以人民为中心，科学立法初见成效

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中国日报记者：曹音湖北襄阳报道

湖北省襄阳市高庄社区书记王遵义的日常工作之一就是拿着法律草案复印件挨家挨户走访居民，征求他们对草案和立法事务的意见建议。

过去六年里，高庄社区向全国人大常委会提出的建议超过百份。

老百姓可以如此直接向全国最高立法机关提出建议意见，要归功于全国人大常委会法工委“基层立法联系点”的设立。

“基层立法联系点是公众与立法者之间的桥梁。它的设立体现了立法依靠人民、为了人民，也是对习近平法治思想的遵循贯彻。”襄阳市人大常委会副主任杜军在接受中国日报记者采访时这样说道。

2020年11月召开的中央全面依法治国工作会议，确立了习近平法治思想在全面依法治国工作中的指导地位。作为习近平新时代中国特色社会主义思想的重要组成部分，习近平法治思想是全面依法治国的根本遵循和行动指南。

在中央全面依法治国工作会议上，习近平总书记强调，要坚持以人民为中心。全面依法治国最广泛、最深厚的基础是人民，推进全面依法治国的根本目的是依法保障人民权益，要坚持全面推进科学立法。

杜军说：“贯彻习近平法治思想于立法者而言，首先就是要打开立法之门、倾听百姓之声，做到科学立法，因为一部法律能否发挥作用，取决于它能否为人民服务、保障人民权益、规范人民行为。”

“此外，就一部法律草案充分征求基层各方意见，最后达成一致，也是全过程人民民主的体现。”杜军补充说道。

2015年7月，全国人大常委会法工委报经批准，将湖北省襄阳市人大常委会、甘肃省临洮县人大常委会、江西省景德镇市人大常委会、上海市虹桥街道办事处设立为首批基层立法联系点。

为更广泛、更全面地征求人民群众对立法工作的意见建议，襄阳市人大常委会又在全市范围内进一步设立了站点。王遵义所在的高庄社区有9100户居民和很多中小企业，并于2015年底成为了站点之一。

55岁的王遵义说：“以前，我觉得自己不可能和立法扯上关系，但这些年，我发现立法其实离老百姓不远。大家的困难、想法在家门口随时可以提，通过基层立法联系点反映上去，进而得以解决。”

2019年11月，王遵义邀请几位法律专家与社区居民一起就《中华人民共和国未成年人保护法》修订草案召开了一次研讨会。

王遵义拿出几叠写满了居民建议意见的文件，并告诉记者，这部法律草案征求意见时，居民十分踊跃。

“社区有很多家长、老师，他们对这部法律草案都很关注。毕竟，孩子的成长与每个家庭都息息相关。”王遵义说，“当时大家的建议普遍集中在呼吁校方加大力度、采取措施避免校园欺凌。”

2020年10月，《中华人民共和国未成年人保护法》修订案经十三届全国人大常委会第22次会议表决通过，于2021年6月1日施行。新修订的法律明确规定：学校应当建立学生欺凌防控工作制度，对学生欺凌行为应当立即制止，通知实施欺凌和被欺凌未成年学生的父母或者其他监护人参与欺凌行为的认定和处理，并对相关未成年学生及时给予心理辅导。

谈到这部修订后的法律，王遵义成就感满满。

他指着与校园欺凌相关的条款，对记者说：“这就说明立法者重视我们老百姓的建议，听见了我们的声音。”

据他介绍，自2016年底至2021年4月，高庄社区共对35部国家级法律草案提出了超过140条建议。

**“精准”征集**

襄阳市人大常委会法工委主任何爱群表示，每部法律草案的建议征集都是经过深思熟虑的，并非漫无目的。

例如，《中华人民共和国民法典婚姻家庭编》草案征求意见时，法工委就选择了高庄社区。“因为草案的内容就是老百姓关心的家事。他们对此有很多好的想法、建议，他们也乐于把这些与我们分享。”何爱群说。

2021年4月，当《中华人民共和国野生动物保护法》修订草案开始征求意见时，何爱群和同事们就没再去高庄社区，而是选择前往襄阳市南漳县和市野生动物保护中心进行调研，并组织座谈。

襄阳市自然资源和规划局调研员魏正才就参与了这次调研和座谈会。在与襄阳市人大常委会基层立法联系点工作人员讨论的过程中，他建议法律草案增设一款，即允许地方政府就野生动物致害设立补偿制度。

“之所以提出该建议，正由于我工作中碰到的‘两难’窘境。我发现一些农户在田地周围搭建铁丝围栏，询问中他们跟我抱怨，说这是不得以而为之，因为野猪常来糟蹋农作物。他们的本意就是想保护自己的农作物，并不是伤害野猪。”魏正才说。

“如果我们的法律只考虑保护野生动物，那农户可能会面临野生动物给他们带来的经济损失，甚至人身安全损害。”

因此，他建议全国人大常委会在修法过程中寻求一个平衡点，既要保护野生动物，也要保护这些农户的合法利益。

在他看来，精准征求意见十分必要。

“这有利于立法联系点的工作人员及时弄清执法中的问题，进而可以准确地向全国人大常委会法工委作出反馈。”

截至2021年4月，襄阳市人大常委会已设立17个基层意见收集站点，以便更广泛地收集立法建议。到目前为止，襄阳市共就58部国家级法律草案提出了超过1100条建议，其中149条被全国人大常委会采纳。

