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无责任主体尘肺病农民工医疗救助政策的研究 ——基于湖南省的实践和探索

**Study on the medical assistance policy for migrant workers
with pneumoconiosis
——Based on the practice and exploration of Hunan Province**

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一.尘肺病农民工救治救助背景

1. Background of Pneumoconiosis
migrant workers medical assistance



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●截至2017年，中国累计报告职业病病例95万余例，其中尘肺85万余例，占比90%。

●Pneumoconiosis is the most common and serious occupational disease in China. By the end of 2017, China had reported more than 950,000 cases of occupational diseases, including more than 850,000 cases of pneumoconiosis, which accounting for about 90% of the total number of occupational diseases .



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目前中国工业企业中职业病危害最严重的生产岗位大多由农民工承担，因此农民工尘肺发病情况严重。

At present, the most serious occupational hazards in Chinese industrial enterprises are borne by migrant workers, so the incidence of pneumoconiosis among migrant workers is serious.



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- 据湖南省开展的“全省农民工职业病患病情况调查”结果显示，2005年至2014年，10年共诊断农民工尘肺病患者达11089例，占同期尘肺病患者总数的50%以上。
- According to the results of the survey on the occupational diseases of migrant workers in Hunan Province, a total of 11089 migrant workers were diagnosed pneumoconiosis from 2005 to 2014, accounting for more than 50% of the total number of pneumoconiosis patients in the same period.



- 仅有27.25%的农民工落实了工伤医保待遇，获一次性赔偿的占13.53%，获民政等其它救助的占38.38%，仍有高达20.84%的农民工未获得任何待遇补偿。
- Only 27.25% of migrant workers have received treatment paid by industrial injury insurance , 13.53% of them received one-time compensation, 38.38% of them received other assistance from civil affairs etc., and 20.84% of migrant workers did not receive any compensation.



二、尘肺病农民工医疗救助的实践探索

2. Practice of medical assistance for migrant workers with pneumoconiosis



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- ◆ 从2017年开始，湖南省政府连续3年对全省无责任主体农民工尘肺病患者实施救助帮扶。
- ◆ Hunan Provincial Government has implemented a comprehensive medical assistance for pneumoconiosis patients without employment injury insurance in the province.



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- 救助对象为：具有湖南省内户籍，用人单位已经不存在或无法确认劳动关系，确诊为职业性尘肺病或临床诊断尘肺病且参加湖南省城乡居民基本医疗保险的患者。
- Pneumoconiosis patients with following characteristics can have medical assistance from the government:
 - have household registration in Hunan Province
 - former employers did not exist or were unable to confirm labor relations
 - diagnosed as occupational pneumoconiosis or clinically diagnosed with pneumoconiosis
 - participated in basic medical insurance for urban and rural residents in Hunan Province.



- 全省设立36家定点医院，实现了尘肺病高发重点地区全覆盖，通过医疗救助大大减轻了尘肺病农民工经济负担。
- The province has set up 36 pneumoconiosis-designated hospitals to achieve full coverage of key areas with high incidence of pneumoconiosis
- The economic burden of migrant workers with pneumoconiosis has been greatly reduced through medical assistance.



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具体措施包括：

1.提高报销比例。对尘肺病及其合并症进行规范治疗，实行单病种包干总额费用控制，医保报销65%。

Specific measures include:

1.Increase the proportion of insurance reimbursement to 65% of the total hospitalization expenses, and standardized treatment of pneumoconiosis and its comorbidities.



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2.降低医疗费用。通过简化尘肺病临床诊断程序、制定诊疗规范、实施临床路径管理，降低医疗成本。救治平均费用分为省、市、县三级，省级单纯尘肺一般综合治疗9000元；有并发症的尘肺治疗11000元；肺功能重度损伤的叁期尘肺治疗11000元。

2. Reduce medical costs. Reduce medical costs by simplifying clinical diagnostic procedures for pneumoconiosis, developing diagnostic protocols, and implementing clinical pathway management.

The cost of treatment is classified into three levels: provincial, municipal, and county levels. The average cost of simple pneumoconiosis is about 9000 yuan, while pneumoconiosis with complications is 11,000 yuan; and the pneumoconiosis with severe pulmonary function is 11,000 yuan in provincial level.



3.实施财政补助。设立湖南省农民工尘肺病救助基金，每年不少于5500万元，对基本医疗保险报销后剩余35%的自付部分予以补助。

3. Implement financial subsidies. Set Hunan Provincial Migrant Workers' Pneumoconiosis Fund which is not less than 55 million yuan per year, subsidizing the remaining 35% of the self-paying portion of the basic medical insurance reimbursement.



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三、尘肺病农民工医疗救助政策的研究思考

3. Suggests on the medical assistance policy of migrant workers with pneumoconiosis



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改革开放40年，农民工友牺牲健康为国家与社会发展和城市建设作出了巨大贡献，各级政府应该完善制定医疗救助制度，进一步减轻这部分弱势人群的医疗负担。

In the 40 years of reform and opening up, migrant workers has made great contributions to national and social development and urban construction. Nowadays, governments at all levels should improve the medical assistance system and further reduce the medical burden of this vulnerable group.



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1.从顶层设计研究制定医疗救助政策，应从政策制定、方案细化、资金管理与使用、运行管理与费用控制等方面进行完善。

1. Develop a medical assistance policy from the top-level design. And the policy should be improved from formulation, program refinement, fund management, operation management and cost control.



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2.开展尘肺病农民工专项调查。一是摸清现有职业病报告系统中的已经诊断为职业性尘肺病的农民工情况，二是目前正在企业务工的农民工患病情况，三是找不到责任主体，已经返乡的尘肺病农民工情况。通过专项调查摸清尘肺病农民工底数，为政府制定医疗救助政策提供可靠依据。

2. Conduct a special survey of migrant workers with pneumoconiosis. The first is to find out the situation of migrant workers who have been diagnosed with occupational pneumoconiosis in the existing occupational disease reporting system. The second is to find out the number of migrant workers with pneumoconiosis who are currently working in enterprises. The third is to find out the situation of migrant workers with pneumoconiosis who have returned home without any compensation. Only when we finger out the total number of migrant workers with pneumoconiosis, we can provide a reliable basis for the government to formulate medical assistance policies.



3. 丰富医疗救助资金筹集渠道。拓宽筹资渠道，鼓励和吸收公益和慈善机构参与，实现资金来源多元化；鼓励企业和其他组织以多种形式参与投入医疗救助专项基金。

3. Enrich the channels for raising medical aid funds. Broaden the financing channels and diversify the sources of funds, such as encouraging and absorbing the participation of public welfare and charitable organizations, encouraging enterprises and other organizations to participate in special funds for medical assistance in various forms.



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4. 研究实施差异化的医疗救助。由于我国地区经济发展不平衡，各地在制定推进尘肺病农民工医疗救助政策时，应在救助的内容、程度和实施方式上体现差异化。

4. Implement differentiated medical assistance. Due to the unbalanced economic development in China's regions, local governments should differentiate themselves in the content of assistance when formulating medical assistance policies for migrant workers in pneumoconiosis.



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热烈欢迎各位学者到湘指导！

祝大家：工作愉快，身体健康！

Warmly welcome all experts and scholars coming to Hunan Province.

Wish you all happy and healthy!

