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**STATUS OF WOMEN WORKERS
IN JAPAN
1959**

**WOMEN'S AND MINORS' BUREAU
MINISTRY OF LABOR
JAPAN**

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CONTENTS

1. WOMEN WORKERS	1
WOMEN IN GAINFUL EMPLOYMENT	4
2. WAGES AND WORKING HOURS OF WOMEN	9
3. LABOR UNION AND WOMEN	14
4. LEGISLATION AND WOMEN WORKERS.	16
Appendix.	22

Status of Women Workers in Japan, 1959

1 Women workers

One of the most remarkable changes in the postwar Japan is the rapid increase of women workers, especially gainfully employed women. The increase of population and economic needs after the war are certainly some of the reasons, but none are the stronger factors than the elimination of the legislative discrimination for women is right and their wish to achieve economic independence as free individuals. The traditional bias towards women in prewar years almost completely shut out women from taking up jobs except for limited fields such as nurses, telephone operators, teachers, and others, or chiefly manual occupations, and the explosive increase of women workers with the shift of such obstacles is not strange. Equality in the educational opportunities for both sexes after the war produced many qualified women who naturally want to take up jobs in the various fields. On the other hand, the Japanese industry in its quick recovery and wonderful expansion also offered new job opportunities for these years after the fatal collapse at the end of the war.

According to the Labor Force Survey made by the Statistics Bureau of the Prime Minister's Office, in 1959 women in labor force¹⁾ is 18 millions which indicates 2 millions increase dur-

1) Labor force includes the employed and the unemployed in the population of 15 years old and over.

ing seven years and is almost doubled from 10 millions in 1930. (Table 1.) The percentage of labor force in female population (15 years of age and over) occupies 53.8% in 1959, and it signifies there are now more working women than those not in labor force²⁾ whereas the adverse condition was prevailing up to ten years ago.

Table 1. Women in Labor Force (1953~1959) (Unit: 1,000 persons)

Years	Population 15 years of age and over	Labor force	Not in labor force	% of labor force as against
1953	29490	15920	13560	54.0%
1954	30020	16290	13720	54.3
1955	30590	17150	13410	56.1
1956	31260	17410	13820	55.7
1957	31950	17770	14150	55.6
1958	32610	17830	14740	54.7
1959	33350	17940	15370	53.8

Note: In the past, the Labor Force Survey covered people 14 years and older, but the age was raised in 1959 to 15 years and older. In view of this, the figures for 1958 and the preceding years have been revised accordingly.

Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office

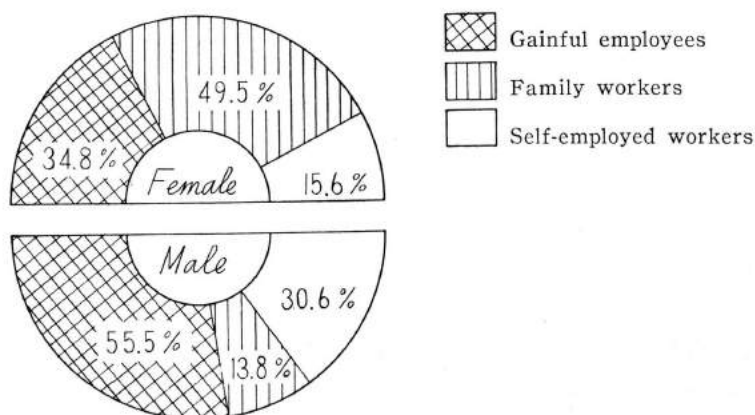
The following two points can be mentioned as the characteristic features of women workers in Japan.

Firstly, looking from industrial distribution, nearly one half of all women workers concentrates in agriculture. Of 17,680,000 women workers in all industries in 1959, 8,040,000 (45%) are engaged in agriculture and forestry while in all non-agriculture industries the figure is 9,650,000 (55%). In comparison to men's proportion in agriculture and forestry to be

2) Includes persons except those in labor force, that is, those attending school, staying at home, of the old age, of the thickness, etc. who have no intention or are unable to work at present.

one third of all men workers, these figures well contrast women workers with that of men. Looking from employment status, another notable feature is that one half (49.5%) of women workers work for family undertakings without pay and the proportion of women in paid employment is comparatively small. (Diagram 1.) This fact, however, can be referred to the first feature pointed above. That is, in agriculture a predominant number of small-scale farming owe so much to women's labour in families which results in the high percentage (82.8%) of unpaid family workers in women engaged in agriculture and forestry.

