



中国社会科学院国家哲学社会科学文献中心



社会体制蓝皮书

BLUE BOOK OF SOCIAL INSTITUTION

No.6

中国社会体制 改革报告

No.6 (2018)

主编 / 龚维斌

副主编 / 赵秋雁

REPORT ON SOCIAL INSTITUTIONAL REFORM
IN CHINA No.6 (2018)



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

2018
版



社会体制蓝皮书

CHINESE SOCIAL SYSTEM REFORM REPORT

中国社会体制 改革报告

2007-2008

中国社会科学院 中国社会科学院皮书编写组

主编：王绍光
副主编：王绍光、王德培

本书是“中国社会体制蓝皮书”系列报告之一，旨在反映中国社会体制改革的最新动态。

（中国社会科学出版社）

中国社会科学出版社





中国社会科学院创新工程学术出版项目

中国行政体制改革研究会行政改革研究基金资助



社会体制蓝皮书

BLUE BOOK OF
SOCIAL INSTITUTION

中国社会体制改革报告

No. 6 (2018)

REPORT ON SOCIAL INSTITUTIONAL REFORM IN CHINA

No.6 (2018)

主 编 / 龚维斌

副主编 / 赵秋雁



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

图书在版编目(CIP)数据

中国社会体制改革报告. No. 6, 2018 / 龚维斌主编
-- 北京: 社会科学文献出版社, 2018. 3
(社会体制蓝皮书)
ISBN 978 - 7 - 5201 - 2443 - 0

I. ①中… II. ①龚… III. ①体制改革 - 研究报告 - 中国 - 2018 IV. ①D62

中国版本图书馆 CIP 数据核字 (2018) 第 047772 号

社会体制蓝皮书

中国社会体制改革报告 No. 6 (2018)

主 编 / 龚维斌

副 主 编 / 赵秋雁

出 版 人 / 谢寿光

项目统筹 / 陈 颖

责任编辑 / 陈 颖 桂 芳 陈晴钰 薛铭洁

出 版 / 社会科学文献出版社·皮书出版分社 (010) 59367127

地址: 北京市北三环中路甲 29 号院华龙大厦 邮编: 100029

网址: www.ssap.com.cn

发 行 / 市场营销中心 (010) 59367081 59367018

印 装 / 北京季蜂印刷有限公司

规 格 / 开 本: 787mm × 1092mm 1/16

印 张: 23.25 字 数: 352 千字

版 次 / 2018 年 3 月第 1 版 2018 年 3 月第 1 次印刷

书 号 / ISBN 978 - 7 - 5201 - 2443 - 0

定 价 / 98.00 元

皮书序列号 / PSN B - 2013 - 330 - 1/1

本书如有印装质量问题, 请与读者服务中心 (010 - 59367028) 联系

 版权所有 翻印必究

社会体制蓝皮书编委员会

主 编 龚维斌

副 主 编 赵秋雁

核心成员 龚维斌 赵秋雁 张林江 马福云 李 进
陈 鹏 李志明 杨 丽 张小明

作 者 (排名不分先后)

马秀莲	马福云	王永明	关珊珊	孙杨杰
刘金伟	刘 芳	朱国仁	闫海潮	党翠生
张小明	张林江	张 磊	赵小平	陶传进
赵秋雁	胡 薇	杨 丽	沈水生	李东月
李志新	李 宇	李志明	李伟东	李慧杰
陈 偲	陈 鹏	吴 超	吴长军	董泽宇
袁金辉	曹海峰	游 斐	姬凌岩	徐 璨
翟慧杰				

