



积极助力中国老龄化社会治理水平提升 Improving Ageing Society Governance in China

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中国人口的快速老龄化

Rapid population ageing in China



- 2000年，我国60岁及以上老年人口比重超过10%（国际标准），开始进入人口老龄化社会

In 2000, population aged 60 and above accounted for more than 10% of the total in China. China entered an ageing society.

- 第七次全国人口普查数据（2020年11月1日零时），全国60岁以上老年人口达2.64亿人，占全国总人口的18.7%。65岁以上老年人口达1.9亿人，占全国人口的13.5%。

According to the seventh national census (November 1, 2020), the number of people aged 60 or above reached 264 million, accounting for 18.7% of the total. 190 million people aged 65 or above, accounting for 13.5% of the total.



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- 到2021年末，60岁及以上老年人口超过2.68亿人，占比达到18.9%；65岁以上人口占比14.2%。基本医疗保险覆盖13.6亿人，基本养老保险覆盖10.28亿人。人均预期寿命76.7岁（2017年）。

By the end of 2021, there were more than 268 million people aged 60 and above, accounting for 18.9% of the total, with people aged 65 and above accounting for 14.2% of the total. **Basic medical insurance covered 1.36 billion people and basic old-age insurance covered 1.028 billion people.** Life expectancy per capita was 76.7 years (2017).



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人口老龄化、人均预期寿命提升、受教育年限增加、劳动力结构变化

特点: 老龄人口基数大, 增速快, 分布地域广, 城乡差异明显, 未富先老等

Ageing population, rising life expectancy, increasing years of education, changing labor structure

Features: large amount of ageing population, fast growth rate, wide geographical distribution, large gaps between urban and rural areas, a society “getting old before getting rich”, etc.

学界一致认为, 人口老龄化是当今人类社会发展的常态。中国将不可逆转地跨入老龄化深化并长期持续的过程。

It is agreed in academia that **population ageing is the norm of social development today**. China will irreversibly experience the process of deepening and long-term ageing.



人口老龄化带来的社会问题和困境

Challenges and dilemmas arising from an ageing population

- 一是就业人口减少，人口红利逐渐消失。随着老年人口增多，出生人口减少，就业人口总体呈现下降趋势。带来投资、消费动力减弱，人口红利也相应减弱。

1. Employed population decreased and the demographic dividend gradually disappeared. As the elderly population increases and the birth population decreases, the employed population shows a downward trend, leading to weaker investment and consumption momentum, and the demographic dividend diminishes accordingly.

- 二是造成医疗、养老等资源紧张。老年人养老需求与医疗、养老资源分布不均衡的矛盾日益突出。城市、农村

2. Shortage of medical and care resources. The tension between the needs of the elderly for care and the uneven distribution of medical and care resources is becoming increasingly prominent. Uneven distribution between urban and rural areas



人口老龄化带来的社会问题和困境

Challenges and dilemmas arising from an ageing population

- 三是家庭承担养老功能弱化。传统的“养儿防老”观念正在发生改变。养老服务需求朝着多层次多元化方向发展，仅靠家庭往往不能满足。

3. Weakening role of family as care provider. The traditional mindset of "raising children for old age" is changing. The demand for elderly care services is multi-level and diverse, which is often not satisfied by the family alone.

政府对养老机构提供了有限补助，但没有建立起标准化的服务体系，基础设施和制度规章的适老化进程难以推进，执行措施也不具有可持续性和统一性，并缺乏有效的配套机制，不能从根本上解决老龄化治理问题，还耗费了大量行政成本。

The government provides limited subsidies to care providers, but no standardized service system has been established. The process of infrastructure and institutional regulations adapting to ageing population is hard to advance. Implementing measures are not sustainable and coherent, and there is a lack of effective supporting mechanisms, which can not only fundamentally solve problems in ageing governance and but generates a lot of administrative costs.

积极应对人口老龄化上升为国家战略

Active response to population ageing rose to the national strategy



- 1982年国务院批准成立中国老龄问题全国委员会；1995年更名为中国老龄协会；1999年中共中央、国务院批准成立全国老龄工作委员会，与中国老龄协会合署办公。

In 1982, the State Council approved the establishment of China National Committee on ageing; in 1995, it was renamed China Association on ageing; in 1999, the CPC Central Committee and the State Council approved the establishment of National Committee on Ageing, which was co-located with China Association on Ageing.

- 1996年首部《中华人民共和国老年人权益保障法》发布，并结合具体实践不断修订完善。

In 1996, The first *Law of the People's Republic of China on the Protection of the Rights and Interests of the Elderly* was issued, and has been continuously revised and improved in line with specific practices.

- 2019年11月，《十四五规划和二〇三五年远景目标的建议》提出，要实施积极应对人口老龄化的国家战略。

In November 2019, the *Proposals for the 14th Five-Year Plan and the 2035 Vision* proposed to implement a national strategy to actively respond to population ageing.



