

## **To review the "Measures for Handling Unemployed Workers"**

### **Official letter of eight documents**

#### **(Reprinted)**

The Executive office of the Central People's Government issued the following document on October 31, 1952:

The following documents were adopted at the second meeting of the Labor and Employment Committee of the State Council of the Central People's Government:

- (1) Regarding the handling of unemployed workers;
- (2) Policies and regulations on solving the problem of unemployed intellectuals;
- (3) The policies and regulations for dealing with unemployed former military and government officials;
- (4) Policies and regulations on solving the problem of surplus rural labor;
- (5) Opinions on handling employment and relief issues for ethnic minorities;
- (6) The resettlement of refugees who have returned to China due to persecution and returned overseas Chinese who are in difficulty;
- (7) The living conditions of monks, nuns, and Taoists and suggestions for their management;
- (8) Eight documents, including information on the situation of urban social relief issues and suggestions for handling them, are being sent to you as a basis for your handling of these issues. However, as we do not have more experience with such issues at present, the draft legislation will not be complete and will inevitably have some difficulties in implementation. We hope that all localities will report any problems they find during implementation to the State Council's Labor and Employment Committee at any time so that labor and employment issues can be more properly resolved.

#### **Appendix 1: Measures for Handling Unemployed Workers**

Over the past three years, the People's Government has done much to provide relief and resettlement for unemployed workers, achieving remarkable results. In the summer of 1950, over 1.6 million unemployed workers were registered. By the end of 1951, only over 340,000 remained unemployed. This means that within a year and a half, the employment problems of over 1.2 million unemployed workers were solved. In recent months, due to the accelerated pace of economic restructuring, a new wave of unemployed and underemployed workers has emerged. However, this is an inevitable temporary difficulty in the process of progress. Now that the country's financial and economic situation has fundamentally improved, industry and agriculture have recovered and, for the most part, surpassed their pre-war peak levels, and the country is about to embark on large-scale economic construction, this difficulty will undoubtedly be gradually and completely resolved. However, there is currently a contradiction that must be resolved. On the one hand, unemployed workers generally lack skills and education, making it difficult for them to find employment, while on the other hand, many industrial and mining enterprises cannot find the skilled workers they need. Therefore, the main policy for handling unemployed workers in the future should be to provide them with planned and systematic training for job transition, in line with the needs of national economic development, to improve their political and cultural level, cultivate new skills, and enable them to

gradually find employment and participate in the great construction of New China. To this end, the following measures are proposed:

1. Handle layoffs with caution. In the large-scale economic development that is about to begin, all public and private enterprises that meet the needs of national economy and people's livelihood have a promising future. Even if some enterprises encounter temporary difficulties, they should seek to overcome them by developing production and business operations, and should not lightly raise the issue of layoffs. The government has long established regulations on the methods and procedures for handling layoffs, which all public and private enterprises should adhere to. Regarding several current special circumstances, the following points are raised:

A. All public and private enterprises that have increased their productivity by adopting advanced production methods (including improvements in production technology, labor organization, and operating methods) should adopt a policy of contracting out surplus labor, implementing rotational training, and paying their original wages.

B. Where private enterprises must relocate due to economic restructuring and the industry is deemed unpromising, in principle, both capital and labor should relocate simultaneously. If, after consultation between labor and management, a plan for the transfer of employees along with the capital is formulated based on the new enterprise's plans and the existing employee conditions, some employees remain truly unable to be reassigned to the new enterprise, management may apply to the Labor Bureau for layoffs in accordance with the Trade Union Act and other relevant laws and regulations.

C. Any private enterprise that is unable to continue operating due to excessive losses and must reduce its operations or close down may, after consultation between labor and management and approval by the Industrial and Commercial Bureau, apply to the Labor Bureau for the dismissal of workers and employees.

D. The Labor Bureau should carefully handle dismissal issues based on the current situation and the interests of both labor and management. Reasonable dismissal applications should be approved. Any attempt to dismiss employees under false pretenses or to close a business without authorization, or to suspend work, wages, or services without authorization, should be resolutely stopped. Serious offenses may be referred to the courts for prosecution.

E. To stabilize the economy and reduce unemployment, the Administration for Industry and Commerce should carefully handle applications for business closure and relocation. It should also carefully monitor applications for business opening to avoid blindly opening or closing businesses, which could lead to unemployment. To properly handle these business relocation and closures, the Administration for Industry and Commerce may establish an advisory committee, inviting participation from the Labor Bureau, trade unions, the Federation of Industry and Commerce, and other relevant organizations.

2. Implement an eight- to ten-hour work system. To protect the health of workers, improve labor productivity, and adjust labor organization, increase shifts, and expand employment, the eight- to ten-hour work system should be resolutely implemented in a planned and step-by-step manner. Local governments and industrial management departments may, based on the specific conditions of their local areas or industries, systematically and deliberately implement the following measures:

A. All large-scale factories, mines, and transportation enterprises should implement an eight-hour workday whenever possible. Each enterprise may decide to implement a three-shift, two-shift,

or single-shift system based on the supply of raw materials, sales of finished products, and production and business operations.

B. State-owned stores and cooperatives in large and medium-sized cities and industrial and mining areas should, as far as possible, implement an eight-hour working day.

C. The daily working hours for work that is harmful to health should be less than eight hours.

D. Small factories, shops and workshops shall implement an eight- to ten-hour working system. If there are special difficulties, the working hours may be extended with the approval of the labor department, but the maximum shall not exceed twelve hours.

E. Overtime work in all state-owned and private enterprises should be strictly restricted.

3. Gradually implement unified labor deployment. To support national development plans, gradually resolve the problems of unemployment, underemployment, and surplus labor, and strive to gradually achieve rational utilization of labor, we should begin with unified employment introductions and gradually achieve unified labor deployment. The principles and requirements for unified labor deployment are as follows:

A. All state-owned and private industrial and commercial enterprises shall employ workers and staff through the placement agencies under the labor administration departments, with the exception of personnel appointed and dismissed by government management agencies in state-owned enterprises and agents of management in private enterprises.

