

2007 浙江就业报告

农民工问题研究

NONGMINGONG WENTI YANJIU

浙江省劳动和社会保障厅
浙江省劳动和社会保障科学研究院

陈诗达 主编



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序

农业劳动力向非农产业和城镇转移，是世界各国工业化、城市化的客观趋势，也是农业现代化的必然要求。随着我国经济社会的加速发展，越来越多的农业富余劳动力不断转移出来，成为一支新型的劳动大军，为推进现代化建设发挥了重要作用。在浙江，一方面，“人多地少”的省情决定了浙江省必须加快转移农业富余劳动力，走“转移农民、富裕农民”的路子；另一方面，浙江省迅猛发展的市场经济也吸引了大量的外省农村劳动力来建设浙江。据初步统计，目前在浙农民工总数已有1700多万，其中本省农民工约1200万，外省农民工约500多万。可以说，广大农民工已经成为浙江省产业工人的重要组成部分。

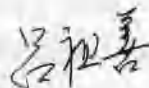
党中央、国务院高度重视农民工问题。《国务院关于解决农民工问题的若干意见》把此项工作摆到事关我国经济社会发展全局的高度。省委、省政府也从实际出发，相继制定了一系列保障农民工权益和改善农民工就业环境的政策措施，并取得了积极成效。但从现实情况看，农民工面临的问题还十分突出，主要是工资普遍偏低，还经常被拖欠；有的劳动时间偏长，安全卫生条件差；缺乏必要的社会保障，职业病和工伤事故频发；培训就业、子女入学、生活居住等方面也存在诸多困难，经济、政治、社会权益得不到有效保障。这些问题亟须各级党

委、政府认真关注，切实采取针对性措施。

解决农民工问题是贯彻落实科学发展观的迫切要求，是构建社会主义和谐社会的题中之意。从深层次看，它不仅是一个经济问题、社会问题，更是一个事关巩固党的阶级基础和扩大党的群众基础的政治问题。浙江省各级党委、政府要始终坚持以人为本，尊重农民工，爱护农民工，关心农民工，妥善解决他们在劳动工资、就业环境、公共服务等方面存在的问题，切实保障农民工的合法权益，为农民工创造一个公平、良好的工作和生活环境，让他们更好地为浙江经济建设和社会发展添砖加瓦、贡献才智，并共享改革发展的成果。

《2007 浙江就业报告——农民工问题研究》课题是浙江省劳动保障厅和浙江省劳动保障科学研究院组织省内高等院校和有关部门联合完成的。作者们在历时半年多的时间里，对浙江七市十县（区、市）的劳动力市场和百余家企业、两千余名农民工进行问卷调查和深入访谈，在获得了丰富的第一手资料的基础上，紧扣农民工就业这一主线，抓住农民工就业中的热点、难点问题，从农民工的收入分配、劳动保护、职业培训、社会保险、子女入学、生存状况、体质体能等方面进行了深入剖析和理性思考，并从经济学、政治学、社会学等多学科视角，比较全面地阐述了浙江农民工的现状和存在的问题，提出了一些具有前瞻性、可操作的对策建议，值得各级党委、政府和有关部门的同志参阅。

浙江省省长



2007 年 2 月

摘 要

农民工是我国改革开放后伴随着工业化、城市化进程而形成的一个特殊的社会群体，是现代化建设的一支新型劳动大军。农民工的出现是中国改革开放的重要成果与中国社会发展进步的主要标志。我国人口众多且大多集中在农村，改革开放以来，一方面经济体制的改革、土地承包制的实施，解放了数以亿万计的农村富余劳动力，他们需要寻找新的就业出路，于是纷纷跳出田头，涌入城市务工或从事非农产业劳动；另一方面城市改革中工业化和城市化的发展，需要有一大批新兴的劳动力作为补充，这为大批农村富余劳动力能进入城市务工提供了需要和可能。正是这一“推”和一“拉”的作用，形成了今天的农民工劳动大军，这就是中国农民工产生的历史背景。纵观世界发展史，各国在工业化、城市化发展过程中，也都经过了农村富余劳动力向非农产业和城镇转移的历程，但无论规模、进度、方式，还是带来的社会影响和效果，与我国都是无法进行比较的，这就是中国的国情。我国工业化、城市化的发展是一项长期的任务，因此，农村富余劳动力向城市和非农产业转移，大量农民工在城乡之间流动就业的现象不会是短期的，而将会在一个相当长的时期内存在，这使我们研究农民

