

The 1st KICCE East Asia Policy Seminar

*Social Welfare Policy for
Disadvantaged Young Children in China and Korea*

May 14th, 2018 10:30~12:30
Korea Institute of Child Care and Education



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Child Care and Education

The 1st KICCE East Asia Policy Seminar

Social Welfare Policy for Disadvantaged Young Children in China and Korea

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☐ Program

Time	Duration	Program
10:30 ~ 10:35	5 min.	<input type="checkbox"/> Introducing Participants
10:35 ~ 10:45	10 min.	<input type="checkbox"/> Welcoming Address President Sun-Hee Baek
10:45 ~ 11:20	35 min.	<input type="checkbox"/> Presentation 1: Prof. Zheng, Gongcheng (郑功成) 신 시대 중국 아동복지 발전
11:20 ~ 11:55	35 min.	<input type="checkbox"/> Presentation 2: Prof. Yao, Jianping (姚建平) <i>Social Protection of Migrant and Left-behind Children in Qinghai and An'hui, China - Cash Transfer for Children</i>
11:55 ~ 12:10	15 min.	<input type="checkbox"/> Discussion President Sun-Hee Baek
12:10 ~ 12:30	20 min.	<input type="checkbox"/> Q&A and Closing (Group Photo)



□ Presenters

Presentation 1: 정궁청(郑功成) 교수(Zheng, Gongcheng)

- 중국인민대학교 (Renmin University of China)-



Professor Zheng has worked for Renmin University of China since 2000. From 1985 to 2000, Professor Zheng worked at Wuhan University. He has been the Member of the 10th and 11th NPC(National People's Congress) Standing Committee; Member of the 11th NPC Internal and Judicial Affairs Committee; Member of the China Democratic League Central Committee; Vice Director of Advisory

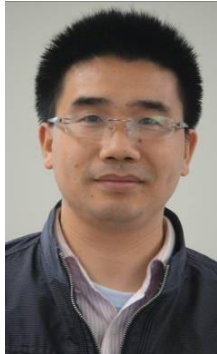
Committee Member of National Disaster Reduction Commission; National Expert Advisory Committee Member of Medical and Health System Reform; Vice Chairman of Labor Association; Vice Chairman of China Medical Insurance Research Seminar; Vice Chairman of China Association of Social Welfare.

Professor Zheng has done a number of long-term researches in the field of social security, labor employment, charity and disaster insurance. So far, his books published independently include: "Social Security- Philosophy, System, Practice and Logic," "Disaster Economics", "Introduction of Social Security," "General Theory of China's Disaster Insurance," "Chinese Disaster Theory," "Introduction of Insurance," "China Social Security Reform and Development Strategy," "30 years of China Social Security," "Contemporary Charity of China," "Much Distress Regenerates a Nation" and many other academic works.



Presentation 2: 야오젠핑(姚建平) 교수(Yao, Jianping)

-화베이전력대학 (North China Electric Power University)-



Professor Yao is a professor at North China Electric Power University. He has worked as a consultant for a range of national and international organizations, including the Asian Development Bank (TA8728 PRC), World Bank (TCC6), Policy Research Center of the Ministry of Civil Affairs of People's Republic of China.

He was elected deputy secretary-general of the Social Assistance Branch of China Society of Social Security in December 2015, and was elected as council member of Social Policy Branch of Chinese Sociological Association in July, 2014.

Professor Yao was elected as the member of the Social Committee of the Eleventh Central Committee of the China Democratic League in March, 2013, and the deputy director of the Social Committee of Beijing Municipal Committee of China Democratic League in May, 2015.

Professor Yao has conducted his research works in the field of child welfare, poverty and social policy, social security reform, minimum living standard guarantee system (MLSG) in China, measurement of poverty line, working poverty, energy poverty, international comparison of social assistance system and child welfare and social protection. So far, his books published independently include: "The Game between State and Family: Chinese Child Welfare History," "Urban Poverty and Social Policy in the Transition Period of China," "Comparative Study of Social Assistant System between China and the United States," "Consumer Identity," "An Introduction of Modern Social Security" and many other academic works.

Interpreter: 김병철 (金炳徹) 교수 (KIM, Byung-Cheol)

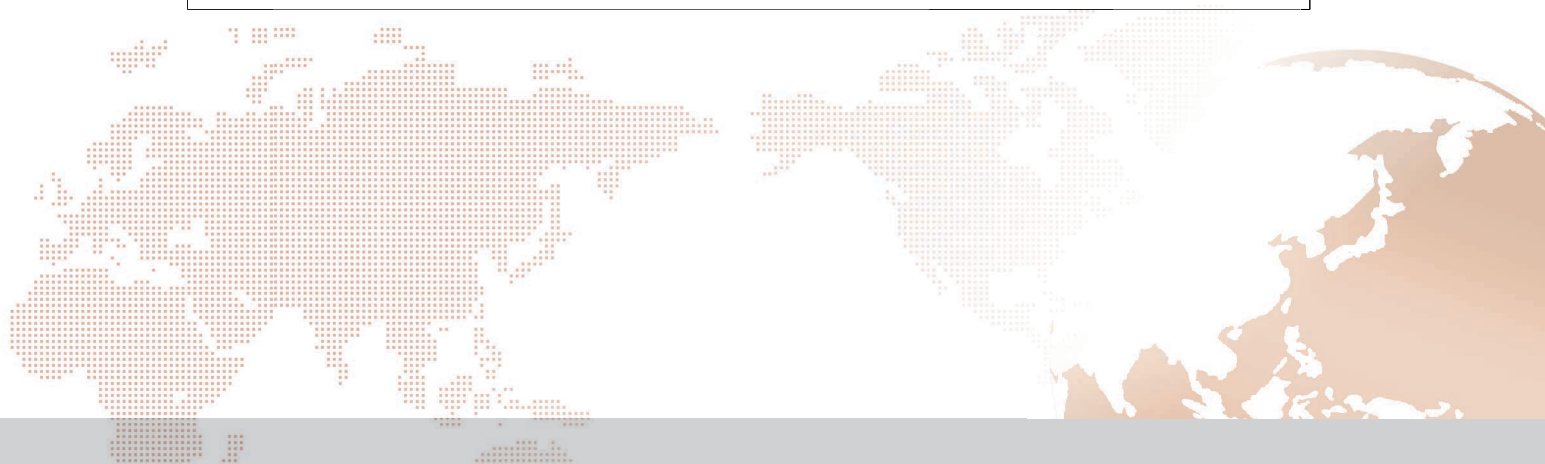
- 중국인민대학교 (Renmin University of China)-



Professor Kim is an associate professor in the department of Social Security at Renmin University of China. He is currently a chairman of China Association of Social Welfare.

Professor Kim has mainly worked in the field of social security, social welfare policy, social insurance, migrant workers, comparison of social welfare policy for the disabled among China, Korea and Japan. So he has published several books as the chief editor or first author, including "Historical

Development and New Characteristics of China's Social Welfare" and many academic works. He has also conducted some translation works, including "30 Years of China Social Security," "Political Sociology for the Social Workers" and so on.





Welcoming Address

환 영 사

안녕하십니까?

한 해 중에 가장 아름다운 계절인 5월에 귀한 발걸음을 해 주신 내외빈 여러분들께 감사의 인사를 드립니다.

먼저, 오늘 정책세미나를 위하여 중국에서 오신 정궁청(Zheng, Gongcheng) 교수님, 야오젠핑(Yao, Jianping) 교수님, 김병철 교수님께 따뜻한 환영의 인사를 드립니다. 바쁘신 와중에도 초대에 흔쾌히 응해주시고, 중국의 대표적인 대학인 인민대학교에서 연구소를 방문해 학술교류에 참여해주심에 감사의 말씀을 전합니다.

