旧西ドイツのもの。

Employment Rate of Males Aged between 55 and 64 (1970-2012)

Employment rate of Japanese males is consistently high. In Western Europe, the trend for early retirement spread in the 1980s and 1990s; however, the employment rate has been rapidly rising in recent years.

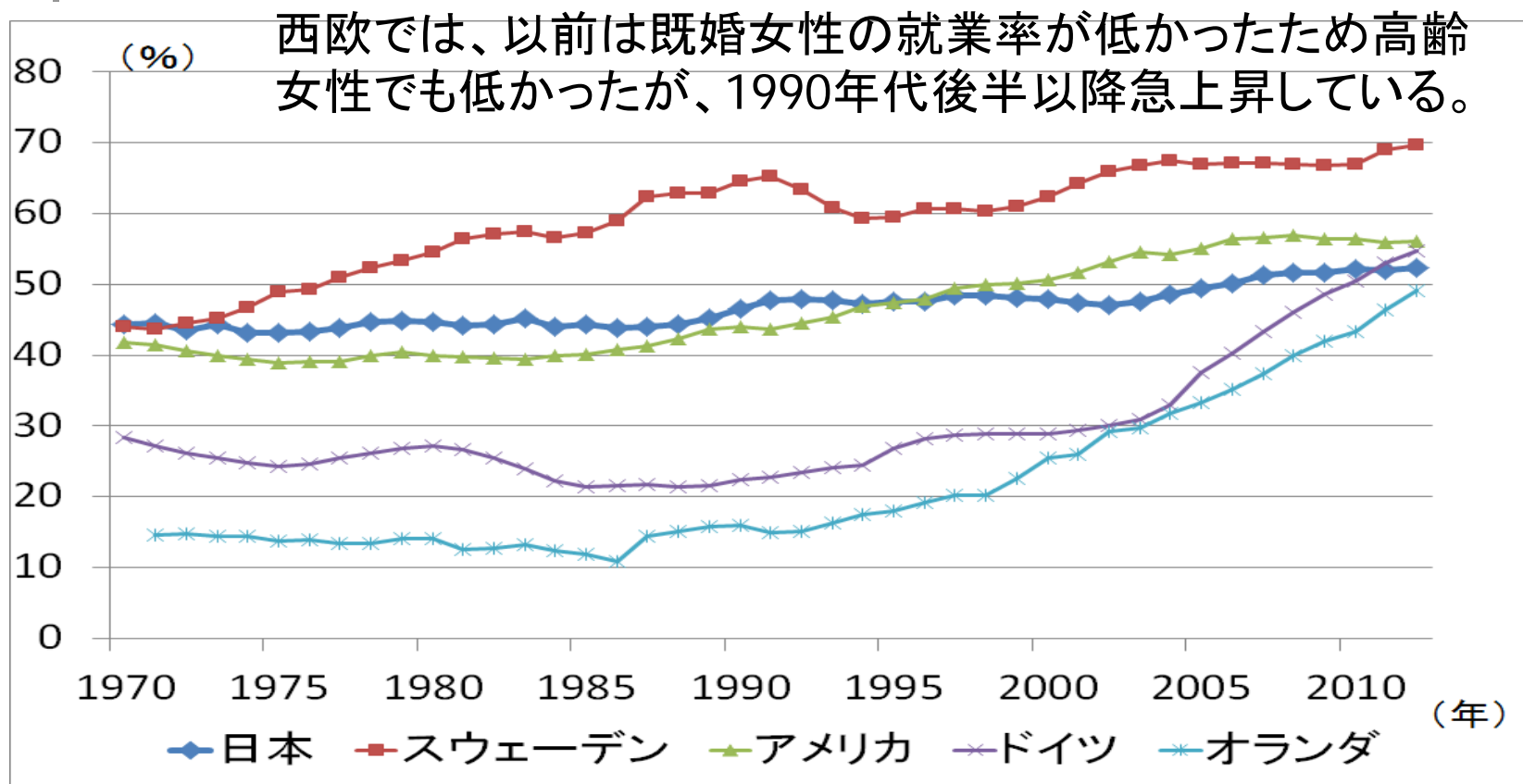


Source: OECD.Stat.

Note: The employment rate is the percentage of employment for the relevant age group.

Data on the Netherlands are from 1971 onwards. Values for Germany up to 1990 are for West Germany.

55～64歳女性の就業率の推移 (1970～2012年)



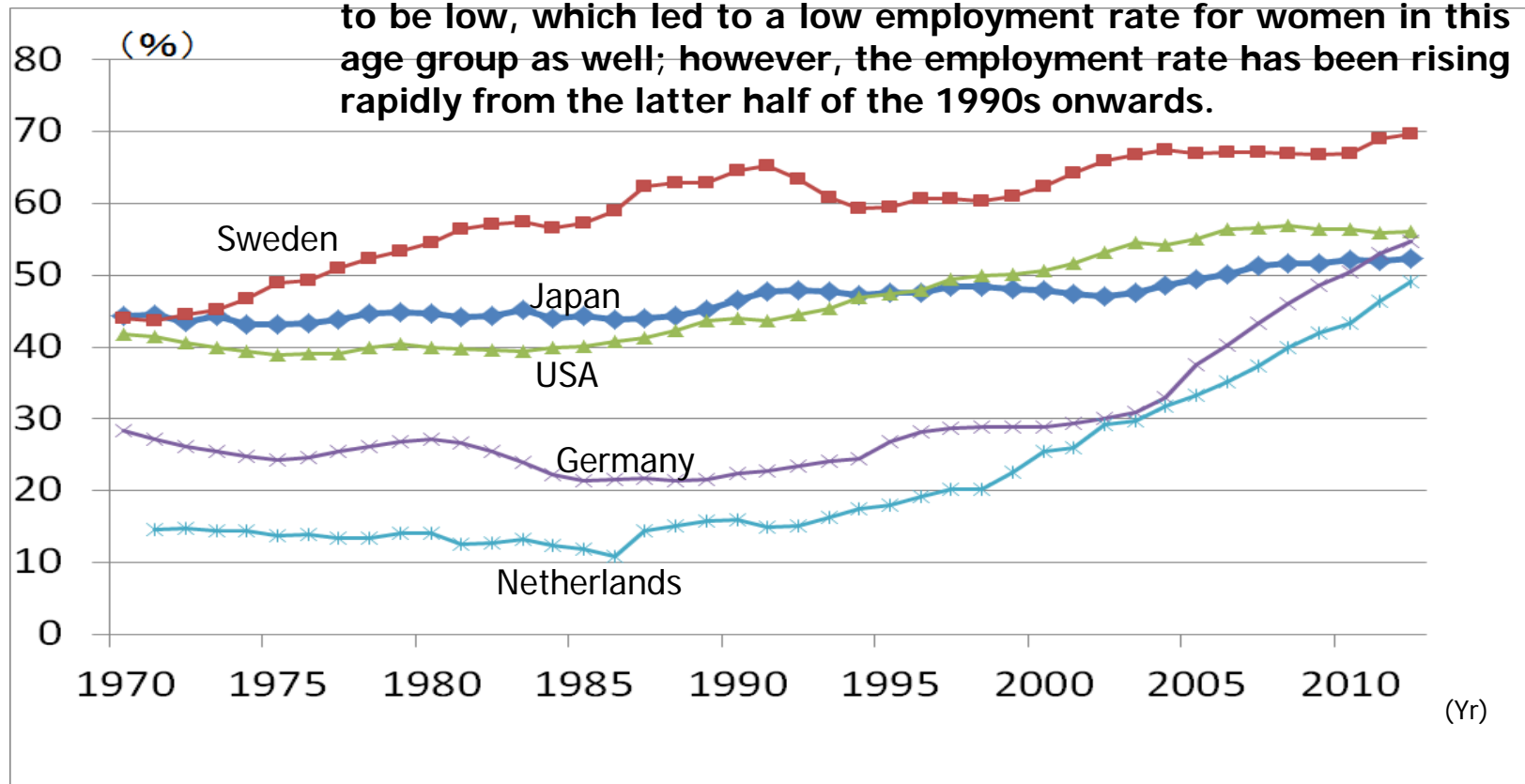
出所: OECD.Stat.

注: 就業率は、当該年齢人口に占める就業者の割合。

オランダは1971年以降。1990年までのドイツの数値は旧西ドイツのもの。

Employment Rate of Females Aged between 55 and 64 (1970-2012)

In Western Europe, the employment rate for married women used to be low, which led to a low employment rate for women in this age group as well; however, the employment rate has been rising rapidly from the latter half of the 1990s onwards.



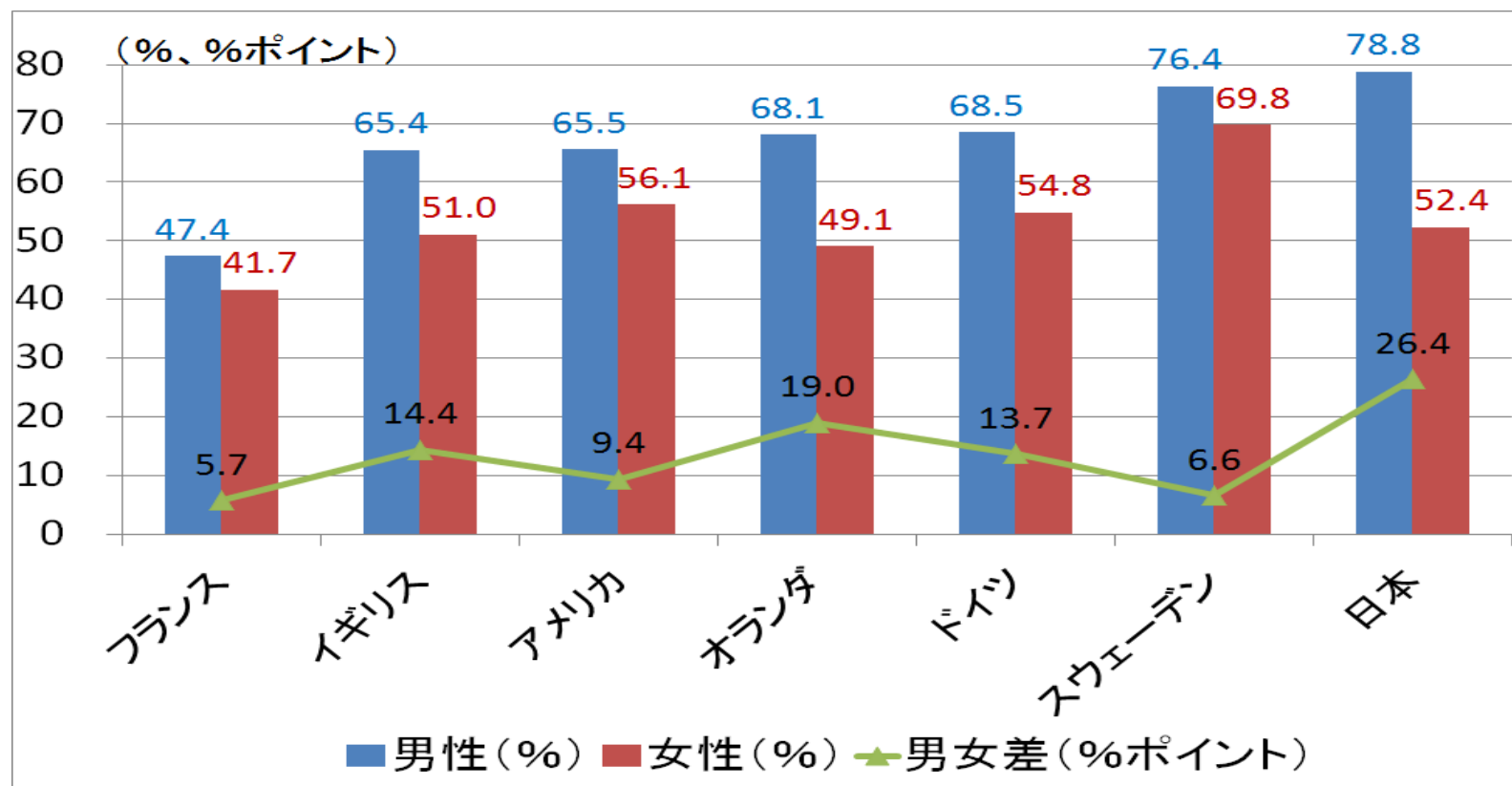
Source: OECD.Stat.

Note: The employment rate is the percentage of employment for the relevant age group.

Data on the Netherlands are from 1971 onwards. Values for Germany up to 1990 are for West Germany.

