

Investigation and Research on the Influence and Practical Significance of the “Equal Rights for Home Tenants and Owners” Policy

A Case Study of Guangzhou City*

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Abstract—The “school district housing” in China’s housing rental market is the main target of scarce educational resources and “education investment”. Guangzhou Municipal Government has taken the lead in promulgating policies to implement “equal rights for home tenants and owners”, and empowered eligible tenants’ children to enjoy basic public services stipulated by the state, such as compulsory education, medical treatment, and so on, thus solving the housing rental problems. Through the in-depth investigation of Guangzhou residents’ understanding, influence and expectation on the “equal rights for home tenants and owners” policy, this paper further analyzes the relationship and influence of policies on citizen’s education rights and interests, promotes supply-side structural reform, and deepens housing system reform, so as to provide reference for Guangzhou to formulate the supporting regulations and policies with legitimacy, feasibility and operability.

Keywords—equal rights for home tenants and owners; citizen’s education rights and interests; policies and regulations

I. INTRODUCTION

In order to further solve the problems of rigid demand for housing, surging house prices and shortage of “school district housing” in Guangzhou and make the tenants enjoy more public service rights like home buyers, Guangzhou Municipal Government first promulgates policies and implements “equal rights for home tenants and owners”. Through an in-depth investigation of ordinarily residents in Guangzhou, we can understand the impact and effect of the “equal rights for home tenants and owners” policy on citizen’s education rights and interests, and provide a reference for promoting supply-side

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structural reform, deepening housing system reform, and improving the supporting regulations and policies.

II. OVERVIEW OF THE “EQUAL RIGHTS FOR HOME TENANTS AND OWNERS” POLICY

China is in a crucial period of securing a decisive victory in building a moderately prosperous society in all respects. To deepen the reform of housing system, the General Office of the State Council promulgated and implemented Several Opinions on Accelerating the Cultivation and Development of the Housing Rental Market (GuoBanFa [2016] No. 39), and then the General Office of People’s Government of Guangdong Province issued the Implementation Opinions on Accelerating the Cultivation and Development of the Housing Rental Market (YueFuBan [2017] No. 7) to further propel the reform of national housing system. People’s Government of Guangzhou Municipality closely kept pace with the development of new era, and took the lead in promulgating the Notice on Issuing the Work Plan for Accelerating the Development of Housing Rental Market in Guangzhou (SuiFuBan [2017] No. 29) on July 17, 2017. It made explicit decisions to expedite the construction of housing system of “equal rights for home tenants and owners”, tackled housing rental problems, clearly pointed out that the government should empower eligible tenants’ children to enjoy basic public services stipulated by the state, such as compulsory education, and medical treatment, and comprehensively promoted the establishment of a system that integrated the popularization of new-type housing policies with the globalization of the right to education. Domestic experts have said that due to factors such as excessive housing price rise, increasing demand for rental housing, and lack of legal rights of the tenant, the state’s regulatory methods on housing policy regulation have been adjusted, and more emphasis has been

placed on supply-side structural reforms and improvement of rental system. The policy of “equal rights for home tenants and owners” is an important milestone in the history of housing rental in China. It will greatly alleviate the rigid demand for housing created by the demand for education. The key points to solve the problems lie in promoting the equalization of compulsory education and protecting the public service rights of tenants. “Equal rights for home tenants and owners” mean that tenants and home buyers enjoy the same public service rights, such as the right of citizens’ children to education. Citizens are no longer divided into various grades and ranks because of buying or renting a house, and the public educational rights including children’s entering into kindergarten and school are no longer unfair due to buying or renting a house. [1]

