



# 中小城镇

## 新生代农民工市民化问题研究

——基于意愿与能力的视角

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# 序

## PREFACE

《中小城镇新生代农民工市民化问题研究——基于意愿与能力的视角》一书，是李练军博士十余年来对“农民工问题”潜心研究、艰辛探索所取得的重要成果，是近年来中国农民工市民化的理论与政策研究领域涌现出的又一力作。

改革开放以来，随着农业发展、农村繁荣以及工业化、城市化的不断推进，原来束缚于农村、滞留于土地上的农民逐渐发生产业上、空间上的流动。随着这种流动在深度和广度上的不断发展，越来越多的农民将自己的安身立命寄托于容纳他们经商、务工、劳务服务的城市。“农民工”、“留守”、“空心化”、“保护农民工利益”、“让农民工共享社会发展成果”，已经成为了常见的政策词汇，为社会各界所热议。于是，“农民工市民化”问题应运而生，并随着城乡统筹发展战略的实施以及城乡一体化发展的推进，不断上升到理论研究的宏观层面和政策设计的顶层。

冰冻三尺，非一日之寒。当前农民工的尴尬境地、农村空心化引发的社会问题和农业发展问题，是城乡二元结构长期影响的结果。因此，解决中小城镇农民工市民化问题的着力点，是提高农民工的社会保障水平，逐步缩小城乡在医疗、教育、养老等方面的差距。同时，促进城乡要素双向流动，取消城镇对农民工就业、入户构成的实际门槛，为城镇化发展夯实社会基础。

为了更好地把握“农民工市民化”问题的总体情势与分类特



点，为政策设计提供科学依据，选择具体的研究对象，从不同的角度进行深入研究，显然是十分必要的。李练军博士和他的研究团队，在社会各界的关心、支持下，结合理论政策和一线调查，与多位政府官员和学者展开讨论，形成了许多有分量、有鲜明观点、有一定影响的学术论文和政策报告，并将《中小城镇新生代农民工市民化问题研究——基于意愿与能力的视角》这一著作呈现在读者面前，是对我国农民工市民化问题研究的一个有益探索。

作为一本专著，其价值关键在于创新。本书亮点主要表现在以下四个方面：第一，研究视角新颖。从中小城镇这一视角切入，针对性强，现实意义突出。第二，研究内容上有创新。对农民工市民化的能力测量及其影响因素进行了探索性研究，并拓展到新生代农民工市民化政策满意度和需求优先序的定量分析。第三，方法应用合理。不但运用定性分析方法阐述了中小城镇新生代农民工市民化的理论基础和对策建议，而且通过构建计量经济模型对中小城镇新生代农民工市民化意愿、市民化能力、政策满意度及需求优先序进行了实证研究；不仅通过构建综合指标体系对中小城镇新生代农民工市民化水平、市民化成本、市民化政策满意度及需求优先序进行了测量评价，而且运用深度访谈方法对中小城镇新生代农民工市民化的典型案例进行了分析。第四，研究成果具有明确的应用前景。在充分考虑农民工政策需求的前提下，基于人力资本、社会资本和制度改革的视角，提出的促进中小城镇新生代农民工市民化的思路与对策，能为政府部门提供决策参考。

总的来看，作为一项多年的教育部人文社科项目研究成果，《中小城镇新生代农民工市民化问题研究——基于意愿与能力的视角》一书框架合理完整，逻辑性强，结论可靠，政策可行性



强，具有一定的理论意义和现实价值。就中国上下五千年历史长河而言，十余年在该研究领域的默默奉献只是一瞬。就中国“三农”问题研究而言，农民工市民化问题的研究也只是众多链条下的一环。希望该书的出版，有助于深化新生代农民工市民化的研究，以繁荣农经学科，培育农经学者，服务城乡一体化发展，造福亿万农民。

