

# *Migrant Worker's Demand for Citizenization and Supply System*

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**Abstract**—Whether and how to realize the citizenization of the rural migrant is not only the key of "agriculture, rural areas and farmers", but also related to the speed and quality of urbanization and industrialization. From the perspective of Needs-Hierarchy Theory, this paper discusses the different dominant needs of rural migrant in different stages of citizenization, and the changes of system demands. Then it analyzes the current situation and problems of system supply. Finally it points out that in order to achieve citizenization, first, we should improve and supervise the implementation of relevant systems; second, we should resolve the redistribution of interests caused by incorporating the rural migrant into the system, and the resulting pressure and cost

**Keywords**—Migrant workers; Hierarchy of needs; System supply; Citizenization

## I. INTRODUCTION

China's citizenization has entered a critical stage. In 2017, the urbanization rate of China's permanent population was 58.52%, the urbanization rate of household registration population was 42.35%, and the number of separation of population and household registration reached 291 million, of which 244 million were migrant workers. [1]How to make these migrant workers achieve complete citizenization in terms of residence, occupation and identity is a very important issue for urbanization and rural revitalization strategy.

Academic circles have conducted in-depth research on the problem of migrant workers citizenization, most of which focus on the analysis of the obstacles to migrant workers' citizenization. These obstacles include institutional barriers[2][3], public cost barriers, personal cost barriers, personal quality barriers[4] and so on. The research content gradually changed from the analysis of macroscopic comprehensive obstacles to the analysis of microscopic single obstacles. The research methods gradually moved from qualitative analysis to quantitative analysis[5][6]. However, few studies have been conducted on system supply from the perspective of the demand change of migrant workers. From the perspective of Needs-Hierarchy Theory, this paper discusses the different dominant needs of rural migrant in different stages of citizenization, and the changes of system demands[7]. Then it analyzes the current situation and problems of system supply. Finally it points out that in order to achieve citizenization, first, we should improve and supervise

the implementation of relevant systems; second, we should resolve the redistribution of interests caused by incorporating the rural migrant into the system, and the resulting pressure and cost.

## II. DEMAND AND SUPPLY MODEL OF CITIZENIZED SYSTEM

The demand of migrant workers entering urban work and life is progressive and changing. Maslow divides human needs into five categories[8], including physiological needs, security needs, belonging and love needs (social needs), self-esteem needs and self-fulfillment needs. These basic needs constitute a relative superiority level[9]. That is, after low-level demand is not scarce, high-level demand begins to emerge and control our behavior, and so on. Although human needs in reality are far more complex than those in theory, they are not strictly hierarchical and progressive, in a certain period of time; there will always be some demand that belongs to the dominant demand. So we can use this theory for reference to explain the citizenization needs of migrant workers.

When migrant workers enter unfamiliar urban life, their initial dominant needs are to meet the basic physiological needs of food and clothing. After the basic needs of food and clothing are met, security, love and belonging, self-esteem and self-realization will gradually become the dominant needs. But because they have rural land as a guarantee of survival, if the city can not meet the basic physiological needs such as food and clothing, then as rational people, they will choose to return to the countryside. So those who can stay in the city can solve the employment problem and meet the basic living needs in the city. As time goes by, the demand of migrant workers in cities should be roughly divided into three levels: security demand, love and belonging, self-esteem and self-realization. However, as far as the goal of citizenization is concerned, as long as it meets the needs of ownership in the city, it can be regarded as the realization of citizenization. Self-esteem and self-fulfillment need do not belong to the goal of citizenization. Therefore, the demand level of migrant workers entering the city, as well as the corresponding institutional needs and supporting institutional supply are shown in Figure 1.

