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发展政策及主要进展研究
(2001-2006)**

**Policy Review on Women and
Children Development in China
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首都医科大学

Capital Medical University, Beijing, China

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致谢与说明

本报告是在国务院妇女儿童工作委员会办公室和联合国儿童基金会中国代表处支持下研究完成的。

国务院妇女儿童工作委员会办公室张黎明常务副主任、万燕副主任、张立处长、蒋烽博士、伍卫国老师对课题研究提供了指导,并提供了有价值的参考文献。教育部、劳动保障部、司法部、卫生部、人口计生委、科技部、国务院研究室、世界卫生组织驻华代表处、联合国儿童基金会中国代表处、国务院发展研究中心、中国社会科学院、北京大学、首都医科大学、中国疾病预防控制中心、北京市疾病预防控制中心、中国医学科学院等多家单位的有关人员为课题研究贡献了有益的评论和咨询建议。

报告参考引用了近年来发表或出版的大量学术研究和政府文献,是在以往工作的基础上完成的,课题组对有关组织和个人的研究工作表示感谢。

报告中的观点仅是课题组研究的结果,并不代表国务院妇女儿童工作委员会办公室和联合国儿童基金会或者其他组织的立场。

由于本报告涵盖领域广泛,涉及学科众多,研究难度较大。课题组虽尽其所能,但难免存在一些问题和不足。欢迎对妇女儿童发展感兴趣的研究人员、社会各界人士等对报告提出建议和批评。联系人:刘新亮,电话 010-64407253 或 Email: abtliu@126.com。

研究摘要

妇女、儿童受到平等对待、充分参与社会活动和全面发展是社会文明进步的象征,也是经济社会持续协调健康发展的必要条件。中国目前有 6.3 亿妇女(2005 年)和 3.3 亿儿童(2004 年)。中国政府一直致力于推动妇女儿童发展。在《中国妇女发展纲要(2001—2010 年)》和《中国儿童发展纲要(2001—2010 年)》(以下简称“两纲”)的指引下,妇女儿童发展有了新的进步。

受国务院妇女儿童工作委员会办公室和联合国儿童基金会中国代表处委托,课题组开展了这项研究。研究的主要方法是文献分析、专家访谈以及计量分析。这份报告将首先介绍中国妇女儿童发展概况。在回顾国际国内妇女儿童发展理念演进情况后,报告综述了两纲颁布以来有关部门制定的法律法规、发展规划、所采取的行动以及重要举措,并总结了各领域两纲目标的实现情况。接下来,报告分析了当前妇女儿童发展面临的问题和挑战,在此基础上对妇女儿童发展提出了有关政策建议。

我国有部分妇女儿童处于相对弱势地位。伴随我国快速的城镇化进程,流动妇女迅速增多,同时产生了大量流动儿童和留守儿童。2000 年全国人口普查表明,我国流动人口中有 2360 万流动儿童,占流动人口总数的 18%。在 2006 年农村留守儿童已达 2000 万人,并呈继续增长的趋势。我国已经进入老龄化社会,老年妇女群体不断扩大,在 2005 年已达 7355 万左右。这些妇女儿童群体值得特别关注。

促进妇女儿童发展是一个世界广泛关注的课题,妇女儿童发展是联合国千年发展目标关注的重点,国际组织和区域合作组织召开了多个会议,讨论妇女儿童发展的优先领域和国际合作问题。现在增进公平成为促进经济社会发展的主流声音。从国内环境看,经济的持续增长和财政实力的增强为我国发展妇女儿童事业打下了良好经济基础,政府对社会建设的高度重视也使妇女儿童发展具备了有利的政治环境和社会条件。我国妇女儿童面临前所未有的发展机遇。

党中央、全国人大、国务院、全国政协及有关部门在经济、政治、教育、健康、法律和环境领域开展了积极的工作,有关妇女儿童发展指标取得新进展:

经济领域:国家坚持实行积极的就业政策,通过教育培训、就业服务、出台优惠政策帮助妇女就业和转移就业。通过国家级的行动计划和非政府组织的援助,贫困妇女可以支配的经济资源增多。生育保险发展较快,但没有达到两纲要求的发展速度。