중국은 우리나라와 가장 가까운 이웃으로서 역사적으로, 문화적으로, 그리고 경제적으로 밀접한 관계를 맺어 왔습니다. 아시다시피 21세기에 들어 중국은 경제는 물론, 정치, 외교 및 안보, 사회, 문화, 교육 등 거의 모든 부문에서 실질적으로 막강한 영향력을 행사하는 세계 강대국으로 부상하였습니다. 특히 남북관계가 하루가 다르게 격변하고 있는 시기에 남북한 모두와 긴밀히 의사소통해 온 중국의 역할에 더욱 기대가 큰 때입니다. 그러므로 우리나라는 중국에 대한 체계적이고 종합적인 심층 연구를 통해 전략적 동반 관계를 모색해야 할 필요가 있습니다.

육아정책연구소는 영유아교육·보육을 비롯한 육아정책을 연구하는 대한민국의 국책연구소로서, 2010년부터 다양한 중국의 유아교육 및 보육 관련 연구를 지속적으로 수행해 왔습니다. 2010년 ‘중국 동포 자녀양육 지원 방안 연구’를 시작으로, 2011년 ‘중국 자녀 양육 가치관 및 양육실태 연구’, 2012년 ‘중국의 중장기 유아교육·보육 개혁 추진 현황 연구’, 2013년 ‘중국의 ECEC 이용 및 운영 실태 연구’, 2014년 ‘중국 동포 육아돌보미 현황 및 양육가치관 연구’, 2015년 ‘중국 유아교원 양성 및 현직교육 제도와 실태 연구’, 그리고 작년에는 ‘중국의 출산·육아정책 및 실태분석 연구’를 수행하는 등, 다양한 주제로 중국관련 연구를 해 왔습니다.

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중국정부는 2010년에 “중국 중장기 교육개혁과 발전방안”을 발표하여 유아교육 개혁에 대한 중국정부의 강한 의지를 표명하는 한편, 중국에서도 저출산 문제가 대두되면서 2015년 말에는 35년 만에 한자녀 정책을 폐지하는 등 중국의 저출산 및 유아교육·보육분야에 대한 관심이 갈수록 고조되고 있는 것으로 알고 있습니다. 그러므로 이제는 한국과 중국, 나아가 저출산 문제와 영유아에 대한 사회적 투자에 관심을 갖고 있는 동아시아국가 연구자들이 서로 협력하며 공동의 대응을 모색할 필요가 있는 때입니다.

오늘 한국과 중국의 사회정책과 영유아교육·보육 전문가들이 함께 모여 논의하는, 귀한 기회를 갖게 되어 매우 기쁘게 생각합니다. 이를 계기로 앞으로 한국과 중국의 저출산 정책과 영유아교육·보육정책에 대한 학문적 교류가 더욱 활발히 이루어지기를 바랍니다.

중국에서 오신 정궁청(Zheng, Gongcheng) 교수님, 야오젠핑(Yao, Jianping) 교수님, 그리고 김병철 교수님께 다시 한 번 감사의 말씀을 드립니다. 모쪼록 이번 세미나에서 많은 성과와 보람 있으시길 기원합니다.
감사합니다.

2018. 5. 14.

육아정책연구소장 백선희



Presentation 1:

신 시대 중국 아동복지 발전

정궁청(Zheng, Gongcheng)

중국인민대학교 사회보장학과 교수



中国新时代儿童福利发展

郑功成

(Zheng, Gongcheng)

中国社会保障学会会长、中国人民大学教授

1.



신 시대 중국 아동복지 발전

정궁청

(Zheng, Gongcheng)

중국사회보장학회 회장, 중국인민대학교 교수

1.

一、新背景：中国进入了新时代

- 1.新时代的政治、经济及其他
中国政治步入高度稳定期
国民经济追求高质量发展
人口政策的调整与均衡增长
- 2.新时代的国家现代化战略与路线图
2020年：全面建成小康社会
2035年：基本实现社会主义现代化
2050年：建成富强民主文明和谐美丽的社会主义现代化强国

2.

1. 신 배경: 신 시대에 진입한 중국

1) 신 시대 정치, 경제와 그 외 영역

- 중국 정치: 고도 안정기 진입
- 국민 경제: 질적 성장 추구
- 인구 정책: 조정과 균형적 증가

2) 신 시대 국가 현대화 전략과 로드맵

- 2020년: 전면적인 샤오강(小康, 국민 모두 편안하고 풍족) 사회 건설 완성
- 2035년: 사회주의 현대화 기본 실현
- 2050년: 부강하고 민주적이며 교양있고 조화롭고 아름다운 사회주의 현대화 강국 건설 완성

2.

二、新时代中国儿童福利面临的挑战

1. 民生全面升级带来儿童福利诉求升级

要求全面发展儿童福利事业

追求儿童享有平等福利权益

重视儿童福利事业的发展质量

2. 儿童福利事业发展不平衡不充分

地区之间、城乡之间、群体之间不平衡

总量不足，资源有限，家庭负担偏重

3. 体制机制不能适应儿童福利事业的全面发展

部门分割而不集中：教育、卫生、民政等

官民分割而不融合：官办、民办

3.

2. 신 시대 중국 아동복지의 당면 문제

1) 전면적인 민생 향상에 따른 아동복지 요구 확대

- 전면적인 아동복지사업 발전 요구
- 아동의 평등한 복지권리 향유 추구
- 아동복지사업의 질적 발전 중시

2) 아동복지사업 발전 불균형과 불충분

- 지역 간, 도시· 농촌 간, 계층 간 불균형
- 양적 부족, 자원 제한, 가정부담 편중

3) 아동복지사업의 전면적인 발전에 대한 체제시스템의 부적응

- 부처 분할로 인한 집중력 부재: 교육, 위생보건, 복지사업 등
- 관민(官民) 분할로 인한 협력 부재: 국립, 사립

3.

三、新时代中国儿童福利发展取向

1. 总取向：全面推进儿童福利发展

儿童保健、托幼事业、义务教育及其他

2. 体制改革与机制创新会取得实质进展

管理体制改革：机构改革与职能重组

实施机制创新：官民融合

3. 儿童福利的普惠性、公平性将不断增强

城乡一体、群体融合、福利性

4. 特殊儿童更受关注

贫困儿童、残障儿童、留守儿童

4.

3. 신 시대 중국 아동복지의 발전 추세

1) 전체 추세: 전면적인 아동복지 발전 추진

- 아동보건, 탁·육아사업, 의무교육과 기타 사업

2) 체제 개혁과 시스템 혁신을 통한 실질적인 발전 도모

- 관리체제 개혁: 기관 개혁과 직능 재편성

- 실시시스템 혁신: 관민 협력

3) 지속적으로 아동복지 보편성과 공평성 확대

- 도시·농촌 일체화, 계층 조화·협력, 복지성

4) 특수아동에 대한 관심 증대

- 빈곤 아동, 장애아동, 유수(留守, 농촌에 남겨진)아동

4.



•谢谢！

5.



감사합니다

5.



