



In the past 30 years of reform and opening-up, large-scale domestic migration has promoted the rapid development of China's economy. It has also caused major social changes, and will further influence the development of China's society and economy in the future.

改革开放30年来，人口的大规模流动推动了中国的高速发展，也引发了深刻的社会变革，还将进一步影响中国社会和经济的未来发展。

#### Definitions

Internationally, migration indicates geographical or spatial moves between two regions, which usually involves the change of permanent residence from a place of origin to a different destination<sup>1</sup>. People involved in such moves are called migrants and migration might happen either within or across national borders. This brochure only deals with domestic migrants in China.

In China, due to the unique Household Registration System<sup>2</sup> (Hukou), geographical moves of people can be further divided into migration with and without Household Registration. People who have changed both their permanent residence and their Household Registration are migrants with Household Registration; those who have changed their permanent residence but not their Household Registration are often referred to as the "floating population". Those of the working-age, defined as between the ages of 15 and 64, are called "migrant workers" and those below 17 years of age are called "migrant children".

From a statistical perspective, migrants should be defined by both time and space. The spatial dimension can be further divided into migration across townships, across counties (districts), and across provinces. The time dimension can be further divided by duration of residence outside of the migrants place of registration; more than three months, more than six months, and more than one year. In this document, migrants refers to those who migrate across townships for more than six months<sup>3</sup>.

#### Data source

The data used was all obtained from official sources, predominantly the National Bureau of Statistics of China, National Population and Family Planning Commission, Ministry of Agriculture and other related departments.

#### 释义

国际上，人口迁移是指人口在两个地区之间的地理流动或者空间流动，这种流动通常会涉及到永久性居住地由迁出地到迁入地的变化<sup>1</sup>。发生迁移的人被称为迁移人口。迁移行为既可能发生在一国之间也可能超越国界，本报告只涉及中国国内的人口迁移。

中国由于实行独特的户籍管理制度<sup>2</sup>，其人口流动不同于人口迁移，流动人口也不同于迁移人口。那些改变了常住地同时也改变了户籍登记地的人口被称为迁移人口。而那些改变了常住地但没有改变户籍登记地的人口被称为流动人口。其中，15-64周岁的劳动年龄流动人口称为流动劳动力，0-17周岁流动人口称为流动儿童。

统计意义上的流动人口包括时间和空间两方面的含义。空间分为在跨乡（镇、街道）、跨县（区）、跨省流动等，时间分为在户籍所在地以外的地区居住时间3个月以上、6个月以上、1年以上等。本文中的流动人口指跨乡（镇、街道）流动6个月以上的人口<sup>3</sup>。

#### 数据来源

以下内容的数据均为官方数据，主要来自中国国家统计局、国家人口和计划生育委员会、农业部等相关部门。

### World

Internal migration is very common in all countries. For instance, between 1995 and 2000, internal migration in the USA was 65.435 million, approximately 25 percent of the national population aged five and above<sup>4</sup>. According to India's 2001 Population Census, the inter-census internal migration was 309.3 million, accounting for 30 percent of the total Indian population<sup>5</sup>. In 2008, Japan's internal migration reached 5.357 million, accounting for 4.25 percent of the total Japanese population<sup>6</sup>.

### 世界

世界各国的国内迁移都很普遍。如1995–2000年，美国的国内迁移人数为6543.5万人，约占全国五岁以上人口的四分之一<sup>4</sup>。根据2001年印度的人口普查，普查间国内迁移人数为30930万人，占印度总人口的30%<sup>5</sup>。2008年，日本的国内迁移人数为535.7万人，占日本总人口的4.25%<sup>6</sup>。

### China

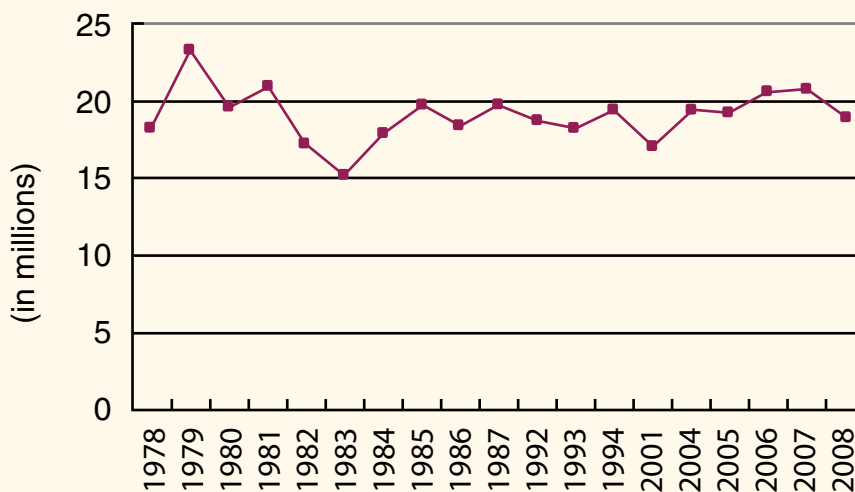
In recent years, the size of internal migration of those with Household Registration has remained stable at around 20 million per year (Figure 1).

