

教育部人文社会科学研究规划项目 (12YJA630194)

中国农村养老

服务体系建设研究

赵秋成 著



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内 容 简 介

本书从探讨养老服务和养老服务体系等基本概念入手,在文献研究基础上,结合社会经济统计资料和问卷调查资料,从宏观和微观两个层面,运用定性分析和定量研究方法,对中国农村养老服务需求状况及其影响因素进行了研究;接下来,对农村养老服务社会供给状况进行了定性分析,并运用基于主成分赋权的综合评价方法,对2000—2013年中国31个省、市、自治区农村养老服务的社会供给状况进行了评价、分析,指出了中国农村养老服务社会供给地区间存在的差距和问题;之后,通过对各养老服务主体在农村养老服务体系中应担当的角色和发挥的作用进行讨论,构建了以政府为主导、以家庭为基础、以社区为依托和以机构为补充的普惠型、多元化、多层次的中国农村养老服务体系建设框架,分析了其框架结构和内在作用机制,提出了有针对性的对策建议。

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前言

21世纪的中国是一个充满蓬勃生机和活力的中国，过去的15年，中国经济和社会发展取得的成就举世瞩目。虽然目前中国正置身于风起云涌的世界经济和政治环境，同时面临着巨大的经济下行压力，然而，应该看到的是，中国经济和社会发展向好的基本面并未改变，让人神往的“中国梦”正在改革创新及日益理性的决策和发展中一步步变为现实。中国是一个人口大国，也是一个快速工业化、城镇化及人口高速老龄化的国家，“未富先老”、地区间和城乡间巨大的发展差距以及规模庞大的社会福利历史“欠账”，在给经济和社会发展带来强大压力的同时，也在慢慢吞噬着30多年来积聚的经济财富，考验着中国政府的执政能力。

农村养老保障体系是农村经济社会发展的“稳定器”，是广大农村居民特别是老年人解除后顾之忧、乐享晚年的基本保证。始于20世纪70年代末的改革开放和起于20世纪90年代初的经济体制改革，在给城乡经济和社会发展带来巨大活力的同时，也彻底“斩断”了家庭和个人依赖单位和集体养老的希望；而家庭养老功能弱化和子女孝养意识淡化，又使越来越多的老年人特别是农村老年人面临老而无依、老而无养、老而无乐的窘境。虽然自20世纪90年代中后期特别是近10年来，国家在推进社会养老保障制度和体系建设方面做了大量工作，农村社会养老保险、医疗保险及最低生活保障和社会救助等均取得了显著成绩，然而，面对快速增长的农村养老和医疗保障需求，一方面，目前的社会保障水平和层次仍然较低，难以帮助贫困和患病老年家庭摆脱生活甚至生存困境；另一方面，作为生活照料、疾病医疗护理和精神慰藉供给保障的养老服务体系缺乏，同样严重威胁着农村老年人的生存和生活，影响着家庭和睦及社区和社会的和谐、稳定。在学术界呼吁及中央和各级地方政府的推动下，近些年来农村养老服务体系虽然取得了一些进展，但实事求是地讲，这些进展还只是点或局部的，家庭养老依然是农村最普遍、最主要甚至唯一的养老方式。

本书是笔者承担的教育部人文社会科学研究规划项目《基于公共管理视角的中国农村养老服务体系研究》(12YJA630194)的研究成果。在本项目研究

中，我们始终奉行认真、严谨、前瞻和系统性的原则，一方面力求紧扣项目申报时规划的研究内容、研究思路和目标承诺，从深、从细开展研究，确保研究成果质量；另一方面紧跟时代发展脚步，洞察社会发展脉搏，力求研究中使用的数据、资料及方法和理念等既不落伍，又尽可能符合农村实际，确保研究结论的可靠和可信性，以及对策研究的系统性和有效性。归纳本书，至少有如下特点：一是针对性和前沿性。本项目针对农村养老体系建设这一问题立意和展开，目的在于呼吁政府和社会给予农村养老体系建设更多的关注，以助推农村养老体系的尽快建立和完善；同时，本成果凝练了作者对中国农村养老体系建设相关问题多年的观点和看法，这些观点和看法，既借鉴于国内外学者的真知卓见，也是作者结合理论和中国农村实际进行思考的结果。二是系统性。本书研究从探讨养老服务的基本概念和基本理论着眼，由浅入深，由点及面，既强调理论与实际相结合，又重视宏观研究与微观研究、定性分析与定量研究、需求分析与供给分析的有机结合，在农村养老服务体系构建和内在机制研究中，特别重视系统理念、系统思维和系统方法的使用，从而确保本书结构框架、内容和专门问题研究的系统性。

