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Study on change of household registration system under the background of urbanization of population

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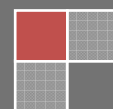
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ABSTRACT

To better promote economic development, realize the freedom of population mobility and restore the function of population registration and demographic data statistics of household registration system, it's very necessary to deepen the reform of the existing household registration system centered on access conditions, eliminating urban and rural dual economic structure and promoting the formation of uniform urban and rural labor market. Moreover, under the background that overseas market demands are not sufficient, motivating domestic demands is put on the agenda. However, there is certain gap between the social welfare of urban residents and the one of rural residents, so urban-rural integration trend is restrained; meanwhile, urbanization lags behind the industrialization and citizens' rights and interests are widely noticed, etc. All these factors promote deepening the reform of household registration system. In this study, document analysis method, system inertial theory analysis method and comparative analysis method, etc. are used to make exposition. The study concludes that the direction of deepening the reform of household registration system is to reduce and then cancel urban access conditions and realize free migration of population finally under the precondition that impetus and conditions of household registration system change are met. Therefore, this study concludes the motivation and basic direction of deepening the reform of household registration system by the introduction of content, generation source and function of household registration system and stress on summary of reform pattern of household registration system in each city and analysis of difference of household registration system reform in each city.

KEYWORDS

Urbanization; Household registration; System change; Access conditions.



INTRODUCTION

Although Opinions of the State Council on Further Promoting Reform of Household Registration System printed and issued by the State Council in July 2014 points out: The difference between rural residents and non-rural residents will be cancelled, some scholars think the household registration system change in its true sense is not realized only by cancelling the difference between rural residents and non-rural residents if the integrated public resources are not provided^[1]. Chen Junwu builds the thought of household registration reform suitable to the social development demand in transformation period through the analysis for generation and change of Chinese household registration system, defects of traditional household registration system in transformation period and household registration system supply inlaid in modern rule of law^[2]. Wang Wenlu and Yu Liyan conclude the conception of deepening reform of household registration system, i.e., the reform in the short term is to reduce the access conditions and the one in the long term is to realize free migration of population, through thirty-year basic experience of reform of household registration system and main problems and enlightenments of previous reform of household registration system^[3]. Scholars such as Yin Xiguo, etc., conclude the corresponding policy enlightenment through the comprehensive analysis and evaluation to system change subject and way selection as well as cost benefit of reform of household registration system in Chongqing City with the “system change theory”, the core theory of new institutional economics: carrying out reform of household registration system progressively; government provides assistance measure to enterprises; fully strengthening the supervision of government and society; reinforcing the legal and administrative measures to ensure effective institutional supply for system change^[4]. In addition, scholars Huang Cailing, Cao Heran, Qu Xiaobo and Meng Yaomin, etc^[5-8]. also make studies on household registration system from different perspectives. And this study sets forth the flow chart of population migration and flow chart of household registration system change based on the household registration system change under the background of urbanization of population.

OVERVIEW ON HOUSEHOLD REGISTRATION SYSTEM

The household registration system is the institutional norm on population, society and economic management and one of the means that the nation manages population and control society. The household registration system is linked up with labor employment, welfare guarantee and compulsory education and becomes the indivisible constituent part. The population registration function of household registration system mainly includes permanent population registration, temporary population registration, birth registration and death registration, migration registration and change or correction registration. Specifically, for permanent population registration, regular residence registration form and household register are set. The former is set with 34 registration items by the public security organ and the latter is set with 28 registration items taking household as the unit. Both have the legal effect to certify the mutual relation between citizenship and family members. Temporary population registration is mainly to register units and residents accommodating temporary population and handle Temporary Residential Permit for those over sixteen years old who plan to stay over three months. In addition, business units setting up factories and shops, etc. from other places need to go to the local police station to apply for Work & Residence Permit. Birth registration is mainly to certify citizens' legal identity and is applied by head of a household, relatives, foster parent or neighbors holding baby's medical certificate of birth, wedding picture, ID cards and household register of baby's parents to the household registration office at the baby's place of residence (selected by parents voluntarily). The family name of the baby is decided by parents by consultation. Death registration is mainly to certify the death time and reason of citizens. However, the handling time is different due to the urban and rural difference. The extended period is required for rural area and it can be handled in one month, whereas, it's required to be strict in urban area and it shall be handled before the dead is buried. Migration registration includes emigration registration and immigration registration. For emigration registration, especially the registration of emigrating from rural area to urban area, the person concerned or the head of a household shall apply to the head's registration authority by holding the admission certificate of a school or employment certificate of labor department, etc. before the emigration; The immigration registration shall be applied to the household registration office by the person concerned or the head of a household holding migration certificate within three days (in urban area) or ten days (in rural area). Change or correction registration is to change the original registration content specific to the changes of the person concerned.