Diagram 1. Status of Working Men & Women (1959)

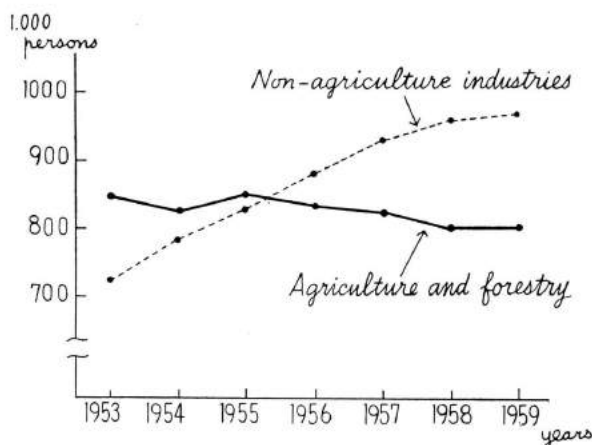


Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office

But recently a remarkable change has been introduced in this prevailing pattern, that is, the increase of gainful employees and the decrease of family workers. And now the number of women workers in non-agriculture industries pre-

cedes those of the agriculture and forestry which hitherto predominated in the women workers. (Diagram 2.)

Diagram 2. Trend of women working population by agriculture and non-agriculture industries



Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office

On the other hand, the emancipation of women after the war has made it possible for women to engage in many new fields of vocations. According to the Labour Force Survey in 1959 number of professional and technical workers, government officials, and administrative officers of women amounted to 720,000 among which, judges, lawyers, administrators of governmental offices or mechanic technicians, etc. were practically exclusively men's vocations before the war. And women are now found in every occupation except some types of jobs unfit or prohibited for women by the Labor Standards Law.

Women in gainful employment

According to the Labor Force Survey made by the Statistics Bureau of the Prime Minister's Office, the annual number of

the gainfully employed women since 1953 is as shown in Table 2. Following the confused immediate postwar period, more and more women obtained employment until their number topped 5 millions—twice as many as before the war—during the so-called “Jimmu” business boom of 1956. Thereafter, as a result of the expansion and stability of the Japanese economy, women employees increased in number by around 500,000 annually. In 1959, they finally reached 6,160,000 which represented 30 percent of the total number of employed.

Table 2. Number of Gainful Employees (1953~1959) (Unit: 1,000 persons)

Years	Total	Female	Male	Percentage of women in total	Rate of increase	
					Femal	Male
1953	14910	4040	10870	27.1	100.0	100.0
1954	15370	4240	11130	27.6	105.0	102.4
1955	16060	4650	11410	29.0	115.1	105.0
1956	17410	5120	12290	29.4	126.7	113.1
1957	18770	5540	13230	29.5	137.1	121.7
1958	19730	6010	13730	30.5	148.8	126.3
1959	20610	6160	14450	29.9	152.5	132.9

Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office

These 6 millions and more women workers are employed in various industrial fields. In 1959 an average 2,070,000 were in the manufacturing industry, 1,700,000 in the service trades, and 1,400,000 in the three categories of wholesale and retail, finance and insurance and real estate. These industries accounted for 84 percent of all the working women. They were followed in order by transport and communications, electricity, gas and water supply, construction, agriculture

and forestry, government service, mining, fishing and agriculture. (Table 3.)

Table 3. Number of Gainful Employees by Industry and Sex (1959)
(Unit: 1,000 persons)

Industry	Femal	Male
All industries	6,160	14,450
Agriculture & forestry	200	340
Non-agricultural industries	5,960	14,110
Fisheries	20	180
Mining	60	510
Construction	270	1,440
Manufacturing	2,070	4,820
Textile industries	770	440
Other manufacturing industries	1,310	4,380
Wholesale & retail, finance, insurance, real estate	1,400	2,240
Transportation, communication & other public utilities	280	1,920
Services	1,700	1,850
Government	160	1,160

Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office

In the manufacturing industry, employment has fallen off in recent years in the textile enterprises, owing to recession and cut-backs in production which had used to hire the most women. However, they are still the biggest employers of women. Employment of women in electrical equipment manufacturing, on the other hand, has expanded greatly for these few years as a result of the boom in sales of durable products. They now rank second after the textile industry in the number of women employee. Also noted is an increase in the employment of women by the prosperous foodstuffs manufacturing and chemical industries.