Presentation 2:

**Social Protection of Migrant and
Left-behind Children in Qinghai and An'hui,
China – Cash Transfer for Children**

야오젠핑(Yao, Jianping)
화베이전력대학 인문·사회과학부 교수

促进中国青海、安徽两省流动和留守儿童的社会保护- --现金转移支付研究(Social Protection of Migrant and Left-behind Children in Qinghai and An'hui, China---Cash Transfer for Children)

Yao Jianping

North China Electric Power University

Email: yaojianping99@hotmail.com

一、项目目标和研究方法 (Research Objectives and Subjects)

一) 项目目标(Research Objectives)

- (1) 回顾国家和地方现行的儿童现金转移支付政策。(Reviewing present national and local policies on cash transfer for children)
- (2) 描述两省受惠于现金政策的儿童的状况，获取现金支持政策的渠道和面临的困难。(Introducing the status of children benefiting from the policies on cash transfer, and existing ways and difficulties in receiving cash transfer)
- (3) 描述两省儿童现金转移支付政策的管理。(Depicting the management of the policies on cash transfer)
- (4) 分析现金转移支付政策对青海流动儿童及其家庭、安徽留守儿童及其家庭的影响(Evaluating issues in policies and design of child-related cash transfer in the two provinces)

(二) 研究方法(Research Methodology)

第一，具体研究方法 (Specific Research Methodologies)

- (1) 文献法(Desk review)
- (2) 问卷法 (Questionnaire)
- (3) 座谈会 (Focus group discussion)
- (4) 深度访谈法 (In-depth interview)

第二，抽样设计 (Sampling Design)

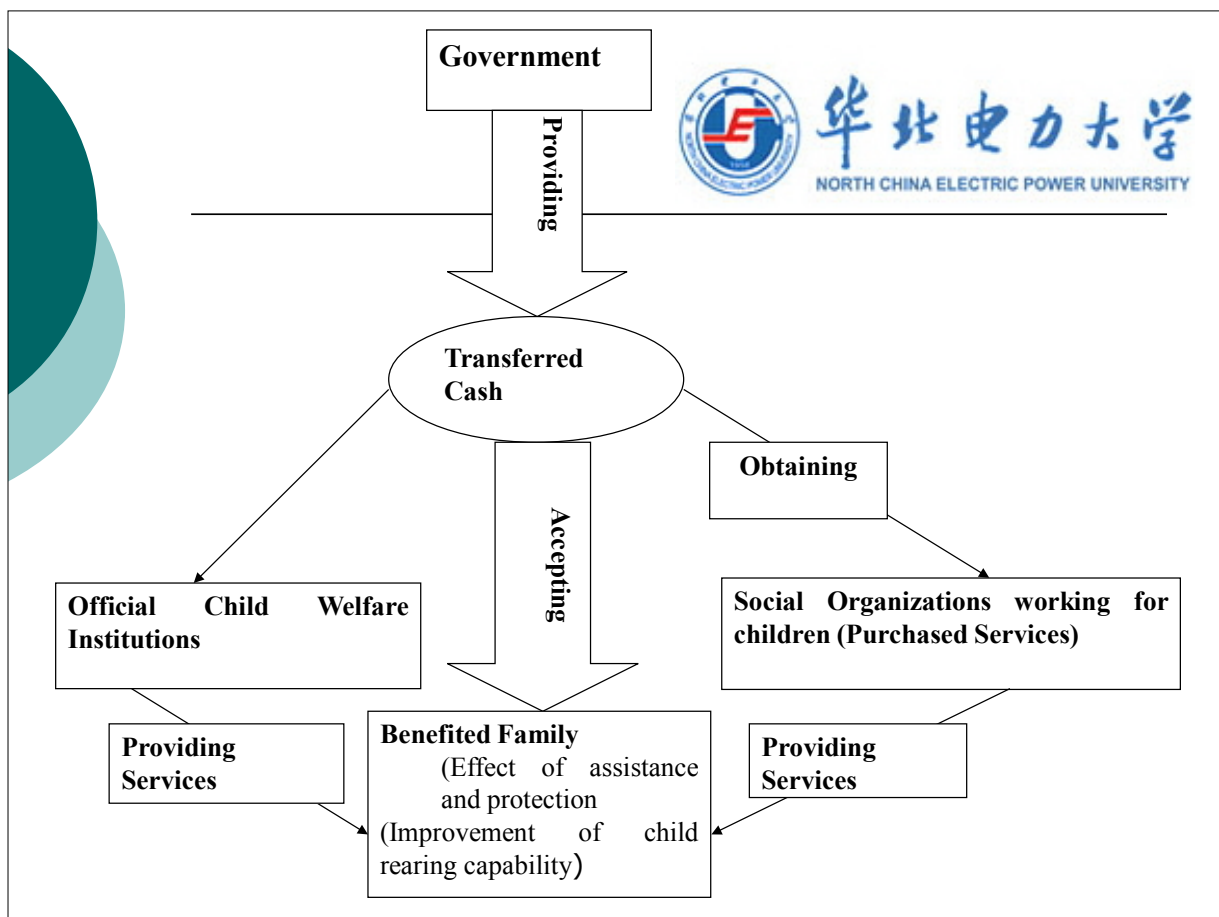
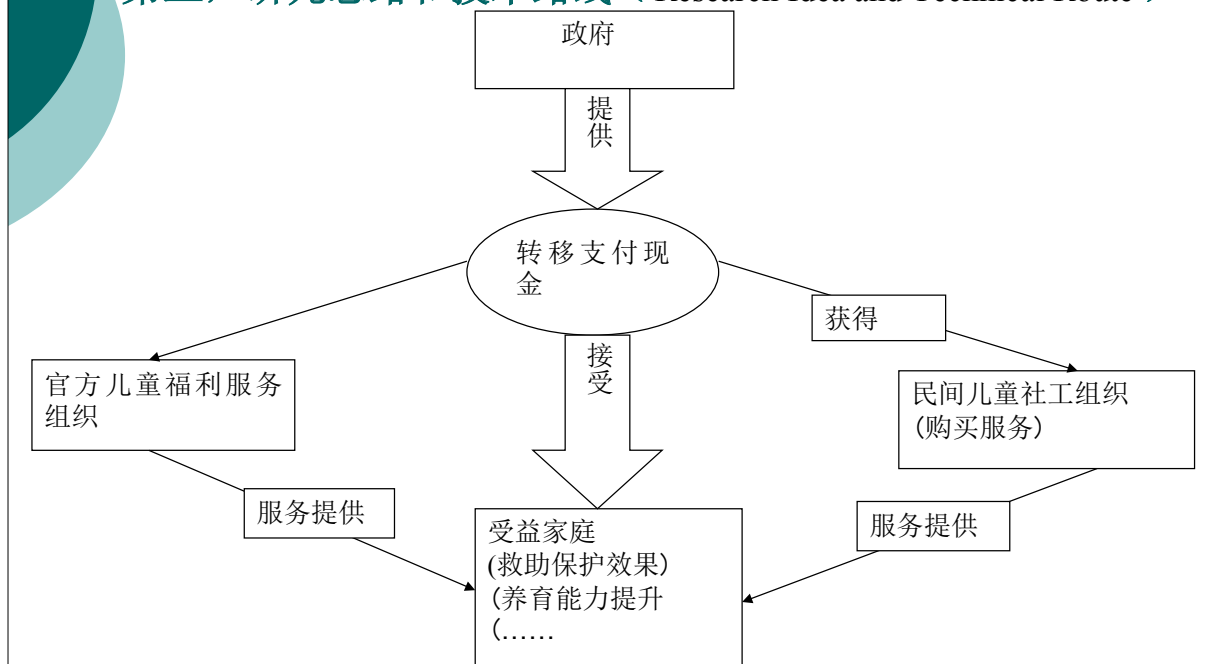
安徽省利辛县项目村是孙家集镇的宋寨村、刘营村、梁营村、栗土楼村；孙庙乡的高堂村、庙李村；旧城镇的陆暗楼村和王集村，共8个村。利辛县的8个项目村均是典型留守儿童村。(A total of 8 villages are selected as project villages, including Songzhai Village, Liuying Village, Liangying Village, Litulou Village of Sunjiaji Township; Gaotang Village and Miaoli Village of Sunmiao Township; Lu'anlou Village and Wangji Village of Jiucheng Township. All the villages in Lixin Country are typical left-behind children village.)