III. INVESTIGATION AND ANALYSIS ON THE INFLUENCE OF THE “EQUAL RIGHTS FOR HOME TENANTS AND OWNERS” POLICY IN GUANGZHOU

The mode of allocation of educational resources is the focus of “equal rights for home tenants and owners” policy as well as an important decisive factor that judges whether “tenants” and “owners” can share the same right and the degree of realization of equal rights. [2] This study has designed a Questionnaire on the Impact and Effect of “Equal Rights for Home Tenants and Owners” Policy on the Public Rights and Interests of Citizens’ Children to Education. A random survey has been conducted among the ordinary residents in Guangzhou. 530 questionnaires have been sent out and 503 valid questionnaires have been collected, with a recovery rate of 94.90 percent. This paper uses economics, law, sociology and other discipline theories and methods to study and analyze the problems. Through the investigation and analysis of questionnaire data, this paper aims to make out how Guangzhou residents view and comprehend the “equal rights for home tenants and owners” policy, the impact of policies on citizen’s education rights and interests, as well as practical needs for the development of people’s livelihood and its deficiencies, so as to provide a reference for Guangzhou to deepen the housing system reform in an all-round way.

A. Investigation and Analysis of Residents’ Views and Understandings on the “Equal Rights for Home Tenants and Owners” Policy

Among the surveyed ordinarily resident groups in Guangzhou, 44.14 percent of them have already bought a house, and 55.86 percent of them rent a house, with 53.68 percent males and 46.32 percent females. The views and understandings of “equal rights for home tenants and owners” policy and children’s right to education are shown in “Table I”. Most of the residents have a correct point of view. Among them, 30.82 percent believe that “equal rights for home tenants and owners” mean that tenants and owners enjoy the same right of habitation and basic right to education. 57.85 percent can correctly comprehend the policy of “equal rights for home tenants and owners”, thinking that this is to empower eligible tenants’ children to enjoy nearby enrollment and rights and interests of other public service to make sure tenants and owners share the same rights. Only 2.78 percent acquire it

literally, and think that renting a house means to attend a prestigious school. The policy of “equal rights for home tenants and owners” does not mean that tenants and owners are equal in all rights. To achieve being real equal in all right, it is necessary to increase the supply of public services and rationally allocate social resources, thereby promoting social fairness and justice and enhancing people’s well-being.

TABLE I. FINDINGS ON DIFFERENT RESIDENTS’ VIEWS AND UNDERSTANDINGS ON POLICY OF “EQUAL RIGHTS FOR HOME TENANTS AND OWNERS”

Understanding of Policy	Choices
Renting a house can attend a prestigious school.	2.78%
Tenants and owners enjoy the same right of habitation and basic right to education.	30.82%
Empower eligible tenants’ children to enjoy nearby enrollment and rights and interests of other public service to make sure tenants and owners share the same rights.	57.85%
Others	8.55%

The policy of “equal rights for home tenants and owners” has a great influence in the field of education. 85.88 percent of the surveyed residents think that the most fundamental problem of “equal rights for home tenants and owners” lies in the shortage or imbalance of educational resources, while 14.12 percent residents do not believe so. Yao Wenhua of Shenzhen Special Economic Zone Newspaper Office has said that under the serious imbalance of educational resources, equal rights in education in the context of “equal rights for home tenants and owners” are only to “paint a cake to alleviate hunger”. If the effective supply of high-quality education resources cannot continue to increase, and the actual educational equity is almost impossible to achieve. [3] Most residents are aware of the importance of children’s right to education. To truly implement the policy of “equal rights for home tenants and owners”, first of all, citizen education rights and interests and other public service rights and interests must be guaranteed. On the premise of sufficient “school district housing”, we must ensure that children of tenants who are in line with the policy of “equal rights for home tenants and owners” can attend neighborhood schools, and enjoy the public services rights and interests, which is what most residents want to, especially those who have children. In the survey, residents who have children account for 40.36 percent, and residents who have no children account for 59.64 percent. Among them, 83.1 percent of them are willing to buy school district houses for their children, and only 16.9 percent of them are not willing to do so. It can be seen that the policy of “equal rights for home tenants and owners” has aroused widespread concern of the public, and residents have attached great importance to the impact and effect of education on their children. Considering the impact of high-quality education resources, convenience of life, family attachment and other factors, more people are switching from buying a house to renting it, and are willing to buy “school district house” for their children now or in the future.