主要编撰者简介

龚维斌 教授、博士生导师，现任国家行政学院进修部主任、国家行政学院社会治理研究中心主任。曾任国家行政学院政治学教研部副主任、社会和文化教研部主任、应急管理培训中心主任（应急管理教研部主任）、中欧应急管理学院院长，挂职担任过江苏省海门市政府副市长。担任中国社会变迁研究会副会长、中国应急管理学会副会长、中国行政体制改革研究会常务理事、国家社科基金项目评审组成员、国务院食品安全委员会第一届专家委员会委员。主要研究领域是社会阶层、社会政策、社会治理。个人专著有《劳动力外出就业与农村社会变迁》《社会发展与制度选择》《公共危机管理》《社会结构变迁与社会治理创新》，主译和参译著作多部，在报纸杂志上发表论文100多篇。

赵秋雁 教授，法学博士，北京师范大学中国社会管理研究院/社会学院党总支部书记兼副院长，美国哥伦比亚大学法学院访问学者，北京市经济法学会常务理事，北京市法学会环境资源法学会理事，北京京师律师事务所兼职律师，《北京师范大学学报》（社会科学版）“社会治理”专栏主持，*Chinese Management Study* (SSCI) Editor，《社会治理》杂志编委。主要研究领域包括社会法、经济法和能源法。主持国家社科基金重大专项课题“社会治理现代化指标构建研究”等10余项；发表中英文学术论文30余篇；出版专著《电子商务中消费者权益的法律保护：国际比较研究》、合著《国际能源法学》《中国能源法学》等多部著作；获北京市“四个一批”人才等称号。

摘 要

社会体制改革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 5 个部分组成。本书主要对 2017 年社会体制改革情况进行回顾和总结，对 2018 年的改革走向进行分析，提出相关政策建议。

2017 年社会体制改革持续推进，民生保障水平持续提高，社会治理创新不断完善，社会大局保持稳定，社会活力增强，社会领域不少方面及环节的改革取得重大突破，向着更高水平、更加公平、更加安全的社会建设目标迈出新步伐。一是各项民生事业改革不断取得新成就。积极推进高质量就业，提高就业服务水平；持续推进教育公平，深化教育改革；完善社会保障体系，建制提质扩面见成效；稳步推进健康中国建设，提升公共卫生与医疗服务能力；脱贫攻坚继续保持良好态势，贫困人口持续减少。二是社会治理体系更加完善。推进完善社区治理，提升基层治理能力；深入推进依法管理，社会组织发展更加规范。三是安全风险管控与应急能力进一步提升。社会矛盾冲突出现缓和态势，网络安全事件依然多发；着力强化源头治理，推进综合防灾减灾救灾体制改革；推动安全生产领域改革，强化安全生产责任。

在充分肯定成绩的同时，还应该清醒地看到，社会体制改革任务仍然任重道远。一是不同群体之间的收入差距仍然较大；二是人口结构不合理，老龄化、少子化现象突出；三是民生建设仍有不少短板，与人民群众对美好生活的需求而言，仍有较大差距；四是基层治理面临不少问题和困难，政策落实“最后一公里”的问题较为突出，其中不少是新问题，基层治理中的



各种关系还没有理顺。

当前，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，主要矛盾的变化是关系全局的历史性变化。因此，必须不断深化社会体制改革，为满足人们对美好生活的需要，提供良好的社会基础和保障。

一是在发展中提高保障和改善民生水平。保持适度的经济速度和规模，既是实现更高质量发展的根本要求，也是解决好就业等民生问题的根本保障。必须坚持发展这一时代主题，下大力气补齐短板，推动经济与社会、地区间、城乡间、阶层间的均衡发展，解决好发展不充分不平衡问题。

二是科学推进保障和改善民生。不断提高保障和改善民生水平，是当前和今后一个时期我国社会建设主基调。但是，我们要警惕和防范一些不太符合实际的倾向和导向，必须坚持尽力而为与量力而行相结合，必须坚持顶层设计和加强基层基础相结合，必须坚持完善体制和机制相结合。

