FREEDOM OF RESIDENCE AND MOVEMENT

Freedom of Residence

The Chinese government largely continued to enforce the household registration (hukou) system established in 1958. The hukou system classifies Chinese citizens as either rural or urban, and confers legal rights and access to public services based on the classification.² While Chinese officials have gradually loosened restrictions resulting from the hukou system, it remains a "mechanism determining one's eligibility for full citizenship, social welfare, and opportunities for social mobility." The *hukou* system conflicts with international human rights standards guaranteeing freedom to choose one's residence and prohibiting discrimination on the basis of "national or social origin[,] . . . birth or other status." ⁴
The implementation of *hukou* regulations discriminates against

rural hukou holders, including those who migrate to urban areas, by denying them equal access to social benefits and public services enjoyed by registered urban residents.⁵ These benefits and services include, for example, equitable access to free education, social insurance programs, and housing funding.6 Many migrant workers do not participate in social insurance or health insurance programs, reportedly because they do not expect to qualify to receive adequate benefits after paying in.⁷ Additionally, authorities use the *hukou* system to punish parents who do not comply with family planning requirements.⁸ [For more information on the *hukou* system and population planning policy, see Section II-Population

Following the State Council's July 2014 opinion on hukou system reform,⁹ the Chinese government took steps toward establishing a nationwide system of residence permits that would in theory give migrants and their families local resident status after meeting certain criteria.¹⁰ The State Council in December 2014 released draft measures on the residence permit system, setting conditions that migrants must meet to apply for local resident status. 11 These conditions vary depending on the size of the locality. In towns and small cities, migrants are required to have a stable residence and to have lived in the locality for more than six months. 12 Large cities, however, are permitted to establish points systems whereby migrants must meet certain criteria in order to be eligible for residence permits, including having stable employment and residence, contributing to social insurance programs, and meeting educational requirements.¹³

The draft measures do not eliminate the difficulties many migrants face in freely choosing their places of residence and obtaining equal access to public services. The residence permit criteria are reportedly difficult for many migrant workers to meet, due to their income levels and socio-economic status.14 Under the draft measures, large cities, which offer greater economic opportunity to migrant workers, maintain restrictive conditions for obtaining local resident status. 15 Local governments have cited the fiscal burden of providing public benefits 16 and "carrying capacity" 17 among the reasons for restrictions on migrants.

The national-level draft measures would neither delink resident status from provision of public benefits 18 nor would they provide

for reducing the disparity in benefits between rural and urban resident status.¹⁹ Some provincial authorities, however, planned to eliminate 20 the distinction between rural and urban resident status.21 Several provinces planned to retain the linkage between residence and benefits.²² As of June 2015, 17 province-level governments had issued implementing or draft opinions outlining reforms

to the hukou system.²³

During the Commission's 2015 reporting year, Chinese central and provincial authorities began to implement an urbanization plan, passed in March 2014, under which 100 million migrants from rural areas will settle in urban areas by 2020.24 The National Development and Reform Commission and 10 other agencies issued an urbanization pilot project in December 2014, selecting 2 provinces and 62 prefecture-level and county-level cities and towns 25 to implement its first stages before expanding it nationally.26 The pilot project outlines various mechanisms for promoting rural-tourban migration, including sharing the cost of rural-to-urban population movement, financing and investment, and reforms to rural land management, ²⁷ as well as furthering *hukou* reform by revising conditions for settling in the pilot areas.²⁸

International Travel

Chinese officials continued to deny some citizens who criticize the government, those citizens' relatives, and some ethnic minority groups their internationally recognized right to leave the country. Article 12 of the International Covenant on Civil and Political Rights (ICCPR), which China has signed and committed to ratify, provides that "[e]veryone shall be free to leave any country "29 Under Article 12, countries may restrict this right, but only "to protect national security, public order" and other select public interests.³⁰ Broadly written Chinese laws provide officials the authority to block those threatening state security or whose "exit from China is not allowed" from leaving the country,³¹ an authority which the Chinese government used to prevent government critics, rights defenders, and advocates from leaving China.³²

Tibetans 33 and Uyghurs 34 reportedly continued to face restrictions on leaving China, including in obtaining passports.35 According to Human Rights Watch, authorities used discriminatory "slowtrack" passport application procedures in some areas with significant Tibetan and Uyghur populations to deny Tibetans and Uyghurs passports, or delay their issuance, due to their ethnic or religious minority status.³⁶ In March, officials in Ili prefecture, Xinjiang Uyghur Autonomous Region (XUAR), ordered residents to turn in their passports to authorities, apparently as part of a regional security crackdown that critics said violates Uyghur residents' freedom of movement.³⁷ As the Commission has observed in previous years, XUAR authorities reportedly restricted the ability of Muslims to travel abroad on pilgrimage, allowing only government-organized group travel.³⁸ Authorities in the Tibet Autonomous Region reportedly continued to impose onerous and arbitrary bureaucratic procedures on Tibetans to obstruct or prevent them from obtaining passports and traveling internationally. 39 [For more information on government restrictions on Uyghurs and Tibetans, see Section IV—Xinjiang and Section V—Tibet.]

