

Evaluation Studies on Shanghai Population Control Policy

Zhaomin Meng¹ & Fangyuan Ma²

¹ Department of Social Science, Shanghai University of Engineering Science, Shanghai, China

² Instructor, International College, Qingdao University, Qingdao, China

Correspondence: Zhaomin Meng, Ph.D., Lecturer, Department of Social Science, Shanghai University of Engineering Science, Shanghai, China. E-mail: mengzhaomin-1983@163.com

Received: October 26, 2015

Accepted: November 4, 2015

Online Published: November 15, 2015

doi:10.5430/ijba.v6n6p55

URL: <http://dx.doi.org/10.5430/ijba.v6n6p55>

The paper is sponsored by the doctoral fund of Shanghai University of Engineering Science (Project No. E1-0501-15-0138) and the Fund of plan training of young college teachers of Shanghai (Project No. ZZGCD15057).

Abstract

The population control policy is gradually improving since it has been implemented in Shanghai. Based on population management, housing management and industrial adjustment, this paper summarizes and evaluates the changes and features of Shanghai population control policy from the perspectives of population registration management, variance of population and population structure alteration. It also put forward the problem about the policy and future direction on policy reform.

Keywords: population control, policy evaluation, Shanghai

1. Introduction

The mainstream of urbanization is always “control sizes of large cities”. In Shanghai, it has improved the regulation of control by residence permits, housing rental administration and housing restriction policy and industrial transformation, which combines economic means with administrative means. According to the reviews of Shanghai population policy, this paper summarizes the feature of policy and evaluates its effects. The purpose of this article is to improve the policy and provide suggestions for government decisions by figuring out the positive effect and problem of the control.

2. Reviews on Shanghai Population Policy

2.1 The Changes and Features of Shanghai Management Policy of Migrant Population

There are three stages of the policy. In the first stage, from 1980s to the early 1990s, the main function of the policy is registration of transient residence. In that time, people who are transient resident cannot have social security and their children cannot go to school at the city they are living in. At the second stage, from 1990s to the early 2000s, people get the social welfare and related insurance. Since the beginning of the blue stamped residence registration to the end of Shanghai Resident Permit which aimed at talent introduction, it is possible for transient resident to become a resident. It also provides social insurance and services of family planning and preventive health. The third stage starts at the Interim Measures to Shanghai Resident Permit in 2004. In 2014, according to Procedures of Shanghai Resident Permit and Trial Measures for Point Management of Shanghai Resident Permit, migrant workers who have stable job will be offered social welfare and insurance based on their points which can be gotten from their job, career, age, reside years and so on.

The features and changes of Shanghai population policy:

- 1) The administration of floating population converts into service style. It is open to more people, for all migrant workers.
- 2) Gradient social welfare has been offered in the light of their contribution to Shanghai.
- 3) Registration of residence has become the mainstream, which ended fact of too many credentials. Now, only one residence permit will help people get their job security, family planning service and housing rental service.

2.2 The Reviews on Shanghai Housing Rental Administration and Housing Restriction Policy and Its Features

From Interim Measures to Shanghai Housing Rental Administration in 1987, it is prescribed rights and duties of lessor and lessee. According to Shanghai Migrant Population Regulation in 1996 and Measures of Administration of Shanghai Rental House Security in 1998, housing structure must be rugged and sufficient basic projects will be provided. It is said that living space, house structure needs to be illustrated in detail in Measures for The Implementation of Shanghai Housing Rental Administration in 2004 and Measures of Shanghai Housing Rental Administration in 2011. Housing restriction policy has been implemented since 2011; there is more limitation for migrant workers than residents.

The features of housing rental administration and housing restriction policy:

- 1) It is stipulated that lessee's basic human rights should be guaranteed. It aims at standardize the housing rental market and avoids illegal construction.
- 2) House purchasing and settling can help migrant workers get the blue stamped residence registration, however, this becomes history. With the increasing demand of purchasing houses, there is more limitation for migrant workers to buy a house, which is to control citizens' movements.

2.3 Adjustment Course of Shanghai Industrial Policy and Urban Function and Its Feature

First stage: the development of the labor-intensive industries and the construction of the satellite town in 1980s. Since the 6th five-year plan, the labor-intensive industries and technology-intensive industry has been put forward. During the 7th five-year plan, it focuses on speeding up the traditional industry reconstruction and new industry. In regard to the urban space development, the second generation satellite town is building, which start the earliest suburbanization.

Second stage: the tertiary industry development and large scale rebuilding programmes in 1990s. "Pudong reforming and opening" has been decided by the Chinese State Council. China's industrial structure upgraded to "tertiary industry is first priority, and then is secondary industry and the last one is primary industry". Shanghai urban areas sprawled outward. The large scale rebuilding happened in main urban areas in order to make room for tertiary industry.

Third stage: optimization and upgrade of industrial structure and multi-center urban spatial structure in the new century. Since 2000, Shanghai focuses on optimization and upgrade of industrial structure and the industrial transformation and upgrading by taking full advantages of modern service industry. It is put forward to build the Shanghai's "Four Centers" according to Twelfth Five-year Plan on National Economic and Social Development of Shanghai. In Shanghai City Master Plan, urban spatial layout trends to build multi-core and multi-axis so as to encourage urban function to move to suburb.

The features of adjustment course of industrial policy and urban function:

- 1) At first, the heavy industry plays the crucial role, then, the industrial structure converts into "tertiary industry is first priority, and then is secondary industry and the last one is primary industry". The structure is transformed from labor-intensive industry into modern services.
- 2) In regard to the urban space development, Administrative measures had greater influence on suburbanization.

