

The household registration system reform of China's urbanization review

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【Key word】 The household registration system The migration in China urbanization

【Abstract】 The household registration system has been influencing labor migration as an important political factor in China urbanization. The strict dualization in household registration system is the foundation of any social activities. In early 1980s, as the process of economic reform, the registration started to loose, leading a huge amount of rural labors influx to urban, which boosted the early urbanization in China. In 1990s, with the process of urbanization and development of economic, the household registration system continued to change. In this period, the government aimed at influencing the short-term migration trend by it. Now, in the process of urbanization, many problems stand out and become very serve, especially rural immigrants' social welfare, their children's education system, such dualization obstacles like these are all relative to the household registration system. Therefore, the new serious of reforms in this region are underway. This essay regards Chinese household registration system as topic, clearing up the specific reform steps in order to analysis the urbanization in this 30 years.

"At the heart of the urbanization is the population urbanization".¹ In China, the household registration system as an important means of social management and social constraint, deeply affects the population migration and urbanization development. After the founding of The People's Republic of China, in the period of 60 years, the household registration system reform has reacted with political, economic and cultural development of different times each other, so far, reform still did not stop. Therefore the research of the household registration system reform is an important perspective to analyzing in China's urbanization process. This article is based on it and search for the household registration system reform process, to analyzing China's urbanization process.

1. After 1949 household registration system changes and the urbanization process in china

The household registration system, in essence, refers to the registered permanent residence or census register management related a set of political economy and legal system, including the household enclosed proof of personal identity through the household registration, implement the allocation of resources and distribution of wealth. China's household registration system has certain particularly, we can divide it into three stages of development, " from 1949 to 1958 the opening period; from 1958 to 1978 the strict control period, since 1978 the half open period"².

1. 1 The opening period from 1949 to 1958

In the half of the 20th century, Chinese people lived in the war and poverty. When the new regime founded, the masses of people suffering from war were eager to calm back the orderly life. Under the social mentality, household registration system as the most basic mean to knowing about the population dynamics, ensure the stability of the society management policy arises at the historic moment. During this period, the

¹ Zheng Yongnian "The population urbanization is the core of urbanization" rural work communication 2011 (7)

² Zhang Yinggong, Lei Chenhui "the history of the household registration system and reform forward", Journal of hunan public security college, 2002 1

household registration system has a strong tendency to political and social mobilization, especially in the "counter-revolutionary" class enemies take compulsory means to control the violence. And household registration was handled by the ministry of public security performance also is precisely the important role of the public security management and maintenance of stability. In this period, there was a rapid but misshapen development.

Table 1 the first stage of the reform and effect of regulation

time	Laws and regulations	The main content and function
1950.08	“The interim regulations on special population management” “ The provisional regulations on Urban registered permanent residence management ”	These are mainly engaged in special population management, in order to monitor some of the suspects and counter-revolutionaries, which is not in the true sense of the household registration management system
1951.07	“The provisional regulations on Urban registered permanent residence management”	It is mainly urban resident population registration and management. The purpose is: to maintain social order and safeguard people's safety. The regulation embodies the function of the household registration system security management.
1953.04	“The instructions on the country's population registration preparing for general election” “the method on the countrywide registration of population”	The main content of the two instructions is the rule of population in general, this is the first time that China population census. At the same time, this time the establishment of a simple rural household registration system.
	“The central committee of the communist party of China about food unified purchase and marketing decisions”	The scope of file specifies the grain purchase and supply. The statistical functions of household registration system started to weaken.
	“The instructions About discouraging farmers blindly into the cities”	This instructions use the discouraging and thought education method to restrict the flow of the population. The population of the household registration system flow limits function began to emerge.
1954.12	“The cooperation together notice about	The rural registered permanent residence was managed by the interior ministry. Household