本书是笔者近些年对农村养老体系建设问题思考和研究的结晶。在课题研究过程中，我的学生和部分课题组成员在问卷调查、资料搜集和专题研究方面付出了汗水和智慧；在本书出版过程中，清华大学出版社施猛编辑等人做了大量工作。值此，对他们的辛勤付出和支持表示诚挚谢意！

由于笔者精力和能力有限，加之时间仓促，书中不当或错误之处在所难免，恳请读者批评、雅正！反馈邮箱：wkservice@vip.163.com。

著者

2016年7月

中国是一个人口老龄化较快的国家，目前60岁及以上老年人口比重超过16%，规模达2.22亿人，65岁及以上老年人口比重超过10%，达到1.44亿人，这其中，有近一半居住在农村，农村人口老龄化程度高于城镇；而且，农村老年人的失能比率也高于城镇。农村老年人口规模的增大，特别是失能半失能独居老人、空巢老人、高龄老人和贫困老人的增多，导致农村养老服务需求快速增加。与农村养老服务需求快速增加形成鲜明对比的是，农村养老服务供给能力却随家庭规模小型化、人们“孝道”价值观念转变及青壮年劳动力大量外流而呈萎缩之势，社会养老服务供给的“缺位”则进一步加剧了农村养老服务的供求矛盾，越来越多农村老人面临“老而无依”“老而无养”的窘境。如何通过建立和完善农村养老服务体系来改善农村老年人的养老服务境况，让每一位农村老人安享晚年，过上“老有所养”“老有所依”“老有所乐”的生活，是当今中国政府和社

会面临的重大课题。

本书从探讨与农村养老服务体系建设相关的基本概念入手，进而对国内外相关文献进行了梳理和评述，在此基础上，从宏观和微观层面对中国农村养老服务需求及其影响因素进行了定性和定量研究，并运用基于主成分分析的综合评价方法，对中国31个省、市、自治区农村养老服务供给状况进行了评价和比较分析，为后续的中国农村养老服务体系构建研究提供了依据；接下来，在探讨和总结美、英、德、日等发达国家养老服务社会供给经验的基础上，本着“保基本、全覆盖、可持续”的理念和要求，构建起了以政府为主导、以家庭为基础、以社区为依托、以机构为补充的普惠型、多元化、多层次的中国农村养老服务体系构建框架，并分析了农村养老服务体系的框架结构和作用机制，提出了一系列具体措施。

本书由6章构成。第1章为绪论，介绍了本书的选题背景、理论和实际意义，探讨了与农村养老服务体系建设相关的基本概念，并对国内外相关文献进行了梳理和评述，介绍了本书的研究思路、使用的主要研究方法和创新点等；第2章和

第3章分别从宏观和微观层面对中国农村养老服务需求状况及其影响因素进行了定性分析和定量研究；第4章在分析中国农村养老服务供给现状基础上，运用基于主成分分析的综合评价方法，对中国31个省、市、自治区2000—2013年农村养老服务社会供给状况进行了综合评价和分析；第5章介绍了美、英、德、日等发达国家养老服务社会供给的具体做法，并总结了其经验启示，以指导中国农村养老服务体系构建；第6章对家庭、政府、社区、非营利组织和企业在农村养老服务体系建设中应承担的角色、担负的责任和发挥的作用进行了讨论，分析了农村养老服务体系建设应遵循的原则，提出了农村养老服务体系的基本框架，并探讨了农村养老服务体系的作用机制和相互关系，最后提出了建立和完善农村养老服务体系的具体措施。