工和农民工问题具有更为重要的意义。

浙江省委、省政府十分重视农民工问题，强调“解决农民工问题，不仅是一个经济问题、社会问题，更是一个事关巩固党的阶级基础和扩大党的群众基础的政治问题”。正确认识农民工和高度重视解决农民工问题，是浙江实现现代化宏伟目标和构建和谐社会的重大课题。正基于此，浙江省劳动保障厅和浙江省劳动保障科学研究院于2006年年初组织省内高等院校和有关部门，对《2007浙江就业报告——农民工问题研究》课题进行联合攻关。作者们在历时半年多的时间里，对浙江七市十县（区、市）的劳动力市场和百余家企业、两千余名农民工进行问卷调查和深入访谈，在获得了丰富的第一手资料的基础上，紧紧围绕农民工就业这一主线，抓住农民工就业中的热点、难点问题，从农民工的收入分配、劳动保护、职业培训、社会保险、子女入学、生存状况、体质体能等方面进行了深入剖析和理性思考，第一次从经济学、政治学、社会学等多学科视角，比较全面、比较系统、比较深入地阐述了浙江农民工的现状和存在的问题，从理论和实践两个层面展开论述，提出了许多具有前瞻性和可操作性的对策建议，为我们解决浙江农民工问题，为政府制定相关政策提供了参考思路。

改革开放以来，浙江经济和社会发展取得了举世瞩目的伟大成就，经济社会持续健康稳定发展。自2004年全省生产总值首次突破万亿元大关后，2006年，全省生产总值达到了1.56万亿，比上年增长13.6%，连续三年位居全国第4位，成为长三角区域经济发展的一部强劲“发动机”。人民生活水平不断提高，2006年城镇居民人均可支配收入达到18 265元，增长了10.9%，农村居民人均纯收入达到7 335元，其中工资性收入人均达到3 646元，增长10.5%，占全部收

人的比重达 49.7%，连续 10 年位居全国各省区第 1 位。统筹城乡发展，新农村建设取得积极成效，2006 年完成农村劳动力转移就业技能培训 70 万人，城镇新增就业 67 万人。有关资料显示，浙江每三个产业工人中，就有两个来自农村，建筑业 90%、制造业 70%、纺织服务业 60% 的工人都是农民工。他们在浙江这块土地上不断创造着经济奇迹的同时，也为自身的安居乐业创造和谐宽松的环境奠定了基础。近几年来，浙江坚持以科学发展观为统领，逐步实施了从农村富余劳动力有效转移、城乡统筹就业、建设社会主义新农村、“构建和谐社会、打造平安浙江”等战略部署，制定了一系列保障农民工权益和改善农民工就业环境的政策措施。2004 年，省委、省政府制定了《浙江省统筹城乡发展推进城乡一体化纲要》，以城乡劳动力充分就业和人人享有社会保障为目标，采取了加强城乡劳动者特别是农民工的劳动权益保护等政策措施。2006 年，在深入调研的基础上，省委、省政府出台了《关于进一步加强和改进对农村进城务工人员服务和管理的若干意见》《关于全面推进城乡统筹就业的指导意见》《关于调整全省最低工资标准的通知》《关于全面推进工伤保险的通知》等政策文件。全省各地区各部门认真贯彻执行省委、省政府的文件精神，围绕着对农民工工作“加强就业保障、优化公共服务、维护合法权益、强化社会管理”四个方面的要求，做了大量的工作，取得了积极的成效，农民工正在成为推动经济社会发展的新浙江人。

今天，浙江已经成为农民工眼里最有魅力的地区，杭州、温州被评为全国最受农民工欢迎的“十大城市”（新华社，2007），这是浙江的光荣，是浙江各级政府和社会各界等长期共同努力的结果，但这并不表明浙江农民工工作已经做得尽善尽美。近些年来，浙江对农民工