政治领域:在促进妇女参与社会决策和管理方面出台的政府文件较少,妇女代表占全国人大代表的比例到达世界平均水平,但国际排名有所下降。在省级、地级和县级政府中女干部的数量也有所增加,但没有达到两纲对女干部配备率的要求。在基层民主决策中,妇女参与程度还处于较低水平。

教育领域:经过各级政府的努力,九年义务教育的普及程度有很大提高,在农村地区基本实现了义务教育免费。职业教育、高等教育受到重视,学前教育、家庭教育、高中阶段教育、教育质量、妇女扫盲教育也都得到发展和提高。脆弱儿童接受义务教育的公平性得到较大改善。

健康领域:有关部门围绕降低孕产妇和儿童死亡、发展妇幼保健事业、提高出生人口素质、加强儿童营养和增强儿童体质和控制艾滋病蔓延出台了一系列发展规划、政策文件,并开展了包括“降消”项目在内的多项干预活动。孕产妇死亡和控制艾滋病蔓延仍是妇女儿童健康领域的薄弱环节。

法律领域：保护妇女儿童权益的法律体系进一步完善。修订了《中华人民共和国婚姻法》、《婚姻登记条例》、《妇女权益保障法》、《禁止使用童工规定》等法律法规，制定了《农村土地承包法》、《法律援助条例》等。为保护女婴的生存权和预防未成年人犯罪，政府有关部门出台了专门规定。法制宣传、法律援助和打击犯罪的工作也取得进展。妇女儿童的权益进一步得到保障。

环境领域：通过在农村地区开展改水改厕和加强城市垃圾和污水处理能力，妇女儿童生活的自然环境得到改善。政府注重营造有利于妇女发展的社会环境，然而闲暇时间的性别差异依然显著。校园安全和活动场馆建设得到加强，文化氛围得到改善，社会环境更加有利于儿童成长。流浪儿童、残疾儿童、孤儿等继续受到特殊的照顾。

虽然取得了上述进展，我国妇女儿童仍面临着许多问题和挑战，如期实现两纲目标还需做出努力和改进。这些挑战主要包括：

1) 一些两纲目标对妇女儿童发展的指示性引导作用不够强。经过五年的发展，有些指标已经提前达到两纲目标规定的水平，而有些指标按照目前发展趋势进行预测，到 2010 年达到两纲要求存在较大困难。还有一些两纲目标没有设置具体的支持性指标或者虽然设置了指标但没有对指标进行统计监测，需要适时调整、充实和完善有关发展指标。

2) 老年妇女群体不断扩大，养老生活问题突出。2005 年底我国有 7355 万老年妇女，且以较快速度不断增加。老年妇女是一个日益庞大而且在经济、社会、家庭中处于劣势的人群，她们在我国妇女发展事业中的地位将随着人口老龄化不断提高。保障老年妇女平等享有医疗保障、养老保险和体面的晚年生活是妇女发展不可忽视的组成部分。

3) 大规模的人口流动给妇女儿童发展带来一系列挑战。人口流动对促进经济发展、提高农村发展水平的积极作用是不可否认的，但对妇女和儿童发展的影响也不容忽视。流动妇女在劳动就业中处于不利地位。在现有体制下，流动妇女既难以进入城市公共服务体系，同时也失去了在流出地享受公共服务的机会。流动儿童很难公平享受到流入地的教育、卫生、社会保障等基本公共服务。留守儿童和家长长期分离，导致亲情缺失，监护不力，留守儿童在教育 and 身心发展方面面临问题。

4) 妇女在经济活动中仍处于相对不利地位。虽然我国妇女参与劳动就业的比例较高（2005 年有 45.4% 的女性参与就业），但整体上女性在经济活动中处于不利地位。这主要表现在：性别歧视依然存在，女性就业岗位处在中低端，与男性收入差距较大，农村妇女获得土地承包的权利容易受到侵害，非公有制企业女职工劳动权益难以得到有效保护。

5) 妇女在参与决策和管理的水平还有待提高。我国妇女参政水平近年来发展缓慢，全国人民代表大会中女性代表的比例长期徘徊在 20% 左右。1995 年我国女性人大代表比例在各国议会联盟中排名第 12 位，2005 年已经降至第 47 位。在促进女性参政方面，我国出台保障措施不足，并且多为原则性要求。在促进妇女参政方面，国际上积累了较多经验，国内一些地方政府也进行了探索。