HISTORICAL CHANGES OF THE DUAL HOUSEHOLD REGISTRATION SYSTEM AFTER THE FOUNDING OF NEW CHINA

After the founding of new China, the household registration system has gone through three development phases, i.e., relaxed phase of population migration limitation at the beginning of new China, strict phase of population migration limitation in the periods of “Great Leap Forward” and “the Cultural Revolution” and gradually relaxed phase of population migration limitation after the reform and opening-up. At the beginning of new China, firstly, during 1953 to 1954, the household registration system including four items, i.e., name, gender, age and nation, were generally established at rural area and the household register management stressed on demographic statistics, whereas security of society was stressed at urban area; secondly, the national uniform urban and rural household registration system established initially in 1955 was formed up, so the urban and rural household management and organization were uniform. In other words, in this phase, the establishment of various systems and organizations and population registration, management of public security were stressed and the relaxed policy was granted for population migration. Meanwhile, “Great Leap Forward” campaign during 1958 -1962

made large number of rural population enter into cities and rural fields were lack of management correspondingly, causing substantial reduction of output. Therefore, blind emigration of rural population was prohibited and the nation mobilized urban youths to go and work in the countryside and mountainous areas systematically since 1962 until the Great Cultural Revolution ended. In addition, since 1963, the Ministry of Public Security divided the register into “rural register” and “non-rural register” with the standard whether to supply commodity grain, and dual management system of policy and index was implemented to the change from “rural to non-rural” status. After the reform and opening-up, with the establishment of market economic system, the access conditions of household registration system substitutes index control. Resident identification card system implemented in 1985 specifies “one card for one person” substitutes “one register for one household”, and the limitation of household registration system to population migration is broken through since then; soon afterwards, the nation cancelled the dual household registration system pattern with the standard whether to supply commodity grain in 1994. Two years later, the nation set the household type of “family household” and “institutional household” instead. Then, the nation started implementing the provision that rural residents may settle in cities with the conditions of legal fixed house, stable occupation or source of income; later on, as the national reform is deepened, the jurisdiction for reform of household registration system is decentralized to each local government and the access conditions are also reduced continuously. Under the background of urbanization of population, the original household registration system is broken through and innovated gradually.

REFORM PATTERNS AND DIFFERENCE OF HOUSEHOLD REGISTRATION SYSTEM

Diversified reform patterns of household registration system

Diversified reform patterns of household registration system mainly include: “reunion with relatives” pattern, “settling by investment” pattern, “settling by house-purchase” pattern, “talent introduction” pattern, residence permit pattern and “settling by employment” pattern. Certainly, it doesn’t deny other conditions for getting permanent urban residence certificate are not set anymore, but just highlights the features of such type of family register. Firstly, for the “reunion with relatives” pattern, i.e., the pattern that residents with local family register can apply for the direct relatives who are not local residents to settle in the local place, so that families can be reunited and they can work with relieved mind. However, in most cities, some specific conditions are specified for the ones taking refuge, such as living time, education background, etc. Nonetheless, in general, the implementation of such pattern not only can make population migration proceed orderly, but also will promote the level of urbanization of population. Secondly, for “settling by investment” pattern, i.e., those investing locally or paying the taxes in conformity with the requirements are allowed to change the residence registration. Obviously, it’s to accelerate local economic development and expedite urbanization process. However, the people meeting such requirement are few, so no large scale of settling is triggered (the specific specifications of “settling by investment” pattern as shown in TABLE 1).

