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农村流动人口对中国反贫困政策体系的挑战

The challenge on china`s anti-poverty policy system from rural floating population

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导言

Introduction

- 中国目前在解决传统的绝对贫困人口问题上已经做出了值得肯定的成绩，但当下我国正经历前所未有的农村劳动力向城市的大规模转移，因此我们的反贫困体系面临巨大挑战。
- Achievements have already gained by China in solving the traditional absolute poverty issue. But we are experiencing a mass migration of its rural labor force as never before, so our anti-poverty system is facing huge challenge.

- 在新时期，我们应将贫困定义为一种包含权利不足、福利缺失等多因素在内多元贫困，把反贫困工作不仅仅看作解决“即时”贫困状态而是进一步看作防范陷入贫困的风险。农村流动人口是该种贫困的多发人群。
- Nowadays we should consider “poverty” as not only in income but also in multiple dimensions which include kinds of factors such as lack of right and deficiency in basic welfare, and antipoverty work not only to solve the “immediate” poverty but also risk-control of falling into poverty. Then the rural floating population will more likely to suffer poverty.

- 中国长期以来一直采用并延续至今的反贫困政策是基于城乡分割这一思路设计的，而这种分割将会导致农村流动人口的生计安全网缺失。在流动人口将会长期存在的背景下，我们所面临的这个问题也是长期性的，并且十分艰巨。
- A range of anti-poverty policies in China has been designed separately for rural and urban areas and for rural and urban residents, and this separation will lead the rural floating population lacking of the subsistence safety net. In the situation of long-existing floating population, the problem will also be a long-term process and hard to solve.

农村流动人口贫困风险

The poverty risk of rural floating population

- 就业不稳定，劳动负荷大
多数流动人口没有签订劳动合同，劳动时间也远远高于《劳动法》中的规定。
- Unstable employment and heavy workload
Most floating population doesn't sign labor contracts and the working time is more than the Labor Law's provision.

- 医疗和人身安全保障风险

绝大多数用人单位没有为农村流动人口缴纳各种社会保险，其健康、养老、生育等缺少保障。

- Inadequate guarantees for medical care and personal safety

Most employers don't pay the social security for rural floating population, so there is no guarantee for their health, endowment, maternity and so on.

- 代际贫困危险

农民工子女无法得到与城市儿童相同的教育权力。

- Danger of intergenerational poverty

The children of the migrant workers can't enjoy equal right to education compared with city children.

- 妇女贫困风险尤为突出
女性农民工的生育过程得不到相应的保障。
- Specific risks faced by female migrant workers
The maternity of the female migrant workers can't be properly guaranteed.

- 与传统意义上的收入贫困相比，农村流动人口中的贫困群体具有不确定性，其主要风险是脆弱性，贫困维度是多元的，并且其贫困不是一种长期性贫困而是一种政策性贫困，即贫困的起因主要在于政策体系的缺陷而非脆弱个体自身的不足。
- It can be seen that compared to the traditional income poverty, the poverty group in rural floating population are often difficult to define and their major risk is vulnerability. The poverty is multidimensional, and it is the result of policies rather than being chronic, which means the cause lies in defects in the policy system, rather than from inability of the vulnerable individuals.

现行反贫困政策体系在应对农村流动人口贫困问题方面的不足

The disadvantage in the current antipoverty policy system facing the poverty of the rural floating population

- 非包容性的城镇化模式使农村流动人口难以共享城镇化发展成果。主要是与户籍制度相伴的歧视性的就业及福利制度（以及征地制度）。人口流向较多的大城市不接纳流动人口，而中小城市的落户也蒙有精英化阴影。
- Non-inclusive urbanization pattern make the rural floating population hard to share the benefit
Mainly is the discriminatory employment and welfare system（and land requisition system）accompanied with the household registration system. The large cities the population mainly floating to don't adopt them and the small cities` registration is also in the shadow of elitism.

- 城乡二元的公共服务体系使得脆弱群体应对转型贫困风险的生计安全网缺失

义务教育、医疗卫生、社会保障这三方面的公共服务均存在较严重的二元分割。参保人群户籍化导致农村流动人口被排斥在农村与城市公共服务之外。

- The dual-structured urban-rural public service system limits the adequacy of the subsistence safety net in assisting vulnerable groups to respond to the risks of transitional poverty

The division exists in the compulsory education, medical care and social security public service. The insurance domicile cause the rural floating population are excluded from the rural and urban public service.

