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Chinese Rural labors Transfer under the Coordination of Urban-Rural Development

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Abstract The strategic significance of Chinese rural labor transfer is expounded. It is conducive to solving the three agricultural problems concerning agriculture, rural areas, and farmers and coordinating the urban and rural development; promoting the rational distribution of human resources and realizing the growth of national economy; restructuring industrial structure and improving Chinese market competitiveness. The problems in the transfer of Chinese rural labors are analyzed, which include the low overall cultural level of rural labors; imperfect organization developmental; weak management mechanism and imperfect supporting measures. The rational paths for Chinese rural labor transfer are pointed out, including break the urban and rural dual structure and realize the free move of rural labors; strengthen the organization construction to provide high-quality socialized service for rural labor transfer; perfect security system to foster favorable social environment for rural labor transfer; establish scientific management mechanism to realize the sustainable rural labor transfer.

Key words Coordinating urban-rural development, Rural labors, Transfer, China

Under the strategic background of Chinese government's efforts on promoting new village construction and coordinating the urban-rural development, the transfer of rural surplus labors from rural areas to cities and towns and from traditional agriculture to non-agricultural industries is the inevitable way for realizing the growth of rural economy and national economy, as well as the necessary trend for the continuous social development. In the process of accelerating the Chinese urbanization, how to materialize the orderly transfer of rural surplus labors; improve the effectiveness of rural surplus labor transfer; satisfy the needs of Chinese industrial structure adjustment and market economy; guarantee the legal rights of rural surplus labors to realize the harmonious development of the society, have become the jointly concerned matters of the government, academic circle and the society.

1 Strategic significance of Chinese rural surplus labor transfer

1.1 The transfer of rural surplus labors is conducive to solving issues concerning agriculture, rural areas and farmers and coordinating urban-rural development Being affected by the dual urban-rural structure for a long time, rural surplus labors are hard to be transferred. Besides, limited by low educational degree of rural labors and current land management policies, rural areas produce a large amount of surplus labors. However, some cities are hard to hire labors. The imbalanced supply and demand of rural labors exerts negative impact on farmers' income increase, rural economic development, as well as urban development. Facilitating the continuous and effective transfer of rural surplus labors is of great significance to solve the unemployment of rural labors, increase farmers' in-

come and bring advanced idea in urban areas to rural areas and promote the coordinated urban-rural development^[1].

1.2 Rural surplus labor transfer is conducive to promoting rational allocation of rural human resources and materializing the growth of national economy Human resources are the determinant factors in materializing economic growth and social development. But at present, allocation of rural human resources in China is not so rational, which leads to the wastes of rural labors. Facilitating the orderly transfer of rural surplus labors, can display the leading role of government, as well as optimize the resources allocation by using market mechanism and rationally match people with their jobs, so as to provide a labor resource structure engine for the growth of national economy and realize the favorable and rapid development of economy.

1.3 Rural labor transfer is beneficial to gearing Chinese industrial structure and improving Chinese market competitiveness At present, China is still a granary and manufacturing country. In the 2001 government's work report, Premier WEN Jia-bao pointed out that human resource is the real enforcer and engine in realizing accelerated upgrading of Chinese industrial structure. The orderly transfer of rural labors provides adequate human and intelligent security to adjust Chinese industrial structure, as well as lays solid foundation for industrial development and the prosperity of services industry. In the meantime, the comparatively lower wages of Chinese rural labors than that in the other countries and districts reduces the costs for industrial upgrading and enhances their competitiveness in the international market.

2 Problems in the transfer of Chinese rural labors

2.1 Low overall educational degree of rural labors Chinese rural surplus labors are characterized by low educational

degree, absent master of modern production technology, traditional and backward thought pattern, hard to accept new economic situation and poor market and economic awareness, so it is hard to transfer rural surplus labors. According to the statistics in the years of 2006 from the National Statistical Bureau, in 2006, among all the labors who went to cities to work, few of them has accepted the junior college education or above, which accounted for only 1.3%. 90% of them have only accepted the middle school education or below (Table 1). The low educational degree is hard for rural labors to accept professional knowledge and production skills, so they are not qualified to undertake the modern production and services, which hinders the transfer of rural labors^[2].

2.2 Imperfect development of organizations The transfer of rural surplus labors can not be conducted without smooth organizations and channels. The organizations include not only the intermediary organizations, labor's training organizations, advisory organizations, but also voluntary organizations and legal assistant organizations. These organizations provide series of services for rural labors from realizing transfer of rural surplus labors to training on employment knowledge and compe-

Table 2 The proportion taken by villages and towns with cultural and educational facilities in 2006

	The whole nation	East China	Central China	West China	Northeast China
Villages and towns with vocational schools	10.8	14.3	12.3	7.8	11.7
Villages with cable television	57.4	73.6	48.2	43.4	74.5
Villages with kindergarten and nursery schools	30.2	35.1	31.1	22.0	37.3
Villages with sport spaces	10.7	19.0	6.7	4.8	7.6
Villages with library and cultural station	13.4	18.1	9.7	10.9	16.4
Villages with cultural organizations	15.1	19.4	12.8	12.0	15.4
Villages with access to cable television	44.3	70.6	34.3	35.5	57.3

