

The "Eleventh Five-Year" Population and Family Planning Special Regulations of Fujian Province, China
http://www.fujian.gov.cn/zwggk/ghxx/zxgh/200707/t20070718_18995.htm

The "Eleventh Five-Year" Population and Family Planning Special Regulations of Fujian Province

(Issued by The Provincial Reform Committee) July 18, 2007 15:44:00
Font Size: Big Medium Small

(Min [Fujian] Political 2006 Article 55 Implements the following provisions.)

Introduction

The "Eleventh Five-Year" period is a very important period for the implementation of scientific development strategies, construction of a harmonious socialist society and the development of a Strait West Bank economic zone. To be on top of population and family planning works is very important to the stability of low birth rate, overall planning for solutions to population issues and improvement of the overall human development.

In accordance with the planning requirement of the People's Government of Fujian Province (Article 2006B0272JH), the Provincial Family Planning Committee mobilized concerned departments to draw up "The Eleventh Five-Year Population and Family Planning Special Program of Fujian Province" (hereafter abbreviated as "Program"). This "Program" thoroughly implements the spirit of "The Eleventh Five-Year Program Summary of National Economic and Social Development of Fujian Province", "Summary of the Construction of a Strait West Bank Economic Zone (Trial Implementation)" and "Program Summary of the Construction of a Strait West Bank Socialist New Rural Area". In conjunction with "The National Eleventh Five-Year Population Growth Special Program", the "Program" mainly illustrates the Government's strategic planning toward population and family planning development as well as thier key points. It clearly defines the guiding ideas and main tasks for the development of population and family planning. It is also the action plan for the government to guide and move forward population and family planning work. It is the main evidence for the implementation of relevant population and family planning policy as well as the arrangement for key investment projects.

This "Program" was set up in 2005 and is valid from 2006 to 2010.

First, Population and Family Planning Development Condition During the "Tenth Five-Year" Period.

(1) Major Achievements

During the "Tenth Five-Year" period, with the importance that was stressed by the provincial party committee and the provincial government, a pattern of sharing total responsibility and assigning specific leadership task individually throughout the entire province was formed while the party and politics were joining force together. Diligently and thoroughly implemented family planning basic national policy. Through science, education and human resources, the province has become more prosperous and stronger. By means of economy, society, law, administration and propaganda education, a comprehensive program was designed to control and solve the population issues. There has been remarkable achievements in the population and family planning work when a combination of the following factors worked closely together: family planning development, economic development, the popularized education, raised health standard, the elimination of poverty, the perfect social security, improved woman status and the construction of civilized happy families.

1. Total population increases steadily at a low speed. According to the research sample results done by the provincial statistics bureau, the total population was 35,350,000 people at the end of 2005 in the entire province. Among them, 17,820,000 were males, accounted for 50.4% of the total population. The female population was 17,530,000 people, accounted for 49.6% of the total population. The male and female gender ratio was 101.6. In 2005, the entire province had a birth population of 409,000 people, and the birth rate was 11.6 %. The death population was 198,000 people, and the mortality rate was 5.62 %. There was a net increase of 211,000 people in the entire year. The natural growth rate was 5.98%. From the period between 2001 to 2005, the average population growth rate was 7.2 ‰, in which natural growth rate was 5.92 % and the birth rate and the mortality rate were 11.5% and 5.58% respectively. The total child-bearing rate of women of child-bearing age fell to approximately 1.5. The population birth rate, natural growth rate and total child-bearing rate were lower than the national average level. The low birth level continued to maintain steady.