55～64歳男女の就業率 (2012年)

日本の(男性)高年齢者の就業率は高い。ただし、男女差は大きい。

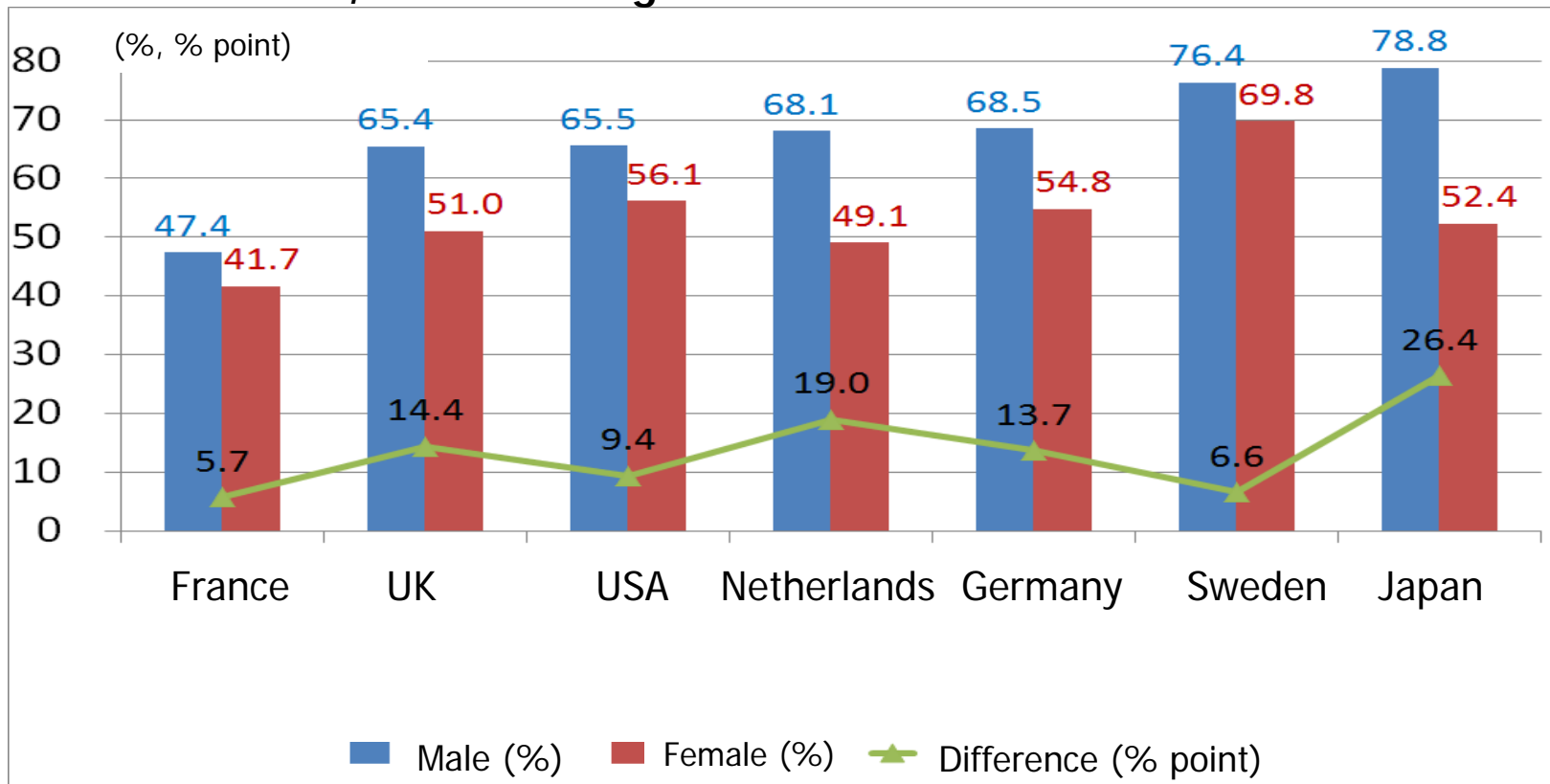


出所: OECD.Stat.

注: 就業率は、当該年齢人口に占める就業者の割合。

Employment Rate of Males and Females aged between 55 and 64 (2012)

Japan's (male) employment rate for the older age group is high; however, there is a large difference between males and females.

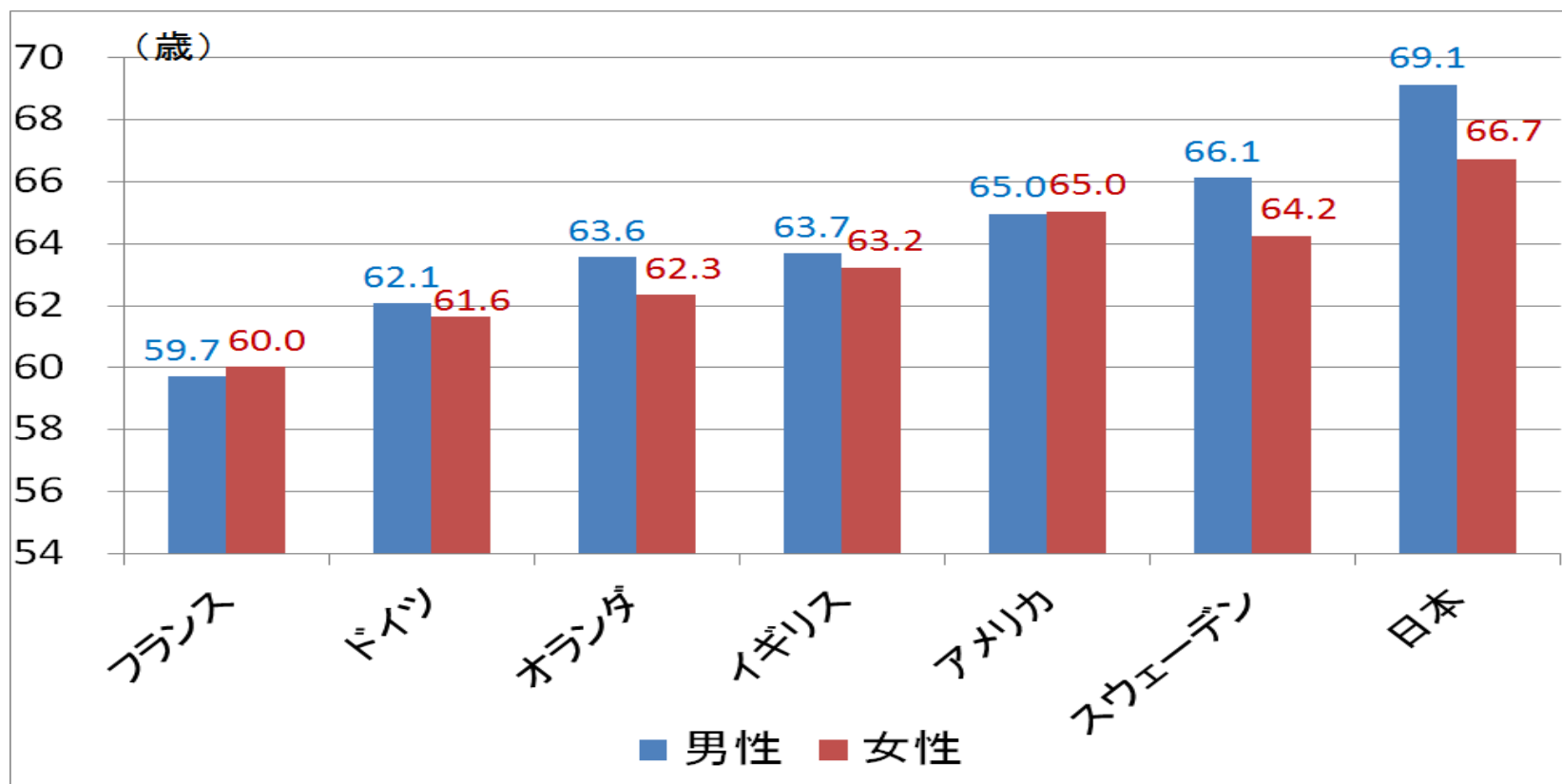


Source: OECD.Stat.

Note: The employment rate is the percentage of employment for the relevant age group.

平均実効引退年齢 (2007～2012年)

実際に引退する年齢も日本は高く欧米は低い。

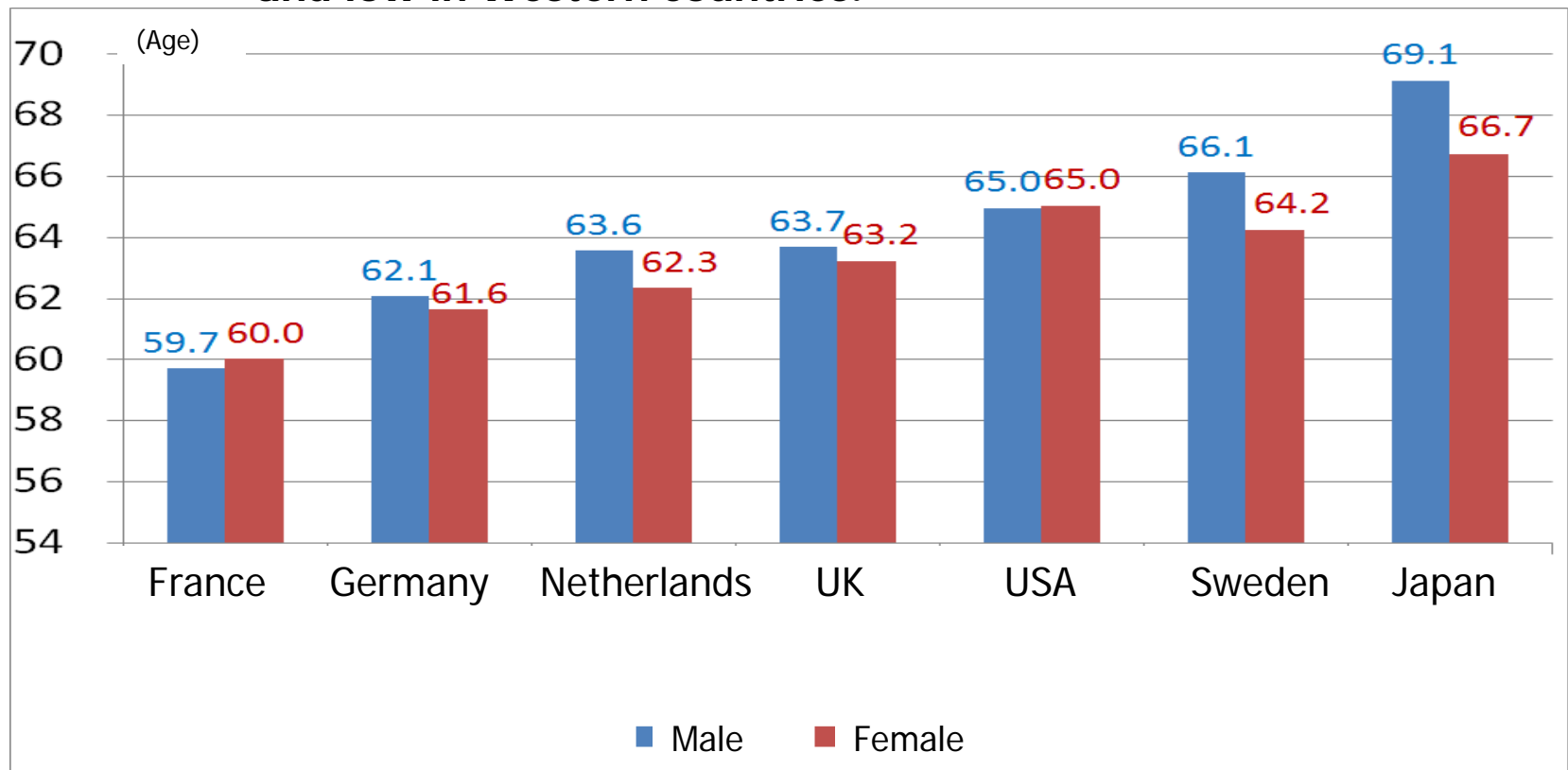


出所: OECD, *Pensions at a Glance 2013*, Fig.3.8のデータ。

注: 平均実効引退年齢は、40歳以上の労働者が実際に労働市場から退出する平均年齢。

Average Effective Retirement Age (2007-2012)

The age at which individuals actually retire is high in Japan and low in Western countries.



Source: Data from Fig. 3.8 in Pensions at a Glance 2013, OECD.

Note: The average effective retirement age is the average age of exit from the labour force for workers aged 40 and over.

西ヨーロッパの早期引退政策と その転換

- 1970年代以降、西ヨーロッパ諸国では若年雇用の改善を目指し早期引退（早期退職給付、失業給付、障がい給付等を活用）を推奨したため、高年齢者の労働参加が急激に減少した。
- 早期引退により、社会保障給付等の費用負担が増大した一方、若年雇用の改善にはあまり効果がなかった。
- 1990年代末以降は、早期引退政策を止め、高齢者の就業率向上を目指すようになった。



Early Retirement Measures in Western Europe and Its Reversal

- From the 1970s onwards, Western European countries encouraged early retirement (utilizing early retirement benefits, unemployment benefits, disability benefits, etc.) aiming to decrease youth unemployment, which led to a rapid drop in the older people's employment rate.
- While the financial burden of these measures rose, these measures did not significantly decrease youth unemployment.
- From the end of the 1990s onwards, this focus on early retirement was reversed in favour of increasing the employment rate of older workers.