B. All public and private enterprises that need to hire workers and staff must first draft a draft of the hiring conditions and treatment measures and submit it to the local labor bureau for review and approval. The labor allocation agency will then make unified introductions, or the hiring enterprise can select from the registered local unemployed persons designated by the labor bureau and hire them after review and approval by the allocation agency. Without the approval of the labor bureau, free recruitment methods such as advertising in newspapers or notices may not be adopted, and personnel working in other enterprises, institutions, groups, or schools may not be hired. Workers and staff may not be recruited from other places or villages.

C. Where it is necessary to recruit workers and staff from other places, recruitment shall be conducted in designated areas by the provincial labor bureau or the regional labor department after review and approval by the local labor bureau. Recruitment in another regional area shall be subject to review and introduction by the central labor department.

D. The management agencies of various industrial sectors or the general management offices of enterprises may freely adjust the staff within their systems, but when transferring large numbers of workers to factories and enterprises under their jurisdiction outside the province, they must obtain the consent of the labor administrative authorities.

E. Any newly built or expanded industrial and mining enterprise that needs to gradually increase the number of workers must formulate annual, quarterly, and monthly plans for the increase in labor force and report them in advance to the labor allocation agency so that efforts can be made to supply them on time.

F. Strictly restrict the abuse of temporary workers. All temporary workers employed in regular production in state-owned and private enterprises should be converted to regular or reserve employees. Temporary workers will no longer be employed in regular production work. Temporary workers may only be employed for temporary work outside of regular production. For large,

temporary projects, a draft contract must be submitted and approved by the Labor Bureau before temporary workers can be hired.

4. To meet the needs of national economic development, unemployed workers and staff should be provided with career transition training in a planned manner. Localities may formulate career transition training plans for unemployed workers based on the following principles and local conditions:

A. Training content should include the following:

(1) All unemployed workers should receive as much political training as possible, or combine it with cultural and technical training. A campaign of loyalty, honesty, and self-examination should be launched to raise their class consciousness, strengthen their overall national consciousness, and cultivate a sense of serving the people, so as to facilitate their job placement.

(2) Unemployed workers with low educational levels should receive cultural education, using the method of rapid literacy to eliminate illiteracy and be taught simple arithmetic.

(3) Unemployed persons lacking specialized skills should be provided with technical and professional training tailored to their individual circumstances, primarily focusing on skilled workers in mechanical, electrical, and construction fields, as well as accounting, statistics, and medical and health care, which are urgently needed for the nation's economic and cultural development. Training should include political training and generally last from six months to one year. Emphasis should be placed on acquiring genuine skills, rather than focusing solely on quick results.

B. Training methods can be divided into the following categories:

(1) All state-owned and private enterprises that need to hire a large number of skilled workers should try to train them themselves, such as setting up skilled worker training courses, apprenticeship schools and other methods. The unemployed workers' management agency will allocate unemployed workers to study there, and the funds will be raised by each enterprise itself.

(2) All state-owned and private enterprises, regardless of whether they need additional skilled workers, should accept commissions from unemployment agencies and, whenever possible, accommodate unemployed workers in their enterprises for training. The unemployment agencies and the enterprises concerned shall enter into commissioned training contracts and mentoring agreements, stipulating the content, duration, technical standards, and obligations of both mentors and apprentices. Living and study expenses during the training period may be paid from the unemployment relief fund.

(3) All private vocational schools, vocational supplementary schools, and technical schools in cities should be properly reorganized in consultation with the educational authorities and used for training unemployed persons. Public technical schools, vocational schools, and normal schools should also set aside a portion of their quota for recruiting unemployed persons.

(4) The unemployment handling agencies under the labor bureaus of major cities may also set up training institutions on their own according to possible conditions in order to gain experience and provide guidance for various training work.

(5) Unemployed workers who currently have no job or opportunity to participate in vocational training and who are truly in financial difficulty should be provided with relief and placement in accordance with the following measures.

A. Work-for-relief. Based on existing experience, work-for-relief is the most effective and beneficial method for resolving unemployment during the transition period, employing the most people and gaining the support of both unemployed workers and the general public. Local governments should select public projects relevant to the lives of the general public and organize work-for-relief programs to provide relief to unemployed workers.

B. In areas where land reform is not yet complete or where other reliable conditions exist, methods such as "returning the unemployed to rural areas for production," "migrating to rural areas for development," and "self-help through production" can still be used to provide relief and resettlement for unemployed workers. However, based on existing experience, these methods must be accompanied by in-depth education of the unemployed workers and thorough organizational work in all aspects to be effective.

C. Unemployed workers who are unable to participate in the relief and placement measures listed in Articles A and B above and who are truly in financial difficulty shall be given emergency relief or long-term relief.

D. For the elderly, weak, disabled and homeless among the unemployed workers, production nursing homes can be organized to accommodate them. However, this method can only be tested in a pilot program at present and will be promoted after experience is gained.

(6) The following provisions are made regarding various relief standards and relief funding:

A. Relief Standards:

1. The standards for emergency and long-term relief are the same as those for other unemployed persons. In the central government and in the municipalities directly under the Central Government, unemployed workers receive a monthly relief payment of 60,000 yuan; those with one dependent receive 90,000 yuan per month, including the unemployed worker; and those with two dependents receive 110,000 yuan per month. Thereafter, an additional 20,000 yuan will be provided for each additional dependent, but the maximum amount shall not exceed 150,000 yuan.