### 中国

近年来，中国每年的户籍迁移人口稳定在2000万人左右（见图1）。

Figure 1: Annual figures for internal migration with household registration (1978-2008)

图1 中国每年户籍迁移人口的规模（1978–2008）



Source: Data for 1978-1987 and 1992-1994 is from Migration Data of China, edited by Zhuang Yaer, China Population Publishing House, Beijing, 1995<sup>7</sup>;

Data for other years is from China Population Statistical Yearbook 2002, 2005, 2006, 2007 and 2008<sup>8</sup>.

数据来源：1978–1987、1992–1994年来自庄亚儿编《中国人口迁移数据集》，北京，中国人口出版社，1995年<sup>7</sup>；其余年份数据来自2002、2005、2006、2007、2008年《中国人口年鉴》<sup>8</sup>。



# Trends in China's Domestic Migrant Population

## A rapid expansion in the number of migrants

### 中国流动人口的变动趋势

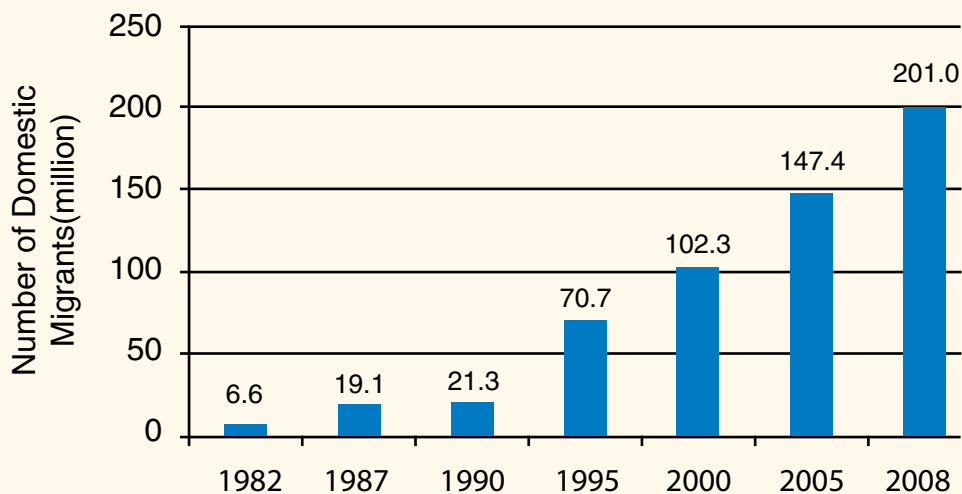
### 流动人口规模急剧增长

In China, migrant numbers have increased sharply since the 1980s, and this has raised a lot of attention. There were only 6.6 million domestic migrants in China in 1982. Powered by urbanization and industrialization, that figure increased by 29.45 times, an average annual increase of 14 percent for more than two decades. By 2008, the number of migrants reached 201 million, constituting 15 percent of China's total population (Figure 2).

20世纪八十年代以来，中国的流动人口急剧增长，备受关注。1982年，中国的流动人口数量仅为660万人。20世纪80年代中期以来，受到城镇化、工业化的影响，流动人口急剧增长，在20多年间，增长了29.45倍，年增长14%。到2008年，全国流动人口规模达到2.01亿，占全国总人口的15%（见图2）。

Figure 2: Scale of domestic migration in China (1982-2008)

中国流动人口的规模（1982-2008）



Source: China Population censuses and one percent population sample surveys<sup>9</sup>. Data from 2008 is estimated according to related information of migrant registration obtained from the National Population and Family Planning Commission of China.

数据来源：历次中国人口普查和1%人口抽样调查<sup>9</sup>，2008年的数据根据国家计生委流动人口登记的有关资料估算。

#### (1) Migrants are on average getting older

The age structure of China's domestic migrants indicates an apparent rise in the proportion of adult population. The proportion of working-age (15-64 years) migrants is rising continuously, while that of children and elderly people declines. Youths aged 15-24 have always constituted a high proportion of total migrants, and their numbers increased from 18.94 percent in 1982 to 36.42 percent in 1990, and then declined to 25.48 percent in 2005. Meanwhile, the average and median ages of migrants is also rising steadily (Table 1). This ageing migrant population is related to the longer time spent as migrants in destination cities.

