



民政卷  
Volume Civil Affairs

# 大道为民

## CHINA'S ROAD FOR THE PEOPLE



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## CHINA'S ROAD FOR THE PEOPLE

监制

中华人民共和国国务院新闻办公室

中华人民共和国民政部

**Supervised by**

State Council Information Office of the People's Republic of China  
Ministry of Civil Affairs of the People's Republic of China



聚焦中国之科学发展  
SCIENTIFIC DEVELOPMENT  
IN CHINA

监 制： 中华人民共和国国务院新闻办公室  
中华人民共和国民政部

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装帧设计：闫志杰 刘 鹏

封面设计：徐 驰 魏向东

版式设计：申真真 范莹莹 刘 娜

排版制作：北京正视文化艺术有限责任公司

#### 图书在版编目（CIP）数据

大道为民：画册：汉英对照 / 李立国主编.

-- 北京：中国社会出版社，2012.9

ISBN 978-7-5087-4170-3

I. ①大… II. ①李… III. ①民政工作 - 中国 - 画册

IV. ①D632-64

中国版本图书馆CIP数据核字(2012)第215431号

#### 聚焦中国之科学发展——大道为民

出版发行：中国社会出版社

地 址：北京市西城区二龙路甲33号

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电 话：66078402

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印 刷：北京雅昌彩色印刷有限公司

开 本：1/12

印 张：10

版 次：2012年9月第1版

印 次：2012年9月第1次印刷

书 号：ISBN 978-7-5087-4170-3

定 价：118.00元

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# 总序

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王晨

发展是人类社会的永恒主题。世界各国人民在长期实践中，努力探索适合本国国情的发展道路，积累了宝贵经验，取得了巨大成就。一个国家走什么样的发展道路，决定这个国家未来的发展方向和发展结果。本套《聚焦中国之科学发展》系列丛书全方位、多角度展示了2002年以来的十年间，中国坚持科学发展观，综合国力不断增强，人民生活不断改善，在经济、司法、教育、环保、交通、住房、民族、扶贫等各领域取得的辉煌成就。丛书用具体的事实和鲜活的数据证明，中国的科学发展道路，是顺应发展潮流、体现时代特征、符合中国国情的发展之路，是实现中华民族伟大复兴的必由之路。

中国的科学发展，以经济建设为中心，强调发展的全面协调性。坚持发展是第一要务，不断解放和发展生产力，促进经济又好又快发展，满足人民群众和经济发展的需要。注重统筹城乡发展、区域发展、经济社会发展、人与自然和谐发展、国内发展和对外开放五个关系，

在大力推进经济发展的同时，兼顾各方面的发展要求，实现经济社会各构成要素的良性互动，推动经济发展和

社会全面进步。

中国的科学发展，以转变发展方式为重点，强调发展的可持续性。在新世纪新阶段，中国把发展突出建立在优化经济结构、提高质量效益的基础上，加快建设资源节约型、环境友好型社会，增强发展的可持续性。

中国的科学发展，以人民群众的利益为出发点，强调人民群众的力量、作用和共享。通过充分调动人民群众的积极性、主动性和创造性，广泛动员和组织亿万群众投身科学发展的实践，使发展的成果惠及广大人民群众，不断提高人民群众的思想道德素质和科学文化素质，不断提高人民群众的生活质量和健康水平，充分保障人民群众享有的经济、政治、文化、社会等各方面的权益。

中国的科学发展道路必将造福于中国人民，并对人类发展和进步作出重大贡献。



# GENERAL PREFACE

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Wang Chen

Minister of the State Council Information Office of the People's Republic of China

Development is an eternal theme of human society. All the peoples of the world have struggled to find their own distinctive ways to explore a development road suited to their national conditions. Along this road of development, they have accumulated valuable experience. The road a country takes towards development decides the future direction of that country's social and economic development. The series of books published under the common title *Scientific Development in China* show that China has, under the guidance of the Concept of Scientific Outlook, made great achievements over the past decade since 2002 in such fields as the economy, justice, education, environmental protection, transportation, housing, ethnic policies, and poverty reduction. China has succeeded in enhancing its national strength and improving the quality of life for its people. Full of revealing facts and data, the series of books show how China has adhered to the Concept of Scientific Outlook in national economic and social development, an outlook which best suits the realities of China. The Concept of Scientific Outlook keeps up with the prevailing trends of the times, and it will lead China towards a great rejuvenation of the Chinese nation.

China's scientific development takes economic construction as the main focus of its work and it lays great emphasis on the need for coordinated development. According to the principle of scientific development, upholding development is the top priority, and efforts must be made to continuously emancipate and develop the productive forces of the nation, so as to promote sound and rapid economic development and meet the growing needs of the people and economic development. In the meantime, efforts must be made to focus on the work of coordinated development in five fields such as urban and rural development, regional development, economic and social development, harmonious development between Man and Nature,

and domestic development and the program of reform and opening up to the outside world. While pressing ahead with economic development, efforts will be made to take into account all aspects of development requirements, so as to bring into full play various socio-economic sectors to bring about all-round social and economic development.