三是深化改革构建合理的社会结构。深入推进收入分配制度改革，鼓励勤劳守法致富，扩大中等收入群体，增加低收入者收入，调节过高收入，取缔非法收入。调整和优化人口结构，一要保证合理水平的人口出生率，化解“未富先老”难题；二要不断提高人口素质，将巨大的人口资源转变为人力资本，实现人口红利由年龄等数量优势向素质和能力优势转变。另外，要持续稳定和扩大就业，提升就业质量。

四是努力提高社会治理的社会化、法治化、智能化、专业化水平。社会治理的社会化、法治化、智能化和专业化是我国近年来社会治理实践创造的宝贵经验，对于提升社会治理水平和质量具有重要价值，特别对于基层社会治理意义更大，因此，应该得到进一步坚持和创新。要持续提高社会动员水平，加快推进法治进程，用信息化手段创新基层社会治理。

本书各篇分报告通过大量的政策梳理、文献研究和实地调研分别讨论了社会治理法治化、城乡户籍制度改革、精准脱贫、教育、医疗卫生、社会保障以及农民工等重要领域公共服务、多类社会组织改革发展、公共安

全与应急管理等问题，对社会体制重要领域改革创新的重点和难点均有涉及，研究深入细致、资料翔实、观点鲜明，政策性、实践性、学术性和资料性很强。

关键词：社会体制改革 民生保障 社会治理

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 general report and five 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 2017, together with some predictions and policy recommendations for 2018.

Year 2017 has witnessed continuous progress in the reform of the social system, people's livelihood security level and social governance innovation, stable overall social situation, increase in social vitality, and major breakthroughs in different aspects of social reform, stepping forwards towards building a safer and more equitable society at a higher level. First, new achievements have been made continuously in the people's livelihood reform: active promotion of high-quality employment and improvement of employment service levels; continuous progress in education fairness and education reform deepening; improvement of the social security system and efficacy in system building, quality improvement and aspect expansion; stable progress in building a healthy China and enhancing public health and medical service capabilities; good performance in poverty alleviation and continuous decrease in the number of poor people. Second, the social governance system has been improved by promoting the improvement of community governance and the ability of governance at the grass-roots level and further proceeding rule of law management and standard development of social organizations. Third, the safety risk control and emergency response capabilities have been further enhanced. Social conflicts have been relieved, but cyber-security incidents still occurred frequently. Efforts have been made to strengthen source

control and promote integrated disaster prevention, mitigation and relief system reform, promote production safety reform and reinforce the responsibility for safety in production.

In spite of fully affirming the achievements, we should also clearly see that the task of social system reform still has a long way to go. First, the income gap between different groups is still large. Second, the population structure is irrational, and the phenomenon of aging and low birth rate is prominent. Third, there are still many shortcomings in improving people's livelihood. There is still a long way to go to meet the needs of the people for a better life. Fourth, grassroots governance faces many problems and difficulties. "The last mile" problem in policy execution is prominent, and many new problems emerged. The various relations in grassroots governance have not been rationalized yet.

At present, the major social contradiction in China is the contradiction between the ever-growing need of the people for a better life and the imbalanced and insufficient development. The change of the major contradiction is the historic change influencing the overall situation. Therefore, we must constantly deepen the reform of the social system and provide a sound social foundation and guarantee for satisfying people's needs for a better life.

First, improve livelihood security and people's living standards during the economic development. Maintaining moderate economic speed and scale is not only the fundamental requirement for achieving higher quality development, but also the fundamental guarantee for solving the livelihood issues such as employment. We must persist in economic development which is the theme of this era and make great efforts to overcome the shortcomings so as to promote the balanced development of economy and society, different regions, cities and countryside, different classes and solve the problem of insufficient and imbalanced development.

Second, promote livelihood security and improve people's livelihood in a scientific way. The continuous improvement of livelihood security and people's living standards is the keynote of the society construction of China at present and in the coming period. However, we must guard against any unrealistic tendencies and guide. We must adhere to the principle of making the best of our ability but



considering our ability limits, combining the top-level design and the grassroots foundation enhancement, and improving both institutions and mechanisms.