Statistics on the employment of women workers reveal,

most of them worked in small and medium sized enterprises as the following figures of distribution by scale of enterprises show :

Small and medium sized enterprises	
with less than 100 persons	62.8%
100 to less than 500 persons	20.9%
Large enterprises with	
500 persons or more	16.2%

According to the "National Survey of the Wage Structure" carried out by the Labor Ministry in April, 1959, the average age of a woman employees is 26.3 years which represents a considerable gap compared with the 32.8 years of a male employees. One of the features that emerges from this is that unmarried young girls are in the overwhelming majority of women employees.

In present day Japan, it has become a normal procedure for a young girl graduated from school to get a job. Most of these girls spend several years working before getting married, and eventually they quit their jobs to devote themselves to family life. New graduates take their places. This is a characteristic of women employees that differs from that of men. Consequently the average duration of service is short. According to the same survey it was only 4.1 years, nearly half of that of men.

The fact that such a situation adversely affects the working status of women and their chances for promotion to higher positions cannot be overlooked. However, a new trend for these years is an increase in the number of women who continue to work, as long as possible after they get married. (Table 4.) The number of married women have greatly in-

Table 4. Average age and average duration of services

		Apr. 1954	Apr. 1958	Apr. 1959
Average age	Female	Years 25.4	Years 26.1	Years 26.3
	Male	33.2	32.7	32.8
Average duration of services	Female	3.6	3.9	4.1
	Male	7.2	7.4	7.7

Source: Basic Survey on Wage, Labor Ministry

creased within these few years.

According to the yearly survey made by the Women's and Minors' Bureau of Labor Ministry, the percentage of married women of the total women employed in the establishments with 30 workers and over at the beginning of 1953 was only 9.8 which increased to 17.8 in 1959. (Diagram 3.)

Diagram 3. Percentage of Married Women in Women Workers (1953~1959)

Source: Maternity Protection Survey, Labor Ministry

Moreover, more and more women are gradually coming to occupy the same high positions as men. Those with ability are taking advantage of their knowledge and skills to enter occupations of a supervisory, specialized and technical nature or those that require long experience and training.

As can be seen from the above, the number of women employees has increased enormously for these several years and they have played and are playing a big role in the development of Japan's economy. There has been a gradual rise in the number of years they work, their working age, and length of education and training. As a result, working women in Japan now occupy a higher position.

2. Wages and working hours of women

The Labor Standards Law regulated that there shall not be any differentiation in wages between men and women for equal work, thus protecting women from suffering unfair treatment by the employers, while women were left unprotected on this point before the war. But there are still many difficult conditions for the application of this principle, although evident violation cases of this law have greatly decreased since its stipulation. As to the average wage of women it is less than half of that of men. In 1959 the average monthly cash earnings of women in all industries in establishments with 30 workers and over was 11,427 yen which is 42.6% of 26,811 yen for men. (Table 5.) It, of course, does not always signify the violation of the law. The prevailing wage system in Japan put, as the standard of evaluation, more weight on personal conditions of workers such as age, duration of service, educational background, number of dependents, degree of

Table 5. Average Monthly Cash Earning of Men and Women (1953~1959)

Years	Femal (Yen)	Male (Yen)	Percentage of women against men (%)
1953	8617	19560	44.1
1954	9252	20825	44.4
1955	9567	21895	43.7
1956	10160	23954	42.4
1957	10638	25688	41.4
1958	10616	25051	42.4
1959	11427	26811	42.6