China takes scientific development as the means of transforming the development mode and stresses the need for sustainable development. Now, China is making efforts to optimize its economic structure, improve its overall quality and efficiency, and to accelerate the construction of a resource-saving, environmentally friendly society, so as to enhance the sustainability of social and economic development.

China's scientific development takes the interests of the people as its starting point. It emphasizes the strength and role of the people, and works towards allowing the people to share common benefits. By fully mobilizing the enthusiasm, initiative and creativity of the broad masses of the people, efforts are made to mobilize and organize hundreds of millions of people to devote themselves to the practice of scientific development, so that the fruits of development could be shared by the broad masses of the people. In the meantime, efforts are made to improve the people's ideological and moral qualities and scientific and cultural qualities, continuously improve the quality of life and health of the people, and work to ensure all of the Chinese people enjoy all aspects of economic, political, cultural, and social rights and interests.

The development road that China is following will be enormously beneficial to the Chinese people. What is more, it will make a significant contribution to human development and progress!

# 前言

近年来，民政工作取得了突破性进展：覆盖所有居民的社会救助体系基本建立，保障水平随着经济社会发展水平和物价变动情况动态调整；高效有序开展了汶川特大地震等一系列重特大自然灾害的救助工作；孤儿的基本生活、医疗康复、教育、成年后就业、住房等得到了制度保障；退役士安置实行了市场化改革；基层群众民主选举、民主决策、民主管理、民主监督工作全面开展；社会组织数量大幅增加，发挥了提供服务、反映诉求、化解矛盾、规范行为的积极作用；社会养老服务设施加快建设；婚姻、殡葬、地名服务管理更加规范、便民；专业社会工作服务开始起步，慈善捐赠数额大幅攀升，民政在保障基本民生、加强社会管理、服务国防军队建设、提供基本社会服务方面的职责切实履行。



# FOREWORD

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In recent years, the work of civil affairs has made breakthroughs: The social aid system covering all residents has been basically established, and the security level has been dynamically adjusted with the economic and social development level and the change in the general price level; the work has been done efficiently to assist people affected in the Wenchuan Great Earthquake and other natural disasters; the basic life, medical service, rehabilitation, education, post-adulthood employment, housing and other welfares of orphans have been secured thorough policies; the resettlement of decommissioned soldiers has conducted the market-oriented reform; the work of democratic election, democratic decision-making, democratic management and democratic supervision of the general public have been implemented in an all-round manner; the social organizations have greatly increased in quantity, and played an active role in rendering services, communicating appeals, solving conflicts and regularizing conducts; the building of social service facilities for the old has accelerated; the marriage, funeral and place name service and management have become more compliant and convenient to the public; the professional social service has set out, and the amount of charitable donations has sharply risen. The administration of civil affairs has effectively performed the responsibility to secure people's basic livelihood, strengthen social administration, serve the construction of the national defense and army, and render basic social services.



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Part I

# 为民解困篇

SOLVING PEOPLE'S DIFFICULTIES

近年来，民政工作取得了突破性进展，在制度和工作方式上不断创新，切实为困难群体解决了基本生活问题。普遍建立了农村低保制度，形成了覆盖城乡居民的社会救助体系；建立了完善了灾害应急救助、城乡医疗救助、生活无着流浪乞讨人员救助和国家孤儿保障政策。

In recent years, the civil administration has achieved a breakthrough by continuously innovating its system and work mode, and effectively solving the basic living problems of disadvantaged groups. China has generally established a rural basic living allowances system, and formed a social relief system covering urban and rural residents. It has unveiled and improved the policies and regulations concerning disaster emergency relief, urban and rural medical assistance, relief and protection of vagrants and beggars, and State protection of orphans.



## 社会救助 Social Assistance

城乡社会救助是以城乡最低生活保障制度为基础，以农村五保供养、灾害紧急救济、医疗救助、流浪乞讨人员救助为主要内容，与住房救助、教育救助、司法援助制度相配套，以临时救助制度为补充，与慈善事业相衔接的社会救助体系已初步建立起来。对于保障和改善民生、构建社会主义和谐社会，发挥了重要作用。

Urban and rural social assistance is based on the basic living allowance system for urban and rural areas. It focuses on support for rural five-guarantee (in food, clothing, fuel, education, and burial expenses) households, disaster emergency relief, medical assistance, and the assistance to vagrants and beggars, linked to the housing, educational and judicial assistance systems, and supplemented by the interim assistance system. A social assistance system linked to charitable causes has been established initially. The civil administration plays an important guarantee role in safeguarding and improving the people's livelihood and building a harmonious socialist society.