年齢差別禁止に関する法律

- アメリカ:1967年 雇用における年齢差別禁止法
 - 40歳以上の労働者について、採用、解雇、賃金、労働条件その他雇用のすべての面における年齢を理由とする事業主の差別行為を禁止。
- 欧州連合:2000年 一般雇用機会均等指令
 - 年齢・障害等に係る雇用・職業に関する一切の差別の原則禁止。例外として、高齢者・若年者等の就労促進を目的とした措置などは、認められる。
- 日本:2007年 改正雇用対策法
 - 労働者の募集・採用について、事業主は、年齢に関わりなく均等な機会を与えることが義務付けられた。



Laws Related to the Prevention of Age Discrimination

- USA: The Age Discrimination in Employment Act of 1967
 - This law prohibits age-related discrimination for persons aged 40 and older in hiring, firing, wages, work conditions and all other aspects of employment.
- European Union: Directive Establishing a General Framework for Equal Treatment in Employment and Occupation of 2000
 - This directive prohibits discrimination related to employment and occupation based on age, disability, etc. As an exception to the directive, measures with the objective of promoting employment of older and younger workers are possible.
- Japan: Revised Employment Measures Act of 2007
 - This Act requires employers to offer equal opportunities to all persons regardless of age when recruiting and hiring.

高年齢者雇用安定法(日本)

- 1986年の高年齢者雇用安定法と、その後の改正により、定年年齢の引き上げに段階的に取り組む。60歳定年は実現したが、60歳超の企業は少ない。
- 2006年4月から、事業主に段階的に65歳までの高年齢者雇用確保措置(①定年年齢の引上げ②継続雇用制度の導入③定年の定め廃止のいずれかの措置。実際には②が最も多い。)を義務付けた。ただし、継続雇用制度の対象者を限定できる仕組みがあった。
- 2013年4月から、「雇用と年金の接続」に対応し「希望者全員の65歳までの雇用の確保」を図るため、上記の継続雇用制度の対象者を限定できる仕組みを廃止した(経過措置あり)。

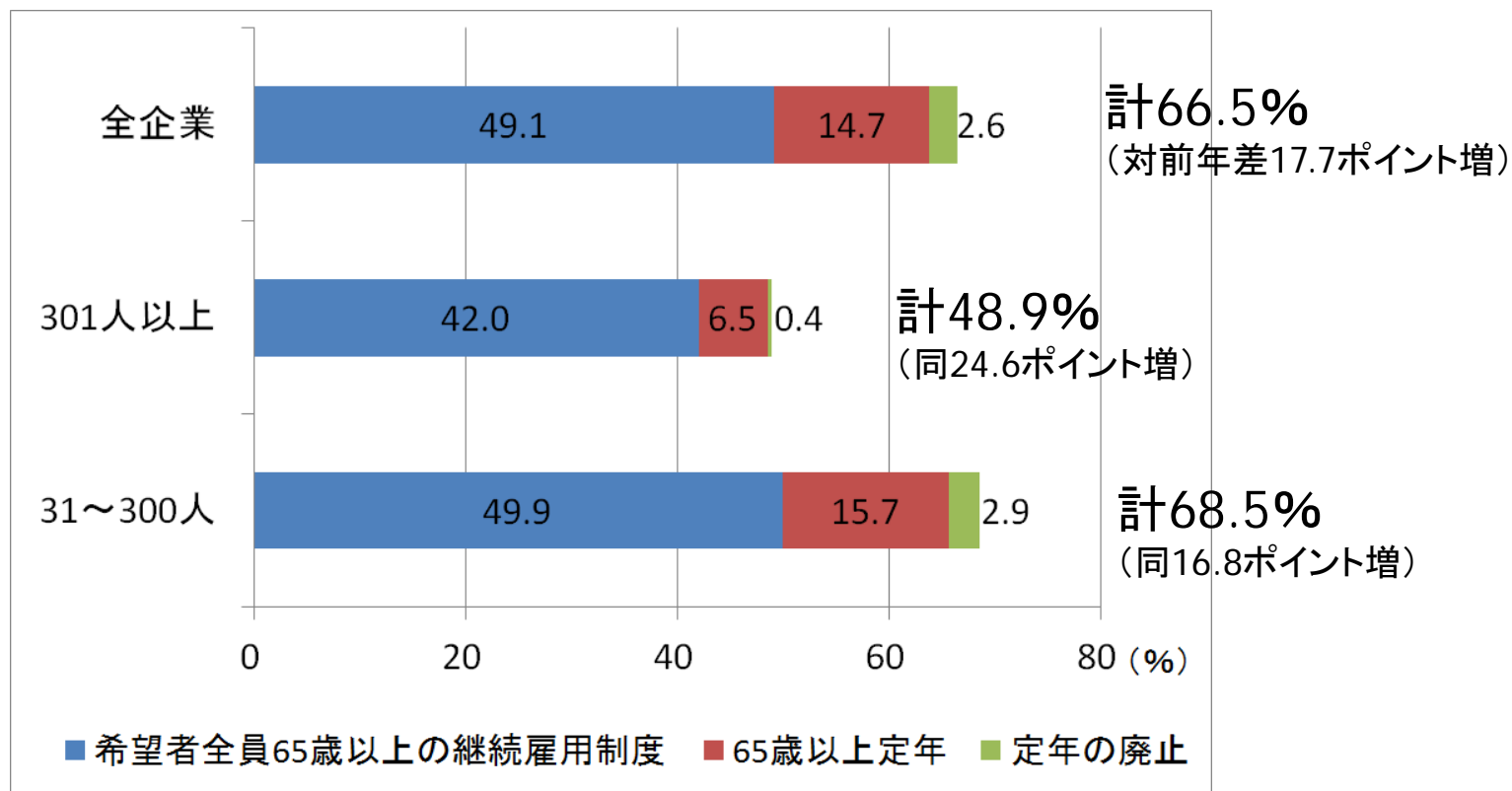


Act on Stabilization of the Employment of Elderly Persons (Japan)

- The 1986 Act on Stabilization of Employment of Elderly Persons and its revisions extended the mandatory retirement age in stages. Mandatory retirement at the age of 60 has been established; but few companies have mandatory retirement at higher age.
- In April 2006, employers were required to implement measures to ensure employment up to the age of 65 gradually (Employers had to take 1 out of 3 measures: 1. Extend the mandatory retirement age, 2. Introduce a scheme of continued employment, or 3. Terminate the mandatory retirement system. In reality, most employers implemented 2.). However, it was possible to define conditions for continued employment.
- In April 2013, the system that enabled employers to define conditions for continued employment was terminated “to ensure employment up to 65 years of age for all who wish to continue working” associated with “Connection between Employment and Pension” (with transition schemes).

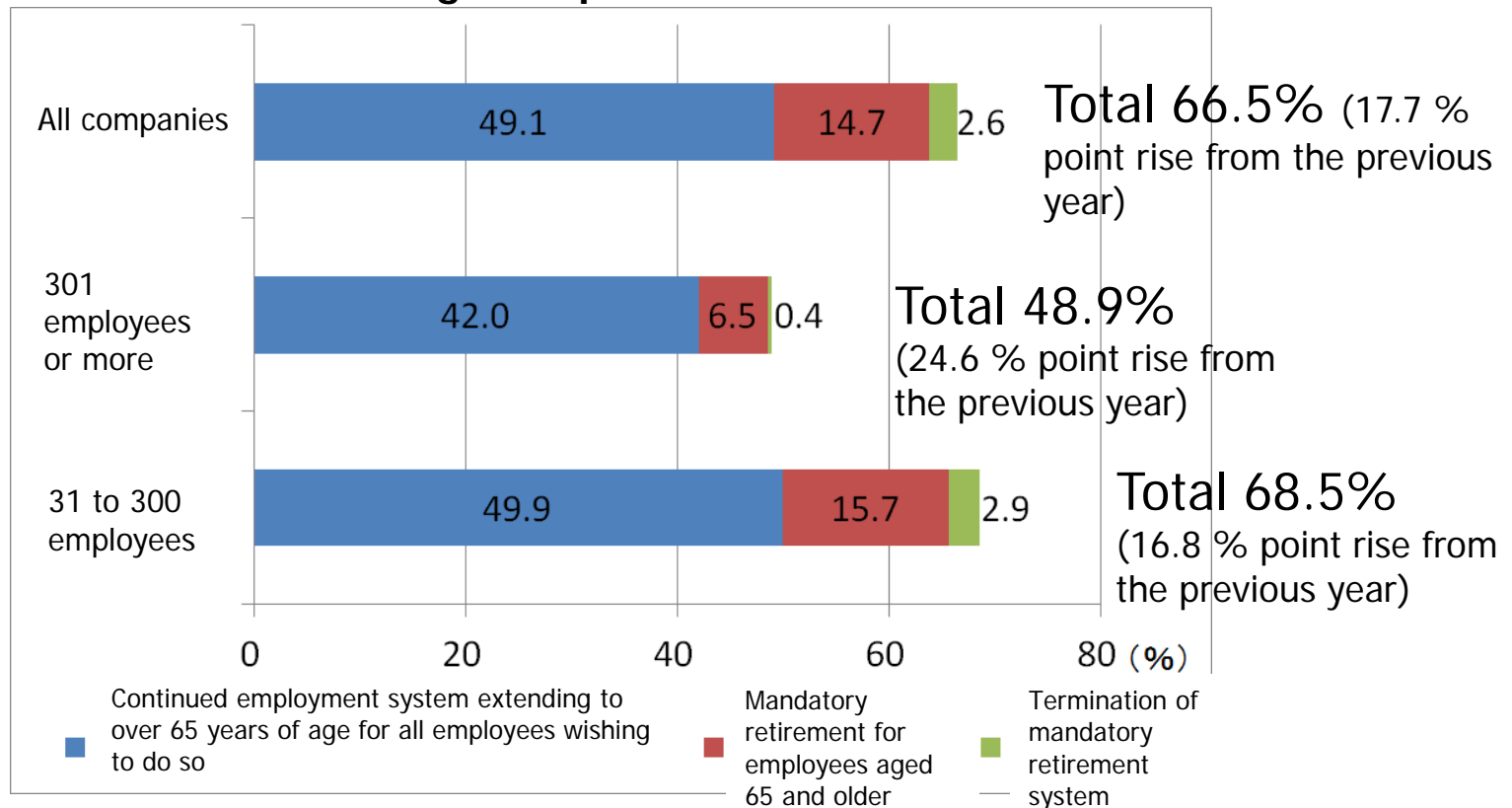
希望者全員が65歳以上まで働ける企業(2013年)

