

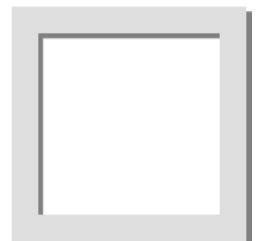
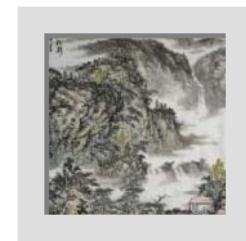
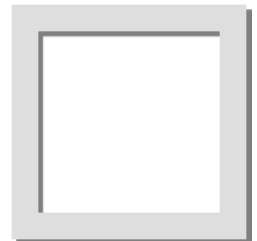
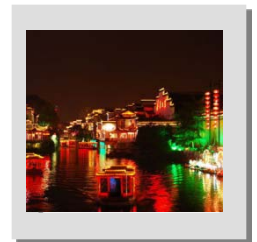
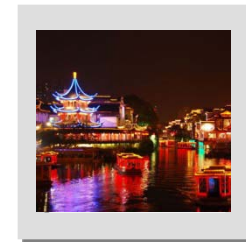
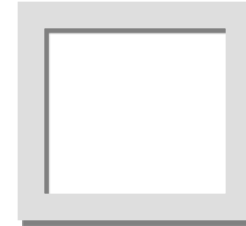
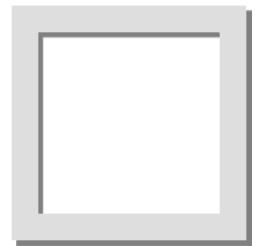
A research about the phenomenon and connotation of un-equalization of basic public service in metropolitan areas of China: a case study of Nanjing

中国大都市地区基本公共服务非均等化的表现及其影响研究
——以南京为例

"Better City, Better Life"
The 4th International Association for China Planning (IACP)
Conference

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胡畔 王兴平 张建召

2010. 06



汇报提纲

1 Introduction



2 Related Definition



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Empirical
research

4

Summary
and advice



Introduction

引言

- 1 · Contradictions faced by China during the development of basic public service
 - 中国基本公共服务面临的矛盾
- 2 · Current study of China's basic public service
 - 中国基本公共服务的研究现状
- 3 · Contradictions faced by metropolitan areas during the development of basic public service
 - 大都市地区基本公共服务矛盾

• Contradictions faced by China during the development of basic public service

• 中国基本公共服务面临的矛盾

◆ Background 研究背景

◆ 1-the community requirement such as education, medical treatment and social security are growing rapidly

伴随着经济的快速增长，我国居民对教育、医疗、社会保障等方面的公共需求开始全面快速增长，现有的公共服务难以满足日益增长的需求。

◆ 2-the blindness of market mechanism is exposed gradually.

市场机制自身的盲目性也逐渐暴露

◆ 3-during the new period of social development, urban-rural conflict become more intense

在社会发展的新时期，城乡矛盾逐渐凸显

◆ 4-a large number of disadvantaged groups faced obvious barriers while enjoying the basic public service.

大量弱势群体目前在享有基本公共服务方面还存在明显的障碍

Main direction of theoretical research 理论研究的主要方向

- ◆ public finance and government system 公共财政、政府体制
- ◆ the drawbacks and the style of innovation of the transfer payment system. 转移支付制度的弊端与改革方式

Shortcomings 不足

- ◆ laws and regulations, construction index, management system and so on are also needed to promote the goal of equalization.

实现均等化的目标需要法律法规、建设指标、管理体系等多方面的保障

Un-equalization phenomenon 非均等的现象

- ◆ As one of the social phenomenon existing for a long period, the manifestation and the level of un-equalization of basic public service are changing gradually with the social and economic development level.

基本公共服务非均等化作为一个长期存在的社会现象，其表现形式以及非均等化的程度随着社会经济发展水平的变化而不断改变

3

• Contradictions faced by metropolitan areas during the development of basic public service

• 大都市地区基本公共服务矛盾

carry a dual role 双重角色

- ◆ strengthen the service level and quality of high grade public service in order to promote the competitiveness of a city
- ◆ a balanced city is taken into account to make a cooperation of the game relations between high-level and low-level districts.

Highlighted urban and rural conflicts 城乡发矛盾突出

- ◆ metropolitan fringe 大都市边缘区
- ◆ rural areas near or far from the city 近郊以及远郊的乡村地区

various social need 多样的社会需求

- ◆ migrant people and disadvantaged groups 外来人口与弱势群体
- ◆ compromise between share and compete 共享与竞争
- ◆ Nanjing undertakes the function of regional public service center
南京作为江苏省的省会城市，承担着区域公共服务中心的功能

P

ART 2

Definition 概念界定

- 1-basic public service
 - 基本公共服务
- 2-basic public service un-equalization
 - 基本公共服务非均等化

1

• 1·basic public service

• 基本公共服务

□ concept

In order to keeping the stability of the social economy and the basic social justice and cohesion, protecting the most fundamental individual rights of survival and development, based on certain social consensus, under the phase of economic and social development and the overall development level of a country, basic public service is one of the public service must be provided

陈昌盛,蔡跃洲. 中国政府公共服务: 体制变迁与地区综合评估[M]. 中国社会科学出版社. 2007(04)

□ Content

basic education, general basic public health, social security, employment, public security, infrastructure, the community construction and management, etc.