2. Sustainable development capability enhanced. Since the 1970's of the 20th century, due to the implementation of family planning policy, the entire province had an accumulated decrease of 2,800,000 people in birth. The average GDP per capita possessive amount was increased by 4583 Yuan which accounted for 24.6% of the average GDP per capita 18646 Yuan in 2005. A saving of 768,000,000 Yuan in education disbursement was created for the families. A saving of 1,227,000,000 Yuan in education disbursement may be saved for the finance department of all levels every year. A saving of 320,000,000 Yuan can be saved on material, technology and equipment for the country. Six Hundred and Eighty-Thousand hectares of farm land can be saved. An area of 14,720,000 cubic meters can be saved from having its lumber being cut every year. Grain consumption was reduced by 3,000,000 ton, and the domestic bird consumption was reduced by 300,000 ton as well as the aquatic product consumption was reduced by 170,000 tons. According to the computation of 4450 Yuan average net income per peasant in 2005 throughout the entire province, a reduction of 12,800,000 people in birth (of which, peasant population accounts for 10,880,000 people) was the equivalent of nearly 1580 Yuan increase in the average income per peasant.

3. The urbanization of population has sped up. The population urbanization refers to the urban population in proportion to the total population within a nation or a region. It is an important symbol to measure the economy level of development and the well-off living standard. In 2005, there were 23 cities in the province and the number of organic towns grew to 628. The total urban population was 16,720,000 people, accounted for 47.3% of the total population. Population in rural area was 18,630,000 people, accounted for 52.7% of the total population. During the "Tenth Five-Year" period, the urbanization population accumulated rate rose 5.3 percentage points in the entire province. For specific regions, Xiamen and the Fuzhou are the two cities that have the highest urbanization rates, which are 80.1% and 54.5% respectively.

4. The total population that needs old-age care declines slightly and steadily. Along with the transformation of population reproduction type, the population age structure tends to age constantly. The population ratio of people needs old-age care is rising. In 2005, the ratio for people 65 years old and above that needs old-age care was 11.9% in the entire province, rose 0.1 percentage point compared to the last year. Because working-age population grows rapidly while the youth population drops proportionally, the total population that needs old-age care declines slowly in recent years. In 2005, the population ratio of people needs old-age care was 36.9% in the entire province, a drop of 5.3 percentage points compared to 2000. From the present to the year of 2020, the total population that needs old-age care will continue to maintain a steady decline. This will be a rare opportunity in the history of population development in our province - a "the population dividend" time for plentiful of labor resources, relatively low ratio for the population that needs old-age care and thus the burden of our society will be lessened a little.

5. An environment that is advantageous to the population and the family planning work is formed preliminarily. Authorities of all levels should integrate the population and the family planning work with the overall planning of the economic and societal development. Put it in the most important position for a strategic and sustainable development. To be on top of their jobs, taking the right measurement and accomplish their goals with the best of their abilities. In 2005, the average per person business cost reached 19.69 Yuan in the entire province, an increase of 11.93 Yuan compared to 7.76 Yuan in 2000. From the province to the village, all five-star family planning managed network, service network, propaganda network and the mass public work network have been further improved and strengthened. Reward measures have been implemented for those only-child and two-daughters households. Assistance programs have been set up for certain families that follow family planning regulations in the rural area. Insist the integration of helping the poor and family planning. Through interest-paid loans, "happy projects" and other forms of assistance, the general public is able to expand their production. Through the implementation of a series of projects such as "becoming rich, living in contentment, bringing up talents, security and loving family relationship", the family planning benefit guidance mechanism consummates gradually.

6. The legal management standard of family planning policy has been raised. The two regional laws such as "the Fujian Province Population And Family Planning

Regulations" and "Fujian Province Forbids Non-Medical Need Identification of Fetus Gender and Selected Abortions Based On Gender Preference Regulations" have been revised. Through propaganda, thoroughly implement the relevant population and family planning regulations and strengthen the legal administration to raise awareness of cadres from the general basic unit. Through the consummation of the population and family planning administration law enforcement's article and procedure, establish the family planning administration law enforcement qualifications test system, implement pre-job training and demand for law enforcement, further standardize law enforcement actions of cadres from basic unit. Persist in the administrative law enforcement inspection, the surveillance system and promote law enforcement strictly and improvement of the civilized law. Through exerting oneself to the solution to difficult key issues such as exceptional imbalanced gender ratio of the birth population and social foster payment collection, one has effectively raised the family planning legal management standard. During the "10th Five-Year" period, the total numbers of inquiries has dropped significantly throughout the entire province. The total numbers of mailed-in or walk-in inquiries are reduced from 14,700 and 8,600 respectively in 2000 to 3,700 and 2,500 respectively in 2005. A decrease of 75.13% and 70.65% respectively. Complaint cases on the administrative right infringement have dropped from 385 cases in 2000 to 198 cases in 2005, a decrease of 48.57%. The degree of satisfaction from the general public has improved year by year, and it has reaches 91.5% in 2005.

