

中国人民大学  
中国社会发展  
研究报告 2018  
更好满足人民美好生活需要



RENMIN UNIVERSITY OF CHINA  
RESEARCH REPORTS ON CHINA SOCIAL DEVELOPMENT 2018  
STRIVING TO BETTER THE PEOPLE'S LIFE

主 编 张建明 洪大用 刘少杰  
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执行副主编 黄家亮

 中国人民大学出版社

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主 编 张建明 洪大用 刘少杰

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## 出版说明

2002 年以来,中国人民大学年度系列发展报告(即《中国人民大学中国社会发展研究报告》《中国人民大学中国经济发展研究报告》和《中国人民大学中国人文社会科学发展研究报告》)的出版发行,引起了社会各界和广大读者的广泛关注,产生了较大的社会影响,成为我校一个重要的学术品牌。

中国人民大学系列发展报告的各个子报告均由编委会负责审定选题、整体框架、主要内容和编写体例,组织有关专家召开研讨会,审核报告的写作提纲。各报告实行主编负责制,主编由校学术委员会主任、秘书长会议确定,学校聘任;主编聘请副主编或执行副主编。各报告根据主题,分别聘请相关部门的领导和知名学者担任顾问。中国人民大学社会学理论与方法研究中心、中国人民大学中国经济改革与发展研究院和中国人民大学中国社会科学研究中心分别作为《中国人民大学中国社会发展研究报告》《中国人民大学中国经济发展研究报告》和《中国人民大学中国人文社会科学发展研究报告》的依托单位,在组织和写作方面发挥了主要作用。

根据实际情况及学者建议,学校对年度系列发展报告进行了一些调整。2010 年,《中国人民大学中国法律发展报告》开始列入年度系列发展报告。2012 年,学校在上述系列发展报告的基础上推出了“研究报告系列”,涉及经济、社会、新闻和教育等学科,拓展了研究领域。现在,报告的编写出



版工作已纳入学校的年度科研计划，成为一项常规性工作。2014 年，学校根据“研究报告系列”发展的实际情况，决定不再出版《中国人民大学中国经济发展研究报告》和《中国人民大学中国人文社会科学发展研究报告》。

由于报告所涉及的问题大多具有重大、复杂和前沿性的特点，加上写作与出版周期较短及研究水平的局限，尽管我们尽了努力，报告中的不足或易引起争议的地方仍在所难免。欢迎专家和学者批评指正。

中国人民大学发展研究报告编委会

2018 年 6 月 1 日



## Abstract

The theme of *Research Report on China Social Development 2018* is “Striving to better the people’s life”. This report consists of 1 introduction, 12 chapters and 1 appendix with an indepth analysis of the striking inadequacies that affect people’s sense of fulfillment, happiness and security in 12 basic areas. These areas are related to people’s livelihood and wellbeing such as targeted poverty reduction, employment, education, income distribution, medical and healthcare service, elderly care service, housing and housing security, social security, food and medicine safety, culture and sports service, population development and ecological environment.

Since the 18th CPC National Congress, under the strong leadership of the CPC Central Committee with Comrade Xi Jinping as the core, we have a clearer direction of where people’s livelihoods and well-being are headed, improving institution effectiveness, and the most remarkable achievements. Thanks to constraining objective conditions, there are pronounced problems as unbalanced and inadequate development in the way to improve livelihoods and wellbeing. The 19th National Congress Report has stressed that “we must prioritize the important, address the inadequate and compensate for the



weakness” and “strengthen the weakness in the development of livelihoods”. Fundamentally, this requires us to recognize the change of people’s needs from the prospective of development and scientifically understand people’s new needs for a better life.

People-centered development is one of the core principles of Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era. It is also a fundamental guide to action for improving social security and people’s well-being, as well as strengthening and innovating social administration and governance. In practice, the key to people-centered development is to put the people’s interests above all else, and make sure that the gains of reform and development are shared among all our people in a fair way. We will make sure that everyone performs their duties and shares the benefits; we will never compromise the bottom line, and we will prioritize key areas, improve institution effectiveness, and guide public expectations. We will improve the public service system, ensure people’s basic quality of life, and keep up with people’s ever-growing needs for a better life. We will continue to promote social justice, develop effective social governance, and maintain public order. With this we should see that our people will always have a strong, self-assured and sustainable sense of fulfillment, happiness, and security. Among these, it is the top priority of practical work to address inadequacies.

