

摘要

农民工市民化是中国农村剩余劳动力有效转移的关键问题，是重要的民生问题，也是重要的经济、政治和社会问题，不仅影响着中国新型城镇化的质量，关系到社会的和谐与稳定，还决定着中国现代化建设的成败。就当前农民工市民化的困境来看，我国农民工市民化进程面临的主要问题是农民工无法独自应对城市生活带来的风险。受到制度层面的制约，大多数农民工无法获得城市户籍，成为身份与职业割离的城市边缘群体，附加在户籍制度之上的社会保障制度、劳动保障制度及住房保障制度所暗含的排斥，也使农民工很难实现城市融合；受到资本层面的制约，农民工由于人力资本水平偏低，社会资本质量偏低，从而决定了他们很难通过就业来获得市民化的物质基础，很难融入城市社会以实现对城市生活与文化的价值认同；受到基础公共服务层面的制约，城市公共服务的户籍依据使农民工不能享有同城市居民同等的社会保障服务、受教育权利以及公共文化生活服务，公共服务的城市偏向阻碍了公共服务均等化的实现。可见，农民工市民化的实现困难重重。究其原因，一方面由于受到农民工自身素质的影响，农民工群体受教育程度以及接受职业培训的程度普遍偏低，从而导致农民工的知识与技能水平远远落后于城市居民，加剧了农民工城市融入

的难度；另一方面则源自城乡二元社会管理的制度性壁垒，将农民工群体阻隔在城市边缘。如果说农民工自身素质偏低是影响农民工市民化进程的基本原因，那么制度层面的设计壁垒以及政策层面的城市偏向则是造成农民工市民化进程滞后的根本原因。可见，要实现农民工市民化，关键在于明确农民工市民化进程中政府部门所承担的责任，推进农民工市民化进程。

改革开放以来，政府为推进农民工市民化进程进行了不断探索与调整。首先，制度方面：户籍制度方面，2014年，政府着力调整户口迁移政策、创新人口管理制度，取消了农业户口与非农业户口的性质区分，建立统一的城乡户口登记制度，这一改变，对于弱化户籍制度对农民工权益的歧视具有重要意义。在中央精神的引导下，全国各省份陆续出台相应的户籍改革政策，户籍制度改革工作取得了一定的成果，然而附着在户籍制度上的各项权利和福利依然具有明显的城乡二元偏向；社会保障制度方面，在党的十九大报告中指出，要“按照兜底线、织密网、建机制的要求，全面建成覆盖全民、城乡统筹、权责清晰、保障适度、可持续的多层次社会保障体系”，然而在社会保险等方面，农民工与城镇居民的差距依然显著；劳动保障制度方面，2019年，政府进一步推进工资支付保障立法，力争实现农民工工资基本无拖欠。国家从制度和法律层面规范就业市场，消除就业歧视，农民工的劳动保障权益得到一定的改善，但拖欠农民工工资的现象并未彻底消除；住房保障制度方面，我国住房制度经历了“出售公房”阶段（1978-1993年）、以权力下放为特点的住房商品化阶段（1994-2000年）、

调控价格为手段的住房市场建设阶段（2001-2015年）以及还原住房功能的规范市场阶段（2016年至今）四个阶段，政府进一步落实十九大报告中对住房制度的要求，推动实现全民住有所居，然而在全国范围内，政府提供廉租房、公租房、已购政策性保障房等保障性住房比例较低，农民工的住房保障问题依然严峻。其次，资本支持方面，政府不断提高对农民工的职业技能培训力度以及教育资金投入比重，提升农民工的职业技能以及素质水平，这些举措对促进农民工自身素质的提高、市民化能力的提升有着积极的推动作用，然而相关数据显示，农民工与城市居民综合素质及职业技能仍然存在较大差异。最后，基础公共服务供给方面，十九大报告中强调，要健全城乡发展一体化建设，推进基本公共服务均等化，这为保障和加快实现农民工市民化提供助力，然而农民工子女教育程度偏低、农民工城市文化生活单一的问题依旧存在，农民工无法享受与城市居民同等的公共服务。综上，从当前的农民工市民化发展进程来看，受到政府制度设计、资本支持以及基础公共服务供给等方面的制约，实现农民工市民化依然任重道远。

本文基于问题导向，研究“农民工市民化进程中政府应该履行什么责任”这一科学问题，以分析当前我国农民工市民化进程中面临的障碍为研究起点，提出政府在农民工市民化进程中承担着最为重要的责任，是推进农民工市民化进程的主导力量的科学论断，通过构建政府责任的理论分析框架，研究政府在推动农民工市民化进程中的责任内容。

具体地，本文以市民化以及政府责任相关理论为理论基础，搭建起农民工市民化进程中政府责任问题的理论分析框架，其要点是将农民工问题视为一个持续发展的系统，而市民化是要达成的目标；重点是明晰政府责任在农民工市民化进程中的责任定位，讨论在市民化进程中政府责任的内容以及如何进一步完善政府责任。通过纵向的历史分析和横向的国家比较分析，构建政府责任体系。本文共分为七个章节，概括为五部分：