3. Evaluation on Shanghai Population Control Policy

3.1 Positive Evaluation on Shanghai Population Control Policy

The function of population registration is getting more improved and perfect. Since eight years of the blue stamped residence registration, 420000 people got it, 90% of them by house purchasing, 10% of them by investment and only 2% by talent introduction (Guo, X., 2010, pp. 115-120). Procedures of Shanghai Resident Permit are passed in May, 2013. According to the statistics made by police departments, by the end of August, 2014, 1.0714 million people apply for Shanghai Resident Permit and 4.5602 million for temporary registration.

The legal rights of migrant workers are protected. Increasing number of migrant population get their social welfare. Although the social welfare is provided gradiently, at least it protects their rights.

The population climbed steadily, from the perspective of Shanghai registered population over years. During 35 years from 1978 to 2013, the average annual growth of registered population is only 0.8%, because of registration restrictions. The number of permanent residents increases gradiently; the number of migrant workers is 0.2302 million in 1982, which increases to 9.9642 million in 2014, and the average annual growth is 13.4%, which exceeds the growth of registered residents. By different periods, there are two dramatically increase of floating population.

One is at the end of 1990s, which caused by rapid development of economy. The other one is since 2008, which caused by the Expo and the construction of Hongqiao Area. In these two periods, population control didn't make any effect because economic structure and administrative control didn't share same goals. Since the twelfth five-year plan, the population control makes some progress when economic re-orientation and structural adjustment of industry and administrative control have the common goals. Seeing from the micro level, moving decisions has been influenced by population control of registered residence system. It is investigated that registered residence system exercises a great influence on migrant decisions (Meng, Z., & Wu, R., 2009, pp. 11-18); those who want to settle in a city will be limited by system (Zeng, F., 2011, pp. 1-60).

Population structure has been optimized. The migrant population will release problem of aging population. The working-age population grows to 17.5667 million from 11.9392 million in 2000. According to fifth national census, the percentage of older people decreases 1.34% due to the accretion of migrant population. From the view of educational level, there are 21892 people who have been educated at collage out of 100000; the number of who is doubled compared to the fifth census.

Population spatial distribution is more reasonable. The urban population decreases and suburb population increases. In 2010, compared to the fifth census, the population of permanent residents soars more than 50% in 7 districts out of 17, and in order, they are Songjiang District, Minhang District, Jiading District, Fengxian District, Pudong District (including Nanhui District) and Baoshan District.

3.2 The Problem of Shanghai Population Control Policy

The services and administration of migrant workers who are in underclass are sufficient. The registration has been applied from passively to actively. However, to those who don't have a stable job in underclass without fixed abode, they don't show interest for residence permit. In this way, this homeless population has becomes a hidden danger to social stability. Meanwhile, they are vulnerable group, so what they need most is that government and society show concerns for them.

It accelerates the differentiation inside the floating population. According to residence system and related policies, there are three types. The first type is people who have Shanghai Residence Permit; the second is those who apply for residence permit and points; the third is migrant workers who have no qualification for residence permit but temporary registration. They have different rights of public services on the basis of each type they belong to, such as social insurance and their children going to school nearby, which accelerates the internal differentiation (Zhao, D., & Peng, X., 2010, pp 43-54).

Target decomposition causes grassroots work hard to follow. In Shanghai, the target of population control decomposes into each district, and then into each street, which causes some streets or areas suppress data because of population pressure. The different intensity of controlling leads that population from controlling strict area move to the less strict area.

The cost of low-grade labor increases, which results in labor shortages. Some labor-intensive industries still have the issues of outstanding recruitment difficulties because of the lag of industrial structure adjustment. In addition, the policy will accelerate the mobility of population and instability of enterprise workers. It also increases cost of labor and the cost of government administration.

4. Suggestions on Improving Shanghai Population Control System

First of all, it is shown that population has to been through the phases of urbanization, rapid urbanization and de-urbanization, in accordance with the trend of population development. Now, China is at the phase of rapid urbanization. Population control should comply with the trend. Then, market should play the dominant role to lead population control. The goals will be reached by industrial structure adjustment and economic transformation. The last but not least, in the transformation of governmental function, it is important to lead market and industries, provide public services to migrant workers and pay attention to population registration. The practices are as follow:

- 1) Record basic demographic information
- 2) Improve public services and protect legal rights of migrant workers
- 3) Adjust industrial structure for the balanced development of population

5. Conclusion

The policy achieves broader delivery of public services, with its single management turning to service method and it opening to all floating population. About housing rental administration, it pays much more attention on the human

rights of lessee than their duties. House purchase restrictions on migrants are stricter than residents. About industrial adjustment, the structure is transformed from labor-intensive industry into modern services and administrative measures had greater influence on suburbanization.

The positive effects are following. Population registration makes progress. The legal rights of migrants are guaranteed. In recent years, the number of resident population increases steadily with upgrading population structure and preferable population spatial structure. The problems includes inadequate management and services of migrants, accelerating the differentiation, target decomposition causing grassroots work hard to follow and the increasing cost of low-grade labor.

In order to improve the policy, first of all, we should respect the trend of population development. Then, the market regulates population. The last but not least, government needs work on registration.

References

- Guo, X. (2010). Marginal Reform of urban household registration system. *Northwest Population*, 3, 115-120.
- Meng, Z., & Wu, R. (2009). Study on the residence intention of floating population. *Population and Development*, 3, 11-18.
- Zeng, F. (2011). A follow-up study of the floating population residence intention. *East Normal University*, 1-60.
- Zhao, D., & Peng, X. (2010). The institutional consequences and the incentive effect of residence permit for floating population, 6, 43-54.