积极应对人口老龄化上升为国家战略

Active response to population ageing rose to the national strategy

- 2021年11月,《中共中央国务院关于加强新时代老龄工作的意见》正式发布,进一步指明了新时代老龄工作的方向。

In November 2021, the *Opinions of the State Council of the Central Committee of the Communist Party of China on Strengthening Ageing Work in the New Era* was officially released, further indicating the direction of ageing work in the new era.

老龄化社会治理是国家治理体系和治理能力现代化的重要组成部分,是涵盖多层次、多主体、多机制、多力量的重大公共问题。需要政府、市场和社会三个层面进行协同共治。要构建政府、市场、社会、家庭的多元共治体系,建设健康中国。

Ageing society governance is an important part of the modernization of national governance system and governance capacity, and is a major public issue covering multiple levels, subjects, mechanisms and stakeholders. It requires collaborative governance at levels of government, market and society. It is necessary to build a multi-faceted governance system of government, market, society and family to build a healthy China.



老龄化社会治理的协同共治（一）

Collaborative governance of ageing society (I)

政府是老龄化社会协同共治的重要主体：

Government is the key in collaborative governance of ageing society

- 首先，要推动相关规章制度的制定与完善。一是出台更具体的实施方案，提供规范性的政策文件作为执行的“抓手”；二是要加快现有管理体制的改革。要促进老龄化资源的跨地区自由流动，关键是推进各种证照的异地通用及异地结算进程，尤其是异地医疗结算和养老金领取等。

First, the government needs to promote the **development and improvement of rules and regulations**.

- 1) to introduce more specific implementation plans and provide regulations as the key for implementation;
- 2) to accelerate the reform of the existing governance system.

To promote the free flow of resources for ageing across regions, the key is to promote the process of common use of various licenses and settlement in different locations, especially for medical fee settlement and pension collection in different locations.



老龄化社会治理的协同共治（一）

Collaborative governance of ageing society (I)

- 其次，要统筹考虑城乡老龄化社会治理的现实差距。针对乡镇、农村老龄化程度加剧，年轻一代大量外流的现象，政府可以适当推行集中养老模式，并畅通机构与居民区之间的联系，减弱入住老人的社会割裂感和抵触情绪。同时继续推行乡村振兴战略，增强村镇对年轻一代的吸引力。

Secondly, the existing gap between urban and rural ageing social governance should be taken into account in an integrated manner.

In response to the increasing ageing of towns and rural areas and the out flow of younger generations, the government can implement a collective elderly care model and build connections between institutions and residential areas to diminish the sense of social fragmentation and resistance of the elderly residents.

Meanwhile, government should continue to promote the rural revitalization strategy to enhance the attractiveness of villages and towns to the younger generation.



老龄化社会治理的协同共治（二）

Collaborative governance of ageing society (II)

- 再次，明晰政府职责边界，积极构建以“居家养老为基础，社区养老为依托，机构养老为补充，医养康养结合”的养老服务体系。公办养老院发挥好保基本的作用。做好“长期护理保险制度”的试点和推行工作。

Thirdly, identify the boundaries of the government's responsibilities, and actively build an elderly care service system "based on home care, supported by community care, supplemented by care providers, and integrating medical care and health care".

Public nursing homes should play its good role in ensuring the basic needs. Pilots and implementation of the " long-term care insurance system " should be further enhanced.



老龄化社会治理的协同共治（二）

Collaborative governance of ageing society (II)

- 最后，从长远来看，需要明确老龄化社会治理的发展方向。随着新技术的发展，可以将新发展业态与智慧养老服务结合起来，实现养老市场中的需求与资源的高效对接。其他参与方也将随着智能化程度的提高，而提供更加精准的服务，如智慧医疗、智慧交通等。

Lastly, in the long run, the direction of ageing society needs to be clarified. With the development of new technologies, emerging industrial forms can be connected with smart care services to efficiently match demands and resources in market.

Other participants will also provide more accurate services, such as smart medical care and smart transportation, with more application of smart technologies.

老龄化社会治理的协同共治（三）

Collaborative governance of ageing society (III)



发挥市场在资源配置中的作用：

Play the role of market in resources allocation:

2019年，我国已经取消了养老机构的设立许可，这是养老服务业深化“放管服”改革的重要信号，也预示着养老市场的自主性提升是下一步的发展方向。一方面要依托大数据，提高各民营养老机构的运营效率；另一方面，要引导存量养老资源规模化、连锁化经营，实现规模效应。此外，还需要支持建立专业化的养老服务评估机构，作为制度安排中市场监督环节的重要组成部分，制定养老设施和养老服务的行业标准和国家标准。

In 2019, China has abolished the license for setting up care institutions, which is an important signal for deepening reforms to streamline the government, delegate power, and improve government services of the elderly care industry, and also indicates that the next priority is to enhance the autonomy of the elderly care market.