In provincial cities and industrial and mining areas, unemployed workers will receive 50,000 yuan per month, and those with one family member will receive 75,000 yuan per month. For each additional family member, an additional 15,000 yuan will be paid, but the maximum amount shall not exceed 120,000 yuan.

2. The standard wage for work-for-relief workers is an average of 200,000 yuan per person per month. However, piecework wages should be implemented based on the principle of "more work, more pay." The ratio of labor and material costs to work-for-relief wages will remain the same: 2:8.

3. For those participating in vocational training, the average monthly allowance per person (including food, handouts, and pocket money) for technical and professional training courses shall not exceed NT\$130,000; for political and cultural training courses, the average monthly allowance shall not exceed NT\$110,000. Families experiencing genuine financial hardship may be provided with subsidies.

4. Those who are willing to return to their hometowns to produce will be given, in addition to the necessary travel expenses for themselves and their families, a three-month resettlement allowance based on the relief standard as production funds.

5. The fee standards for those who participate in immigration, reclamation and self-help production shall be determined by local governments based on specific circumstances.

6. Where existing standards are already higher than the above-mentioned standards, they may not be temporarily lowered, but they may not be further increased. Where lower standards are justified due to a lower standard of living, local governments may decide to lower them at their own discretion, but this should neither cause unemployed workers to suffer from hunger nor discourage them from changing jobs. Therefore, the principle is that all relief standards must be lower than the wages of employed workers.

#### B. Relief Funds:

1. All unemployment benefits collected in accordance with the original regulations of the State Council shall continue to be collected for the time being, and those that have been suspended shall no longer be collected.

2. All localities must submit their budget for relief funds needed for 1953 to the central government for review and approval before mid-November of this year.

(7) All unemployed workers should be registered during the unified registration of unemployed persons. All workers and staff members formerly employed in public or private enterprises, government agencies, and schools who are still without a permanent job after becoming unemployed, as well as seasonal workers who are unable to find work due to the decline of their industry, should be registered regardless of the length of their unemployment. Those who have already registered with unemployment relief agencies should also obtain a new registration certificate.

(8) If the measures for the relief of unemployed workers promulgated in 1950 conflict with these measures, these measures shall prevail.

#### Appendix 2: Policies and Methods for Solving the Problem of Unemployed Intellectuals

(1) According to incomplete statistics, there are currently approximately 400,000 unemployed intellectuals, both male and female, with a junior high school education or above, nationwide. Their distribution is as follows: approximately 180,000 in East China, approximately 90,000 in Central and South China, approximately 60,000 in Southwest China, approximately 40,000 in North China, approximately 15,000 in Northwest China, and approximately 10,000 in Northeast China. When the reactionary Kuomintang rule collapsed, all former public servants and teachers were taken over by the People's Government. After liberation, approximately one million unemployed intellectuals remaining in society have been put into various jobs through various training, recruitment, and individual placements. Through educational reform and practical work, the majority of these intellectuals have made progress. Only a very small number are truly difficult to reform. The currently unemployed intellectuals, analyzed based on their original social status or occupations, can be divided into four main categories: 1. Former civil servants; 2. Former cultural and educational workers; 3. Housewife intellectuals; and 4. Rural intellectuals. In terms of age, the majority of the currently unemployed intellectuals are middle-aged. In terms of gender, a large proportion of unemployed urban intellectuals are family-educated women. In terms of political and ideological background, some are beginning to gain some awareness, others are still quite backward, and some have more complex political histories. Regarding employment, many are attached to their hometowns in large cities and are reluctant to move to rural areas, let alone remote areas. Some, especially family-educated women, face real family difficulties if they work elsewhere. Despite absorbing and rehabilitating a large number of unemployed intellectuals in the past, government agencies and enterprises still feel a significant shortage of cadres. There are generally concerns about continuing to absorb the existing pool of unemployed intellectuals. Besides the objective factor of

limited staffing quotas, there is a concern that the current pool of unemployed intellectuals has complex political histories, is older, and is often women, making it difficult to recruit. Some simply wish to use existing, qualified young cadres. In rural areas, there is a phenomenon of improper use of intellectuals.

(2) In light of the above situation, the following proactive policies should be adopted to resolve the existing problem of unemployed intellectuals:

The basic principle is education, transformation, and employment. Our country is about to embark on large-scale economic construction and urgently needs a large number of intellectuals. Besides training a large number of new young intellectuals (which is, of course, the primary task), we must also educate, transform, and employ a large number of veteran intellectuals. Otherwise, we will fall behind the demands of the work and waste a significant amount of the nation's available resources. However, unemployed intellectuals must undergo education and transformation, and continue this transformation through work, in order to serve national development. In this great era, where they have the opportunity to serve the people, unemployed intellectuals should recognize their ideological shortcomings and strive to transform themselves. Based on the experience of the past three years, when the country was still in the process of economic recovery and transformation, we have already absorbed nearly one million unemployed intellectuals. In the next two to three years, based on correct principles and policies, it is not only necessary but also entirely possible to provide employment for the existing unemployed intellectuals in batches.

Complementing the above basic policy are resettlement and relief. Among unemployed intellectuals, there are a small number of middle- and upper-class elderly intellectuals with a certain social influence in various regions; among ethnic minorities, there are also such middle- and upper-class figures who are representative. Appropriate institutions and positions should be established in various regions to place them. As for unemployed intellectuals who are still able to work but have not yet found employment, but are facing extreme hardship or have completely lost their ability to work due to old age and frailty, appropriate relief should be provided.

In accordance with the above-mentioned principles, appropriate steps should be taken in training and employing unemployed intellectuals. The approach should be: cities first, then rural areas; large cities first, then small cities; those with skills first, then those without. However, it is particularly important to address those already struggling to make ends meet first, then those who can still make ends meet temporarily. In short, we should strive to completely resolve the problem of unemployed intellectuals within two to three years.