2.3 Weak management mechanism of rural labor transfer

The effective transfer of rural surplus labors needs the government' efforts on leadship and scientific management, providing updated employment information for rural surplus labors, helping the labors to solve their puzzles in employment and supplying the public services including job training, job consultancy and legal assistant. At present, the registration system of permanent residence has become the hardest block for the transfer of rural labors. The existing registration system of permanent residence stipulates strict restrictions against rural labors in terms of employment, status, social security, education of their sons and daughters, medical care, residence, etc., which is bad for the free flow of rural surplus labors. What's worse, in China, the management mechanism of rural mobile population is imperfect, which can not meet the employment needs of rural surplus labors and harden the problems of farmer workers in urban areas, for example, defaulting farmer workers' wage, difficulties in getting medical care, difficulties in attending school and a series of other social problems. Thus, Chinese rural surplus labor transfer is disorder and arbitrary and the management efficiency can not be well presented.

2.4 Imperfect supporting safety-protection facilities After transferring to cities, the legal rights, residences and social security of rural labors was not well protected, so the orderly transfer of rural surplus labors was blocked^[4]. The figures from

tence to protect legal rights of rural labors^[3]. But at present, the organizations for Chinese rural labor transfer are not so mature, by the end of 2006, 10.8% of towns in China have vocational school, 30.2% of villages have kindergarten and nursery school, 10.7% of villages have sports spaces, 13.4% of villages have libraries and cultural station, 15.1% of villages have organizations for farmers' spare time leisure, 16.3% of villages have the registered midwife. The specific figures can be seen on Table 2. The insufficient development of the organizations restricts the tempo and efficiency of rural labor transfer.

Table 1 Educational structure of Chinese migrant workers in 2006

Educational degree	The whole nation	East China	Central China	West China	Northeast China
Illiteracy	1.2	0.9	1.1	1.7	0.5
Primary school	18.7	15.0	16.5	24.9	20.1
Middle school	70.1	70.9	73.0	65.5	71.8
High school	8.7	11.4	8.4	6.9	5.9
Junior college or above	1.3	1.8	1.0	1.0	1.7

the National Statistical Bureau in 2009 show that, among the new generation farmer workers and the last generation farmer workers, 54.4% and 61.6% of them did not sign any labor contract with the employers. Among the jobs taken by new generation migrant workers, 68% of the jobs need special safety protection, but only 35% of the jobs can provides complete safety-protection facilities, 53% of the jobs can provide comparatively complete safety-protection facilities and 12% of the jobs can not provide any safety-protection facilities. In the meantime, the residential conditions of farmer workers are poor, most of them temporarily rent the house rather than dormitory provided by the job units, and the management of their residential conditions lies in the disorder state, which can be seen on Table 3. The poor situation threatens the life and property safety of farmer workers.

Due to the lack of legal awareness of rural labors and the imperfect legal assistant channels in China, the transfer of rural surplus labors is even harder. According to the national statistics, in the cases of labor dispute, 25.1% and 19.8% of new generation migrant workers turn to legal way and government respectively to solve it. In comparison, farmer workers more likely tend to other ways to solve the problems. For example, they tend to solve the dispute privately. Sometimes, their legal rights are violated and they are in the hopeless state. Besides, the transfer of rural surplus labors does not have good social

security and few of them participate in social insurance. The huge differences between rural surplus labors' areas and industries of insurance-participating are large, which directly affects

enthusiasm and efficiency of rural surplus labor transfer. The social security situation of new generation migrant workers can be seen on Fig. 1.

Table 3 The residential conditions of migrant workers in 2009

Types of residences	All migrant workers	The first generation migrant workers	The new generation migrant worker	New negation couple migrant workers
Dormitory provided by the units	37.4	27.2	43.9	32.7
Shed in the working places	11.3	18.9	6.5	5.4
Production and operation places	8.4	8.6	8.2	7.3
Rent houses with other people	19.3	16.0	21.3	18.5
Rent house independently	18.8	24.0	15.5	32.7
Buy houses in their working cities	0.9	1.3	0.7	2.0
Other	3.9	4.1	3.8	1.4

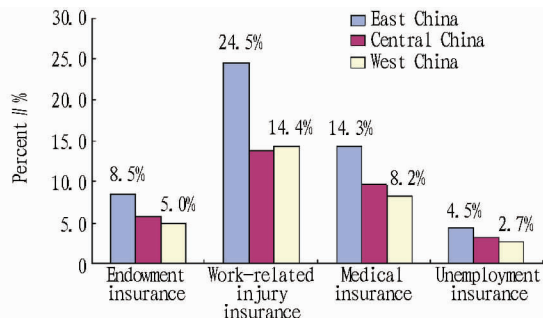


Fig. 1 The social security situation of different security part of new generation migrant workers in 2009.