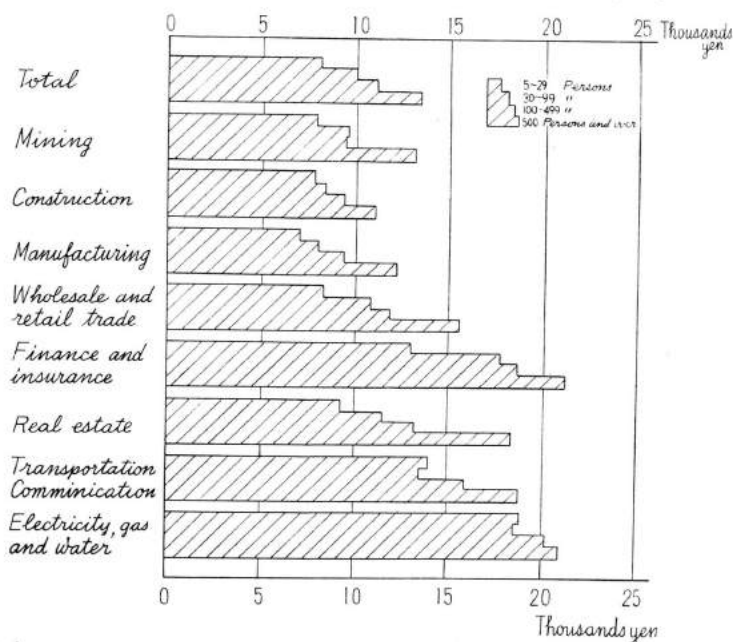
Source: Monthly Labor Survey, Labor Ministry

responsibility required for the job, etc. rather than qualities and contents of jobs, and therefore the average earnings of women become inevitably lower since they have characteristics, as stated above, such as lower ages and shorter duration of service, which are obviously unfavorable compared with men.

As to the wages by industry, according to the same source as stated above, the highest women get is the "electricity gas and water supply" which amounts to 20,095 yen while the lowest is 9,569 yen in the "construction". And in the "manufacturing", employing the largest number of women, the average wage is 9,916 yen and much lower than the average wage of women employees in general. Women working in the textile industries get, on an average, 8,893 yen, even lower than the average of "manufacturing". (Diagram 4.)

The size of the establishments also affects the earnings of women, and the smaller the size the lower the earnings. According to a survey made by Labor Ministry, in 1959, percentage of wage in the establishments with 5—29 workers is 60.4% of the wage in the establishments with 500 and over

Diagram 4. Average Monthly Cash Earnings of Women by Industries and Size of Establishments (1959)

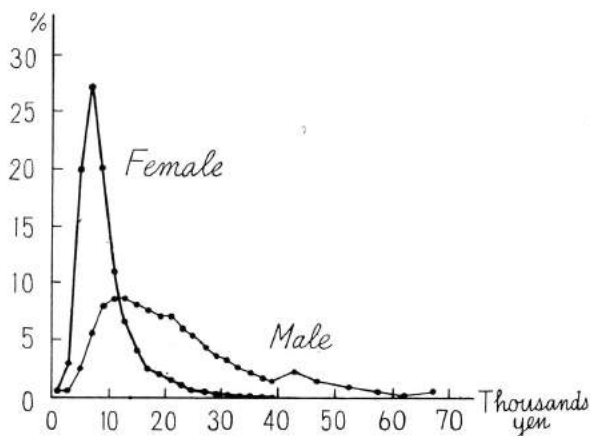


Source: Monthly Labor Survey, Labor Ministry

workers, while wages in those with 30—99 workers and 100—499 workers 74.9% and 83.1% respectively. Since two third of the women employees are working in the small establishments with less than 100 workers the average earning of women become naturally low.

As mentioned before, the earnings of women are relatively concentrated in the low strata in the wage list whereas men's earnings are distributed widely between the lowest and the highest. (Diagram 5.) This is because, for one reason as stated before, the women in gainful employment are young, short in duration of service, and mostly engaged in the un-

Diagram 5. Wage Distribution of Men and Women (1958)



Source: Survey on Individual Wage, Labor Ministry

skilled labor, but on the other hand, it depends upon the fact that the men's earnings are raised with maturity of age and length of duration of service, but not necessarily so with women. The earnings of women are scarcely different from those of men at the age of 18 years according to the survey in 1959, but afterwards the rate of the increase of average wages by ages for women is smaller than for men. The highest of earnings of men and women comes at 30—40 and 40—50 years old respectively when the indices of earnings designate 198 for women and 489 for men on the basis of 18 years old as 100. (Table 6.)

