V. A Historical Review of Japanese Population Census and Today's Enumeration Conditions

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1. Japanese Population census-a short historical review

A modern population census was planned since the end of the 19th century in Japan and was first conducted in 1920. Population census is conducted in Japan every five years with few skips due to the Second World War. The 17th census was conducted on October 1st, 2000.

The year 2000 census covers 15 personal questions, two household items and three on housing conditions.(see Appendix) Quite apart from foreign censuses conducted as population and housing census, Japanese census has only three questions on housing conditions. Number of children can be counted from questions on the relation of persons in household and family. Since Japan has a large sampling survey on housing, population census form contains only limited number of questions on housing. Japanese census form is designed to accommodate up to four individuals.

^{*:} This paper was originally presented under the titleof "The Japanese 2000 Census of Population and Survey Conditions of the Census" at the international conference on "the Census of Population and Beyond" held at Manchester University Cathie Marsh Centre for Census and Survey Research(CCSR) on June 22-23, 2000.

^{**:} The present author has engaged since 1998 in a series of researches: "the year 2000 round of world population censuses" and "a survey of census enumerators in Japan" with professor Hiromi Mori of Hosei University and professor Akira Ishida of Keiai University under research grants from the Japanese Ministry of Education. Our research projects have also some foreign counterparts: professor Angela Dale of Manchester University, Mr. Dieter Biereau of German Statistical Office and Mr. Easly Hoy and Mr. Singh Rajenda of U.S. Census Bureau. We held two international symposiums on around 2000 world population census at Kyushu University (Fukuoka) and Hosei University (Tokyo) in 1999.

Table 1 shows a list of census variables picked up in 17 censuses until today. We can classify 20 variables asked in the 2000 census into three groups. The first group consists of traditional census questions asked since the first census conducted in 1920. We can subdivide it into four subgroups. Natural characteristics of population like sex and age constitute the first subgroup. The second subgroup relates to population's socio-political character like nationality. Questions regarding household and family like number of individuals which consist of household, relationship with the head of household, marital status and the kind of household constitute the third subgroup. The fourth subgroup includes the questions with social-economic character: industry, occupation, status at work. These whole sets of questions which compose the first group concerns basic factors that influence the structure and reproduction of population.

In addition to the traditional census questions Japanese population census has expanded its scope reflecting the historical changes of social and economic conditions. Japanese population census has expanded its scope after the Second World War to involve new types of questions, such as number of children, employment, place of work, kind and the size of housing which form the second group of questions. These new questions reflect policy concerns by the government, such as the economic and social conditions and problems in modern society, higher education, and housing problems caused by the urbanization during the high economic growth since the 1960s.

Questions which belong to the third group are much shorter in history. Census was redesigned to cover also questions like former resident place, means of commuting to work place and style of housing in recent decades to obtain statistical information on problems of Japanese society today: the mobility of man-power, traffic problems in large cities and the problem of housing quality. Weekly working hours prior to the census date was asked for the first time in census history. This new question is expected to explore the complex situation of employment and unemployment issues in Japan.

2. Emerging Difficulties in Census Taking

Although it is neither difficult nor time consuming work for individual respondents to fill the census form, it becomes more and more difficult for census enumerators to get their co-operations in census taking. The fact that censuses and surveys became more and more difficult to conduct for many reasons especially since the 1970s is called as "the statistical environment issue" in Japan.

Before getting into this issue, let me give a brief review on the system under which population censuses have been practiced.

Statistical Bureau is in charge of population census in Japan. It compiles basic framework as well as detailed design of census form, finances the whole enumeration process including data processing and publication of the results. The local authorities - 49 prefectures and about 3200 cities, towns and villages - are assigned to conduct enumeration process. Each local authority sets enumeration districts and prepares residents' address list for enumerators. Local authorities are also responsible in recruiting and training census enumerators.

Each enumerator keeps respondents' address list of relevant enumeration district and should make district map in advance. During a week prior to the census date, they visit respondents to deliver census forms and ask their co-operation in census. During a week after the census date, enumerators visit the respondents again to collect the filled forms.

Among respondents there are some who do not want to hand completed form to enumerators. Such respondents are allowed to require a special envelop so that they can mail directly back ones filled forms to local census centre. But this measure, introduced mainly for the confidentiality reasons, sometimes causes troubles of insufficient answers with no contacting information. Such returns are more often found in large cities than in rural areas. In order to avoid such problems caused by the direct mail back system, respondents were requested to hand enveloped forms to enumerators in the

2000 census. German experience in 1987 seems to have meaningful inputs for Japanese Statistical Bureau to adopt the new system.