3 Rational paths for Chinese rural labor transfer

3.1 Breaking the urban and rural dual structure and realizing free flow of rural labors In order to realize the effective transfer of rural surplus labors, the measures on breaking the urban and rural dual structure should be broken to root out the restrictions of the flow of rural labors. The most important thing is to reform the existing registration system of permanent residence and adopt flexible policies for the employment and living of farmer workers. In the first place, the legal identity of farmer workers should be established to help them enjoy the equal treatment as urban residents, including employment security of farmer workers, medical care and school opportunities for their sons and daughters to satisfy the living needs and social respect needs after the smooth transfer of rural labors. In the second place, the divide between urban and rural areas should be narrowed, especially, the construction of rural infrastructure, such as transportation, telecommunication, etc. to provide comprehensive information and public services for the transfer of rural labor. In the end, the rural elementary education and vocational education should be intensified to let the rural labors to master more employment knowledge and technology to realize the sustainable development in urban society.

3.2 Intensifying organizational construction to provide socialized services for rural labor transfer Organization is the guarantee for the transfer and development of rural labors. The rural labor transfer separated from organizations is disordered and low-effective. The organization system needed by rural labor transfer includes intermediary organizations of labor

exports, advisory organizations, legal assistant organization, various associations and voluntary organizations, etc. chiefly. These organizations provide organization channel of rural labor transfer; supply training for rural labors to improve their competence and offer consultancy and services for rural labors to adapt to new environment and protect legal interests. Therefore, Chinese government should increase the supporting on these organizations to help them develop healthily and display their social functions and supplement their management. Besides, Chinese government should intensify the supervision on the organizations and normalize and legalize these organizations to let them well serve the rural labor transfer. In addition, the duties and responsibilities of the government and these organizations should be clarified. The leading role of the government should be fully displayed, as well as the flexibility and effectiveness of non-governmental organization and market organization, to provide socialized service for rural labor transfer and to provide the efficiency and achievements of rural labor transfer.

3.3 Perfecting security system and constructing favorable social environment for rural labor transfer Perfect security system can solve farmers' worries on rural labor transfer so as to lay solid foundation for the exploration and application of human resources. In view of the imperfect social security of rural labors, in the first place, the government should increase the fiscal input on endowment insurance and unemployment insurance of farmer workers; enhance the coverage of social security and eliminate the unequal social welfare in urban and rural areas. In the second place, the government should fully display the functions of market mechanism, open more doors and collect more money to perfect the social security system of migrant workers. In the third place, the government should pay attention to the life of urban laid-off migrant workers and low-income rural labors to guarantee their minimum living standard and train them to be reemployed. In the final place, the government should administrate the rural labors according to the different areas and vocations and increase the proportion of rural labors' work-related insurance and medical cares insurance input by itself, the enterprises and the society, so as to foster favorable environment for rural labor transfer.

3.4 Establishing scientific management mechanism and realizing the continuous and effective transfer of rural labors The order transfer, employment, living and right-protect-

tion of rural labors can not separate from the scientific management of related governmental departments. Therefore, the relevant service and management departments on rural labor transfer from the central government to local government should be set up to improve the quality of the management team. The management of rural labor transfer should be directed united by the central government and cooperated by management departments at various levels. In the second place, the government should improve the establishment of laws and regulations on rural labor transfer to make sure that there are regulations to abide by and to guild. Besides, the government should inform rural labors the regulations to systemize and normalize the management. In the third place, the government should further promote the transparency of political affairs and provide convenience for farmer workers. Due to the low educational degree and dearth of legal knowledge, it is hard for rural labors to understand the complex political procedures, so the governmental departments should reduce the unnecessary procedures, improve the quality of administrative personnel and try

(From page 102)

expenses, travel expenses, depreciation of fixed assets and maintenance costs, business entertainment fee and some other expenses. The item of "other expenses" accounts the other expenses, which do not directly relate to the operation and management activities of village collective and farmers' cooperatives, for example, the depreciation of public fixed assets, expenses of interest, expenses on the damage of agricultural assets, losses of fixed assets and inventory, losses, expenses on flood control, sum payable can not be received, penalty expenses and so on.

3 Conclusions

Through the above analysis, it can be seen that the two accounting systems are similar in accounting economic businesses and they are all concise and clear. But the accounting system of village collective is also suit to the villagers' commit-

to solve farmer workers' problems. In the final place, the suggestion response mechanism of farmer workers should be established. The government should widely collect the problems and shortages in rural labor transfer and treat them as the reliance on decision-making and follow-up management to provide targeted and effective management and services for the high efficient transfer of rural labors.

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tee, which acts the responsibility of administration. The accounting system is established on the basis of the accounting system of village collective and combines the principles of enterprise accounting standard, which fully displays the demands of cooperation and profitmaking.

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