(Two) Challenge Faced

During the first half of the 21st century, under the premise of a steady low birth rate, our province successively will welcome the working age population, the total population and the old age population as three big peaks. During the stage of constructing a comprehensive well-off society, conflicts between population and the resources environment have been incisive day after day in our province. The population security problem is not one should neglect. The issues of population quantity, quality, structure and distribution interweave and affect one another. They will have significant impact on the sustainable development of a overall balanced economic society. They will have direct impact on the realization of the goal to achieve a comprehensive well-off society.

1. The total population will continue to grow steadily. As a result of the third birth peak inertia influence, in 2016, the population of women of child-bearing age will still be able to maintain above 10,000,000 people in the entire province. At the same time, stipulated by the "Population And Family Planning Regulations of Fujian Province", an only child may give birth to two children after marriage. If all only-children follow this family planning rule, then the child-bearing rate will rise rapidly to 1.8 or even higher. In addition, some related investigations demonstrate that, women in rural areas of Fujian Province wish to have 2.07 children averagely, 0.49 more children compared to 1.58, which is the standard level allowed by the family planning policy. Therefore, within the next fifteen years, at least if not longer, the conflict between general public's wishes to have children and the family planning policy will continue to exist. The massive child-bearing crowd and their intense desire to have children are extremely

disadvantageous to the maintenance of a steady low birth rate. At the same time, because the administrative method attenuates, the social security systems being imperfect and the influence of traditional child-bearing concept, it is rather difficult to maintain a steady low birth rate. The number of "one-boy excess births" tends to increase year after year and the low birth rate is faced with resilience danger.

2. The scale of transient population expands unceasingly. Speeding up along the steps of the reform and open policy as well as the economical development, our province's population flows more and more frequently day after day. The number of flowing population has increased swiftly. In 2005, research done on permanent resident population shows that the transient population with their household registration in some other place (town, street) was 7,390,000 people, an increase of 1,480,000 people compared to 2000. This accounted for 20.9% of the total population proportion, a rise of 3.6 percentage points compared to 2000. Among the household register population, "the household separation" accounted for one third. In 2005, non-Fujian resident population [people from provinces other than Fujian] increased from 2,150,000 people in 2000 to 2,800,000 people, a rise of 30.5%. In the entire province, among the newly-added population, the non-native population accounted for 52.4% of the total newly-added population. The massive population flowing will bring a lot of troubles and issues to the family planning work management. In addition, due to lack of collection of management fee from the transient population in some places, and because the administrative management and responsibility mechanism are not perfect, the city and countryside are intersected and the excess birth rate is quite high even in the city and county.

3. Population structure problem has become more and more distinct every day. The aging process speeds up and the scale of the old age population increases day by day. This will have a significant influence to the social economy development. The 1964 Second National Census shows that population above age 65 only accounted for 3.2% of the total population in our province. It elevated to 5.1% during the "Fourth Census" in 1990 and 6.7% during the "Fifth Census". In 2005, the population reached as high as 3,070,000 people, accounted for 8.7% of the total population. It is estimated that in 2019 and 2036, there will be breakthrough of 10% and 20% respectively. It will reach to 27% in 2050. By that time, the old age population increases suddenly from the present 3,070,000 people to 10,260,000 people. At the same time, the children population and the population of working age tend to drop. In 2008, the youth population of 0-14 years old are 6,680,000 people and will peak at 8,430,000 approximately in 2017. Hereafter there will be a linear drop. It will reduce to 6,280,000 people in 2050. From the period between 2005 and 2050, Fujian Province's labor force population of 15-64 year-old will tend to rise first and then fall. The labor force population will peak in 2030 when the population will be 28,360,000 people. Hereafter it will start to drop. It will fall to 23,550,000 people by 2050. The proportional drop of children and the labor force population and proportional rise of the old age population will bring stern challenge to social security, senior citizen's health as well as the sustainable development.

