

Decision of the GAC of the Central People's Government on the Issue of Labor and Employment

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On July 25, 1952, the 146th Executive Meeting of the GAC passed

The long-term aggression of imperialism and the long-term reactionary rule of the Kuomintang have caused serious unemployment in Chinese society and left a large number of unemployed people to the people's new China. Over the past three years, the People's Government has done a lot of work to solve the problem of employment and to provide relief to the unemployed who are temporarily unable to find jobs and have difficulties in life, and has also achieved remarkable results. First of all, when the People's Government took over, it adopted a policy of taking over all the former public servants and teachers when the reactionary rule of the Kuomintang collapsed. The large number of unemployed workers and unemployed intellectuals left behind by the reactionary rule have been reemployed due to the recovery and development of the economy and the launch of various construction projects in the past three years. As of December 1951, more than 1.2 million unemployed workers had been reemployed, including about 600,000 new employees in state-owned industrial and mining enterprises. Since liberation, about 1 million unemployed intellectuals have joined various types of work through various training recruitments and individual placements. In the rural revolution, unemployed vagrants in the countryside, former officers who returned to their hometowns to work, and landlords who had never worked in production were also allocated a piece of land like the peasants and engaged in labor production. Now, both in cities and in rural areas, the number of employed people is much greater than at any time in history, while the number of people who have the ability to work but do not work and the number of people who have no job opportunities have greatly decreased compared with any time in history.

However, there are still some unemployed intellectuals, former officers and officials left over from the old society. Because they have not been reformed or lack specialized knowledge and skills, the employment problem cannot be completely solved before the national construction and various aspects of work have developed in large quantities. At the same time, due to the continuous restructuring of the social economy in the past three years and the progress on the road of new democracy, many non-productive industries that are not conducive to the national economy and people's livelihood and industries that rely on cutting corners and speculation to make money have been gradually eliminated. The industries that used to focus on the corruption, enjoyment and extravagant consumption of landlords, bureaucrats and compradors are gradually declining, which will inevitably lead to new unemployment and semi-unemployment. After production reforms, improvements in labor organization, and the promotion of advanced production methods, the labor efficiency of industrial, mining and transportation enterprises has been reasonably improved, and the original employees in the enterprises have become surplus. In addition, the vast number of housewives in cities (many of whom are educated women with a considerable level of education) were discriminated against in the old society and could not find jobs, but now they want to find jobs; some used to rely on their husbands for a living and did not want to find jobs, but their thoughts have changed in the three years since liberation and they also want to find jobs. They are a considerable group of surplus labor in the city. In the past, there was a surplus of rural labor because of the shortage of cultivated land. After the land reform, everyone has land to farm and food to eat, but the shortage of cultivated land has not changed. There is still a large surplus of labor. With the development of the mutual aid and cooperation movement and the improvement of agricultural tools possible under the current conditions, if we do not actively try to improve agriculture, sideline

industries, forestry, animal husbandry, handicrafts, etc., the surplus of rural labor will be even greater. The surplus labor in the countryside is currently flowing blindly to the city without organization and plan, which has also increased the unemployment and semi-unemployment phenomenon in the city. However, we must recognize that the new unemployment and semi-unemployment problems in the city that come with economic restructuring and the surplus labor in the city and the countryside that have emerged due to production reform, social reform, land reform, and organization are inevitable temporary difficulties in the process of progress. They are completely different from the unemployment problem under reactionary rule.

The employment problems of various unemployed people in cities and the problem of fully utilizing the large amount of surplus labor in urban and rural areas are problems that must be solved in the large-scale national construction. They can also be solved step by step under the premise of the forward development of production. In order to meet the large-scale national construction that is about to begin, comprehensively solve the employment problems of various unemployed people, gradually eliminate the phenomenon of unemployment and semi-employment, and systematically utilize the large amount of surplus labor in urban and rural areas in production and other social undertakings, and then gradually achieve unified allocation of labor, the GAC of the Central People's Government held a special meeting on labor employment issues in July. The results of the discussion and research at the meeting are summarized and the following provisions are made:

1. All public and private enterprises shall abide by the common program and the policies and laws of the people's government and actively develop production and business. In the large-scale economic construction that the country is about to embark on, all public and private enterprises that meet the needs of the country and the people have a future. Even if some enterprises encounter difficulties for a while, they should overcome their own difficulties by actively developing production and business, and should not think of ways to protect the interests of employees and avoid increasing unemployment by dismissing employees. The dismissal of employees must be handled in accordance with the provisions of the Trade Union Law and other relevant laws and regulations.