#### (1) 年龄结构成年化

中国流动人口的年龄结构突出地表现为向成年人口集中的趋势。劳动年龄人口（15-64岁）比重不断上升，而少年儿童及老年人口比重则不断下降。15-24岁的青年人口始终占据重要位置，其比重从18.94%（1982年）增长到36.42%（1990年），之后回落到2005年的25.48%。同时，流动人口的平均年龄和年龄中位数也在不断上升（见表1）。流动人口年龄结构的成年化和流动人口在城市滞留时间越来越长有关。

**Table 1: Age composition of China's domestic migrants (1982-2005)  
(as a percentage of total migrant population)**

表1 中国流动人口年龄构成指标（1982-2005）（%）

年龄 (Age)	1982	1987	1990	2000	2005
0-14	33.60	21.60	16.15	13.78	12.45
15-64	57.91	72.72	80.42	82.88	84.03
Of which, 其中: 15-24	18.94	29.62	36.42	27.66	25.48
65+	8.50	5.67	3.43	3.34	3.52
Total 合计	100.00	100.00	100.00	100.00	100.00
Average age (year) 平均年龄 (年)	28.22	28.17	27.17	29.01	30.36
Age median (year) 中位年龄 (年)	23.00	24.00	24.00	27.00	29.00

Source: China Population censuses and one percent population sample surveys<sup>9</sup>

数据来源：中国人口普查和1%人口抽样调查<sup>9</sup>

#### (2) More women have become migrants and a family-based migration model has emerged

More females have joined the migrant population and their total number amongst migrants is approaching the number of males. The percentage of women among migrants was 54.3 percent in 1982, declined to 44.4 percent in 1990 and then rose to 49.8 percent in 2005.

#### (2) 更多女性加入流动，流动方式出现家庭化

女性参与流动人口的比例越来越高，目前基本达到了两性平衡。流动人口中女性的比例从1982年的54.3%下降到1990年的44.4%，后又上升到2005年的49.8%。



# Trends in China's Domestic Migrant Population

## The structure of domestic migrants continues to change

### 中国流动人口的变动趋势 流动人口结构不断变动

China's domestic migrants are moving to a "family-based" model, from the initial phase of one person moving to make a fortune. From 1990 to 2000, the ratio of migrants who migrated together with their family increased from 7.44 percent to 46.06 percent<sup>10</sup>. In big cities, migrant families are more common. In 2006, 75.3 percent of the married migrants in Beijing had been joined by their spouses<sup>11</sup>.

#### (3) Rapid increase in educational attainment

The education level of migrants is increasing rapidly. From 1982 to 2005, junior middle school graduates have replaced primary school graduates to become the largest group among China's migrants. The rate of illiteracy amongst migrants has declined continuously and the average number of schooling years completed has constantly risen (Table 2). Meanwhile, the number of migrants with a Bachelors Degree or even a Masters Degree are also on the rise.

随着时间的推移，中国流动人口由最初的“单身闯天下”阶段进入到了“家庭化”阶段。从1990年到2000年，流动人口举家迁移的比例由7.44%上升到46.06%<sup>10</sup>。在大城市，举家迁移的流动人口更为常见。2006年，北京市75.3%的已婚流动人口与配偶同时在京流动<sup>11</sup>。

#### (3) 中国流动人口的受教育水平提高迅速

流动人口的受教育水平迅速提高，呈现出不断知识化的特点。从1982年到2005年，初中毕业生取代小学毕业生成为中国流动人口中比例最大的群体，文盲的比例持续下降，平均受教育年限持续升高（见表2）。同时，拥有本科学历，甚至拥有研究生学历的流动人口不断增多。

**Table 2: Composition by educational degree of migrants ages 6 and above (1982-2005) %**

表2 六周岁以上流动人口的受教育程度构成（1982-2005）%

Educated Degree 受教育程度	1982	1987	1990	2000	2005
Illiterate 文盲	28.56	16.10	12.54	4.76	4.81
Primary school 小学	39.30	35.23	32.53	26.26	23.33
Junior middle school 初中	22.69	33.95	41.35	45.43	47.41
Senior middle school 高中	8.41	12.73	11.58	18.81	17.21
Junior college and above 大专及以上	1.04	1.98	2.00	4.75	7.24
Total 合计	100.00	100.00	100.00	100.00	100.00
Average Years of Schooling amongst Migrants 平均受教育年限（年）	5.58	7.01	7.38	8.66	8.89
Average Years of Schooling amongst National Population 全国人口平均受教育年限（年）	5.50	5.86	6.26	7.62	8.30

Source: China Population censuses and one percent population sample surveys<sup>9</sup>

数据来源：中国人口普查和1%人口抽样调查<sup>9</sup>

#### (1) More concentrated in certain destinations

Migrants tend to concentrate in the southeastern coastal region. In the early 1980s, the traditional industrial heartland of the northeast and areas rich in resources attracted more migrants, such as the three northeastern provinces (Liaoning, Jilin and Heilongjiang), as well as Henan, Anhui, Xinjiang, Inner Mongolia, and Shanxi. However, since 1990, the economies of Guangdong, Shanghai, Jiangsu, Zhejiang, Fujian and other developed coastal provinces have been growing rapidly, and more and more migrants have gathered in their cities (Table 3 and Figure 3).