When the earning of men and women are considered on the basis of educational background, it clearly shows that the higher the educational standard the sharper the rising rate of earnings for men, whereas for women it is different. For instance, according to the survey in 1954, the college graduates

Table 6. Difference of Wage between Men and Women
by Age Distribution (1959)

Age	Contract cash payments		Rate of increase	
	Female (Yen)	Male (Yen)	Female	Male
Total	9,199	20,522		
Under 18 years old	5,904	6,128	100.0	100.0
18~19	7,365	9,323	124.7	152.1
20~24	9,034	13,025	153.0	212.5
25~29	11,613	18,276	196.7	298.2
30~34	11,683	23,123	197.9	377.3
35~39		26,854		438.2
40~49	10,879	29,967	184.3	489.0
over 50		27,252		444.7

Source: Survey on Individual Wage, Labor Ministry

of men after 20 years of service get 4.4 times as much earnings as those of under 6 months of service, while the women graduates after 20 years of service get only 2.1 times of earnings of those of 6 months' service. This fact indicates women do not get the responsible and high positions as men even after they worked long with highly qualified educational background.

The gap of earnings between men and women continued to be widen in the years between 1950 and 1957, but since 1958 there has been a gradual narrowing, though a little, of this gap. However in the present social status, in which a lot of old prejudices against women still remain and there are much unemployment in general, women have much difficulties to secure highly responsible and administrative positions even if they are qualified and capable enough for them. Besides, employers tend to avoid putting women to the responsible

positions reasoning that they have little expectancy of women in the duration of service, that is, more women workers in general quit the jobs on account of marriage or child-birth.

The working hours of women are 8.0 hours a day on an average and 191.5 hours a month while men work 8.5 hours a day and 203.2 hours a month. Women are characteristically longer in regular working hours and shorter in the overtime working hours including, hours worked before and after the regular time and on holidays. It is directly concerned with the articles in the Labor Standards Law which prohibits women to work at night work and to work on holidays, or regulate maximum working hours, etc. Incidentally the working hours of men and women are tended to become longer each year. And the monthly worked days are 23.8 days for women and 24.0 days for men respectively.

3. Labor union and women

Women membership of labor union has remarkably extended in the postwar Japan with the initiation of the Labor Union Law. Right after the war, in 1948, the membership of women and men was 1,510,000 and 5,030,000 respectively securing almost half of the gainful employees. Since then the number of women has kept on increasing to reach 1,770,000 in 390,000 unit unions in 1959, while the number of men increased to 5,310,000. And these women members correspond to 28% of the total women employees which is conspicuously decreased compared with 50% in 1948. (Table 7.) (Diagram 6.) The same tendency is true to men, and one of the chief reasons might be that workers increased in such industries as commercial industries or service trades and in small es-

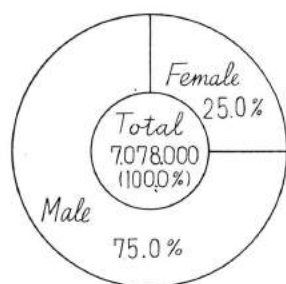
Table 7. Membership of Labor Union of Women and Estimated (1953~1959)
(Unit: 1,000 persons)

Years	Membership	Estimated rate ¹⁾ (%)
1953	1360	33.5
1954	1380	30.9
1955	1470	30.8
1956	1540	28.7
1957	1630	30.0
1958	1690	27.7
1959	1770	28.1

Note: Rate of members against total number of gainful employees.

Source: Labor Union Basic Survey, Labor Ministry

Diagram 6. Membership of Unit Union (1959)



Source: Labor Union Basic Survey, Labor Ministry

establishments where organizing of workers is practically difficult. The another might be the increase of temporary workers who are not usually acceded to the membership of the union.

The industry with the greatest number of women membership is the "manufacturing" and 38% (half of which belong to the textile industries)

of the total women members are included in it. But the organizing rate in this industry, that is, rate of members against total women employees, is not high (32%), whereas the highest is 94% of the "government service", though its membership is not big, less than 10% of the total women membership.

With the yearly increase of women members in the unions their contribution to the union activities cannot be overlooked.