The birth gender ratio has been relatively high. According to the family planning statistics, since 1990, our province has a newborn baby gender ratio that surpasses 110

for 13 consecutive years. It was the highest in 1995 when it reached 127. Since 2000, it stays in the range between 110 and 115. The fifth census demonstrated that, the gender ratio of the younger population is seriously exceptional. Such ratio is greater than 115 for ages 0-9 group, 120 for the 7-year old group, and closed to 122 for the 10-year old group. In 2005, research information demonstrated that the population gender ratio still reached as high as 115.7. Among the 0-19 year old age group, male population was 4,190,000 people, and the female population 3,650,000 people. A difference of 540,000 people and the disparity is too great. By around 2007, this population group will start entering marriage age continuously. The marital extrusion will be incisive day after day and will pose a threat to the future population's self balancing and social economy's coordinated development.

The population development difference is obvious between regions. Statistics indicates that in 2005, the coastal open up area had a population that accounted for 76.6% of the entire province's total population. Among which, three big key cities such as Fuzhou, Xiamen, and Quanzhou had a concentrated population that accounted for 46.6% of the entire province. The coastal economy developed rapidly due to the concentrated population in the coastal area. The average GDP growth rate reached to 21.43% in the coastal area from 1990 to 2000, but at the same time, the average GDP growth rate was only 12.9% in three prefectures in the mountain area. The total economic output of the three prefectures in the mountain area to the total economic output of the entire province dropped to 17% from 30% in 1990.

4. The population quality awaits for further improvement. According to the monitoring by the provincial administration of public health department, the birth defect rate was 13.4% in 2005 in our province. Every year there are about 5000 babies who are born with some forms of birth defect. This not only affects the defected infant's family life and production, but also brings loss and burden to the society that cannot be estimated. Each kind of endemic and infectious diseases threatens the public's health seriously. AIDS epidemic situation reaches a critical point that the high-risk group is spreading to the general public. The scientific and cultural quality [of the public] is generally not high. According to the "Fifth Census", the illiterate and semiliterate rate was 7.2% in our province in 2000, a 0.5 percentage point higher than the national average 6.7%. For every 100,000 people, only 2,967 had secondary education, 644 less than the national average, which was 3,611; 10,642 people completed high school, 504 less than the national average; 33,544 completed middle school, 417 less than the national average. However, there were 37,760 people who only had elementary school education, 2,059 more than the national average. The population's culture quality is lower than the national average so providing education training will be a very arduous task.

Second, guiding ideologies, basic principles and development targets.

(One) Guiding ideologies.

Guided by DENG, Xiaoping's theory and the main idea of "The Three Representations" and commanded by the scientific development view, comprehensively

implements the spirit of the eighth Party Representative Conference, closely revolves the general construction situation of the Strait West Bank economic zone. According to the requirement of constructing a socialist and harmonious society, persists using human resources as the foundation, advance an innovation system, and first invest in a full scale development in human resources. The stable low birth rate, improved population quality, improved population structure, guided population distribution, population security maintenance, and the promotion of a balanced and sustainable growth between population and the economic society's resources environment help create an improved population environment for the construction of a Strait West Bank economic zone as well as the construction of a comprehensive well-off society.

(Two) Basic principles.

1. Persist in the humanist basis. Focus on a human's full scale development. Respect and consider the people as the masters of family planning policy. Defends their legal rights and interests. Organically unify family planning work, economic development, helping people get rich through hard work, and constructing civilized happy families together. Provide high-quality service with advanced technology.
2. The insistence on lawful management. Further consummate the population and family planning laws and regulations system. Persist on handling duties according to legal policy and the legal procedure. Improve administrative lawful enforcement and inspection. Maintain the citizen's legal rights and interests when implementing family planning policy. Strive to raise the standard of legal administration and a civilized law enforcement.
3. Insistence on an overall coordinated plan. Synthesis utilization of population and economic social policy, have an overall plan to find solutions for population quantity, quality, structure and distribution issues. Promote a coordinated development among the population and economy, society, resources, and environment.
4. Insistence on reform innovation. Appropriately handle the relation between the government and the market. Set up a comprehensive development theory of preferred investment in human resources. Speed up to establish a new mechanism and build a fine environment for population and family planning work.
5. Insistence on classified instruction. According to the different development phase, different emphasized point and different local situation, population development targets and countermeasure measurement of strong operational regions and locations are formulated.