首批基层立法联系点初见成效后，全国人大常委会法工委又建立了包括中国政法大学在内的六个第二批基层立法联系点。

中国政法大学科研处处长栗峥表示，作为法律研究基地、法律智库，中国政法大学更注重提升立法建议的质量。

“毕竟，法律学者们的立法建议更专业，而且来自不同法学领域的观点碰撞也有利于立法进一步完善。”栗峥说。

“以基层立法联系点为平台，宪法、行政法、刑法学等领域的专家们可以就法律草案充分进行头脑风暴、意见交锋，他们的专业意见也是政法大学基层立法联系点的重要支撑。”他补充说道。（完）

英文原文

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| **NPC opinion solicitation program sees success** CAO YIN |

Carrying copies of draft laws from door to door and conducting interviews with residents to solicit their opinions on legislative affairs is one of Wang Zunyi's major tasks.
 Over the past six years, Wang－with residents of the Gaozhuang community that he heads in Xiangyang, Hubei province－has presented more than 100 suggestions to the Standing Committee of the National People's Congress, China's top legislature.
 Thanks to the establishment of a "grassroots legislation opinion collection station", an innovative move initiated by the NPC Standing Committee in July 2015, people like Wang can give their advice directly to the legislature.
 Du Jun, deputy director of the standing committee of the people's congress of Xiangyang, the city's legislative body, said this was a bridge between the public and lawmakers.
  "It shows that legislation comes from the people and is for the people, and it's an implementation of Xi Jinping Thought on the Rule of Law," he said.
  A key part of Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era, this was highlighted in November at a central conference in Beijing on work related to overall law-based governance.
  President Xi Jinping stressed that work on the rule of law should be people-centered, saying that the advancement of overall law-based governance is dependent on society. He also noted that the legislative process must ensure that people's demands and interests are prioritized.
  Du said: "What we should do first to reach the goal of making a law scientifically is to open the door to hear more voices. Whether a law can work depends on whether it can serve the people, protect their rights and regulate their behavior.
  "Gathering different opinions on a draft law from people from the grassroots level and various walks of life and finally reaching an agreement is a good reflection of Xi's remarks that China's democracy is a whole-process democracy."
  Along with Xiangyang, the NPC Standing Committee also designated the standing committees of legislatures in Lintao, Gansu province, Jingdezhen, Jiangxi province, and Hongqiao subdistrict of Shanghai to be among the first group of opinion collection stations.
  Wang's Gaozhuang community, home to about 9,100 residents and many small and medium-sized enterprises, was named by the standing committee of Xiangyang's legislature as one of its opinion collection stations in late 2015.
  "I thought legislation was something I could never be involved in But in recent years, I've been given the chance to speak out about my concerns at home, and I hope lawmakers will resolve the problems," said Wang, 55.
  In November 2019, Wang held a seminar with his colleagues in the community and a few legal professionals, at which they discussed a draft amendment to the Minors Protection Law.
  "Many parents and teachers were interested in the draft because children's development matters to every family," Wang said while showing several bunches of files containing their suggestions to China Daily. He added that most of the advice residents gave called for schools to strengthen measures to prevent bullying on campus.
  The NPC Standing Committee passed the Minors Protection Law last year after three reviews, and it took effect on June 1. The revised law clarifies that schools should take preventive measures to curb bullying and requires them to inform the offenders' parents or guardians in a timely manner and offer counseling for victims.
  Wang expressed his sense of fulfillment while talking about the amended law.
  "It means legislators attached importance to our suggestions. Our voices on legislative affairs are getting stronger," he said.
  From the end of 2016 to April this year, the community had provided more than 140 suggestions on 35 national-level laws, according to Wang.
  **Targeted collection**
  He Aiqun, director of the legislative affairs commission of the standing committee of Xiangyang's legislature, said soliciting opinions on legislation from the grassroots is done thoughtfully.
  For instance, suggestions on the then draft section on marriage and family in the Civil Code were collected in Gaozhuang, "as such content was something everyone could identify with, so most of the residents had something to share", he said.
  In addition, while gathering opinions on a draft amendment to the Wildlife Protection Law in April, He and his colleagues visited people living and working in the forests of Nanzhang county in Xiangyang as well as wildlife protection centers in the city, and they held seminars with relevant departments.
  Wei Zhengcai, an official from Xiangyang's natural resources conservation bureau, attended one of those seminars in April. He suggested legislators add a clause in the draft amendment to allow local governments to compensate villagers when their agricultural products are damaged by wild animals.
  "I made that suggestion because I heard frequent complaints from villagers who had trouble with wild boars eating or destroying watermelons, which created a dilemma for law enforcement because the animals are protected," Wei explained.
  "Some people built wire fences to keep the boars out of their fields, but the fences could harm the animals," he said. "If we just focus on wildlife protection, the villagers may face economic losses or even personal safety risks."
  He also suggested that the NPC Standing Committee seeks a balance between protecting wild animals and upholding the people's interests in its next version of the draft amendment.
  Such targeted collection is essential, he said.
  "It can help us figure out what grassroots law enforcement departments urgently need, and then we give accurate responses to the country's top legislature," he said.
  As of April, Xiangyang's legislature had selected 17 smaller collection stations to gain more opinions on legislation. So far, people in the city have provided more than 1,100 suggestions on 58 items of national-level legislation, and 149 of these have been accepted by the NPC Standing Committee.
  The NPC Standing Committee designated six other places, including the China University of Political Science and Law, as the second group of collection stations last year after finding success with the first group.
  Li Zheng, director of the university's Research Office, said his collection station concentrates more on improving the quality of legislative suggestions, "as some 500 law academics of the university are a think tank for legal research".
  "Their legislative views are more professional, and discussions among the experts from different fields will improve lawmaking," he said.
  "Many law professionals, such as those focusing on the Constitution, administrative laws and criminal laws, exchanged ideas several times, and their professionalism could provide major support for other suggestions collected from the grassroots," he said.
  CAO YIN in Xiangyang, Hubei