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2016年10月

## 内容提要

ABSTRACT

自从2010年中央1号文件首次使用“新生代农民工”的提法以来,新生代农民工市民化问题逐渐成为各级政府关注的重要议题,许多学者也为此作了探索性的研究。2013年全国农民工总量达到26894万人,其中1980年及以后出生的新生代农民工12528万人,占农民工总量的46.6%,新生代农民工已经成为农民工群体的主体。新生代农民工在权益观念、价值取向、社会认知和未来愿景等方面与传统农民工存在较大差异,他们受过良好教育,有着更高的职业期望,是推动城乡经济社会发展的重要力量。解决好农民工特别是新生代农民工市民化问题,不仅直接关系到从根本上解决“三农”问题,而且关系到工业化、城镇化乃至整个现代化的健康发展,对促进我国农民素质的提升及全面发展,解决农民工群体边缘化问题,并最终推动我国农民工市民化进程具有非常重要的现实意义。

本书以中小城镇为主的劳动力输出大省——江西为案例区,采用深入访谈和问卷调查所获得的实地调研数据,基于意愿与能力的视角对中小城镇新生代农民工市民化影响因素进行了较深入系统地研究,并提出了相关对策建议。首先在对农民工市民化相关理论进行梳理的基础上,通过构建测量模型和指标体系,定量分析了新生代农民工市民化水平和市民化成本,其次通过计量经济模型,实证考察了新生代农民工市民化意愿和市民化能力影响因素,然后运用统计分析和计量经济模型实证分析了新生代农民工市民化政策满意度和需求优先序及其影响因素,最后在典型案例研究的基础上,提出了促进中小城镇新生代农民工市民化的政策思路及对策建议。预期研究成果旨在为政府优化新生代农民工市民化扶持政策提供决策参考。



本书的主要研究结论如下:

(1) 分析了农民工市民化的理论基础。分析表明, 中小城镇新生代农民工市民化的理论基础主要包括马克思主义学派的农民非农化理论、西方经济学派的劳动力迁移理论及中外经济与社会学者的农民市民化理论, 他们分别从生产力与生产关系、三次产业与城乡区域及城市融合的视角对劳动力流动进行了理论分析。西方国家较为完整的劳动力流动理论对分析我国中小城镇新生代农民工市民化问题具有一定借鉴意义, 构成本书研究的理论基础。

(2) 分析了中小城镇新生代农民工市民化进程。分析表明, 中小城镇新生代农民工市民化进程总体偏低, 各地区市民化进程存在一定差异, 但总体较为均衡。新生代农民工市民化意愿水平相对较高, 市民化制度水平居中, 市民化能力相对较低; 各地区新生代农民工市民化意愿水平高于市民化制度水平, 而市民化制度水平又高于市民化能力水平。各地区新生代农民工市民化能力大多处于中等水平, 存在一定的空间分布差异; 不同维度的新生代农民工市民化能力发展不均衡, 城市就业能力最强, 土地退出补偿能力次之, 城市融入能力最差。

(3) 分析了中小城镇新生代农民工市民化成本。分析表明, 中小城镇新生代农民工市民化成本总体偏低, 各地区新生代农民工市民化成本总体较为均衡, 但存在一定的空间分布差异。在二级成本中, 个人支出成本最大, 政府支出成本次之, 企业支出成本最小, 各地区个人支出成本和政府支出成本差异较大, 而企业支出成本差异较小; 在三级成本中, 基础设施支出成本、个人机会成本、个人生活成本和个人住房成本是中小城镇新生代农民工市民化成本的主体。新生代农民工市民化人均成本与人均 GDP 较为匹配, 人均 GDP 较高的地区人均成本也较高, 反之亦然。

(4) 分析了中小城镇新生代农民工市民化意愿影响因素。分析表明, 中小城镇新生代农民工市民化意愿受到个体、家庭、工作、经济、制度、社会和心理等多种因素的综合影响, 制度和经济因素对新生代农民工市民化意愿影响最为显著, 个体、工作和心理因素具有显著影响且影响较大, 而家庭和社会因素影响较小。在进入回归模型的 14 个变量中, 土地处置





方式、参加社保数量和月消费水平对新生代农民工市民化意愿的影响最大,年龄、受教育程度、工作年限和城市融入也具有较大影响,抚养子女数、月工资收入、交往对象影响较小,而参加培训次数、住房类型、社区参与和自我认同则没有对市民化意愿产生显著影响。

