

中国

流动人口发展报告

国家人口和计划生育委员会流动人口服务管理司 编

2010

REPORT ON CHINA'S MIGRANT
POPULATION DEVELOPMENT



中国人口出版社



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我国正经历人类历史上最大规模的人口流动。1982年至2009年,中国流动人口数量由657万上升至2.11亿人,大规模的人口流动迁移为我国的经济腾飞提供了丰富的劳动力,为城市化、现代化顺利发展奠定了基础,为我国综合国力提升、人民生活质量提高作出了巨大贡献。必须充分认识流动人口问题的重大意义,将流动人口服务管理纳入当前国家发展的重大战略部署,推动我国和谐社会的构建和完善,实现人口与经济社会、资源环境协调发展,促进人口长期均衡发展和人的全面发展。

党中央、国务院高度重视流动人口工作。近年来,国家出台了一系列加强流动人口服务管理的重大决策,流动人口社会保障、权益维护和公共服务制度逐步建立。但是,大规模的人口迁移流动也给政府公共管理带来了严峻的挑战。中国流动人口的数量已经超过了世界上绝大多数国家的人口总数,历史上任何一个国家的政府都没有服务管理过如此庞大的流动人口的经验,需要学术界、政府部门共同探讨,探索具有中国特色的统筹解决流动人口问题的道路。2008年国务院机构改革增设了国家人口计生委流动人口服务管理司,赋予了“研究提出促进人口有序流动、合理分布的政策建议”职能。在地方政府机构改革中,绝大多数省级人口计生委也增设了流动人口服务管理机构,增加了流动人口计划生育服务管理等相关职能,标志着我国流动人口服务管理体制创新迈出新的重要步伐。

国家人口计生委高度重视流动人口服务管理、人口流动迁移和城镇化研究工作。自2008年起,组织开展了人口流动迁移

与城镇化发展系列政策研究，同时，充分利用人口计生系统网络优势，紧扣流动人口生存发展的焦点、热点问题，组织开展了多次专题调查。李斌主任多次听取相关课题研究和调查结果的汇报，王培安副主任亲自主持重要课题研讨，对于课题组织方式、选题、研究方法、研究成果等提出了明确要求，给予了具体指导。20多家研究咨询机构、高校科研机构 and 实际工作部门，200余名来自经济、社会、人口、公共管理、资源环境等领域的知名专家学者及政府管理人员参与了相关课题研究，形成了一系列研究成果。自2010年开始，国家人口计生委还将全面开展全员流动人口信息统计工作，组织每年两次的流动人口生存发展状况及计划生育服务管理动态监测调查。流动人口服务管理司将以年度报告的形式对流动人口理论政策研究和社会实践成果进行总结梳理，公布最新统计调查数据。这些研究成果和调查数据可为各级政府和相关部门决策以及学术研究提供参考。

《中国流动人口发展报告2010》（以下简称《报告》）是国家人口计生委2009年关于流动人口问题的部分调查研究成果。《报告》分总报告、分析预测篇、理论政策篇、体制创新篇和附录五大部分。总报告对我国人口流动、分布的现状和未来面临的挑战进行了系统分析，构建了引导人口有序流动、合理分布的政策体系框架，同时针对“十二五”时期城镇化背景下人口流动迁移的规律和特点，形成了促进人口城镇化健康发展的思路和建议，提出了一系列有针对性的政策措施和重点工程。分析预测篇重点分析和预测了中长期人口流动规模、分布以及近期流动人口生存发展状况及金融危机对人口流动迁移的影响。理论政策篇系统梳理、分析了人口流动迁移理论和政策问题，深入研究了流动人口社会融合、区域协调发展和内需潜能释放等政策热点问题。体制创新篇客观评价了我国在流动人口服务管理体制机制创新方面的工作进展，介绍了湖南、江苏、浙江等地区的流动人口服务管理探索案例。附录部分主要收录了近年

来流动人口服务管理大事记、重要法规以及最新的数据信息等。

《报告》集聚了课题研究的精华和最新研究成果，在预测人口流动迁移分布态势、构建流动人口社会融合指数等方面的探索具有前瞻性和开创性，当然也难免存在一些缺陷和不足。比如内容的广度与深度难以更好地兼顾、数据来源口径不一致等问题。这些问题的存在正反映了流动人口问题的复杂性和进一步深化相关研究的必要性和紧迫性。2010年是总结“十一五”规划执行情况、谋划“十二五”发展的重要年份。希望《报告》的发布，能够对人们了解当前中国流动人口生存状况、发展态势、相关理论和政策、地方实践等有所裨益，成为政府部门、科研机构和社会各界认识流动人口问题的一个窗口，为推动中国人口与经济社会协调发展贡献一份力量。

《报告》的编辑出版，得到了国务院发展研究中心、国家发展改革委城市和小城镇改革发展中心、国家发展改革委经济体制与管理研究所、中国社会科学院人口与劳动经济研究所、中国人民大学社会与人口学院以及中国人口与发展研究中心的大力支持，中国人民大学孙鹂娟、周祝平老师做了大量组织协调工作，在此一并表示衷心的感谢。

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China is experiencing the largest scale of population migration in human history. The number of migrant population has dramatically climbed to 211 million in the year of 2009 from 6.57 million in 1982. Being rich labor forces, these large-scaled migrants have made great contribution to China's economic growth, urbanization, modernization and hence the advancement of China's overall national strength and the quality of people's life. Issues of migrant population should be paid much attention to and integrated into China's national strategic deployment so as to help to construct and develop a harmonious society, realize a coordinated development between population on the one hand, and the economy, society, resources and the environment on the other, and then promote a comprehensive, balanced and overall development of population in the long term.