All public and private enterprises should adopt a policy of keeping redundant workers due to production reforms and reasonable improvement of labor efficiency. The original enterprise should still pay them their original wages (included in the enterprise's costs) and they should not be fired. They should also take advantage of this condition to conduct rotation training in batches to improve their business skills and political and cultural levels, so that they can be used when the enterprise expands or wait for unified deployment by the state. This is also beneficial to encourage employees to create inventions and put forward rational suggestions.

In the case of some private enterprises that have no future in their industry due to economic restructuring and must change their industries, in principle, the labor should be transferred along with the capital. If the transfer application and the planned new industry have been approved by the industrial and commercial administration department, and after consultation between the labor and management, a plan for the transfer of employees along with the capital is drawn up based on the plan of the new industry and the conditions of the existing employees, and there are still some employees who cannot be placed in the new industry, the management can apply to the labor department for dismissal in accordance with the provisions of the Trade Union Law and other relevant laws and regulations, and after approval by the labor department, they can be dismissed according to law.

Some private enterprises are indeed suffering from excessive losses and are unable to continue operating. After labor-management consultation, they are still unable to carry out business and must reduce operations or close down. The closure should be approved by the industrial and commercial management department, and the layoff of part or all employees should also be approved by the labor department. If they expand their operations or resume operations in the future, they should try their best to allow the original employees to return to work first.

The labor department should handle the dismissal issue prudently based on the current situation and take into account the interests of both labor and management. Reasonable dismissal applications should be approved; those who attempt to dismiss employees under false pretences, or who close down without approval, or arbitrarily stop work, stop pay, or stop business should be resolutely stopped.

In order to stabilize the economic situation and reduce unemployment, the industrial and commercial administration departments should carefully handle applications for business closure and business change, and should also pay attention to applications for business opening, and truly understand the applicant's financial situation, business reasons and business plans, so as to avoid blindly opening or closing businesses, which will result in unemployment. In order to properly handle these issues, the industrial and commercial administration departments of large and medium-sized cities may set up an advisory committee and invite labor departments, industrial and commercial associations, industrial and commercial federations and other relevant agencies and groups to participate.

In order to protect the health of workers, improve labor productivity, and expand employment, the eight- to ten-hour work system should be implemented in a planned and step-by-step manner. All larger public and private industrial, mining, and transportation enterprises should implement the eight-hour work system as much as possible. For those with raw materials, sales channels, and technical conditions, the current one-shift system per day can be changed to a two-shift system or a three-shift system per day. State-owned stores and cooperatives in large and medium-sized cities and industrial and mining areas should also implement the eight-hour work system as much as possible. For work that is harmful to health, the daily working hours should be less than eight hours. Overtime work in all public and private enterprises should be strictly restricted.

Unemployed workers should be registered and introduced to jobs or given retraining. Unemployed workers who cannot find jobs or receive retraining immediately and are in real financial difficulty should be resettled through methods such as "work-for-relief", "immigration and reclamation", and "self-help production", or given temporary or long-term relief.

As for the working women who are unemployed or are family members of employed employees, as well as other working women in families, we should, as far as possible, organize them to process for factories or engage in other handicraft production according to the conditions of raw materials and sales channels, and absorb them into other work according to needs and possibilities.

Second, on the issue of intellectuals, the basic situation is that there are too few intellectuals to meet the needs of large-scale national construction. However, there are a group of unemployed intellectuals in society, most of whom do not have specialized knowledge and skills. This is precisely caused by the colonial economy and the old education system of old China. Their thoughts progress slowly. Some of them have begun to have some awareness, some are still relatively backward, and some have indeed complicated political and historical situations. Most of them are middle-aged people with many family burdens. They are generally unwilling to work in rural areas, let alone remote areas. If some of them work in other places, their families will have difficulties. All these are