	establishing joint registered permanent residence registration system “	registration of the cities is in the charge of the ministry of public security.
	“The instructions of continuing to implement of strengthening restrict the rural population into the city”	To further strengthen restriction of rural population into the city
1955.06	<p>“The institution on establishing a regular household registration system”</p> <p>“Municipal food rationing interim measures”</p> <p>“The regulation about the standard of urban and rural areas”</p>	To establish a unified system of registered permanent residence across the country
1957.12	“The instructions on restraining the rural population outflow blindly”	Further restrict the rural population outflow
1958.01	“The household registration regulations of the People's Republic of China”	Article 10 specify: the rural citizens migrating to cities must hold the city department of labor employment certificates, certificate of school admission or allow ingoing proves that urban registered permanent residence registration authority to local registered permanent residence ³ registration authority to apply for emigration. This sets a clear distinction between the urban and rural registered permanent residence. Urban and rural areas have other binary household registration system for the first time through set down in the form of law.

The table1 shows that the household registration system in this period tends to define

³ National bureau of statistics, “China statistical yearbook 1983”, China statistical publishing house, 1984

and distinguish between family and personal identity, classifying people in order to control. As the government took centralized control on food, food and commodity supply and distribution started to associate with the household registration. In the countryside, the basic-level government undertook the responsibilities of managing the registration of permanent residence, which brought a political and economic purpose, had also played a positive role to maintaining stability and ensuring of social development. China's household registration system was set down at this time. The author selected the laws and regulations which were associated with urbanization to analyze. From the policy in 1953, we can see that the government began to restrain the rural migrating into cities. Why? Because a major amount of rural people poured into cities. There are these reasons to explain the phenomenon.

The first reason is the uneven distribution of profit caused by the ideology. "Maoist laid particular stress on the proletariat according to the views of orthodox Marxism, the wages of industrial workers were well above farmers. One of the results was in the early liberation, the socialism of China was the same with other countries in the world, a major of people poured from the countryside, which led to the 1958 strict control on registered permanent residence. Although in the Great Leap Forward and the Cultural Revolution, Mao Zedong showed many expects of farmers, aiming to be close to the rural . Actually the government still had strictly limited the farmers pouring into the city." ⁴ After the founding of the People's Republic of China, countries gradually shift focus from rural to urban, and for the tilt of the profit to the working class , which let more and more farmers pour into urban.

Above all, new China's development at this stage is an exploration. In the population, encouraging childbirth ;in the politic, suppressing counterrevolution, practicing the Three-mirror Five Antis Movement; in the field of production ,practicing a Great Leap Forward, People's Communes Movement. The characteristics of national development in this period were blind and impatient for success, so in the process of urbanization, is contradictory. Although policy emphasized the priority to develop in industrialization and urbanization, such as the large iron and steel smelting in the Great Leap Forward, but the household registration system policy limited the farmers pouring into the city as industrial labor. In fact, from the objective conditions, according to the situation of agricultural production and population at that time, China's urbanization can't be dramatically developed. During this period, because many rural people migrated into cities, "the non-agricultural population increased from 1949 in 57.65 million to 1949 at the end of 71.63 million, the population urbanization level increased from 10.64% to 12.46%, up to 1.82%"⁵. From 1953 to 1957, the period in First Five-year Plan of National Economy, the large-scale economic construction industrialization driving the development of urbanization,

⁴ Huang Zongzhi "Yangtze river delta smallholder families and rural development" Beijing: Zhong Hua Press, 1992

⁵ Shi Yaming "since the 1950 s, the Chinese journal of population urbanization process analysis" Ji Lin university, 2004

China's non-agricultural population reached 99.49 million in 1957, more than the end of 1952, 27.86 million people. At the same time, the Soviet aid one hundred and fifty-six large enterprises and projects financed, the government recruited graduations of old technical secondary school, farmers, veterans devoting to the construction ever year, so the rapid increase in population appeared in some of the old city. From 1952 to 1958, there are 12 cities with the population growth in 300,000, population growth has 5, 500000. During this period, it belongs to the stable and healthy growth of the city. From 1958 to 1960, the Great Leap Forward, the slogans” growing over the American and Britain” made universal movement of iron and steel industry, which lead to a supernormal development. Three years, non-agricultural population soared to 137.31 million , the population urbanization level increased to 20.7%. But such deformities explosive growth had also caused serious consequences, which resulted in the reform of household registration system later.