本书在研究中所做的主要工作、主要观点和创新点如下。

(1) 探讨并科学界定了与农村养老服务体系相关的基本概念，厘清了头绪和问题，能够引导和帮助人们消除认识误区，对完善养老服务理论、推动农村养老服务体系建设具有理论指导价值。研究认为，养老的根本不在于居住在哪里，而在于由谁提供物质性养老资源，或谁是“经济支持力提供者”。从根本上分析，物质性养老资源的提供者只有家庭(包括老年人自己和家庭其他成员)及政府和社会，因此，基本养老模式或方式只有家庭养老和社会养老两种，与此相对应，基本养老服务模式或方式也只有家庭养老服务和社会养老服务两种，其他养老服务模式或方式，如机构养老、社区养老、居家养老等只是上述两种基本类型的衍生形式。养老服务体系由基本养老服务体系和非基本养老服务体系两个子体系构成，其中，基本养老服务体系是一个以政府为主导、非市场化的社会福利型服务支持网络，普惠性、社会公平性及适度向弱势老年人群体倾斜是其基本特征，而非基本养老服务体系则以追求私人效益最大化为目标，是为满足老年人的多元化和个性化需求而建立的市場化的养老服务体系。养老服务社会化不同于社会化养老服务和社会养老服务，养老服务社会化是将原本由家庭提供的养老服务，以有偿或无偿形式部分或全部转移给社区和社会养老服务组织的过程，养老服务社会化的“经济支持力提供者”主要是老年人及其家庭，而社会养老服务的“经济支持力提供者”则是政府和社会。社区养老是相对于家庭养老和社区外机构养老而言的，社区养老的“经济支持力提供者”主要是政府和社会。社区养老服务包括

在社区服务和由社区服务两种形式。机构养老是与居家养老相对应的概念，是一种由家庭或国家提供经济支持力的集中居住的养老服务形式；居家养老的经济支持力既可能是家庭，也可能是政府和社会，甚至是有经济支持能力的社区。机构养老和居家养老是家庭养老和社会养老的表现形式。基本公共服务由政府主导来提供具有公共消费性质的服务和产品，普惠性和均等性是其追求的主要目标。政府责任是政府在回应社会和民众需求、维护社会安定、保障民众利益及推动社会发展方面应具有的职责和承担的义务，政府责任的主体是政府，现代社会中政府应承担的责任除政治责任、行政责任、法律责任和道德责任外，还包括经济性责任。

(2) 从宏观和微观层面对中国农村养老服务需求状况及影响因素进行了定性分析和定量研究，得出了一些有价值的结论。基于宏观层面的研究指出，人口老龄化通过影响农村老年人口数量和结构而直接影响农村养老服务需求，经济体制转型和社会变革等则通过影响人们的价值观、家庭观及家庭规模结构等间接影响农村养老服务需求；运用“六普”10%人口抽样数据和2011年全国人口变动抽样数据，通过建立面板数据模型的研究表明，人口老龄化、农村医疗卫生条件改善和人口城市化对农村养老服务需求有显著正向影响，而农村家庭收入水平对农村养老服务需求表现为显著负向作用，其他因素的影响均不显著，这说明，从宏观层面看，人口老龄化加快、农村医疗卫生条件改善相对缓慢和人口城市化加速，是中国农村养老服务需求快速增加的主要致因。从微观层面——老年人个体特征，运用问卷调查资料，基于二分类Logistic模型的研究结果则表明：①受教育程度高的农村老人更倾向选择非家庭养老；自理能力差的农村老人更愿意选择家庭养老，且生活孤独寂寞感较强烈；②子女多的农村老人不一定比子女少的农村老人快乐；与子女或孙辈共同居住、经济上主要靠子女供养的农村老人更倾向选择家庭养老；与子女交流频繁的农村老人更倾向选择家庭养老，生活快乐感也强；③把亲属、朋友和邻居作为倾诉对象的老人，更倾向选择家庭养老，这类老人的生活快乐感也较强；④对养老院持排斥心理、经济能力差的农村老人，更倾向独立养老或参与社区居家养老；⑤有疾病护理需求的农村老人，更不倾向选择家庭养老。

(3) 中国农村养老服务供给面临的问题是复杂的、多方面的，而社会养老服

务供给不足和供给能力差,则直接影响着农村老年人养老服务需求的满足。目前中国农村的养老服务供给面临家庭养老服务功能弱化、社会化养老服务供给相对不足等诸多方面问题,这些问题有着复杂的致因;运用基于主成分分析的综合评价方法,对中国31个省、市、自治区2000—2013年农村养老服务社会供给状况的评价和聚类分析结果表明,因对农村社会养老服务长期重视不够,目前中国农村养老服务社会供给在地区间表现出巨大差异性和不均衡性,一些经济发达省份,如广东、江苏、浙江等,甚至存在农村养老服务社会供给明显滞后于农村经济发展的问题。