- **Compulsory education policy:** The governments of receiving cities are confronted with heavy financial pressure since the financial transfer payment for education is still based on the permanently registered population.
- 义务教育政策: “地方负责, 分级管理” 体制使得财政转移支付仍然以户籍人口为统计口径, 流入地政府因而面临着较大的财政压力
- **Basic medical care policy:** The objects to be covered and management systems of the current basic medical insurance system for urban employees and the New Type of Rural Cooperative Medical Care System are obviously urban-rural dual-structured. The later is also based on the permanently registered population.
- 基本医疗卫生政策: 城镇职工基本医疗保险制度和新型农村合作医疗制度在覆盖对象、管理体制等方面存在显著的城乡二元分割; 后者是“户籍化”的
- **Basic social security policy:** There has been no integrated plan to link up the various social security systems. The basic pension scheme for urban employees and the new rural social endowment insurance have so far not been connected. Insurance degrees for different social security system (quality disparity) are quite different.
- 基本社会保障政策: 不同社会保障制度之间如何衔接, 目前尚缺乏统筹考虑。城镇职工基本养老保险和新型农村社会养老保险之间的衔接问题尚未完全解决, 不同保障体系之间的保障程度(质量)也存在很大差异。

- 城乡分割的专项反贫困政策难以将转型贫困人口纳入专项贫困监测和支持系统

扶贫工作按照行政区域进行，这种强属地性质将农村流动人口排除在外，不利于对其转型贫困进行监测。

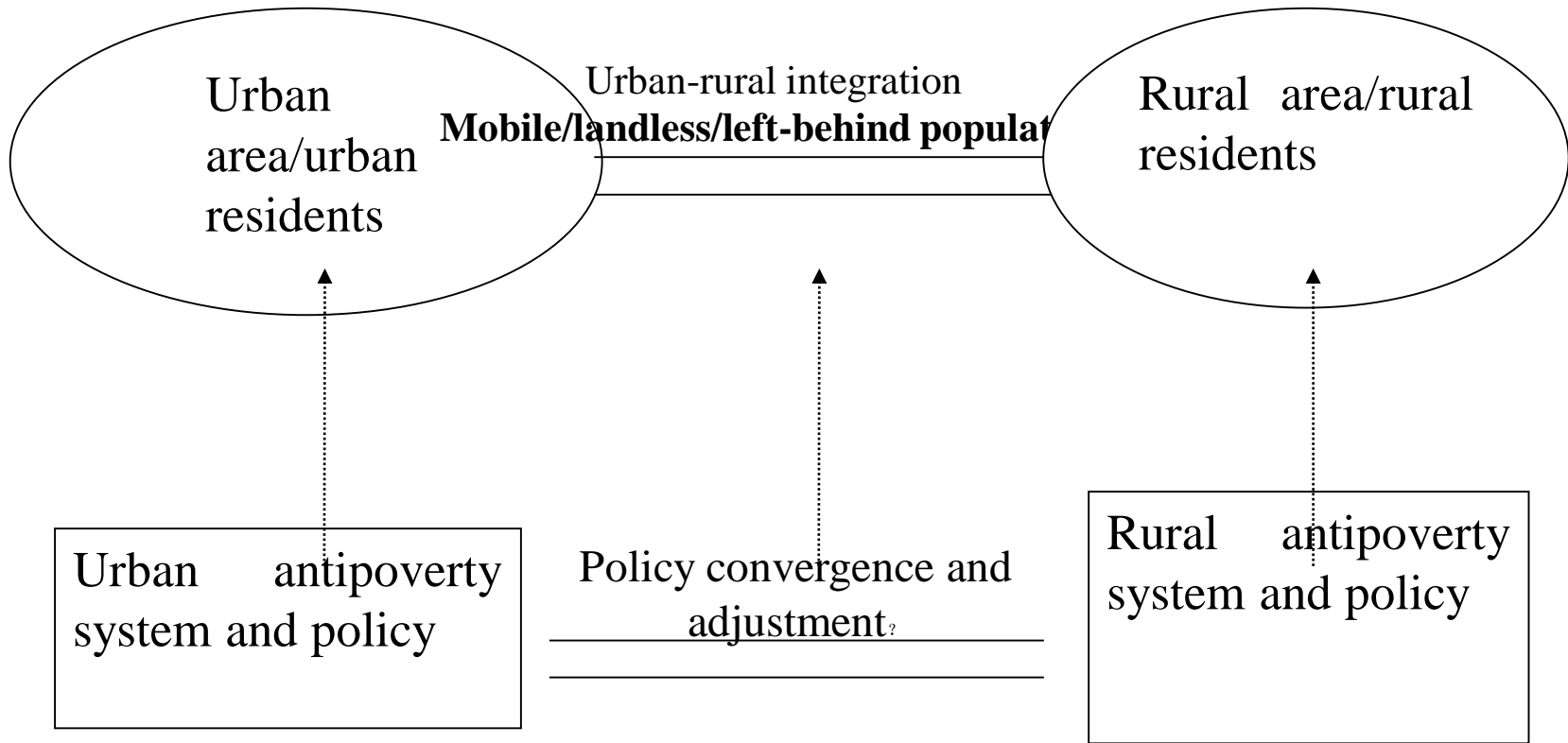
- Specialized anti-poverty policies based on urban-rural segmentation cannot include the population trapped in transitional poverty in specialized poverty monitoring and supporting systems