希望者全員が65歳以上まで働ける企業は66.5%。
大企業よりも中小企業が多い。



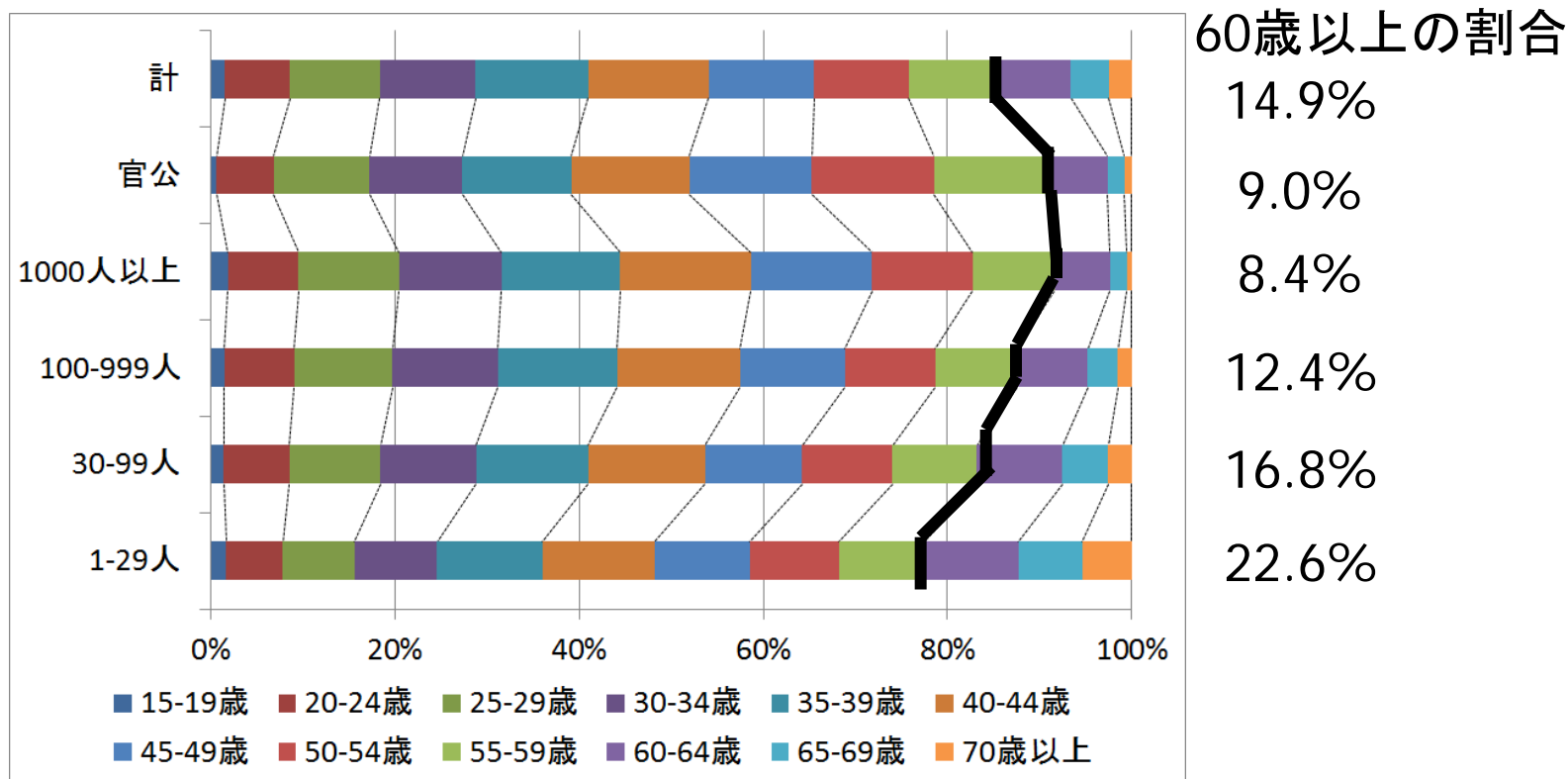
Companies that Allow All Who Wish to Work up to 65 Years of Age and Over (2013)

66.5% of companies allow all employees who wish to do so to work up to 65 years of age and over. This is more prevalent within SMEs than within large companies.



雇用者の年齢構成 (企業規模別、2013年)

企業規模が小さいほど、60歳以上の者の割合が高い。

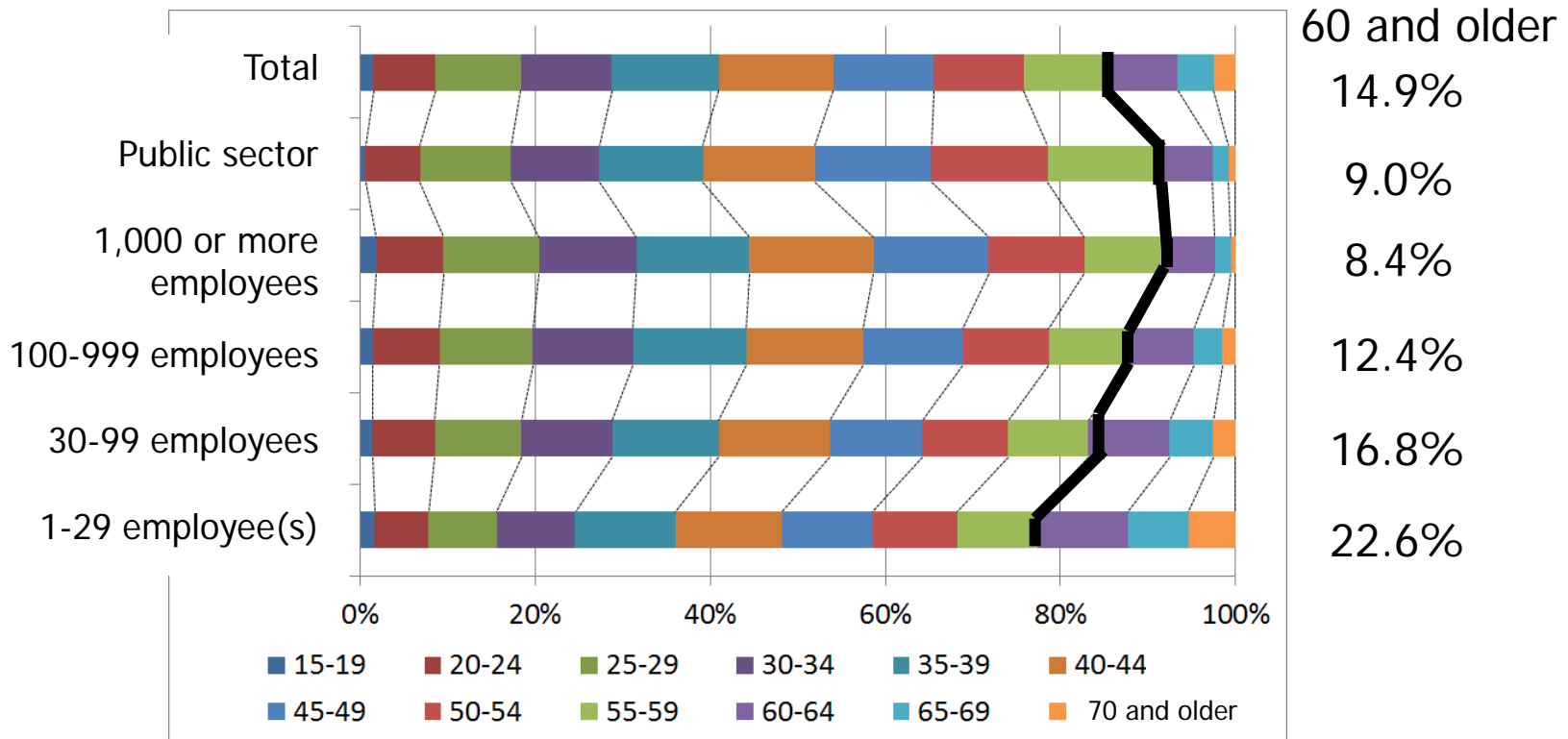


出所: 総務省統計局「労働力調査」2013年平均。

注: 非農林業雇用者。官公には、官公庁、国営・公営の事業所(例えば、国・公立の小学校、中学校、高等学校、国・公立の病院)、独立行政法人、国立大学法人などが含まれる。非農林業雇用者計は5,501万人、官公500万人、1000人以上1,159万人、100-999人1,375万人、30-99人864万人、1-29人1,541万人。

Age Composition of Employees (By Company Size, 2013)

The smaller the size of the company, the higher the ratio of employees aged 60 and older.

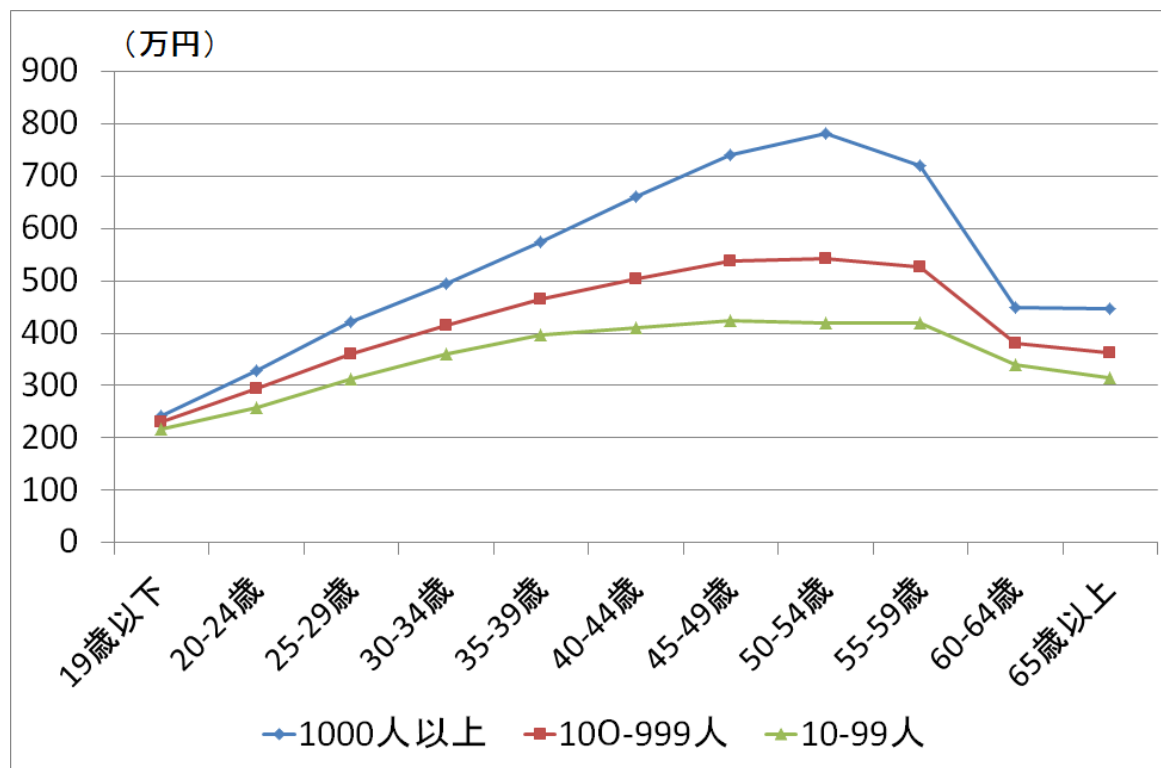


Source: 2013 average from Labour Force Survey, Statistics Bureau, Ministry of Internal Affairs and Communications.

Note: Employees in Non-Agriculture and Forestry Industries. The public sector includes public offices, national and government-managed entities (for example, national and public elementary, junior and senior high schools, national and public hospitals), independent administrative agencies, and national universities. The total of non-agriculture and forestry industries employees is 55.01 million: 5 million employees works for the public sector; 11.59 million for companies with 1,000 or more employees; 13.75 million for companies with 100-999 employees; 8.64 million for companies with 30-99 employees; and 15.41 million for companies with 1-29 employees.

民間企業における一般労働者の年齢階層別年間給与（企業規模別、2012年）

大企業ほど60歳前の給与は高いが、60歳以降の落ち込みが大きい。



55-59歳給与に対する
60-64歳給与の割合

1000人以上: 62.3%

100-999人: 72.1%

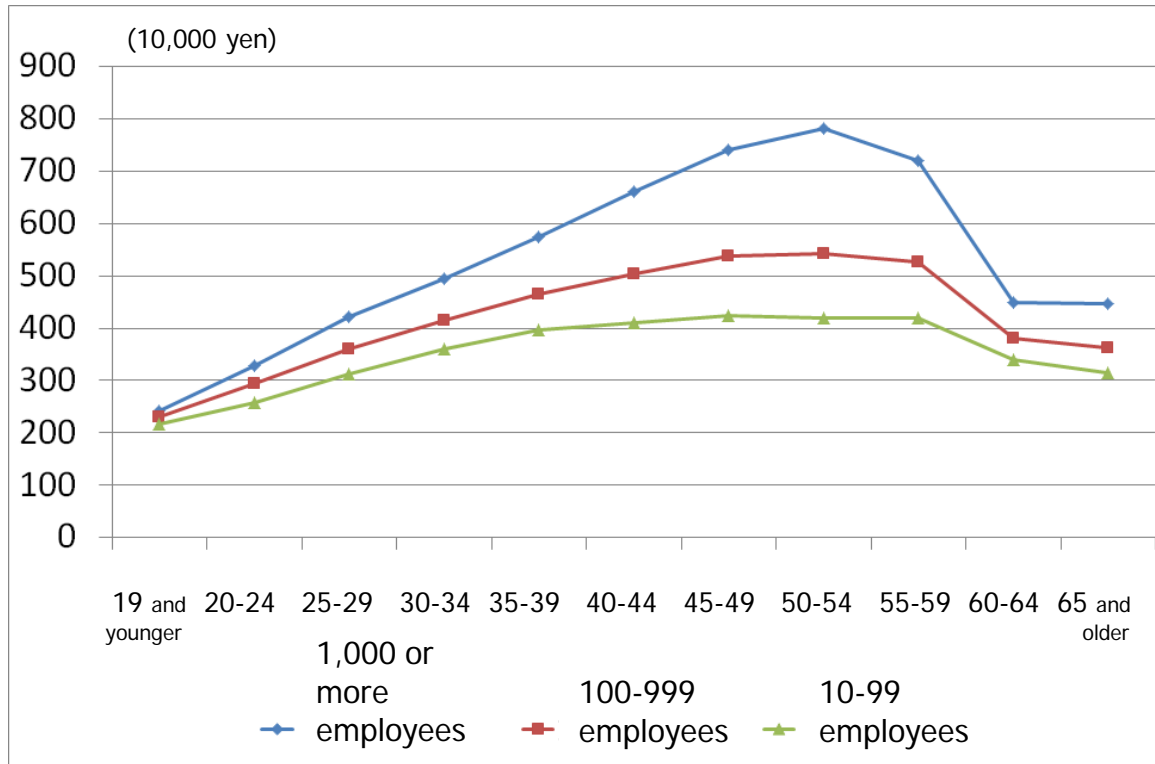
10-99人: 81.4%

出所: 厚生労働省「賃金構造基本統計調査」2012年。

注: 年収=きまって支給する現金給与額(月額)×12+年間賞与その他特別給与額。65歳以上は、65-69歳と70歳以上の労働者数による加重平均。

Annual Cash Earnings in Private Sector by Age Groups of Employee (By Company Size, 2012)

The larger the company, the higher the cash earnings before 60 years of age is; however, the drop is huge after 60 years of age.