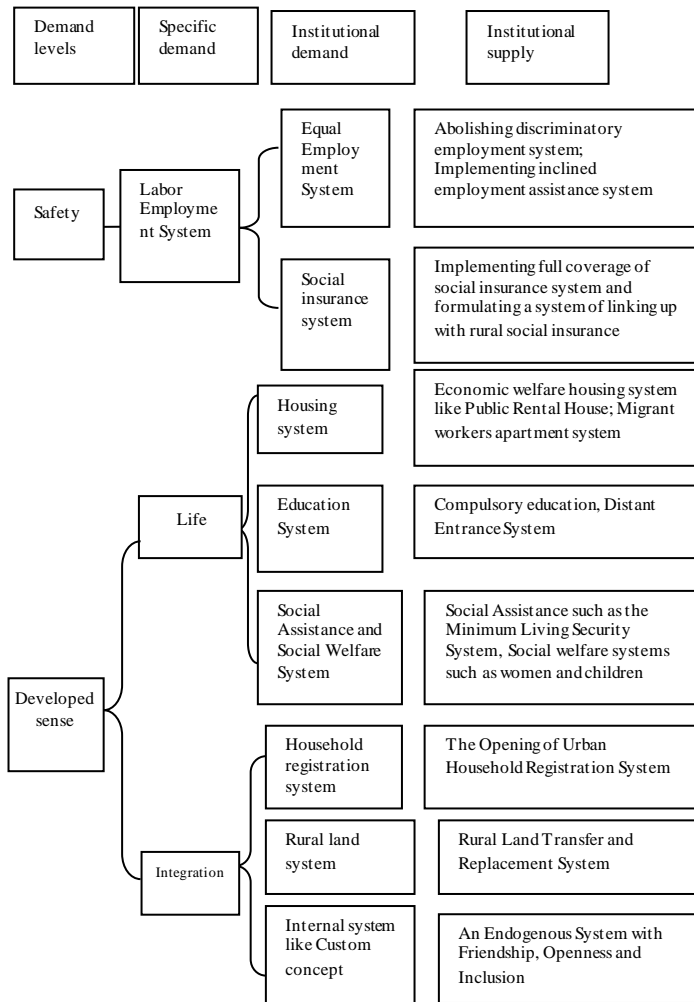


Fig. 1. Institutional Demand and Supply Model

### III. EVOLUTION OF THE DEMAND FOR CITIZENIZATION

The demand for citizenization of migrant workers can be divided into two stages: security demand and ownership, according to the order in which the city becomes the dominant demand.

#### A. Taking security demand as the leading demand stage

##### 1) Taking the fair employment rights system as the leading demand

The dominant demand for migrant workers at this stage is the security of employment opportunities and employment rights. In the 1990s, a series of strict approval procedures, card requirements and occupational work restrictions for migrant workers entering the city were introduced. Due to the cumbersome procedures and high costs, many migrant workers would not go through relevant formalities. As a result, they were on the verge of illegal employment, and so their right to employment was not guaranteed, and they were often threatened by detention. After 2000, these employment restrictions and discriminatory policies against migrant workers in cities were changed.

##### 2) Demands for Social Insurance Rights and Interests

With the protection of employment rights, the first generation of migrant workers began to face the pressure of providing for the aged. Many kinds of work-related injuries and unemployment are more and more exposed. However their urban life is influenced because of the lack of social insurance, the proportion of participation in social insurance is low. In 2017, less than half of migrant workers in Beijing participated in medical and old-age insurance which is the highest proportion of social insurance. Let alone the lowest birth insurance is only 18% [10]. Therefore, the demand for social insurance has gradually strengthened and become the dominant demand. That's why at this stage, the demand for labor rights protection and social insurance system is dominant demand.

#### B. Stage of demand dominated by attributive demand

Following after the security needs were met; the personal needs of migrant workers in urban life became the dominant source of demand. According to the relevant survey of the Labor and Social Security Research Institute [11], only 20.43% of migrant workers indicated that they had a good sense of belonging to local urban life; another study [12] shows that only 18.31% of migrant workers had established cities. Though this, it can be seen that their sense of belonging, and personal connection to the city was still weak. Although the security requirements of the social insurance system were not yet fully satisfied, the demand for connection and belonging had reached the forefront of demand. There were two systems that met their affiliation needs.

##### 1) Stage of demand dominated by social welfare, such as housing and education

After the security needs of migrant workers in urban employment and social insurance were to be met, the basic requirements for living in cities, such as housing and children's education, would become the dominant needs. For many migrant workers with relatively low skills, there was a strong demand for various economic welfare housing systems, including public rental housing, price-limited commercial housing, and shared housing. Secondly, the demand for education and welfare, including the inclusion system of various public education institutions for migrant children, would be transferred to the city to participate in the entrance examination and college entrance examination system. Other social welfare systems include various basic social assistance systems: such as minimum living security systems, medical assistance, and education assistance, as well as other social welfare systems. Only these welfare systems benefit migrant workers. They can achieve the same secure living standards as local urban residents, and in turn achieve a preliminary urban identity and sense of belonging.

##### 2) The leading demand stage of taking the household registration system and rural land transfer system

After migrant workers live and work in the city, their recognition of the city will gradually increase, and they will slowly want to fit in as a local. Also the demand for urban household registration and citizenship will gradually increase as well. At present, along with the variety of migrant workers, many migrant workers with stable jobs and housing in cities and higher skills and income are much more willing to

withdraw from rural land[13]. Through the transformation of rural farmland and homestead, they are able to provide support for their living expenses and security within the city. Therefore, the demand for systems such as the transfer of rural land has increased. After the withdrawal, the acquisition of urban household registration has become a real local person to become their dominant demand, which is also the most important sign of their assimilation into citizenization.