B. Investigation and Analysis on the Influence of the Policy of "Equal Rights for Home Tenants and Owners"

According to The Questionnaire "Table II", 74.76 percent of people hold the opinion that the policy of "equal rights for home tenants and owners" will benefit the educatee most, followed by the rental industry and its employees and landlords who accounted for 70 percent of benefits, and commercial property operators and innovative housing enterprises will enjoy 40 percent of benefits. According to the survey, the reasons why policies benefit the educatee most include the following: first, the policy of "equal rights for home tenants and owners" gives tenants the same rights to education resources as owners, and equalizes educational resources; second, the implementation of the policy of "equal rights for home tenants and owners" develops the housing rental market, and establishes a housing system with buying and renting, which alleviates the contradiction between the local population and the foreign population competing for educational resources to a certain extent, and further guarantees the rights and interests of the foreign population; third, the implementation of the policy of "equal rights for home tenants and owners" is conducive to eliminating the unhealthy atmosphere of discrimination in school conditions and sharing educational resources.

TABLE II. FINDINGS ON THE IMPACT OF "EQUAL RIGHTS FOR HOME TENANTS AND OWNERS" POLICY ON RESIDENTS WITH DIFFERENT OCCUPATIONS

Population Type	Choices
Educatee	74.76%
Rental industry and its employee	70.10%
Landlord	60.48%
Commercial property operator	41.43%
Innovative housing enterprises	40.00%
Others	11.90%

In terms of the survey on the impact of "equal rights for home tenants and owners" policy on the rental market and housing price, 26 percent of people consider that it has a limited impact on house prices in the short-term, which may raise the rent of the school district house, while it will ease the pressure of rising house prices in the long-term. 26 percent of people believe that it will be conducive to cultivating and developing housing rental market and establishing a housing system with buying and renting. 24 percent of people think that tenants' children will enjoy quality education resources, and public service right will be equalized. 19 percent of people believe that it can alleviate the pressure on young people to buy houses, and advance the balanced development of the real estate market. See "Table III" for details.

TABLE III. FINDINGS ON THE INFLUENCE OF "EQUAL RIGHTS FOR HOME TENANTS AND OWNERS" POLICY ON RENTAL MARKET AND HOUSING PRICES

Influence Types	Choices
It has a limited impact on house prices in the short-term, which may raise the rent of school district houses, while it will ease the pressure of rising house prices in the long-term.	26.00%
It will be conducive to cultivating and develop housing rental market and establishing a housing system with buying and renting.	26.00%
Tenants' children will enjoy quality education resources, and public service right will be equalized.	24.00%
It can alleviate the pressure on young people to buy houses, and advance the balanced development of the real estate market.	19.00%
Others	5.00%

With respect to the influence of "equal rights for home tenants and owners" policy on residents' choice of renting or buying houses, residents in Guangzhou not only consider high-quality educational resources, but also cultural atmosphere, convenience of living, transportation, distance from the school, and other factors for renting and buying houses. As shown in "Table IV", 21.30 percent and 20.91 percent of people chose Yuexiu District and Tianhe District respectively. The primary reason is that Yuexiu District has the richest and superior basic education resources in Guangzhou with a large number of high-quality schools, and it is also a famous historical and cultural city with profound cultural deposits. Tianhe District has obvious location advantages, convenient transportation, developed economy, large investment in education and rapid development. Number of People choosing Liwan District and Haizhu District accounts for 13.97 percent and 15.77 percent respectively. The two old towns have a relatively concentrated population and convenient life, and schools are close to the residential community. The proportion of people who choose Panyu District, Baiyun District and Huangpu District is less than 10 percent. Because high-quality education resources are relatively few and the location is slightly deviated from the downtown, fewer people will choose them. Nansha District, Huadu District, Zengcheng District and Conghua District locate in outer suburbs. They are more than 50 kilometers away from the downtown without regional advantages, and have relatively few educational materials, so very few people choose them. Residents' choices may reflect their overall considerations, especially in quality educational resources, cultural atmosphere, convenience of life and transportation.