6) 对学前教育重视不足。发展学前教育对于儿童的早期发展和接受后续教育非常重要，但我国还没有将学前教育提到应有的重视程度。事实上，我国学前教育发展比较缓慢。当前学前教育正面临一系列问题：学前教育的供给小于需求且结构不合理；政府对学前教育的投入不足；对学前教育市场监管不到位；民办幼儿园准入、质量、安全和信息公开等方面的监管亟待加强。

7) 健康不公平是我国妇女儿童发展中的一个突出问题。我国妇女和儿童在健康领域存在较大的城乡和地区差异,大部分妇女儿童没有任何医疗保障。农村和西部地区妇幼保健还处于较低水平,不利于减少孕产妇和儿童死亡。艾滋病的蔓延日益威胁到妇幼群体的健康。

8) 女童生存发展权利保护仍需加强。受到传统生育观念以及“男尊女卑”思想的影响,遗弃女婴、女童辍学、女童受歧视和虐待、社会地位低下的现象在很多地方依然存在。女童的生存权、受教育权以及健康权在一些地方难以得到全面保障。

9) 未成年人犯罪和吸烟人数上升。未成年人犯罪近年来呈上升趋势,未成年人犯罪的年龄趋小、暴力程度加剧。未成年人犯罪已经成为一个严重的社会问题。我国吸烟人群有年轻化的趋势,一项调查显示中学生初次吸烟的年龄是10.7岁,比上世纪六、七十年代的调查结果早了2.3岁。据估计,中国每天有八万名青少年成为烟民。

针对发现的上述问题,为促进两纲目标能够顺利实现,课题组提出以下政策建议。

1) 优先推进相对滞后的两纲目标,完善指标统计工作。对于目前已经达标的指标,需要总结工作经验,继续保持较好的改善速度。而对于面临较大挑战的部分指标,需要在今后优先分配资源,进行重点推进。两纲目标的统计工作需要进一步完善,部分指标需要开展专项调查,以便对两纲做出科学评估。建议参照国民经济和社会发展规划“十一五”纲要中设定指标的模式,在制定下一个妇女儿童发展纲要时,把有关量化指标进一步分类,可分为约束性指标和预期性指标等。

2) 给予老年妇女、流动妇女、流动儿童和留守儿童更多关注。建议有关部门定期了解老年妇女生活质量,发现老年妇女面临的生计和健康等问题;注重维护职业女性的退休权益;完善社会养老制度,同时应对妇女在养老保险和医疗保险中的受益情况进行监测。进一步强化流入地政府责任,有关部门应对流动妇女和儿童做出较完善的政策设计和安排。

3) 促进妇女平等参与经济活动。在纲要今后的执行过程中,关注两性在招聘、晋升、工资待遇、退休等方面的不平等现象,注重改善妇女的就业结构,推动妇女在新兴行业和高技术行业就业;通过完善立法保护妇女合法劳动权益,抵制性别歧视,促进妇女平等参与劳动就业;加大对侵害妇女经济权利案件的查处和打击力度。

4) 增加女性参与社会决策和管理的机会。鉴于女性参政不平等的实际状况,建议在《选举法》中明确提出女代表的最低比例。

5) 重视学前教育发展。建议加强学前教育相关研究,推进学前教育立法,加强对各种社会资金举办学前教育机构的监督和管理;明确各级政府的责任,要逐步从九年义务教育向学前教育延伸,促进学前教育公平可及,这是起点公平原则的客观要求。

6) 提高全体妇女儿童对卫生服务的利用。建立国家基本卫生保健制度,向城乡居民提供安全、有效、方便、价廉的公共卫生和基本医疗服务是当务之急。此外,还要发展面向城市居民的医疗保险制度,加快普及新型农村合作医疗制度和城乡医疗救助制度。关键是制定和落实相应政策措施,提高所有妇女儿童对基本卫生服务的可得性、可及性和可负担性,逐步解决妇女儿童看病就医和保健问题,提高我国人口的健康素质。