the reasons why they have not been able to get employment opportunities as soon as possible. There are also some people who have never participated in any profession in the past for various reasons, and family intellectuals account for a large proportion of them. On the other hand, in the past, some enterprises and institutions were only willing to accept young student cadres, and they were also worried about absorbing these unemployed intellectuals to participate in work. Now we must break this worry and adopt the policy of extensive absorption, education, transformation and use of existing unemployed intellectuals based on reality and the overall situation; otherwise, we will not be able to meet the urgent needs of large-scale national construction that is about to begin. In particular, the education, health, trade, and cooperation departments must pay attention to absorbing these unemployed intellectuals, training and reforming them, using them, and continuing to reform them in their work; at the same time, the unemployed intellectuals themselves should also recognize their own ideological shortcomings and work hard to reform themselves. For those who have some problems in their history, as long as they are loyal and honest, the policy of education, reform, and use should still be adopted. For the few unemployed intellectuals who can apply for colleges and universities or secondary vocational schools, they can be helped to apply and continue their studies to meet the needs of further development of national construction.

There are also a number of unemployed intellectuals who have considerable knowledge and are well-known in the local area, but are unable to engage in hard work due to old age and physical weakness. Appropriate measures should be taken to absorb them into appropriate work and take care of them. Appropriate relief should also be given to unemployed intellectuals who are old and weak, have completely lost their ability to work and are in real difficulty. For housewives of intellectual origin who are now seeking to work, special consideration should be given to the fact that most of them are burdened by family affairs. Appropriate measures should be taken gradually, in an organized and planned manner, to absorb them into work, such as requiring them to work half a day or a few hours a day, and providing them with a certain living allowance. This is also a win-win approach. Third, a large number of former military officers and former officials left in society by the reactionary rule of the Kuomintang were generally supporters of the reactionary rule in the past. Although some of them still have oppositional emotions towards the people's government, most of them have expressed their willingness to move closer to the people and make meritorious contributions to atone for their sins under the inspiration of the great victory of the people in the past three years. Most of the former military officers and former officials have returned to their hometowns to produce, obtained land in the land reform, and are engaged in agricultural labor. After they returned to their hometowns, some of them were disliked by the local masses, and the peasant masses had controlled and supervised them. This was natural, correct and necessary. However, as long as they really worked hard or engaged in other legitimate occupations, obeyed government laws and regulations, did not have any reactionary behaviour, and had been in the local area for three years since the liberation, their former officers and officials should be changed with the approval of the township people's congress and the county people's government, and their new class status should be determined according to the nature of the labor or occupation they were engaged in (those who were also landlords should be dealt with according to the provisions on the change of landlord class status). Some of the former officers and officials scattered in the city have ways to make a living, some have found jobs, but some are engaged in improper business, and some are really living in great difficulty. The latter two types of people should be registered, and the policy of education, transformation and use should be adopted. They should be trained in a planned manner in stages and batches, transformed, helped to transfer to other jobs, and allowed to continue to transform through labor and work. Similarly, the former officers and officials should also strive to transform themselves and explain their history clearly. Those who have no major political and historical

problems and have explained sincerely should still be educated, transformed and used. A small number of senior former military officers and officials who are unable to participate in training and are truly in financial difficulty should be given appropriate consideration when dealing with them, provided they have no notable bad deeds in the past and have not caused much public outrage.

In addition, among the old officers and officials there are some who had participated in the Revolution of 1911, the Northern Expedition, the War of Resistance against Japan and the uprising and were then laid off and returned home. If they have no significant bad deeds in history, they should be given preferential treatment in their dealings.

Fourth, the large number of surplus laborers in rural areas are different from the unemployed and semi-unemployed people in cities. They have food to eat and land to farm. However, they have a large amount of potential labor that has not been brought into play, and we should actively try to make them work in production. At the same time, the cultivated land is insufficient, and it is not enough to farm under the current technical conditions. Further development will definitely produce more surplus laborers. This is the most fundamental problem. Therefore, from a fundamental perspective, we must plan and step by step to migrate to the northeast, northwest and southwest regions, and reclaim wasteland and expand the cultivated land area without damaging soil and water conservation and hindering the development of animal husbandry. We should develop a large number of small-scale water conservancy projects, turn dry land into water land, improve seeds, improve farming techniques, promote intensive farming, and increase the yield per unit area. In densely populated areas, there are also a large number of abandoned lands, such as sandy land, alkaline land, and red land. Experience has shown that these can be used. We should organize the surplus laborers in rural areas to reclaim these abandoned lands. Land renovation, soil improvement, flood storage and reclamation of lakes, and soil and water conservation in mountainous areas should also be carried out in a planned manner.