The introduction of this report analyzes the historical background, current situation and common causes of inadequacies in improving people’s livelihood and wellbeing. Based on these, we propose several pieces of advice on addressing inadequacies in the process of development and establishing development mode with Chinese Characteristics. As this report points out, we must balance between development and people’s livelihood and wellbeing, the collective and the individual, supply and demand, leading the people and serving the people, so as to exploring a sound universal-sharing mode that both suits with our national context and has Chinese Characteristics. Meanwhile, we should try to avoid various risks that might emerge during the social advancement in the New Era, and keep a watchful eye on the possible negative social effects produced when improving people’s livelihood and well-



being, “on the discordant development between economic and society”, on social ruptures before breaking the cycle of social exclusion. Besides, we must promote institutional innovation regarding to social security and activate the vitality of market and society.

Chapter 1 focuses on problems in targeted poverty reduction area. Under the top-down pressure, some local governments seek for quick but short-sighted success when trying to complete poverty reduction missions. Some local governments rely too much on orders from the above and ignore the function of market and society, failing to activate the autonomy of poverty population. resources distribution to reduce poverty leads to new social inequality and development disparity. Urbanization's impact on poverty problems receives no effective countermeasures or responses. To solve the problems above, the author suggests that we should establish or improve long-term poverty reduction system, construct a multiple-administration framework, enhance rural development and coordinate poverty governance between the urban and rural area.

Chapter 2 analyzes the current situation of employment and new targets and tasks in the future. The employment situation nationwide remains stable and full employment has been basically achieved, especially due to the great attention of the Party and the government, economic development and optimized economic structure, and the bonus from the reform and policy as well. However, there are still some acute problems in employment. At the macro level, the ever-growing pressure of full employment co-exists with structural contradictions. At the individual level, some laborers “find it difficult to find a job and even more so to find a good job”. The factors that contribute to this situation are complicated and multiple, the economic transformation, the tension between supply and demand of human resources, the lag of social values and beliefs, and a lack of relevant policies to name a few. In the future, our country's employment should be developed in the direction of “better quality”, which indicates that more efforts should be made on market guidance and policy support.

Chapter 3 analyzes the acute inadequacies in education area. It has been





40 years since the reform and opening-door policy was launched. Our country's education has made remarkable achievement. Meanwhile, we encounter prominent problems of unbalanced and inadequate development, including "inaccessibility to quality kindergartens", the "school-choice craze" during the compulsory education stage (which is becoming more and more prevalent in medium and small cities), severe rural education problems, difficulty for rural migrant workers' children to "go to urban school", for instance. Insufficient supply of education resources, unbalance distribution of high-quality education resources and inequality of institutions are the main reasons of those problems mentioned. To address inadequacies in education area, efforts should be made to promote education equality and improve education quality.

Chapter 4 analyzes striking problems in our country's income distribution area. Firstly, income gap on the whole is still too wide and the Gini Coefficient remains a relatively high level in the world. Secondly, residents fail to sense the slowly-falling Gini Coefficient in recent years, thus they have a relatively strong sense of social injustice. Thirdly, to some extent, stagnant income fluency has emerged in rural and urban area. Fourthly, middle income group which is small in proportion have a strong sense of relative deprivation, and therefore a low social-status identification. Differences in individual's income sources and talents, inequality in government's redistribution and household differences in human and social capital investments all lead to inequality of income distribution. It is suggested that we should promote education equality, enhance the function of government redistribution and enlarge middle income group.

Chapter 5 analyzes problems existing in national health service area. Problems of "being difficult and expensive to see a doctor" have not been fundamentally solved yet. Demand for community-level medical service is not satisfied. Conflicts between 4 doctors and patients are still serious. The public still lack a scientific health knowledge. Imperfection of medical care security system, failure of medical insurance policy, ineffective reform of medical administrations, disordered industry supervising and lack of migrant



perspective in distribution of medical resources lead to problems mentioned above. In the long term, to improve national health care system, we need to aim at “BIG HEALTH” strategy and rethink health service from three macro perspectives, which are life-course, progress-of-health-care service and whole-population. Besides, we should handle the relationship between “government” and “market” properly in order to achieve effective distribution of medical resources.

Chapter 6 focuses on the development of our country’s elderly care service. Currently, we are facing “three thorny issues”, that is, “the difficulties of elderly care” by the family, “of operation” by the market, and “of being administrated” by the government. Aging population, incompatibility between development of elderly care service and social values on elderly care, social-economic characteristics of “becoming aging before getting rich” and imperfection of elderly care policy are all the main causes of these problems. This proposes new requests on top-level design and institution improvement to elderly care service. It is also suggested that long-term elderly care system be established and social environment of elderly care be built. Besides, we can develop E-elderly-care with the help of information technology.