On the one hand, we need to rely on big data to improve the operational efficiency of private care providers; on the other hand, we need to encourage scale and chain operation of existing care providers to achieve the scale effect.

In addition, we need to support the establishment of professional evaluation agencies for care services as an important part of the market supervision, and to develop trade standards and national standards for care facilities and services.



老龄化社会治理的协同共治（四）

Collaborative governance of ageing society (IV)

积极发挥社会组织的作用：

Actively play the role of social organizations:

通过政府主导建立一批示范性的社会组织，帮助开拓养老服务市场。政府逐渐减少投入，与社会力量合作建立起一批自主性更强，耗费行政成本更低的社会组织。将政府身份从决策者转换为规范者、引导者和协调者。

Establish a number of government-led exemplary social organizations to develop the elderly care service market. The government gradually reduces its input and works with social partners to establish a number of social organizations that are more autonomous with less administrative costs. It is essential to shift the government's role from decision-maker to regulator, guide and coordinator.



老龄化社会治理的协同共治（四）

Collaborative governance of ageing society (IV)

重视社区和家庭的重要作用:

Value the role of community and family:

首先应鼓励社区提供一系列基本保障服务，包括上门维修、家政服务，并依托社区服务中心或卫生所的基本医疗等内容，为社区内老人的基本需求提供保障。

其次，需要引导其对接社会资源，提供基于市场价格的多样选择，满足老年群体的不同需求，也要对社区购买服务进行一定的价格补贴。

1. Communities should be encouraged to provide a range of basic protection services, including home repair and housekeeping services, and to rely on services such as basic medical care in community service centers or clinics to provide for the basic needs of the elderly in the community.
2. It needs to be guided to connect to social resources and provide a variety of options based on market prices to meet different needs of the elderly groups, and also to subsidize services purchased by the community.



老龄化社会治理的协同共治（四）

Collaborative governance of ageing society (IV)

第三，要在社区内闲置资源的改造利用上“开绿灯”，对社区内闲置的土地资源，允许社区通过合法程序建设新的基础服务设施和养老设施，推进各种基础设施和服务流程的适老化改造。

第四，重视社区内文化娱乐、体育健康活动的开展，为社区内老人提供适合不同身体状况的文体活动，将活动定期化，并充分利用周边学校资源，让学生参与到养老敬老活动中来，在培育学生的社区服务精神的同时，为老年人的生活注入新鲜活力，为老年人提供一定程度的精神慰藉。

3. Allow renovation of unused resources in the community. Allow the community to build new basic service facilities and elderly facilities based on unused land resources in the community through legal procedures, and adapt facilities and service for ageing population.
4. Attach importance to the development of cultural and recreational, sports and health activities in the community, provide the elderly with regular cultural and sports activities suitable for different physical conditions, and make full use of resources of surrounding schools to allow students to participate in services for the elderly, so as to cultivate the community service spirit of students while energizing lives of the elderly and providing them with comfort.

结语 Conclusion



不能将老龄化社会问题简单视作养老问题、健康问题。必须关注整个社会将面对的问题。如养老保障制度需要不断完善、老龄服务事业和产业有待发展、人口老龄化的知识普及等。

Issue emerging from an ageing society cannot be viewed simply as issues of elderly care or health care. **We must pay attention to problems that the whole society will face.**

For example, the old-age insurance system needs to be improved continuously, ageing services related work and industry need to be developed, and the knowledge of population ageing needs to be popularized.





结语 Conclusion

要结合各行各业的实际，鼓励试行弹性退休或延迟退休制度，充分发挥以经验和智慧为主的“老年人口红利”，同时要为老年人留出自身价值再实现的空间。充分结合基层治理，加强老年群体与社会之间的联系。

Considering actual situation of various industries, we should encourage the **pilot of flexible retirement or delayed retirement**, to give full play to the "elderly population dividend", which is based on experience and wisdom, while leaving room for the elderly to re-realize their values. We should strengthen the connection between the elderly and society, by fully engaging grassroots governance.

中国企联作为重要的社会组织、企业代表组织，要积极参与社会治理，引导企业切实履行社会责任，共同做好中国老龄化社会协同治理工作。

As an important social organization and representative organization of enterprises, **CEC should actively participate in social governance, guide enterprises to effectively fulfill their social responsibilities** and work together for the collaborative governance of China's ageing society.

A scenic landscape featuring rolling golden hills under a blue sky with scattered white clouds. A paved road winds through the center of the frame, flanked by wooden fences and tall grass. The text "感谢聆听!" and "Thank you!" is overlaid in the center.

感谢聆听!

Thank you!