About 800,000 enumeration districts with approximately 60-70 households cover country and about 700,000 enumerators are appointed as temporary civil servants for census taking. Enumerator receive 51,0000 yen (about 490 dollars; 1 dollar =105 yen) per one enumeration district. Total costs paid to enumerator amount more than 350 million dollars accounting for about 40% of the total census budget.

Besides enormous costs related to the enumeration, Japanese census also faces many difficult problems in census taking process. It is said that the 1970 census was the first census which met a large number of non-co-operation from the public. Especially those who live in larger cities are more likely to refuse censuses and surveys than others. A widespread trend of negative attitude toward statistical surveys has brought about difficulty in recruiting and organizing interviewers and enumerators for censuses and surveys. These problems are generally referred to as "the environmental problem of statistical surveys" or "the statistical environment problem". They have become one of the most difficult challenges which face official statistics in Japan. Although censuses and other important statistical surveys in Japan are conducted under the Statistics Law, the spirit of the law is not deeply rooted among nationals as public acceptability and responsibility to co-operate in censuses and surveys. Survey conditions show a steady worsening trend.

Japanese Statistical Bureau adopted a set of measures in 1977 to improve the quality of statistical surveys. Japanese Statistical Council submitted in 1985 an official report titled "the Middle and Long Term Programme for Japanese Statistical Policy" in which it proposed a set of policy measures to improve the social and organisational conditions of government statistics. In 1988 Statistics Law was revised to protect statistical confidentiality in more restrictive manner. Despite a series of political and institutional measures enforced over a couple of decades, conditions surrounding the censuses and surveys seem not to have shown notable improvements.

3. The 1995 Survey of Population Census Enumerators***

We carried out a survey of population census enumerators in 1995 to investigate conditions surrounding enumerators' activities and their attitude towards statistics. This survey was also planned to examine metamorphoses of the survey conditions during years since the previous survey conducted in 1978.

As illustrated in Map 1 and Table 2, the 1998 survey covers five regions intentionally chosen to reflect in hierarchical order of urbanization. (1)Machida city (further referred to as "Tokyo"): suburban city of Tokyo metropolitan area in order to compare enumeration conditions and enumerators' attitudes between urban and rural areas. This survey region (Tokyo) was chosen to represent the most urbanized nature of census respondents as well as enumerator themselves among whole survey regions in our survey. (2)Fukuoka city (referred to as "Fukuoka"): a large city with over a million populations. Fukuoka is expected to takes a middle position between Tokyo and rest three regions. The rest three survey regions: Goto (referred to as "Nagasaki", Yabe (referred to as "Kumamoto") and Chiran (referred to as "Kagoshima") were chosen to represent rural areas.

Questionnaires are handed to survey samples at some of the enumerators' training meetings in Tokyo and Fukuoka, while in rural areas we could distribute them among all census enumerators.

Census enumerators are temporary job in Japan supplied each five years. In Japan local authorities are assigned to recruit and train census enumerators. In urban areas census enumerators are mostly housewives. Take Tokyo for example, they account for about 70% of all enumerators. In Fukuoka about 40% are housewives. Composition of enumerators in rural small towns and villages is characterized by higher ratio of officials working for local authorities together with housewives.

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Figure 1 shows how local authorities recruit required number of census enumerators. In highly urbanized areas like Tokyo where large number of citizens commute currently to Tokyo and Yokohama and spend only nights and weekends where they live. They are less likely to have interest in regional affaires. Communal ties among residents and relationship between local authorities and residents are not so strong enough to recruit enumerators. Public job offer service, therefore, plays largest role in their recruitment in Tokyo. Although Fukuoka also carries urban characteristics as one of the largest cities in western Japan, stronger communal ties exist. Local inhabitants' network organized by the neighborhood association works as an important interface not only among residents but also between residents and local authorities. Neighborhood association, thus, works in such communities as the main recruiting channel of census enumerators. Enumeration work, however, is not always welcome by those who were recommended by the neighborhood association. As Figure 2 shows, we can read one reason for this. They would not take on being a census enumerator and there is no obligation on them to do it. But they could not avoid the recommendation by the neighborhood association. A majority of enumerator respondents in Fukuoka have answered in our survey that they would not want to take again the job in future census. Enumerators recommended by the local community seem to be reluctant in taking the job (see Figure 3).

According to the Census Act, local authorities are requested to recruit enumerators primarily from private citizens. But now many rural towns and villages cannot recruit enough number of enumerators from private citizens because of the high percentage of aged people who are unable to perform the job. Consequently, about 50% of the census enumerators were recruited from officials of local authorities in Kumamoto and 30% in Nagasaki. They also seem to be reluctant in taking this part-time job, since they regard it as unwelcome additional duty. It is very interesting that they take more negative attitudes toward the significance of official statistics than any other categories of enumerators, although local authorities themselves are directly involved into census taking.