#### (1) 流入地分布集中趋势

流动人口向东南沿海集中。20世纪80年代初，东北老工业基地和资源丰富的地区吸引了较多的流动人口，如东北三省、河南、安徽、新疆、内蒙、山西等。进入20世纪90年代后，广东、上海、江苏、浙江、福建等沿海发达省（市）经济增长很快，集聚了越来越多的流动人口（见表3及图3）。

**Table 3: Percentage of total migrants in the five most popular provinces for incoming migrants (1982-2005) %**

**表3 流入人口最多的前五省（市）占全国流动人口的百分比（1982-2005）%**

Rank	1982		1990		2000		2005	
1	Heilongjiang 黑龙江	8.60	Guangdong 广东	13.23	Guangdong 广东	20.87	Guangdong 广东	22.37
2	Henan 河南	6.31	Heilongjiang 黑龙江	5.82	Zhejiang 浙江	6.37	Zhejiang 浙江	8.53
3	Shandong 山东	5.39	Anhui 安徽	5.12	Jiangsu 江苏	6.36	Jiangsu 江苏	7.60
4	Guangdong 广东	5.23	Shanghai 上海	5.06	Shandong 山东	4.89	Fujian 福建	5.76
5	Jiangsu 江苏	5.06	Jiangsu 江苏	4.97	Sichuan 四川	4.20	Shandong 山东	4.81
	Total 合计	30.59	Total 合计	34.2	Total 合计	42.69	Total 合计	49.07

Source: China Population censuses and one percent population sample surveys<sup>9</sup>

数据来源：中国人口普查和1%人口抽样调查<sup>9</sup>



# Trends in China's Domestic Migrant Population

## Trends in migrants' destination

### 中国流动人口的变动趋势

### 流动人口流向变化趋势

Figure 3: Destinations of China's Domestic migrants in 2005

图3 2005年中国流动人口的分布



Source: China one percent population sample survey in 2005<sup>9</sup>

数据来源：2005年全国1%人口抽样调查<sup>9</sup>

Domestic migrants mainly come from agricultural provinces in central China. Most of these provinces have large populations, limited land resources and less developed industries (Table 4)<sup>9</sup>.

流动人口主要来自中部农业省份。这些地区多数人口多、土地资源有限、工业欠发达（见表4）<sup>9</sup>。

Table 4: Percentage of total outgoing migrants in the five provinces with most out-going migrants (2000-2005)

表4 按来源地分的跨省流动人口构成%（2000-2005）

Rank	2000		2005	
	1	Sichuan 四川	14.93	Sichuan四川
2	Hunan 湖南	10.19	Anhui 安徽	11.73
3	Anhui 安徽	9.41	Hunan 湖南	9.40
4	Jiangxi 江西	8.11	Henan 河南	9.20
5	Henan 河南	7.58	Hubei 湖北	7.13
	Total 合计	50.22	Total 合计	49.23

Source: China Population census in 2000 and China one percent population sample survey in 2005<sup>9</sup>

数据来源：中国2000年人口普查和2005年全国1%人口抽样调查<sup>9</sup>

Migration, when based on motivation, can be divided into economic migration and social migration. The former can be due to job transfers, job assignments, doing business, study and training, and the latter is usually for joining relatives or friends, accompanying dependents, immigration for the purposes of marriage, removal and relocation. Economic motivation is the major driver of China's domestic migrants and 53.1 percent of the migrants in China are working or doing business (Table 5)<sup>9</sup>.

China has a large rural population and limited land resources. With the increase in agricultural productivity, there is a large surplus in the number of agricultural workers in rural areas. Migration then becomes the main way for the surplus rural workforce to find employment. In 2005, 14.3 percent<sup>9</sup> of the total agricultural workforce aged between 20 and 45 years were economic migrants.

The income obtained by working outside of ones' hometown has become increasingly important as a source of income for farmers. In 2007, the average per capita net income for China's farmers passed 4,000 Yuan. Salaried work has become the major source for farmer's income increase, exceeding 40 percent of farmers' average incomes, and contributing more than 60 percent towards total average income growth<sup>12</sup>.

依据流动原因，可以将流动人口划分为经济型流动人口和社会型流动人口两类，经济型流动人口是因为工作调动、分配工作、务工经商和学习培训而流动的流动人口；社会型流动人口是因为投亲靠友、家属随迁、婚姻迁入和拆迁搬家而流动的流动人口。中国流动人口以经济型流动人口为主，其中53.1%的流动人口是务工经商者（见表5）<sup>9</sup>。

中国农村人口众多，土地资源有限，随着农业生产率的提高，农村存在着大量农业剩余劳动力，流动成为农村剩余劳动力实现就业的主要途径。2005年，20-45岁外出务工的农业劳动力占该年龄段全部农业劳动力的14.3%<sup>9</sup>。

农民外出务工所获得的收入逐渐成为农民收入的重要来源。2007年，我国农民人均纯收入突破4000元，其中工资性收入已成为农民增收的主要来源，在农民人均纯收入中的比重已超过四成，对农民增收的贡献率超过60%<sup>12</sup>。

