

转轨期农村改革与发展丛书

中国农村公共产品

供给体制改革研究

吴春梅 著

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著 者: 吴春梅

责任编辑: 李慧平

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jingjshb@sxskcb.com

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陈文科

激浪冲天春汛怒,奔雷动地早潮狂。

党的十一届三中全会召开,神州大地响起了改革春雷,从此东亚中国进入了一个大变革大转轨的历史时代。对这种大变革大转轨,我一直概括为双重转轨:一是从生产力发展层面看,指中国由世界上最大的发展中国家向全面小康的中等发达国家转轨,即走世界上所有发展中国家经济腾飞的共同之路;二是从生产关系变革层面看,指中国由传统计划经济体制向社会主义市场经济体制(改革初期曾称为“有计划的商品经济体制”)转轨,这是中国作为计划经济国家所特有的转轨。弹指30年过去,中国的大变革大转轨已取得了举世瞩目的巨大成功。其基本标志就是全国总体小康基本实现,社会主义市场经济体制初步建立。发展中大国的经济发展和经济体制双重转轨,是前无古人的伟大事业,新情况新问题也前所未有的。它给中国广大学者,尤其是经济学者提供用武之地,能以新的理论、新的思维阐释这个极为丰富极为广阔的转轨大世界。令人欣慰的是,吴春梅教授从农村公共产品供给体制改革角度参与了中国经济社会转轨进程中农村改革与发展问题研究的“大合唱”,并用她的最新著作交了一份较好的答卷。

吴春梅教授的著作《中国农村公共产品供给体制改革研究》,直接触及中国城乡二元结构下农村公共产品供给体制这一命题,并从理论基础和实际操作等各个层面作了全方位的分析。尤其是关于农村公共产品供给滞后的影响因素分析,农村公共产品供给体制框架和机制创新的设计,以及转型期我国农村公共产品供给体制的宏观政策,均有作者的独到见解。该著作的主要创新也可归纳为两点:其一,从中国由城

乡二元体制向城乡一元体制过渡的长期性和复杂性出发,针对农村经济社会转型所引致的阶段性结构失调或市场失灵现象,首次提出了“过渡性公共产品”概念,从理论上区分了农村社会性、生产性和过渡性三种类型公共产品,初步设计了转型期我国农村过渡性公共产品供给体系的基本框架,认为转型期我国农村过渡性公共产品供给需要过渡性的制度与政策保障。其二,重点探讨了转型期重构我国农村公共产品供给体制“三个转变”的基本思路。即:由重工轻农、重城轻乡的公共产品供给政策和城乡、工农分供分治的格局向城乡统筹的公共产品供给政策和城乡、工农协调发展的格局转变;由制度内供给不足和制度外不规范供给并存向建立较为完善的制度内农村基本公共产品供给体系转变;由政府垄断公共产品供给管理向政府与社会共同管理公共产品供给转变。

吴春梅的著作有三个特点:一是立足理论前沿和改革实践前沿问题,分析视角新颖。该选题直接触及新公共管理和新公共服务等前沿理论问题,亦是我国公共服务型政府建设、政府职能调整与机构改革、新农村建设实践中亟待解决的问题。二是规范分析与实证分析相结合,并用实证分析完善规范分析。作者对东、中部 839 户农户进行了入户问卷调查,重点剖析了粮食主产区农村生产性和社会性公共产品供给现状、各类公共产品供给满意度和供给优先序,分析不同收入水平、收入来源、经营方式的农户对各类公共产品供给满意度的差异性评价和对供给优先序的差异性需求,并以此作为农村公共产品供给体制重构的基础。三是以农村公共产品供给体制改革与重构为重点,以城乡发展战略转型为背景,以农村公共产品供给制度创新、供给体制改革和供给政策优化为主线,从而推动农村经济社会的协调发展。也正因如此,将其录入《转型期农村改革与发展丛书》,确属名至实归。

愿吴春梅的力作和丛书一道能给一切关心中国农村改革与发展的理论工作者和实际工作者有所帮助。

2008 年元旦于武昌东湖

(作者系湖北省社会科学院学术顾问、研究员、作者的博士生导师)