7) 增加妇女儿童发展的资源投入。应增加对妇女儿童发展事业的公共投入,

政府在提供基本公共服务时应遵循普惠制原则。其次，有关部门需要为企业、社区、公民个人和非政府组织参与妇女儿童发展创造条件，发挥公立部门和私立部门合作伙伴关系的作用。

8) 加强各部门间的协调工作机制。妇女儿童事业需要多个政府部门共同推动，国务院妇女儿童工作委员会作为协调机构的作用应该得到进一步加强。

9) 加强两性平等宣传，树立社会性别意识。应进一步加大社会性别宣传力度，提高各级决策者的社会性别意识，制定公共政策时要树立性别视角；倡导尊重妇女、保护妇女的良好社会风尚，进一步优化妇女发展的社会环境。

10) 开展经常性妇女儿童发展评估。加强妇女儿童发展的年度评估工作，特别是增加量化评价的内容。以跟踪发现各领域的进展和存在问题，为国家宏观决策提供及时全面准确的信息，促进两纲目标的全面顺利实现。

11) 进一步研究的重点。在一些妇女儿童发展的重大问题上，目前研究还存在一些薄弱环节，如研究能力和资源不足，综合性研究薄弱等。建议研究构建儿童发展指数，用于收集儿童发展综合信息，指导儿童发展实践。

EXECUTIVE SUMMARY

The achievement in women and children development is an important goal for human development. The participation of women and children can contribute a lot to the temporary and future social-economic development. China has 630 million women (2005) and 330 million children (2004). Chinese government has paid high attention to the development of women and children development all the time. In the last five years, great progresses have gained in various aspects of women and children with the implementation of “China National Program of Action for Women Development (2001-2010)” and “China National Program of Action for Children Development (2001-2010)” (hereinafter as “the Programs of Action”) by government agencies allied with non-governmental sectors.

Entrusted by the Office of State Council Working Committee on Women and Children and UNICEF China Office, the research team carried out this study on policy review in recent years. Expert consultation, Literature review and econometric analysis were used in the analysis. This report tried to illustrate the whole picture of women and children development in China including the basic demographic characteristics, international and domestic background for development, progresses in public policies and relevant programs in recent five years. After analysis, several challenges have been identified in the way to fulfill the National Action Plans followed by the corresponding policy recommendations.

In describing the demographic characteristics of women and children, some vulnerable groups have been identified. As the floating population is increasing in China, the floating women and children have increased dramatically in recent years. According to the statistic, the floating children reached 26.6 million in 2000 and the children left behind in rural areas were estimated to be as many as 20 million in 2006. China has entered into an ageing society in the start of this century, it is estimated that in 2005, there were 73.55 million females who are 60 years old or above. All these groups need more social support and care.

Women and children development is one of the most prominent topics in the contemporary international community. It was given the highest attention in the Millenniums Development Goals (MDGs) set by United Nations in 2000 and several conferences were convoked in the last few years to discuss the priority of women and children development and multilateral partnership. One trend conducive to overall background is that enhancing the equity with the gender perspective begins to mainstream in the international social and economic development endeavor. For the domestic background, the sustainable growth in macro economy and government revenue lays solid material foundation for the women and children development course. The increasing concerns of social construction by central government leaders also constitute the political requisite for women and children development. It is

reasonable to say women and children development in China is facing an unprecedented historical opportunity.

In the last five years, the central committee of the Communist Party of China, National People's Congress as well as the State Council actively take actions in the domains of Economy, Politics, Education, Health, Legislation and Environment for the development of women and children. The present status of women and children development is as follows:

- 1) Economic participation: Governments at state, provincial and county levels all implemented the "active" employment policy, which combines avenues such as skill training, employment counseling, tax rebate etc, to reduce the unemployment of women. China is also establishing the social security schemes such as medical insurance, delivery insurance and unemployment insurance. More economic resources have been transferred to women in poverty through national programs and NGO projects.
- 2) Political voice and decision-making: A few of policy files have been formulated to secure women's equal participation in social policymaking and management. The percentage of female representatives in the National People's Congress is above the average level of the world, but the rank of the percentage slipped downward recently. Female civil servants increased slightly in number but there still exists a wide gap compared with the objectives in the Programs of Action. Finally, women representatives at local level remained low, especially in Villagers Committees that operate the public affairs in a village.
- 3) Education and occupational training: Though the unanimous efforts made by governments at all levels, the coverage of 9-year compulsory education program have been substantially expanded and in the rural areas, the tuition and book fees are all exempted. Great importance have been attached to the occupational education and higher education while conspicuous progresses are also attained in pre-school education, family education, high school education, the educational quality, and life-long education for women. In addition, the equity of education for vulnerable children groups has also been greatly improved.
- 4) Health: Several related government agencies promulgated a series of development plans, regulations, and guidebooks concerning reduction of maternal and infant mortality, amelioration of maternal and children healthcare services, improvement of nutrition for children, control of HIV/AIDS, etc. Numerous interventions such as the Reduction of Maternal Mortality & Elimination of Neo-natal Tetanus Program were carried out by public sectors. This program has covered more than 1000 rural counties and benefited more than 300 million rural inhabitants in middle and western provinces. However, the maternal mortality and control of HIV/AIDS still remain as the weaknesses in the whole picture of women and children health development.
- 5) Legislative right protection: The system of legislation for women and children protection went a long way towards completeness. Several significant laws such

as the Law of Marriage, the Regulation on Marriage Registration, the Law on protection of women's rights, Ban on the employment of Children Labor and so on have been amended. Moreover, the Law of Farmland Contract and the Regulation on Lawsuit Assistance were initially formulated and special regulations were constituted to protect the survival right of girls in rural areas and to prevent the adolescent delinquency. Legislative dissemination, assistance, and crime castigation were also strengthened.

- 6) The enabling environments: Through the drinking water and lavatory innovation program in the rural region and strengthening the capacity of litter and sewage disposition in urban areas, the hygiene condition is further improved. At the same time, government made great efforts to create a social atmosphere conducive to women and children development. Great emphasis has been paid to enhance the campus safety and gymnasium construction. Vagrant children, physically disabled children, and orphans continued to receive special attention.

However, there are still some avoidable barriers to the scheduled realization of Programs of Action and MDGs in China. Key challenges were identified by the research team as follows:

- 1) The guiding roles of certain indicators in the Programs of Action are weakened for several reasons, which involve the realization ahead of time, or being left behind the agenda, or no corresponding statistic information. Therefore, these objectives fail to lead the direction of women and children development in China.
- 2) Senior women group has grown fast with the aging of population. However, the development of hoary women has not received sufficient attention. Moreover, they are at a relatively disadvantaged state in the domains of economy, social status, and family life. Ensuring the senior female citizens the non-discriminatory health security, endowment insurance, and a decent living in old age should be integrated into the schedule of women development in China.
- 3) The population movement contributes a lot to the sustainable growth of macro economy, but it also has brought profound influence to the welfare of women and children involved. The floating women compose the under stratum of the labor market in urban areas and most of them work in the informal sectors. Consequently, little of them can access to the public services provided by the local government and at the same time, they are excluded from the program of their original places. Children are correspondingly influenced by the floating population problem. The children who accompanied with their parents floating to cities are difficult to be covered by the immunization program in floating-in districts and they face great barriers when they seek to take part in the public schools. On the other hand, the left-behind children by their parents working in another geographic areas are reported to have insufficient care and custody. They are more likely to have physical and psychological problems in their development.
- 4) In the domain of economy, gender inequality remains a big problem. Although

they make up a relatively larger part of employees in China compared with other countries, women are at a disadvantaged status overall. The manifestations include: gender discrimination prevailing in recruiting and retiring, unequal access of women to arable land and financial funding, large proportion of female in informal sector and their legitimate rights often ignored, as well as the great income gap existing between the male and female workers.