Comparison of enumerators' attitude towards population census by occupation like

local authority officials, housewives and others will provide interesting inputs in our research. Figure 4 shows that more than 50% of enumerators from local authorities in Kumamoto and Nagasaki regard that protecting respondents' privacy is more important than statistical integrity in statistical survey. Enumerators from local authorities in Kagoshima tend more likely to pay the largest interest in privacy issue compared with other categories of enumerators. They also responded in our survey that the purpose of population census was most difficult to answer (see Figure 5). Negative responses were also observed in other questions of our survey. Their negative attitudes toward official statistics seem to reflect those of local authorities toward official statistics.

Japanese government practices a series of campaign to promote respondents' cooperation in the population census. Despite the well organized active campaign by the government prior to the 1995 population census, not a few census enumerators met basic questions raised by respondents at actual inquiry. Respondents often asked if the census is mandatory or not. Figure 6 shows frequencies of such questions which enumerators accepted during the census period. Figure 6 illustrates the percentages of the census enumerators who answered that they had done so often or sometimes. Take Tokyo for example, about 80% of enumerators were asked such questions at the census. Mandatory nature of population census is not so well accepted by the general public.

About 40% to 50% of census enumerators in rural areas were asked the purpose of population census, although government had explained very clearly the necessity of the census in its P.R. campaign. In our survey we asked the census enumerator not only the frequency of questions raised by respondents, but also the degree of difficulty in answering the questions. According to our survey, about 80% of the census enumerators in Tokyo and about 50% in Fukuoka answered that census's mandatory nature was most difficult to explain, while in rural areas the purpose of census was most difficult for many enumerators (see Figure 5)

The fact that many respondents asked the mandatory nature of census illustrates that they usually don't care much about the importance of government statistics. More than 80% of census enumerators in urban areas understand that not only the issue of privacy,

but also troublesome questions in census form are causes of respondents' negative attitude toward the census.(see Figure 7) Census form usually cover neither extremely sensitive in terms of confidentiality nor considerably hard-to-answer questions in technical sense. One may understand that "troublesome questions" indicates respondents' distance from government statistics.

4. Concluding Remarks

Figure 8 illustrates how enumerators reacted when they encountered negative respondents in the field. As mentioned earlier, most respondents do not realize that population census is mandatory. Although forced persuasion is not a unique measure for effective involvement of negative respondents into census, the response obligation is one of the major prerequisites for the successful conduct of statistical surveys. We statisticians are responsible in promoting general public to let them understand that government statistics is significant and useful to improve our social and economic life and politics. Effective use of government statistics in current administration as well as political practices is key issue through which general public, in the long run, will understand the mandatory nature of censuses and other important government statistics.

The 1998 survey was planned partly as a follow up project of previous survey conducted in 1978. We designed the 1998 survey to keep similarity as much as possible in terms of survey regions as well as questions so that one can obtain comparable results.

Comparison of these survey results tells that conditions surrounding censuses and surveys are still deteriorating despite the various countermeasures having been practiced over decades. Composite factors not only privacy issues, but also people's very low appreciation of official statistics and insufficient use of statistics in current administrative and political processes seem to be responsible to foster among respondents negative attitude to surveys. One may say that the population census does not command people's general acceptance in Japan.

A number of census enumerators in urban areas like Tokyo where they engaged in enumeration activities under worse conditions compared with those in rural areas responded in our survey that the population census may no longer be conducted in traditional manner and should pursue other options including the use of administrative registers such as the Resident Registration of local community or tax records. It is worth noting that Japanese National Diet adopted in August 1999 the new Registration Law under which a nationwide computer-assisted uniform registration system was launched. According to the new legislation system each individual was assigned one unique personal identification number in 2002. The Central Residents Registration Agency in the Ministry of Home Affairs is in charge of this integrated civil registration system. The former Management and Coordination Agency, to which the Statistical Bureau used to belong, and former Ministry of Home Affairs were merged as the Ministry of General affairs in 2002.

Independent of such government reform, some academics and government statisticians are keen to examine latest developments in the register-based statistical system already practiced in some European countries since the end of the 1980s. A discussion on the propriety of this method in Japan started in mid 1990s. Although there seems to be many steps to go for Japan before introducing new statistical system, it is expected that developments in German Population Census may give us some important practical inputs to design a new system of counting population.