TABLE IV. FINDINGS ON THE INFLUENCE OF "EQUAL RIGHTS FOR HOME TENANTS AND OWNERS" POLICY ON RESIDENTS' CHOICE BETWEEN RENTING AND BUYING A HOUSE

Regions	Choices	Regions	Choices
Yuexiu District	21.30%	Huangpu District	7.79%
Tianhe District	20.91%	Nansha District	1.59%
Liwan District	13.97%	Huadu District	2.34%
Haizhu District	15.77%	Zengcheng District	1.11%
Baiyun District	6.63%	Conghua District	1.02%
Panyu District	7.57%		

C. Investigation and Analysis on Residents' Expectation for the Perfection of the Policy of "Equal Rights for Home Tenants and Owners"

The promulgation and implementation of the policy of "equal rights for home tenants and owners" largely solve the problem that many citizens enjoy equal rights of public services, but there is still room for further improvement. Through survey and analysis, 67.14 percent of people think that the supply of relevant public services needs to be strengthened towards the direction of sufficiency and equalization. 68.57 percent of people believe that we should increase public services, and in particular, children's right to education should be preferred to the tenants. 66.19 percent of people consider that the public services enjoyed by tenants should be in line with owners. See "Table V" for details.

TABLE V. FINDINGS ON RESIDENTS' SUGGESTIONS ON IMPROVING THE "EQUAL RIGHTS FOR HOME TENANTS AND OWNERS" POLICY

Suggestions on Policy Improvement	Choices
The supply of relevant public services needs to be strengthened towards the direction of sufficiency and equalization	67.14%
Public services need to be increased, and in particular, children's right to education should be preferred to the tenants	68.57%
The public services enjoyed by tenants should be in line with owners	66.19%
The implementation of "equal rights for home tenants and owners" should strengthen legislation	58.10%
Increase "public service list"	41.43%
To provide support for "equal rights for home tenants and owners", a "responsibility list" is required	42.86%
Others	9.52%

With regards to residents' future expectations for "equal rights for home tenants and owners" policy in Guangzhou, it can be seen from the findings in "Table VI", 71.43 percent of people hold the opinion that we can increase tenants' public service rights and interests and promote the equalization of public education resources. 70.95 percent of people believe that we should further lower the rental price and selling price of "school district house". 49.52 percent of people think that we should increase tenants' public service rights and interests and promote the equalization of public education resources. We can see that the surveyed people are inclined to "public services". The essence of "equal rights for home tenants and owners" policy is that tenants and owners share the same right in public goods, such as medical treatment, schooling and so on. We need to further strengthen legislation, lower the rental price and selling price of "school district house", and ensure the specific implementation of "equal rights for home tenants and owners", so that citizen's children can enjoy equal education right.

TABLE VI. FINDINGS ON RESIDENTS' FUTURE EXPECTATIONS FOR "EQUAL RIGHTS FOR HOME TENANTS AND OWNERS" POLICY

Future Conceptions	Choices
Increase tenants' public service rights and interests and promote the equalization of public education resources.	71.43%
Further lower school district house's rental price, thus reducing its selling price.	70.95%
Net population inflow into large and medium-sized cities can better advance the development of rental market.	49.52%
Others	10.48%

D. Findings and Conclusions

According to the investigation and analysis of the impact of "equal rights for home tenants and owners" policy on citizen's education rights and interests above, preliminary conclusions and discussions are as follows:

1) *The understanding of the "equal rights for home tenants and owners" policy is closely related to residents' cognitive level:* Due to the great differences in the cultural level, cognitive level and thinking ability of the surveyed residents, their views on policies differ greatly. Most of the interviewed tenants come from other places who work in Guangzhou, and their general cultural level is low. Because of the strong policy specialty and the lack of channels for understanding, they only comprehend the superficial meaning about the "equal rights for home tenants and owners" policy. Some of the surveyed also lack a substantive understanding of the policy. They believe that the "equal rights for home tenants and owners" are national issue and not hot spots they are concerned about. Even if particularly concerned about this policy, they are "not able to do anything". It can be seen that due to the differences in residents' cognitive level, they have different understanding and grasping about the policy. In the process of implementation, information is often asymmetrical, and they cannot enjoy the policies or little policies can be enjoyed by them, which make the effect of policy implementation greatly reduced.

