



# 社会体制蓝皮书

BLUE BOOK OF SOCIAL INSTITUTION

## 中国社会体制 改革报告

*No.4* (2016)

主编 / 龚维斌

副主编 / 赵秋雁

REPORT ON SOCIAL INSTITUTIONAL REFORM  
IN CHINA No.4 (2016)



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## 摘要

“社会体制蓝皮书”由国家行政学院社会治理研究中心和北京师范大学中国社会管理研究院共同组织编写。本书由总报告、社会治理体制篇、基本公共服务篇、现代社会组织体制篇、公共安全与应急管理篇五部分组成。本书主要对2015年社会体制改革情况进行回顾和总结，对2016年的改革走向进行分析，提出相关政策建议。

2015年，国家陆续出台一系列重大社会体制改革政策，推出了一系列社会建设、社会治理的新举措，社会体制改革取得积极进展和良好成效。城乡居民收入水平持续提高，就业形势稳定，社会保障“并轨、扩面、提标”；户籍制度改革深化，一元化户籍管理基本实现，城乡基本公共服务均等化水平不断提高；简政放权、放管结合、优化服务取得新进展，向市场、社会、基层放权赋权的步伐加快，基层社会治理创新精彩纷呈，多元共治共享的社会治理格局正在形成；虚拟社会治理和现实社会治理统筹推进，社会问题、社会矛盾和社会风险得到有效管控。具体来说，一是以简政放权为突破口，理顺政府与社会关系；二是以民生改善为重点，着力调整社会利益关系；三是以理顺体制机制为核心，加强和创新基层社会治理；四是以培育社会多元主体为出发点，加速社会组织改革；五是以防范化解社会风险为重心，构建共建共享共治的公共安全体系。

2015年，在社会体制改革持续推进的同时，一些深层次的矛盾和问题逐渐显现，政社关系重构、利益关系调整、治理体制机制转型过程中，既出现了“推不动、改得慢、明改暗不改”的现象，也存在“长不大、干不好、接不住”的问题。这迫切需要在创新、协调、绿色、开放、共享的理念指导下，进一步深化社会体制改革，加快建立现代社会治理体制，推进社会治理能力现代化。一是“放管服”改革不到位、欠科学，影响简政放权与政社关系重构的进程。二是事关民生改善的社会领域改革不够理想，影响人民群众的福



利提升和幸福感受。三是基层治理、社会组织发展“穿新鞋、走老路”，影响社会的生机与活力。四是社会矛盾和社会风险高发易发，社会治理体制机制仍在磨合，影响社会和谐稳定。

2016年是“十三五”规划的开局之年，是实现全面建成小康社会的关键之年。党的十八届五中全会通过的《中共中央关于制定国民经济和社会发展的第十三个五年规划的建议》，明确了未来五年我国经济社会发展的总体目标，提出必须牢固树立并切实贯彻创新、协调、绿色、开放、共享的发展理念。全会提出：必须坚持发展为了人民、发展依靠人民、发展成果由人民共享，做出更有效的制度安排，使全体人民在共建共享发展中有更多获得感，增强发展动力，增进人民团结，朝着共同富裕方向稳步前进。按照人人参与、人人尽力、人人享有的要求，坚守底线、突出重点、完善制度、引导预期，注重机会公平，保障基本民生，实现全体人民共同迈入全面小康社会。这也为社会体制改革的前行进一步指明了方向。一是应继续在社会事业改革中保障改善民生；二是应继续在简政放权中推进社会治理体制创新；三是应继续在激发社会活力中推进社会共治；四是应继续在构建公共安全体系中防范和化解矛盾风险。



## Abstract

The Blue Book on Social Institutional Reform is jointly prepared by the Research Center of Social Governance at the Chinese Academy of Governance and China Academy of Social Management at Beijing Normal University. The book includes a general report and four specific parts, i. e. , institutions of social governance, basic public service provision, institutions of modern social organizations, and public safety and crisis management. The book gives an excellent overview of progress made in social institutional reform in 2015 , together with some predictions and policy recommendations for 2016.

For year 2015 , social institutional reform has made significant progress owing to a series of important policies promulgated and new initiative taken. Urban and rural income continues to increase, employment situation stays stable, and social security “unifies, extends, and, and improves ( standard )” . Hukou system reform is deepened to the extent that a unitary hukou administration is almost achieved. Equalizing level of urban-rural basic public services is increased steadily. Progresses are also made in streamlining administration and delegating power to lower levels, and through power delegation and tightened oversight service quality is improved. After delegating more power to the market, society and lower levels, innovations in grass-root social governance have sprung up and a social governance structure with multiple parties involved is taking shape. Governance of virtual society and the real world are coordinated, and social problems, conflicts and risks are well under control. More specifically, first, through streamlining administration and delegating power, rationalize the relationship between government and society. Second, with livelihood improvement as the focal point, restructure relations among different social groups. Third, with streamlining social institutions and mechanism as the core, strengthen and innovate grass-root social governance. Fourth, through nurturing pluralistic social actors, speed up social organization reform. Fifth, with preventing and resolving social risks as the central focus, develop a public security system that is co-built, co-



shared, and co-governed.