2

• 2-basic public service un-equalization

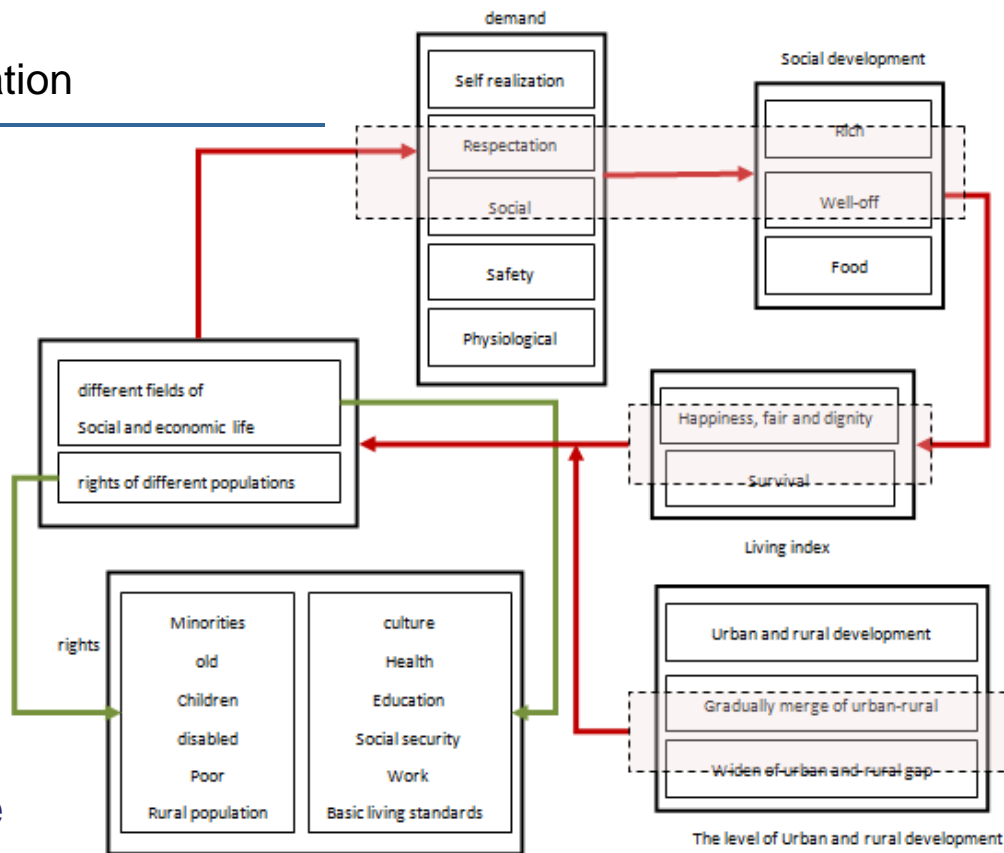
• 基本公共服务非均等化

Connotation 内涵

◆ According to the demand of Maslow's hierarchy theory: in different periods of the same area, people's needs change as the production level changes.

Personal demand is closely related to social development, living index and the extent of urban and rural development.

The change of demand hierarchy will affect the Realized degree of rights, thus affecting the service content of the basic public services and service level.



◆ 按照马斯洛的需求层次理论：在同一地区不同时期，人们的需要层次会随着生产水平的变化而变化，而个人需求的变化与社会发展程度、生活指数、城乡统筹的程度紧密相关，需求层次的变化会影响权利实现程度的高低，从而影响到基本公共服务的服务内容以及服务水平。