In addition, the planned development of marketable sideline businesses, handicrafts, and the preliminary processing of agricultural and sideline products, afforestation, fish farming, dredging of rivers, road construction, and construction of large-scale water conservancy projects can accommodate a large number of surplus laborers. The relevant departments should formulate plans, take local conditions into consideration, and gradually implement them. In particular, cooperative associations should organize handicraft production cooperatives as much as possible to promote handicraft products that are beneficial to both domestic sales and exports.

We must actively organize and carry out the mutual assistance and cooperation movement. On the basis of organization, it will be easier to carry out the work of immigrants reclaiming wasteland, repairing the land, and carrying out small-scale water conservancy projects.

The development of cities and industry, as well as the development of national construction in all aspects, will absorb a whole batch of labor from the countryside, but this work must be carried out in a planned and step-by-step manner, and it is impossible to absorb a large number of labors in a short period of time. Therefore, it is necessary to vigorously persuade the farmers to overcome their mood of blindly moving to the cities.

5. We must pay close attention to and help solve the unemployment problem of ethnic minority residents scattered in cities, mainly the unemployment and semi-unemployment problem of Hui people. Since their customs and habits are different from those of the Han people, their employment scope is narrow, and we must try to give them broad employment and career opportunities. In addition to helping them find jobs sporadically, it is best to absorb them in batches into industrial and

mining enterprises in a planned manner, and their customs and habits should be respected as much as possible.

6. There must be proper placement for the returned refugees and poor overseas Chinese. Overseas Chinese affairs agencies and local civil affairs agencies should pay close attention to this. We must make full use of every opportunity to help them find jobs or arrange production, and never let them become unemployed, drop out of school, or become homeless. Some of them who have no labor force, are poor and helpless, and have difficulties in life must be given practical relief.

7. There are still a number of poor, helpless, elderly, weak, disabled and homeless children who have lost their ability to work. They should be taken in and educated or given relief in a planned manner. Some of them can still do light labor, and they can also be organized to produce and subsidize their lives. As for vagrants and beggars who have the ability to work, they should be forced to work. If conditions permit, it is best to take them in together and reform them through labor.

8. All unemployed persons in cities shall be registered in a unified manner. All workers and employees who were engaged in physical or mental labor in public or private industrial and commercial enterprises, transportation, transport enterprises, handicraft workshops, institutions, groups, and schools, as well as construction workers and porters without fixed employers who have no fixed jobs after becoming unemployed, seasonal workers whose industries have declined and cannot find jobs, unemployed intellectuals with a junior high school education or above, independent producers, peddlers, agents of capital, and small industrial and commercial owners who have stopped working and have no other income and are in financial difficulty and are seeking employment as wage laborers, as well as former military officers and former officials who are currently unemployed and in financial difficulty and are seeking employment, shall all be registered.

After registration, they will be handled according to different situations. Generally, they should be trained in batches and phases according to a plan, and then their career problems will be gradually solved according to the needs of national construction and development and their individual conditions. In order to meet the needs of work, political training, employment training and career change training should generally be handled by the employing department. After the unemployed are registered, if they are really in difficulty, they should be given appropriate relief.

In order to solve the labor and employment problems in a unified way and gradually realize the unified allocation of labor, the central government, major administrative regions, provinces and major cities should establish labor and employment committees, and establish offices with dedicated personnel to guide the labor departments and other relevant departments to handle the registration and processing of all unemployed persons. Provincial cities may also establish labor and employment committees according to work needs and after approval by the provincial people's government.

In short, to deal with the employment problems of the unemployed and semi-unemployed people in cities, and the problems of the huge surplus labor force in urban and rural areas, we must, based on the needs of national construction, take an overall view, proceed from reality, focus on long-term plans, and start with what we need to do and can do now. Only in this way can we gradually eliminate unemployment and, in a planned way, enable the surplus labor force in urban and rural areas to give full play to their potential labor capacity, create more wealth for the country and society, and promote the more forward-looking development of the country's economic construction and other construction projects.