(Three) Development targets.

During the "Eleventh Five-Year" period, through the establishment of policy, system, official organization system and social service network of a healthy population and family planning development, our province must complete a family planning

mechanism of "lawful management, villager's (town folks) self governing, high-quality service, policy impetus and synthesis governing". Ensure a steady balanced population growth and achieve the goals of an overall improved quality, optimized dynamic structure, the freedom to change's one's residence, reasonable scientific distribution, harmonious relation between human and nature and the fullest utilization of human resources. Details are as follows:

- During the "Eleventh Five-Year" period, the annual average population birth rate does not surpass 14.2%, the natural growth rate does not surpass 8%, and the total population (not contain transient population) is under 36,780,000 people in the entire province.

- The family planning satisfaction rate reaches above 90%.

- Population quality improves distinctly. Strive to prevent the occurrence of birth defect. Infant mortality drops to 10 ‰. Expecting mother's mortality rate drops to 24/100,000. For people who are over 15 years old, the average number of years of education will rise to 9 years.

- The rising tendency of birth population gender ratio will be effectively contained.

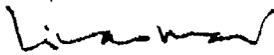
- The population urbanization level achieves 52%. This will effectively alleviate the expanding tendency of disparity between cities and regions. The residential environment will be improved.

CERTIFICATE OF TRANSLATION

I, MAI, Litao, am competent to translate from Chinese into English, and certify that the translation of the following:

1) *The "Eleventh Five-Year" Population and Family Planning Special Regulations of Fujian Province*

is true and accurate to the best of my abilities.



MAI, Litao
The Law Office of Theodore N. Cox, Esq.
401 Broadway Suite 701
New York, NY 10013
(212) 925-1208



福建省“十一五”人口和计划生育专项规划

[省发改委] 2007-07-18 15:44:00 字体显示: 大 中 小

(闽政[2006]55号文下发实施)

前言

“十一五”时期是落实科学发展观，构建社会主义和谐社会，建设海峡西岸经济区的重要时期。做好人口和计划生育工作对于稳定低生育水平、统筹解决人口问题、促进人的全面发展具有重要作用。

按照福建省人民政府的部署要求（批办件2006B0272JH号），省人口计生委牵头组织有关部门编制了《福建省“十一五”人口和计划生育专项规划》（以下简称《规划》）。本《规划》贯彻落实了《福建省国民经济和社会发展第十一个五年规划纲要》、《海峡西岸经济区建设纲要（试行）》、《海峡西岸社会主义新农村建设规划纲要》的精神，并衔接了《全国“十一五”人口发展专项规划》，主要阐述规划期内政府对人口和计划生育事业发展的战略意图和工作重点，明确人口和计划生育事业发展的指导思想和主要任务，是政府引导、推进人口和计划生育工作的行动纲领，是制定人口和计划生育相关政策和安排重点项目投资建设的重要依据。

本《规划》基期为2005年，规划期为2006~2010年。

一、“十五”期间人口和计划生育发展状况

（一）主要成就

“十五”期间，在省委、省政府的高度重视下，全省形成了党政一把手亲自抓、负总责，分管领导具体抓的格局，认真贯彻计划生育基本国策、科教兴省和人才强省战略，运用经济、社会、法律、行政和宣传教育等手段综合治理和统筹解决人口问题，把开展计划生育与发展经济、普及教育、提高健康水平、消除贫困、完善社会保障、提高妇女地位、建设文明幸福家庭等紧密结合起来，人口和计划生育事业取得了显著成就。