- 5) Compared with the international development of women empowerment, much work should be done to enhance women empowerment in China. The percentage of female representative in the National People's Congress revolved around 20% in recent years. In 1995, the rank of China in female participation in parliament was the 12th in the Global Parliamentary Union. However, the rank has dropped to 47th in 2005. As far as the existing legislation concerned, most flies on the surface of principals. On the contrary, some other countries have taken dramatic measures to facilitate females to enter the political life. Some local governments of China have also formulated regional regulation on the proper ratio of female elected in the local People's Congress and government agency.
- 6) Insufficient importance has been attached to the preschool education, which is believed to be critical to the academic achievement in later education and the success of a whole life. Chinese government has not included the pre-school education into its priorities of education, which in fact, includes the compulsory education, the occupational education and higher education. China's early education has experienced a slow development and is suffering from the following problems: the shortage of pre-school education agencies and inequity of the distribution of the providers, lack of government's investment and weak regulation on the market, the prevalent malpractices in the entry, less quality control as well as low information disclosure of private kinder gardens.
- 7) There existed great challenges in the health domain. The inequity of health outcomes of women and children are still unbearable between urban and rural areas and among the different provinces. Large proportion of women and the majority of children do not have any health financial protection schemes. The quality of maternal healthcare services in western part of China remains poor and it is one of the barriers to the reduction the Maternal Mortality Rate and Infant Mortality Rate there. Further more, the continuous spread of HIV/AIDS constitutes substantial threat to women and children development in health domain.
- 8) In some place, the survival right of girl is still challenged. Because of traditional preference to male infant and the family-based model of endowment, the abandon of female infant, the drop out of girl, discrimination against girls, violence to girl, and abuse of girl continue to occur in certain areas. Thus, for a number of girls, their rights of survival, education and health are at the edge of divesture.
- 9) The adolescent delinquency and juvenile smoking have ascended steadily in the past several years. Though there is no national statistical data, it is warranted to assume the trend of increasing adolescent delinquency, teenage criminals and the upgrading degree of violence committed by young person persisted in recent

years. Quite similarly, there is a trend of smoking in young-aged people. According to the result of a survey, the average age of youth who first smoke is 10.7 year-old, approximately 2.3 year earlier than in 60s or 70s in the last century. It is estimated that in each day, 80 000 children begin to be a smoker.

Given the above background and in order to ensure the realization of Programs of Action and MDGs on schedule in China, **the followings are suggested as the priorities for policy interventions:**

- 1) The identified lag-behind objectives and their supporting indicators should be prioritized on the agenda of government and arduous efforts should be made in the next five-year implementation of the Programs of Action. Appropriate amount of resources should be allocated to the challenged domains and aspects. Although the monitoring and accessing database of women and children development has been established and ever improved, more sensitive indicators should be included to get an accurate assessment. At the same time, the successful experience of some rapidly improved indicators should be reviewed and enlighten the development in similar situations. We suggest that the index system of “the 11th National Five Year Guideline for the Economy and Society Development” should be adopted for women and children development. The index system should be well developed to meet the future need in the next National plan for women and children.
- 2) The condition and development of hoary women, floating women, floating children, and left-behind children should be focused on in this transitional period of China. It is necessary for relevant government agencies to monitor the life quality of senior females on a periodical basis so as to timely discovery of the need of the booming group of vulnerable population. Moreover, the coverage of health insurance and endowment insurance on women should be monitored and reported regularly. For the sake of equity and equality, the floating-in government should assume more responsibility in providing the basic public services to floating women and children in their geographic areas.
- 3) To enhance the equal participation of women in economic activities, policy intervention should go further to change the prevailing gender unfairness in recruitment, promotion, income and retirement. Further more, the “active” policy for unemployment reduction which contains the policy support for labor-intense industry, pre-occupational training, and tax-exemption policy to inspire entrepreneur to absorb more females.
- 4) Unambiguous and measurable provisions should be involved in the legislation of election in order to strengthen the voice of women in public service and social affairs. It is suggested that the percentage of female representative in all level of People’s Congress should be increased to no less than 30% in the near future.
- 5) More emphases should be put upon the preschool education development with the purpose of enhancing the equity of start point in early life. Firstly, the policy research on early children development and pre-school education should be

strengthened. Secondly, the regulation of government should be intensified for private-owned kindergartens. Finally, an extension of the 9-year compulsory education scheme to incorporate early children education should be set ahead of the development of education for late year and governments at national, provincial and municipal level should share the financing responsibilities.