摘 要

我国刚刚步入工业化中期阶段,农村公共产品既存在供给不足问题,亦存在需求不足问题。由以重工轻农、重城抑乡为主要特征的倾斜发展战略向以工业反哺农业、城市支持农村为主要特征的城乡协调发展战略的转型,客观上要求重新调整农村公共产品供给体制改革的总体目标,加快推进城乡二元向城乡一元公共产品供给体制的转变,提高农村公共产品供给水平和供给效率,完善农村基本公共产品供给体系。在社会主义和谐社会和新农村建设进程中,农村公共产品供给体制改革问题,是理论界和实际部门关注的焦点。现阶段有关农村公共产品供给职责、供给主体、供给方式和供给效率等方面的实践探索,对我国农村公共产品供给体制的改革与重构起了重要推动作用。

本书共分八章。第一章和第二章是本书设计部分。在把握国内外相关研究动态的基础上,介绍了本书研究的背景意义、主要方法、基本框架、理论基础等内容。依据市场失灵与政府失灵理论、过渡社会行政模式、公共产品供给理论和转型期农村公共产品供给特点,引入了过渡性公共产品概念,区分并论证了转型期不同类型的农村公共产品供给。第三章和第四章主要研究我国农村公共产品供给现状、供给滞后的影响因素与改革思路。农户问卷调查、涉农干部问卷调查和国内相关调查表明,我国农村公共产品供给效率低下主要是由供给不足引起的。农村公共产品供给滞后的主要影响因素是长期实行的向非农产业倾斜战略和城乡二元公共产品供给制度,必须在城乡协调发展战略基础上进行改革。第五章和第六章主要研究转型期农村公共产品供给体制框架的重构和供给机制的创新。从体制重构目标、政府与市场关系、效率与公平关系和中央与地方关系等角度研究转型期农村公共产品供给体制框架的重构。从农村公共产品供给主体多元化、供给方式多元化、筹资渠道

多元化、运行机制和运行模式创新等角度提出转型期农村公共产品供给机制创新的总体思路。第七章和第八章是对策与结论部分。在实证与规范分析相结合的基础上,探讨了农村公共产品供给体制改革深化的政策取向和体制框架重构的重点。最后提出了研究结论和研究展望。

本书主要运用了实证研究方法和规范分析方法。本研究中,先后进行了3次共1121份问卷调查。在农村公共产品供给问题农户问卷调查中,以能代表本地区粮食主产区整体情况为原则,选取了山东、山西、江苏、江西、湖北、河南、天津7省(市)34个村庄为调查点;以能代表本村整体情况为原则,每个调查村选取20~50户农户进行调查,回收有效问卷839份。调查目的是了解东、中部粮食主产区农村生产性和社会性公共产品供给现状、农户满意度和基于农户需求的公共产品供给优先序。采用SPSS13.0软件对有效问卷进行统计分析。此外,对中部湖北、湖南、江西等6省82名农村涉农干部进行了有关农村公共产品供给优先序等问题的问卷调查,对山东省苍山县部分政府部门、官员和农户进行了有关政府公共产品供给行为模式的访谈调查,对苍山县200户农户进行了有关政府公共产品供给行为评价的问卷调查。运用规范分析等方法,探讨了农村公共产品供给滞后的影响因素与改革思路,设计了转型期农村公共产品供给体制重构的框架和供给机制创新的总体思路。

主要研究结论有四:①我国农村公共产品供给体制改革必须以城乡发展战略转型为基础前提。工业化初期实施的向非农产业倾斜的战略以及与之配套的公共产品供给制度是导致当前农村公共产品供给滞后的根源,亟须在城乡发展战略转型和公共产品供给制度由城乡二元逐渐向城乡一元转变的基础上,改革和重构农村公共产品供给体制。体制改革与重构的中近期目标是实现基本公共产品供给的均等化,充分发挥公共产品供给在缩小城乡居民个人收入差距和促进城乡均衡发展中的作用;长期目标或最终目标是,建立城乡一元的社会性公共产品供给体制和工业反哺农业的生产性公共产品供给体制。②从整体上看,现阶段我国已开始有能力来逐步实现基本公共产品的均等化和缩小城乡公共产品供给差距,但尚不具备与农村公共产品实际需求相适应的供给能力,表明近期面向农村居民尤其是落后地区农村居民的公共产品

