

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

2011

REPORT ON CHINA'S MIGRANT
POPULATION DEVELOPMENT



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大规模的人口流动迁移是我国工业化、城镇化进程中最显著的人口现象。第六次全国人口普查数据显示,2010年我国流动人口数量达2.21亿人,占全国人口总量的16.5%。流动人口服务管理已经成为我国“十二五”时期深化关键领域体制改革,确保经济社会长期较快发展的重大问题,对于促进我国人口与经济社会、资源环境全面协调、可持续发展具有重要的战略意义。

随着我国经济社会的快速发展,人口流动迁移日趋活跃,并出现一些新的变动趋向。一是流动人口总量持续增加,新生代流动人口逐步成为主体。近3年来,我国流动人口规模以每年1千万的速度增长。未来30年,还将有3亿农村人口进入城镇。在劳动年龄人口中,1980年以后出生的新生代流动人口已占主体。二是人口继续向沿海、沿江、沿线聚集,城市群成为城镇化发展的主体形态。目前,沿海轴线、欧亚大陆桥与黄河轴线、长江轴线、珠江轴线和京哈—京广铁路这五大轴线地区,集中了全国85%以上的城市,集聚人口已达10亿,占全国人口总数的70%多。中国13个较大的城市群聚集了全国65%左右的流动人口。三是流动人口举家迁移和长期居留趋势明显,人口流动逐步由个体钟摆式流动向核心家庭整体迁移转变。流动人口在流入地平均居留时间接近5年,流动人口携配偶、子女、父母一同流动的已占66%。这些家庭十分期待融入城市生活,改善教育、居住、社保、医疗等待遇。

党中央、国务院高度重视流动人口工作。胡锦涛总书记在

2011年年初省部级主要领导干部社会管理及其创新专题研讨班开班式上和4月26日中央政治局第28次集体学习时,对新形势下加强和创新流动人口服务管理做出了明确部署。指出,要进一步加强和完善流动人口和特殊人群管理和服务,建立覆盖全国人口的国家人口基础信息库,建立健全实有人口动态管理机制;要引导人口有序迁移和合理分布,切实加强流动人口管理和服务,制定引导人口合理流动、有序迁移的政策,积极稳妥推进城镇化,统筹协调好人口分布和经济布局、国土利用的关系,把流动人口管理和服务纳入流入地经济社会发展总体规划之中,为人口流动迁移创造良好政策和制度环境。胡锦涛总书记的重要讲话为做好新时期流动人口服务管理工作指明了方向。我们要深入贯彻落实总书记讲话精神,从促进人口与经济社会协调可持续发展的全局出发,统筹解决人口数量、素质、结构、分布问题,全面做好人口工作,促进人口长期均衡发展。科学把握流动人口变动与发展规律,进一步提高对加强和创新流动人口服务管理的认识,提升流动人口服务管理水平。

近年来,人口计生系统按照党中央、国务院的要求和部署,深入开展流动人口迁移政策研究,推进流动人口计划生育服务管理,取得了一定成效。一是着眼于“摸清底数,把握趋势,理清思路”,构建流动人口全员统计、动态监测体系,开展引导人口有序迁移、合理分布的政策研究。二是以落实《流动人口计划生育工作条例》为核心,全力推进“统筹管理、服务均等、信息共享、区域协作、双向考核”新机制建设,有力地促进了全国“一盘棋”的形成。三是以国家人口计生委、中央综治办、财政部、人力资源社会保障部四部门联合开展的流动人口计划生育基本公共服务均等化试点为抓手,推动人口服务管理体制创新,流动人口服务管理覆盖面不断扩大。

2010年6月,国家人口计生委首次发布《中国流动人口发展报告2010》,受到社会各界的广泛关注。今年,我们在去年研究工作的基础上,精选最新研究成果,编写了《中国流动人口发展报告2011》(以下简称《报告》)。《报告》包括五个方面的

内容。一是立足2010年的两次流动人口监测调查数据，分析流动人口生存发展状况，并结合社会关注的焦点、热点，深入讨论“用工荒”、制造业发展、新生代农民工发展等问题。二是着眼于促进流动人口社会融合，构建流动人口社会融合指数，综合分析流动人口社会融合状况及相关的政策影响因素。三是围绕落实《全国主体功能区规划》、促进城镇化健康发展，对中长期人口流动迁移态势和城镇人口的分布形态进行预判，提出统筹推进流动人口服务管理体制改革的思路和政策建议。四是总结流动人口基本公共服务均等化的理论和实践，介绍江苏、四川等地推进均等化服务的模式和经验。五是探讨人口流动迁移与区域经济发展的关系，分析环渤海、长三角、珠三角、武汉城市圈等代表性区域的人口流动迁移态势，提出促进流动人口服务管理一体化的政策建议。这些研究成果，汲取了人口、经济、社会、资源环境等学科领域专家的智慧，也包含着人口计生部门在流动人口服务管理实践中的探索和思考。希望《报告》对相关部门、学术界有所裨益，并倡导全社会关注流动人口问题，共同为加强流动人口服务管理建言献策，为维护流动人口合法权益、构建和谐社会贡献力量。

国家人口和计划生育委员会流动人口服务管理司

2011年7月

Large-scale population migration is the most significant demographic phenomenon in the process of industrialization and urbanization in China. According to data from the sixth national census, the number of migrant population in China already reached 221 million in 2010, accounting for 16.5% of the total population. Service and management on migrant population has become an important issue concerning the in-depth institutional reform in key areas and the rapid socioeconomic development in a long term during the 12th Five-year Plan period in China. It has great strategic significance for promoting the comprehensive, coordinated and sustainable development between population and economy, society, resources and environment in China.