On the other hand, in 2015, when social institutional reform proceeds, deep level conflicts and problems also start to emerge. During the process of restructuring government – state relations, adjusting interest group relations, or transforming governance institutions and mechanisms, there have emerged phenomena like “stay put, slow reform, or open reform hidden resistance”, or problems like “never grown-up, never a good work, or missed the catch”. This urges us, under the guidance of developmental ideas of being innovate, coordinated, open, green and sharing, to deepen social institutional reform, speed up establishing a modern system of social governance, and modernize social governance capacity. Those phenomena and problems indicate that, first of all, the delegating-administrating-servicing reform is not complete, which has hampered the delegation of power to lower levels and the restructuring of government-society relations. Second, social sector reform related to livelihood is not enough, which affects people’s well-being and feeling of happiness. Third, grass-root governance and social organization development are walking “on the old path with new shoes”, which has hampered the social vigor of the society. Forth, social conflicts and social risks frequently happen, and the institutional system for social governance is still forming, which has affected social harmony and stability.

2016 is the beginning year of the 13th Five – Year Plan, and it is also critical for completing the building of a moderately prosperous society in all respects. The Fifth Plenum of the 18th Central Committee of CPC passed the *Recommendations for the 13th Five – Year Plan for Economic and Social Development*, and it sets a clear overall objective for economic and social development in the next five years. It proposed to firmly establish and effectively implement the following ideas about development: innovative, coordinated, green, open and sharing. The Fifth Plenum also proposes that we must persevere in development for the people, by the people and to the benefit of all the people. We should make more effective institutional arrangements to give the people a stronger sense of gain in this shared development. We should also enhance motives for development, improve solidarity among people, so to move steadily towards common prosperity. Adhering to the requirements that everybody involves, everyone tries, and everyone shares, we should do as the following: keep bottom line, set a focus, perfect rules and regulations, guide expectations, emphasize equal opportunity, secure basic livelihood, and in the end, enter a moderately

prosperous society with the entire population together. This also charts the course for future social institutional reform in China. First, continue to secure and improve people's livelihood through the reform of social undertakings. Second, continue to innovate institutions for social governance during the process of streamlining administration and delegating power. Third, continue to promote collaborative governance through stimulating social vigor. Forth, continue to resolve conflicts and avoid risks through building the public safety system.

# 目 录

## I 总报告

### B.1 社会体制改革进入重点突破的关键时期

——2015 年社会体制改革进展及未来展望

..... 龚维斌 张林江 马福云 陈 鹏 / 001

一 2015 年社会体制改革的主要进展和成效..... / 002

二 社会体制改革中面临的问题与挑战..... / 009

三 进一步推进社会体制改革的政策建议..... / 012

## II 社会治理体制篇

B.2 2015 年社会治理法治化进程及 2016 年展望..... 赵秋雁 / 016

B.3 2015 年户籍制度改革的省际对比及展望..... 马福云 / 029

B.4 我国城市户籍开放程度及其影响因素分析

——基于全国 63 个样本城市的评估..... 刘金伟 徐 乐 / 040

B.5 社区治理体制改革创新..... 张 燕 许晨龙 / 056

B.6 新型城镇化进程中的乡村治理回顾与展望..... 袁金辉 / 065

B.7 “互联网+”社会治理应用的现状、问题与思考..... 李 宇 / 074

B.8 上海基层社会治理体制创新的新探索..... 何海兵 / 084



### III 基本公共服务篇

- B.9** 农民工工作“十二五”回顾及“十三五”建议 ..... 沈水生 / 094
- B.10** 中国社会保障制度新近发展与改革展望 ..... 李志明 / 105
- B.11** 中国教育体制改革踏上新征程 ..... 朱国仁 / 118
- B.12** 公立医院改革进展：兼论混合所有制改革可行性 ..... 胡 薇 / 134
- B.13** 社会养老服务发展成效、问题与建议 ..... 叶响裙 / 147
- B.14** 房地产过剩时代的保障房发展 ..... 马秀莲 / 157

### IV 现代社会组织体制篇

- B.15** 2015 年行业协会商会与行政脱钩改革进展  
评述与政策建议 ..... 赵小平 / 167
- B.16** 中国基金会发展十年回顾 ..... 王 群 姚嫣然 / 176
- B.17** 中国国际性社会组织概念、现状与发展对策  
..... 杨 丽 李 帅 / 191
- B.18** 中国社会组织参与对外援助工作的现状、形势与发展思路  
——以中国红十字会为例 ..... 孙志祥 / 208
- B.19** 中国社会组织党的建设：理论、路径与政策选择  
..... 游 斐 曾树群 / 219
- B.20** 我国社会组织参与灾害治理的现状和问题 ..... 陈 懿 / 238