1. 人口总量保持低速增长。据省统计局人口抽样调查结果显示，2005年末全省总人口为3535万人，其中，男性人口1782万人，占50.4%，女性人口1753万人，占49.6%，男女性别比为101.6。2005年全省出生人口40.9万人，出生率为11.6‰；死亡人口19.8万人，死亡率为5.62‰，全年出生死亡人口相抵净增21.1万人，自然增长率5.98‰。2001-2005年间人口平均增长率为7.2‰，其中自然增长率为5.92‰，出生率和死亡率分别为11.5‰、5.58‰，育龄妇女总和生育率降到1.5左右，人口出生率、自增率和总和生育率均低于全国平均水平，低生育水平继续保持稳定。

2. 可持续发展能力增强。20世纪70年代以来，由于实行计划生育，全省累计少生1280万人，提高人均GDP占有量4583元，占2005年人均GDP18646元的24.6%；为家庭节约教育支出7680亿元，每年可为各级财政节约教育支出12.27亿元；为国家节约物质技术装备费3200亿元；可节省耕地68万公顷，每年可节省木材砍伐1472万立方米，减少粮食消费300万吨，肉禽30万吨，水产品17万吨。按2005年全省农民人均纯收入4450元计算，少生1280万人（其中农民1088万人），相当于提高近1580元的农民人均纯收入。

3. 人口城镇化速度加快。人口城镇化指的是一个国家或地区城镇人口占总人口的比重，是衡量经济发展水平

和小康生活水平的重要标志。2005年,全省城市数量达23个,建制镇数发展到628个,城镇人口总量为1672万人,占总人口的比重47.3%,居住在乡村的人口1863万人,占总人口的52.7%。“十五”时期,全省人口城镇化水平累计上升了5.3个百分点,从分地区来看,厦门、福州两市城镇化水平最高,分别达到80.1%和54.5%。

4. 人口总抚养比稳中略降。随着人口再生产类型的转变,人口年龄结构不断趋向老化,老年抚养比在上升。2005年全省65岁及以上老年抚养比为11.9%,比上年提高0.1个百分点,由于劳动年龄人口快速增长,以及少年儿童人口比重的下降,人口总抚养比近几年缓慢下降,2005年全省总抚养比为36.9%,比2000年下降了5.3个百分点。从现在到2020年,总抚养比将保持这种稳中略降的态势,这是我省人口发展史上难得的机遇期——劳动力资源丰富、被抚养人口所占比例比较低、社会负担较轻的“人口红利”期。

5. 有利于人口和计划生育工作的环境初步形成。各级把人口和计划生育事业纳入经济社会发展总体规划,摆到可持续发展战略的首要位置,切实做到责任到位,措施到位,投入到位。2005年全省人均事业费达到19.69元,比2000年的7.76元,提高了11.93元。从省到村的五级计划生育管理网络、服务网络、宣传网络和群众工作网络得到了进一步完善和加强。相继实施了独生子女和二女户奖励措施、农村部分计划生育家庭奖励扶助制度。坚持扶贫开发与计划生育相结合。通过贴息贷款、“幸福工程”、结对帮扶等形式,帮助群众发展生产。通过实施“致富、安居、成才、保障、亲情”系列工程,计划生育利益导向机制逐步完善。

6. 计划生育依法管理水平提高。修订了《福建省人口与计划生育条例》和《福建省禁止非医学需要鉴定胎儿性别和选择性别终止妊娠条例》等两部地方性法规。通过宣传贯彻落实人口与计划生育的相关法律法规,增强了广大基层干部依法行政的意识,通过完善人口与计划生育行政执法文书和程序,建立计划生育行政执法资格考试制度,落实岗前培训、持证执法的要求,进一步规范基层行政执法行为。坚持行政执法检查、监督制度,促进严格执法和文明执法水平的提高。通过着力解决出生人口性别比异常升高和社会抚养费征收等计划生育工作的难点问题,有效地提高了计划生育依法管理水平。“十五”期间全省信访总量大幅度下降,来信来访总量分别从2000年的1.47万和0.86万,减少到2005年的0.37万和0.25万,降幅达到75.13%和70.65%。反映行政侵权的案件从2000年的385件下降到2005年的198件,下降幅度达到48.57%。群众的满意度逐年提高,2005年达91.5%。