Ratio of cash earnings for employees aged 55 to 59 to that for employees aged 60 to 64

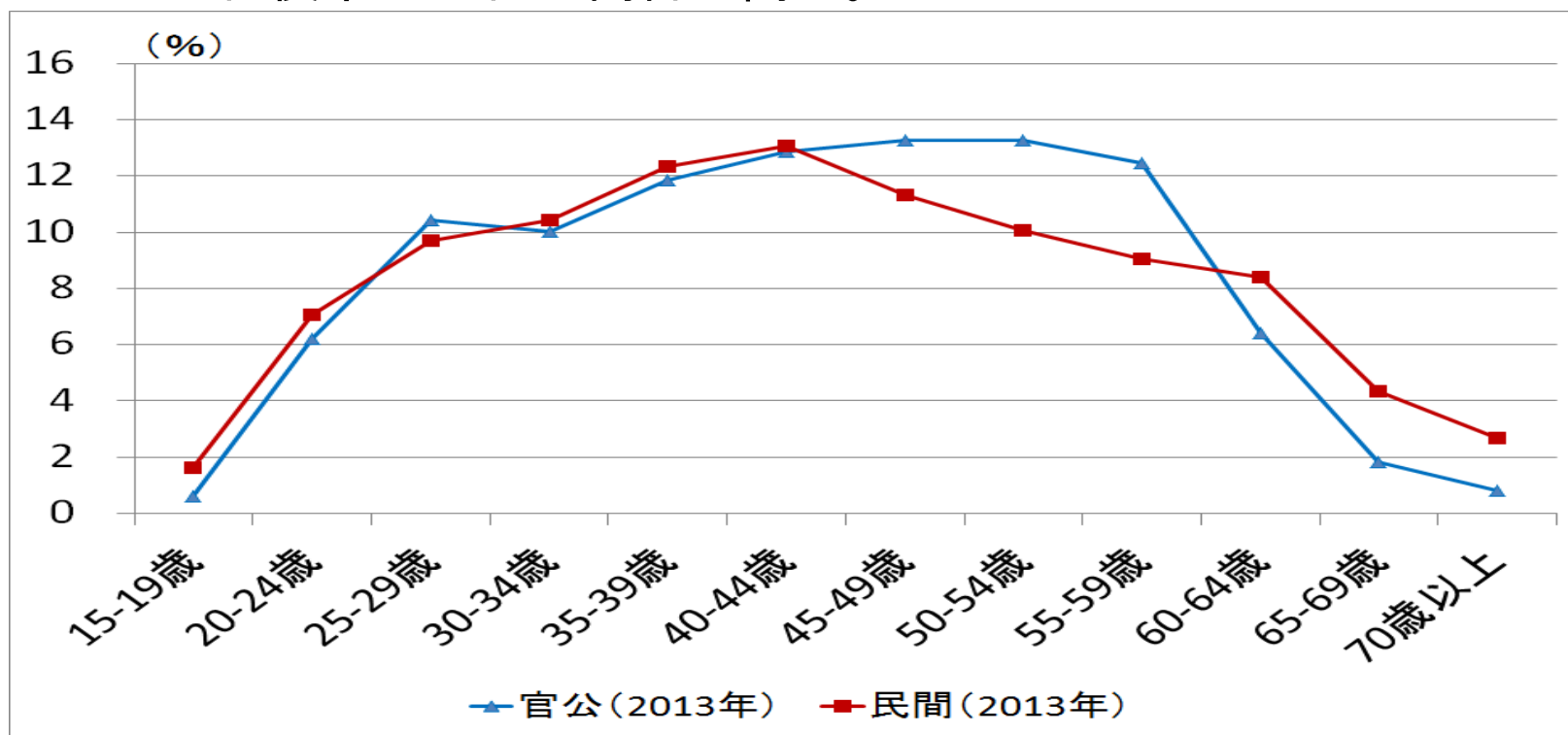
1,000 or more employees: 62.3%
 100-999 employees: 72.1%
 10-99 employees: 81.4%

Source: Basic Survey on Wage Structure, 2012, Ministry of Health, Labour and Welfare.

Note: Annual income = Monthly cash salary paid x 12 + Bonus and other special compensations. Value for employees aged 65 and older is the weighted average for employees aged 65 to 69 and employees aged 70 and older.

雇用者の年齢構成 (官公・民間企業、2013年)

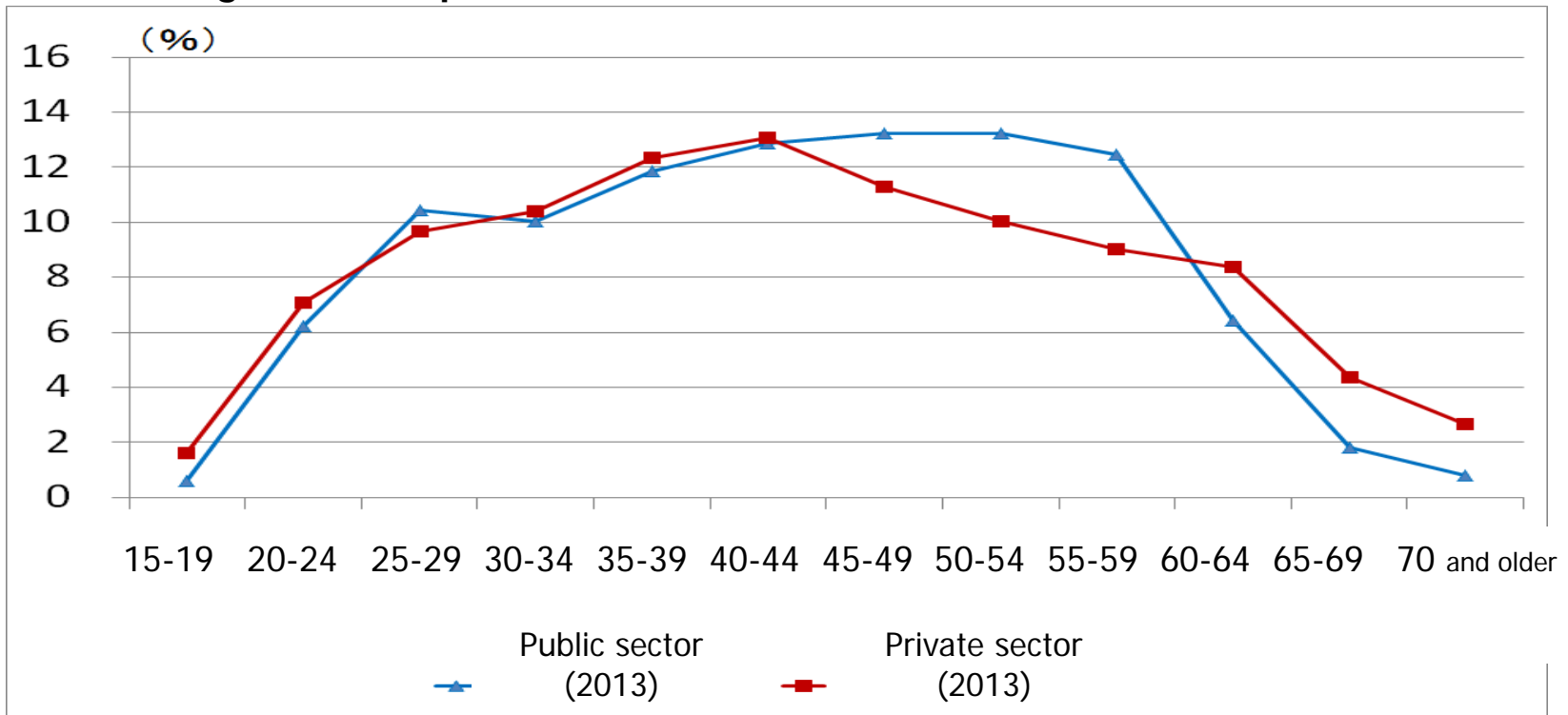
官公では、民間に比べて60歳以降の者は少ないが、40代後半～50代の割合が高い。



出所:総務省統計局「労働力調査」2013年平均。
注:非農林業雇用者。民間は、企業規模計。

Age Composition of Employees (By Public and Private Sectors, 2013)

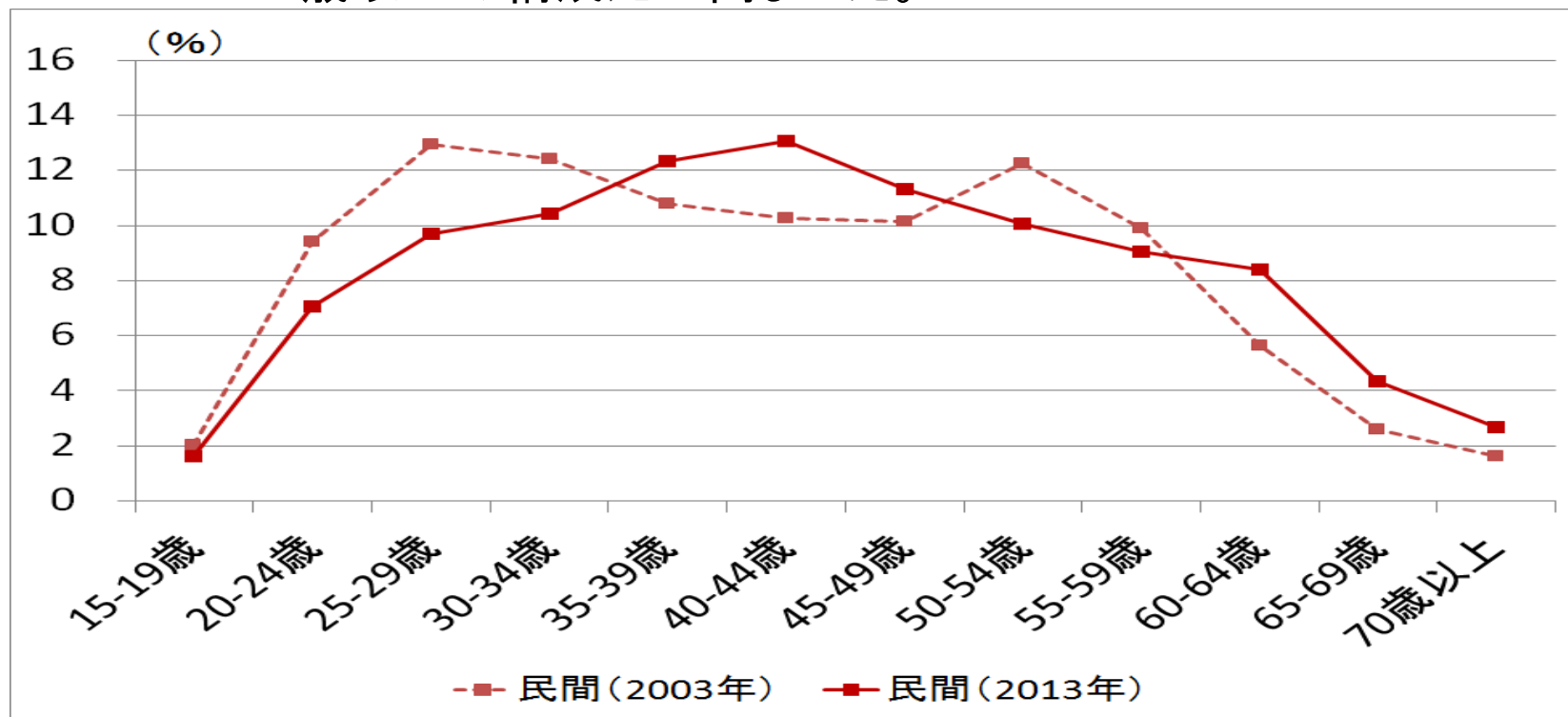
There are fewer employees aged 60 and older in the public sector compared to the private sector; however, the ratio of employees aged 45 to 59 years is higher for the public sector.