TABLE 1 : Specific specifications of “settling by investment” pattern in dalian city in 2006

Location of Enterprise	Investment (ten thousand yuan)	Amount of Tax Payment (ten thousand yuan)	Household Type
Main Urban Area	150	8	Urban permanent residence
New Urban Area	100	5	Same as above
Satellite Town	50	2	Same as above

Difference of reform of household registration system in cities with different scale

Difference of economic level

Generally speaking, the city scale has something to do with economic benefit. The larger the scale is, the higher the benefit is. However, an appropriate index is needed to measure it. Wang Dongmei, etc., once conducted the comparative study to the population scale and economic benefit of 27 cities in East China (see TABLE 2) and also concluded, the larger a city is, relatively more the employment opportunities are and the income also tends to be higher.

TABLE 2 : Economic benefit of cities with different scale

City scale Index	<500 thousand	500 thousand – 1 million	1 million – 2 million	2 million – 5 million	5 million
GDP Per Capita (yuan)	2713 (100)	15432 (56.87)	17028 (62.75)	15554 (57.32)	18979 (69.94)
Saving Deposits Per Capita (yuan)	16064 (100)	9478 (59.00)	9495 (59.11)	10348 (64.42)	14379 (89.51)
Employees’ Average Salary	8611 (100)	6872 (79.81)	6858 (79.64)	7310 (82.80)	8951 (103.9)

Difference of welfare level

The city scale has something to do with welfare level, namely, the larger a city is, the higher welfare level is. Although the welfare-oriented public housing distribution policy was cancelled in 1998, the welfare related to family register (such as labor employment, education and hospitalization, etc.) still generally exist in cities, merely with different degree and level difference (see TABLE 3).

TABLE 3 : Social welfare comparison of cities with different scale

City Type	Megacities	Megalopolises and Large Cities	Small and Medium Cities	Small Towns
Social Welfare	Most complete system Many categories High level	Complete system Categories close to megacity Level lower than megacity	Comparatively complete system Categories less than large city Lower level	Not complete system, close to the rural area

Difference of access conditions

Although the reform of household registration system is being implemented, the formulating access conditions also vary due to the difference of influential factors such as accommodation degree and development level, etc. at each city, namely the requirements for change into the urban resident permit are also different (see TABLE 4 for the details).

TABLE 4 : Access conditions comparison

City Type	Megacities	Megalopolises and Large Cities	Small and Medium Cities	Small Towns
Access Conditions	Coexistence of planning system and market system, highest access requirements, large scale required for investment conditions, high requirements of education background for talent conditions	Legal fixed residence or stable source of income, investment standard. "House" and "income" are interpreted very strictly; high standard.	Legal stable residence or stable source of income, no additional specifications for living area and income level	No "access" conditions exist. No any limitations for population immigration

Difference of household registration reform effect

The difference of household registration reform is mainly reflected in difference of migration effect, difference of urbanization quality and difference of future reform influence. Firstly, as for the migration effect difference, migrant workers are hard to break through the access conditions formulated by large cities on basis of either housing conditions or education background, which is not good for migration of rural population, affecting the process of urbanization of population consequently. Nevertheless, the good news is that small and medium cities, especially small cities greatly deepen the reform of household registration system and have relatively low access, greatly promoting the process of urbanization. Secondly, for the difference of urbanization quality, relatively, many differences exist between temporary resident population and local permanent residence in cities at the level above large cities, resulting in the generation of "dual structure" and hindering the development of modernization process to some extent. However, the difference between internal groups in small and medium cities is small, so it will hardly influence on urban development. At last, for the difference of future reform influence, the existing successful reform experience of household registration reform in small and medium cities is not always suitable to large cities. After all, the social welfare deeply influences on the household registration reform in large cities. However, since the household registration reform has started and some experience has been accumulated, it's necessary to deepen the reform to change the urban-rural dual structure. See TABLE 5 for the comparison of household registration system and reform effect.