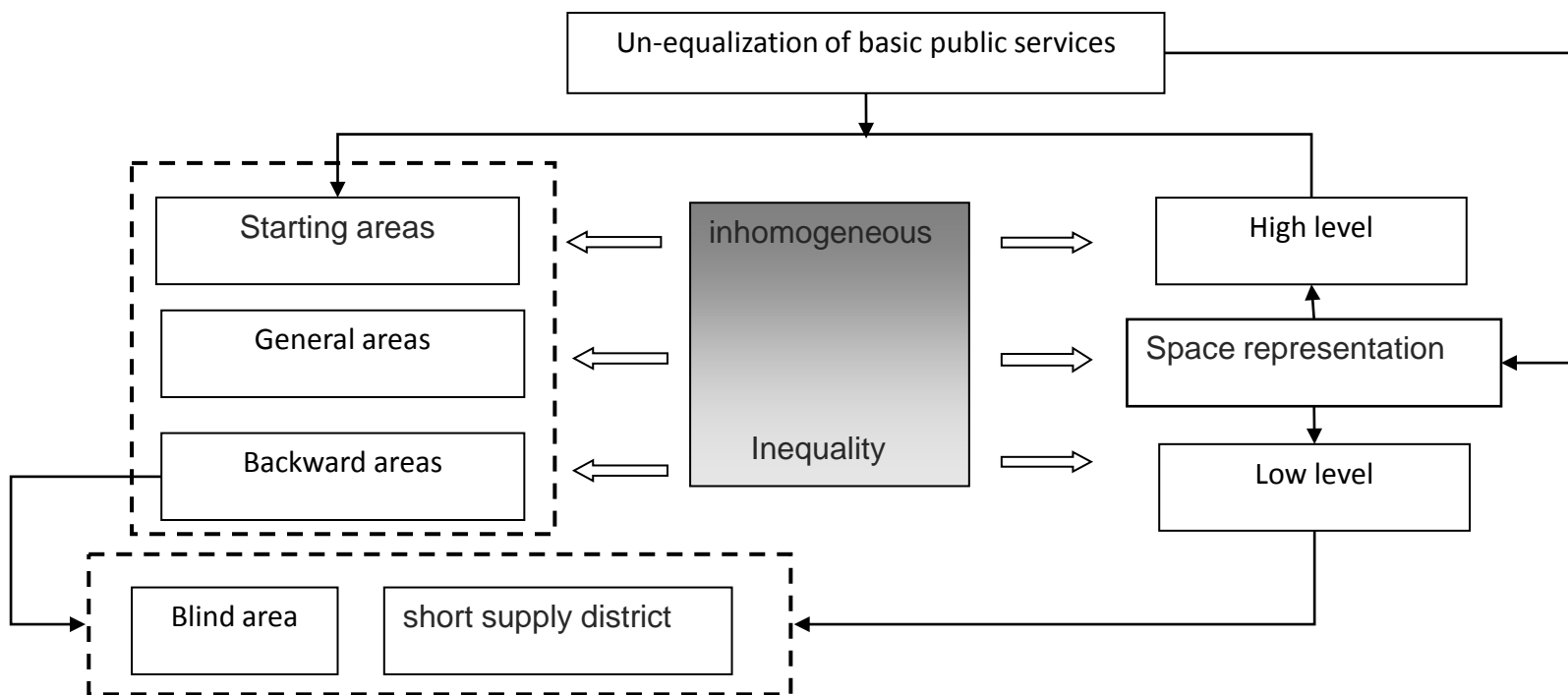
2

•2-basic public service un-equalization

•基本公共服务非均等化

□Space manifestation 空间表现

- ◆in the starting areas which have a good historical develop condition, there is relative service quality heterogeneity caused by high level competition;
- ◆in the transition region, resource wasting and deficiency are exist due to lack of resources integration;
- ◆in the backward areas, there are a lot of blind and short supply district.





**empirical
research**
实证研究

- 1. the present contradictions to basic public services in Nanjing
 - 南京市基本公共服务非均等化现状
- 2 · Space un-equalization of basic public service in Nanjing
 - 南京市基本公共服务空间非均等化
- 3. Reasons and effects of basic public service un-equalization
 - 基本公共服务非均等化原因及影响

1

- 1.the present contradictions to basic public services in Nanjing

- 南京市基本公共服务非均等化现状

□The basic public service resource integration is still do not reach the designated position, resource competition and waste are both exist

基本公共服务资源整合仍不到位，资源竞争与浪费并存

◆资源整合主要偏重在乡村地区，缺乏对于城市核心地区资源配置的优化，使得这些地区优质资源的争夺现象不断加强

◆the integration of resources is mainly in rural areas, lacking the optimization of resource allocation in the urban core areas which caused continuously intensified fighting for excellent resources.

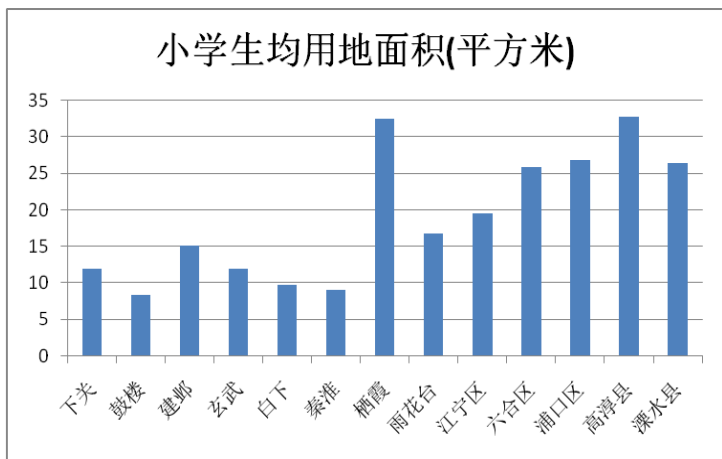
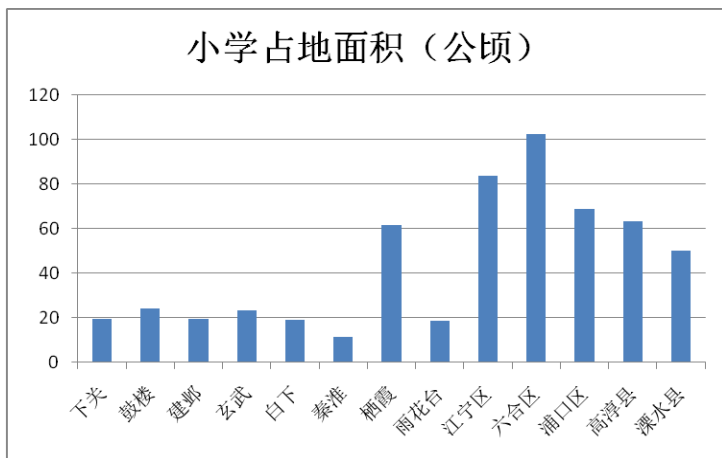
◆乡村地区设施的设置并没有依照实际的使用情况进行调整，随着人口的流出以及本地区居民原有观念的影响，设施空置率较高，使用效率低下，资源的浪费现象严重。