第一部分为绪论。主要包括研究背景及意义，文献综述，研究思路及方法，研究创新及不足。

第二部分由第一章构成，是本文的理论基础。分别对农民工、农民工市民化以及政府责任的概念进行界定；详述市民化理论和政府责任理论，并作为本文的理论基础；阐述农民工市民化进程中政府责任的构成要素。基于此，从理论层面分析农民工市民化进程中政府责任的定位，构建相对完整的政府责任理论分析框架。

第三部分由第二章、第三章和第四章构成。第二章以历史视角分析在农民工市民化的不同发展阶段中政府责任的履行状况，依据本文政府责任的理论分析框架阐述政府责任的具体内容，进而分析和概括政府责任履行的特点。第三章主要分析政府在农民工市民化进程中的履责情况，根据政府责任的理论框架深入阐释当前农民工市民化进程发展滞后的表现，明确市民化进程滞后的原因在于政府责任的缺陷。第四章论述国外农民市民化

进程中政府责任的特点及启示，通过分析英国、美国、德国、日本四个发达国家农民市民化的发展进程，归纳、总结各国农民市民化进程中政府责任履行的特点；结合我国国情，获得政府履责的启示。

第四部分由第五章、第六章与第七章构成，主要论述政府责任的体系。第五章论述我国农民工市民化进程中政府责任的价值选择，基于历史分析和比较分析，阐明政府责任理念的转变；明确政府在农民工市民化进程中，履行政府责任所要实现的总体目标和应遵循的原则，形成政府责任的价值构图。第六章论述政府责任的优化与完善，基于农民工市民化进程发展滞后的原因分析，结合国外政府在推动农民市民化进程中的履责启示，从政府责任构成要素的三个方面阐述在推动农民工市民化进程中政府责任的各项内容。第七章论述政府责任的保障与实现，构建政府履责方式—政府责任评估—政府责任监督的责任体系。

第五部分为结论。总结本文的基本观点，并对未来的研究方向进行展望。

关键词：农民工，农民工市民化，政府责任

Abstract

As a key issue in the effective transfer of rural surplus labor in China, migrant rural worker, is not just an important livelihood issue, also is a crucial economic, political and social issue. Its citizenization affects the quality of China's new urbanization and the harmony and stability of society, determines the success or failure of ongoing modernization of our country as well. At present, the main problem during the process of migrant rural workers citizenization in China is that migrant rural workers cannot cope with the risks brought by urban life alone. Due to institutional restrictions, most migrant rural workers are unable to obtain urban household registration and become urban marginalized groups with separated identity and occupation. The exclusion of the social security system and the labor security system attached to the household registration system also make it difficult for migrant rural workers to achieve urban integration. Restricted by the capital level, migrant rural workers are difficult to obtain the material basis of citizenization through employment, for the low level of human capital and low quality of social capital. In addition, it is difficult for them to be part in the urban society to realize the value identification of urban

life and culture. Restricted by the level of public services, the household registration basis of urban public services prevents migrant rural workers from enjoying the same social security services, education level and public cultural life services as urban residents. The city preference of public services hinders the realization of the equalization of public services. It can be seen that the process of realizing the migrant rural workers citizenization is full of difficulties. Affected by their own ability, the level of knowledge and skills of migrant rural workers is far behind that of urban residents for their low level of education and vocational training, which aggravates the difficulty for migrant rural workers to blend in the city. If the low quality of migrant rural workers themselves is the basic reason affecting the process of citizenization, then the design barriers at the system level and the city preference at the policy level are the fundamental reasons for lagging process of migrant rural workers citizenization. It can be seen that to realize the citizenization, the key is to clarify the responsibilities of government departments in the process of migrant rural workers citizenization.

Since the reform and opening up, the government has made constant exploration and adjustment in the process of promoting the citizenization. First, in 2014, the government abolished the distinction between agricultural household registration and non-agricultural household registration and established a unified urban and rural household registration system in the process of adjusting

the household registration policy and innovating the population management system, which has great significance for this change to weaken the discrimination of the household registration system against the rights and interests of migrant rural workers. Under the guidance of the central government, all provinces in China successively issued corresponding policies on household registration reform which already has made certain achievements. However, the rights and benefits attached to the household registration system still show an obvious urban-rural bias. In the reports of the 19th CPC national congress: “We will act on the policy requirements to help those most in need, to build a tightly woven safety net, and to build the necessary institutions, as we work to develop a sustainable multi-tiered social security system that covers the entire population in both urban and rural areas, with clearly defined rights and responsibilities, and support that hits the right level”. In social insurance aspect, however, the gap between migrant rural workers and urban residents are still significantly exists; In terms of labor security system, the government will further push forward the wage payment security legislation, and strive to achieve basically no wage arrears for migrant rural workers in 2019. The government has standardized the employment market from the institutional and legal levels to eliminate employment discrimination, and the labor security rights and interests of migrant rural workers have been improved to some extent, while the phenomenon of wage arrears of migrant rural workers has not been completely eliminated. In