(3) To address the problem of unemployed intellectuals, universal registration should be the first step. During registration, a preliminary review and investigation should be conducted. Those with a clear history, considerable expertise, and a need for work can be immediately assigned to jobs. The vast majority of unemployed intellectuals must undergo training before they can be employed. This training encompasses both political and professional aspects: the former involves ideological transformation and review and investigation, while the latter provides initial development of work skills. Training generally lasts six months. Those facing family difficulties during the training period should be provided with assistance. Two types of institutions will be responsible for training: one is business departments, primarily in education, health, cooperatives, trade, and other such sectors; the other is short-term schools, similar to revolutionary universities, run by the major administrative regions and certain provincial and municipal governments. After training, the business departments will be responsible for employing these unemployed intellectuals. Education, health, cooperatives, trade, and other sectors should systematically absorb large numbers of these

unemployed intellectuals. In government agencies and businesses at all levels, any positions currently held by younger intellectuals and suitable for older or female intellectuals should be replaced by younger intellectuals whenever possible. Young intellectuals should not be employed in positions that older or female intellectuals could handle. Regarding the employment of women intellectuals, government agencies and businesses should take appropriate measures to address their unique challenges. In areas with a large number of unemployed intellectuals, where local employment is insufficient, these intellectuals should be mobilized to respond to the motherland's call and go to where they are most needed.

Young unemployed intellectuals who are eligible to apply for colleges or technical secondary schools, especially those from impoverished backgrounds, may be immediately recommended for admission and given lenient admission. Those who lack travel expenses will be subsidized by the government. If the examination period has passed and many such young intellectuals have not had the opportunity to apply, the education department may arrange for a supplementary examination.

#### Appendix III: Policies and Methods for Dealing with Unemployed Former Officers and Officials

The collapse of the Kuomintang's reactionary rule has left behind a large number of former officers and officials. For three years, due to a lack of understanding of the situation and the lack of mature conditions, the People's Government has not focused on solving this problem. Through land reform, the suppression of counter-revolutionaries, the War to Resist U.S. Aggression and Aid Korea, and the Three Antis and Five Antis campaigns, we have gained a better understanding of the situation. Furthermore, national construction requires us to gradually resolve this issue. In accordance with the State Council's "Decision on Labor and Employment," we hereby formulate the following guidelines and measures for dealing with unemployed former officers and officials:

Since liberation, the remaining former officers and officials have undergone significant changes. Some have joined the People's Liberation Army, the People's Government, or other organizations; most were laid off and returned to their hometowns after liberation, receiving land in the countryside; some have found other jobs before and after liberation; and a few, those who committed numerous crimes and incurred widespread public outrage, were dealt with during the suppression of counter-revolution. Currently, a small number of former officers and officials scattered across the cities still have some money or support to get by; some engage in illegal activities such as smuggling and drug trafficking, but the majority work as laborers, vendors, or peddlers, or rely on relatives, friends, or borrow money to survive, languishing in unemployment or semi-employment. Some, including the elderly and infirm, face real hardship. It is estimated that over 200,000 unemployed former officers and officials nationwide need resettlement.

In the early days of liberation, doubts, fears, and ideas of change were common among the old officers and officials. Over the past three years, through vigorous mass movements and rapid national development, most of these officers and officials have received some education, and their thinking has shifted somewhat. Currently, there are only a few who still harbor oppositional sentiments, or even lingering ambitions and delusional hopes for action.

Unemployed former officers and officials have varying work abilities, depending on their age and background. Young and strong former officers, especially those from the ranks, are generally capable of productive labor. Former officials or those from military schools generally have a junior high school education or above. After ideological transformation and professional training, most are able to work. Only a small number of elderly and frail former officers and officials are unable to work. A few, primarily mid-level and senior officers, are deeply entrenched in old habits and refuse to work.

Based on the above situation, the following suggestions are put forward:

1. The basic principle is education, transformation, and utilization. It is wrong to lose vigilance; nor is it right to be overly cautious or afraid of trouble. We should believe that the majority of unemployed former officers and officials can be reformed. They should be comprehensively and actively reformed and resettled in stages and batches, based on the needs of national construction and their individual work abilities. We must ensure that they can participate in certain work or production activities, transform themselves through labor, and become a force in building a new China.

2. Methods:

1. All officers and non-commissioned officers of the old army above the rank of platoon leader; former officials of reactionary regime agencies (including the salt administration, tax administration, etc.); and those who lack a job, assets, or family support and are unable to make ends meet are considered unemployed former officers and former officials. Regardless of the length of unemployment, all those who wish to find work will be allowed to register. (Former officers and former officials who have joined the People's Liberation Army, the People's Government, or other organizations; have been allocated land in rural areas; are employed; or have assets to support themselves will not be considered unemployed.)

2. Former officers and officials who participated in the Xinhai Revolution, the Northern Expedition, the War of Resistance Against Japanese Aggression, or the uprisings and then retired should be given preferential treatment if they have no notable bad records in their history. Those who are well-known in society may be given appropriate titles and resettled.

3. Former officers and officials with a junior high school education or above may be dealt with together with unemployed intellectuals.

4. Former military officers and officials who are old and weak and have lost their employment conditions should be given temporary or long-term relief by social relief agencies according to their circumstances.

5. The requests of former military officers and officials who have returned to their hometowns to work to lift controls on the masses should be handled seriously in accordance with the labor and employment decisions of the State Council.