1.2 The period of Strictly control from 1958 to 1978

During this period, as the restriction of objective conditions, the government began to strictly control population migration, appearing the first time the urbanization movement.

Table 2 the second phase of the household registration system

time	laws and regulations	The main content and function
1961.06	”nine methods on reducing urban population and the compression town's food sales	Use administrative means to limit urban population size
1962.04	”The notice on dealing with household registration migration issues”	Specify a strict control of rural population into cities
1962.12	”Opinions on strengthening account management work”	Provisions: the countryside population moved to the cities must be strictly controlled; City population moved rural should be allowed to settle in the countryside, not control; Normal, the necessary migration between the two cities, when granted, but moved to big cities, small and medium-sized cities, especially in Beijing, Shanghai, Tianjin, Wuhan, Guangzhou and other places to appropriate control.
1964.08	”The regulation about the registered permanent residence	Regulation limited the migration from countryside to city, town, limiting market town migrate to cities, which blocked the rural population to the town gate

	migration policy"	6
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The 1961 legislation as a mark started the first time in the history of Chinese urbanization movement. As stated earlier, tentative policy led the development in economy, population, urbanization to deformity, which caused disorder of social and economic structure. "⁷Grain production in 1959 decreased from 200 million tons to 200 million tons in 1958, 1960 to 144 million tons." In 1959 years, the countries began to appear serious famine, and the urban food supply were in crisis. During this period, the relation between Soviet and China deteriorated, a large number of industrial construction projects stalled. To alleviate this problem, the government enacted the "nine methods on reducing urban population and the compression town's food sales", requiring urban population must be reduced by more than 20 million in three years, 1961 years to reduce at least 10 million, which started the first urbanization process in China. From 1961 to 1965, during this period, "China's population increased from 658.59 million to 962.59 million. But the rural population just increased 14.99 millions, and non-agricultural population declined by 4.41% average annual. The cities number decreased from 208 to 171, the rate of urbanization fell to 24.7% from 18.0%." ⁸

Population urbanization Is the core content of the urbanization, when the policy was placed restrictions on migration city then also contain the development of urbanization. Not like fast urbanization in 50's, because of the deformity development, which resulted in that China's social and economic structure is abnormal, food shortages in cities, the government began to force a means to adjust the proportion of urban and rural population distribution, formed the basic content of China for the first time the urbanization. At the same time, the government will use the necessities of life and consumer goods for the supply system, strictly control the legal mechanical growth of urban registered permanent residence. This policy "the nine ways of auxiliary" mentioned above. The national government affected urbanization through the household registration system further.

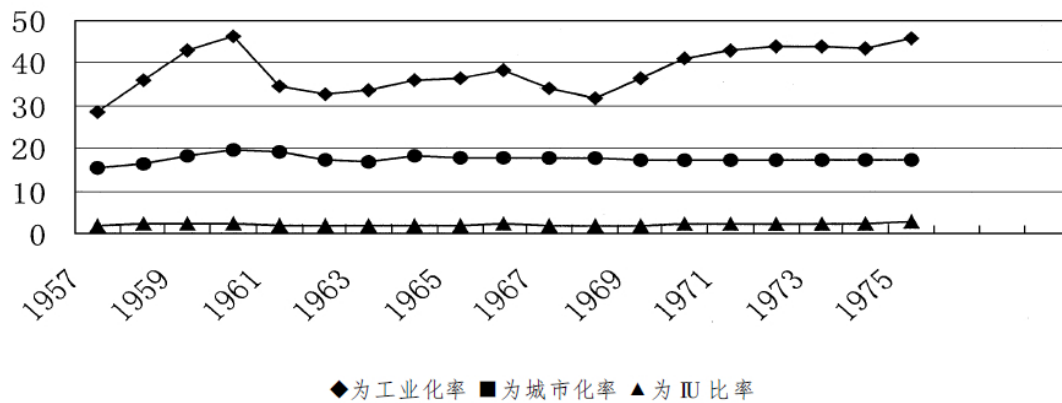
During the Cultural Revolution, China's urbanization was still stagnant. From 1967 to 1976, the urban population growth still relied on natural growth, while mechanical growth was in negative, the urban population grew by an average of only 3.02 million. The emergence of this phenomenon is related to national government's policy adjustment. First was "to the countryside movement", which mobilized all youth of each city to the countryside to accept re-education from poor farmers, in order to alleviate the employment pressure of the city. Second, many provinces and autonomous region for the vast number of cadres to the countryside to settled in measures, and carried out the policy of son with, namely with registered permanent