◆in some fringe rural areas, the education facilities were not regulated according to the actual situation. With the influence of population outflow and the original ideal of residents in these rural areas, facilities were always with a high vacancy rate, low use efficiency and a waste of resources.

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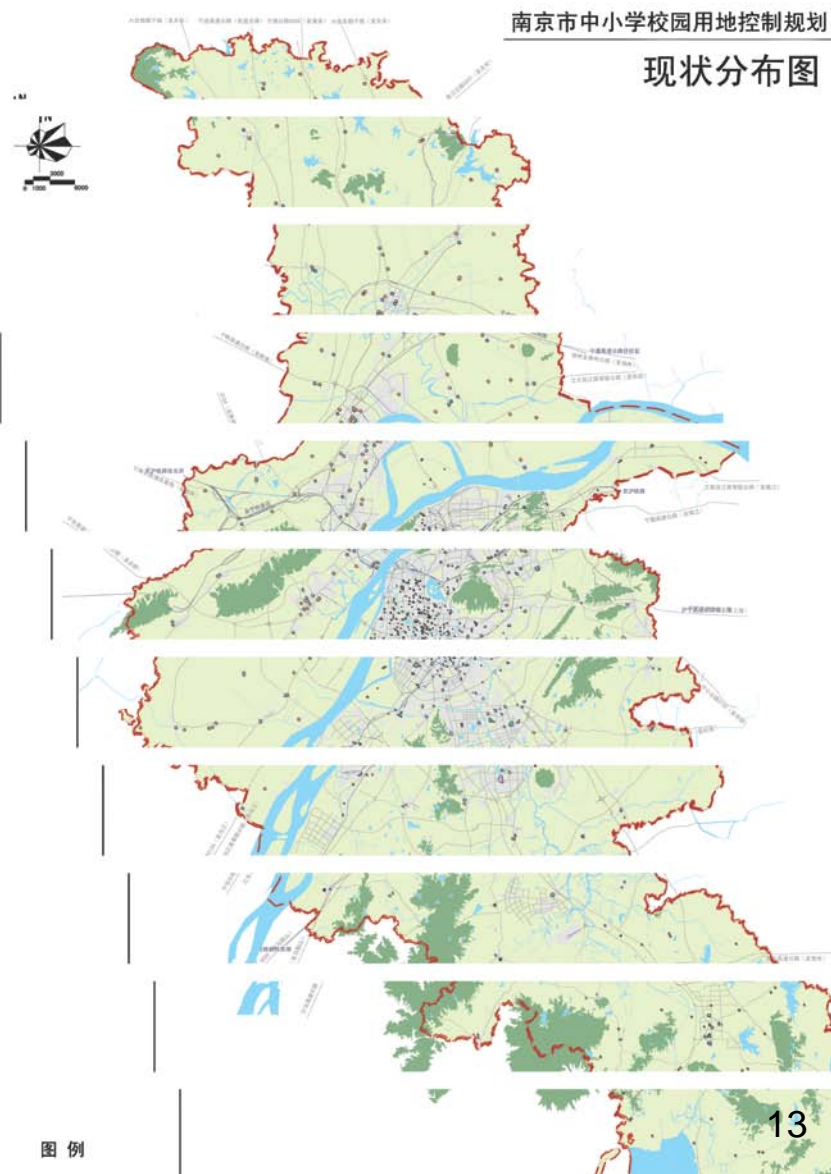
1.the present contradictions to basic public services in Nanjing

南京市基本公共服务非均等化现状



elementary school areas in different districts of nanjing

Source "Nanjing education facilities layout planning"



1

1.the present contradictions to basic public services in Nanjing

•南京市基本公共服务非均等化现状

□The investment of basic public services are not enough, the main body of Investment and construction is not clear

基本公共服务财政投入不足，投资与建设主体不明确

◆2008年苏南各市的地方财政一般预算支出中南京市的教育预算支出比例为14.4%，排名第四，仅高于苏州市（13.9%）；医疗卫生预算支出比例为5.1%，低于常州市，排名第二。

◆In 2008, the education budget expenditure in local financial budget of South Jiangsu in Nanjing was 14.4 percent, ranking fourth, only higher than Suzhou (13.9%), Health budget expenditure was 5.1 per cent, lower than Changzhou (5.2%), and ranking second.