**Table 5: Composition of reasons for domestic migrants' move in 2005 (%)**

**表5 2005年的流动人口流动原因构成（%）**

Reasons for move 流动原因		Percentage 百分比
Economic reasons 经济型流动	Job transfer 工作调动	2.6
	Work assignment 分配工作	0.6
	Doing business 务工经商	53.1
	Study and training 学习培训	3.7
	Subtotal 小计	60.0
Social reasons 社会型流动	Joining relatives or friends 投亲靠友	8.3
	Accompanying dependents 随迁家属	14.3
	Marriage immigration 婚姻迁入	7.8
	Removal and family move 拆迁搬家	3.3
	Subtotal 小计	33.7
Others 其他		6.3
Total 合计		100.0

Source: China one percent population sample survey in 2005<sup>9</sup>  
数据来源：2005年全国1%人口抽样调查<sup>9</sup>





# Problems Migrants Are Facing

## 中国流动人口面临的问题

Migrants are treated differently to the local population in many aspects of life, due to their lack of a local Household Registration at their destination, especially in not having equal access to essential public services as compared to people with local Household Registration.

由于不具备流入地的户籍，流动人口在诸多方面面临区别待遇，主要表现在公共服务方面：

### 1. Limited social insurance coverage

Migrants have limited social insurance coverage. The rates of migrant workers participating in the three basic social insurance schemes – unemployment insurance, basic pension insurance and basic medical insurance – is very low (Table 6). When surveyed, 75.35 percent of migrant workers said they did not participate in any of the above mentioned “three insurance schemes”<sup>9</sup>.

### 1. 社会保险覆盖面小

流动劳动力社会保险覆盖面小。流动劳动力参加失业保险、基本养老保险和基本医疗保险三类基本社会保险的比率均很低（见表6），75.35%的流动劳动力没有参加上述“三险”中的任何保险<sup>9</sup>。

**Table 6: Percentage of migrant workers participating in various social insurance schemes**

表6 2005年流动劳动力拥有各类社会保险的比例 %

Coverage 险种	Percentage 百分比
Unemployment insurance 失业保险	8.92
Basic endowment insurance 基本养老保险	17.67
Basic medical insurance 基本医疗保险	21.46
Participation in all the “three insurances” “三险”都参加了	8.26
Participation in one of the “three insurances” “三险”中参加一个	6.87
Participation in two of the “three insurance” “三险”中参加两个	9.52
No participation in any of the “three insurances” 没有参加“三险”	75.35

Source: one percent population sample survey in 2005<sup>9</sup>

数据来源：2005年全国1%人口抽样调查<sup>9</sup>

### 2. The rate of workers with signed labor contracts is low

In 2005, 60 percent of employed migrant workers had not signed a labor contract<sup>9</sup>. It is therefore hard for migrant workers to guarantee their legal rights and interests in case of labor disputes.

Fewer employment training opportunities are provided for migrants. Although the ratio of migrant workers receiving training has increased from 16.8 percent in 2001 to 28.2 percent in 2004<sup>13</sup>, they still don't have the level of skills required by the labor market.

### 3. Access to public services for sexual and reproductive health is low

The 2006 NPFPC Population and Family Planning Survey showed that nearly one third of migrant women of reproductive age received no prenatal checkups during pregnancy, and 28.83 percent of them gave birth at home.

### 4. Large numbers of children are affected by migration

More and more migrants are bringing their young children into cities. In 2005, the total number of migrant children aged below 18 reached 25.33 million<sup>9</sup>.

Meanwhile, there is also a larger number of migrants who leave their young children at home. These children are called left-behind children. In 2005 there were as many as 73.26 million left-behind children in China.

### 2. 劳动合同签订率低

2005年，在被雇佣的流动劳动力中，未签订劳动合同的比例高达60%<sup>9</sup>。较低的劳动合同签订率使得流动人口在发生劳务纠纷时难以保障自己的合法权益。

流动人口缺乏劳动就业培训的机会。虽然受过培训的农民工的比重由2001年的16.8%增长到2004年的28.2%<sup>13</sup>，但是仍难以满足劳动力市场的需求。

### 3. 性和生殖健康的公共服务水平偏低

国家人口计生委2006年人口和计划生育调查显示，流动育龄妇女中有近三分之一的人在怀孕过程中未做过产前检查，有28.83%的人在家乡分娩。

### 4. 受人口流动影响的儿童规模庞大，亟待关注

越来越多的流动人口将自己的未成年子女带到了城市，2005年，0-17周岁的流动儿童规模达到了2533万人<sup>9</sup>。

同时，还有很多流动人口将未成年子女留在老家，这些儿童被称之为留守儿童。2005年0-17岁周岁的留守儿童高达7326万人，他们需要更多的关注。



# National Response in China

## 中国政府的回应

**1. The Chinese government pays much attention to resolving relevant problems associated with domestic migrants.** The “Opinions of the State Council on Addressing Migrant Worker Issues” (2006) clearly prescribed the principle of “fair and equal treatment”.

中国政府高度重视流动人口相关问题的解决。《国务院关于解决农民工问题的若干意见》（2006）明确提出了“公平对待、一视同仁”的原则。

**2. The Chinese government has announced 12 laws and regulations related to migrants.**

中国政府出台了12项与流动人口相关的法律法规。

Main policies, laws and regulations promulgated by the Chinese government include: “Decision of Central Committee of Communist Party of China and State Council on Fully Enhancing Work of Population & FP and Comprehensively Solving Population Issues”, “Opinions of the State Council on Addressing Migrant Worker Issues”, and “Measures of Endowment Insurance for Rural Migrant Workers”. These policies aim at solving issues in terms of education, income, social security, employment training, children’s education, and public services for family planning.

