

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

2012

REPORT ON CHINA'S MIGRANT  
POPULATION DEVELOPMENT



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China Population Publishing House  
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2011 年，有关中国流动人口的两个数据引起社会高度关注，一个是 51.27%，另一个是 2.3 亿。51.27% 是中国城镇人口比重超过一半，城乡人口分布格局发生了历史性的变化；2.3 亿是全国流动人口的数量，比 2010 年增加 900 万，达到历史新高，流动人口占全国总人口的 17%，相当于每 6 个中国人就有一个在流动。

随着我国城镇化、工业化的推进，人口流动迁移将日趋活跃。党中央、国务院就加强和创新社会管理、全面做好流动人口工作作出一系列重大决策部署。2011 年 2 月 19 日，胡锦涛总书记在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明确要求，进一步加强和完善流动人口管理和服务，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。4 月 26 日，胡锦涛总书记在主持中共中央政治局第 28 次集体学习时发表重要讲话，将“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”，作为新时期人口计生工作的六大重点任务之一，要求抓好落实。温家宝总理在 2012 年的《政府工作报告》中提出了一系列惠及流动人口民生和福祉的政策举措，强调要推进户籍制度改革，合理引导人口流向；推进农民工市民化，逐步将城镇基本公共服务覆盖到农民工。《国民经济和社会发展“十二五”规划纲要》、《国家人口发展“十二五”规划》和《国务院办公厅关于积极稳妥推进户籍管理制度改革的通知》，都对加强流动人口服务管理做出了具体部署。

2011 年，人口计生系统按照中央要求，加强流动人口计划

生育服务管理,深入开展流动人口服务管理相关政策研究,取得了积极成效。一是大力推进全国“一盘棋”机制建设。经过3年努力,构建了全国流动人口计划生育信息交互共享平台,加强流入地与流出地的服务管理协调互动,到2011年末,基本建立了流动人口计划生育“统筹管理、服务均等、信息共享、区域协作、双向考核”的全国“一盘棋”工作机制。二是开展流动人口计划生育基本公共服务均等化试点,推动流动人口服务管理体制创新。加强顶层设计,明确流动人口基本公共服务均等化的基本内涵、主要内容和目标要求,49个试点城市积极建立流动人口计划生育基本公共服务经费投入保障机制。三是开展流动人口动态监测,及时把握流动人口生存发展状况。继续在全国范围内开展流动人口动态监测工作,调查内容包括流动人口的家庭结构、就业状况、居住情况、子女和计划生育服务、社会参与及心理感受等方面,国家和各省认真进行数据分析开发。四是开展引导人口有序流动、促进人口合理分布政策研究。围绕国家主体功能区规划实施和促进城镇化健康发展,对中长期人口流动迁移和聚集态势进行了预测、预研、预判,形成了引导人口有序流动与合理分布、促进人口城镇化健康发展的政策框架和思路建议;立足于加强和创新社会管理,积极借鉴德国及欧盟促进移民社会融合研究成果和实践经验,深化流动人口社会融合指标体系研究。

在上述工作基础上,我们编撰了《中国流动人口发展报告2012》(以下简称《报告》)。除总报告外,还有五个研究专题:一是流动人口生存发展专题。分析人口流量、流向及流动人口生存发展的最新变动趋势和对实体经济的影响,对生态脆弱地区人口流动迁移和少数民族流动人口问题进行探讨。二是流动人口社会融合专题。进一步完善流动人口社会融合指标体系,探讨地方户籍制度改革的新经验。三是人口管理和特大城市人口规模调控专题。比较世界各国特大城市人口发展和城市治理的经验,针对中国当前特大城市人口发展及流动人口服务管理中存在的问题,提出相关政策建议。四是流动人口计划生育专

题。深入分析新生代流动人口婚恋、生育及流动人口计划生育服务管理情况，总结各地推进流动人口基本公共服务均等化的实践经验。五是中德项目合作专题。汇集中德人口挑战和社会融合合作项目在移民管理、城镇化、家庭发展方面的研究成果。附录部分收录了2011年7月至2012年3月流动人口服务管理大事记、2011年全国流动人口基本情况、流动人口动态监测调查说明、流动人口动态监测调查主要数据，以及2012年流动人口春节返乡意愿、春节后返回情况的电话调查数据和分析。

自2010年起，我们每年编撰《中国流动人口发展报告》。我们的目的，一是积极倡导以人为本的发展理念，推进基本公共服务均等化，促进流动人口社会融合；二是紧紧围绕国家重大战略规划和影响流动人口生存发展的重点政策，为党委政府决策提供参考和支持；三是向社会公开全国流动人口动态监测调查数据，以期通过与使用者的交流互动不断完善调查制度，吸引更多专家学者研究人口迁移问题，促进学术繁荣。2010年和2011年的《报告》受到了政府相关部门、研究机构和社会各界的广泛关注和来自国内外读者和媒体的积极评价。我们对来自各方面的鼓励和支持表示衷心的感谢！并诚恳地希望社会各界继续关注2012年的《报告》。

**国家人口和计划生育委员会流动人口服务管理司**

2012年5月



Two figures aroused broad public concern in 2011. One was 51.27%, which showed that the proportion of urban population in China had surpassed half of the total population and thus a historical change had taken place with regard to urban and rural population distribution. The other was 230 million, which referred to the number of migrant population in China. This figure was 9 million more than that in 2010 and reached a new high in the history. This means migrant population now accounts for 17% of the total population in China. In other words, there is 1 migrant in every 6 Chinese.