#### Appendix 4: Principles and Measures for Solving the Problem of Surplus Rural Labor

##### I. Current Situation of Surplus Rural Labor

Based on China's current agricultural population and existing cultivated land area, the average per capita cultivated land is less than three and a half mu (approximately 1.5 acres). Excluding the elderly, the weak, children, and those who are partially laboring, the total labor force (including women who participate in the main agricultural labor force) accounts for approximately 37.8 percent of the agricultural population (approximately 160 to 170 million people). On average, each worker cultivates no more than ten mu (approximately 10 acres). Currently, there is virtually no surplus labor in rural areas of Inner Mongolia and Northwest China. A small amount of surplus labor exists in rural Northeast China, but this poses no significant problem. The rural areas of North China, East China, South Central China, and Southwest China all have significant surplus labor, with the problem being most severe in South Central China and East China.

The shortage of cultivated land and the large surplus of rural labor have existed in the past. After the completion of land reform, the shortage remained largely unchanged. However, landlords (approximately 20 million people) who had never engaged in production, as well as many vagrants and low-income individuals, were allocated land and engaged in agricultural production and labor reform. In many areas, women traditionally did not participate in major agricultural labor, but this has changed significantly since liberation. In North China, for example, 40 percent of young and middle-aged women have participated in major agricultural labor. Furthermore, after the completion of land reform, the gradual development of organized cooperation, continuous improvements in agricultural production technology, and increasing labor efficiency have freed up a significant portion of the labor force, and the further development progresses, the greater the savings will be. On the other hand, the development of urban industry and social programs such as culture, education, and health can only absorb a portion of the rural labor force in a planned manner, but cannot absorb a larger portion of the surplus rural labor force. Consequently, the phenomenon of surplus rural labor has become increasingly prominent.

However, it must also be pointed out that the situation of surplus labor in rural areas is different from that of the unemployed and semi-unemployed in cities. They are not unemployed; they have land to farm and food to eat. It is just that their potential for labor is not fully utilized. This is fundamentally different from the problem of surplus labor in the old society and capitalist countries.

## 2. "Focusing on rural areas, developing agriculture, forestry, and animal husbandry"

The large-scale planned economic construction that our country is about to embark on naturally requires, first and foremost, "concentrating our efforts on developing industry." However, it also requires the simultaneous development of agricultural production and the revitalization of the rural economy to support industrial development. Otherwise, a lame duck situation will occur, with agricultural and rural economic development failing to keep pace with the needs of industrial development, inevitably hampering industrial development. Therefore, for the vast surplus labor force in rural areas, in addition to systematically absorbing it into industry and cities, we must overcome its blind migration to cities and stabilize it in the countryside, unleashing its potential in production. This will primarily involve developing agriculture, forestry, and animal husbandry, while also systematically developing sideline industries and handicrafts where possible to create more wealth. Only in this way can the rural economy flourish and support industrial development. This policy of "focusing on the countryside, primarily developing agriculture, forestry, and animal husbandry" should be the fundamental approach for dealing with the current large surplus labor force in rural areas.

At the same time, precisely because of the "concentration of resources on industrial development," the state currently cannot invest more funds in rural areas. Therefore, we must rely on mass organization to mobilize their surplus labor and utilize their surplus funds. The state will provide partial assistance, where possible, to address the surplus labor in rural areas and promote agricultural production and the development of the rural economy. We should not be afraid that organized mutual aid and cooperation will increase the surplus labor force in rural areas; on the contrary, we must actively promote organization. Experience has shown that organization has opened up many new production paths and created convenient conditions for addressing the surplus labor force.

## 3. Several measures

1. Expand arable land and systematically relocate people to remote areas in the Northeast, Northwest, and Southwest for reclamation: The shortage of cultivated land is a fundamental and

crucial issue for the development of China's agriculture. China's land area is 9,597,000 square kilometers, but cultivated land accounts for only a little over one-tenth of the total. Over 1.5 billion mu of known arable land remains uncultivated, of which 70 percent (over 1 billion mu) is located in the Northeast, Inner Mongolia, and Northwest China. There is also ample wasteland in coastal areas that could be reclaimed. It is recommended that a resettlement plan be formulated based on the principle of "low national investment, extensive land reclamation, and significant increases in agricultural production." This resettlement and reclamation plan must fully address the needs of soil and water conservation and animal husbandry development. Resettlement is indeed a difficult and complex task, and it conflicts with farmers' attachment to their homeland. However, resettlement and reclamation, and the expansion of arable land, must be implemented in a planned and systematic manner. Furthermore, organized resettlement offers greater advantages than individual farmers. It was also suggested that: first, the labor reform teams engaged in agriculture should be moved to the Northeast and Northwest regions to open up land, and a small number of state-owned farms (not necessarily mechanized) could be established in a planned manner in areas suitable for reclamation as bases for immigrants. It could also be considered to organize a settlement army to open up land.

Lake flood storage and reclamation is also an important measure to expand the area of arable land and should be implemented in a planned manner.

2. Develop small-scale water conservancy projects, improve and renovate land, and increase yields per unit area: China currently has only 450 million mu (approximately 1.5 million hectares) of water-rich land. We should fully utilize all water resources and build a large number of small-scale water conservancy projects (including wells, canals, ponds, weirs, mountain structures, and small reservoirs in mountainous areas). If 200 million mu (approximately 1.5 million hectares) of dryland were converted to irrigated land nationwide within five years, yields per mu (approximately 1.5 million hectares) could be doubled. Not counting the labor required for water conservancy projects, converting dryland to irrigated land requires 100 to 150 percent more labor than cultivating dryland. This alone could accommodate an additional 10 to 15 million workers, increasing grain production by 30 to 40 billion jin (approximately 100 to 150 million kg). Of China's existing arable land, unterraced hillsides account for over 100 million mu (approximately 1.5 million hectares), while shallow sandy land, low-lying land, hilly areas, and water-shedding areas in plains account for no less than 300 million mu (approximately 1.5 million hectares). Gradually renovating and improving these 400 million mu of land, further promoting intensive farming, and vigorously promoting fertilizer accumulation and fertilizer production when the country is currently unable to obtain large-scale chemical fertilizers are all effective measures to ensure increased yields per unit area and are also the main way to utilize surplus rural labor in production.