- 102 -

Table 1 Variables in Japanese Population Censuses (1920~2000)

census year	1920	1925	1930	1935	1940	1947	1950	1955	1960	1965	1970	1975	1980	1985	1990	1995	2000
variables					į					<u> </u>			l				·
full Name	Х	Х	X	Х	Х	X	Х	Х	X	X	X	X	X	X	X	X	X (G-1)
relationship to the household head	Х		X		X		Х	Х	X	X	Х	X	X	X	X	X	X (G-1)
sex	Х	X	Х	Х	X	X	X	X	X	X	X	Х	Х	Х	Х	Х	X (G-1)
year and month of birth	Х	X	X	X	X	X	· X	X	X	Х	Х	X	Х	X	Х	X	X (G-1)
nationality	Х		X		X	X	X	Х	X	X	X	X	X	X	Х	Х	X (G-1)
place of birth	Х		X		X	X	X										
marital status	Х	X	X	Х	X	X	X	Х	X	X	X	X	X.	Х	Х	X	X (G-1)
term of Marriage life							Х	Х	X		Х			•			
number of children							X	_ X	X	Y	X	Y	Y	Y	Y	Y	Y (G-2)
education							X	<u> </u>	X		Х		X		Х		X (G-2)
labor force status ¹⁾	X ¹⁾		X1)		X1)	X ²⁾	X ²⁾	X 2)	X ²⁾ (G-1)								
name of establishment and kind of			X		X	Х	X	X	X	Х	X	Х	X	Х	Х	X	X (G-1)
business			<u> </u>		ļ	↓	<u> </u>		ļ	ļ			ļ				
kind of Work	Х		X		X	X	X	X	<u> </u>	X	X	Х	Х	Х	X	X	X (G-1)
employment status	Х		X	Х	X	X	X	X	X	X	Х	X	Х	Х	Х	Х	X (G-1)
place of work			X	1	ļ		ļ	X	X	X	Х	X	X	X	X	Х	X (G-2)
hors actually worked during the week			ļ	ļ	<u> </u>	1	ļ		ļ	ļ	<u> </u>		ļ				X (G-3)
former resident place			1		ļ	<u> </u>	ļ	ļ	ļ	.		<u></u>			X		X (G-3)
transportation to the place of work or	l		1	•							X		X		х		X (G-3)
the location of school	<u> </u>		<u> </u>		<u> </u>		<u> </u>		ļ								
commuting hours				<u> </u>	<u> </u>					ļ					Х		
kind of household	X	X	X	X	X	X	X	X	X	X	Х	X	X	Х	X	Х	X (G-1)
number of household members	X		X	Х	X	ļ	<u> </u>	X	X	Х	X	X	X	Х	X	Х	X (G-1)
kind of income		ļ	<u> </u>		ļ				X	X			Х		Х		X (G-2)
kind and tenure of dwelling			X _			<u> </u>	X	X	X	X	X	X	X	Х	X	Х	X (G-2)
number of Rooms			X			L				X	X	X	X	X	Х	X	
floor area of the dwelling			1			ļ	X	X	X	X	X	X	X	X	Х		X (G-2)
type of dwelling			<u> </u>		L	<u> </u>				L			X	Х	X		X (G-3)
other questions	3)	L	3)	4)	5)	6)	7)	l	8)		8)	L		0/ 51	1.		

1) Usual status, 2) Actual status, 3) Second Occupation, 4) Usual resident, 5) Special technical ability, 6) Disabled person, 7) Temporary resident, 8) Place lived a year ago

Table 2 Survey Districts in the 1995 Survey of Population Census Enumerators by Kyushu University Group

1) Samples: Enumerators of the 1995 Population Census

2) Number of Samples: 2380

3) response rate: 78.6%

	Number of Samples	Number of Respodents	Response rate (%)
①Tokyo-Machida	585	397	67.9
(Suburban city)			
② Fukuoka	497	419	84.3
(Million City)			
③ Kumamoto	369	295	79.9
(Farm & forest villages)			
A Kagoshima	576	482	83.7
(Farm villages)			
⑤Nagasaki-Goto	353	277	74.5
(Villages in a outlying Island)			
sum total	2380	1870	78.6

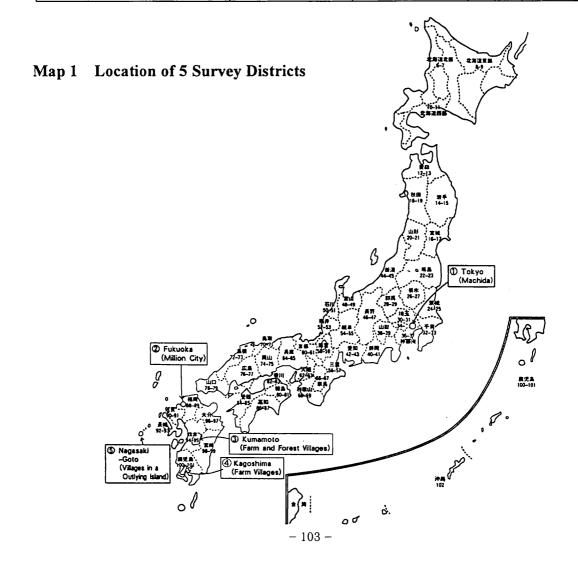


Figure 1 By which information, relation or chance did you undertake the census enumerator?

