FREEDOM OF RESIDENCE AND MOVEMENT

Freedom of Residence

The Chinese government continued to largely 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 the hukou system has become less restrictive than in the past, it still acts as a "mechanism determining one's eligibility for full citizenship, social welfare, and opportunities for social mobility." The implementation of these regulations discriminates against rural hukou holders who migrate to urban areas by denying them equal access to social benefits and public services enjoyed by registered urban residents. 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." During the Commission's 2014 reporting year, the Chinese gov-

ernment made uneven progress toward reforming the *hukou* system. In March 2014, Premier Li Keqiang reported to the National People's Congress on the government's plan for "people-centered urbanization," saying that the government "will grant urban residency . . . to rural people who have moved to cities" and "will reform the household registration system "6 The State Council and Central Committee of the Chinese Communist Party issued a plan in March 2014 that lays out the urbanization process from 2014 to 2020 and calls for, among other things, 100 million people to "settle in urban areas" by 2020.⁷ Although the plan calls for increasing the proportion of Chinese living in urban areas to 60 percent of the total population by 2020, according to the plan, only 45 percent of the population will hold urban *hukou* status by that time.⁸ Chinese state media reported that while 53.7 percent of China's population lived in urban areas at the end of 2013, approximately 36 percent held an urban hukou.9 A November 2013 Tsinghua University study, however, found the percentage of China's population with urban *hukous* to be 27.6 percent.¹⁰

It remains unclear what steps the central and local governments will take to implement the urbanization plan. Government agencies and officials have said that relaxation of hukou restrictions will depend on city size, with the smallest cities "relax[ing] overall *hukou* restrictions," while cities of over five million people will "strictly control the scale of population." ¹¹ In March 2014, Vice Minister for Public Security Huang Ming told reporters that restrictions on obtaining urban hukous in China's largest cities will remain high to mitigate growing pressure on city resources. 12 In July 2014, in an opinion on hukou reform, the State Council announced that it would "[e]liminate the distinction between rural and non-rural household registration," ¹³ although it did not provide details on what steps authorities would take to do so. ¹⁴ Similar reforms, previously implemented in several provinces and counties, have not completely eliminated the disparities between rural- and urban-

registered residents. 15

This past year, authorities continued to implement reforms of the hukou system in select areas, including Guangzhou, Beijing, and

Shanghai municipalities. In 2013, the Guangdong provincial government began to implement provisions allowing the children of migrants lacking urban *hukous* to enroll in vocational schools, and in 2016 these children will be eligible to take university entrance exams in Guangdong. In 2014, Beijing began allowing, with some qualifying conditions, migrant workers' children to enroll in secondary vocational schools. In 2014, the Shanghai municipal government continued to implement a points-based residential permit system in which migrants' children can enjoy the same educational opportunities as urban *hukou* holders if the parents meet several conditions, including age, education, and employment conditions. These limited reforms, however, have not removed the connection between *hukou* status and access to education. Moreover, the conditions for obtaining urban *hukous* are reportedly too onerous for many migrants to meet, given their levels of education and income. 20

International Travel

Chinese officials continued to deny citizens who criticize the government, those citizens' relatives, and 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, guarantees that "[e]veryone shall be free to leave any country" ²¹ Under Article 12, countries may restrict this right only in narrow circumstances to protect national security and certain other public interests. ²² Chinese law allows authorities to bar those who threaten state security from leaving the country, ²³ but in practice Chinese authorities blocked rights defenders, advocates, and critics from leaving the country. ²⁴

Uyghurs and Tibetans in particular continued to face heavy restrictions on obtaining passports. According to the U.S. State Department, Uyghurs "were frequently denied passports to travel abroad," while authorities in Tibetan areas showed "unwillingness . . . to issue or renew passports for ethnic Tibetans." ²⁵ Some Uyghurs reported that despite a new passport regulation in the Xinjiang Uyghur Autonomous Region (XUAR) intended to simplify the passport application process, they still faced discrimination and, in many cases, had to pay bribes in order to obtain pass-

ports.26

Article 12 of the ICCPR provides that "[n]o one shall be arbitrarily deprived of the right to enter his own country," ²⁷ while Article 13 of the Universal Declaration of Human Rights (UDHR) guarantees "[e]veryone . . . the right . . . to return to his country." ²⁸ The Chinese government, including authorities in the Hong Kong Special Administrative Region, continued to deny the right to leave the country and the right of return to those expressing views the government perceives to be threatening, in violation of international standards. The Commission observed the following representative cases during the 2014 reporting year:

• In September 2013, Chinese authorities prevented human rights defender **Cao Shunli** ²⁹ from traveling to Geneva to attend a human rights training at a meeting of the UN Human

Rights Council.³⁰ Chinese authorities criminally detained Cao, reportedly in connection with her advocacy for public participation in China's human rights reports to the United Nations.31 Human rights organizations linked Cao's March 2014 death in a military hospital to Chinese authorities' denial of medical care while she was in detention.32 [For more information on Cao Shunli, see Section II-Criminal Justice and Section III-Institutions of Democratic Governance.