In the wake of urbanization and industrialization in China, migration will be increasingly frequent. To enhance and innovate the administration of society and migrant population, the CPC Central Committee and the State Council have initiated a series of momentous decisions and arrangements. On February 19th, 2011, President Hu Jintao made an important speech at the opening ceremony of a seminar on social administration and innovation for major provincial and ministerial officials, clearly requiring them to further strengthen and improve the administration and services for migrant population, and establish a national population information database that could cover the whole population of China as well as a dynamic mechanism to manage the existing population. On April 26th, 2011, President Hu pointed out that “guiding the population for orderly migration and rational distribution while earnestly strengthening the administration and services for migrant population should be one of the 6 most important tasks of population and family planning work in a new era”, when presiding over the 28th collective study of Political Bureau of CPC Central Committee. Premier Wen Jiabao proposed a series of

policies to benefit the livelihood of the migrant population in the 2012 *Work Report of the Government*, stressing that the reform of household registration system should be put forward in order to reasonably guide the flowing direction of population, and basic public services in cities and towns should be delivered to migrant workers step by step so as to help them acquire the citizenship in towns. In addition, specific arrangements to facilitate the administration and services for migrant population have been clearly stated in some important documents such as Outline of National Economic and Social Development during the Twelfth Five-Year Plan, Plan for National Population Development during the Twelfth Five-year Plan and Notification about Positively and Steadily Promoting the Reform of Household Registration System by General Office of State Council.

In 2011, in accordance with the requirements of central government, National Population and Family Planning Commission (NPFPC) intensified family planning services and administration of migrant population and initiated in-depth policy researches with positive results. Firstly, the establishment of an overall management mechanism in China was promoted. After 3 years of hard work, NPFPC had set up a platform for exchanging and sharing information on family planning services of migrant population in China, in the hope of enhancing the cooperation and interaction of administration and services between the inflow region and the outflow region. By the end of 2011, a national mechanism had been basically completed, which assembles functions like overall administration, equalized services, information sharing, regional cooperation and bidirectional assessment. Secondly, experiment units to provide migrant population with equalized access to basic public services in family planning were initiated, in an effort to promote the innovation in the administrative and services system. The 49 pilot cities had built a safeguard mechanism for fund investment to family planning services for migrant population, by enhancing the top design and clarifying the essential connotation, main content, aims and demands for the equalization of public services to migrant population.

Thirdly, dynamic monitoring of migrant population was carried out in order to timely grasp their subsistence and development situation. It was designed to carry out monitoring across the country, mainly to survey family structure, work status, housing conditions, children and family planning services, communal participation and mental feelings of migrant population. The data collected were used for analysis and further development by central and provincial institutes. Fourthly, NPFPC has launched policy researches aiming at guiding orderly population movement and promoting rational population distribution. By focusing on implementation of plans for major national functional zones and promotion of healthy urbanization, forecasts, advance researches and advance judgment on the trend of medium-to-long term population migration and congregation were carried out to come up with policy frameworks and proposals for guiding orderly population movement and rational population distribution and promoting healthy development of population urbanization, on the basis of enhancement and innovation of social administration. Meanwhile, by actively studying the research findings and practical experiences about enhancing migrants' social integration from Germany and EU, researches on the index system for social integration of migrant population were further strengthened.

Based on the work mentioned above, we have compiled *Report on China's Migrant Population Development in 2012* (*Report* for short). Apart from the general report, there are 5 research subjects. The subject of subsistence and development of migrant population has discussed employment, labor security, income, consumption of migrant population, the left-behind elderly and migrant population of national minorities by analyzing the latest changing trend of flow volume, flow direction and subsistence and development of migrant population and their impact on real economy. The subject of social integration of migrant population has further improved the social integration index system of migrant population and discussed new experiences in the reform of household registration system from various regions. The subject of metropolis population

administration has compared experiences of world metropolises in population development and city management, and proposed related policy suggestions targeting at problems existed in population development and services and management of migrant population in current metropolises in China. The subject of family planning of migrant population has made in-depth analysis of marriage and childbearing of the new-generation migrant population and family planning services and management of migrant population, and summarized their practical experiences in promoting equalization of basic public services for migrant population in different regions. The subject of Sino-German project cooperation has collected research results in such aspects as migrants administration, urbanization and family development of China/Germany Cooperative Project on Population Challenges and Social Integration. The Appendix has collected memorabilia related to administration and services of migrant population from July 2011 to March 2012, basic information of migrant population in China in 2011, explanation about the dynamic monitoring survey of migrant population, main data from the dynamic monitoring survey of migrant population in China as well as data from the telephone survey on return-home desire during Spring Festival of the migrant population and their condition of coming back to cities after Spring Festival in 2012 and the analysis of it.

In 2010, we began to compile *Report on China's Migrant Population Development* every year. We have three objectives. The first is to positively advocate the people-oriented development concept, facilitate equalization of basic public services and promote social integration of migrant population. The second is to provide references and support for the Party committee and government to make decisions, by closely focusing on significant national strategic plans and major policies that will affect the subsistence and development of migrant population. The third is to make public the data from the dynamic monitoring survey on migrant population, in the hope of continuously improving the survey system through exchange and interaction with data

users, attracting more experts and scholars to study the issue of population movement and promoting academic prosperity. *Report 2010* and *Report 2011* have received widespread attention from related government departments, research institutes and various social sectors and positive assessments from readers and media both at home and abroad. Here, we'd like to express our sincere gratitude to the encouragement and support from all circles! We earnestly hope that people from all walks of life will continue to pay close attention to *Report 2012*!

**Department of Services and Management of Migrant Population  
National Population and Family Planning Commission of China  
May 2012**

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