- 1. informed through local authorities' publicity booklet
- 3. asked directly by the local authority
- 5. recommended by community association
- 7. (others

- 2. induced by an experienced statistical interviewer or enumerator
- 4. work as an official of local authority
- 6. work as a representative of a community association

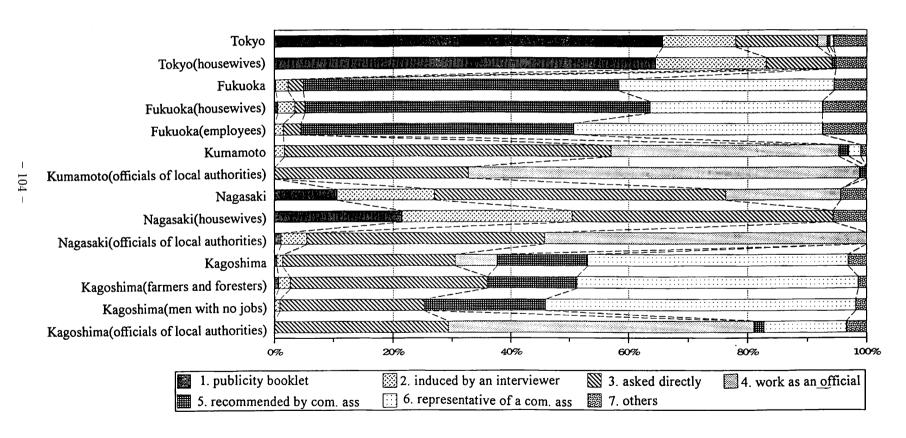


Figure 2 Which motives made you undertake the duty of a census enumerator? Choose two most appropriate items for you.

- 1. to gain social experience by doing so
- 2. recommended by a local authority or community association, and could not avoid it

3. to earn some money

4. have some time to spare

5. contribute to the society

6. (others

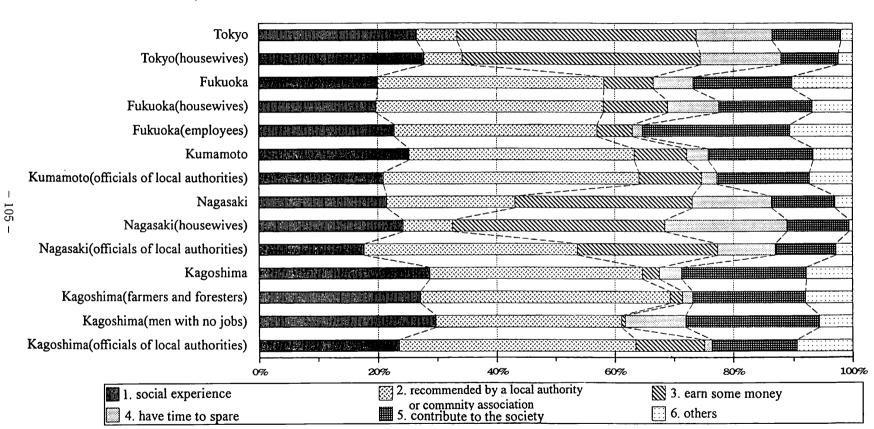
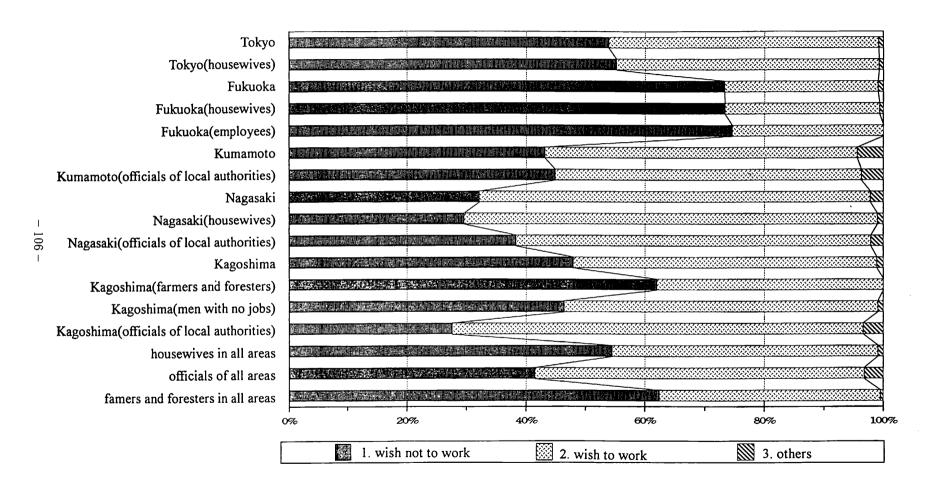


Figure 3 Do you wish to work again as enumerator in the official statistical surveys?