Article 12 of the ICCPR also provides that "[n]o one shall be arbitrarily deprived of the right to enter his own country." ⁴⁰ The Chinese government, including Hong Kong and Macau authorities, ⁴¹ continued to deny this right to those expressing views the government deems to be critical of the Party or government, in violation of international standards.

The Commission observed reports on the following representative cases during the 2015 reporting year:

• In October 2014, authorities in Henan province confiscated the passport of HIV/AIDS activist **Wang Qiuyun** and placed her under surveillance in Hebi city, Henan.⁴² Wang was to participate in the UN Committee for the Elimination of Discrimination against Women's review of China's compliance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in Geneva.⁴³

• In March 2015, domestic security officials in Guangzhou municipality, Guangdong province, prevented lawyer **Sui Muqing** from flying to Thailand for vacation.⁴⁴ Authorities reportedly considered Sui a "threat to state security" and therefore stopped him from traveling.⁴⁵ Sui has provided legal assistance to a number of rights advocates and activists, including rights lawyer Ding Jiaxi,⁴⁶ rights advocate Guo Feixiong,⁴⁷ and poet and artist Wang Zang.⁴⁸

• In May 2015, public security authorities in Yibing municipality, Sichuan province, held rights advocate **Deng Chuanbin** for questioning and seized his passport, Hong Kong-Macau travel permit, and computing and communication devices. ⁴⁹ Deng said that the authorities wanted to prevent him from flying to Geneva in June to participate in training provided by an international human rights organization. ⁵⁰

• In July 2015, authorities seized **Bao Zhuoxuan** (also known as Bao Mengmeng),⁵¹ the 16-year-old son of detained lawyers Wang Yu and Bao Longjun,⁵² at the Beijing Capital International Airport in Beijing municipality, as he was traveling with his father to Australia to attend high school.⁵³ Police reportedly confiscated Bao's passport and held him in Tianjin municipality for two days before he went to stay with extended family in the Inner Mongolia Autonomous Region.⁵⁴ Bao reportedly remained under strict police monitoring there.⁵⁵

Domestic Movement

This past year, the Commission observed reports of Chinese authorities punishing and harassing rights advocates and their families and associates by restricting their freedom of movement. Article 12 of the International Covenant on Civil and Political Rights provides that "[e]veryone lawfully within the territory of a State shall, within that territory, have the right to liberty of movement . . ." ⁵⁶ Authorities heightened restrictions on freedom of movement during politically sensitive periods, including the November 2014 Asia-Pacific Economic Cooperation Summit, ⁵⁷ March 2015 meetings of the National People's Congress and Chinese People's Political Consultative Conference, ⁵⁸ and June anniversary of the

1989 Tiananmen protests.⁵⁹ Representative cases of restrictions on freedom of movement include:

• Authorities continued to keep prominent rights lawyer **Gao Zhisheng** in "soft detention" (ruanjin), an extralegal form of home confinement, after his August 2014 release from prison. 60 Authorities initially convicted Gao of "inciting subversion of state power" in 2006, sentencing him to three years' imprisonment, suspended for five years. 61 From 2006 to 2011, however, authorities repeatedly abducted Gao and tortured him. 62 In 2011, a Beijing court ordered Gao to serve his original three-year sentence. 63 Gao's wife reported that authorities prevented him from leaving Urumqi municipality, Xinjiang Uyghur Autonomous Region, to join his family in the United States and to seek medical treatment for injuries he suffered during his imprisonment. 64

• Public security authorities prevented Mongol rights advocate **Hada** from leaving Hohhot municipality, Inner Mongolia Autonomous Region, after releasing him from four years of extralegal detention in December 2014.⁶⁵ In 1996, a Hohhot court sentenced Hada to 15 years' imprisonment for espionage and "separatism," but upon his 2010 release from prison, authorities continued to detain him.⁶⁶ Authorities initially refused to issue Hada an identity card ⁶⁷ and froze his family's bank accounts.⁶⁸ Hada sought to leave China to seek medical treatment for injuries suffered under torture in prison.⁶⁹ Chinese authorities also denied Hada a passport, claiming his departure from China would harm national security.⁷⁰ [For more information on Hada, see Section II—Ethnic Minority Rights.]

Notes to Section II-Freedom of Residence and Movement

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⁶⁵ "Mongolian Dissident Calls for Help To Leave China With Family," Radio Free Asia, 17 December 14; "Officials Delay Issuance of Identity Card, Hada Claims He Is Under De Facto Soft Detention" [Dangju tuoyan bu fa shenfenzheng hada zhi bianxiang ruanjin], Radio Free Asia, 17 December 19. For more information on Hada, see the Commission's Political Prisoner Database record 2004-02045.

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