



上海蓝皮书®

LUE BOOK OF SHANGHAI

总 编/王 战 潘世伟

上海社会发展报告 (2013)

提升公共服务水平

ANNUAL REPORT ON SOCIAL DEVELOPMENT
OF SHANGHAI (2013)

主 编/卢汉龙 周海旺



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主要从事人口发展和人口政策、流动人口、人口老龄化和社会保障、社会事业发展等方面的研究，承担过两项全国哲学社会科学基金课题，参与了两项国家社科重大项目的研究，完成数十项上海市哲学社会科学基金课题、上海市政府决策咨询课题，主持完成多项与国外研究机构合作的大

型社会调查课题，研究成果被多个政府部门和社会机构采纳，获得过多次奖励。

从2003年开始作为编委参与编辑出版年度《上海社会发展报告》，从2007年开始担任主编编辑出版年度《上海人力资源发展报告》。还参与编辑《人口》季刊和《人力资源研究》季刊。

摘 要

《上海社会发展报告（2013）》共有四个部分，第一部分是总报告，第二部分是分报告，第三部分是案例，第四部分是附录。

“总报告”中论述了全书“提高公共服务水平”的主题，分析了上海的基本公共教育、劳动就业、养老保险、医疗保险、医疗卫生、住房保障、社会救助等多方面的最新进展情况，深入剖析了存在的主要困难和问题，提出了提升上海公共服务水平的一些思路和政策建议。

“分报告”部分共有十三章。“统筹规划 提升上海基础教育服务能力”一章中，介绍了上海市基础教育发展取得的成就及存在的问题，提出了加大全市统筹力度、完善教育经费投入统筹机制、加快公建配套学校建设、推进优质基础教育资源辐射郊区、妥善解决外来少年儿童的高中教育和异地高考问题等建议。“改进就业服务 促进居民就业”一章，提出要努力提高就业容量；加大劳动力培训力度，适应产业结构的转型；改善创业环境，支持和鼓励创业；统筹做好各类困难群体就业。“完善人力资源服务体系 提高公共服务能级水平”一章中对上海人才服务体系的现状和问题进行了分析，提出了处理好市场服务和公共服务的关系、加强财政对人力资源公共服务的投入、提高人力资源服务队伍素质等观点。“加快养老服务体系 提高养老服务水平”一章以上海市闵行区为例，分析了上海养老服务的现状、问题，提出了做好养老服务建设规划、准确定位公办养老机构作用、促进民办养老机构发展、加强社区养老服务等观点。“深化社会保障制度改革 促进中小企业转型发展”一章对上海养老保险制度发展中的缴费率高、个人账户空账等问题进行了研究。“加快发展卫生事业 提高市民健康水平”一章总结了上海卫生事业发展取得的成就，提出了加大政府卫生投入、加强外来人口公共卫生服务、推进基层卫生服务和公立医院改革等建议。“完善全民医保 提升保障质量”一章分析了上



海医保改革的进展与医保支付制度改革问题，提出了建立老年长期照护制度的建议。“上海住房现状与保障性住房社会需求分析”一章分析了上海保障房体系建设情况，提出了加快公共租赁房建设，加强保障房基地交通、医疗、卫生等公共服务的建议。“从传统计划生育向现代家庭计划转型”一章提出了上海计生工作的发展方向，要妥善处理独生子女与家庭结构失衡问题。“完善公共服务 支持家庭发展”一章分析了上海家庭结构的演变特点和代际关系情况，提出了建立“家庭互助基金”、减轻家庭照护婴幼儿和老年人的负担、鼓励社会力量参与家庭公共服务、完善住房税收政策、鼓励家庭成员就近居住等政策建议。“规范家政服务市场 提高家政服务水平”一章分析了上海家政市场的突出问题，提出了家政服务市场规范化、家政服务水平优质化的建议。“完善社会救助制度 实现公平公正”一章提出了上海社会救助工作改革的方向，要由传统的补救型社会救助向发展型社会救助转变。“改进财政转移机制 促进公共服务均等化”一章对上海区县财政不均衡情况进行了定量分析，提出了加强市级统筹、加大转移支付力度的建议。

“案例”部分共有四章。“上海郊区新城公共服务发展问题研究”一章中对上海郊区新城建设的进展情况，以及存在的教育、医疗、交通等问题进行了分析，提出了科学预测和合理规划、加大郊区新城公共服务设施建设、构建城郊公共服务联合体、推动城郊公共服务均衡发展等建议。“上海市创新公益服务投入模式的实践探索”一章介绍了上海公益招投标工作的经验。“机制创新 信息支撑 统筹推进闵行医疗卫生改革”一章介绍了上海市闵行区创新医疗卫生工作的实践探索和取得的成就。“新市民综合服务和自我管理的‘江桥模式’”一章介绍了上海市嘉定区江桥镇探索的外来人口综合服务和自我管理的经验。

“附录”部分列出了上海社会发展的一些主要指标，并与一些直辖市的发展指标进行了比较，量化地记录了上海社会发展的进程。

Abstract

The Blue Book *Annual Report on Social Development of Shanghai (2013)* consists of four parts, the first part is General Report, the second part is Sub-reports, the third part is Case Study, and the fourth part is Appendix.