1. wish not to work

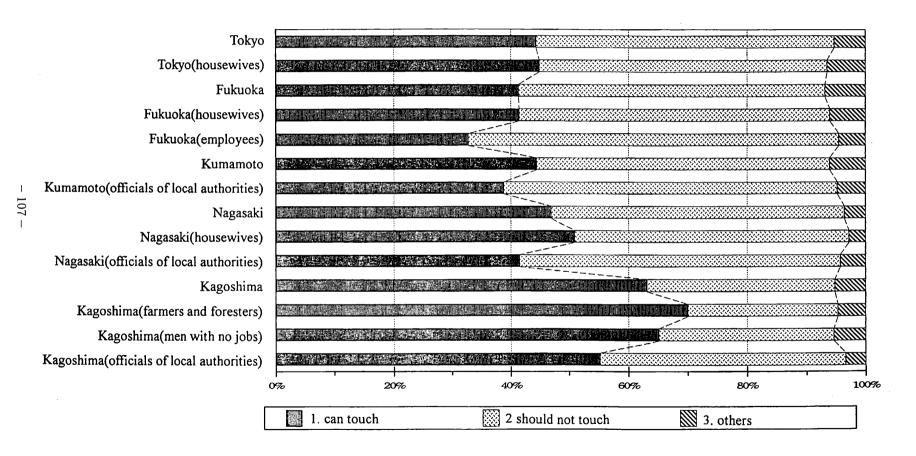
2. wish to work

3.(others



- 1. Statistical surveys can touch on respondent's personal affairs to make accurate statistics.
- 2. Statistical surveys should not touch on respondent's personal affairs even to make accurate statistics

3. (others)

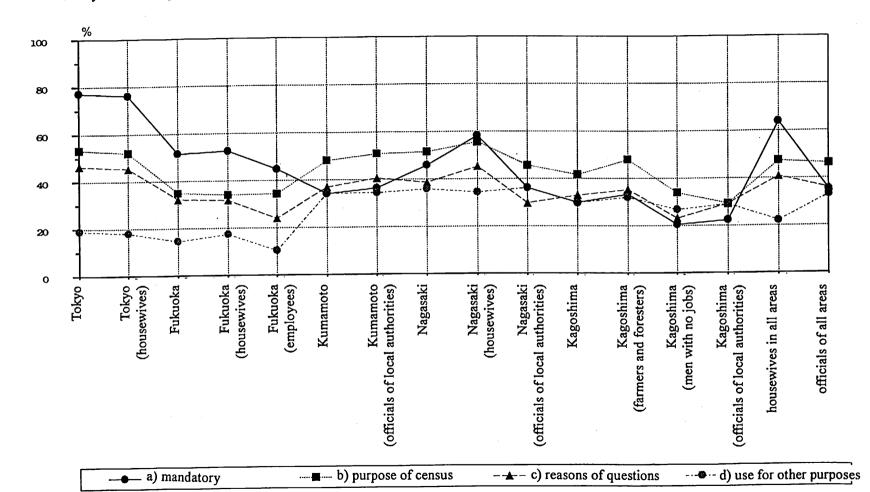


108

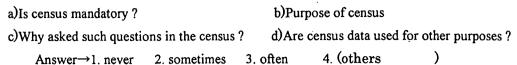
b) Purpos of census

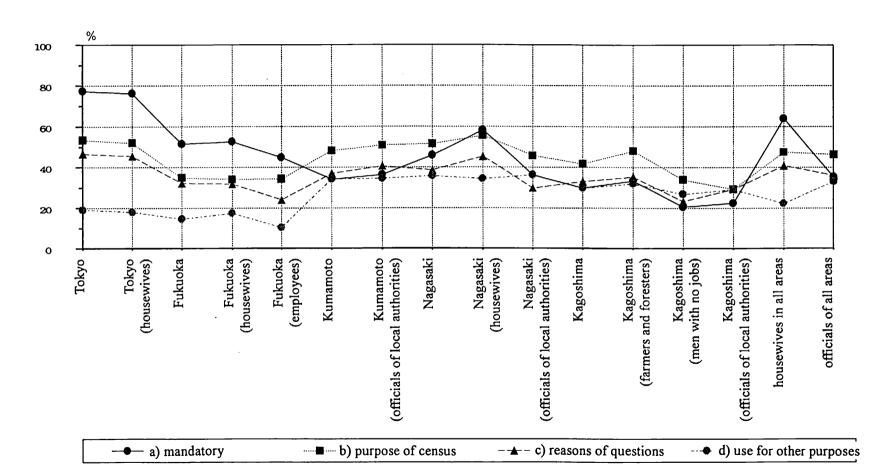
c) Why asked such questions in the census?

d) Are census data used for other purposes such as taxation?