(5) 分析了中小城镇新生代农民工市民化能力影响因素。分析表明,人力资本、社会资本和制度因素对中小城镇新生代农民工市民化能力均具有显著影响,其中人力资本对新生代农民工市民化能力影响最为显著,制度因素具有较大影响,而社会资本影响较小。在进入回归模型的14个变量中,受教育程度、工作年限和土地处置方式对新生代农民工市民化能力影响最大,交往对象、住房类型和参加社保数量也具有较大影响,参加培训次数、求助人数和子女上学影响较小,而职业技能、社区参与、工会参加、获得城市户籍和签订劳动合同则没有对市民化能力产生显著影响。

(6) 分析了中小城镇新生代农民工市民化政策满意度及其影响因素。分析表明,中小城镇新生代农民工对市民化政策总体满意度较高,满意度由高到低依次为子女教育、稳定就业、土地退出、进城落户、房屋租住和社会保障政策;6个结构性核心变量对农民工市民化政策满意度都有显著影响,除婚姻和子女是否随迁以外的个体和家庭特征变量均对市民化政策满意度产生了显著影响。

(7) 分析了中小城镇新生代农民工市民化政策需求优先序及其影响因素。分析表明,中小城镇新生代农民工市民化政策需求优先顺序依次为稳定就业、房屋租住、子女教育、社会保障、土地退出和进城落户政策;房屋租住和社会保障政策是新生代农民工满意度与需求度缺口最大的市民化政策;除婚姻和家庭成员中是否有政府工作人员以外的个体和家庭特征变量均对市民化政策需求优先序产生了显著影响。

(8) 分析了中小城镇新生代农民工市民化影响因素典型案例。分析表明,中小城镇新生代农民工市民化受到多种因素的影响,其中经济与工作因素是最重要的影响因素,个人和家庭因素具有较大影响,而制度和社会因素影响较小;不同市民化意愿与能力的新生代农民工,其市民化影响因素也各不相同,市民化能力主要受到经济与工作因素的影响,而市民化意



愿更多地受到家庭及社会因素的影响。

(9) 分析了中小城镇新生代农民工市民化思路 and 对策。分析表明,要从人力资本、社会资本和城乡二元制度改革三个方面入手来提高中小城镇新生代农民工市民化意愿,提升市民化能力,推进市民化进程。为此,首先要通过加强农村基础教育、发展职业技能培训、健全医疗社会保障体系来积极培育人力资本,提高新生代农民工的自身素质;其次要通过改革宏观制度体系、培育中观组织载体、强化学习与融入意识来积极培育新生代农民工的社会资本;最后要通过加快土地制度、户籍制度、就业制度、社会保障制度、住房制度、子女教育制度等城乡二元制度的改革与创新,消除新生代农民工市民化的制度障碍。

**关键词:** 新生代农民工; 市民化意愿; 市民化能力; 中小城镇; 江西

Since the formulation of “the new generation of migrant workers” has been used for the first time in the No. 1 document of central government in 2010, the new generation of migrant workers citizenization has gradually become important issues of concern of governments at all levels, many scholars also have made exploratory research. The total amount of migrant workers in China reached 268 940 in 2013. Among them, 125 280 were born after 1980, and accounted for 46.6% of the total amount of migrant workers. Now the new generation migrant workers became the main force of the migrant workers groups. There is big difference in equity concept, value orientation, social cognition and vision for the future between the new generation of migrant workers and the traditional peasant workers. The new generation migrant workers has good education and higher professional expectations, and has become important force in promoting economic and social development of urban and rural areas. To properly solve the problem of citizenization of migrant workers, especially the new generation migrant workers, not only directly related to the problems of facing agriculture, rural areas and farmers, related to the healthy development of the industrialization, the urbanization and the modernization, but also to improving the peasant's quality and comprehensive development, solving the problem of marginalization of migrant workers. To properly solve the problem of citizenization of migrant workers is practically significant to promote the process of migrant workers citizenization in China.