3. Fully utilize abandoned land and barren hills and grasslands: Even in densely populated areas, there are still approximately 400 million mu (approximately 166 million hectares) of unused land, including red soil, sandy land, rocky land, and hillsides. Experience has shown that these lands can be used to grow fruit trees, fodder, and fertilizer crops, and they must be utilized in a planned manner. Nationwide, approximately 4 billion mu (approximately 166 million hectares) of barren hills and grasslands could be used for animal husbandry. This would not only promote production but also provide a new outlet for the vast surplus rural labor force.

4. Promote afforestation and develop forestry: Currently, forests cover only approximately 5% of the nation's land area. This is not only a major source of floods and droughts, but also leaves timber resources far insufficient to meet national development needs. In addition to recommending that forestry departments systematically utilize surplus rural labor for large-scale afforestation, we

should also vigorously mobilize and organize farmers to utilize their surplus labor to plant windbreaks and sand-control forests within their villages and townships, as well as planned planting of economic forests, fruit trees, tea trees, and tung oil trees.

5. Utilize lakes, marshes, ponds, and ponds to extensively develop freshwater fisheries. It is estimated that there are at least 300 million mu (approximately 1.5 million hectares) of usable freshwater area nationwide. It is recommended that the relevant departments formulate a plan for the development of freshwater fisheries to increase production and absorb surplus rural labor into fishery production. It is also recommended that a portion of the fishery improvement fee be allocated to support freshwater aquaculture institutions, specifically to provide guidance to fishermen in stocking fish seedlings, catching, harvesting, processing, and marketing fish.

6. Develop rural sideline industries and handicrafts, and encourage the initial processing of local specialties in rural areas: A prerequisite for developing rural sideline industries and handicrafts is marketability. Otherwise, blind development, resulting in unsold goods and a backlog, will inevitably dampen farmers' enthusiasm for production. It is recommended that a permanent institution be established to guide the exchange of goods between urban and rural areas, composed of representatives from agriculture, forestry, cooperatives, banking, trade, and transportation. At the same time, efforts should be made to ensure that agricultural and sideline products are initially processed in rural areas before being shipped abroad. This approach will not only accommodate some of the surplus labor in rural areas, but also be cost-effective. As long as the specifications are appropriately met, cities will be willing to purchase the products. It will also allow funds to be more concentrated on the development of modern industry, avoiding the unnecessary waste of funds on the scattered establishment of factories processing agricultural and sideline products.

7. Road Construction and River Dredging: The construction of highways, local roads, railways, and rural roads, as well as the dredging of inland waterways, has a significant impact on the exchange of goods between urban and rural areas. River dredging also significantly benefits agriculture and water conservancy. In addition to the large labor force required to build railways and the highways, local roads, and waterways planned for dredging planned by the Ministry of Transportation, it is even more important to utilize slack farming season to systematically construct large-scale roads and rural roads. It is also recommended that a fixed water conservancy construction team be established to ensure year-round operation of planned national water conservancy projects. This would not only facilitate water conservancy and transportation development but also accommodate surplus labor.

8. Recruit and train a group of semi-intellectuals in rural areas to engage in cultural and educational work, medical and health care, and basic technical guidance in agriculture, forestry, animal husbandry, and other fields. Some of these individuals will be separated from production, some will need to be semi-detached, and generally, they can remain in production. When the masses need their work, they can be paid in exchange for work. Furthermore, cooperatives will develop significantly, requiring a large number of additional staff. These are also ways to address surplus rural labor.

In short, the surplus labor force in rural areas is enormous. Unleashing the potential of this vast surplus labor force is a complex and arduous task, requiring enormous organizational effort and a long-term endeavor. We must rely on the masses, organize them, and primarily utilize their own strength to solve this problem. We must also adapt to local conditions and address local needs and possibilities, focusing on unleashing the potential of the surplus labor force. We must use all available methods and find multiple outlets for this surplus labor force in rural areas, overcome the

phenomenon of farmers blindly migrating to cities, develop agricultural production and the rural economy, and support the development of industrial construction.

#### Appendix V: Opinions on Handling the Issues of Employment and Relief for Ethnic Minorities

##### 1. Situation

There is no data on the unemployment situation of ethnic minority residents in large and medium-sized cities across the country, except for residents of the same ethnic group.

According to available data, there are approximately 700,000 Hui people scattered across major and medium-sized cities. Of these, about 10%, or 70,000, are unemployed; about 18%, or 125,600, are underemployed; and about 1%, or 7,000, are elderly, disabled, and unable to work, for a total of 203,000.

Currently, the unemployed and underemployed Hui people across the country face extremely difficult living conditions, with some even selling their children and committing suicide. Some have written to Chairman Mao, saying, "The Communist Party has liberated us and made us equal in political status...but we Hui people still live in misery, with no food to eat...Please ask the government to quickly resolve this problem." Therefore, effective measures must be taken swiftly to help Hui people find employment.

The unemployment situation of other ethnic minority residents is unknown, and an investigation should be conducted immediately to prepare relief measures.

##### 1. Solutions

1. Young men and women with working abilities should be given short-term political or vocational training and systematically introduced to industrial and mining enterprises to participate in national infrastructure construction. Their living habits and religious beliefs should be respected.

2. Certain industries that can still exist and develop but are struggling to maintain themselves due to lack of funds should be given necessary assistance and loan support. Certain industries that are unsuitable for current economic needs and should be subject to restrictions should be organized for re-employment on a case-by-case basis and helped to resolve difficulties encountered in the process.

3. Regulations regarding the sources of cattle and sheep, the price of cowhide, and cattle slaughter inspection standards should be appropriately adjusted to seek a reasonable solution.