- 6) In recognition that increased utilization of health services for the most needed a fundamental avenue to improve maternal and infant health, universal coverage of basic health care must be established and secured to meet the challenges in health domain that stand in the way to achieve Programs of Action objective and MDGs in China. The basic public health should be financed by the government and delivered free to the residents no matter where they come from and the income. Priorities should be given to the infrastructure development at community and township levels to secure the equal access to essential services. The public should access essential drugs as well as the other essential technology.
- 7) More resource should be directed to the course of women and children development. Besides mobilizing more governmental resources, public-private partnership should be harnessed to precipitate the progress. These resources should help fulfill the goal of equal access to basic public services.
- 8) The collaborating relationship should be further strengthened and the role of State Council Working Committee on Women and Children should be reinforced in order to improve the efficiency in formulating and carrying out policies. In order to secure the function of State Council Working Committee on Women and Children, more funding, human resources quota should be granted.
- 9) Social marketing should be utilized to increase the sense of social gender equality and to advance the gender mainstreaming in China. In addition, all public policies should be under the process of gender analysis in the term of formulating, implementing and evaluating to make sure female citizen equally benefit from them.
- 10) The evaluation of women and children development should be intensified. On the basis of annual summary and report, wholesome evaluation should be undertaken to discover the advancement together with weakness and fallacy in policy in time and inform the social development policy formulation. It will benefit the complete fulfillment of Program of Action and MDGs in China.
- 11) During the research, team members identified some important gaps in women and children development research. More resources should be put into women and children development research to attract more talents to carry out studies. Some research directions have been identified and one of these is that a composite index for the evaluation of children development is urgently needed. Thus, it is suggested that some resources be allocated to support the construction of the Children Development Index (CDI) in China.

目 录

致谢与说明	iv
EXECUTIVE SUMMARY	ix
第1章 引言	1
第2章 妇女儿童发展的国内外背景	3
2.1 国际妇女儿童发展及成果	3
2.2 国内宏观经济形势分析	5
2.2.1 国民经济和国家财政发展现状	5
2.2.2 中国政府发展理念的转变	6
第3章 妇女儿童发展政策及进展	8
3.1 经济领域	8
3.1.1 妇女就业和再就业	8
3.1.2 妇女与扶贫	10
3.1.3 社会保障和特殊劳动保护	10
3.2 政治领域	11
3.3 教育领域	13
3.3.1 学前教育	13
3.3.2 义务教育	14
3.3.3 职业教育	16
3.3.4 家庭教育	17
3.3.5 高中阶段教育和高等教育	17
3.3.6 教育质量	18
3.3.7 脆弱儿童的教育	19
3.3.8 妇女扫盲教育和终身教育	20
3.4 健康领域	20
3.4.1 降低孕产妇和儿童死亡	20
3.4.2 发展妇幼保健事业	22
3.4.3 提高出生人口素质	23
3.4.4 加强儿童营养和增强儿童体质	24
3.4.5 控制艾滋病蔓延	25
3.5 法律领域	27
3.6 环境领域	29
3.6.1 自然环境方面	29
3.6.2 社会环境方面	30
第4章 妇女儿童发展面临的问题与挑战	34

4.1 纲要中某些目标对妇女儿童发展的指示性引导作用减弱	34
4.2 老年妇女群体不断扩大, 养老生活问题突出	36
4.3 大规模的人口流动给妇女儿童发展带来一系列挑战	36
4.4 妇女在经济活动中仍处于相对不利地位	37
4.5 妇女参与决策和管理的程度还有待提高	38
4.6 学前教育城乡发展不均衡, 公共投入不足	39
4.7 健康不公平是我国妇女儿童发展中的一个突出问题	40
4.8 女童生存发展权利保护仍需加强	41
4.9 未成年人犯罪和吸烟人数上升	41
第5章 对妇女儿童发展的政策建议	43
5.1 优先推进相对滞后的妇女儿童发展目标, 完善指标统计工作	43
5.2 给予老年妇女、流动妇女、流动儿童和留守儿童更多关注	43
5.3 促进妇女平等参与经济活动	43
5.4 增加女性参与社会决策和管理的机会	44
5.5 重视发展学前教育	44
5.6 提高妇女儿童对卫生服务的利用	44
5.7 增加妇女儿童发展的资源投入	45
5.8 加强各部门间的协调工作机制和国际合作交流	45
5.9 加强两性平等宣传, 树立社会性别意识	45
5.10 开展经常性妇女儿童发展评估	46
5.11 对妇女儿童发展研究的建议	46
主要参考文献	47
附录 1: 妇女儿童发展相关政策文件列表 (2001-2006 年)	
附录 2: 妇女儿童发展政策文件和国际资料内容索引 (2001-2006 年)	