### *3) The leading demand stage of taking the endogenous system such as friendly tolerance*

Due to the long-term urban-rural dual employment policy and the policy of rejecting migrant workers, the city has created the concept of customs and social paradox that discriminates against foreign labor. These endogenous systems will gradually improve along with the abolition of exogenous discriminatory systems, but this is a long-term process. Therefore, after they are given citizenship status, they can be treated and accepted by the local urban aborigines. Although the urbanization needs of migrant workers are escalated step by step, due to the large variety of migrant workers, stable jobs and housing, the needs of those with higher incomes may have entered the stage of demand for household registration, and the need for a sense of belonging. For the groups still in the secondary labor market, most of them are in the stage of demand for social insurance benefits and housing and education benefits. Therefore, in the policy formulation, different needs of different groups should be considered. It should also consider the different costs of citizenship in different cities and the difficulty levels of becoming a citizen.

## IV. SYSTEM SUPPLY OF CITIZENSHIP

Because of the institutional needs of migrant workers are constantly evolving, the institutional supply for the urbanization of migrant workers is gradually evolving. After 2000 the corresponding system supply, although there have been great improvements, there are still some shortcomings.

### *A. Status and problems of labor employment and social insurance system*

Since the beginning of the 21st century, the safety needs of migrant workers in urban life have been partially met, and labor employment and social insurance systems have gradually improved, but security needs are still their dominant demand. After entering the year 2000, migrant workers were gradually included in the social insurance system. After 2008, China has successively introduced the Employment Promotion Law, the Labor Contract Law, the Labor Dispute Mediation and the Arbitration Law, the Social Insurance Law. Migrant workers basically enjoy the same labor rights as urban workers, including fair employment rights, the signing of labor contracts, the timely and full payment of wages, the safe and healthy working conditions, and the social insurance system. In terms of system security, they will no longer be rescued for illegal employment, free to dismiss, but nowhere to defend their rights, and suffer from work-related injuries.

But there are still many problems. First of all, as migrant workers who are disadvantaged groups in employment, urban employment assistance policies for vulnerable groups in employment have not covered migrant workers. The problem

of wage arrears of migrant workers has not been fundamentally improved[14]. Second, the social insurance system is still not perfect. Although the 95<sup>th</sup> Article of the Social Insurance Law deliberately pointed out 'Rural residents who work in cities participate in social insurance in accordance with the provisions of this Law', However, due to the law, there is no detailed regulation on the payment standard of the system. In the specific implementation, the implementation rules are still in place according to the departmental rules of the Ministry of Human Resources and Social Security. The localities vary greatly in their implementation, and their social insurance benefits are not well protected.

### *B. Status and problems of social welfare system such as housing education*

Housing, education and other social welfare systems that were originally attached to the household registration system, although there are some loosening, they still cannot solve the problems of their housing and the education of their children. The social assistance and other systems are completely based on the household registration conditions.

Most migrant workers are at the bottom of the city's income, but the city's housing benefits for low- and middle-income groups, such as public rental housing and price-limited commercial housing, rarely benefit them. Although the policy encourages employers, lease or self-built migrant workers' collective dormitories, and industrial parks to establish migrant workers' collective dormitories, these policies have failed to effectively solve the housing problems of migrant workers in cities. As far as public rental housing is concerned, many places in the specific implementation are still based on household registration as the basic reporting conditions. The collective dormitory or migrant worker's apartment for the concentrated construction of migrant workers has a suitable location and a small number of convenient transportation. Most of them are tasteless due to inconvenient transportation.

The education of the children who have moved to the home has made great progress. The compulsory education of the children who have moved to the country has been systematically incorporated into the compulsory education system of the place of relocation. The compulsory education enrollment problem of the children after the relocation has been basically solved. [15] However, there are still major problems in the education fair and the entrance examination system. First of all, it is still a long way to go before the children in the public schools are truly treated equally. Especially when the students who accept the migrant children's schools are transferred in, the schools will assign them separate classrooms and teachers. And the activity area, which is detrimental to their growth. Secondly, children in many areas cannot go to the middle school entrance examinations in the local area, and the differences in the contents of the college entrance examinations in various provinces and cities have made it difficult for many children who are moving in the country to join the college entrance examination. Although in 2010 National Medium- and Long-Term Education Reform and Development Plan (2010-2020) required to "study and formulate ways to take the entrance examinations in the local

area after the migrant children of the migrant workers receive compulsory education”, but it is very difficult.