Source: 2013 average from Labour Force Survey, Statistics Bureau, Ministry of Internal Affairs and Communications.
Note: Employees in Non-Agriculture and Forestry Industries. The private sector is the total across company sizes.

雇用者の年齢構成 (民間企業、2003年、2013年)

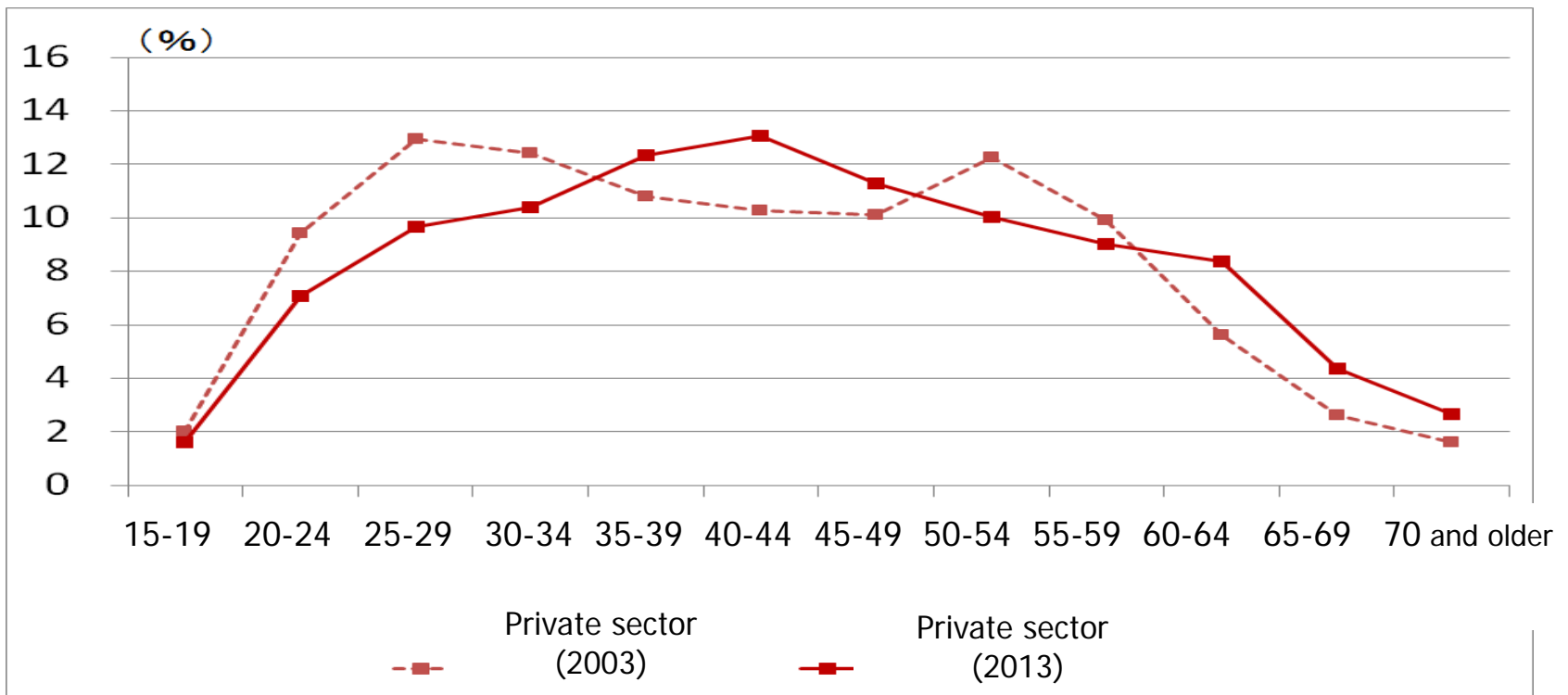
この10年間で、雇用者の高齢化が進行した。
60歳以上の構成比が高まった。



出所：総務省統計局「労働力調査」2003年平均、2013年平均。
注：非農林業雇用者。民間は、企業規模計。

Age Composition of Employees (Private sector, 2003, 2013)

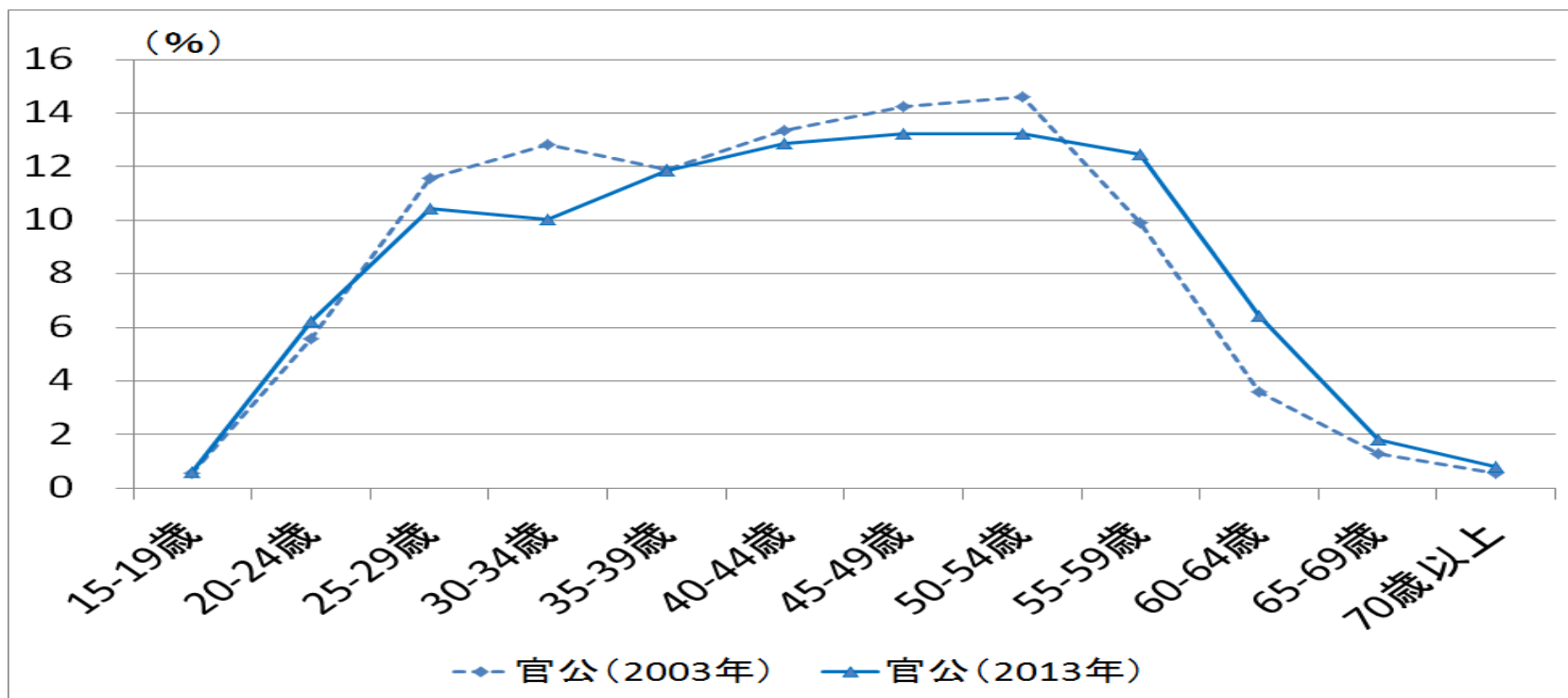
**Ageing of employees has progressed in the past 10 years.
The ratio of employees aged 60 and older has risen.**



Source: 2003 and 2013 averages from Labour Force Survey, Statistics Bureau, Ministry of Internal Affairs and Communications
Note: Employees in Non-Agriculture and Forestry Industries. The private sector is the total across company sizes.

雇用者の年齢構成 (官公、2003年、2013年)

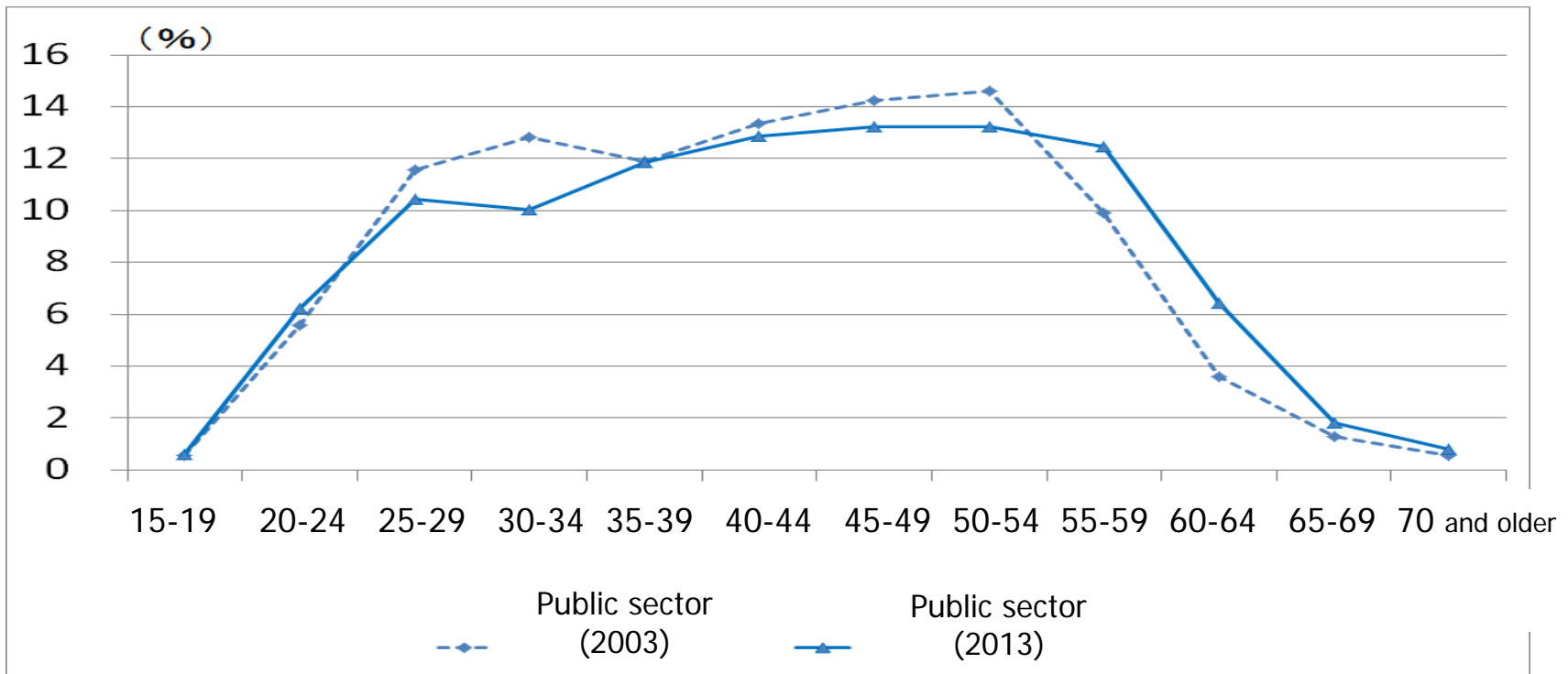
官公でも、この10年間で高齢化が進んだ。
特に50代後半～60代前半が増加した。



出所:総務省統計局「労働力調査」2003年平均、2013年平均。
注:非農林業雇用者。

Age Composition of Employees (Public sector, 2003, 2013)