(二) 面临的挑战

21世纪上半叶,在稳定低生育水平的前提下,我省将先后迎来劳动年龄人口、总人口和老年人口三大高峰。建设全面小康社会时期,我省的人口与资源环境的矛盾日趋尖锐,人口安全问题不容忽视。人口数量、素质和结构和分布问题相互交织、相互影响,将对经济社会全面协调可持续发展产生重大影响,并直接关系到建设全面小康社会目标的实现。

1. 人口总量将持续增长。由于第三次出生高峰的惯性影响,2016年内,全省育龄妇女人数仍将会维持在1000万人以上。同时,按照《福建省人口与计划生育条例》规定,独生子女结婚可以生育两个孩子,如果全部独生子女都按此婚育,则总和生育率将迅速上升到1.8甚至更高。另据有关调查显示,福建省农村妇女希望生育子女数平均为2.07个,比政策生育水平1.58个高出0.49个。因此,至少十五年内,群众的生育意愿与生育政策的矛盾还将继续存在,庞大的生育人群和强烈的生育愿望对稳定低生育水平十分不利。同时,由于行政手段弱化、社会保障制度不健全和传统生育观念的影响,稳定低生育水平仍有相当的难度。“一男超生”数量呈现逐年增加的势头,低生育水平面临反弹危险。

2. 流动人口规模不断扩大。随着改革开放和经济发展的步伐加快,我省人口流动日益频繁,流量迅猛增长。2005年调查的常住人口中,户口登记地在外乡(镇、街道)的流动人口为739万人,比2000年增加148万人,占总人口比重为20.9%,比2000年上升了3.6个百分点。户籍人口中,“人户分离”的占三分之一。2005年,省外来闽的常住人口由2000年的215万人增加到280万人,增长30.5%。在全省新增人口中,外来人口占新增人口总量的52.4%。人口大量流动,给计划生育工作管理带来不少困难和问题,加上一些地方流动人口管理经费不落实,属地管理责任机制不健全,造成在城乡结合部,甚至在城区、县城超生比例相当高。

3. 人口结构性矛盾日益突出。老龄化进程加快,老年人口规模日益增大,对社会经济发展将产生重大影响。1964年全国第二次人口普查时,我省65岁以上人口仅占总人口的3.2%,1990年“四普”时升高到5.1%，“五普”时达6.7%，2005年人数高达307万人,占总人口的8.7%，预计到2019年和2036年分别突破10%和20%，到2050年达到27%，届时老年人数将从目前的307万人猛增至1026万人,与此同时,少儿人口和劳动适龄人口呈下降趋势,2008年0-14岁的少年人口数约668万人,在2017年左右达到峰值843万,此后直线下降,2050年降为628万人。2005-2050年福建省15-64岁的劳动力人口呈先升后降的趋势,劳动力人口的峰值将出现在2030年,人数为2836万人,此后开始下降,到2050年降到2355万人,少儿和劳动力人口比重的下降和老年人口比重的上升,这将给社会保障、老年人健康及可持续发展带来严峻的挑战。

出生性别比持续偏高,从计生统计报表来看,1990年以来我省出生婴儿性别比已连续13年超过110,最高年份

1995年曾达127, 2000年后一直徘徊在110-115之间, 第五次人口普查资料显示, 低龄人口性别比严重异常, 0-9岁人口性别比均大于115, 其中有7岁组超过120, 10岁组的平均值接近122, 2005年调查资料显示, 人口性别比仍高达115.7, 其中, 0-19岁组男性人口为419万人, 女性人口365万人, 男女相差54万人, 差距很大, 到2007年左右, 这批人口开始陆续进入婚配期, 婚姻挤压日益尖锐, 对将来的人口自身平衡及社会经济协调发展构成威胁。