中国政府出台的主要政策法规包括《中共中央国务院关于全面加强人口和计划生育工作统筹解决人口问题的决定》、《国务院关于解决农民工问题的若干意见》、《农民工养老保险办法》，等。这些政策法规旨在解决流动人口的就业、收入、社会保障、就业培训、子女教育、计划生育公共服务等问题。

**3. The Chinese government has set up special organizations to look into migrant workers’ issues.**

中国政府成立了专门机构

In March, 2006, the Joint Working Committee on Rural Migrant Workers under the State Council was formed by 31 departments and units, including among others the General Office of the State Council, National Development and Reform Commission, Ministry of Education, Ministry of Science and Technology, Ministry of Public Security, Ministry of Supervision, Ministry of Civil Affairs, Ministry of Justice, Ministry of Finance, Ministry of Labor and Social Security. Their job is to jointly draft and implement major policies and measures on rural migrant workers.

2006年3月，中国建立由国务院办公厅、发展改革委、教育部、科技部、公安部、监察部、民政部、司法部、财政部、劳动保障部等31个部门和单位组成国务院农民工工作联席会议，共同拟订和实施农民工工作的重大政策措施。

(1) In July, 2008, the Ministry of Human Resources and Social Security set up a working department on rural migrant workers on the basis of office of the Joint Working Committee on Rural Migrant Workers and made it responsible mainly for the protection of rights and interests, labor, employment, social security, public services and other affairs for rural migrant workers.

2008年7月，人力资源和社会保障部设立农民工工作司，该司是在农民工工作联席会议办公室的基础上设立的，主要负责农民工的权益保护、劳动就业、社会保障、公共服务等相关事务。

(2) In September, 2008, the National Population and Family Planning Commission set up a new service and management department on migrants, which is aimed at enhancing family planning management and services for migrants, investigating and proposing policies and suggestions on promoting an orderly movement of the population and its rational distribution; drafting the goals of family planning services management for migrants; investigating and streamlining a work system of family planning services management for migrants; instructing local departments to establish a work mechanism, by which family planning information and public services are made available to migrants.

2008年9月，国家人口计生委新增设了流动人口服务管理司，旨在加强流动人口计划生育管理和服务，研究提出促进人口有序流动、合理分布的政策建议；拟订流动人口计划生育服务管理工作规划；研究规范流动人口计划生育服务管理工作制度；指导地方建立流动人口计划生育信息共享和公共服务工作机制。

#### 4. Specific Interventions carried out

##### 一系列相关活动得到开展

(1) From 2004 until now, with the action of Premier Wen Jiabao, the Government has started cleaning up unpaid wages owing to migrant workers, claiming for wages in arrears.

2004年至今，由温家宝总理替农民工讨薪而开始的“清欠”（清理欠薪）行动。

(2) Since 2004, the rural labor force transfer and training project (briefly referred to as “Sunshine Project”) has been organized and implemented by the Ministry of Agriculture, Ministry of Finance, Ministry of Labor and Social Security, Ministry of Education, Ministry of Science and Technology, and Ministry of Construction.

2004年至今，农业部、财政部、劳动和社会保障部、教育部、科技部、建设部组织实施农村劳动力转移培训阳光工程（简称为“阳光工程”）。

(3) Since 2005, the Ministry of Human Resources and Social Security has been carrying out “Spring Breeze Action”, with the theme of “Helping migrant workers solve the difficulties in seeking jobs in cities”.

2005年至今，人力资源与社会劳动保障部开展以“进城求职，帮您解难”为主题的“春风行动”。

(4) Accurate and timely information about migrants is the basis for good management and services work. Therefore, the Chinese government has established a related information registration system on migrants by making full use of and integrating its information registration network.

准确、及时的流动人口信息是流动人口管理和服务工作的基础。为此，中国政府部门充分利用和整合自身信息登记网络，建立起了流动人口相关信息登记体系。



### Globally

#### 联合国人口基金在全球范围内采取的行动

UNFPA advocates for policies and laws that promote and protect migrants' human rights. UNFPA places emphasis on the need to recognize the substantial contributions woman migrants make both in destination cities, where they provide services that benefit families and economies, and in their home counties, where they send a substantial portion of their earnings, which improves their communities and the lives of family members. As part of its work on urbanization, UNFPA supports policy reform, research and services for those most affected, especially migrants.