housing security system aspect, housing system in our country has experienced the “sale of public housing stage” (1978-1993), with decentralization as the characteristics of the housing commercialization stage (1994-2000), controlling prices as the means of housing market construction stage (2001-2015) and the reduction function of housing market stage (2016-present), these four stages, further implement the requirements in the reports of the 19th CPC national congress of the housing system, to promote all people have house to live. However, it is still low proportion of other indemnificatory housing that government provide public rental housing, purchased policy housing across the country, therefore, housing security for migrant rural workers remains a serious problem. Second, in capital support aspect, the government efforts to enhance vocational skills training of migrant rural workers and the education investment, to improve the professional skills and quality of migrant rural workers, which measures to promote the ability of the citizenization of rural workers’ own quality has a positive role. However, according to the data, there are still exists large differences between migrant rural workers and urban residents’ overall qualities and professional skills. Finally, the public service supply, the reports of the 19th CPC national congress stressed that to improve the integration of urban and rural development, promote the equal basic public services, for the security and speed up the migrant rural workers citizenization to provide power, yet in low degree of migrant children education, rural migrant rural workers in urban cul-

tural life problem remains single, enjoy equal rights with urban residents of public service. From the perspective of the current development process of migrant rural workers citizenization, it is still a long way to go to realize the citizenization, for it is restricted by the design of government system, capital support and public service supply.

Taking the topic “what responsibility the government should play in the process of migrant rural workers citizenization” as a start, this article analysis the current problem in the process of migrant rural workers citizenization met obstacles in our country, puts forward the government in the process of migrant rural workers citizenization with the most important responsibility, which is the main force in the process of migrant rural workers citizenization. Constructing theoretical framework for the of government responsibility gets the content of the government responsibility in the process of promoting migrant rural workers citizenization.

Based on the theories citizenization and related responsibility of government, this paper builds a theoretical analysis framework for the government responsibility in the process of migrant rural workers citizenization. The emphasis is to clarify the position of government responsibility in the process of migrant rural workers citizenization, discuss the content of government responsibility in the process of citizenization and how to further improve the government re-

sponsibility. Through the longitudinal historical analysis and the horizontal country comparison analysis, constructs the government responsibility system of migrant rural worker citizenization.

The first part is an introduction. It mainly includes research origin and significance, domestic and international research review, research content and methods, research innovation and deficiencies.

The second part consists of the first chapter, which is the theoretical support of this paper. The definitions of migrant rural workers, migrant rural workers citizenization and government responsibility are defined separately. From the macro level, the related theories of citizenization and the relevant theories of government responsibility are taken as the theoretical basis of this paper analysis; the migrant rural workers are constructed from the micro level. An analytical framework for the elements of government responsibility in the process of citizenization. Theoretically grasp the positioning of government responsibility in the process of citizenization of migrant rural workers, and construct a relatively complete theoretical analysis framework.

The third part consists of the second chapter, the third chapter and the fourth chapter. The second chapter analyzes the implementation of government responsibility in different stages of development of migrant workers citizeniza-

tion from a historical perspective. According to the theoretical analysis framework of government responsibility, this paper expounds the specific content of government responsibility, and then analyzes and summarizes the characteristics of government responsibility performance. The third chapter mainly analyzes the government's performance and responsibility in the process of migrant rural workers citizenization, in-depth analysis of the current development of migrant rural workers citizenization process lags behind; on this basis, the reason for the lag of the citizenization process lies in the defects of government responsibility, and elaborates according to the theoretical framework. The fourth chapter discusses the characteristics of government responsibility in farmers' citizenization of foreign countries. By analyzing the development process of farmers' citizenization in the four developed countries of Britain, the United States, Germany and Japan, it summarizes and summarizes the government responsibility in the process of migrant rural workers citizenization in various countries. The characteristics of the country; combined with China's national conditions, the revelation of the government's responsibility.

The fourth part consists of the fifth chapter, the sixth chapter and the seventh chapter. The fifth chapter discusses the value choice of government responsibility in the process of migrant rural workers citizenization in our country. Based on historical analysis and comparative analysis, it clarifies the change of

the concept of government responsibility; In the process of migrant rural workers citizenization, the overall goal and principle that the government should follow should be clarified to form the value composition of the government responsibility. The sixth chapter discusses the optimization and improvement of government responsibility, based on the analysis of the reasons for the backward development of the migrant rural workers citizenization process, combined with the resilience of foreign governments in promoting the process of farmers' citizenization, and discusses the promotion of migrant rural workers citizenization from three aspects of the elements of government responsibility. The various contents of government responsibility in the process of industrialization of workers. The seventh chapter discusses the guarantee and realization of government responsibility, and builds the government responsibility guarantee and realization system from the responsibility implementation method-responsibility assessment-responsibility supervision.

The fifth part is the conclusion. Summarize the basic ideas of this paper and look forward to the future research direction.

Key words: Migrant Rural Workers, Migrant Rural Workers Citizenization, Government Responsibility