◆大型设施——基层社区公共服务

◆large infrastructure's construction **VS**

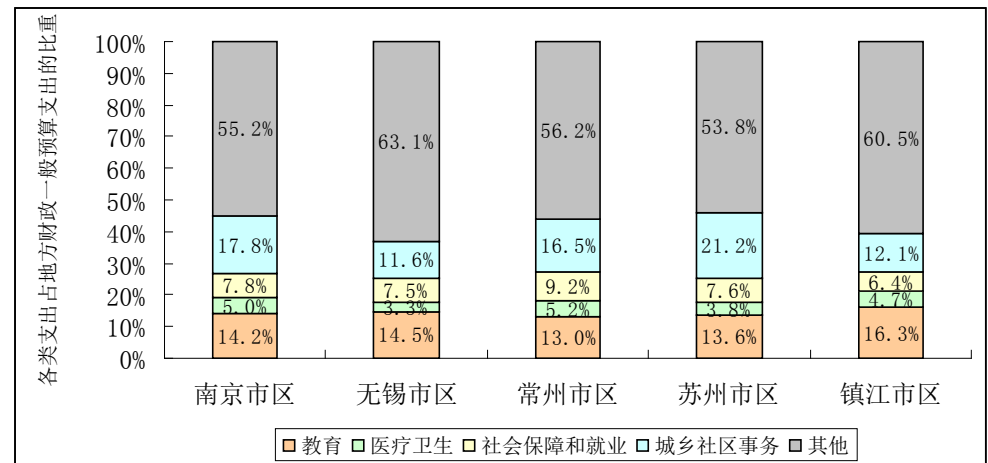
the basic community public service

◆硬件设施的投资与建设主体混乱

◆the main body of hardware facilities'

investment and construction was

confused



1

•1.the present contradictions to basic public services in Nanjing

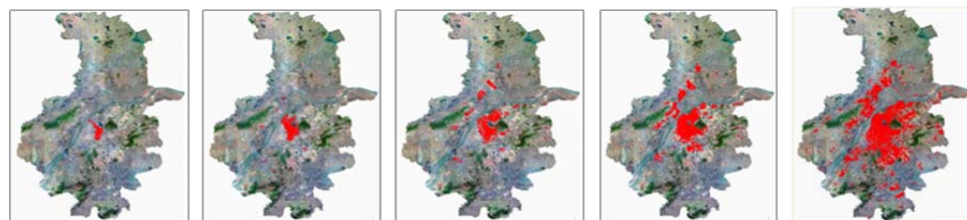
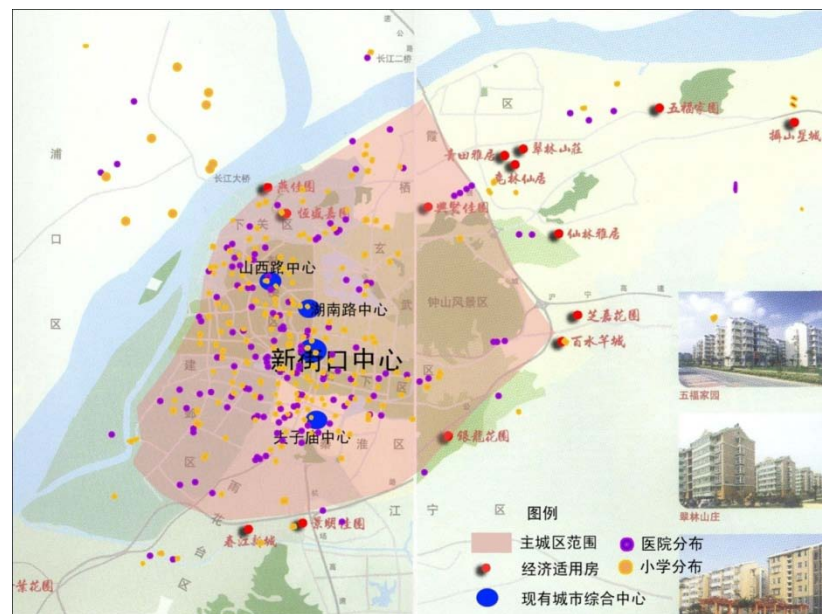
•南京市基本公共服务非均等化现状

□The basic public services supporting rate is far behind the speed of urban sprawl

基本公共服务设施的配套速率远远落后于城市扩张的速度

◆从保障性住房的建设来看，截止2006年底建成的15个经济适用房小区中仅有3个位于主城区范围内，其余都位于绕城公路之外，并且规划的其他保障性小区也多分布在绕城公路两侧。

◆From the perspective of affordable housing construction, by the end of 2006, there were only 3 economies applicable room areas within the city out of the 15 ones, all the others located outside the belt highway, and most of other indemnificatory housing planning plots were in the belt highway side as well.