Chapter 7 focus on problems of housing and housing security, which is people’s very big concern. The principle of our country’s housing advancement in the New Era is that “A house is for dwelling, not for speculation”. Currently, we are still facing so many challenges in housing area, such as people’s lack of confidence on housing prices control, imperfection of renting market, insufficient support for housing policy, failure to meet the public’s demands for government-subsidized housing, et. al. Growth-focused mission and bargain between central and local governments have weakened the effectiveness of price control. Weak market supervising and unequal rights for housing purchase and renting have limited the development of renting market. The policy system of housing security and flaws of supply system have weakened the function of government-subsidized housing. To solve these problems, it is urgent to establish a housing system that ensures supply through multiple sources, provides housing support through multiple chan-



nels, and encourages both housing purchase and renting.

Chapter 8 analyzes acute problems of social security. Firstly, unbalanced and inadequate development on the whole remains pronounced, the different original designs for different categories of institutions have resulted in the great disparities in welfare. For example, there are relatively huge differences of basic pension schemes between employees, rural and non-working urban residents and employees of public institutions. So is the case of the differences between free medical care, basic medical insurance for urban employees and rural and non-working urban residents. Secondly, the fact that pension schemes remain a low level under national unified management not only violates the basic principle of social insurance with a negative impact on the efficiency of that institution, but affects free flows of people with talents and labor force as well. Thirdly, the postponed retirement age policy has not been executed yet. Fourthly, there are inadequacies in subsistence allowances system, including inaccurate identification of low income people, repeated social welfare, disconnection from one institution to another. To promote social security system, we need to deepen reform in the system, based on the wishes of people and consensus.

Chapter 9 focuses on our country's food and medicine safety problems. The food and medicine safety concerns the health and living quality of people and thus receive much attention. Problems in this area include failure of some food and medicine to reach the quality standard, pesticides and veterinary drugs residual or heavy metal on edible agricultural products exceeding the limits, disorder in health food industry, rumors of food and medicine safety discouraging consumers and controversies on the security of GMF (genetically modified food). Difficulty and inadequate effort on supervising, lack of experience to supervise "Internet-plus" industry and prevailing local protectionism are main causes of existing problems. Supervising system needs to be improved, especially to adapt to the development of "Internet-plus" industry and sharing economy and to put the supervision work into practice.

Chapter 10 focuses problems in culture and sports area. Firstly, short-



age of supply, structural imbalance and inadequate management lead to insufficient public sports and cultural facilities. Secondly, there exists imbalance distribution of facilities and resources, such as the tendency of facilities being concentrated in urban and central areas. Thirdly, irregular management of facilities tends to hold the principle of “Construction First, Management Second”, limiting the function of those facilities. The monotonous source of funding, insufficient government investment, irregular policy execution, outdated management institutions and cultural industry’s failure to recognize the relationship between economic and social benefits are the main causes of the problems above. It is suggested that based on the principle of “increasing supply” and “activating available resources”, we should specify government accountability, improve management institutions, introduce social forces through verified channels, strengthen the “execution” of policy, establish scientific evaluation standard and institutions of cultural products and promote “Internet-plus public cultural and sports service”.

Chapter 11 focuses on our country’s challenges of population development. In general, our country’s population development has come to the New Normal state since 1990s. The population gross remains an inertial growth and the growth is slowing. Great improvement can be seen in national health quality and the average life expectancy has increased. The level of population urbanization is steadily rising and the population mobility is growing. Low birth rate and structural imbalance are the main challenges of population development in our country, which stands out as the accelerating aging issue that affects traditional household function. To achieve balanced and sustainable development of population in a long period is a long-term goal in our country. As a result, we should make proper strategies based on empirical research, with raising birth rate and reshaping household lying at the heart.

Chapter 12 focuses on significant problems in ecological environment area. After 4 decades of reform and opening-up, rapid development has been achieved in different aspects of socioeconomic in our country, but “extensive” development modes in the past have brought about lots of environment



problems. In recent years, air pollution (smog mainly) and water pollution have become biggest environment concerns. Besides, the process of ecological advancement is facing extra challenges from some internal flaws in management institutions of environmental protection. To solve these problems, we should figure out solutions to each specific problem, starting from institution building, improve the management institutions of environmental protection.