Third, deepen the reform and establish a rational social structure. We will further promote the reform of the income distribution system, encourage diligence and law-abiding prosperity, expand group size of the middle-income, increase the income of low-income earners, regulate excessively high incomes and ban illegal incomes. To adjust and optimize the population structure, first, we must ensure a rational level of population birth rate and resolve the problem of “getting old before getting rich”. Second, we must continuously improve the quality of the population and transform the huge population resources into human capital so as to realize the demographic dividend change from superiority of number and age to quality and ability. In addition, we must continue to stabilize and expand employment so as to enhance the quality of employment.

Fourth, efforts should be made to promote socialization, legalization, intelligence and professional level of social governance. As valuable experience of social governance practices in recent years is obtained from socialization, legalization, intelligence, professionalization progress which are of great value to enhancing the level and quality of social governance, in particular to social governance at the grassroots level, therefore further adherence and innovation are required. It is necessary to continuously raise the level of social mobilization, speed up the process of the rule of law, and innovate grass-roots social governance with information technology.

Through a number of policy analysis, document research and field research, the reports in this book make a discussion of the progress of urban and rural household registration system reform, social security and the progress of targeted poverty relief, public services in the important fields of education, medical treatment, retirement care and rural migrant workers, reform and development of different types of social organizations, legalization of social governance, public security and emergency management with thorough research, detailed information and clear views, which is highly policy-related, academic and informative.

Keywords: Social system reform; People's livelihood; Social governance

CONTENTS



I General Report

B.1 Build a More Equitable and Secure Society

—*Progress in Social System Reform in 2017 and Future Prospects*

Weibin Gong, Linjiang Zhang, Fuyun Ma and Zhixin Li / 001

1. *Main Progress on Social System Reform in 2017* / 002

2. *Main Problems of the Social System Reform* / 008

3. *Trends and Suggestions on Social System Reform in 2018* / 011

II Institutions of Social Governance

B.2 Law-based Social Governance in China: Progress in 2017 and

Prospection 2018

Qinyan Zhao / 017

B.3 The Policy Effect, Problems and Countermeasures of “the

New Round” of Reform of the Household Registration System

Jinwei Liu / 028

B.4 Study on Community Participation in the Perspective of Urban Rights

—*a case study of a village in Beijing*

Weidong Li / 045

B.5 The Reform and Innovation of Community Governance since

the 18th National Congress of the CPC

Peng Chen / 059

- B.6** Review and Prospects of China's Internet Governance in 2017
Yu Li, Lingyan Ji / 074
- B.7** Prospects of Rural Governance in the Context of Rural
Revitalization Strategy *Jinhui Yuan / 086*

III Basic Public Service

- B.8** Education System Reform in China has Entered a New Era
Guoren Zhu / 097
- B.9** Acceleration of Migrant Workers'Citizenization *Shuisheng Shen/ 113*
- B.10** Progress and Future Prospects of China's Social Security
System Reform in 2017 *Zhiming Li / 124*
- B.11** New Practices of Target Poverty Alleviation in China:
Achievements, Problems and Prospects *Fang Liu / 139*
- B.12** China's Rental Market Building under the Situation of
Renting and Purchasing *Xinlian Ma / 149*
- B.13** Progress and Prospects of Medical and Health System Reform
in 2017 *Wei Hu / 160*
- B.14** Early Development Services for Children in China: Current
Situation, Problems and Prospects *Cai Chen, Dongyue Li / 176*

IV Institutions of Modern Social Organizations

- B.15** The Current Situation, Problems and the rule of law Countermeasures
of the Internal Governance of Chinese Social Organizations under
the Background of the Reform of Streamlining Administration,
Delegating Power, and Optimizing Services *Changjun Wu / 188*
- B.16** From Cultivation to Selection: Interpretation of the Policy
Path of theGovernment Purchasing Social Forces Service in the
Past Five Years *Xiaoping Zhao, Chuanjin Tao / 200*