But still in the present situation they are scarcely in the influential position and weak in voicing their say. Therefore women members generally constitute women's division within each union in order to foster mutual understanding so that women's status as workers might be more improved than now. Chief activities of these women's divisions are, as a functional part of union activities as a whole, betterment of the working conditions by surveys or settlement of grievances, etc., together with various circle movements such as recreation, cultural, entertaining ones, or activities to educate women as well as to improve the welfare conditions of women, and so force.

4. Legislation and women workers

The most remarkable changes in labor laws in postwar Japan were the extension of protection for workers and the guarantee of three rights of co-organization and collective activities. These protection and rights of workers are materialized in several national labor laws.

A. *The Labor Standards Law*, covering all industries except for industrial home works and domestic at service at home, promulgated in 1947, regulates the minimum standards of working conditions. It establishes principle of equal remuneration for men and women and contains some special measures for the protection of women and minors. Women are chiefly protected for their maternity. Some of these measures affecting women workers are stated in the following.

(1) *Principle of Equal Pay for Men and Women*: This provision is similar in aim to that stipulated in the preamble of the Constitution of the International Labor Organization

which states that equal wages should be paid to men and women for work of equal value. The article provides that "the employer shall not discriminate women against men concerning wages by reason of the worker being women".

(2) *Working hours and rest days*: As a principle the employer must not employ the worker more than 8 hours a day excluding recess or 48 hours a week, and must provide at least one rest day per week to the worker.

(3) *Prohibition of night work*: The employer must not employ women between the hours of 10 p. m. and 5 a. m. in principle. But this stipulation is not applied to the jobs like telephone operator, air-stewardess, etc. specified by Ordinance as not injurious to the health and welfare of women, and not applied to the agriculture, forestry, fishery etc.

(4) *Restrictions on hazardous and injurious jobs*: The employer must not employ a woman in the dangerous or harmful jobs specified by law and ordinances, nor in jobs which require the conveyance of heavy weight goods beyond 30 kg.

(5) *Ban on underground labor*: The employer must not employ women in underground labor.

(6) *Maternity leave*: The employer must not employ a woman for 6 weeks before childbirth when she requests rest days during the period. The employer must not employ a woman within 6 weeks after childbirth. However, when the woman requests to work after 5 weeks, it is permissible to assign her to a job that doctor approves unarmful to her.

The employer must not dismiss a woman who are on maternity leave during the period and 30 days thereafter.

(7) *Nursing period*: A woman nursing a baby less than one year old may request nursing time, twice a day, each at

least 30 minutes during the working hours, besides the ordinary recess.

(8) *Menstruation leave* : The employer must not employ a woman who suffers heavily from menstruation or a woman engaged in jobs injurious to menstruation if she requests a menstruation leave.

B. The Employment Security Law, promulgated in 1947, provides all people with opportunities to get jobs suitable to their abilities. For the enforcement of this law 473 Public Employment Exchange Offices are established all over the country, and women who got placements through these offices were 1,170,000 out of 2,190,000 applicants in 1959. In 1954 a Public Employment Exchange Office in Tokyo specific for women placement was established and it referred women to about 7,200 jobs a month on an average in 1959.

C. Vocational Training Law, established in 1958, the purpose of this law is to foster skilled workers needed for the manufacturing and other industries by providing vocational training and conducting the trade test in order to enable workers to acquire and improve necessary skills, and thereby to assure the security of employment and the improvement of the worker's status as well as contribute to the development of the national economy.

There are 316 Vocational Training Centers at present, where workers acquire skills necessary for jobs of about 80 items such as radio and television engineering and repairing, accounting, typewriting, design of pottery, tensorial art, knitting, beauty art, wood-working, printing, painting, etc. according to their inclination.

In this respect, Women's and Minors' Bureau initiated

two types of special vocational training centres primarily for widows and house wives who generally find greater difficulty in obtaining suitable jobs.

(1) *Public Vocational Training Centres for Industrial Home Works*: The aims of these centres are to provide people who are widows, house wives, physically handicapped, aged or those encountered with difficulty in doing gainful works outside their homes, with information, consultation, reference and other conveniences, and thus help to solve problems concerning industrial home works. Altogether there are 16 centres which were established in the years between 1956 and 1959. Women's and Minors' Bureau subsidized these centres with one third of initial expenses and gives necessary guidance and supervision as to their management and services.