The appendix shows the results of Survey on the Sense of Development Fulfillment and Satisfaction of livelihoods and Wellbeing in 2017, which was conducted by National Survey Research Center at Renmin University of China. The results show that most people have sensed and approved the development of wellbeing areas in recent years. People's sense of happiness, fulfillment and confidence has increased. Nearly 80% interviewees felt happy in their life, 86% considered that development in recent years had raised level of their material life and 86% felt confident to the future. Meanwhile, we should bear in mind that problems of imbalance and insufficient development have become the main difficulties and obstacles in current process of wellbeing development. Gaps between the urban and rural area are still wide, social and regional disparities are still large. The gains of reform and development therefore should fairly shared among different regions in our country and different social groups in our society. The imbalance and insufficient development in wellbeing area exert negative impact on people's ever-increasing needs for a better life and on the improvement of people's sense of fulfillment. We should put more efforts in wellbeing advancement that is inclusive, fundamental and helpful to those most in need. We should make the gains of reform and development in wellbeing area palpable so that people's sense of fulfillment, happiness and security can be strengthened.



## 总报告 补短板、促民生，更好满足人民美好生活需要

党的十九大指出，经过长期努力，中国特色社会主义进入了新时代，这是我国发展新的历史方位。新时代我国社会主要矛盾已经转化为人民日益增长的美好生活需要和不平衡不充分的发展之间的矛盾。但是，我国仍处于并将长期处于社会主义初级阶段的基本国情没有变，我国是世界最大发展中国家的国际地位没有变。民生领域还有不少短板，脱贫攻坚任务艰巨，城乡区域发展和收入分配差距依然较大，群众在就业、教育、医疗、居住、养老等方面面临不少难题。如何在发展中补齐民生短板、促进社会公平正义，进一步提升人民生活水平和生活质量，进一步增强人民群众的获得感、幸福感、安全感，更好满足人民美好生活需要，是一项具有重大理论意义和实践意义的课题。深入学习和实践习近平新时代中国特色社会主义思想，精准聚焦，精准发力，精准施策，是破解这一重大课题的关键所在。



## 一、更好满足人民美好生活需要

党的十八大以来，以习近平同志为核心的党中央提出了一系列治国理政的新思想新理念新战略，坚持以人民为中心的发展思想，更好满足人民美好生活需要是其核心内涵。

### （一）以人民为中心的发展思想的提出

2012年11月15日，习近平总书记在新一届中央政治局常委同中外记者见面会上郑重提出，“我们的人民热爱生活，期盼有更好的教育、更稳定的工作、更满意的收入、更可靠的社会保障、更高水平的医疗卫生服务、更舒适的居住条件、更优美的环境，期盼孩子们能成长得更好、工作得更好、生活得更好。人民对美好生活的向往，就是我们的奋斗目标”<sup>①</sup>。这次讲话直接提出了以满足人民的美好生活需要作为一切工作的出发点和落脚点。党的十八大以来，习近平总书记在多次重要讲话中不断重申和丰富这一思想。2014年2月，习近平总书记在接受外国媒体专访时指出，“我的执政理念，概括起来说就是：为人民服务，担当起该担当的责任”<sup>②</sup>。此后，习近平总书记多次指出：“让老百姓过上好日子是我们一切工作的出发点和落脚点”，“在发展经济的基础上不断提高人民生活水平，是党和国家一切工作的根本目的”<sup>③</sup>。2015年11月，习近平总书记在中央政治局第二十八次集体学习讲话时第一次直接使用了“以人民为中心的发展思想”这一表述，他指出：“坚持以人民为中心的发展思想。发展为了人民，这是马克思主义政治经济学的根本立场。”<sup>④</sup> 2016年，习近平总书记在党的十八届六中全会上面向未来提出了“八个如何”理论命题，其中之一就是“如何坚持好以

① 习近平谈治国理政：第1卷，1版，北京：外文出版社，2014：4。

② 同①101。

③ 习近平关于社会主义社会建设论述摘编，北京：中央文献出版社，2017：4。

④ 同③11。



人民为中心的发展思想，更好保障和改善民生”。2017年7月26日，习近平总书记在省部级主要领导干部“学习习近平总书记重要讲话精神，迎接党的十九大”专题研讨班开班式上的重要讲话中进一步指出，未来我们党必须更好地回应人民对美好生活的向往，更好推动人的全面发展、社会全面进步，进一步完善了坚持以人民为中心的发展思想。

