



# 湖南蓝皮书

BLUE BOOK OF HUNAN

## 湖南城乡一体化 发展报告 (2017)

陈文胜 王文强 陆福兴/编著

ANNUAL REPORT ON URBAN-RURAL INTEGRATION  
OF HUNAN (2017)

 社会科学文献出版社  
SOCIAL SCIENCES ACADEMIC PRESS (CHINA)

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## 摘要

本书对湖南 2016~2017 年城乡一体化取得的成就、面临的挑战和对策措施进行了研究。湖南城乡一体化的成就：一是以人为核心的新型城镇化再次提速，突出表现在新型城镇化水平不断提高，户籍制度改革不断加快，积极探索农民市民化成本分担机制；二是区域一体化发展战略布局基本形成，区域一体化发展格局不断优化，长株潭城市群在全省的核心地位不断强化，区域中心城市的引领作用不断增强；三是城乡一体化发展取得新突破，城乡教育均衡发展取得新进展，城乡医疗卫生服务能力进一步增强，城乡公共文化服务体系不断完善，城乡公共基础设施明显改善；四是农业供给侧结构性改革取得实质性成效，农产品加工业异军突起，休闲农业发展成效明显，农产品品牌建设全面启动，农村改革稳步推进；五是绿色发展成为城乡发展主要方向，生态环境损害赔偿创新推进，生态修复取得显著成效，“一湖四水”治理机制不断完善，生产方式加快向绿色转型；六是补齐短板全面小康更进一步，精准扶贫展现“湖南速度”和“湖南经验”，全面小康实现程度不断提高，城乡民生保障不断改善。但同时也面临新的挑战，即：农民市民化成本分担机制运行不畅、农业供给侧结构性改革矛盾明显、农村产权制度改革与经营体制创新有待加速、农村财政投入效益有待提高、城乡生态环境综合整治力度有待加大等。推进湖南城乡一体化的对策建议：一是以区域中心城镇群建设为核心优化区域布局，完善中心城镇群战略布局、畅通城乡资源要素配置通道、促进产业集聚与产城融合、把特色小镇建设作为战略支撑、探索培育镇级市。二是以地标品牌建设为抓手推进农业供给侧结构性改革，以地标品牌战略为引领优化农业结构、以科技创新为驱动推进农业生产向绿色转型、以社会服务规模化是关键提高农业规模化水平、构建以县乡政府为



第一责任主体的农产品质量安全问责机制、加快耕地污染的有效治理进程。三是以区域公共设施互联互通为突破口加快城乡融合发展，推进交通网络的城乡与区域互联互通、推进信息化平台的城乡与区域共建共享、推进公共服务的城乡与区域全面对接。四是以绿色发展为取向提升城乡资源环境承载力，加强对城乡“三废”排放的有效控制、构建变“废”为资源的城乡垃圾处理机制、建立可追溯的食品质量安全保障体系、构建利益共享的生态建设补偿机制、加快形成绿色生活方式和消费模式。五是以城乡综合改革为动能全面释放发展红利，构建调动基层和农民积极性的农民市民化成本分摊机制、构建城乡一体化的社会保障机制、构建促进金融支持农村发展的财政引导机制、以激活农地经营权为关键推进土地流转。

本书还以资兴市为典型进行了湖南城乡一体化的个案分析。本书把精准扶贫作为城乡一体化发展的重要内容，对湖南省、怀化市、桑植县、新邵县和中方县等省市县的精准扶贫进行了研究，总结了成就并发现了问题，提出了对策和措施。此外，高铁时代是城乡一体化面对的新情况，本书对高铁时代湖南的农业供给侧结构性改革进行了研究，发现了问题并提出了对策措施。



## Abstract

This book studies the achievements, challenges and countermeasures of the urban-rural integration development in Hunan during the past 2016 – 2017 years. Achievement of integration of urban-rural areas in Hunan: First, the artificial core of new urbanization speed up again, highlighted in the new urbanization level continues to improve, the household registration system reform continues to accelerate, and actively explore the cost sharing mechanism of peasant citizenship; The second is the layout of regional development strategy of the integration of basic form, the development of regional integration pattern of continuous optimization, Changsha Zhuzhou Xiangtan city group in the core position of the province continue to strengthen, the leading role of the regional center of the city growing; The third is the integration of urban and rural development to achieve new breakthroughs, balanced development of urban-rural education has made new progress, and further enhance the ability of urban and rural medical and health services, and constantly improve the urban and rural public cultural service system, urban-rural public infrastructure improved significantly; Fourth, the agricultural supply side structural reform has achieved substantial results, the agricultural products processing industry has sprung up, the development of leisure agriculture has been remarkable, the brand building of agricultural products has been fully activated, and the rural reform has been carried out steadily; Fifth, green development has become the main direction of urban and rural development, ecological environment damage compensation innovation, ecological restoration has achieved remarkable results, The “one lake and four water” governance mechanism has been continuously improved, and the mode of production has been accelerated to green transformation; Sixth is to complete the short board, a comprehensive well-off further, precise poverty alleviation, showing the speed of Hunan and Hunan experience, a comprehensive well-off, the degree