- 109 -





- a) respondents' care for privacy
- (answer $\rightarrow 1$, cause a lot.
- 2. causes a little
- 3. cause not so much
- 4. cause not at all)

- b) respondents' care for possible abuse of survey materials
- d) surveys are troublesome for respondents

- c) respondents' distrust on the usefulness of the resultse) citizens' expanding consciousness on the personal rights
- f) necessity of the statistical survey is not well understood

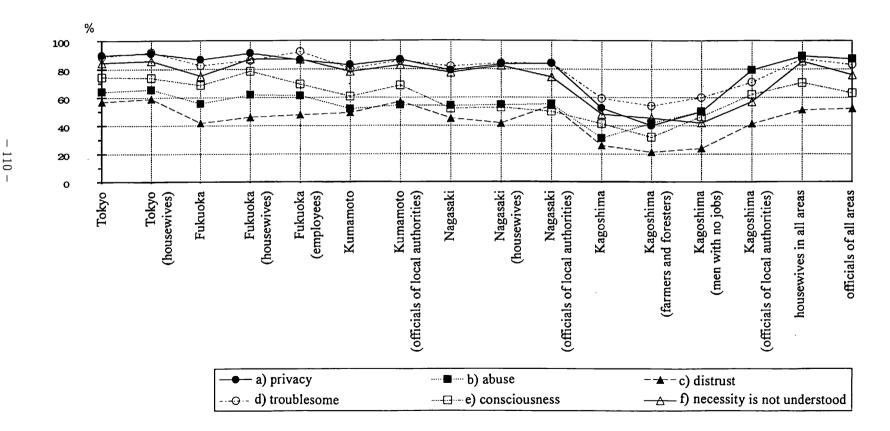
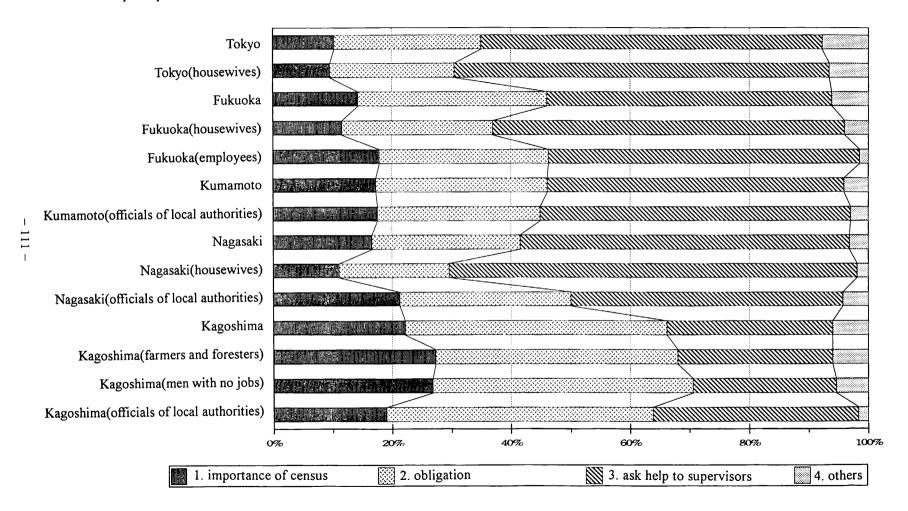


Figure 8 When you could not obtain respondents' cooperation through the repeated visits, how did you persuade them to answer?

- 1. tried to persuade respondents repeating importance of census taking
- 3. asked help to supervisors

- 2. tried to persuade respondents by explaining the census obligation
- 4. (others)



Appendix English version of the Japanese census questionnaire form

Designated statistics No. 1



This is the English version of the Japanese questionnaire. By referring to the "Instructions" (English) for filling out the questionnaire form, please fill out the Japanese questionnaire form.