2) *The "equal rights for home tenants and owners" policy reflects the scarcity of public education resources:* The "equal rights for home tenants and owners" policy fundamentally solves the problem of the allocation of quality education resources rather than their increased supply quantity. To improve the policy, we must solve the problem of uneven distribution and shortage of educational resources. [4] Education resources in Guangzhou are unevenly distributed, and schools in Guangzhou also are characterized by different environment, various facilities and uneven distribution of teacher resources. The different economic levels in various districts of Guangzhou have led to an uneven distribution of educational resources. For those people who have no rights to own a house, it is basically impossible for them to enjoy quality educational resources, which is caused by the uneven distribution of educational resources. To solve the scarcity of educational resources, government departments need to increase educational funds investment. Educational funds investment is the fundamental guarantee for balanced development of education. The mechanism for teacher employment can be innovative, and teachers and principals can

be exchanged from their positions, and they are not confined to a single unit, so as to achieve systematization and guarantee the legitimate rights and interests of teachers in mobile posts.

3) *The “equal rights for home tenants and owners” policy requires the guarantee of supporting regulations and policies:* The “equal rights for home tenants and owners” policy is not a law and lacks of mandatory. Only through legislation at the national level can we better protect the legal status of “equal rights for home tenants and owners”. Guangzhou has a large inflow of population, and its high-quality resources are not abundant. The two contradict each other, so it seems that legislation is particularly important. Strengthening legislation can regulate the rental market, clarify the relationship between people and educational resources, and avoid conflicts caused by competition for educational resources. We can ask the masses for advice through online surveys, or draw opinions and suggestions from experts and professors, gradually improve the relevant supporting laws and regulations, so as to make the “equal rights for home tenants and owners” policy more legitimate, feasible and operational.

IV. THE PRACTICAL SIGNIFICANCE OF “EQUAL RIGHTS FOR HOME TENANTS AND OWNERS” POLICY

A. *Promoting Housing Restore to the Property of Dwelling*

China is in a critical period of economic transformation and upgrading and new urbanization. The report of the 19th National Congress of CPC clearly stated: “We must insist that the house should be restored to the property of dwelling, vigorously build a multi-subject supply, multi-channel security, and rent-and-buy housing system to solve the housing problem of families in need.” The implementation of policy of National New Urbanization Planning (2014-2020) can guarantee the equal access of citizens to the right to education in the public service rights, especially educational equality plays a fundamental, overall and oriented features in the overall pattern of building a well-off society in an all-round way. The policy of “equal rights for home tenants and owners” can actively promote the rational arrangement of all localities, plan urban rental housing planning, use vacant land and limited funds to conduct rental housing, and accelerate the reform of urban housing land. At the same time, for the home tenants, the policy of “equal rights for home tenants and owners” greatly increases rights and interests of leasehold. No matter what economic value or social value, the cost-effectiveness of rents has improved, which is conducive to hedging; it is conducive to promoting the overall development of the city and stimulating the new vitality of urban development. The focus of “equal rights for home tenants and owners” is to meet the housing needs of new residents in the new urbanization process. This policy takes housing system with renting and buying as main direction, promotes the reform and development of the real estate market system and the housing rental market, and further enables the foreign population to enjoy the same public service rights as the locals. Let the house return to the attributes of residence.