(4) 通过对美、英、德和日等发达国家养老服务社会供给的研究,提炼、总结出了一些对中国农村养老服务体系具有指导价值的经验启示。这些经验启示主要有:一是以老年人养老需求为导向,通过立法助推养老体系建设和发展;二是充分发挥市场在养老服务资源配置中的作用,政府只需发挥补充和辅助性作用;三是明确各养老服务主体的责任,走多方参与养老服务供给的道路;四是统一养老服务标准,通过加强对养老服务供给的绩效考评和监督管理,来确保养老服务质量;五是重视养老服务人才队伍建设,加强人才培养培训工作,推行服务管理人员资格认证和持证上岗制度,提供专业化的养老服务。同时,还应重视家庭及朋友、邻里等非正式支持网络的作用,通过建立激励机制来引导家人、邻里和志愿者等积极参与到养老服务中去。

(5) 从公共管理角度提出了以政府为主导、以家庭为基础、以社区为依托、以机构为补充的普惠型、多元化、多层次的中国农村养老体系建设框架,探讨了农村养老服务体系的作用机制。农村养老服务体系由基本养老服务和非基本养老服务两个子体系构成,其中,基本养老服务子体系涉及社会基本养老服务、社会供养和养老服务社会救助三个部分或制度,这三个部分或制度各有侧重、相互补充和衔接;非基本养老服务子体系是一种市场化和半市场化的服务供给模式,是农村养老服务体系多层次性特征的体现。家庭、政府、社区、非营利组织和企业等在农村养老服务体系中各司其职,相互支持,相互合作,体现农村养老服务供给的多元性特征。农村养老服务体系是由组织协调机制、资源整合机制、投入保障机制、人才培训机制、激励机制、绩效考评和监管机制等内在机制与法规和政策供给机制这一外在机制所组成的系统,它们相互联系,相互依赖,相互

影响和作用，共同维系着农村养老服务体系的良性运行和可持续发展。

(6) 从法律法规体系建设、农村养老服务体系中长期发展规划制定、农村养老服务平台建设和社区治理结构完善、多元主体参与农村养老服务的制度和机制建设、财政投入和经费保障制度建设、人才培养培训机制及资格认证和持证上岗制度建设、激励机制及绩效考评和监管机制建设，以及借助互联网等现代信息技术推动农村养老服务网络化、信息化和智能化等方面，提出了一系列具有针对性和可操作性的对策和建议。

关键词：养老服务；养老服务体系；社区养老；社会养老；公共管理

ABSTRACT

China is a rapidly aging country with more than 16% of the elderly population aged 60 and over which is around 222 million people; and with more than 10% of the elderly population aged 65 and over which is 144 million people in total. Nearly half of them live in the countryside, so the aging degree in the rural area is significantly higher than that in the urban area, and so is the elderly disability rate. Increased elderly population in rural areas, including the single disabled and semi-disabled elderly people, the empty nest elder, the elderly poor, lead to the rapid increase of the service demand from the aged in the rural areas. With the service demand from the aged increasing quickly, the supply abilities of service for the aged becomes weaker and weaker in the rural areas owing to the reasons such as miniaturization of family size, change of people's "filial piety" view and a large number of young labor outflow, and the "absence" of the supply of social services for the aged further aggravate the unequilibrium between the supply and the demand. More and more rural elderly are faced with the dilemma of "old but not depend on" and "old but no support". It is a major issue the Chinese government and the society faced to establish the Rural Old-age Service System (ROSS) to improve the situation of old people in rural areas and let each rural elderly enjoy the old age and always have a sense of support and happiness.

This book starts with discussion of the basic concepts related to the construction of ROSS. On the basis of sorting out and reviewing the relevant literatures both at home and abroad, it performs a qualitative and quantitative research on the demand of the rural service for the elderly and its influence factors from the macro and micro level, and carries out a comprehensive evaluation and comparative analysis on the supply of the rural service for the elderly in 31 provinces, municipalities and autonomous regions of China using the comprehensive evaluation method based on principal component analysis. Then, on the basis of exploring and summarizing the experience of the social

supply of service for the elderly, it provides a construction framework to build an inclusive, diversified, multilevel ROSS, taking the government as the leading, taking the family as the foundation, relying on the community and taking institutional care of the elderly as the supplement. Then it analyzes its structural framework and mechanism of action, and eventually puts forward a series of specific measurements.