联合国人口基金在政策和法律层面实施倡导，促进和保护流动人口的人权。联合国人口基金极为重视女性流动人口不论是在其流入地还是她们的家乡所做出的巨大贡献。在流入地，她们提供服务，为当地的家庭和经济做出贡献；她们把相当比例打工的收入汇回家乡，改善家庭成员和当地社区的生活条件。作为城市化工作内容的一部分，联合国人口基金支持针对那些最受城市化影响群体的政策改革、研究和服务项目，特别是针对流动人口。

UNFPA promotes research on issues of migration, particularly for young people touched by migration. It highlights their concerns and needs for education, employment, health, security and peace. UNFPA tries to give a voice to young people who have been largely invisible in debates and policies about international migration.

联合国人口基金推动关于流动人口的研究，特别是针对受流动影响的青年流动人口，突出他/她们对教育、就业、卫生、保障与和平的关切与需求。人口基金致力于表达那些在有关国际迁移的政策和争议中所忽视的青年人的心声。

At the operational level, UNFPA supports equal access to legal and health services, including reproductive health services, for migrant populations.

在执行层面，联合国人口基金支持人人享有均等的法律和卫生服务，包括针对流动人口的生殖健康服务。

### In China

#### 联合国人口基金在中国采取的行动

UNFPA has long included internal migration as an important issue in its policy advocacy, research and program areas of population and development, gender equality and reproductive health. Migrants themselves normally face unforeseen challenges in their destinations cities, and their family members left behind in rural areas – including spouses, children and aged parents, have to take on additional responsibilities.

联合国人口基金长期以来在其人口与发展、性别平等和生殖健康三大工作领域所开展的政策倡导、研究和项目工作中一直关注国内流动人口、并将其作为一项重要的课题。流动人口自身在流入地通常会面临意想不到的困难，而他/她们的家庭成员——配偶、子女和年迈的父母留守在农村地区，不得不承担起更多的责任。

At the policy level: The UNFPA supports research to produce policy recommendations that help integrating migration related issues and migrants rights for equal services into national policies and plans.

在政策层面：联合国人口基金支持开展政策建议研究，使流动人口相关问题和流动人口享有均等服务权利的问题能够纳入国家政策和发展规划当中。

In its Sixth Country Programme (2006-2010), UNFPA has a number of initiatives on migration and migrants. It is working with the Department of Social Development at National Reform and Development Commission (NDRC) to develop a healthy urbanization strategy for China, one which aims to promote an equitable urbanization process through the provision of essential social services to all affected in the process, particularly migrants. This project, which started in 2009, is expected to continue into the UNFPA's Seventh Country Programme in China (2011-2015). Its implementation is taking place in four pilot cities: Tianjin, Xi'an, Zhengzhou and Changshu, with focus on research related to certain aspects of social services, including education, health, social security, social assistance, employment and housing. It aims to formulate an evidence-based strategy on urbanization in China.

在第六周期国家方案中（2006-2010年），联合国人口基金开展了一系列关于流动人口和迁移的活动。联合国人口基金与国家发展和改革委员会社会发展司合作开展了中国健康城市化战略研究，旨在通过为所有在这一进程中受到影响的人们，特别是流动人口，提供基本的公共服务，促进一个公平的城市化进程。这一项目于2009年启动，并预计将延续到中国/联合国人口基金第七周期国家方案（2011-2015）。活动在4个试点城市展开，分别是天津、西安、郑州和常熟。各地试点研究将侧重公共服务的具体领域，包括教育、卫生、社会保障、社会救助、就业和住房供给等，以制定一个以实证为基础的中国城市化战略。

At the operational level: UN agencies, including UNFPA and national partners through an UN Joint Programme on Youth Employment and Migrants, supported by the Spanish MDG Fund, are working together with city-level institutions to introduce peer education, social marketing, youth friendly approaches. They are also encouraging youth participation in work with youth migrants (aged 15-24) in order to improve their health seeking behavior, sexual and reproductive health (SRH) knowledge and access to health services. Youth migrants are receiving health promotion materials through newly established "youth-migrant-friendly service stations" in the cities of Tianjin and Xi'an, and peer education by youth migrants to deliver health information and life-skills messages is being further explored.

在执行层面：在联合国-西班牙千年发展目标基金支持下，包括联合国人口基金在内的联合国机构和多家国内机构合作开展了“保护和促进中国弱势青年流动人口的权利”的联合项目，通过与地市级政府的合作引入同伴教育、社会营销、青年友好服务的方法。项目还在针对青年流动人口（年龄15-24岁）的工作中鼓励青年参与，以改善他们的就医行为、性与生殖健康知识以及医疗卫生服务可及性。青年流动人口可以在天津、西安新设立的“青年友好服务点”领取健康促进的宣传材料，参与由青年流动人口开展的旨在传递医疗卫生信息和生活技能知识的同伴教育活动。

UNFPA China also supports analysis of data and user friendly publications with an emphasis on migrants, so as to support policy advocacy and improved programming, an example of which is this publication.

联合国人口基金驻华代表处还支持开展数据分析和出版用户界面友好的出版物，重点关注流动人口群体，用于支持开展政策倡导和改善项目水平，这本刊物就是一个例子。

Other UNFPA supported data sets and researches which provide information on migrants include the nationwide Youth Sexual and RH study and the RH/FP baseline and endline surveys.