2007年10月11日，江西省赣州市章贡区住进廉租房的低保对象在渡口路社区举行“百家宴”。

On October 11, 2007, households enjoying basic living allowances and low-rent housing in Zhanggong District, Ganzhou City, Jiangxi Province, held a celebratory meal in the community of Dukou Road.





## 城市居民最低生活保障

### Urban Residents' Basic Living Allowances

城市居民最低生活保障属于政府无偿救助，凡持有非农业户口的城市居民，不论社会身份，不论年龄大小，不论宗教信仰，不论受教育程度，只要其家庭人均收入达不到当地最低生活保障标准，就可以向政府申请低保救助。经过十多年的发展，城市低保已经成为中国政府为城市困难群众构筑的最后一道生活保障网。城市居民最低生活保障是改革开放以来发展最快、影响最大、成效最为显著的民政业务之一，是民政部门“以人为本、为民解困、为民服务”宗旨的最好体现。

The basic living allowances for the urban poor have the nature of government free relief. Urban residents holding registered non-agricultural permanent residency, regardless of social status, age, religious belief and level of education, can apply as long as their per capita household income is less than the local minimum living standard. Through over ten years of development, the basic living allowances for urban poor have become a final life security net built by the Chinese Government for urban poor. It has become one of civil affairs measures with the fastest development speed, greatest impact and the most remarkable effectiveness since the reform and opening up best embodying the civil affairs bureau's tenet of "being people-oriented, solving the difficulties of people and serving the people".



2007年春节前夕，辽宁省鞍山市的低保对象得到了市民政局的临时救助。

On the eve of the Spring Festival 2007, households enjoying basic living allowances in Anshan City of Liaoning Province obtained temporary assistance from the Anshan Civil Affairs Bureau.



2007年8月30日，四川省华蓥市的城市低保对象在领取物价补贴。

On August 30, 2007, urban residents enjoying the basic living allowances in Huaying of Sichuan Province receive price subsidies.





2010年2月5日，黑龙江省哈尔滨市道里区向低保对象“送温暖、献爱心”活动全面启动，近百万元购物券和豆油、大米、白面、床单等物品陆续发放到困难群众手中。

On February 5, 2010, Daoli District in Harbin City of Heilongjiang Province launched the activity of "sending warmth and love" to households enjoying the basic living allowances, and purchase vouchers, soybean oil, rice, wheat flour, bed sheets and other materials worth nearly one million Yuan were given to people in economic difficulties.

2011年8月15日，江苏省南京市建邺区的七个大超市开设“惠民专柜”，由政府财政提供经费补贴。

On August 15, 2011, seven large supermarkets in Jianye District, Nanjing, Jiangsu Province, opened "special counters for the people", with district government subsidies.



新疆维吾尔自治区乌鲁木齐市天山区在全市范围内率先启动城市低保边缘户临时救助工作，并向低保边缘户代表发放了救助待遇证。此后，这些家庭基本生活困难的居民可持证享受生活、取暖、教育和医疗救助政策。图为2010年10月14日，两名低保边缘户居民代表正在翻看救助待遇证。

Tianshan District, Urumqi City, Xinjiang Uygur Autonomous Region, took the lead in providing interim assistance to urban marginalized households enjoying the basic living allowances in Urumqi City, and issued assistance treatment certificates to qualified households. Residents with basic life difficulties can enjoy assistance in life support, heating, education and medical treatment with the certificates. On October 14, 2010, two representatives of urban marginalized households enjoying the basic living allowances in Tianshan District of Urumqi City examine the assistance treatment certificates.







2012年1月1日，河南省郑州市500户低保贫困家庭在现场免费领取包括大米、衣服、糖果、糕点、水果在内的“年货大礼包”。图为一位工作人员帮一位低保老人把年货送到家。

On January 1, 2012, 500 households enjoying the basic living allowances in Zhengzhou City of Henan Province, received special gifts for Spring Festival including rice, clothes, sweets, pastries and fruits. The picture shows a staff member helping an old person enjoying the basic living allowance to take the gifts home.



2011年12月28日，宁夏回族自治区银川市兴庆区民政、工会、残联等单位联合宁夏领鲜物流有限公司在宁夏新世纪农产品批发市场开展百万爱心蔬菜免费发放活动，向辖区困难职工、低保对象、残疾人等人群免费发放2万份、价值100万元的爱心蔬菜，为困难市民带去节日的温暖。

On December 28, 2011, units such as the Civil Affairs Bureau, Trade Union and Disabled Persons' Federation in Xingqing District, Yinchuan City, Ningxia Hui Autonomous Region, in conjunction with the Ningxia Speed Fresh Logistics Co., Ltd., freely distributed "love vegetables" worth 1 million Yuan in the Ningxia New Century Agricultural Product Wholesale Market to 20,000 free households enjoying the basic living allowances, the disabled and other groups, providing festive warmth for people in difficulties.