B. *Improving the Needs of Housing Rental Market*

China’s housing rental market stays in unbalanced state of development, and the housing sales market is booming. Housing prices are rising too fast, and residents’ demand for rental housing is increasingly strong. However, the housing rental market has been lagging behind, and the relationship between renting and buying in housing market is not balanced. Tenants lack relevant policies and regulations on rental housing to safeguard his rights, so it is difficult for him to enjoy the rental rights equally. By defining the public service rights and interests enjoyed by tenants, we will gradually improve the role of the policy in the real estate and rental market, and also attach importance to the long-term urban institutionalization construction and supply-side structural reform, and ultimately perfect the needs of the real estate and rental markets. After years of observation, Wang Shao, president of Guangdong Real Estate Industry Association, believes that tenants will quickly buy a house when they have certain economic conditions, which is an important reason for this phenomenon, as well as the reason that the rental market cannot be improved and tenants cannot enjoy certain public service rights and interests. [5] Therefore, standardizing and perfecting the legal and regulatory system, strict protection system for tenants and rich and diverse housing subsidy policies are important measures for the housing rental market to promote the construction of housing market with “equal rights for home tenants and owners”, as well as a need to improve the housing leasing market. We believe that we must deeply grasp the opportunities of the development of the times, learn from the experience of the developed housing rental market in other countries, and thoroughly study the internal mechanism and role of the policy of “equal rights for home tenants and owners”, and take the “equal rights for home tenants and owners” as a breakthrough to promote “renting and purchasing”. We also will establish an important path for the long-term development mechanism of the housing rental market, promote the integration of the overall and popular “equal rights for home tenants and owners” policy with the innovation of the basic education model, build a “housing and education” system that combines the popularization of the new housing policy with the popularization of education right, to promote a new process of national urban development.

C. *Stabilizing the Imbalance Between “Renting” and “Buying” Market*

According to the statistics of the National Bureau of Statistics, the revenue from sales of commercial buildings and house rental of real estate development enterprises in China have increased year by year from 2012 to 2016, while the growth rate of revenue from house rental is much lower than that of revenue from sales of commercial buildings, as shown in "Table VII".

TABLE VII. DATA OF REVENUE FROM SALES OF COMMERCIAL BUILDINGS AND HOUSE RENTAL OF REAL ESTATE DEVELOPMENT ENTERPRISES IN CHINA

Year	In 2012	In 2013	In 2014	In 2015	In 2016
Sales revenue (100 million yuan)	47463.49	66697.99	62535.06	65861.30	85163.32
Rental revenue (100 million yuan)	1151.55	1364.01	1464.10	1600.42	1786.97
Proportion	4115.25%	4271.23%	4889.85%	4121.70%	4611.17%

From the above data, we can see that there is a huge gap between revenue from sales of commercial buildings and revenue from housing renting of real estate development enterprises in China from 2012 to 2016, and the ratio of commercial buildings selling income to housing rental income is more than 4000 times. From 1999 to 2010, the proportion of investment in residential housing and affordable housing decreased year by year. The investment in affordable housing was far from meeting residential housing demand, and the sales volume of commercial housing increased year by year. [6] The “equal rights for home tenants and owners” policy can reduce citizens’ blind purchase of high-priced “school district houses” for the enjoyment of public service rights, alleviate the vicious housing speculation in the real estate market, stabilize the imbalance between the renting and buying market, and improve the system of home renting and buying systems.

V. CONCLUSION

The “equal rights for home tenants and owners” policy is a milestone in China’s housing rental history, which greatly alleviates the rigid demand for housing due to education, helps to stabilize the imbalance between “renting” and “buying” market, promotes housing to restore to the property of dwelling, advances the equalization of the rights and interests of compulsory education, and protects the public service rights of tenants. Through in-depth investigation of residents’ understanding, influence and expectation on the “equal rights for home tenants and owners” policy in Guangzhou, this paper further analyzes the relationship and influence of policies on citizen’s education rights and interests, promotes supply-side structural reform, and deepens housing system reform, so as to provide reference for Guangzhou to formulate the supporting regulations and policies with legitimacy, feasibility and operability, which is of great practical significance.

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