(2) *Public Vocational Training Centres for Domestic Works*: These centres are also meant for widows and others who have difficulty in finding jobs. The centres give such services as to provide them with trainings in domestic works; promote their placement and enlarge the field of employment fit for them. At present there are two centres, one each in Tokyo and Osaka. The Bureau gave subsidy of one third of initial expenses and gives them guidance as to their services. A term of training is two months and the training covers 8 subjects including general knowledge, cooking, care of infants, home administration etc. There is great demand for the graduates of both centres who hold high public reputation and whose influence, it is expected, will contribute a good deal to improve the working conditions of domestic workers in general.

D. *The Labor Union Law*, promulgated in 1945, aims to

promote the status of workers by establishing equal standing for both workers and employers in their bargaining, and to protect workers on their collective activities. It stipulates that a worker is not punished by court or not pursued for the responsibility of compensation for damages by the employer for his having performed proper acts of a labor union.

E. Legislatures concerning social security for women workers, The welfare of women workers are also protected by other social insurance law which cover all workers. These laws assure workers of benefits for accident, sickness, unemployment, old age etc.

Workmen's Accident Compensation Insurance Law, established in 1947, provides a worker with prompt and equitable protection against his injury, invalidity or death due to cause of occupational accidents or diseases for which the employer has an obligation to compensate according to the stipulation of the Labor Standard Law. The law also regulates to establish the necessary institutions for the welfare of the worker in occupational accidents or diseases.

The Health Insurance Law, established in 1922, provides for the payment of benefits to insured persons and to persons supported by them in case of sickness, injury and death attributable to causes of sources outside of their employment. This law contains maternity benefit provisions as follows:

(1) When an insured person has been confined in bed because of giving birth to a child, she is paid an amount for confinement equal to 50% of her standard monthly remuneration. When an insured person is incapable to work because of confinement, she is paid an amount equal to 60% of her standard daily remuneration for a period of 84 days, covering

42 days preceding and 42 days on and after the date of birth.

(2) When an insured person has given birth to a baby and she nurses the same baby, she is paid 200 yen per month for six months as a nursing allowance.

The Unemployment Insurance Law, established in 1947, grants an unemployment insurance benefit to the insured person when he or she is out of a job for the purpose of her or his livelihood. An insured person who is out of a job and cannot be employed in spite of his or her will and ability to work, is paid 90 times in minimum, 270 times in maximum of 60% of his average daily wage in proportion to his or her length of service. For instance the total number of women claimants for this insurance was 2,069,642 in 1959.

The Welfare Pension Insurance Law, established in 1941, provides for the payment of benefits in case of old age, invalidity, death or retirement of a worker and attributes to the stabilization of livelihood and the promotion of welfare, of a worker and his or her survivors.

Appendix

Ministry of Labor Establishment Law

(Law No. 162 of May 31, 1949)

(Functions of Women's and Minors' Bureau)

Article 9. The Women's and Minors' Bureau shall take charge of the following affairs :

- (1) Promotion of the working conditions peculiar to women and minor workers, and their protection ;
- (2) Prohibition of employment of children ;
- (3) Family labor problems and domestic servants ;
- (4) Other labor problems peculiar to women and minor workers, in addition to those listed in the preceding items ;
- (5) Worker's family problems, excepting, however, matters assigned to other Ministries by law ;
- (6) Research, liaison and coordination on problems of the promotion of women's status and other women's problems, provided that such adjustment and coordination shall not preclude other ministries from carrying out such affairs as are placed thereunder by law.

STATUS OF WOMEN WORKERS IN JAPAN, 1959

Correction

Page	Lines or table	Original	Correction
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1	21	in 1959	in 1959,
2	14	foresty	forestry
2	Note 2) 2	thickness	sickness
4	4	posible	possible
6	11	employee	employees
7	11	a woman	women
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7	29	work, as long as	work as long as
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9	14	regulated	regulates
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10	14	of "manufacturing"	of the "manufacturing"
11	4	earning	earnings
12	12	earning	earnings
13	Table 6. heading 1st column	cotract	contract
13	9	to be widen	to widen
14	8	including, hours	including hours
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16	9	recreation	recreation
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