⁶ National bureau of statistics, "China statistical yearbook 1983", China statistical publishing

⁷ Shi Yaming since the 1950 s, the Chinese journal of population urbanization process analysis, jilin university, 2004

⁸ Shi Yaming since the 1950 s, the Chinese journal of population urbanization process analysis, jilin university, 2004

residence, with food and family members, etc. Then the government carried out the policy of "preparation for war and famine ", some factories in big cities were moved to the "three line" region, the entire factory staff family included, for reducing the urban population. During the Cultural Revolution of China's, the urbanization process, can say is a disguised form of retreat. As shown in figure one we can see 20 years from 1957 to 1975 in the process of industrialization and urbanization.



⁹ Figure 1 Chinese industrialization and urbanization

In November 1977, the Ministry of Public Security issued "about dealing with the regulation of registered permanent residence migration", putting forward the urbanized question and authorizing agreed each year on the control index and urbanized cannot exceed the number of non-agricultural population of one point five per thousand. This means that the formal formation of the binary household registration system founded in China, which affected the social development in the future.

1.3. Since 1978 the half open period

After 1978 , as the economic system reform, China's urbanization went towards to a new stage, the same as household registration system.

Table 3 the third stage the household registration system change

time	Laws and regulations	The main content and function
1992.08	"Notice about requiring to practice a system of local urban households effectively"	开始实行"蓝印户口"制度 Begin to practice a system of "blue print account"
1992.05	The notice about resolutely put a stop to	Banned household registration trading

⁹ Liu Yilong "1949 years of China's household registration system: structure and change" sociological research, 2002

	the male began to sell non-agricultural household registration mistake emergency “	
1993.06	"Decision on reform of the household registration system of the state council"	Suggest abolishing the division of "farmers" and "non-agricultural" account, set up the permanent residence, temporary residence, lodged registered permanent residence, with id card and birth certificate as identification management system.
1997.07	"The rule about small-town household registration reform pilot"	the rural population can be settled in town in the pilot conform to the conditions
1998.10	"The decision on some major problems of the central committee of the communist party of China about agricultural and rural work"	To further promote the reform of household registration system of small towns
2000.06	"The opinion on to promote healthy development of small towns"	In the county, city, county government compound, or small dry town have a stable home and income can apply for registration for the permanent residence in cities and towns. Children in education, work and other army enjoys with the same treatment in cities and towns, employment, etc.
2001.10	"The opinion on the propulsion of small towns' reform of household registration management system"	As long as the citizens have a fixed residence and legitimate income in the small towns can deal with small towns registered permanent residence of the migrant population. ¹⁰

China's third stage reform of household registration policy was from 1978 to date for a period of time. In the countryside, the household contract responsibility system, farmers get the autonomy of production and operation, for out of the land into the rural market conditions. At the same time, after the reform and opening up the development of economy, the urban demand for cheap labor increases, thrust under the action of tensile strength of the urban and rural areas, a large number of rural population flow to the town. Under such circumstances, the state council issued the

¹⁰ National bureau of statistics, "China statistical yearbook 1983", China statistical publishing house, 1984

notice in 1984, located in farmers into the city problem. After that, the government has enacted a series of regulations on the management of the floating population. Basic life material at the same time was canceled, the planned economy period and the provisions of the account linked to the rural population into cities limit function. During this period there were a few more distinctive features, the reform of the first, the reform focused on the development of medium and small towns construction, on the migration for farmers to small and medium-sized towns more relaxed, it also greatly promoted the development of township enterprises in China. Second, because China's large population, the situation is complex, it is a kind of incremental reform. Before 1992 the leadership of reform is the center government, and after 1992 local governments to pilot the leadership, step by step to seek a new path.