Taking Small towns as the main and the labor force output big province—Jiangxi as the case area, this project has systematically studied the influencing factors and policy issues of the new generation migrant work-



ers citizenization in small and medium sized cities from the perspective of willingness and ability. Firstly, this project has combed the related theory of migrant workers citizenization. By constructing of measurement model and index system, this project quantitatively analyzes the urbanization level and cost of the new generation of migrant workers. Secondly, establishing of econometric models and using in-depth interviews and questionnaire survey data, this project analyzes the influencing factors of citizenization willingness and ability of the new generation of migrant workers. Thirdly, the statistical analysis technique and econometric model is established to analyze the satisfaction and demand priority of the new generation of migrant workers to the public and their influencing factors. Finally, on the basis of typical case studies, the government support mechanism for the new generation migrant workers citizenization in small and medium-sized cities is constructed. The results of the study are expected to provide decision-making reference for the government to optimize the policy of new generation migrant workers citizenization.

The main conclusions of this project are as follows:

(1) The project analyses the theoretical basis of migrant workers citizenization. Analysis shows that the theoretical basis of migrant workers citizenization mainly include peasants' non-agriculture theory of Marxist School, labor migration theory of western economics and citizenization of peasants theory of Chinese and foreign economic and social scholars, which made a theoretical analysis including the labor mobility respectively from the perspective of productivity and production relation, the three industry and urban and rural integration. The relatively complete theory of labor mobility in western countries has certain reference significance for the new generation of migrant workers in China's small and medium sized cities, which constitute the theoretical basis of this study.

(2) The project analyses the citizenization level of the new generation migrant workers in small and medium sized cities. The analysis shows that the citizenization level of the new generation migrant workers in small and medium sized cities is generally low. There are some differences in the level of urbanization in different areas, but the citizenization issue of overall balance is more balanced. The level of citizenization willingness of the new



generation migrant workers is relatively high, but the overall is relatively balanced, and the ability is generally low. The level of willingness of the new generation of migrant workers citizenization in all areas is higher than the level of system, but the level of system is higher than the level of the ability. The citizenization ability of new generation migrant workers are mostly in the middle level, and there is a certain difference in the spatial distribution in different areas. Different dimensions of citizenization ability of new generation migrant workers is not balanced, among which the ability to obtain city employment is the strongest, the land withdrawal compensation ability is weaker, and the urban integration ability is the worst.

(3) This paper analyzes the citizenization cost of the new generation of migrant workers in small and medium-sized cities. The analysis shows that the citizenization cost of the new generation of migrant workers in small and medium-sized cities is generally low. The citizenization cost of the new generation of migrant workers in all areas is balanced, but there is a certain difference in the distribution of space. In the second stage cost, the proportion of individual expenditure cost is the largest, the cost of government expenditure is the second, and the cost of the enterprise is the smallest. Individual expenditure and government expenditure cost difference is larger, and the difference of the cost of enterprise is smaller. In the third stage cost, infrastructure expenditure cost, individual opportunity cost, individual cost of living and individual housing cost are the main body of the citizenization cost of the new generation of migrant workers in the middle and small-sized cities. The per capita total cost of the new generation of migrant workers in various areas is more matched with the per capita GDP, where the per capita GDP is high, the per capita total cost is also high, and vice versa.

(4) The project analyses the citizenization willingness influencing factors of the new generation migrant workers in small and medium-sized cities. Analysis shows that the willingness of new generation migrant workers citizenization is comprehensively affected by the individual, family, work, economy, system, social and psychological factors. Institutional and economic factors have the most significant impact, the individual, work and psychological factors have obvious and greater impact, and the



family and social factors have less influence on the willingness of new generation migrant workers citizenization. In the 14 variables in the regression model, land disposal, number of participation in social insurance and the monthly consumption level has the greatest impact on the willingness of the new generation migrant workers, and age, education level, work experience, urban integration also has a greater impact, but the number of dependent children, the monthly wage income, exchange objects has a smaller impact, and the number of training, housing type, community participation and self identity has no significant impact.