The general report discusses the theme “Improve Level of Public Service” in this year of social development report, analyzes the latest progress of basic public education, labor and employment, pension insurance, medical insurance, medical and health care, housing security, social assistance of Shanghai, etc. It analyzes in depth the main difficulties and problems exist in above parts and make the policy suggestion for improving the level of public services.

There are thirteen chapters in Sub-reports. In the chapter of “Planning on Enhancing the Service Capabilities of Basic Education”, this chapter introduces the achievements and problems of Shanghai’s basic education development, it gives some advices of making lots of suggestion on further development of local co-ordination, enhancing of co-ordination mechanism of education funding, accelerating construction of public school, promoting the excellent quality basic education resources to radiate suburbs, and properly resolving the problems of non-native children’s high school education and allopatric college entrance examination. In the chapter of “Improving Employment Services to Promote the Employment”, this chapter puts forward to make efforts to improve the capacity of employment, it also appeal to strengthen workforce training for adapting to industrial structure transformation, to improve the entrepreneurship environment for supporting and encouraging entrepreneurship, coordinately to deal with employment of all kinds of disadvantaged groups. In the chapter of “Enhance the Human Resources Service System and Improve the Energy Level of the Public Service”, This chapter analyzes the present situation of talent service system in shanghai and the problem of this system and gives some advices of dealing with the relationship between market service and public service, strengthening fiscal investment in public service of human capital



and improving the quality of servitor in the system. In the chapter of “Promoting the Construction of Pension Service System to Improve the Level of Pension Services”, this chapter takes Minhang District for example to reveal Shanghai’s pension service states quo and problems. It also points out that we should make plan of pension service system construction, localize accurately the role of public pension agency, promote the development of private pension institutions and strengthen community services for the aged. In the chapter of “Deepening the Reform of the Social Security System to Promote the Restructuring and Development of SMEs”, it researches the problems of high contribution rate of Shanghai’s pension insurance system and the phenomenon of “Empty Account” in personal accounts. In the chapter of “Accelerate the Development of Health Services and Improve Public Health”, this chapter summarizes the achievements of Shanghai’s health development and considers that government should increase the investment in public health career, strengthen the public health service for the non-native people, and promote primary health services and the public hospitals reform. In the chapter of “Perfect the Universal Health Care System and Enhance the Quality of Social Security”, it analyzes the progress of health care reform and the problems of medical payment system reform in Shanghai, finally it points out that the government should construct long-term care insurance system for the aged. In the chapter of “Analysis on Housing Situation and Social Needs of Affordable Housing in Shanghai”, it analyze the construction of indemnificatory housing system and points out to accelerate the construction of public rental housing, strengthen the public service of indemnificatory housing’s basic transportation, medical care and health. In the chapter of “Transform from Family Planning to Modern Family Planning”, it gropes for the development direction of Shanghai’s family planning work and properly handles the issues of the imbalance of one-child and family construction. In the chapter of “Improve Public Service and Support Family Development”, it analyzes characteristics of the evolution of the family structure and intergenerational relations, points out that we should build “family mutual fund” to decese the family pressure of taking care of the infants, young children and the aged, we also should encourage social forces to participate in family public service, improve the housing tax policy and support nearby residence of family members. In the chapter of “Regulate the Domestic Service Market and Improve the Level of Domestic Service”, it analyses the prominent problems of the domestic



market in Shanghai and makes the suggestion on improving domestic service quality to high level. In the chapter of “Perfect the Social Assistance System and Achieve Fair and Just”, this chapter points out the direction of the reform of Shanghai’s social relief work and that we should transform the traditional remedial social assistance to developing social assistance. In the chapter of “Improve Financial Transfer Mechanisms and Promote the Equalization of Public Services”, this chapter makes the quantitative analysis of fiscal disparities in Shanghai suburbs and puts forward to strengthen municipal co-ordination and increase transfer payment.

There are four chapters in Case Study. In the chapter of “Study on Metro Public Service Development of Shanghai Suburb”, it analyzes the progress of new town construction in Shanghai suburbs and its problems of education, medical and transportation. And it gives the scientific prediction and rational planning on these problems. Finally it appeals to enlargement of public service facilities construction in new towns of suburbs, construction of sub-urban commonwealth of public service and promoting balanced development of sub-urban public services. The chapter “Practice and Exploration on Innovation of Shanghai’s Investment Model of Public Service” introduces the bidding experience of commonweal sex in Shanghai. In the chapter of “Promote the Health Reform of Minhang District Based on the Innovation of Mechanism and Information Support”, it introduces their practical experience, as well as their achievements of medical and health work innovation of Minhang District in Shanghai. In the chapter of “Study on Comprehensive Service for New Citizen and Self-management of “Jiangqiao Model”, it introduces the experiences of comprehensive service for the non-native people and their self-management model explored by Jiangqiao Town of Jiading District in Shanghai.

The appendix lists some leading indicators of social development in Shanghai, and it compares with some municipalities’ development indicators which can quantify the record of the development process of Shanghai society.

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