就业生存环境改善的步伐虽然较快，但我们要看到有些还只是一种低水平、低层次上的改善，这种改善程度与农民工日益提高的对公平正义共享的期望值的差距仍然存在，我们不能忽略当前农民工面临的一些突出问题，农民工问题的解决呼唤平等、公正、共享，我们只有正视问题，才能更好地解决问题。解决农民工问题，既要防止因“长期存在”而采取消极等待的态度，又要克服第二代农民工是农民工的“末代”、两三年内农民工现象会自然消亡的盲目乐观态度。要以发展的眼光，依靠改革和发展逐步解决农民工问题。解决农民工问题不能做表面文章，要从各地实际出发，抓住眼前突出的问题，着眼长远目标，着重从制度与体制上保障农民工问题的根本解决。当前，构建社会主义和谐社会是我国实现现代化的重要保证和目标，而和谐社会的核心是社会的公平、正义，是人与人之间的和谐。农民工问题解决好了，就意味着解决了构建和谐社会进程中的重大问题。我们相信，浙江有信心、有智慧、有能力较好地解决农民工问题，和谐社会的前景十分广阔、美好。

Abstract

Migrant rural workers are a special social group appeared during the industrialization and urbanization of China. Now they have been the new labor force in the construction of Chinese modernization. The appearance of migrant rural workers is the result of the reform and opening up, as well as the symbol of social development and progress being made in China. China is a big country with a population of more than 1.3 billion and most of them are in the countryside. Since the reform and opening up, on the one hand a great deal of rural surplus labors have been laid off due to the economic system reform as well as the execution of land-contracting system and need to seek new employment ways. On the other hand the construction of urban industrialization and modernization needs a large number of new labors. So many rural labors began to leave their farms, swarming into urban area or being transferred into non-agriculture industry. It is the double function of "push" and "pull" that promoted the form of migrant-workers. Tracing back to the history of world development, almost all countries underwent the transfer of rural surplus labor to city or non-agriculture industry, and none of them can be compared with China no matter on scale, speed, ways or the great influence and effect it has brought. In China, the development of industrialization and urbanization is a long-

term task and the transfer of rural surplus labor to urban area will not disappear in a short time. So it is of great importance to study the phenomenon of migrant-workers and the related problems.

Zhejiang government always attaches great importance to the migrant-workers' problem and emphasizes that this problem is not only an economic and social problem but also a political one that affected the consolidation of the Party's classical foundation and the enlargement of public foundation. So how to view it correctly and pay great attention to it is a vital project in the construction of Zhejiang's modernization and harmonious society. Just on this background, in 2006, Zhejiang Provincial Department of Labor & Social Security and Zhejiang Provincial Research Institute of Labor & Social Security together with some other concerned colleges and departments made a deep and large-scale research on the migrant-workers' problem. The content we studied included the migrant-workers' income distribution, working protection, career training, social security, children's education, living condition, physical examination and so on. In order to obtain more first-hand materials, we visited about one hundred enterprises and the labor market in ten counties and seven cities across Zhejiang within more than half a year and conducted a survey to more than 2 000 migrant workers. This is the first time to make such a deep, comprehensive and systematic research to migrant-workers' problem in the economic, political and social aspect. According to the materials we collected, we made a deep analysis to migrant-workers' current living condition and the related problems both from theoretical and practical level and put forward some proceeding and operable countermeasures for government's reference in policy-making.

Since the reform and opening up, great achievements have been made in the social and economic development of Zhejiang. The whole

social and economic undertaking of Zhejiang developed smoothly, steadily and healthily. Since it first surpassed 1 000 billion in 2004, The GDP of Zhejiang province in 2006 reached 1 560 billion yuan, 13.6 percent higher than the previous year, ranking the 4th across China for three years in succession. Now Zhejiang has become a strong motor in Yangtze Delta and the people's living condition boosted steadily. In 2006, the urban per capita disposable income of Zhejiang reached 18 265 yuan, increased by 10.9 percent over the previous year. Meanwhile the rural per capita net income reached 7 335 yuan, among which 3 646 yuan is wage income, accounting 49.7 percent of the whole income, 10.5 percent higher than the previous year, ranking number 1 for ten successive years. Coordinate development of urban and rural areas and the construction of new countryside also made great progress. In 2006, altogether 700 000 rural labors were trained and transferred successfully and 670 000 new jobs were created. According to the statistics, now two-third of the industrial workers are from the countryside. In constructing, manufacturing and weaving fields, the ratio of migrant-workers reached 90, 70 and 60 percent respectively. While they are making great contribution to the development of Zhejiang, the migrant-workers also make a good foundation for their own happy work and stable life.