### *C. Status and problems of Rural land circulation and household registration system*

China has issued a series of policies on the legal transfer of rural homesteads and agricultural land. Pilot homestead payment from 2004, on the basis of completing the work of confirming the rights, rural cultivated land encourages the transfer of management rights in contracted land, emphasizing the market-oriented approach to the transfer of cultivated land. The relevant policies clarify the contracting rights of the land, so that the farmers' rights to the possession, use, circulation, income, and mortgage of the cultivated land are effectively guaranteed, and the arable land circulation enters the stage of reform and innovation.

However, there are still many problems in rural homesteads and farmland circulation. First of all, the circulation market is not perfect, which makes the transaction cost high and the income is low. Secondly, due to the ban on the transfer of homesteads to individuals or institutions outside the rural collective, restrictions on the identity of the demanding side make the return on housing estates relatively low. According to relevant research, most of the reasons for farmers to transfer their homesteads are to obtain compensation, as well as preferential policies for urban housing subsidies and urban pension insurance[16]. The success of these revenues is the unified government demolition policies and behaviors in the suburbs. Individuals have to do so by replacing rural arable land and homesteads with urban housing and social security and public services.

The household registration system is the ultimate sign of achieving citizenization, but the household registration reform has a long way to go. Having local townships means that migrant workers can enjoy benefits that they have never enjoyed before, and for local towns, it means an increase in costs. Different cities and towns have different cost of citizenship, so there are many attempts to reform the household registration, all of which are conditional. In some areas, the conditions for stable employment, income, and legal residence are settled. In some areas, stable housing has been directly transformed into a housing system, and some investment settlement systems have been established. Some large cities have implemented comprehensive settlement systems. From the policy of opening up these household registration systems, it can be seen that for most migrant workers, it is almost impossible to meet the settlement conditions in the developed eastern regions and large cities where they gather employment. However, considering the reality of the differentiation of migrant workers, high-income and middle-class people among them can settle in large and medium-sized cities that need to buy houses and invest. And the relatively low income among them can be settled in some small and medium-sized cities such as counties and cities where the household registration is located.

Under the constraints of the exogenous system, after the household registration is realized, the complete citizenization is realized. However, for the psychological integration of migrant workers, endogenous systems such as acceptance, friendliness

and tolerance are also needed. At present, there are some propaganda and public opinion guidance, but the freezing of three feet is not a cold day, and dripping stone is not a day's work.

## V. SUGGESTIONS

### *A. Improving the system of labor security, Fulfilling Implementation, Strengthen supervision*

#### *1) Improve the system of labor security, protect fair employment and the right of Social Insurance*

Further strengthening supporting system reform, especially the integration and perfection of social insurance system for migrant workers, and the connection between urban social insurance and rural social insurance, etc.

#### *2) Improving housing and education and other welfare systems*

Improving the application system for housing welfare such as public rental housing, Increase its degree of openness to migrant workers. Supervise the implementation of construction projects such as collective dormitories for migrant workers and apartments for migrant workers. Increase these projects convenience and practicability.

#### *3) Exploring the Reform of Rural Land Transfer System and Household Registration System*

Improving residence land, the circulating of farmland and the withdrawal system, especially the connection with the urban entry system. Exploring the changing between land and housing, social insurance system etc. Providing guarantee of rural exit and urban entry for migrant workers. Confronting Regional development gap. Gradually stripping the welfare attached to household registration. Improving conditions for welfare benefits. Starting with medium-sized towns which have low reform cost and less pressure. Step by step, gradually return the household system to the household registration system

### *B. Coordination the relationship of interests in reform*

Coordination interests among Migrant Workers, Urban Residents and Urban Governments. Bringing migrant workers into public welfare reformation that under the enjoyment conditions of household register such as housing and education in Cities does not belong to Pareto Improvement. The entry of Migrant Workers will Influence the service and welfare enjoyment of the original urban residents, so the local registered population may increase its resistance which may sprout a renewed rejection of the customs and culture of Migrant Workers. That's why reform need to step by step, take into account the interests of all parties and reduce resistance to reform.

## VI. CONCLUSION

Citizenization of migrant workers is a long and complicated process. It is intertwined by the change in demand of migrant workers and the acceptance of urban system. It is intertwined by the demand change of peasant workers and the acceptance of urban system, and constantly promoted. The institutional demand of peasant workers' citizenization is accompanied by their gradual development of demand levels. Firstly, the first is

the demand for employment and social insurance system derived from the need for security. Secondly, the social welfare system, such as housing education, derives from the need for love and belonging the demand for social welfare system such as housing education, household registration system, rural land transfer and replacement system, inclusive and friendly endogenous system derived from the need for ownership. According to its demand, the corresponding system supply is constantly improving. But in the process of perfection, we should properly coordinate the interests of urban aborigines, urban governments and migrant workers. We should take into account the gradual demand of migrant workers and internal differentiation of migrant workers, step by step, in order to reduce resistance to reform and reduce reform costs.

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