• In November 2013, Hong Kong authorities refused entry to Wu'er Kaixi, a 1989 student leader and democracy advocate who fled China after the 1989 Tiananmen protests, when he attempted to enter China through Hong Kong.³³ Authorities repeatedly have denied Wu'er entry into China, despite having previously issued an arrest warrant for him.³⁴ Wu'er sought to visit his elderly parents, who he claims have been denied passports by authorities, in violation of China's international treaty

obligations.35

• In April 2014, Hong Kong authorities reportedly blocked rights advocate **Yang Jianli** 36 from entering Hong Kong. Yang reportedly holds a valid Chinese passport, although mainland Chinese authorities repeatedly have prevented him from entering China.³⁷ Yang was invited to visit Hong Kong by the pro-democracy organization Hong Kong Alliance in Support of Patriotic Democratic Movements in China to visit a new museum commemorating the 1989 Tiananmen protests.38 Yang claimed that the Chinese central government directed Hong Kong authorities to refuse Yang entry to Hong Kong.³⁹
• In June 2014, authorities in Shenzhen municipality, Guangdong province, sentenced rights advocate Yang

Kuang 40 to eight months' imprisonment for "illegally crossing the border." 41 Yang, a Hong Kong resident, was returning to Hong Kong in December 2013 after visiting his wife in Henan province when Shenzhen authorities detained him. 42 Chinese authorities previously detained Yang and canceled his home-return permit after he attempted to visit the artist and poet Liu Xia at her home in Beijing municipality in March 2013.43

• During the reporting year, Chinese authorities prevented HIV/AIDS advocates from leaving the country to attend international AIDS conferences. In November 2013, Chinese authorities prevented **Yuan Wenli** from traveling to Thailand, reportedly by canceling her passport.⁴⁴ In July 2014, officials refused to allow Ye Haivan to travel to Australia; 45 Ye reported that a government employee told her she was on a "red list" of those prohibited from leaving China.46

Domestic Movement

During the 2014 reporting year, the Commission continued to observe Chinese authorities restricting the freedom of movement of rights advocates and their families as a form of harassment.⁴⁷ Article 12 of the International Covenant on Civil and Political Rights provides that "[e]veryone lawfully within the territory of a State Xinjiang Uyghur Autonomous Region (XUAR) authorities reportedly restricted XUAR residents' freedom of movement by requiring those 16 years and older to obtain a document known as a "convenient contact card" if they move from the county-level jurisdiction in which they hold household registration to elsewhere in the XUAR for work, school, or medical treatment, among other reasons, and "rent a home in their new location of residence." ⁴⁹

Authorities increased restrictions on freedom of movement during politically sensitive periods in the 2014 reporting year, including the March meetings of the National People's Congress and Chinese People's Political Consultative Conference and the 25th anniversary of the 1989 Tiananmen protests.⁵⁰ Representative cases of restrictions on freedom of movement follow:

- Chinese authorities continued to detain **Liu Xia,**⁵¹ an artist and poet, and the wife of imprisoned dissident Liu Xiaobo, at her home in Beijing municipality. Although Chinese authorities have not convicted Liu Xia of any crime, she reportedly has been detained at home since October 2010, with no access to the Internet or telephone.⁵² Liu Xia's detention is illegal under both Chinese law and international standards.⁵³ In February 2014, a Beijing hospital refused to admit Liu Xia, who was suffering from heart disease and severe depression, due to "political factors," ⁵⁴ after which she unsuccessfully sought to leave China for treatment.⁵⁵
- Chinese authorities reportedly continued to detain Bishop **Thaddeus Ma Daqin**⁵⁶ due to his public resignation from the Chinese Catholic Patriotic Association during his ordination as auxiliary bishop of the Shanghai diocese.⁵⁷ Authorities reportedly have held Ma in "soft detention," a form of extralegal detention, at the Sheshan Regional Seminary near Shanghai municipality.⁵⁸
- In July 2014, public security authorities placed Tibetan writer and activist **Tsering Woeser** and her husband, writer Wang Lixiong, under extralegal "soft detention" at their home in Beijing.⁵⁹ Woeser received an invitation to visit the U.S. Embassy during the U.S.-China Strategic and Economic Dialogue, but "state security" reportedly prevented her from attending.⁶⁰ Chinese authorities previously refused to issue Woeser a passport, blocking her from leaving China to accept a U.S. State Department award.⁶¹
- In April 2014, public security authorities reportedly prevented **Mo Shaoping,** a human rights lawyer, from meeting with the German vice-chancellor in Beijing. Mo said that police told him they had orders "from above" to keep him from attending the event at the German embassy. 62 Political cartoonist Wang Liming said he attended the meeting but was the only attendee, as police had detained the other four invited guests. 63

Notes to Section II—Freedom of Residence and Movement

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