第1章 引言

妇女、儿童受到平等对待、全面参与和自由发展是社会文明进步的象征,也是全面建设小康社会、构建社会主义和谐社会的重要内容之一。中国政府一直在努力推动妇女儿童的发展。中国先后加入并履行《消除对妇女歧视公约》和《儿童权利公约》等妇女儿童国际公约,注重将妇女儿童发展纳入国民经济和社会发展规划,并一直坚持男女平等和“儿童优先”原则,不断建立和完善促进妇女儿童发展的体制和机制。

2001年,中国政府在《中国妇女发展纲要(1995-2000年)》和《九十年代中国儿童发展规划纲要》基本实现的基础上,制定和颁布了《中国妇女发展纲要(2001-2010年)》和《中国儿童发展纲要(2001-2010年)》(以下简称“两纲”)。这是指导我国妇女儿童发展的纲领性文件。两纲从维护妇女儿童在经济、政治、教育、健康、法律保护和生存环境等六个领域的权利角度,提出了到2010年我国妇女儿童发展的目标,并且制定了保证目标实现的政策措施,对两纲的组织实施以及监测评估做出了部署。

各级政府、国务院妇女儿童工作委员会(以下简称妇儿工委)各成员单位按照两纲要求,结合妇女儿童发展中出现的新问题和新情况,在各自职责范围内制定了一系列发展规划和政策文件,并积极采取行动促进妇女儿童各领域权利的实现,妇女儿童发展取得新的成绩。

然而伴随我国经济转型和社会变革,妇女儿童发展也面临着严峻的问题和挑战。一些长期困扰妇女儿童发展的问题,如妇女儿童健康权利、教育权利的城乡、区域差异依然存在,同时有些问题随着社会变迁凸显出来,如流动妇女、流动儿童、留守儿童问题日益引起社会各界的关注。妇女儿童发展的国内外环境也发生了改变。从国内环境来看,国家更加重视经济社会全面协调可持续发展,妇女儿童发展作为构建和谐社会的重要组成部分,正面临新的历史机遇。在《国民经济和社会发展规划第十一个五年规划纲要》中有一节专门阐述今后五年我国将如何促进妇女儿童发展。国际社会对妇女儿童发展的理解也在不断加深,性别平等与经济社会发展存在密切关系的观点被广泛接受,2000年召开了妇女问题特别联大,2002年举行的联合国大会儿童问题特别会议和第六次、第七次亚太地区儿童问题部长级磋商会议提出了儿童发展许多新的理念和指导原则。

现在两纲执行时间已经过半,受国务院妇女儿童工作委员会办公室和联合国儿童基金会中国代表处委托,课题组开展了此项回顾性研究。

研究的主要方法是文献系统综述法、专家访谈法以及计量分析。课题组收集了约800篇相关文献,包括公开发表的学术论文和灰色文献,采用文献系统综述(Systematic Review)和二手数据再挖掘分析(Second-hand Data Mining)得出研究的初步结论,在此基础上采用定性访谈(Qualitative Interviews and Discussions)和专家咨询(Expert Consultation)对报告内容进行了补充和调整。报告对部分两纲指标到2010年和2015年达标情况进行了预测,预测采用了线性趋势外推和固定发展速度两种方法,具体预测模型可参考文中相应的部分。

本研究收集的法律、法规、发展规划、政府文件、工作简报、会议文件、领导讲话主要来源于国务院妇女儿童工作委员会、国家发展改革委员会、财政部、教育部、卫生部、劳动和社会保障部、建设部、国家人口计生委等部门的官方网站和出版物;学术文献从国内外文献数据库检索获得。数据资料来源于历年中国