1947年

1980年

1990年

2000年

2007年

1

- 1. the present contradictions to basic public services in Nanjing

- 南京市基本公共服务非均等化现状

□ Equalization of basic public services are lack of related policies

ensuring, Supervision and management

基本公共服务均等化缺乏相关的政策保障与监督管理

Firstly, the basic public services of public fiscal expenditure are short of rigid policy support;

Secondly, the property ownership and authority of basic public services management are dislocated, hard to ensure local government institutions and the basic public service function's construction and management;

Thirdly, most of the safeguard measures are residents based , voluntary based and expand coverage of the community by the government and community, exist sudden situations of security disputes;

Fourthly, the prime target of the changing policy are still mainly of urban citizens who have steady income.

2

•2 · Space un-equalization of basic public service in Nanjing

•南京市基本公共服务空间非均等化

□Generally, hardware facilities involve based education, health, culture-sports facilities and related security facilities.

Considering the complicated style and investment subject of culture- sports and safeguard facilities, this paper mainly choose **education facilities and medical facilities** for research.

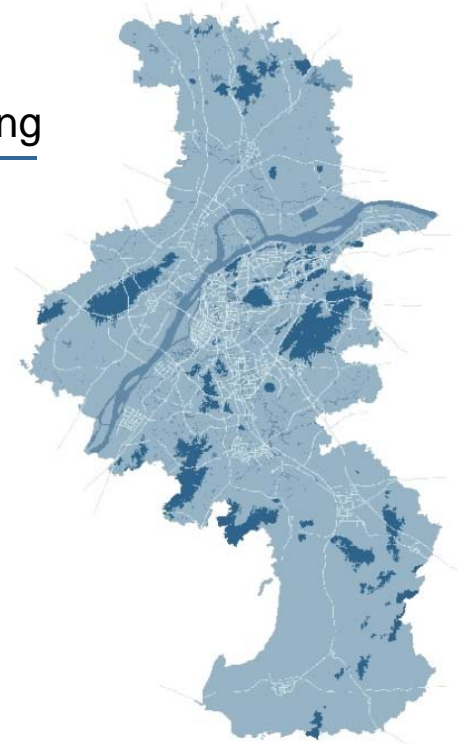
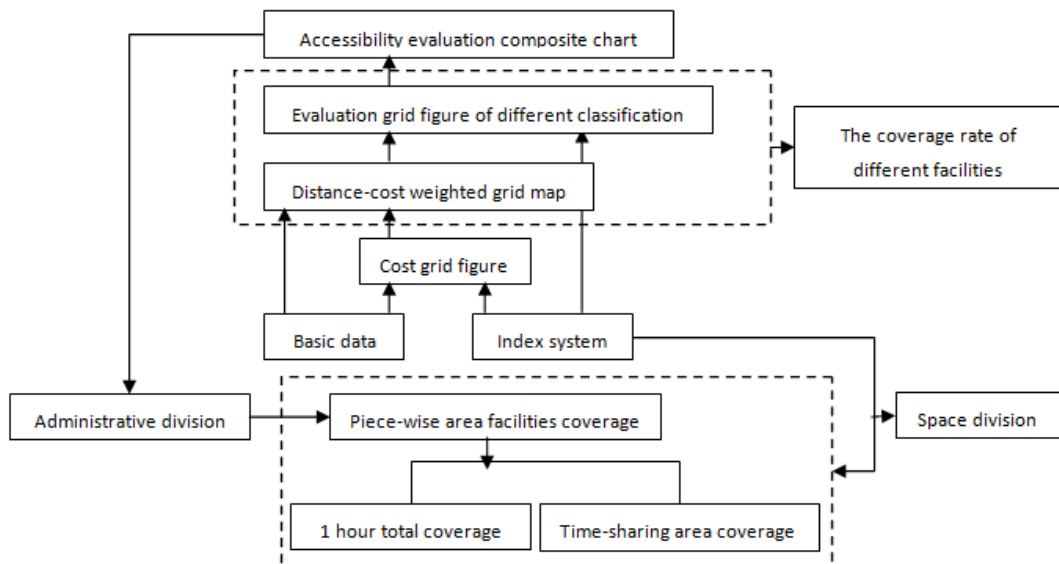
◆一般来说涉及到硬件设施的基本公共服务包括基础教育、医疗、文化体育设施以及相关保障设施的建设。考虑到文体设施与保障类设施种类繁多，且投资主体多样，因此在文中主要选择教育设施和医疗设施进行研究。



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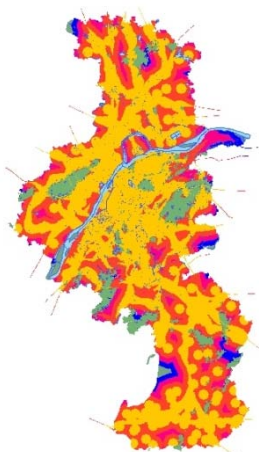
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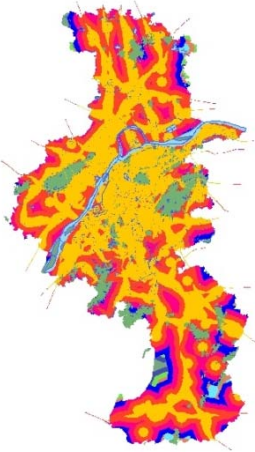