of realization continues to improve, urban and rural people's livelihood security continued to improve. But at the same time is also facing new challenges, namely: the cost sharing mechanism of peasants' citizenization is running sluggish, the structural contradiction of agricultural supply side, rural property rights system reform and innovation of the management system, to accelerate the rural financial investment efficiency needs to be improved, urban and rural ecological environment comprehensive improvement needs to be strengthened. Countermeasures and suggestions to promote the integration of urban and rural areas in Hunan: The first is the construction of regional central urban agglomeration as the core to optimize regional layout, improve the center of town group strategic layout, smooth and rural resource allocation channel, promote industrial agglomeration, and the characteristics of fusion production city town construction as a strategic support, explore town level city. Second is a landmark brand building as the starting point to promote the agricultural supply side structural reforms, to lead the landmark brand strategy for the optimization of agricultural structure, to drive technology innovation, promote agricultural production to green transformation in social service scale as the key to improve the agricultural scale level, build with county and township governments as the first responsibility of the quality and safety of agricultural products accountability mechanism, accelerate the process of farmland pollution governance. The third is based on the regional public facilities for the interconnection breakthrough to accelerate the integration of urban and rural development, promoting urban and regional traffic network interoperability, promote the information platform of the rural and urban areas, promote the sharing of public services in urban and rural areas and regional comprehensive docking. The fourth is to enhance green development as the orientation of urban and rural resources and environmental carrying capacity, strengthen the urban and rural "three wastes" emissions control, construction change waste into resources and waste disposal mechanism, establish traceability of food quality and safety guarantee system construction, sharing the benefits of the ecological construction compensation mechanism, accelerate the formation of green lifestyle and consumption model. Fifth is the comprehensive reform of urban and rural comprehensive kinetic energy release development dividend, establishing

social security mechanism, building the integration of urban and rural urbanization cost sharing mechanism, and mobilize grassroots enthusiasm of farmers the construction of promoting financial support for rural development financial guidance mechanism, in order to activate the rural land management right is the key to promote land circulation.

This book mainly probes into the poverty alleviation in Hunan Province, the structural reform of the agricultural supply side and the poverty alleviation in Huaihua, a typical region, Relevant countermeasures and suggestions are put forward. The special report of the case analysed Zixing City of Hunan urban-rural integration in as a typical, And select Sangzhi County, Xinshao County, Zhongfang county and other poverty-stricken counties to carry out a typical study of poverty alleviation, Combining with the local practice, the reports also put the practice path and countermeasure suggestions of promoting urban-rural integration with local characteristics and exerting advantages of local resources.

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# 总 报 告



General Report

## B.1

### 2016 ~2017年湖南省 城乡一体化发展报告

**摘 要:** 2016年以来,湖南省推进城乡一体化建设取得了新成效。主要表现在:以人为核心的新型城镇化再次提速;区域一体化发展战略布局基本形成;城乡一体化发展取得新突破;农业供给侧结构性改革取得实质性成效;绿色发展成为城乡发展主攻方向;补齐短板全面小康有效推进。但也面临新的挑战:农民市民化成本分担机制运行不畅、农业供给侧结构性改革矛盾明显、农村产权制度改革与经营体制创新有待加速、农村财政投入效益有待提高、城乡生态环境综合整治力度有待加大等。其对策是:以区域中心城镇群建设为核心优化区域布局,以地标品牌建设为抓手推进农业供给侧结构性改革,以区域公共设施互联互通为突破加快城乡融合发展,以绿色发展为取向提升城乡资源环境承载力,以城乡综合改革为动能全面





释放发展红利。

关键词： 湖南省 城乡一体化 城乡统筹

湖南作为中部地区欠发达省份，近年来以区域空间结构优化为着力点，推进城乡一体化发展不断取得新进展，呈现新型城镇化提质增速、区域一体化空间格局不断优化、农业供给侧结构性改革取得实质性进展等良好发展态势。但同时，也要认识到湖南在城乡一体化方面仍然存在农民市民化成分分担机制不健全、农业供给侧结构性改革依然突出、农村产权制度改革滞后等深层次问题，进一步推进全面深化改革、创新城乡一体化体制机制成为湖南推进城乡一体化面临的重要课题。

## 一 湖南城乡一体化取得的新进展

2016年，湖南省委、省政府主动适应把握引领经济发展新常态，抢抓战略机遇，以更大的力度、更开阔的思路、更因地制宜的举措，建立新机制、丰富新内涵、拓展新领域，有力地促进了城乡一体化发展。

### （一）以人为核心的新型城镇化再次提速

2016年，湖南着力优化城镇空间结构，科学推进城镇规划建设和村庄规划编制，城乡规划建设和管理进一步加强，初步形成以长株潭城市群为主体形态、大中小城市和中心镇协调发展格局，全省新型城镇化发展进一步提质提速。

#### 1. 新型城镇化水平不断提高

新型城镇化增速再创新高。继2015年湖南省城镇化率首次突破50%大关后，2016年湖南省城镇化率继续加速攀升，达到52.75%<sup>①</sup>，城镇化率增

<sup>①</sup> 湖南省统计局：《湖南省2016年国民经济和社会发展统计公报》，湖南统计信息网。