The current poverty reduction offices are set up based upon administrative divisions. The strong local limits exclude the rural floating population from the monitoring transitional poverty.

结论与政策建议

Conclusion and policy recommendations

- At present, China's macro antipoverty policy and specialized poverty relief policy systems have several defects in tackling the risks of transitional poverty confronting migrating groups. The main problem is the urban-rural divide in the policy system.
- 目前中国的宏观减贫政策和专项扶贫政策体系在应对流动人口所面临的转型贫困风险方面存在不足，其主要表现是政策体系的城乡分割。



- 中国的宏观社会服务政策和专项扶贫政策应构建一个确保脆弱群体免于陷入转型贫困的生计安全网，以使这些脆弱群体具备应对社会转型风险的基本能力和基本权利
 - 将城乡居民作为一个群体，建立城乡一体而非城乡分割的、“碎片化”的公共服务政策体系
 - 从现实条件出发，目前宜加紧建立和完善现有城乡不同政策间的对接机制
- China's macro antipoverty policy and specialized poverty relief policy systems have several defects in tackling the risks of transitional poverty confronting these groups
 - To building an “integrated” urban-rural public service system , breaking the boundaries between urban and rural areas step by step, establishing an integrated rather than a “fragmented” urban-rural public service system
 - Taking the actual situation and conditions into account, we will accelerate and enhance the setting up of links between existing urban and rural policies

- 建立一套可以惠及脆弱群体、使之共享城乡一体化发展成果的政策体系和发展模式
 - 发展劳动密集型产业，构建平等就业环境
 - 非精英化户籍制度，确保城市就业人口共享公共服务
 - 改革土地制度，实现土地“同权同价”
- China must establish a policy system and a developing mode that benefits all vulnerable groups and allows them to share the achievements of urban-rural integration
 - Developing the labor-intensive industries, and building a fair employment environment
 - To build a non-elite registration system ensuring most employees in cities can share the public service
 - Reform land system to realize the “equal property right, equal value”

- 将流动人口纳入反贫困框架，建立城乡无缝对接的扶贫政策体系
 - 建立并强化“属人”而非“属地”的扶贫政策
 - 设定城乡间可比的、逐步提高的贫困标准
 - 建立覆盖城乡的扶贫监测体系
 - 建立城乡一体化的扶贫协调机构
- We should consider floating population when setting antipoverty objectives and establishing a linked-up urban-rural poverty reduction system. Especially, it's need to establish:
 - Poverty relief policy targeting people more than being locality-limited
 - Comparable and gradually improved urban and rural poverty lines
 - Poverty monitoring system covering urban and rural areas
 - Integrated urban-rural poverty relief coordination institutions to promote a linked-up and unified urban-rural poverty relief system.

谢谢！