教育设施时间可达性

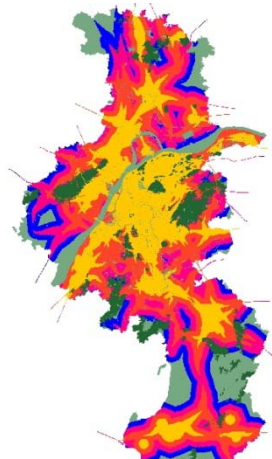
医疗设施时间可达性



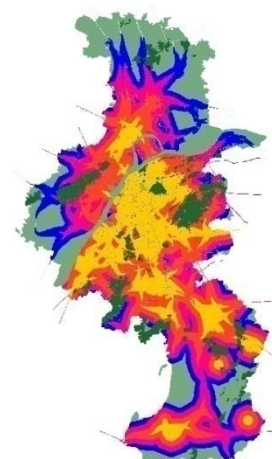
小学



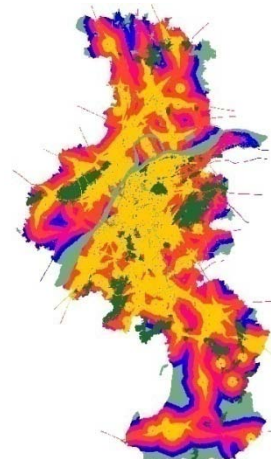
中学



医院



服务中心



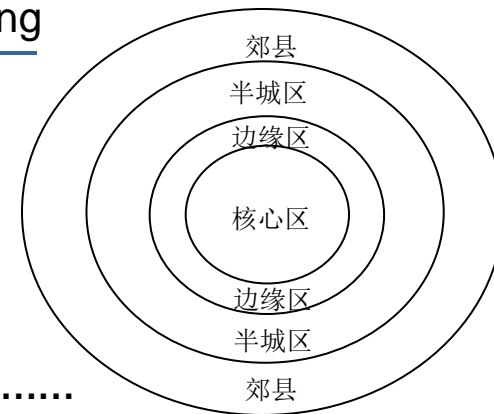
服务站

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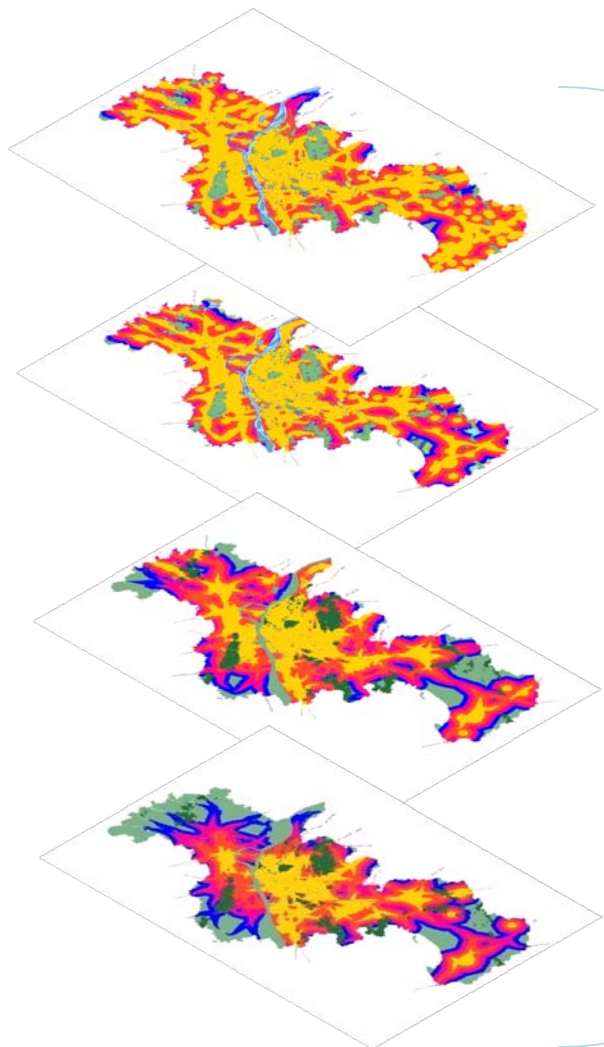
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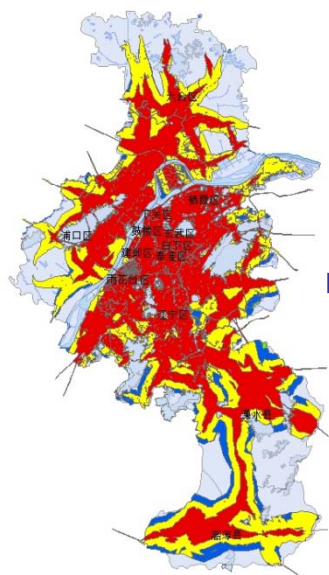
Accessibility
 population of unit area service
 problem of different district
 development
 economic development level.....