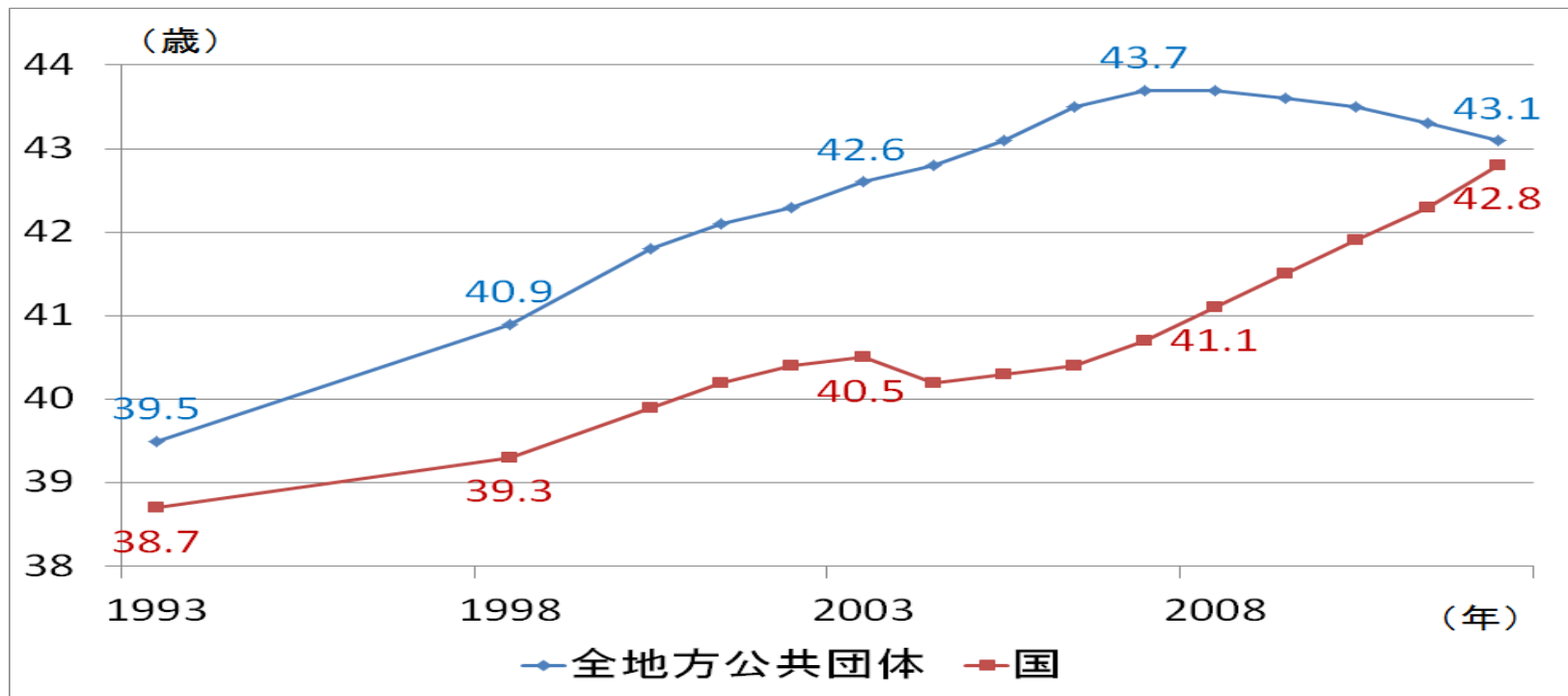
Ageing of employees has also progressed for the public sector in the past 10 years. The ratio of employees aged 55 to 64 has risen significantly.



Source: 2003 and 2013 averages from Labour Force Survey, Statistics Bureau, Ministry of Internal Affairs and Communications
Note: Employees in Non-Agriculture and Forestry Industries.

国と地方公共団体における職員の平均年齢の推移(一般行政職、1993～2012年)

国、地方公共団体ともに、この20年間に平均年齢は上昇した。
最近は、国において急上昇している。

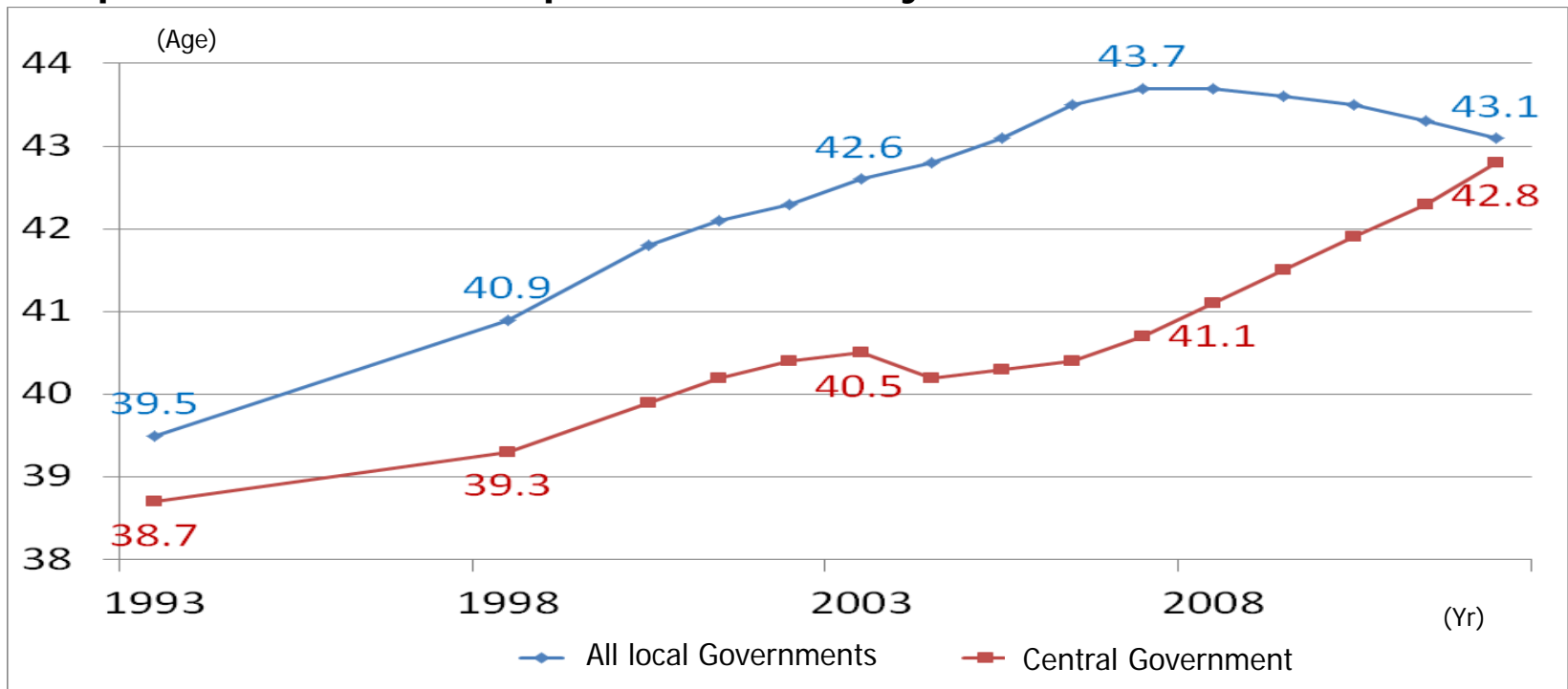


出所:総務省「地方公務員給与の実態」。

注:国は、国家公務員給与等実態調査の行政職俸給表(一)の適用職員の数値。

Average Age of Employees in Central and Local governments (General Administrative Jobs, 1993-2012)

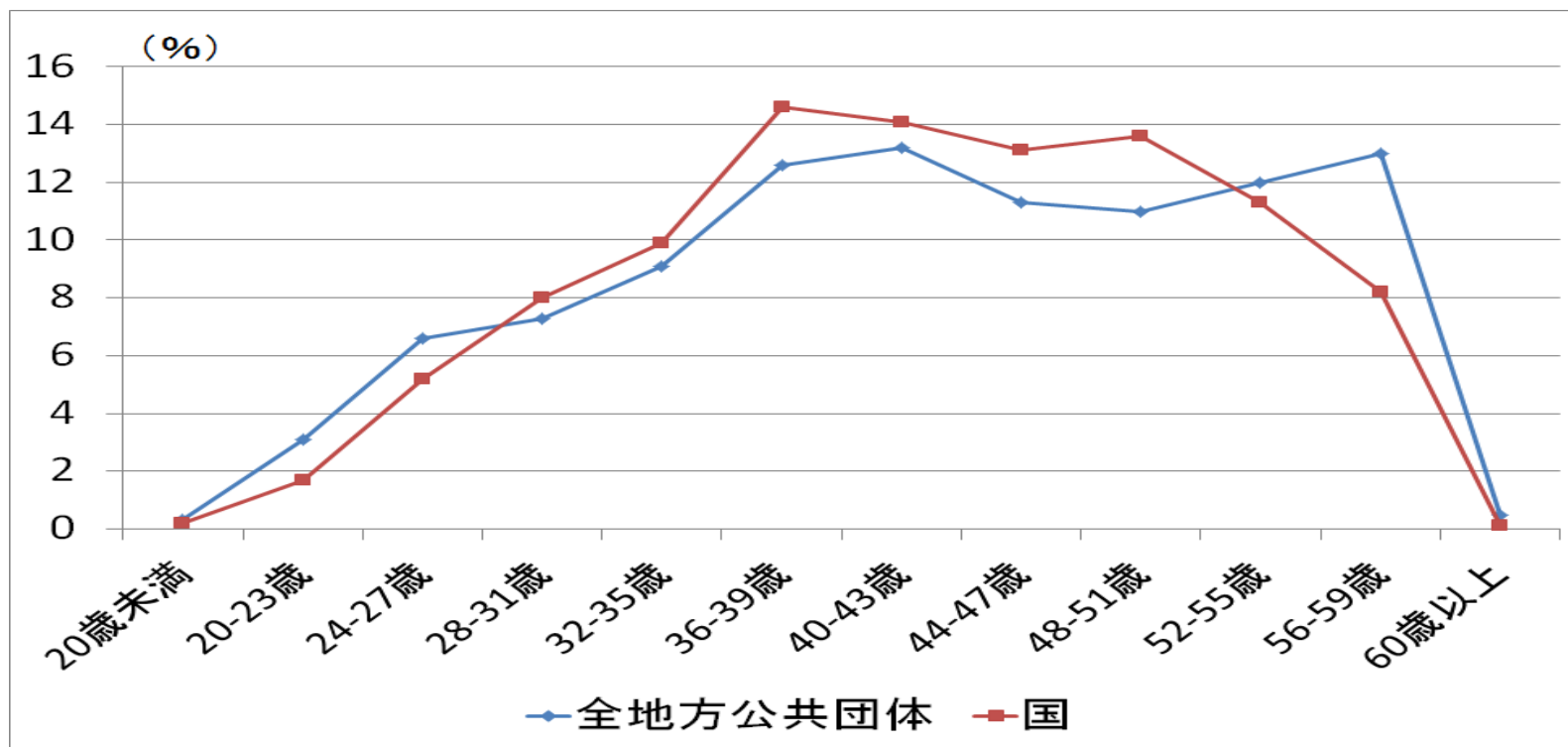
Average age rose for employees in both central and local public organizations over the past 20 years. The central government, in particular, shows a rapid rise in recent years.



Source: Survey on Wage of Local Government Employees, Ministry of Internal Affairs and Communications.
Note: Figures for the central government are of the employees falling under Salary Schedule for administrative positions (1) in Survey of Remuneration of National Public Employees.

国と地方公共団体における職員の年齢構成(一般行政職、2012年)

若年層が極端に少なく、中高年の多い形になっている。



出所:総務省「地方公務員給与の実態」2012年。

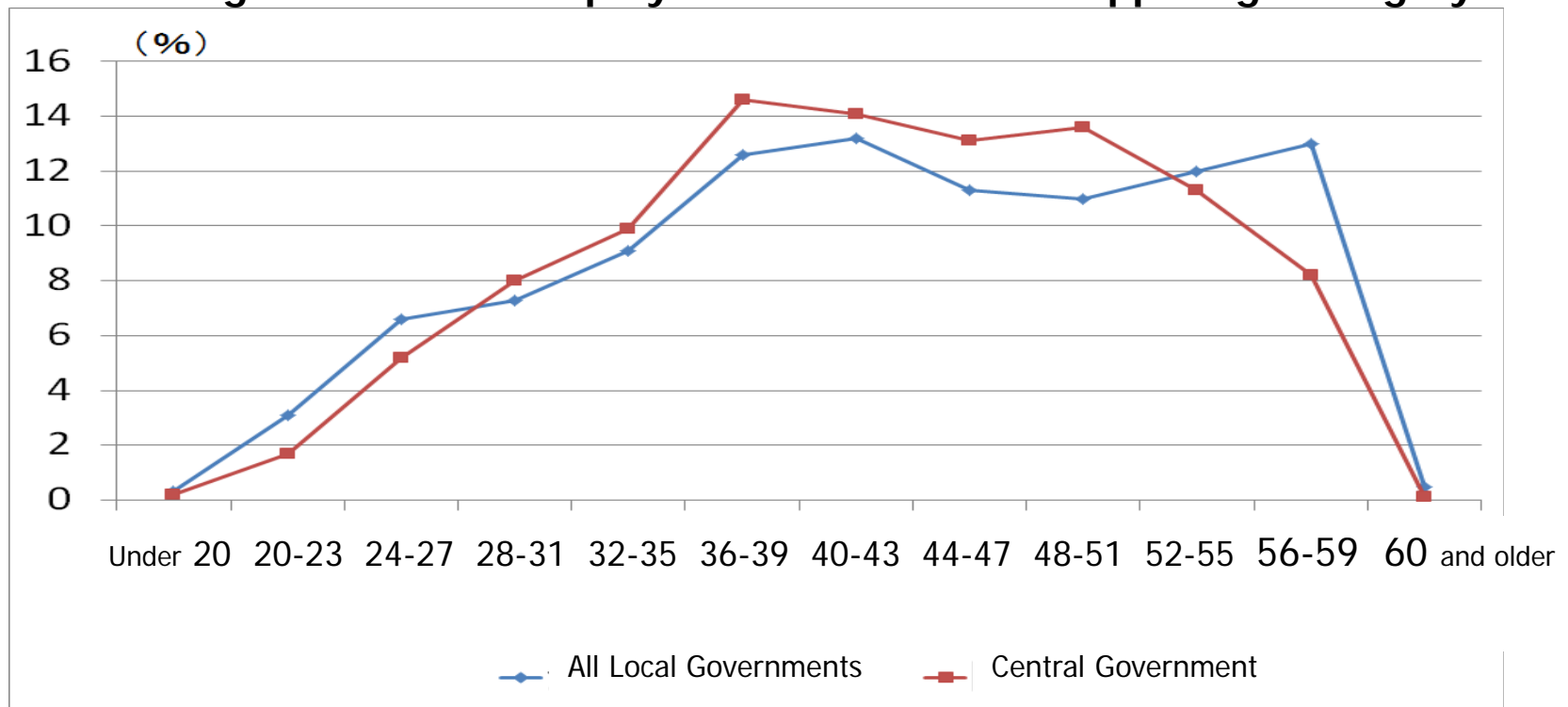
注:国は、国家公務員給与等実態調査の行政職俸給表(一)の適用職員の数値。

該当者は国が140,981人。全地方公共団体が834,874人。

Age Composition of Employees in Central and Local Governments

(General Administrative Jobs, 2012)

There is a remarkably low number of younger employees and a larger number of employees in the middle to upper age category.