TABLE 5 : Comparison of household registration system and reform effect

City Type	Megacities	Megalopolises and Large Cities	Small and Medium Cities	Small Towns
System and Reform Effect	Population migrate orderly, policy is stable and management is orderly. The national overall urbanization of population, modernization is hindered.	Urbanization is promoted. Hope is mingled with fear. Experience is provided for household system reform and population management	Migration of population is promoted, and the urbanization speed is accelerated, but the promoting function is relatively weak.	It promotes rural population to emigrate, but the emigration quality is very low.

MOTIVATION AND BASIC DIRECTION FOR DEEPENING REFORM OF HOUSEHOLD REGISTRATION SYSTEM

Motivation for deepening reform of household registration system

According to the inertia principle of system, the household registration system formulated to restrain population migration and urbanization will remain with the existing rules under the condition that no new system is found to replace the household registration system. Nevertheless, the reform in any way inevitably includes two basic conditions: “housing” and “income”, to ensure the ordering of population migration and vested interest of existing residents. However, the current household registration system restricts the formation of urban-rural uniform labor market. As a result, it’s hard for most surplus rural labor force to settle in cities, especially large cities and the speed of urbanization of population is greatly restricted. The result of such objective development is that agricultural production structure is hard to be adjusted, influencing on the process of agricultural mechanization and restricting the elimination of urban-rural dual economic structure accordingly. In addition, it shows gradually that the ineffectively of household registration system surpasses its effectiveness, highlighting it’s an inefficient system. The system restriction is urgent to be broken through by deepening the reform.

Under the background of economic globalization based on market economy and led by developed countries nowadays, every country needs to establish mature and complete market economic system integrated with the world market, and the household registration system with planning trace also needs to be reformed to the marketization direction, so that the system innovation can be realized. The objective development of urban-rural economic integration also requires the household registration system to break through the barrier of population migration and eliminate the dual economic structure. The overseas market demands of international economy are not sufficient, it’s urgent needed to promote the domestic demands to strengthen the impetus of national economic development. Moreover, without high urbanization level, it’s hard to implement domestic demand policy and highlight the necessity of reform of household registration system. The objective factors including the sustainable development of urban modernization, acceleration of agricultural modernization and civic rights drawing extensive attention gradually, etc. all require deepening the reform of the household registration system. Meanwhile, the interests of behavioral subjects including central government, local government, urban residents and rural residents tend to be consistent, which also promotes deepening the reform of household registration system from various aspects.

Basic direction for deepening the reform of household registration system

The reform direction of household registration system is to gradually eliminate the welfare attached on the household registration, realizing the free migration of population accordingly and restoring the function of population registration and population data statistics of the original household registration system. The basic direction for deepening the reform of household registration system is to finally realize free migration o population and restore the function of household registration system through population migration process and household registration system change process.