core zone	Xuanwu, Gulou, Baxia, Xiaguan, Jianye
marginal zone	Yuhuatai, Qinhuai
half city zone	Qxiaqu, Jiangning, Liuhe, Pukou
Suburban county	Lishui, Gaochun



elements accessibility composite chart



Accessibility partition of higher rate

3

•3·Reasons and effects of basic public service un-equalization

•基本公共服务非均等化原因及影响

□the division of government departments is too complex, and there's buck-passing rather than effective interflow or cooperation between subjects, which gave rise to a waste of basic Public service resource, and competition than cooperation, which turn into significant barrier of the advance process of basic public service equalization.

◆首先，政府横纵向条块划分过于复杂，供给主体不清，各主体之间相互推诿并缺乏有效的交流与协调，造成了基本公共服务资源浪费，竞争大于合作，成为均等化推进过程中的重大障碍

□Secondly, comparing to moderately developed countries, the government financial input is obviously insufficient, meanwhile the mode of “financial power up, executive power down” between the higher and lower governments aggravate the unequal distribution of fund, so the isolation of financial power and executive power indirectly cause lower efficiency of fond use.

◆第二，与国外中等发达国家相比，基本公共服务的政府财政投入资金明显不足，同时上下级政府之间“财权上收、事权下放”的模式又加剧了资金的分配不均，财权与事权的分离间接的造成了较低的资金使用效率；

□Thirdly, to planning departments, though the concept of basic public service is frequently mentioned currently, there's no standard criterion to classify basic public service in different places, and there's no integrated basic public service system that cover urban and rural, the gap between basic public service of those two had widened gradually.

◆第三，针对规划建设部门来说，虽然基本公共服务的概念在历年来的发展中被频繁的提及，但是各个地区对与基本公共服务的种类没有统一的标准，也缺乏一套涵盖城乡区域范围的综合的基本公共服务体系，城乡基本公共服务的差距逐步扩大。

□Fourthly, besides the role of government, the power of social organization of basic public service has not work effectively yet, and was often enslaved to all kinds of service doorsill and rules, so is unable to do what is supposed to do.

◆第四，除了政府的作用之外，基本公共服务社会组织力量的发挥还未能有效的带动，往往受制于各种服务门槛与规定，心有余而力不足。

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•3·Reasons and effects of basic public service un-equalization

•基本公共服务非均等化原因及影响

□ Meanwhile, vulnerable groups are still limited by various degrees in enjoying basic public service, which, together with prejudice from some public servants, may cause the un-equalization of basic public service between different groups.

◆ 弱势群体在享受基本公共服务的过程中仍旧受到不同程度的门槛限制，加之部分公共服务人员自己的偏见与歧视也造成了人群之间享受基本公共服务非均等的矛盾。

□ Besides, there's always lack of correlated laws or supervision in China, which make the un-equalization of basic public service more serious.

◆ 另外，我国在基本公共服务方面历来缺乏相关的政策法规与监督管理，又进一步加剧了基本公共服务非均等化的现象。

3

•3-Reasons and effects of basic public service un-equalization

•基本公共服务非均等化原因及影响

◆城市新空间活力的丧失

□**a vigor losing of urban new place**

◆对已建资源的浪费以及对原有资源的争夺与竞争

□**a waste of completed resource and scramble for original resource**

◆各别地区忽视自身的经济发展水平盲目的追求规模与质量

□**ignoring economic development level itself and blindly pursuing scale and quality**

◆提高了农民对于土地保障的依赖程度，阻碍了农村土地制度的改革

□**made the peasants more rely on land security**

□.....

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ART 4

**Summary
& advice**
小结与策略建议

1

• Summary and advice

• 小结与策略建议

社会稳定与协调
城乡统筹、区域协调发展

打造服务型政府

完善公共财政制度
提高公共服务质量

经济转型期扩大内需的重要推动力

◆ 强有力的法律保障、社会的多元参与
协调

powerful legal system and social
public participation

◆ 协调各个不同部门之间的职能
joint up different departments.

◆ 建立完善的需求表达机制
build a platform for communication
between citizens and the
government

◆ 效率与公平的协调
achieve a balance between
efficiency and justice.

◆在总体发展战略的指引下，建立核心区与非核心区不同的配套标准，在半城区即城乡混合区兼顾郊区和县发展的双重特点进行设施的空间配置，同时建立分类型的策略，基层基本公共服务设施以及部分特殊设施以可达性为主要原则，而非基层的基本公共服务设施构建均等化与集约化协调发展的模式。

□this article consider that different standard between core areas and non-core areas should be established in the overall development strategy.

□In the half-urban, namely, urban-rural mixed area, facilities should be allocated considering the development features of both rural areas and the country, at the same time set different sorts of tactics, according to which the principle of basic public service facilities in primary level and special facilities is accessibility, while basic public service facilities of higher level are established in the mode that coordinates equalization and intensification.



The end

Thank you !
谢谢