### V 公共安全与应急管理篇

- B.21** 2015 年应急管理法治创新观察 ..... 张小明 / 248
- B.22** 社会矛盾化解机制建设中的问题与对策思考 ..... 曹海峰 / 257
- B.23** 2015 年中国信访制度的改革和创新 ..... 吴 超 郭一斐 / 271
- B.24** 2015 年公共舆情发展 ..... 张 磊 / 283

<b>B.25</b>	中国环境治理的战略布局与制度改进 .....	王 华 / 293
<b>B.26</b>	中国安全生产管理机制的挑战与创新 .....	王永明 / 306
<b>B.27</b>	中国自然灾害应对体系：现状、挑战与对策 .....	李雪峰 / 318
<b>B.28</b>	中国突发事件监测预警的发展与挑战 .....	董泽宇 / 329
<b>B.29</b>	后记 .....	/ 341

皮书数据库阅读使用指南



# CONTENTS

---

## I General Report

- B.1** Social Institutional Reforms Entering a Critical Period for Breakthrough in Key Areas: Main Progresses in 2015 and Future Prospects      *Weibin Gong, Linjiang Zhang, Fuyun Ma and Peng Chen* / 001
1. *The Main Progress and Achievements of the Social System Reform in 2015* / 002
2. *Problems and Challenges in the Reform of Social System* / 009
3. *Policy Recommendations to Further Promote the Reform of the Social System* / 012

## II Institutions of Social Governance

- B.2** Law-based Social Governance in China: Progress in 2015 and Prospects in 2016      *Qinyan Zhao* / 016
- B.3** Hukou System Reform China in 2015: Inter-provincial Compassion and Future Prospects      *Fuyun Ma* / 029
- B.4** Hukou System in Chinese Cities: Degree of Openness and its Determinants      *Jinwei Liu, Le Xu* / 040

- B.5** Reform and Innovation of Community Governance in China  
*Yan Zhang, Chenlong Xu / 056*
- B.6** Rural Governance in the Process of New-type of Urbanization:  
Review and Prospect *Jinhui Yuan / 065*
- B.7** Applying Internet Plus to Social Governance: Current Situations,  
Problems and Reflections *Yu Li / 074*
- B.8** New Exploration in Innovating Gross-roots Social  
Governance in Shanghai *Haibing He / 084*

### III Basic Public Service Provision

- B.9** Work on Migrant Workers: Review of 12th Five-Year and  
Recommendations for the 13th Five-year *Shuisheng Shen / 094*
- B.10** Social Security Reform in China: New Progresses and Future  
Prospects for Reform *Zhiming Li / 105*
- B.11** Reform of the Education System: Embarking on a New Path  
*Guoren Zhu / 118*
- B.12** Public Hospital Reform: Progress and the Feasibility of  
Mix-ownership *Wei Hu / 134*
- B.13** The Development of Social Care Service for Elderly in China:  
Effectiveness, Problems and Recommendations *Xiangqun Ye / 147*
- B.14** Affordable Housing Provision in the Era of Real Estate Glut  
*Xiulian Ma / 157*

### IV Institutions of Modern Social Organizations

- B.15** Unhooking Trade Associations and Chambers of Commerce  
from the Government: Review of Progress in 2015 and Policy  
Recommendations *Xiaoping Zhao / 167*





- B.16** The Development of Foundations in a Decade in China  
*Qun Wang, Yanran Yao / 176*
- B.17** China's International Social Organizations: Concepts, Current  
Situations, and Development Strategies *Li Yang, Shuai Li / 191*
- B.18** Chinese Social Organizations in Foreign Aid  
(with Red Cross Foundation as An Example): Current Situations,  
Trends, and Notions for Future Development *Zhixiang Sun / 208*
- B.19** The Party's Construction of Chinese Social Organizations:  
Theory, Path and Policy's Choice *Fei You, Shuqun Zeng / 219*
- B.20** Chinese Social Organizations in Disaster Relief: Current  
Situation and Problems *Cai Chen / 238*

## V Public Safety and Crisis Management

- B.21** Observing Innovations in Law-based Crisis Management in 2015  
*Xiaoming Zhang / 248*
- B.22** The Development of Mechanism for Resolving Social Conflicts:  
Problems and Policy Reflections *Haifeng Cao / 257*
- B.23** The Petitioning System in China: Reform and Innovation in 2015  
*Chao Wu, Yifei Guo / 271*
- B.24** The Development of Public Opinion in 2015 *Lei Zhang / 283*
- B.25** Governing Environment Issues in China: Overall Strategy and  
Institutional Improvement *Hua Wang / 293*
- B.26** Supervising Safe Production in China: Institutional  
Innovation and Challenges *Yongming Wang / 306*
- B.27** Resilience System to Natural Disaster in China:  
Current Situations, Challenges and Countermeasures. *Xuefeng Li / 318*
- B.28** Development and Challenge of Emergency Monitoring and  
Warning in China *Zeyu Dong / 329*
- B.29** Postscript */ 341*