2017年10月18日，习近平总书记在党的十九大报告中指出“明确新时代我国社会主要矛盾是人民日益增长的美好生活需要和不平衡不充分的发展之间的矛盾，必须坚持以人民为中心的发展思想，不断促进人的全面发展、全体人民共同富裕”，强调“人民是历史的创造者，是决定党和国家前途命运的根本力量。必须坚持人民主体地位，坚持立党为公、执政为民，践行全心全意为人民服务的根本宗旨，把党的群众路线贯彻到治国理政全部活动之中，把人民对美好生活的向往作为奋斗目标，依靠人民创造历史伟业”<sup>①</sup>。坚持以人民为中心的发展思想成为习近平新时代中国特色社会主义思想的重要组成部分。

## （二）以人民为中心的发展思想的重要意义

以人民为中心的发展思想是当代中国马克思主义政治经济学思想，体现了中国共产党的宗旨意识和根本立场，体现了公平正义的社会主义核心价值观，体现了新发展理念，是“五位一体”总体布局和“四个全面”战略布局的核心和灵魂。以人民为中心的发展思想不仅充分反映了共产党执政规律、社会主义建设规律、人类社会发展规律的客观要求，而且体现了习近平总书记所阐述的“遵循经济规律的科学发展，遵循自然规律的可持续发展，遵循社会规律的包容性发展”的核心要义，极大地丰富了马克思主义人民观、发展观，是马克思主义人民观、发展观的新飞跃、新发展，是中国共产党关于发展思想的最新成果，更是当前和未来相当长一段时期内进一步保障和改善民生的根本行动指南。

坚持以人民为中心的发展思想是对以神为本、以物为本和抽象的以人为本的超越，也是社会主义发展新阶段的必然要求。“民为邦本，本固邦宁。”发展为了谁、依靠谁，是一切发展观尤其是执政党必须清楚回答的根

<sup>①</sup> 党的十九大报告辅导读本。北京：人民出版社，2017：20-21。





本问题。我们党在成立之初就庄严地向世人宣告，中国共产党自身没有特殊利益，人民的利益就是我们的利益。与抽象的以人为本思想不同，以习近平同志为核心的党中央从宏观的、历史的和战略的高度出发，将以人为本落到了执政的方方面面，即将坚持和完善中国特色社会主义与共产主义远大理想统一起来，将解放和发展生产力同实现中华民族伟大复兴统一起来，将经济发展与社会进步统一起来，将中国发展与世界各国共同发展统一起来，实现经济发展的成果由全体人民共享。

十九大报告指出，为什么人的问题，是检验一个政党、一个政权性质的试金石。带领人民创造美好生活，是我们党始终不渝的奋斗目标。必须始终把人民利益摆在至高无上的地位，让改革发展成果更多更公平惠及全体人民，朝着实现全体人民共同富裕不断迈进。人不是抽象的，而是现实的，历史的创造者不是某个人、某些人，而是广大人民群众。我们在发展进程中始终要密切关注人民群众需求的变化，始终把实现好、维护好、发展好最广大人民的根本利益作为党和国家一切工作的出发点和落脚点。我们不仅注重人民群众需求满足的状况，而且尊重人民主体地位，调动人民积极性主动性，发挥人民首创精神，保障人民各项权益，促进全体人民共同参与发展。

坚持以人民为中心的发展思想，要求我们在发展问题上形成全局观、整体观、持续观、公正观、群众观。全局观要求我们意识到，民生是人民幸福之基、社会和谐之本，牵一发而动全身。民生连着民心、民心凝聚民力，做好保障和改善民生工作，不能仅仅就事论事，应当有全局观，要认识到改善民生不仅事关群众福祉与社会和谐稳定，而且是全面建成小康社会的关键要求，是实现中华民族伟大复兴中国梦的核心内容。整体观要求我们从中国特色社会主义事业总体布局的高度，用宏观的、系统的、辩证的思维来观察和分析民生问题。持续观要求我们必须持之以恒，为实现经济发展与社会进步的良性互动形成可持续的体制机制保障，不断满足人民群众的新需求。公正观要求我们从社会主义本质与社会长治久安的高度出发，协调好少数人先富与共同富裕的关系，需要节制资本增进劳动者权益，需要关怀弱势群体的合法权益，需要处理好干部和群众之间的关系，需要完善再分配制度体系。群众观则要求我们进一步认识到，增进民生福祉是坚持立党为公、执政为民的本质要求。人民是最大的靠山，脱离群众是最大的危险。我们党之所以得到人民的拥护和支持，从根本上说，就是因为