4. The elderly, the weak, and the disabled who are unable to support themselves should be given relief or taken in for education, with attention paid to their living habits. Under certain conditions, social assistance may be organized.

5. Unemployed former employees who are willing to work should be registered, educated and reformed, and given appropriate jobs.

6. In addition to being treated the same as the general poor, urban minority groups who are exiled from poverty should be given adequate attention based on the principle of caring for ethnic minorities.

7. Relief work for impoverished minority residents in rural areas, small towns, and marginal areas should be combined with rural relief efforts. Special attention should also be paid to production relief efforts for minority residents in disaster-stricken areas.

8. The unemployment benefits issues of other ethnic minority residents should be actively investigated by the governments of the provinces, autonomous regions, and municipalities. After obtaining materials and clarifying the situation, they should then raise special cases for handling.

#### Appendix 6: Resettlement of Refugees and Returnees in Difficulties

##### (1) Situation of Refugees and Returned Overseas Chinese

Overseas Chinese in imperialist countries and colonies and semi-colonies have long suffered oppression and brutal exploitation at the hands of imperialism and the reactionary governments of those countries. They yearn for an independent, democratic, and prosperous motherland to support them. The birth of the People's Republic of China fulfilled this lofty aspiration of overseas Chinese, thereby enhancing their status in their host countries. However, driven by hatred for the new China and the rapidly rising political awareness of overseas Chinese, the imperialists and their minions have persecuted them even more brutally, forcing large numbers of them to flee their homes. Our proper resettlement of persecuted refugees and returning overseas Chinese in need has a positive impact on the vast number of overseas Chinese and the people of their host countries. This work is of great political significance. Therefore, we must take this issue seriously and handle it appropriately to prevent refugees and returning overseas Chinese from becoming homeless.

##### (2) Opinions on future handling

1. For refugees and returned overseas Chinese who have been repatriated and are in financial difficulty, local governments should provide them with relief, resettlement and organise their production.

2. Local governments should promptly provide training to those currently scattered in cities without jobs, those with no relatives or friends to rely on, and those refugees and returned overseas Chinese who are awaiting employment and are being taken in by the Overseas Chinese Affairs Commission, so that they can find employment or change jobs.

3. Newly returned refugees and impoverished returned overseas Chinese will be given political education and temporary resettlement allowances by the refugee handling agency upon their return. They will then be handled according to their specific circumstances and on a voluntary basis using the following procedures:

A. Those who are willing to return to their hometowns and will have no problems living there will be funded to return home, and the local government will be notified to assist and organize their production.

B. Skilled workers shall be sent to the government labor department for job introduction.

C. Those who have no skills but have the ability to work shall be trained and employed by the people's governments of the major administrative regions, or be relocated to open up wasteland.

D. Young students who need to be sent to school for study shall be funded by public funds from the public funding quota for overseas Chinese students.

E. The elderly and helpless shall be taken in and provided with assistance by the relief agencies of each major administrative region, and they shall be organized to participate in light labor as appropriate.

#### Appendix 7: Living Conditions of Monks, Nuns, and Taoists and Suggestions for Their Management

## (1) Recent Situation of Monks and Nuns Nationwide

It's difficult to obtain accurate statistics on the current number of monks, nuns, and Taoists in major cities and famous mountains and ancient temples throughout the country, but based on incomplete data from various locations, it's estimated that the number has decreased by at least 50 percent compared to pre-liberation levels. Cities with large concentrations of monks and nuns, such as Changsha, had 3,000 monks and nuns before liberation, but now only 180, a decrease of over 90 percent; Nanjing had 1,145 before liberation, but now only 446, a decrease of 61 percent; Tianlu had 300 before liberation, but now only 132, a decrease of 56 percent; Xi'an had 235 before liberation, but now only 137, a decrease of 41 percent; Shanghai had 4,000 before liberation, but now only 2,683, a decrease of 32 percent; Mount Emei had 2,380 before liberation, but now only 290, a decrease of 87 percent; and Mount Wutai had 1,238 before the Anti-Japanese War, but now only 314, a decrease of 74 percent. Taoists, though less numerous, experience the same phenomenon. The reason for the sharp decline in the number of monks, nuns and Taoists after liberation was mainly because most of those who had become monks due to pressure from life in the past voluntarily left the temples and returned to secular life to find jobs.

At present, a large number of monks, nuns, and Taoists face financial hardship, and the elderly, the weak, the sick, and the disabled account for a considerable proportion (for example, in Shanghai, this figure is 20 percent). Those without the ability to work should be given appropriate relief, while those who are young and able-bodied and have the ability to work should be helped to reproduce.

In the past three years, as land reform has been basically completed in rural areas across the country, land has been distributed to general temples. The number of people who invite monks and Taoists to chant sutras and burn incense and worship Buddha in temples has greatly decreased, both in urban and rural areas. Monks, nuns and Taoists have also participated in the movement to resist U.S. aggression and aid Korea, and have generally received patriotic education and made some progress. Some have already participated in production, and most of them are eager to work and participate in production.

The governments of several cities have provided guidance and assistance to monks, nuns, and Taoists with working abilities to participate in small-scale industrial or handicraft production. In rural areas, the vast majority have been allocated varying amounts of land, allowing them to engage in agricultural production and developing secondary businesses. Those living in the mountains are primarily engaged in forest planting and protection. This approach allows monks to participate in productive labor to the greatest extent possible, not only solving their livelihood problems but also changing their previous parasitic lifestyle of living off the labor of others. In some areas, the government has established a "unified management" system for temple public property and funds. This not only solves the problems of temple management and use, but also allows for the rental of vacant buildings, which also alleviates a certain degree of livelihood for monks, nuns, and Taoists.