This book is divided into 6 chapters. The first chapter introduces the background, and the theoretical and practical significance of this book, probing into the basic concepts related to the ROSS, sorting out the relevant literatures both at home and abroad, and investigating the research ideas, main research methods and innovation points. The second chapter and the third chapter perform qualitative analyses and quantitative research on the demand of Chinese rural services for the elderly and its influence factors. The fourth chapter implements a comprehensive evaluation and comparative analysis on the supply of the rural service for the elderly in 31 provinces, municipalities and autonomous regions of China using the comprehensive evaluation method based on principal component analysis which in turn is on the basis of analyzing the current situation of service supply for the aged in the rural areas of China. The fifth chapter briefs the specific methods of social supply of services for the elderly in some developed countries like the United States, Britain, Germany and Japan, and summarizes their experience. The sixth chapter discusses the roles and responsibilities of the government, family, community, non-profit organization and enterprise in the ROSS offering a basic framework of the ROSS, and it also discusses their mutual function mechanism and relation with the ROSS and puts forward a series of concrete measurements to establish and improve the ROSS.

The main work, major ideas and innovations of the study are as follows:

(1) This book explores and defines the basic concepts related to the ROSS and clarifies the idea and problems more clearly which can guide and help people to eliminate the misunderstanding, improve the pension services theory and promote the construction of the ROSS. The author argues that the pension foundation is not based on where to live, but based on who provides the material resources for the aged or who

is the provider of economic support. The family (including old people themselves and other family members), government and society are the only providers of the material endowment resources. Therefore, basic old-age pension model has only two types: the family pension and the social pension, and the basic care service model for the elderly also has only two types: the family care service and the social care service accordingly. And other care service models, like institution care, community care and home-based care for the elderly, are derived forms from the above two basic types. The ROSS consists of two sub systems: the basic ROSS and the non basic ROSS. The basic ROSS is a social welfare service support network with the government as the leading, and its basic characteristics are inclusive, social fairness and the inclination to the vulnerable elderly population. But the non basic ROSS takes the pursuit of private interests maximization as its goal. It is a market-oriented service system to meet the diverse and individual needs of the elderly. The socialization of the elderly care is different from the socialized care and social care of the elderly, it is a process to transfer care of the elderly borne by the family to the community and the community service organizations in the form of paid or unpaid. The “economic support providers” of socialization care of the elderly are mainly the old people and their families. The “economic support providers” of social services for the elderly are the government and society. Community care is opposite to the family and the institutional care of the elderly outside the community, and the “economic support providers” of community care of the elderly is mainly the government and society. Community care includes two forms: care in community and care by community. Institutional care is an opposite concept to home-based care of the elderly and is a kind of care form that old people live together. The economic support of home-based care for the elderly is from not only the family, but also from the government and society, even from the community with financial support. Institutional care and home-based care are the manifestations of family care and social care of the elderly. Basic public services are led by the government to provide services and products with nature of public consumption. Inclusive and equality is the main principle that the basic public service pursues. The

government function and responsibility should be in response to social and public needs, maintaining social stability, protecting the public interest and promoting social development. The main body of government responsibility is the government itself. The government responsibilities also include economic responsibility except for political, administrative, legal and moral responsibilities.

(2) This book has a qualitative analysis and quantitative research on the demand situation and its influence factors of service for the elderly in the rural areas of China and draws some valuable conclusions. The research based on the macro level points out that population aging directly affects the demand of the rural services for the elderly by changed number and structure of rural aging population. Economic system transformation and social change indirectly affect the demand of the rural services for the elderly by changed people's values, family views and family size structure, etc. Through using the 10% sampling data of the sixth population census and the sampling data of the national population change in 2011 to establish panel model, the research results show that population aging, improvement of rural medical and hygienic conditions, and population urbanization have a significant positive impact on the demand of rural services for the elderly, and the income level of the rural households has a significant negative effect on the demand of the rural old age service, and the other factors' impact is trivial. This presents that population aging, the improvement of rural medical and hygienic conditions and the acceleration of population urbanization are the main cause of the rapid increase of the demand of Chinese rural services for the elderly from a macro perspective. The research result based on binary logistic model using the questionnaire data from the micro-level—individual characteristics of old people indicates: ①The rural old people with higher education are less inclined to choose family care; the elderly with poor self-care ability in rural areas, who have a strong sense of aloneness, are more willing to choose family care. ②The old people with more children in rural areas may not be happier than the ones with fewer children. The rural old people, who live together with their children or grandchildren, who mainly rely on their children to support their lives, who communicate with their