Along with the rapid socioeconomic development in China, population migration has become increasingly active and some new changing trends have emerged. Firstly, the total number of migrant population continues to grow and the new generation of migrant population has gradually become a main part. During the last 3 years, China's migrant population increased at an annual growth of 10 million. In the next 30 years, 300 million rural people will enter cities and towns. The new generation of migrant population born after 1980 has become the main part of the working-age population. Secondly, migrant population continue to congregate in coastal areas, regions along the major Chinese rivers and the main railways, and urban agglomeration has become the main form of urbanization. Currently, the five axis regions of coastal area axis, Eurasia Land Bridge and Yellow River axis, Yangtze River axis, Zhujiang River axis, and Jingha Railway and Jingguang Railway axis

have covered more than 85% of the cities in China and congregated one billion population, which accounts for over 70% of the total population in China. The 13 large urban agglomerations in China have congregated about 65% of the total migrant population in China. Lastly, the trend of whole-family migration and long-term residence is significant and population migration gradually changes from the individual pendulous movement to the movement of a whole core family. Average time of residence of migrant population in places of destination is nearly 5 years and those moving together with their spouses, children and parents already account for 66% of the total migrant population. These families are eagerly looking forward to integrating themselves into urban life and improving their treatments in education, housing, social security, medical care and so on.

The Central Committee of the Communist Party of China and the State Council of China have attached great significance to the work of migrant population. At the Opening Ceremony of the Symposium on Social Management and Innovation for Major Provincial and Ministerial Leaders in early 2011 and the 28th CPC Central Committee Politburo Collective Study on April 26, 2011, General Secretary of CPC Central Committee Hu Jintao clearly set forth the plan for strengthening and innovating service and management on migrant population under the new situation. He pointed out that China would further strengthen and improve service and management on migrant population and special groups of population, set up national population information databases covering the entire population, and establish and perfect a dynamic management mechanism for the real population. China would also guide towards orderly migration and rational distribution of population, earnestly strengthen service and management on migrant population, formulate policies to guide towards rational movement and orderly migration of population, actively and steadily promote urbanization, comprehensively coordinate the relationship between population distribution and economic layout as well as land use, and include service and management on migrant

population in the overall planning of places of destination for their economic and social development, so as to create a favorable policy and institutional environment for population movement. General Secretary Hu Jintao's important speeches have charted a clear direction for service and management on migrant population in the new period of time. We must earnestly act in the spirit of the speeches by General Secretary Hu Jintao and, in view of the overall situation of promoting coordinated and sustainable development of population, economy and society, comprehensively address the issues concerning population quantity, quality, structure and distribution, carry out population work in an all-around way, and promote the long-term and balanced population development. We should scientifically master the changing and developing rule of migrant population, further increase our understanding of strengthening and innovating service and management on migrant population, and improve service and management on migrant population.

During recent years, in compliance with the demand and arrangement of the Communist Party of China Central Committee and the State Council, the population and family planning system has conducted in-depth researches on policies concerning population movement and migration, promoted family planning service and management on migrant population, and achieved certain effects. Firstly, by focusing on "finding out the real situation, grasping trends and clarifying thinking", we have constructed a system of overall statistics and dynamic monitoring for all the migrant population and conducted researches on policies to guide the population towards orderly migration and rational distribution. Secondly, we have taken the implementation of *the Regulation on Family Planning Work among Migrant Population* as the core, energetically promoted the construction the new mechanism of "integrated management, equal service to all, information sharing, regional cooperation and dual assessment" and accelerated the establishment of "overall service and management on migrant population throughout China".

Lastly, by focusing on the pilot project of equalization of basic family planning service on migration population jointly carried out by National Population and Family Planning Commission (NPFPC), General Office of Central Committee for Comprehensive Management of Public Security, Ministry of Finance and Ministry of Human Resources and Social Security, we have pushed forward the innovation of population service and management system, so that the coverage of service and management on migrant population continues to expand.

In June 2010, National Population and Family Planning Commission released for the first time the *Report on China's Migrant Population Development 2010*, which has gained extensive attention from all sectors of society. In 2011, on the basis of the research work last year, we have carefully chosen the latest research findings and compiled them into the *Report on China's Migrant Population Development 2011*. This report consists of 5 parts. Part One, on the basis of data from two migrant population monitoring surveys conducted in 2010, analyzes the livelihood and development of migrant population and, by integrating the focus and hot issues concerned by the society, discusses in depth such issues as labor shortage, development of manufacturing industry and development of the new generation of farmer workers. Aiming at promoting social integration of migrant population, Part Two builds the social integration index of migrant population and comprehensively analyzes the social integration status of migrant population and related policy affecting factors. By closely focusing on implementing *National Major Function Areas Plan* and promoting the healthy development of urbanization, Part Three predicts the population migration trend and urban population distribution patterns in the medium-to-long term and proposes the thinking and policy suggestions for comprehensively promoting the reform of service and management system of migrant population. Part Four sums up the theories and practices of equalization of basic public service on migrant population and introduces the patterns and experiences of Jiangsu, Chengdu

and other places in promoting equal services for all. Part Five explores the relationship between population migration and regional economic development, analyzes the population migration trend in some representative areas, such as coastal area around Bohai Sea, Yangtze River delta area, Pan-Pearl River delta area and Wuban megalopolis, and makes policy proposals for promoting the integrated service and management on migrant population. These findings not only derived the wisdom of experts in the fields of population, economy, society, resources and environment, but also contained the exploration and thoughts of family planning departments in their practical service and management on migrant population. It is hoped this report could be beneficial to relevant departments and academic circles and advocate the whole society to pay attention to the issue of migrant population, to offer advices and suggestions for promoting service and management on migrant population and to contribute to safeguarding the legitimate rights and interests of migrant population and building a harmonious society.

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

July, 2011

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