2. The characteristics of China's household registration system and urbanization reform

As you can see this paper chapter 1, China's household registration system reform is different from abroad. It has several characteristics.

First of all, it don't seem that many countries regard mastering the basic flow and distribution of population as the purpose of register management, that of China is tied to the many benefits and profits of the citizens, such as employment aid, medical care, social insurance, etc. This is an integrated social system, which is as a carrier that country controls the scale of urban and the development of the society by.

Secondly, it's the urban and rural dual structure. China's urban-rural dual structure formed by the various policies, in later development, the gap between urban and rural areas becomes wider and wider. That causes many problems. After the reform and opening up, the country has been committed to the construction of urban and rural integration, including the transformation of industrial structure adjustment, the changes of lifestyle values concept, and stopping the abnormal urbanization, in order to reached the point that the urban and rural areas developing as an organic whole.

The characteristics in the change of the reform, we just divided into three stages in chapter1, the first and second stage can be classified as a part. The period from 1958 to 1976, the household registration system basic followed a mindset of urbanization, which was also a kind of logical contradiction. On one hand, it emphasized the development of urbanization, on the other hand, it limited population pouring into the city, which made urbanization and industrialization not be coordinated. In addition, it also promoted a rapid population growth,. Both the different treatment between urban and rural registered permanent residence and management problems of rural population contributed to the birth, which promoted the rapid growth of the

population.

In the third stage, on the path of the household registration system reform in the new period, mostly along with the industrialization and urbanization needs adjust and try, broadly speaking, is progressive. In this period, the urbanization as a dominant factor affects China's population flow. The urbanization of population is the core of urbanization, so the impact on the population migration for urbanization is important. Here the author want to introduce "push - pull" theory. It is one of population migration theories, which was put forward by the American economist Ivo S. Lee (Everet, tS. Lee) and British scholar Edwin S. Lee (e. g. Ravenstein). "Push and pull" theory at the core of the view that the effect from origin area people called "thrust", the effect of ingoing area called "pull", The reasons for migration are the combination of the pushing force and the pulling force. Because the household registration system was strict in big cities, so there was a rapid development of the small towns. According to statistics, by 2000, China's small town had grown to 20312, increasing by 18136 in 22 years, 824 a day on average, it is an important characteristic and innovation of China's urbanization process.

3. The defects of China's household registration system in the present urbanization and the tendency of future reform

The most striking feature of China's household registration system is that it is not only a population statistics and observation tool, but also is linked to the allocation of social resources. Therefore, urban and rural development of culture is the biggest obstacle in the process of urbanization in China. The inequality of urban and rural registered permanent residence in welfare, employment, education, a series of social opportunities and social security cause the different value in the national concept and in essential. Because the cities and towns are unwilling to bear the population pressure, they carry out a number of policies reducing the number pouring into the city, which lead to the farmers work under unequal treatment in city. They can't enjoy the city's medical insurance, due to the limitation system they must be returned to the origin area. At the same time, they cannot enjoy the town employment aid, because the government want give more good jobs to local people, such as the Beijing government in 2000 specified the limit policy of rural industry. Some enterprises require the local registration. So the migrant workers are forced to bear the dirtiest and most tired job for living in cities, with long working hours and the low income. At the same time, because the household registration is linked by different education level, rural education level and the opportunities are much lower than urban residents. If the child doesn't have the local household registration, he has to pay for another expensive fee, and he can't attend the university entrance exam. This problem has become a social issue of common concern in China. Because of the rural migrant parents, their children cannot accept education in cities. Thus more and more children are left in rural lonely, it is hard to ensure their life and safety.

But, because of the limitation of the household registration system, as the main force of to promote urbanization is unfair treated, which is not conducive to the development. So in recent years, the government also strengthens the reform of household registration, ensuring the life of the city new immigrants. Relatives trailing mode, investment entry mode, join a mode, the mode of talent introduction, residence patterns, integral locating mode, migrant workers settling patterns, and peasants to giving up the land rights as city dual mode, which all are the reform methods in 21st century. The new household registration policies to ensure the process of urbanization also use the household registration system to protect immigrants, has reached a win-win goal.