- B.17** The Internet Application of Mass Organizations: a case study of
Shanghai Women's Federation (SWF) *Shengcui Dang / 213*
- B.18** NGO Participation Mechanism under the United Nations
Framework Convention on Climate Change
Li Yang, Huijie Li / 225
- B.19** The NGO Participation Mechanism of the Montreal Protocol
Huijie Li, Fei You, Shanshan Guan and Li Yang / 246
- B.20** Study on Internationalization and Participation in Global Governance
of China Environmental Protection Association
Haichao Yan, Na Zhang and Jing Bai / 262

V Public Safety and Crisis Management

- B.21** Institution and Mechanism Reform of Disaster Prevention,
Mitigation and Relief: History, Process and Outlook *Can Xu / 275*
- B.22** The Current Situation, Problems and Suggestions of Emergency
Medical Rescue System in China *Zeyu Dong / 285*
- B.23** China's Safety Production Situation and Reform Progress in 2017
Yongming Wang / 297
- B.24** Innovation of Community-level Emergency Management System in
the New Era *Haifeng Cao / 307*
- B.25** New Progress in Emergency Management of the Rule of Law in 2017
—Review of the Nuclear Safety Law of the People's Republic of China
Yangjie Sun, Xiaoming Zhang / 318
- B.26** Reform and Innovation of China's Petition System in 2017
Chao Wu / 328
- B.27** Public Opinion Development in 2017 *Lei Zhang / 340*
- B.28** Postscript / 351

目 录



I 总报告

B.1 建设更高水平更加公平更加安全的社会

——2017年社会体制改革进展及未来展望

..... 龚维斌 张林江 马福云 李志新 / 001

一 2017 年社会体制改革的主要进展 / 002

二 社会体制改革中面临的问题 / 008

三 2018 年社会体制改革的趋势及建议 / 011

II 社会治理体制篇

B.2 2017年社会治理法治化进程及2018年展望 赵秋雁 / 017

B.3 “新一轮”户籍制度改革的政策效果、问题与对策

..... 刘金伟 / 028

B.4 城市权利视角下的社区参与问题研究

——以北京一个村庄为例 李伟东 / 045



- B.5** 党的十八大以来的社区治理改革创新..... 陈 鹏 / 059
- B.6** 2017年中国互联网治理回顾与展望..... 李 宇 姬凌岩 / 074
- B.7** 乡村振兴战略背景下的乡村治理展望..... 袁金辉 / 086

III 基本公共服务篇

- B.8** 中国教育体制改革进入新时代..... 朱国仁 / 097
- B.9** 加快推进农民工市民化..... 沈水生 / 113
- B.10** 2017年中国社会保障制度改革进展与展望 李志明 / 124
- B.11** 中国精准扶贫新实践：成效、问题及展望 刘 芳 / 139
- B.12** 租购并举下的中国租赁市场建设 马秀莲 / 149
- B.13** 2017年医药卫生体制改革进展与展望 胡 薇 / 160
- B.14** 中国儿童早期发展服务：现状、问题与展望
..... 陈 颢 李东月 / 176

IV 现代社会组织体制篇

- B.15** 放管服改革背景下中国社会组织内部治理
现状、问题与法治对策 吴长军 / 188
- B.16** 从培育到择优：近五年来政府购买社会力量服务的
政策路径解读 赵小平 陶传进 / 200
- B.17** 群团组织的互联网应用：以上海市妇联为例 党生翠 / 213
- B.18** 联合国气候变化框架公约下的 NGO 参与机制
..... 杨 丽 李慧杰 / 225
- B.19** 《蒙特利尔议定书》的 NGO 参与机制
..... 李慧杰 游 斐 关珊珊 杨 丽 / 246