联合国人口基金还支持其他一些数据收集和研究的的项目，用于提供更全面的流动人口信息，比如全国青少年性与生殖健康调查和生殖健康/计划生育基线调查和终线调查等。

For UNFPA work and mandate, please visit <http://www.unfpa.org> and the UN China website <http://www.un.org.cn>.

更多关于联合国人口基金的工作和信息，请访问联合国人口基金全球网站：<http://www.unfpa.org>，以及联合国驻华系统网站：<http://www.un.org.cn>。



# Direction for next-steps

## 下一步工作的方向

A large number of domestic migrants will continue to need services and support in the future, and the size of the migrant population is expected to further increase. Therefore, future policies and regulations will need to continue addressing their needs. For existing policies and regulations, emphasis should be on further improved implementation to guarantee the legal rights and interests of migrants, build a sound social security system, and promote a smooth and orderly transfer of the rural labor force. Specific measures for consideration by relevant public departments include:

流动人口未来还将大量存在，并且规模将进一步增长，这必须作为我国未来相关政策制定的出发点。完善并严格执行相关法律法规，切实保障流动人口的合法权益，健全流动人口社会保障制度，促进农村劳动力平稳有序转移。具体而言包括：

1. Continue to review and reform the Household Registration System (Hukou) by speeding up the implementation of lowering settlement threshold policy in small cities, small towns, and in particular, the county seats and center towns, and promoting the reform of the Household Registration System (Hukou) in big cities so as to gradually absorb migrant workers, and allow them to settle down in urban areas with an accelerated process of transferring migrant workers into citizens.

深化户籍制度改革，加快落实放宽中小城市、小城镇特别是县城和中心镇落户条件的政策，并推进大城市户籍体制改革，逐步吸收农民工在城镇落户，加快农民工市民化的进程。

2. As migration patterns indicate more family based migration, preparations should be made for incoming children and elderly at destinations. Particular attention is required for migrant children's equal access to compulsory education, and the social service requirements of left behind children.

随着人口流动家庭化的出现，流入地应为更多老人和儿童的到来做好准备，保障流动儿童平等接受义务教育，关心留守儿童。

3. Providing equal access to essential public services in destination cities for migrants and their integration into the urban public service system to strengthen: (i) disease prevention and control, (ii) immunization for age-appropriate children, (iii) basic sexual and reproductive health services and (iv) improve migrants' housing conditions.

为流动人口提供均等化的基本公共服务，把流动人口纳入城市公共服务体系，加强流动人口疾病预防控制和适龄儿童免疫工作，为流动人口提供性和生殖健康基本公共服务，多渠道改善流动人口居住条件。

4. Initiatives to improve migrants' registration system in order to gather in a timely manner basic information about migrants for the formulation and implementation of related policies.

完善流动人口的登记系统，及时掌握流动人口的基本信息，为流动人口相关政策的制定和实施提供基本依据。

1. Multilingual Demographic Dictionary of International Union for the Scientific Study of Population (IUSSP)  
国际人口学会 (IUSSP) 《多种语言人口学辞典》
2. This refers to a registration system which holds information on an individual's birth, death, marriage, residence, etc and is the basis on which a Chinese citizen enjoys rights and bears responsibilities in state, social, family and marital affairs. The information also includes references to temporary residential status due to work or education, and urban and rural status. Different status, particularly urban and rural, implies differentiated entitlements to work and living conditions and benefits.  
户口登记包括出生登记、死亡登记、婚姻登记、住所登记等，是一个中国公民在国家、社会、家庭、婚姻等方面享受权利和承担义务的基础。户口登记还包括因工作和学习等原因的临时户口，同时有城市户口与农村户口之分。不同的户口分类，特别是城乡户口之分，意味着享受不同的工作和生活福利。
3. The domestic migrants in 1990 census and before refers to the population of floating cross-county over more than one year, but the domestic migrants in 2000 census and after refers to the population of floating cross-township over more than six months  
1990年及之前的人口普查数据中流动人口是指跨县流动1年以上的人口，2000年及之后的人口普查数据中流动人口是指跨乡（镇、街道）流动半年以上的人口
4. Geographical Mobility: 1995 to 2000 <http://www.census.gov/prod/2003pubs/c2kbr-28.pdf>
5. Ram B. Bhagat, Internal Migration in India: Are the Underclass More Mobile? Paper presented in the 26th IUSSP General Population Conference held in Marrakech, Morocco, 27 September - 2 October 2009. <http://iussp2009.princeton.edu/download.aspx?submissionId=90927>
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Sample data of one percent population sample survey 1987  
1987年全国1%人口抽样调查抽样数据  
Sample data of the fourth national census 1990  
1990年第四次全国人口普查抽样数据  
Sample data of one percent population sample survey 1995  
1995年全国1%人口抽样调查抽样数据  
Sample data of the fifth national census 2000  
2000年第五次全国人口普查抽样数据  
Sample data of one percent population sample survey 2005  
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13. Investigation data on rural migrant workers by the rural investigation group of the National Bureau of Statistics of China 2001-2004  
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