青海省格尔木市的五个项目点是长江源移民村、曲麻莱县驻格尔木移民村、小岛社区、光明路社区、星园路社区，共5个村/社区。（There are five project pilot communities selected in Ge'ermu City, including Yangtze River Eco-immigrant Village, Qumalai County Eco-immigrant Village stationed in Ge'ermu City, Xiaodao Community, Guangminglu Community and Xingyuanlu Community.）

本研究采用配额抽样获得样本。通过当地民政局等部门找出项目村/社区所有领取儿童现金转移支付项目的儿童名单（以下称为“现金转移支付儿童”）。（In the Research, quota sampling is adopted to acquire samples. The specific way for sample selection for the questionnaire survey and in-depth interview is to get the list of children receiving cash transfer in project villages /communities from the local civil affairs bureau and related departments.）

在此基础上，在同样的项目村按照性别、年龄、身体状况、家庭人口结构和生活状况等特征匹配同等数量的没有领取儿童现金转移支付的儿童（以下称为“非现金转移支付儿童”）。（On this basis, an equal number of samples of children not receiving cash transfer were also selected, along the same parameters of gender, age, physical condition, family population structure and living condition.）

第三，研究思路和技术路线（Research Idea and Technical Route）



二、中国留守、流动和困境儿童规模及现金转移支付政策 (Scale of Left-behind Children, Migrant Children and Children in Difficulty and Policies on Cash Transfer)

(一) 各类儿童群体规模 (Scale of Children of Various Categories)

1. 留守和流动儿童群体规模 (Scale of Left-behind and Migrant Children)

根据全国妇联和中国人民大学课题组2012年的推算结果：全国有0-17岁农村留守儿童6102.55万，而0-17岁城乡流动儿童规模为3581万。农村留守和流动儿童数量高达9683.55万的儿童群体 (According the estimation by the All-China Women's Federation and Research Group of Renmin University of China in 2012, left-behind children in rural areas was as many as 61,025,500, accounting for 37.7% of rural children and 21.88% of children nationwide.)

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根据2016年11月民政部发布的农村留守儿童摸底排查结果显示，全国农村留守儿童902万人 (The investigation result released by MOCA in November 2016 showed that China had 9.02 million left-behind children in the rural areas.)

2. 困境儿童群体规模 (Scale of Children in Difficulty)

目前，能够得到政府现金转移支付的儿童主要包括孤儿、事实无人抚养孤儿或称准孤儿（如服刑子女、父母重残等）、残疾儿童、贫困儿童（低保儿童）、受艾滋病影响儿童等几类，而这些儿童又可以统称为困境儿童。

2012年民政部门登记的孤儿人数为**54.1万**。（According to statistical data by the MOCA in 2012, the number of orphans stood at 541,000）

北京师范大学**2011**年对**20**省的排查结果显示，全国事实无人抚养儿童人数在**57-58万**之间。（The survey conducted in 20 provinces by Beijing Normal University in 2011 estimated the total of number of de facto unattended children to be between 570,000 to 580,000.）

根据2006年的残疾人普查结果发现，0-17岁的各类残疾儿童共计5,043,000，其中0-14岁的残疾儿童有386.78万（According to the census on disabled persons in 2006, children aged 0-17 with various disabilities reached 5,043,000, about 6.08% of total number of the disabled. Among them, children aged 0-14 stood at 3,867,800, 4.66% of total number of children aged 0-14.）

截至2015年底，全国有城市低保对象957.4万户、1701.1万人。全国有农村低保对象2846.2万户、4903.6万人。如果按照每户平均1个未成年人推算，那么全国有1000万左右的儿童生活在低保家庭中。（Assuming on average there is one child per household, this means that more than 30 million children are covered by minimum living allowance (*dibao*) nationwide.）

(二) 中国及项目省份儿童现金转移支付政策 (National and Provincial Policies on Cash Transfer for Children)

1. 孤儿基本生活费制度 (System of Basic Allowance for Orphans)
2. 困境儿童生活补贴制度 (Living Allowance System for Children in Difficulty)
3. 最低生活保障 (Minimum Living Allowance)
4. 困难残疾人生活补贴和重度残疾人护理补贴 (Children with Disabilities)
5. 艾滋病病毒感染儿童基本生活费 (Children Affected by HIV/AIDS)
6. 教育救助 (Education Assistance)

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三、两省留守和流动儿童调查数据分析

(Research Data Analysis of Left-behind and Migrant Children in the Two Provinces)

(一) 问卷样本、被访儿童及其监护人基本情况

(Basic Information about Questionnaire Samples and Children and Guardians Interviewed)

1. 问卷样本基本情况 (Basic Information about Questionnaire Samples)

表3-1: 问卷回收样本情况(单位:份)

省份 儿童类型	安徽省	青海省	总计	所占比例
现金转移支付儿童	29	47	76	52.78%
非现金转移支付儿童	37	31	68	47.22%
总计	66	78	144	100%

Table 3-1: Collected Questionnaires (Unit: copy)

Province Type of Child	Anhui	Qinghai	Total	Proportion
Children receiving cash transfer	29	47	76	52.78%
Children receiving non-cash transfer	37	31	68	47.22%
Total	66	78	144	100%

2. 被访儿童监护人基本情况 (Basic Information about Guardians Interviewed)

安徽省农村儿童多为隔代监护，60岁以上的监护人占到一半以上；在文化程度方面，安徽省监护人受教育程度主要集中在初中及以下；在婚姻状况方面，安徽省有84.6%的监护人都是已婚状态，还有约15%的人丧偶；（In Anhui Province, a large part of rural children are taken care of by their grandparent(s), and over half of guardians are 60 years old and above.）

青海省流动儿童情况较为普遍。由于监护人相对年轻，高中及以上学历占16.9%；从婚姻状况来看，存在离异、丧偶和未婚的情况，但仅占少数。青海省主要是牧区，被访家庭外出务工的比例较大，务农人口仅占4%。（Qinghai has larger proportion of migrant children. Majority of them live in the city with their parents.）

由于隔代监护现象很严重,儿童监护人身体状况方面都比较差。两省接近一半的被访者都有慢性病且需长期服药。安徽省的情况要更为严重,需要长期服药的监护人占所有被访者的三分之二。(Since the phenomenon of grandparenting is prevalent, health conditions of guardians is poor. Among all interviewees in both provinces, nearly half suffer chronic diseases and have to take long-term medication.)

3.被访儿童基本情况 (Basic Information about Children Interviewed)

安徽省大多数监护人监护1-2个未成年人,但最多的一个家庭共有5个未成年儿童。儿童的实际监护人与儿童的关系相对复杂。另外,安徽省留守儿童所占比例较高,很多孩子都是与爷爷奶奶一起生活,由父母监护的儿童仅占15.17%。(In Anhui Province, as children's parents have passed away, disabled, missing, in prison, migrated for work or for other reasons cannot take care of children by themselves, the relations between practical guardians and children are more complicated. Furthermore, in this labor-sending province, large proportion of parents migrated for work and left their children living with grandparents. Some aged grandparents even take care of 5 grandchildren. The proportion of children fostered by their own parents is only 15.17%.)

从性别结构看，安徽省被访家庭中，男女比例基本平衡。被访儿童大多身体健康，身患残疾和重病的儿童占**11.72%**。安徽省的被访儿童中，有**8**名儿童患有慢性病需长期服药。（Majority of children are in good health, while 11.72% suffer from disability or serious illnesses.）

调研发现义务教育阶段辍学的有**4**人，主要是因病和因残无法上学。（a total of 4 children of compulsory education age have dropped out of school due to serious illness or disability）

青海省被访孩子儿童由父母实际监护儿童的家庭占**70.68%**。被访儿童中藏族人数多于汉族占**48.87%**，汉族次之，占**40.6%**，再次是回族和其他少数民族。

（Qinghai has greater proportion of guardians taking care of one child. Because Qinghai is a labor-receiving province, 70.68% of households feature children who are taken care of by their parents. The Tibetan nationality account for the largest proportion among children interviewed 48.87%, followed by the Han nationality 40.6% and the Hui nationality and others.）

青海省儿童身体健康状况比安徽省要差，儿童残疾和患重病/慢性病的情况更加严重。**78.95%**的孩子身体健康，患残疾和重病的孩子中，一级残疾的有**1**人，二级有**7**人，三级残疾的**1**人。(children interviewed in Qinghai Province are in poorer health, with more serious disability, serious illness and chronic disease. Among children with disabilities and serious illness, 1 has first-degree disability, 7 with second-degree disability and 1 with third-degree disability, disability degree of the other two children are unidentified.)