In recent year, under the guideline of scientific development, Zhejiang carried out a series of strategies such as realizing effective transfer of rural surplus labor, promoting coordinate employment of urban and rural labor, constructing new countryside, building harmonious society and safe Zhejiang, at the same time instituted a lot of policies to improve the employment environment of migrant-workers and safeguard their rights and interests. In 2004, the government of Zhejiang formulated the Outline of Developing Urban and Rural Areas

Coordinately, setting a goal to promote full employment of urban and rural labors and make everyone enjoy the benefit of social security. Since then, a series of measures have been taken to strengthen the protection of the labors' rights especially the migrant-workers' rights. In 2006, based on deep study and investigation, the government formulated a series of documents such as Views of Further Strengthening the Service and Management of Migrant-Workers, Direct suggestion on Promoting Urban and Rural Employment All-Round, Suggestion on Enhancing the Minimum Wage Standard, Notice on Promoting Work Injury Insurance All-Round and so on. Following these spirits of the provincial government, a great deal of work has been done centered on increasing employment, optimizing public service, protecting legal right and strengthening social management and made great progress. Migrant-workers are now becoming the new Zhejiang citizens who contribute a lot to the development of Zhejiang.

In the migrant-workers' eyes, Zhejiang has become the most charming region. Hangzhou and Wenzhou are also awarded the most popular ten cities in China (Xinhua Agency, 2007). This is the glory of Zhejiang as well as the fruit of hard work of people from all walks of life and governments at all levels. But this doesn't mean that Zhejiang has done perfectly in solving the migrant-workers' problem. Though in recent years, the migrant-workers' working and living condition in Zhejiang has been improved rapidly, there is still a gap between the migrant-workers' expectation to justice, fair and co-share with the fact. We can't neglect some outstanding problems that migrant-workers encountered. The resolve of migrant-workers' problem calls for equality, justice and co-share. Only we take it seriously, can we resolve it better. Neither can we take negative attitude just thinking it as a long-standing problem nor take optimistic attitude blindly thinking

that the second generation of migrant-worker is the last one and it will disappear in two or three years. To resolve migrant-workers' problem, we can't just do some superficial work. We should start from the fact and catch the outstanding problems that migrant-workers encounter, trying to resolve it by reform and development gradually. The harmony of society is the guarantee as well as the goal of modernization of China, while the core of a harmonious society is fair, justice and the harmony of people. We are confident that we have the wisdom and capacity to resolve the migrant-workers' problem and the future of harmonious society will be bright and prosperous.

目 录

1	导论：农民工、农民工问题和农民工问题解决	(1)
	1.1 农民工是推动经济社会发展的新浙江人	(2)
	1.2 农民工问题呼唤平等、公正、共享	(9)
	1.3 解决农民工问题是构建和谐社会的重要举措	(15)
2	农民工与浙江经济社会的发展	(25)
	2.1 浙江农民工发展的历史回顾	(26)
	2.2 农民工对浙江经济社会发展的重要贡献	(32)
3	农民工的规模、结构与特点	(53)
	3.1 浙江农民工规模	(53)
	3.2 浙江农民工的结构和特征	(65)
	3.3 分析结论	(72)

4	农民工与新农村建设	(73)
	4.1 浙江新农村建设中的农民工	(75)
	4.2 浙江新农村建设中的农民工问题	(82)
	4.3 解决新农村建设中的农民工问题的政策建议	(88)
5	农民工就业与劳动力市场建设	(95)
	5.1 浙江农民工市场化就业的现状	(95)
	5.2 农民工市场化就业存在的主要问题	(103)
	5.3 促进农民工市场化就业的对策	(107)
6	农民工工资收入问题研究	(116)
	6.1 浙江农民工工资收入现状	(116)
	6.2 收入分配的相关理论及制度比较	(124)
	6.3 完善农民工收入分配制度的对策	(133)
7	农民工劳动保护问题研究	(141)
	7.1 浙江农民工劳动保护总体现状与特点	(141)
	7.2 浙江农民工劳动保护中存在的问题	(144)
	7.3 农民工劳动保护问题的原因分析	(154)
	7.4 加强农民工劳动保护的对策建议	(160)
8	农民工职业培训问题研究	(169)
	8.1 浙江农民工职业培训现状	(169)
	8.2 浙江农民工职业培训的问题分析	(207)
	8.3 完善农民工职业培训体系的思考和建议	(216)
9	农民工社会保险问题研究	(230)
	9.1 浙江农民工社会保险现状	(230)
	9.2 农民工参加社会保险难的原因分析	(234)
	9.3 解决农民工社会保险问题的基本思路	(240)
	9.4 浙江农民工社会保险政策设计与相关建议	(247)