_	1 Name and sex					
	Write the names of all persons who usually live in your household.					
1		Male Female				
ì		- Letters				
	2 Relationship to the household head	Household Spouse of Son or Spouse mother of Father or head or household head distribute of son or household mother of				
	 Include grandfather or grandmother, or brother or sister, of the spouse of the household head, respectively, in the category "Grandfather or grandmother", or "Brother or sister". 	representative introduction in the discontinuous interest spouse head spouse				
	· Include the spouse of grandson or granddaughter in the category "Grandson or	Grandson or Grandlather or Brother Other Living-in Other				
hold	granddaughter", and the spouse of a brother or sister in "Brother or sister".	granddaughler grandmother orsister retative employee				
Se	3 Year and month of birth	Meil Taicho Showa Heisei (Chaisea Can)				
١ై	. After marking "seiteki (Christian Eta)", write the year (in 4 digit) and the month.	(Cinstan Eng				
your household	·	Year . Month				
0	4 Marital status	Not married Married Widowed Divorced (including young children)				
þei	· Indicate the actual status regardless of the official record.					
every member of	5 Nationality	Japan Others (Name of country)				
Ē	If other than Japan, write the name of the country.	o o →				
e	6 Duration of residency; at the current domicile	Since birth Less than 1 to less 5 to less than 10 to less More than				
&	If living in the same place since birth, mark "Since birth".	a year than 5 years 10 years than 20 years 20 years				
应		Same as the Other place in the same kit. Other kit, shi. Outside				
_	7 Where did you live five years ago (on October 1, 1995)?	current domicile shi, machitcho, muratson machitcho, muratson Japan				
	Skip this question if a person was born after October 1, 1995, or is living in the same place for more than five years.	O Q O				
	If you mark "Other place in the same ku (ward), shi (city), machilcho (town), muralson	(Write the address)				
	(village)" or "Other ku, shi, machilcho, muralson", write the name of the to, do, fu, ken (prefecture) and the name of shi, ku, machilcho, or muralson. (If it is in the major 1)	to da fu, ken				
	cities, write the name of the ku.)	shi, gun				
	 The major 13 cities include ku area of Tokyo, Sapporo, Sendai, Chiba, Yokohama, Kawasaki, Nagoya, Kyoto, Osaka, Kobe, Hiroshima, Kitakyushu, and Fukuoka. 	ku, machicio,				
ļ		muration				
	For your househol	d				
(1)	Number of household Total Male Female	(4) Type of building				
' '	members DOD DOD DOD	Tenement house Apartment house Other Detached house (including terrace) Other				
	Write the total number of Persons Persons Persons Persons Persons	(houses) or man				
	out questions from (2) to (5) only when the household is an ordinary					
hou	usehold or one person household	Number of stories Floor on which your				
(2)	Source of household income Parisess income	of the building home is located				
l ho	dicase the source of upport Wages, Agricultural Other business here Pensions Remisance income incomes hard align.					
· S	elect one major income -> OOOOO	Stories				
	ndicate all the rest of					
	Type and tenure of dwelling	(5) Floor area of the dwelling (Total floor area)				
O-m News	ned or stock moved by cet formed by a fact moved by the formed by the fo	Include the area of entrances, kitchens, toilets, bathrooms, hallways and closets.				
5	povernment organization privately (house, etc.) employees	* Do not include the area used for business.				
٦		* Round off to the nearest whole number.				
	After answering questions (4) and (5), go to the reverse side. Go to the reverse side.	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1				
_	Telephone	You might be contacted in case if we have questions.				
	世帯の独和	we so we saw a				
1.	1 2 3 4 5 6 調査区 Ngの 一人世帯、京・百宿會 病院・ 社会施設 その他	番 号 世帯歌号 この世帯の調査系				
	帝 食 社 等の の字生・ 彼妾所の の入所者					

i ni	s is the English translation of the Japanese questionnaire		(T)	
	8 Education		Attending school Graduated Hot stlending school yet	
1	* After marking whether attending school or not, follow the arrow.		[· 인	
every member of your household	The person currently attending school should mark the type of the seperson who graduated from school should mark the school from graduated. (If the person left school before completing, mark the school he/she graduated previously.)	which he/she	Elementary I figh Marsery! I figh School old School middle school of School of School of School or old school or o	
nember	9 Did the person work at any time during the week fro 30th of September?	om 24th to	Mostly Worked in addition Worked while worked bo regular attending worked , housework school	
For every i	"Work" means any work for pay or profit, it also includes work performed in a family business (farming or retail business), as well as home handicraft and part time work. "School" includes a non-regular school such as a Japanese language school. If not wor all and diget inco	rked at id not	Go to question 10. Had a job but was temporarily absent from work a job housework school Go to question 11. End of the questionnaire Go to question 11.	Other End of the questionnaire
<u> </u>	10 Hours actually worked during the week			
For persons who worked	 Total hours actually worked during the week of September 24th to 30th. 			
ē ₹	"Work" includes side work and home handicraft job.		Hours	
≗ ፮	· Round off the time in minutes to the nearest whole number in hours.			
	11 Place of work or location of school		Outside home	
i	· For a person who worked and also attended school during the week, giv	e the place of		i, machilcho.
a	work.		employee mura/son mura	orson
1 8	. If the place is other than one's own home, write the address of the place of	, ,		
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