(二) 家庭经济状况分析(Household Economic Status)

安徽省现金转移支付儿童家庭收入主要来源是工资性收入(**42.05%**)，其次是保障性收入(**38.42%**)。非现金转移支付儿童则主要是工资性收入(**66.01%**)和经营性收入(**16.19%**)。(In Anhui Province, household income of children receiving cash transfer are primarily from wage (42.05%) and security income (38.42%). While household income of children not receiving cash transfer are primarily from wage (66.01%) and business income (16.19%).)

青海省的情况基本相似，儿童现金转移支付家庭主要依赖保障性收入（59.62%）和工资性收入（35.69%）。非儿童现金转移支付家庭则主要依靠工资性收入和经营性收入。（Qinghai Province almost shares the similar situation: household income of children receiving cash transfer primarily rely on security income (59.62%) and wage (35.69%).）

但与安徽省不同的是，青海省非现金转移支付家庭的保障性收入的比例也很高（22.60%），这主要是青海省两个移民村有生态补贴等）（However, different from Anhui Province, security income accounts for relatively higher proportion (22.60%) of income of households not receiving child-related cash transfer in Qinghai Province, this can be explained by households from two eco-immigrant villages are provided with other cash transfers）。

表3-5： 两省 2016年家庭收入构成情况
(Composition of Household Income in Two Provinces)

	安徽省家庭收入来源				青海省家庭收入来源			
	现金	占比	非现金	占比	现金	占比	非现金	占比
工资性收入	17125.0	42.05%	21390.0	66.01%	14332.77	35.69%	22129.29	41.97%
家庭经营收入	3754.35	9.22%	5245.0	16.19%	1265.96	3.15%	18677.42	35.42%
财产性收入	3500	8.59%	—	—	—	—	—	—
赠与性收入	700	1.72%	925.0	2.85%	617.02	1.54%	—	—
保障性收入	15649.0	38.42%	4845.16	14.95%	23942.24	59.62%	11917.55	22.60%
家庭总收入	40728.35	100%	32405.16	100%	40157.99	100%	52724.26	100%

青海省被访家庭的保障性收入的数量要远超过安徽省，其中青海省现金转移支付家庭的保障性收入是安徽省的**3.3**倍。(The security income of households interviewed in Qinghai is far beyond that of households interviewed in Anhui, and the security income of households receiving cash transfer in Qinghai is 3.3 times of that in Anhui.)

安徽省的保障性收入中不涉及草原疆补和十六岁以下儿童补助，且现金转移支付家庭的主要保障性收入集中在孤儿补贴（**22.91%**）、困境儿童补贴（**21.27%**）(Security income of households receiving cash transfer programs in Anhui is mainly composed of subsidy for orphan (22.91%), subsidy for children in difficulty (21.27%))

青海省的保障性收入中没有涉及到两免一补和惠农政策补贴，但较之安徽省增添了草原疆补的现金转移支付(security income of Qinghai does not contain the “two exemptions and one subsidy” and subsidy guaranteed by preferential policies for farmers, but includes cash transfer of subsidy for people in grassland and border areas.)。

表:3-6： 两省保障性收入来源
(Sources of Security Income in Two Provinces)

	青海省保障性收入来源				安徽省保障性收入来源			
	现金	占比	非现金	占比	现金	占比	非现金	占比
低保金	7714.93	5.87%	---	---	4763.53	12.12%	---	---
孤儿补贴	2800	2.13%	---	---	9000	22.91%	---	---
困境儿童补贴	10400	7.92%	---	---	8355.56	21.27%	---	---
残疾儿童救助	2000	1.52%	---	---	666.67	1.70%	---	---
独生子女补贴	370	0.28%	180	0.23%	360	0.92%	360	1.56%
两免一补	---	---	---	---	1600	4.07%	4000	17.35%
十六岁以下儿童补助	8419.05	6.41%	---	---	---	---	---	---

续前表



青海省保障性收入来源					安徽省保障性收入来源			
	现金	占比	非现金	占比	现金	占比	非现金	占比
教育救助	1850	1.41%	1000	1.28%	1077.78	2.74%	—	—
医疗救助	2000	1.52%	7419.76	9.49%	200	0.51%	—	—
新型合作医疗报销	14266.67	10.86%	11000	14.06%	5090	12.96%	15404.17	66.82%
惠农政策补贴	—	—	—	—	386.46	0.98%	428	1.86%
草原疆补	57526.09	43.80%	54166.67	69.26%	—	—	—	—
煤补助	2686.96	3.73%	2500	3.20%	515	1.31%	—	—
六十岁以上老人补助	4894.29	3.73%	1944	2.49%	888.56	2.26%	1055	4.58%
养老保险	13120.0	9.99%	—	—	4815.56	12.26%	937.5	4.07%
其他	3285.71	2.50%	—	—	1570	4.0%	870	3.77%
2016年保障性收入总和	131333.7	100	78210.43	100	39289.12	100%	23054.67	100%



安徽省现金转移支付家庭消费支出排在前三位的是医疗支出、食品支出和教育支出。(In Anhui Province, the top three expenditures of households receiving cash transfer are medical treatment, food and education.)

非现金转移支付家庭消费支出排在前三位的也是医疗支出、食品支出和教育支出，但在人情交往方面的支出方面非现金转移支付家庭要显著高于现金转移支付家庭(2.2倍)。(Same holds for households not receiving cash transfer. However, expenditure on human communication for households not receiving cash transfer is 2.2 times of that of households receiving cash transfer)

青海的情况与安徽不同。从现金转移支付家庭的情况来看，医疗、食品、衣服和交通排在前三位(For households receiving cash transfer, expenditures on medical treatment, foods, clothing and transportation took the top three places.)

从非现金转移支付儿童家庭消费支出的情况来看，排在前三位的是医疗、食品和住房支出，教育支出占家庭总支出的比例也比较小（5.13%）(For households not receiving cash transfer, expenditures on medical treatment, food and housing rank the top three. Expenditure on education is relatively small (5.13%).)。

（三）生活状况和教育状况(Living Conditions and Education Status)

两省的调查中发现：现金转移支付的家庭由于生活条件较差，儿童的日常生活质量要低于非现金转移支付的儿童。(children from poor households receiving cash transfers have lower living quality than those from household not receiving cash transfers.)