区域间人口发展差异明显, 据统计, 2005年沿海开放地区人口占全省人口总量的76.6%, 其中, 福州、厦门、泉州三大中心城市集中全省人口的46.6%, 人口的趋海集中促进沿海经济快速发展, 1990年至2000年沿海地区GDP平均增长速度达21.43%, 而同期山区三地市的平均增长速度仅为12.9%, 山区三地市的经济总量在全省经济中的比重从1990年的30%下降到17%。

4. 人口素质有待于进一步提高。据省卫生行政部门监测, 2005年我省出生缺陷率为13.4%, 每年出生缺陷婴儿近5000人, 不仅影响到缺陷儿家庭的生活, 更给社会带来难以估量的损失和负担, 各种地方病、传染病严重威胁人民身体健康, 艾滋病疫情已接近高危人群向一般人群扩散的临界点, 科学文化素质总体不高。根据“五普”资料表明, 我省2000年人口的文盲、半文盲率为7.2%, 比全国6.7%高0.5个百分点, 每10万人中大专以上学历受教育程度仅2967人, 与全国平均数3611人少了644人, 高中受教育程度也仅10642人, 比全国平均数少504人, 初中受教育程度33544人, 比全国平均数少417人, 而小学受教育程度却高达37760人, 比全国平均数多2059人, 人口文化素质低于全国平均水平, 教育培训的任务还很艰巨。

二、指导思想、基本原则和发展目标

(一) 指导思想

以邓小平理论和“三个代表”重要思想为指导, 以科学发展观为统领, 全面贯彻落实省第八次党代会精神, 紧紧围绕海峡西岸经济区的建设大局, 按照构建社会主义和谐社会的要求, 坚持以人为本, 推进制度创新, 优先投资于人的全面发展; 稳定低生育水平, 提高人口素质, 改善人口结构, 引导人口分布, 维护人口安全, 促进人口与经济社会资源环境的协调和可持续发展, 为海峡西岸经济区建设和全面建设小康社会营造良好的人口环境。

(二) 基本原则

1. 坚持以人为本。以人的全面发展为中心, 尊重人民群众作为计划生育主人的地位, 维护其合法权益, 把计划生育工作与发展经济、帮助群众勤劳致富、建设文明幸福家庭有机地结合起来, 依靠科技进步, 提供优质服务。
2. 坚持依法管理。进一步完善人口和计划生育的法律法规体系, 坚持按照法定政策和法定程序办事, 加强行政执法检查, 维护公民实行计划生育的合法权益, 努力提高依法行政、文明执法水平。
3. 坚持统筹协调。综合运用人口与经济社会政策, 统筹解决人口数量、素质、结构与分布问题, 促进人口与经济、社会、资源、环境等协调发展。
4. 坚持改革创新。正确处理政府与市场的关系, 树立优先投资于人的全面发展的理念, 加快建立新机制, 营造良好的人口和计划生育工作环境。
5. 坚持分类指导。根据人口与经济社会不同的发展阶段、不同的侧重点, 以及各地不同的发展情况, 制定出操作性强的区域、地方的人口发展目标和对策措施。

(三) 发展目标

“十一五”期间, 我省要通过建立健全人口和计划生育发展的政策、制度、政府组织体系和社会服务网络体系, 建成“依法管理、村(居)民自治、优质服务、政策推动、综合治理”的计划生育工作机制, 实现人口稳定均衡发展, 素质全面提升, 结构动态优化、流动迁徙自由, 分布科学合理, 人与自然和谐相处, 人力资源得到充分利用的目标, 具体如下:

——“十一五”期间人口年平均出生率不超过14.2%, 自然增长率不超过8%, 全省总人口控制在3678万人以内(不含流动人口)。

——出生人口政策符合率达90%以上。

——人口素质明显提高, 努力减少出生缺陷的发生, 婴儿死亡率下降到10‰, 孕产妇死亡率下降到24/10万; 15岁以上人均受教育年限提高到9年以上。

——出生人口性别比升高势头得到有效遏制。

——人口城镇化水平达到52%, 有效缓解城市之间、区域之间差距扩大的势头, 人居环境有所改善。