Of course, these policies are usually only carried out in some cities, which have not been widely implemented across the country. Because if local is desperate to relax household policy, which could lead to a large population influx into a short time, the infrastructure would be in short, the city would appear traffic jams, the city should also increase more fiscal expenditure. That is a burden to some places. But in the long term, the migrant population, a city is the main force of urbanization. According to the 2010 sixth national population census, the population of permanent residents in the city of 2301.91, in which other provinces and cities to Shanghai resident population of 897.70, accounting for 39.00%, Beijing 2010 sixth national census, the population of permanent residents in the city of 19.612 million people, including foreign population accounted for 4435.9%, thus, floating population in the urban construction is very important, if they lose, the city will fall into a depression and paralysis. In recent years, before and after the Spring Festival in shortage, difficult employment is a very good proof, also want to town government instructions without household registration system reform let foreign migrants get better social welfare, will affect the development of the local.

In February 2012, the state council promulgated “notice about actively yet prudently pushing forward the reform of household registration management system”. “The core spirit of the notice is that the household registration system reform should be regarding Deng Xiaoping theory and three represents as the important guiding ideology, following the law of development of urbanization in the social, comprehensive consideration of the bearing capacity of the city, as a whole the harmonious development of the industry and agriculture, medium cities coordinated development, gradually realize the equal basic public services between urban and rural areas, to promote the reform of the household registration system step by step.”¹¹

Urbanization is still rapidly processed in China, the household registration system reforms to several basic directions. According to the domestic famous demographer Li Ruojian showed some advice based on his long time research, around the "the

¹¹ the website of the Central People's Government of the PRC

reform should be divided into several types, respectively to the household registration reform"¹². The first kind is the household registration reform is not too difficult , it considers the area should be full of the household registration system reform as soon as possible, in the reform regional scale, the elimination of urban and rural differences on the household registration, to the citizens' freedom of migration. Pay attention to the two points, the first is the social security of farmers pouring into cities and towns, the second is a reasonable administrative adjustment.

The second type of is large cities, medium-sized cities, and coastal developed cities. This kind of region attracts floating population settling down, so it does not have the registered permanent residence of fully open conditions. But can be in a certain time, continuous and related all kinds of certificates, attend social insurance to workers after a certain period of time. It can deal with living problems, then open the household registration step by step.

The third type is the old city in megacities. Because citizens more moved into new region, there are a large number of empty houses hang in the old city, and with the household register to use the local social resources, it is easy to form a waste of resources and land use. Because, if we gradually break the link between the use of social resources and the household registration, the empty houses problem will naturally fade.

The fourth type is the region with large floating population, this type of area reform is difficult. It is difficult to use unified household registration system to study. In the present household registration reform process, we recommended to reduce the threshold gradually progressive way to adjust.

The management methods above is put forward by professor Li Ruojian, which benefits different reform governance areas, there is no doubt that it is in conformity with the policy of the state council promulgated in 2012. Facing with unbalanced development of China, we should adjust measures to local conditions, to see the household register barrier of urbanization process dialectically. It has become in the next development direction of reform of the household registration system. Now, some provinces and cities have introduced different ground the university entrance exam, long-distance medical related counterpart policy, social resources security for the floating population is further improved.

¹² Li Ruojian "China population census register status and promoting the reform of household registration system areas" Sun Yat-sen University 2002

4. Conclusion

The population urbanization is the core content of the urbanization. It is also the important factor to guarantee the process. In China, the unique structure of urban and rural binary opposition to is full of particularity, the formation of historical development is inevitable. This paper traces the development of Chinese urbanization in the 60 years since the founding and changes of the household registration system, as well as it influenced on the development of the society and the reason, in order to see the present urbanization in China is the most serious problems and solutions. Migrant population, the main force in the process of urbanization, we really should be established from the mechanism of development policy, to ensure the reasonable employment of them, the corresponding social resources safeguard, perhaps more and better promote the construction of urbanization. At the same time, also because of the attention to rural development, the outflow of population of regional policy tilt, strong rural construction, and gradually eliminate the dual barriers, which pushes China into the new journey of the construction of urbanization!

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