大部分家庭的儿童一天都是三顿饭，但安徽省的现金转移支付儿童中仍有儿童每天吃不到三顿饭。青海现金转移支付儿童每天吃两顿饭的比例要高于非现金转移支付儿童。(the majority of children have three meals a day, nearly 10% of children receiving cash transfer only have one or two meal(s), remarkably higher than that of children not receiving cash transfer in Anhui Province. Similarly, higher proportion of children receiving cash transfer have two meals a day than children not receiving cash transfer in

有一部分家庭中儿童的衣服是别人赠予或者通过机构捐赠的方式获得，尤其是安徽省现金转移支付儿童衣服受赠的比例（**37.9%**）明显高于非现金转移支付儿童（**21.6%**）。（a small part of households obtain clothing donated by other individuals or organizations. In particular, the proportion of children receiving cash transfer and obtaining donated clothing in Anhui Province is 37.9%, higher than 21.6% of children not receiving cash transfer.）

安徽省儿童看病的频次要明显高于青海省。另外，现金转移支付半年看病**6**次以上的比例要明显高于非现金儿童。（The frequency of visit to doctors for children in Anhui Province is remarkably higher. Among the children who have more than six visits to doctors in the past six months in Anhui Province, the proportion of children receiving cash transfer is higher than children not receiving cash transfer.）

大部分人会在孩子生病后第一时间去医院就诊，但也有部分家长会依据孩子生病的严重程度选择去医院或者自己去门诊取药的方式。（most households will go to hospital in the first instance when child falls ill; some will select to go to hospital or buy some medicine at clinic based on children's conditions; ）

有少部分被访儿童发生过意外事故,主要情形有溺水、交通事故、坠楼等,还有些农村的孩子被狗咬到。此外,两省现金转移支付的儿童更容易发生此类意外事故。
(According to the survey, a small number of children have encountered accidents like drowning, traffic accident, falling off building or bitten by dog. These accidents may happen more likely to children receiving cash transfer in two provinces.)

不管在青海还是在安徽,都没有监护人表示过农村存在“重男轻女”问题。这可能主要是因为目前农村大多数家庭的孩子数量只有一两个。特别隔代监护的情况下,祖父母往往更加疼爱孙子女,而极少出现性别歧视。(according to guardians, the phenomenon of son preference does not exist in either provinces. This is largely because the majority of rural households only have one child or two children.)

表3-9: 儿童生活基本状况
(Living Conditions of Children)

		安徽		青海		总和	
		现金	非现金	现金	非现金	现金	非现金
每天吃饭	一顿	3.40%	—	—	—	1.30%	—
	两顿	6.90%	8.10%	4.30%	3.20%	5.30%	5.90%
	三顿	89.70%	83.80%	95.70%	83.90%	93.40%	83.80%
	三顿以上	—	8.10%	—	12.90%	—	10.30%
衣服主要来源	自己买	62.10%	78.40%	83.00%	87.10%	75.0%	82.40%
	别人给	37.90%	21.60%	8.50%	9.70%	19.70%	16.20%

		安徽		青海		总和	
		现金	非现金	现金	非现金	现金	非现金
过去半年 看病次数	0-2次	65.50%	61.10%	70.20%	61.30%	68.40%	61.20%
	2-4次	6.90%	13.90%	19.20%	19.30%	14.50%	16.40%
	4-6次	13.80%	16.70%	6.30%	16.20%	9.20%	16.40%
	6次以上	13.80%	8.30%	4.30%	3.2%	7.90%	6.00%
生小病处 理方法	立刻去医院	79.30%	83.80%	82.2%	90.30%	81.10%	86.80%
	自己找药或民间方法	13.8%	10.80%	15.60%	9.70%	14.90%	10.30%
	不采取措施	3.40%	5.40%	2.20%	—	2.70%	2.90%
是否发生 过意外事故	交通事故	6.9%	2.90%	6.5%	3.60%	6.70%	3.20%
	溺水	3.40%	2.90%	2.2%	—	2.70%	1.60%
	坠楼	—	2.90%	—	—	—	1.60%
	其他	17.20%	11.80%	13%	—	14.70%	6.50%
	没有发生过	72.40%	79.40%	78.30%	96.40%	76.0%	87.10%

2. 儿童教育情况(Education Status of Children)

被访家庭中正在接受义务教育的孩子所占比重较大。调研也发现极个别现金支付而儿童辍学的情况，辍学儿童主要是因为疾病和残疾无法上学。(Majority of children of households interviewed are receiving education at different stages, mainly in compulsory education. The research found there are a few children receiving cash transfer dropping out of school due to disability.)

在上学的交通方式选择上，现金转移支付家庭儿童步行上学的人数是非现金转移家庭儿童的2倍，且青海省步行上学的儿童数量远远超过安徽省。(Among the children who walk to school, the number of children receiving cash transfer is 2 times of that of children not receiving cash transfer.)

两省针对正在接受义务教育的孩子有贫困生补助和学校提供的免费营养餐项目。安徽省得到贫困生生活补助的儿童占比大大高于青海省,且两省现金转移支付家庭和非现金转移支付家庭在获取贫困生生活补助方面无明显差异。

(A larger proportion of children get the living allowance for poverty-stricken students in Anhui than in Qinghai. Both households receiving cash transfer and not receiving cash transfer share the similar situation in the two provinces over the living allowance for poverty-stricken students.)

青海省也只有5.9%的现金转移支付的家庭儿童享受过学校提供的免费早餐。安徽省大多数被访者表示学校给孩子提供了一顿免费的午餐(In Anhui Province, no children interviewed enjoy free breakfasts offered by schools, while children from only 5.9% of households receiving cash transfer enjoy such free breakfast in Qinghai Province. According to most interviewees in Anhui, free lunch is provided by schools, covering all students.)

安徽省非现金转移支付家庭正在上幼儿园的比例是现金转移支付家庭的三倍以上(68%/20%)。从访谈中可以发现,安徽省项目村一些家庭经济条件不好的家庭往往不送孩子上幼儿园,而是在上小学前之上一年的学前班。青海省不同家庭类型的正在接受幼儿园教育的差异较小。(As for attending kindergarten, children of households not receiving cash transfers are 3 times of those of households receiving cash transfers, with the attendance rate of 68% versus 20%. In-depth interviews shows that some households with financial difficulty in project villages of Anhui do not send children to kindergarten. Rather, they only send children to preschool one year before they enter elementary school. In the contrast, Qinghai features little difference in kindergarten education among children from various households.)

从接送孩子上幼儿园人选的情况来看，不管是现金转移支付儿童还是非现金转移支付儿童，两省都主要是爷爷奶奶接送孩子上幼儿园的比例最多，其次是母亲，父亲接送孩子上幼儿园的情况较少。(Regarding the personnel sending/picking up children to/from kindergarten, children from both households receiving and not receiving cash transfer are generally sent/picked up by their grandparent(s) and then their mothers. Fathers rarely take up the role.)

(四) 现金转移支付儿童的分类保障(Classified Cash Transfer Provision for Children)

1. 低保家庭儿童(Children of Households Receiving Minimum Living Allowances)

两省被访问的低保家庭获得低保的原因主要是因为家庭主要劳动力因残疾、生病、去世或家庭劳动力没有工作，或者家庭成员疾病“因病致贫”，孩子的教育负担重等。(For these households in the two provinces, they receive minimum living allowances for different reasons. Yet the main reasons are as follows: main breadwinners got handicapped, fell ill, or died, or they became unemployed; the families fell into poverty because of illnesses or high tuition fees of children.)