Source: Survey on Wage of Local Government Employees, 2012, Ministry of Internal Affairs and Communications.

Note: Figures for the central government are of the employees falling under Salary Schedule for administrative positions (1) in Survey of Remuneration of National Public Employees.

Relevant employees total 140,981 in the central government and 834,874 for all local governments.



公務における高年齢者雇用

- 公務では、新規採用の抑制や勧奨退職の減少等により、年齢構成は高齢化傾向にある。
- 60歳以降の雇用について、再任用制度が導入されるようになったが、定年前よりも低い官職に短時間勤務での任用が多かった。
- 「雇用と年金の接続」に対応した「希望者全員の65歳までの雇用の確保」については、民間の動向を踏まえ、2013年から段階的に（定年延長ではなく）フルタイム官職での再任用を基本とすることとなった。



Employment of Older Staff in Public Services

- For public services, the age composition of employees shows ageing of the workforce due to the restriction of hiring and reduced recommendation of early retirement, etc.
- Re-appointment system was introduced for employees aged 60 and older; however, most were re-assigned to positions lower than those held before mandatory retirement and employed for shorter hours.
- In regard to “ensuring employment up to 65 years of age for all who wish to continue working” associated with “Connection between Employment and Pension”, in line with the trend for the private sector, it is decided to extend the re-appointment system to a full-time basis (not extension of the mandatory retirement age) gradually from 2013.



高齢社会における労働のあり方

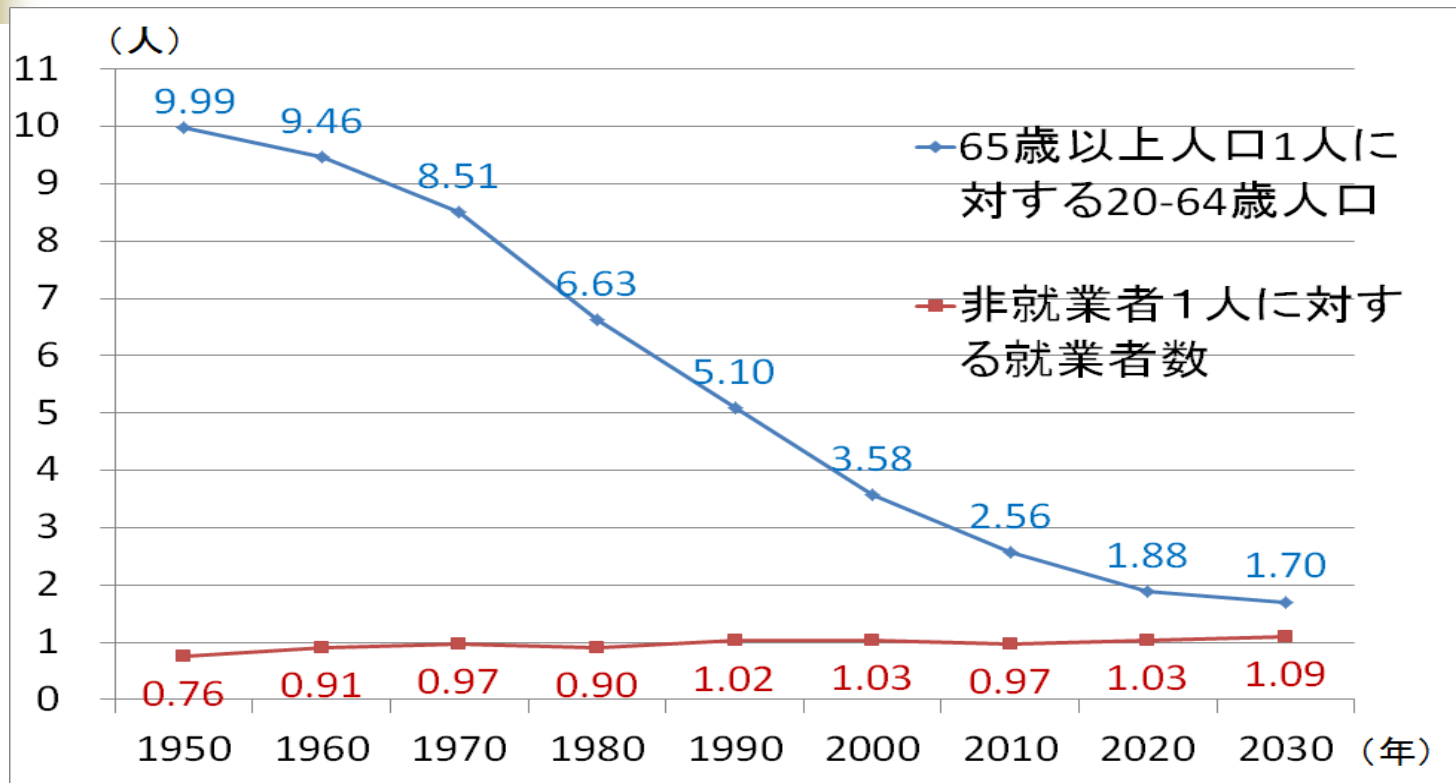
- 少子高齢化・人口減少社会では、人々が(男女ともに)より長い期間にわたって、その能力を生かし社会に貢献することが望まれる。
- 生涯を通じて、健康や技能の維持向上やワーク・ライフ・バランスが実現できる環境づくりが重要。
- 再雇用制度(民間)、再任用制度(公務)では、高年齢者の意欲・能力を十分には引き出しにくい。定年延長の他、人材育成・活用や処遇のあり方も含めた検討が課題。



Future Style of Work in an Ageing Society

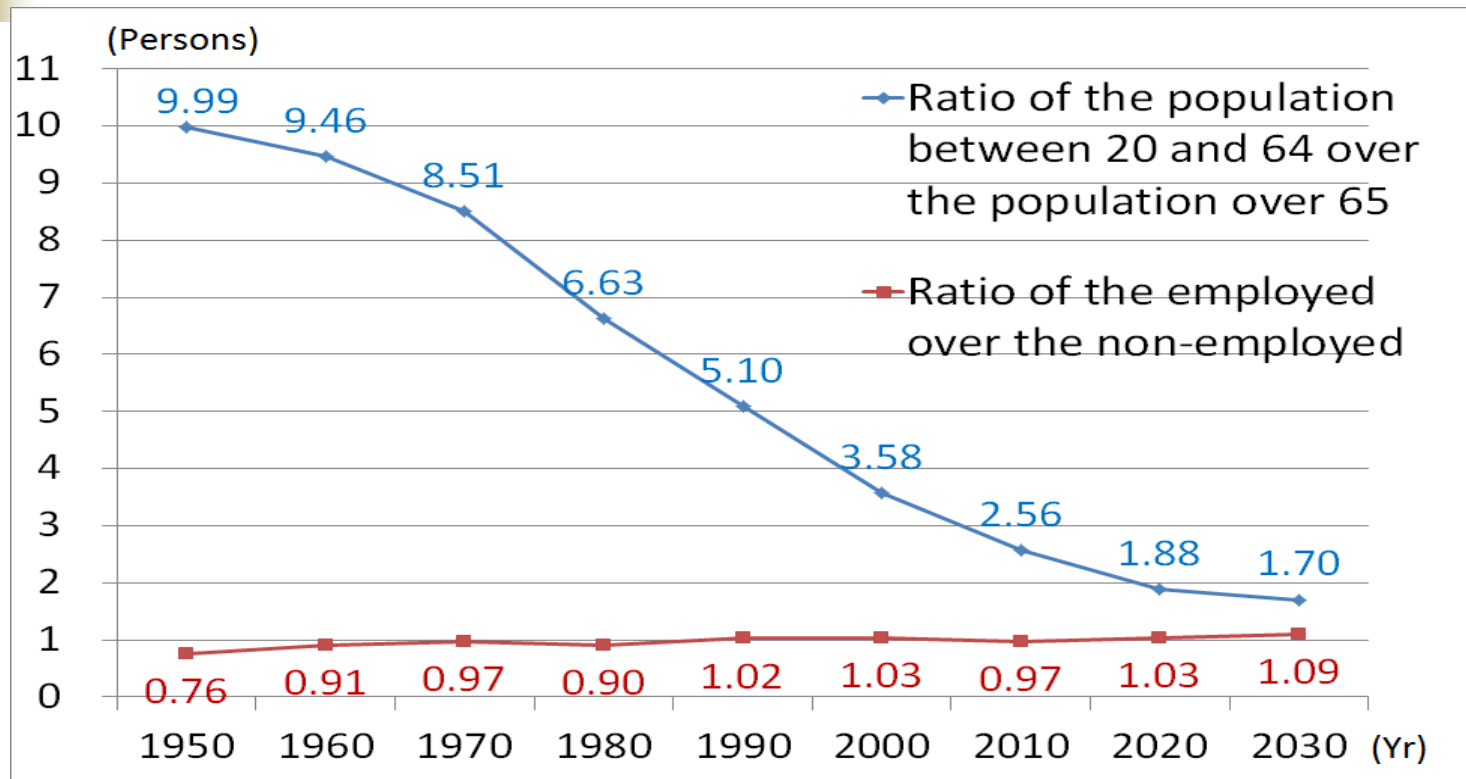
- In societies characterized by low fertility, ageing and shrinking population, people (both men and women) should employ their knowledge and talents and contribute to society for a longer period.
- It is important to create an environment in which one can maintain and enhance one's health and skills (education/training) and achieve work-life balance over the lifetime.
- The capacities of older workers are not always fully utilized within the present continued employment system (private sector) and re-appointment system (public service). The challenge is to review current systems and examine issues such as the extension of the mandatory retirement age, career development, continued motivation, etc.

65歳以上人口を何人で支えるか？ 見るべきは非就業者1人当たり就業者数



出所：権丈英子「人口減少への対応～日本におけるワーク・ライフ・バランスと女性の活用～」国際交流基金、コンラート・アデナウアー財団主催「少子高齢化社会をアドバンテージに変えるには～日独が目指す新しい社会・労働市場政策のかたち～」(2013年6月24日、於ベルリン)。
資料は、厚生労働省「労働経済白書(平成24年版)」第3-(1)-8図(本文図表基礎資料)。総務省統計局「国勢調査」、国立社会保障人口問題研究所「日本の将来推計人口(2012年1月推計)」。
注：2010年までは実績値、その後は経済成長と労働参加が適切に進む場合の推計値。経済成長と労働参加が適切に進まない場合の非就業者1人に対する就業者数の推計値は、2020年0.92人、2030年0.88人。

How many persons do support the population over 65? It is important to take account of the ratio of the employed over the non-employed



Source: Eiko Kenjoh "Measures Against the Decreasing Population: Work-Life-Balance and Women's Employment in Japan", presentation at the conference of the Japan Foundation and the Konrad Adenauer Stiftung on "The Demographic Shift in Japan and Germany" (24 June 2013, Berlin). Data based on "White Paper on the Labour Economy 2012", Fig. 3-(1)-8, Ministry of Health, Labour and Welfare ; Population Census, Statistics Bureau, Ministry of Internal Affairs and Communication; Population Projections for Japan (1/2012), National Institute of Population and Social Security Research.

Note: Actual values until 2010 and estimates for the later years (assumption: economic growth and labour force participation develop favourably); otherwise the ratio of the employed over the non-employed is expected to amount to 0.92 in 2020 and 0.88 in 2030.