Central Committee of the Communist Party and State Council of China have paid high attention to issues of migrant population. A series of sound policies have been released in recent years to strengthen the services for and management of migrant population, through which a social system, including social security, rights protection and public services, for migration population has been set up progressively. Nevertheless, public management of the government has also faced great challenges owing to the large size of migrant population. The amount of migrant population of China has already exceeded the population of most countries in the world. There is no experience from any other country's government about services for and manage-

ment of such a large size of migrant population. Therefore, it is necessary for the academia and government sectors to work together to address issues of migration and explore the ways of comprehensively addressing migrant population issues with Chinese characteristics. The Department of Services and Management of Migrant Population in National Population and Family Planning Commission of China (NPFPC) was set up in 2008 during the administrative reforms by the State Council and is mandated "to study and put forward policy proposals for promoting orderly migration and rational distribution of population". The divisions of services and management of migrant population were also set up accordingly in provincial population and family planning commissions in most of provinces to carry out the missions of family planning services for and management of the migrant population. The set-up of related divisions for the migrant population issues is a landmark for the development of institutional innovation in migrant population services and management.

NPFPC has been attaching great importance to the researches on migrant population services and management, migrant population flow and urbanization. Since 2008, a series of policy researches on population migration and urbanization were conducted. Several surveys were also conducted with the focus on key issues of living and development of migrant population by utilizing the population and family planning network.

Dr. Li Bin, Minister in charge of National Population and Family Planning Commission of China, reviewed the reports of related project researches for many times. Mr. Wang Pei'an, Vice Minister of NPFPC chaired important project discussions and brought forward the guidance and advices on organization, topic-selection and research methods of the research projects. Over 200 specialists, scholars and government officials in the fields of economics, sociology,

demography, public management and resources and environment, etc., from over 20 consultation institutions, scientific research institutions in universities and public administrative sectors involved in the research projects, and a series of achievements had been made. Since 2010, NPFPC will carry out information statistics for the national total migrant population, and organize dynamic monitoring survey twice a year on living and development situation and family planning services and management of migrant population.

The NPFPC Department of Services and Management of Migrant Population will publish each year an annual report on migrant population, to summarize and analyze the theoretical and policy researches and the programme implementation progress, and publicize the latest survey and statistical data. Those research achievements and survey data could be used by governments at all levels and related institutions as reference for policy development and scientific researches.

Report on China's Migrant Population Development 2010 is an outcome of the survey research on issues of migrant population made by NPFPC in 2009. There are 5 parts in the report, including General Report, Analysis and Projection, Theory and Policy, Institutional Innovation and Appendix. Part 1 "General Report" is about the current situation and future challenges of population migration and distribution, constructing a policy framework to guide an orderly migration and rational distribution, putting forward some ideas and suggestions to promote the healthy development of population urbanization based on the rules and characteristics of population migration in the context of urbanization during the National 12th Five-Year Plan period. Some policies and key projects are proposed in this part as well. Part 2 "Analysis and Projection" analyzes and projects the size and distribution of population migration in a middle-and long-term. The recent living and development of migrant population and impacts of

financial crisis on population migration are also discussed in part 2. Part 3 “Theory and Policy” is an analysis of theory and policy issues related to migration, with in-depth study on such key issues of social integration, regional coordinated development and release of domestic demands potentials etc.. The “Institutional Innovation” part reviews objectively the development of institutional innovation of services for and management of migrant population in China, and introduces the innovative approaches made by Hunan, Jiangsu and Zhejiang provinces. A chronicle of services and management of migrant population, important laws and regulations, and the latest data etc. are listed in the “Appendix” part.

This report is a collection of the essential parts and the latest achievements of the research. It is a foresighted and creative exploration especially on projecting the trends of population migration and distribution and also on the social integration index of migrant population. However, some drawbacks and deficiencies, such as inconsistency of data sources, difficulty in taking into account of both extend and depth of researches and so on, could also be found in the report. The existence of these problems indicates the complexity of the issue of migrant population, as well as necessity and urgency to further improve related researches. The year of 2010 is an important year both for summarizing the implementation of the 11th Five-Year Plan and planning for the 12th Five-Year Plan. The report is expected to help people to have better understanding of the living situation, development trends, related theories and policies, and local programme implementation for migrant population in China, and it is also expected to be served as a window for the government sectors, scientific research institutes and various circles of society to understand the migrant population issues, and make contributions to the coordinated development of population, economy and society.

The editing and publication of this report has been greatly supported by the Development Research Center of the State Council, Reform and Development Center of Urban and Small Town of National Development and Reform Commission, Institute of Economic System and Management of National Development and Reform Commission, Institute of Population and Labor Economics of Chinese Academy of Social Sciences, School of Sociology and Population Studies of Renmin University of China and China Population and Development Research Center. Sincere thanks shall also go to Dr. Sun Juanjuan and Dr. Zhou Zhuping from School of Sociology and Population Studies at Renmin University of China for their great efforts in organization and coordination for the report.

**The Department of Services and Management of
Migrant Population of National Population and
Family Planning Commission of China**

May, 2010

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