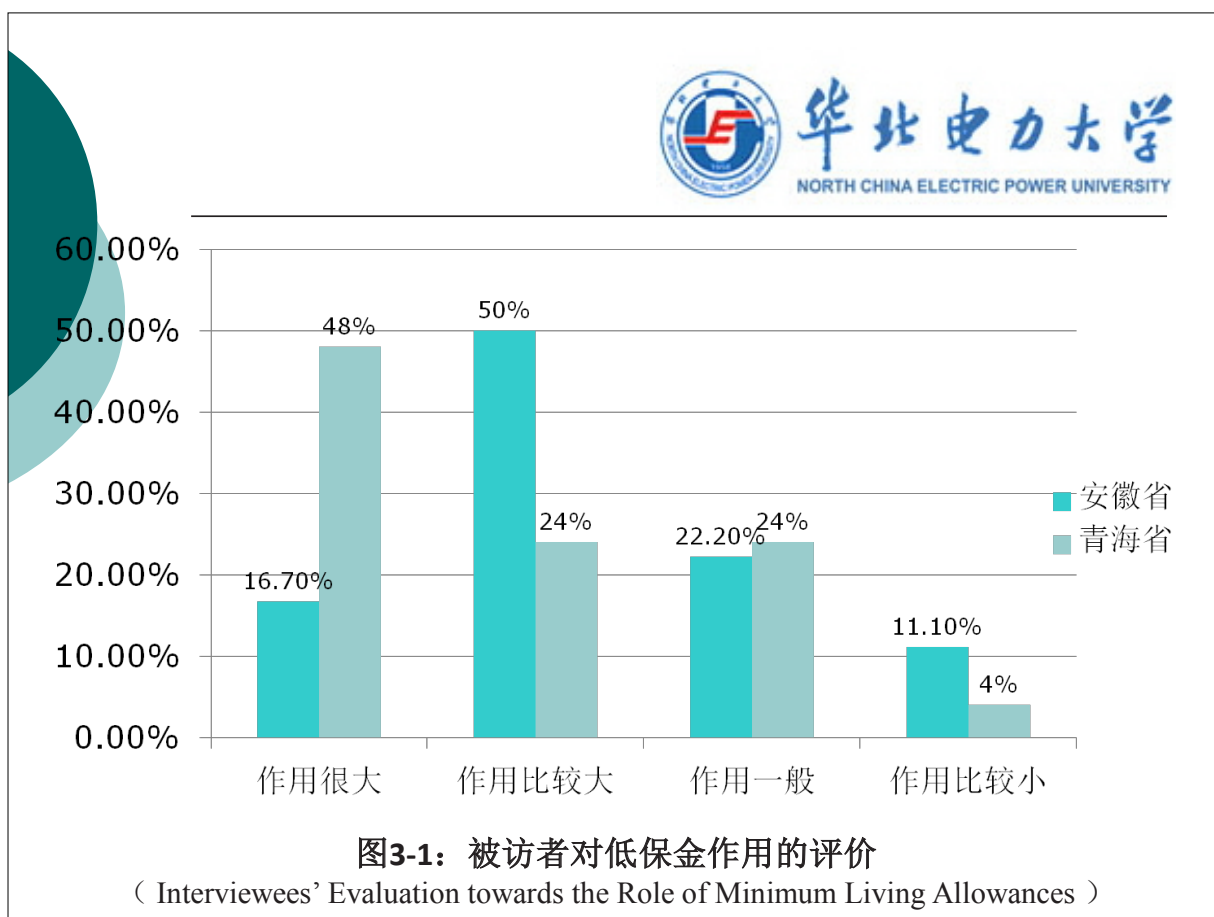
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这些低保家庭中，有**60.5%**的家庭知道自己因为孩子作为低保对象而享受了分类施保优惠政策。但是对于享受的是哪类低保待遇仍很模糊，一些人甚至不知道他们每月/季度的低保收入会有多少。（ Among these households receiving minimum living allowances, 60.5% of them know that they are provided with additional benefits from the ‘classified assistance’ policies because of their children. While interviewing the guardians of these children, we found that they do not know relevant policies very well. ）

当问到“低保人员在社区公示是否会对您家的孩子造成负面影响”时，安徽省**75%**的受访者认为不会对孩子造成影响，青海省有**60.9%**的受访者认为不会造成影响。（ While being asked “when the names of people receiving minimum living allowances are made public in the community, will the children be embarrassed?” 75% interviewees in Anhui Province and 60.9% in Qinghai Province said no ）

受访者对低保金对解决孩子的生活和学习困难的作用上有不同的反应。安徽省的受访者认为“作用很大”的仅占16.7%，认为“作用比较大”的低保家庭占到一半，“作用一般”的占22.2%，还有6.9%的家庭认为低保金对家庭的实际帮助很小。（In Anhui Province, only 16.7% interviewees believed that minimum living allowances played a “very big” role, and half of them answered that they played a “big” role, and 22.2% of them thought that they played a “moderate” role, and another 6.9% of them believed that these allowances played a nominal role to their families.）

青海省对低保政策的满意度较高，认为“低保作用很大”的占48%，“作用比较大”和“作用一般”的各占24%，满意度高达95.1%（people in Qinghai Province are more satisfied with the minimum living allowances policy, with 48% of them answered that they played a “very big role”, 24% of them said that they played a “big role”, and another 24% said they play a “moderate role”, which means that 95.1% of interviewees are satisfied.）



2. 孤儿和事实无人抚养儿童 (Orphan and De Facto Unattended Children)

虽然国家给的基本生活费非常慷慨，当时孤儿的生活仍然十分拮据。安徽省被访者认为最需要帮助还是资金排在第一位，其次是上学，第三是生活物品，第四是生活照顾。

(Despite the generous amount of living allowances, orphans are still have financial difficulties.. According to Figure 3-2, we can see that what the interviewees need most is money, with schooling coming second, daily necessities the third, followed by care.)