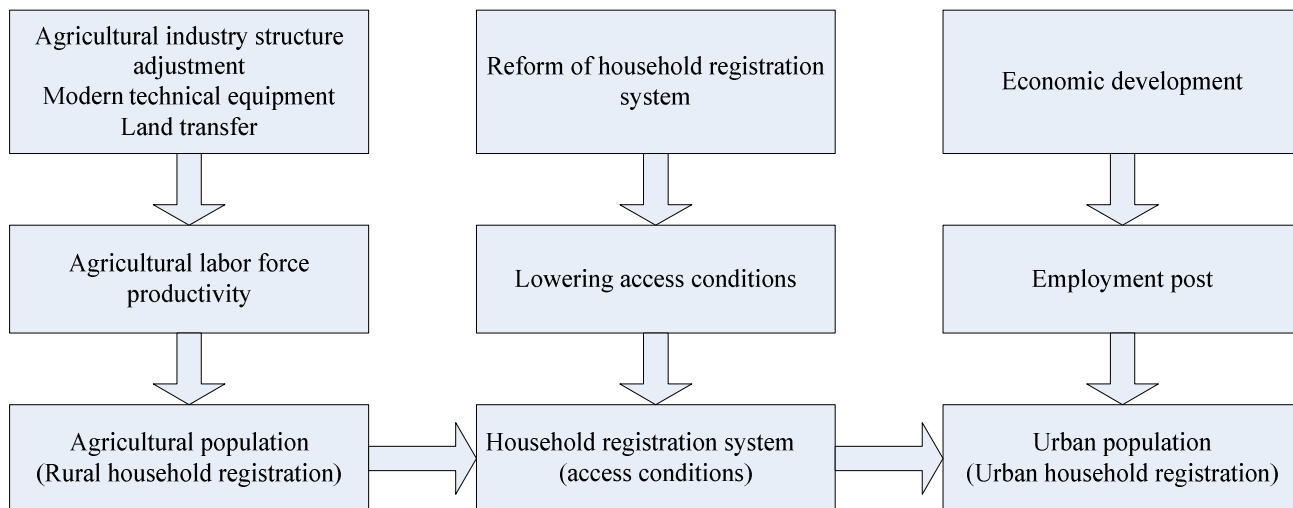


Figure 1 : Flow chart for population migration

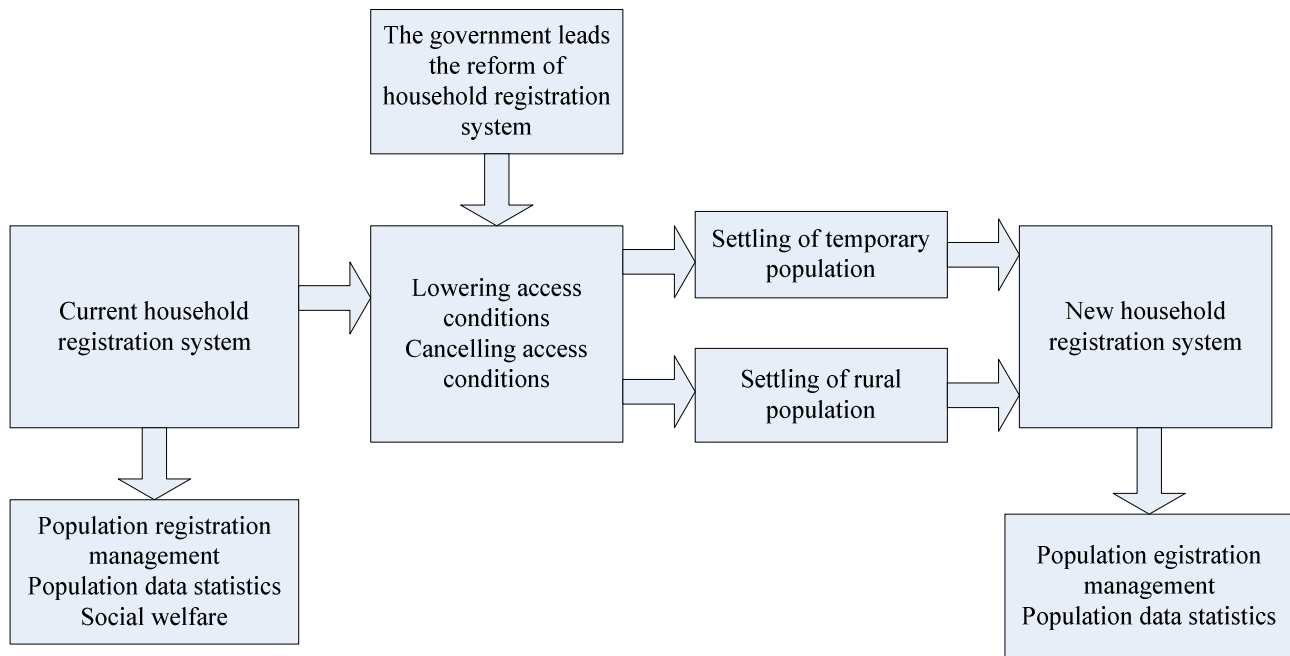


Figure 2 : Flow chart for household registration system change

CONCLUSION

This study connects the household registration system with population urbanization and points out the population migration process and household registration system change process in the future and indicates the direction for deepening the reform of household registration system. However, due to the limited time and data, no exploration is made to the guarantee conditions, supporting system, etc. for deepening the reform of household registration system, etc. and further study awaits to be made further in the future.

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