(5) The project analyses the citizenization ability influencing factors of the new generation migrant workers in small and medium sized cities. Analysis shows that human capital, social capital and institutional factors all has significant effect on the citizenization ability of the new generation migrant workers. The human capital has the most significant impact, the individual, the institution factor has greater influence, and social capital have little influence on the new generation migrant workers citizenization' ability. In the 14 variables in the regression model, education, work experience and land disposal has the greatest impact on the ability of the new generation migrant workers, and communication objects, housing types and number of participating in social security also has a greater impact, the number of participation of training, the number of people seeking help and children attend to school has a smaller impact, but vocational skills, community participation, labor union participation, access to urban household registration and the signing of labor contracts has no significant impact.

(6) The project analyses the citizenization policy satisfaction and its influencing factors of the new generation migrant workers in small and medium sized cities. Analysis shows that the overall satisfaction of new generation migrant workers to citizenization policy is high, and the satisfaction degree from the highest to the lowest are: their children's education, stable employment, land withdrawal, the city settled, housing rental and social security policy. The 6 structural core variables have a significant impact on the degree of satisfaction of migrant workers to citizenization policy. Both the individual and family characteristics variables except



marriage and children with parents migration have a significant impact on the degree of satisfaction of migrant workers to citizenization policy.

(7) The project analyses the citizenization policy demand priority sequence and its influencing factors of the new generation migrant workers in small and medium sized cities. Analysis shows that the demand priority of new generation migrant workers citizenization policy from the highest to lowest are: stable employment, housing rental, their children's education, social security policy, land withdrawal and the city settled. Among citizenization policy of the new generation migrant workers, housing rental and social security policy is the biggest gap for the satisfaction and demand. Both the individual and family characteristics variables except marriage and whether there are government staff members in the family has a significant impact on the demand priority of migrant workers citizenization.

(8) The project analyses the typical case about influencing factors of the new generation migrant workers citizenization in small and medium sized cities. Analysis shows that the citizenization of new generation migrant workers is affected by many factors. Economic and work factors are the most important influencing factors, personal and family factors have a greater impact, while the institutional factors and social factors have less influence. For new generation of migrant workers with different willingness and abilities, influencing factors are not the same. which the citizenization ability mainly is affected by economy and job factors, but the citizenization willingness is more affected by family and social factors.

(9) The project analyses the relevant ideas and countermeasures to promote the citizenization of the new generation migrant workers in small and medium sized cities. Analysis shows that we must improve the citizenization willingness, enhance the citizenization ability and promote the citizenization process of the new generation migrant workers in small and medium sized cities from the three aspects of human capital, social capital and dual system reform in urban and rural areas. First of all, we should strengthen the basic education in rural areas, develop vocational skills training, improve the medical social security system to actively cultivate human capital, improve the quality of the new generation of migrant



workers. Secondly, the social capital of the new generation of migrant workers should be actively fostered through the reform of the macro system, the cultivation of the medium organization carrier, the strengthening of the study and the integration consciousness. Finally, we must eliminate the system obstacles of the new generation of migrant workers citizenization by accelerating the urban-rural dual system of reform and innovation, such as the land system, household registration system, employment system, social security system, housing system, children's education system, and so on.

**Key words:** the new generation migrant workers; citizenization willingness; citizenization ability; small and medium sized cities; Jiangxi





## CONTENTS

序

内容提要

Abstract

第1章 导言	1
1.1 研究的意义	1
1.2 重要概念及研究对象界定	2
1.2.1 中小城镇	2
1.2.2 新生代农民工	3
1.2.3 农民工市民化及其影响因素	4
1.3 国内外研究现状综述	4
1.3.1 关于农民工市民化进程研究	5
1.3.2 关于农民工市民化成本研究	8
1.3.3 关于农民工市民化意愿影响因素研究	11
1.3.4 关于农民工市民化能力影响因素研究	14
1.3.5 关于农民工市民化政策研究	16
1.3.6 文献评述	17
1.4 研究思路、研究方法与研究内容及结构	18
1.4.1 研究思路	18
1.4.2 研究方法	18
1.4.3 技术路线	19