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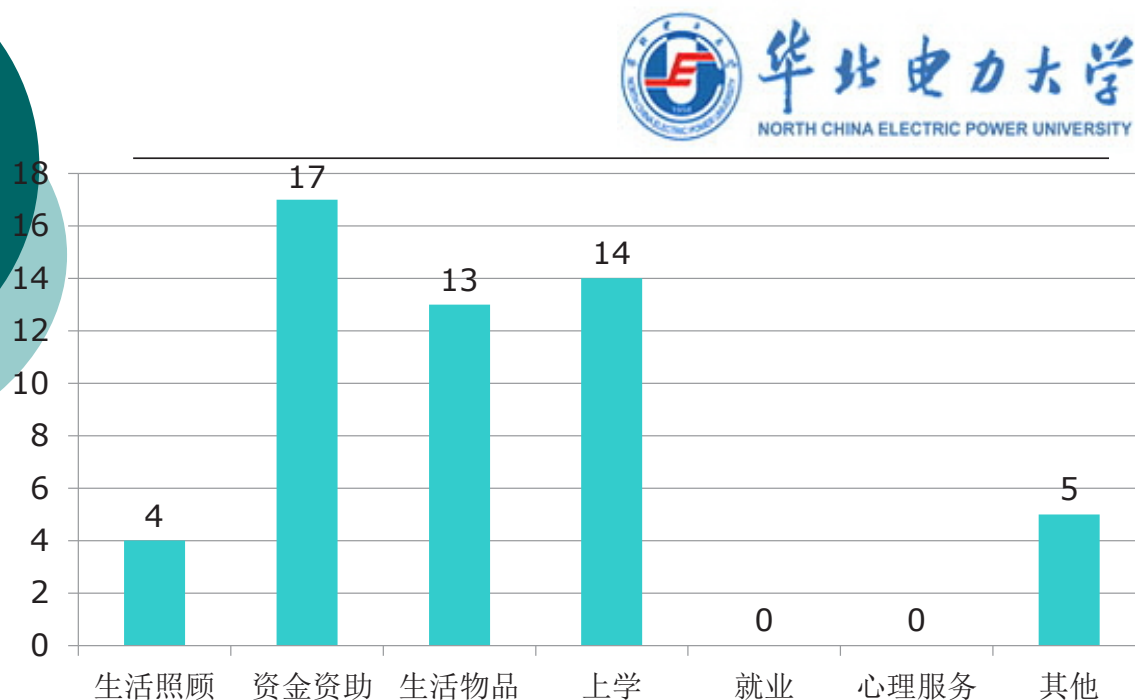
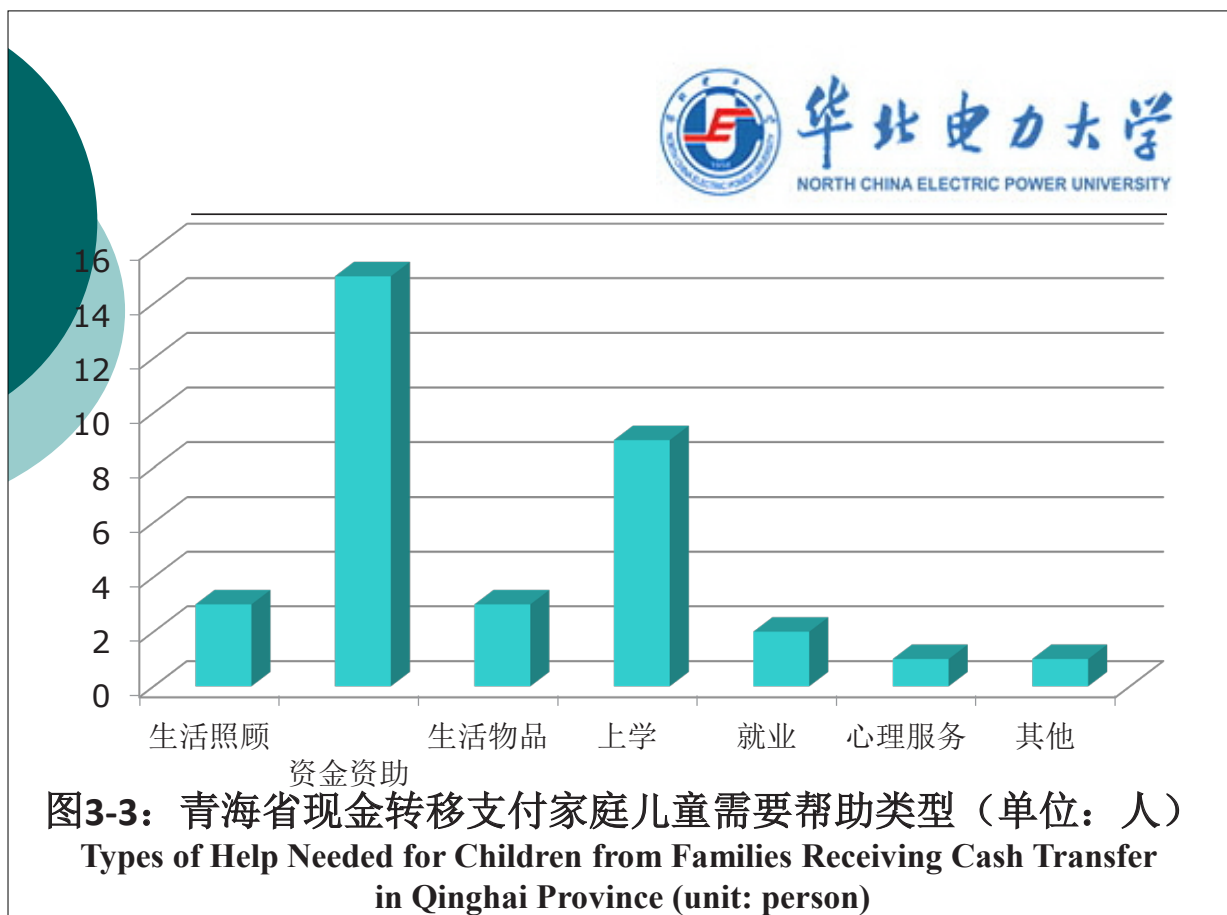


图3-2安徽省现金转移支付家庭儿童需要帮助类型 (单位: 人)
Types of Help Needed for Children from Families Receiving Cash Transfer in Anhui Province (unit: person)

从青海省的情况来看，绝大部分被访者认为对于维持家庭基本生活帮助作用很大。但是，孤儿基本生活费只是一定程度上缓解家庭收入问题。从图3-3可以看出，青海省现金转移家庭大多数家庭的儿童最需要的还是资金方面的资助，其次是孩子的教育方面需要得到一些帮助。（ We can see from Figure 3-3 that in Qinghai Province, what most children from families receiving cash transfer need most is fund, and education comes the second. ）

当问及是否需要生活方面、物品方面、心理方面以及就业等其他方面时，也有部分孤儿认为需要帮助，这主要是由于很多孤儿和实施无人抚养孤儿都是隔代监护，因此照顾和服务缺失远比其他儿童更加迫切（ While being asked whether they need help in life, goods, psychology, and employment, some orphans said yes. Because many orphans and de facto unattended children are under grand-parenting, they are in urgent need of care and services compared with other children. ）



3. 残疾儿童 (Children with Disabilities)

两省被访的残疾儿童的致残原因最主要的是先天遗传、意外事故和疾病。领取现金转移支付的残疾儿童均有残疾证，并从政府领取了残疾儿童补贴或康复补贴。(All the disabled children receiving cash transfer have identification of disability, and have received subsidy for disabled children or rehabilitation subsidy from the government.)

这些残疾儿童平时主要母亲或者爷爷奶奶看管照顾。残疾儿童的医疗保障主要是农村合作医疗和城镇居民医疗保险(“一老一小”)(these disabled children are normally under the guard of their mothers or grandparents. Medical security for disabled children is mainly rural cooperative medical service and medical insurance for urban residents)

4. 大病儿童 (Children Suffering from Serious Illness)

两省的大病儿童所患疾病类型包括：白血病、先天性心脏病和其他疾病。受地域影响，青海省被访者中有四个儿童患有先天性心脏病。(We found that there are something common as to the living conditions of children suffering from serious illness in the two provinces. Common diseases among these children include: leukemia, congenital heart disease, and other diseases. Because of geographical conditions, four children live with congenital heart disease among the interviewed children in Qinghai Province.)

绝大部分被访者认为孩子的医疗支出给家庭带来了非常重的负担。这些大病儿童经常由母亲和爷爷奶奶带去医院看病，父亲需要在外务工挣钱养家。（Most interviewees said that the medical expenditure of the children means heavy burden for their families. These children suffering from serious illness often go to hospital with their mother and grandparents, with their fathers working outside to make money.

在医疗保障方面，这些大病儿童都参加了农村合作医疗和城镇居民医疗保险中的一种。有些大病儿童经过向民政部门申请还会得到临时救助。（As to medical security, all the children suffering from serious illness have participated in rural cooperative medical service or medical insurance for urban residents, but few of them have participated in the Critical Illness Insurance. With medical insurance, part of the heavy medical expenditure of these children has been covered, but there are also some children whose medical expenditures have to be paid all by themselves.）

四、研究发现（Findings）

政府层面（Government）

（1）主要做法（Main Practices）

第一，两省针对孤儿、困境儿童和残疾儿童的现金转移支付政策基本实现全覆盖（First, policies on cash transfer for orphans, children in difficulty, and disabled children have realized full coverage in the two provinces）

第二，政府通过购买服务的方式促进当地社工组织发展，满足困境儿童基本需求（Second, by purchasing services, governments boost the development of local social work organizations, to meet the basic needs of children in difficulty.）。

第三，四级/三级儿童福利服务体系基本建立。（Third, child welfare service system has basically been in place.）

存在的问题（Problems）

第一，儿童政策以与中央的衔接性政策为主，缺乏虐待儿童保护的相关政策（First, most policies on children are in line with the relevant policies of the central government, with specific policies on the protection of abused children absent.）

第二，“儿童之家”/“留守之家”等硬件设施利用率不高的问题普遍存在。（Second, scopes of recipients of all kinds of cash transfer for children overlap, and the definition standards for recipients are vague, making it difficult to carry out the work at the local level.）

家庭层面(Family)

第一，现金转移支付家庭对保障性收入的依赖度较高。（First, families receiving cash transfer rely on security income to a great extent.）

第二，现金转移支付儿童的生活质量较差（Second, children on cash transfer are in poor living conditions.）。

第三，留守儿童、流动儿童监护人存在监护“困境”（Third, guardianship “dilemma” exists among guardians.）



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