## (2) Opinions on the Current Difficulties in Living for Monks, Nuns, and Taoists

1. All monks, nuns, and Taoists who have the ability to work should be mobilized, organized, and helped to participate in production, and the elderly, weak, sick, and disabled should be provided with assistance.

2. When organizing monks, nuns, and Taoists with the ability to work to participate in production, the following matters should be noted:

- a. Taking into account their religious beliefs and living habits;

B. Do not encourage them to return to secular life and find employment;

C. Do not discriminate against them, but help them solve their problems seriously.

3. When providing aid to the elderly, weak, sick, or disabled monks, nuns, or Taoists, the following matters should be noted:

A. For the elderly, the weak, the sick and the disabled, their living expenses can be supported by renting vacant rooms in the temple, using incense money, making donations or by assigning them to guard the temple.

B. Those who have truly studied Buddhist scriptures or have a good reputation among the masses should be given special consideration.

C. The work of providing relief to the elderly, weak, sick and disabled monks, nuns and Taoists should be considered as part of social relief work, and they should not be treated as unemployed people.

#### Appendix 8: Situation and Solutions for Urban Social Relief Issues

Urban social relief includes relief for the poor, the sheltering and rehabilitation of vagrants and prostitutes, the sheltering and education of the elderly, the weak, the disabled, and street children, and the adoption of abandoned babies. These are described below:

##### 1. Relief of the Poor

The number of urban poor is considerable. In Beijing, the poor account for 3.7 percent of the city's population; in Wuhan, 5 percent; in Chongqing, 6.7 percent; and in Kunming, 13 percent. In Beijing, the poor receive regular and temporary relief, accounting for over 21 percent of the total number of poor, while in Chongqing, over 48 percent. It is estimated that there are over two million poor people in all major cities nationwide, with 820,000 in urgent need of relief.

Unemployed former military officers who have lost their working conditions or who are temporarily unable to find employment also need long-term or temporary relief; in addition, there are a group of poor ethnic minority residents in cities, returned overseas Chinese, monks, nuns, etc. who need temporary or long-term relief; including their families, there are about 500,000 people.

Based on the above situation, the following suggestions are put forward:

1. In addition to vigorously addressing the employment and career transition issues of unemployed workers, intellectuals, and retired military officers, a proactive approach should be adopted to provide relief to the general urban poor, avoiding mere relief. For example, work-for-relief should be implemented in conjunction with municipal construction; assistance should be provided to trade, cooperative, and banking departments to organize processing and production and provide small loans; and planned support should be provided to the poor's handicraft production based on market demand. Surplus rural labor that has migrated to cities should be repatriated to their hometowns for production; and on a voluntary basis, migrants should be organized to open up new land.

2. Always pay attention to providing relief to the elderly, weak and disabled and treating diseases among the poor.

#### II. Sheltering and Reforming Homeless People

According to incomplete statistics, large and medium-sized cities nationwide have taken in a total of 242,334 homeless people. Among these, 50 to 80 percent have working abilities; some possess specialized skills. For example, statistics from three labor camps in Shanghai show that among the 728 homeless people, 1,403 possess simple skills, while 232 possess skills in engineering, medicine, literature, and music. Through collective labor reform, the vast majority have transformed from parasites into working people.

At present, there are still more than 120,000 homeless people in various places who need to be accommodated and reformed.

Among the homeless people taken in in the past, some were elderly, weak, disabled, and homeless children, accounting for 20-50 percent of the total number of people taken in. Currently, it is estimated that there are still over 25,000 elderly, weak, disabled, and homeless children in need of shelter and education.

Based on the above situation, the following suggestions are put forward:

1. All localities should continue to take in vagrants, striving to have all vagrants left over from the old society taken in and reformed by the end of 1953.

2. Transformation Methods: Labor brigades will be organized within large administrative regions, provinces, or cities to participate in municipal construction, road and railway construction, and farm resettlement. Some individuals may also participate in factory and enterprise labor.

3. Street children can be dealt with differently: thieves and young thieves can be taken in for education and organized to do light labor; disabled or mentally retarded children should be given special education; those who have dropped out of school can be helped to go to school in a focused and step-by-step manner in combination with poverty relief.

4. The elderly, the weak, the disabled and the helpless should be adopted and, where appropriate, organized into light labor positions.

### III. The Reform of Prostitutes

According to incomplete statistics, brothels have been closed in 37 cities across the country, including Beijing, Kaifeng, Xi'an, and Fushun, and more than 8,000 prostitutes have been taken in and reformed.

Due to the impact of brothel closures in various regions, brothels and prostitutes in many cities changed their professions. In Tianlu City, a February 1949 survey found 1,792 prostitutes, while an autumn 1951 survey found 1,382 prostitutes who had given birth, married, or had the same nationality as the prostitutes.

According to statistics from existing materials, there are still 4,900 prostitutes in the country, and the number of secret prostitutes and traveling prostitutes is relatively large. According to estimates from various places, the total number is more than 10,000.

Based on the above situation, the following suggestions are put forward:

1. By 1953, brothels were closed and all prostitutes were taken in. After treatment for venereal diseases and ideological reform, those with homes were sent home; those with partners were helped to marry. Those with education or skills could be introduced to jobs or participate in production.

2. Secret prostitutes and itinerant prostitutes are generally restricted through public supervision and strict household registration management. They should also be helped to find work and production, and the few who engage in public activities and disrupt social order should be sheltered and reformed.

#### IV. Abandoned Babies

Since liberation, the phenomenon of abandoned infants has gradually decreased, but it has not been completely eliminated. All regions should continue to strictly prohibit the abandonment and drowning of infants, continue to carry out publicity and education on infant protection, support and renovate existing childcare institutions, and proactively subsidize pregnant women and women with many children facing financial difficulties. Those who give birth to multiple children should receive appropriate subsidies, and abandoned infants should be adopted free of charge by relief and welfare agencies to prevent infant deaths.