children frequently, are more inclined to choose family care and have a strong sense of happiness in life. ③The old people who take relatives, friends and neighbors as their objects to talk are more inclined to choose family care and also have a strong sense of happiness in life. ④The rural old people who have exclusion psychology or have a poor economic ability tend to choose care by themselves or participating in home-based care by community. ⑤The rural old people with disease nursing needs do not tend to choose the family care.

(3) The problems faced by the service supply for the elderly in Chinese rural areas are complex and caused by multiple factors. And both the insufficient supply of social service for the elderly and the poor supply capacity have direct effects on the satisfaction of the care needs of the rural elderly. Currently the service supply for the elderly in China's rural areas is confronted with many problems like the function of family support for the aged is weakening and the social care supply is relatively insufficient. These problems have complicated causes. The research conclusions of comprehensive evaluation and cluster analysis on the social supply situation of the rural services for the elderly in 31 provinces, municipalities and autonomous regions in China combining with 2000-2013 social statistical data show that China's rural care supply for the elderly has been presenting a great difference and uneven phenomenon because of long-term lack of attention to rural social care of the elderly. The ROSS in some developed provinces, like Guangdong, Jiangsu and Zhejiang etc., even lags behind the development of the rural economy.

(4) The author has refined and summarized some practical experiences which have the guiding value on the construction of China ROSS through the study of the social care supply of the elderly in developed countries like the United States, Britain, Germany and Japan. These experiences mainly are: First, taking the care demand of old people as a guide and boosting the construction and development of the ROSS by the establishment and improvement of the legal system; Second, market should play a full role in the resource allocation of the old age service and the government only needs to play a complementary and supplementary role; Third, each of the main bodies should

clarify their responsibilities and more parties should take part in the construction of the ROSS; Fourth, the service standards should be unified and the quality of service should be guaranteed through strengthening the performance appraisal and supervision of the service supply for the elderly. Fifth, paying attention to the construction of talent team of the rural service and increasing the capabilities of providing professional service for the elderly through strengthening the training of talents and carrying out the systems of service and management personnel qualification certification. At the same time, the family and friends, neighbors and other informal support network should play their own roles and the family, neighborhood and volunteers should be guided to participate actively in the services for the aged by establishing incentive mechanism.

(5) This book gives a construction framework for inclusive, diversified, multilevel ROSS, taking the government as the leadership, taking the family as the foundation, relying on the community and taking institutional care of the elderly as the supplement, and analyzes its mechanism of action. The ROSS consists of the two sub systems: the basic ROSS and the non basic ROSS. In them, the basic ROSS involves three parts of system: social basic old age service, social support and social service assistance for the aged. These three parts of systems have different focuses, but is mutual complement and cohesion. Non basic ROSS is a kind of service supply mode of market-oriented and semi market-oriented and is the embodiment of the multilevel characteristics of the ROSS. Family, community, government, non-profit organization and enterprise perform their duties in the ROSS and they embody the multiple characteristics of the old-age service supply of the rural through mutual support and cooperation. The ROSS is a system consisting of the internal mechanism including organization and coordination mechanism, resource integration mechanism, investment guarantee mechanism, personnel training mechanism, incentive mechanism, performance evaluation and supervision mechanism, and the external mechanism including regulation and policy supply mechanism. They are interconnected, interdependent, interacting and maintain the healthy operation and sustainable development of the ROSS collectively.

(6) This book puts forward a series of targeted and operable countermeasures

from construction of the legal system, formulation of medium-term and long-term development plan of the ROSS, construction of the rural old-age service platform and the improvement of the community governance structure, building of the system and mechanism of multiple subject participation, construction of financial investment and funds guarantee system, construction of personnel training mechanism and qualification and certificates system, construction of incentive mechanism and performance evaluation and supervision mechanism, and carrying forward networking, information and intelligence of the rural old-age services with the help of modern information technology such as Internet.

Key Words: Care of the elderly; Service system for the elderly; Community care of the aged; Social support for the aged; Public management