供给仍将是较低水平的,农村公共产品供给短缺也会维持相当一段时间。③转型期我国部分农村公共产品供给具有过渡性特征,农村公共产品供给体制的改革与重构,需要政府提供配套的过渡性制度或政策保障,提高应付农村经济社会持续变迁和化解转型冲突的能力,以减缓农村公共产品供需间的阶段性和结构性矛盾。农村公共产品供给体制中的各级政府间财权事权划分会呈现出明显的过渡性特征。公共产品城乡二元供给体制转换与基本公共产品的城乡一元化供给进程亦具有明显的过渡性特征。④在政府与市场关系上,必须在确保政府供给职责的前提下稳步推进农村公共产品的市场化改革。在农村公共产品供给体制转型前期,由于政府长期供给缺位或不到位的影响,社会关注的焦点是农村基本公共产品供给中的政府责任落实;而在转型后期,随着政府责任的逐渐落实,社会关注的焦点将是统筹城乡公共产品供给体系、农村公共产品的供给水平、质量和效率等。

本书的创新点主要表现在以下三方面:①通过对东部和中部 839 户农户的入户问卷调查,重点剖析了粮食主产区农村生产性和社会性公共产品供给现状、各类公共产品供给满意度和供给优先序,分析不同收入水平、收入来源、经营方式的农户对各类公共产品供给满意度的差异性评价和对供给优先序的差异性需求,相关研究具有原创性。②重点探讨了转型期中国农村公共产品供给体制改革与重构的基本思路,即:由重工轻农、重城轻乡的公共产品供给政策和城乡、工农分供分治格局向城乡统筹的公共产品供给政策和城乡协调发展的格局转变;由制度内供给不足和制度外不规范供给并存向建立较为完善的制度内农村基本公共产品供给体系转变;由政府垄断公共产品供给管理向政府与社会共同管理公共产品供给转变。③针对农村经济社会转型所引致的阶段性的结构性失调或市场失灵现象,首次提出了“过渡性公共产品”概念,从理论上区分了农村社会性和生产性公共产品两种类型。认为转型期我国农村过渡性公共产品供给需要过渡性的制度与政策保障,并对农村过渡性公共产品供给体系进行了初步探讨。

ABSTRACT

Our country has just stepped into the intermediate stage of industrialization, while supply deficiency and demand deficiency both exist in rural public goods. It has transformed the unbalanced development strategy with main characteristics of stressing the industry while ignoring the agriculture, stressing the urban areas while ignoring the rural areas into the urban-rural coordinated development strategy with main characteristics of compensating the agriculture by the industry, and supporting the rural areas with the urban areas, so it objectively requires readjusting the overall goal of rural public goods supply system reformation, rapidly promotes transformation from the urban-rural dualization public goods supply system to the urban-rural unification system, improves the rural public goods supply quality and efficiency, and then perfects basic rural public product supply system. In the process of constructing the harmonious society of socialism and the new rural reconstruction, the rural public goods supply system reformation becomes a focus by the academia and the actual department. Present practice exploration related to rural public goods supply responsibility, supply main body, supply method and supply efficiency, greatly promotes the rural public goods supply system reformation and construction.

This paper includes eight chapters. Chapter One and Two are design parts of this dissertation, which on the basis of related research progress home and abroad introduces the background, significance, main methods, basic structure, theory foundation, etc. According to Market Failure and Government Failure theory, Transitional Society Administrative Pattern,

Public Goods Supply Theory and the rural public goods supply characteristics, it introduces a transitional public goods concept, and distinguishes the different types of rural public goods in transitional period. Chapter Three and Four mainly research on current situation of rural public goods in China, the rural public goods supply's lag influence factors and innovation thought. The result from peasant questionnaire survey, agriculture-concerned personnel questionnaire survey and related home survey indicates that it is supply deficiency which mainly causes the low efficiency of the rural public goods supply in our country. The main influence factors of the rural public goods supply's lag are the strategy inclining to the non-agricultural industry implemented for a long term, and public product urban-rural dualization supply system, so it is necessary to take innovation under urban-rural areas' coordination development strategy. Chapter Five and Six mainly research on the reconstruction of the rural public goods supply structure and innovation of supply system. It studies the reconstruction of the rural public goods supply structure in transitional period in view of system reconstruction goal, relationships between government and market, efficiency and justice, central government and local government; from rural public goods multi-supply, supply operating mechanism and operating pattern, it proposes and proves the overall thought of rural public goods supply mechanism innovation in China. Chapter Seven and Eight are countermeasures and conclusions. On the basis of empirical research and normative analysis, it discusses the policy orientation and the key point of system frame reconstruction in the rural public goods supply system reformation. Finally, it puts forward the conclusions and research prospects.

This paper mainly adopts both empirical research method and normative analysis method. Through the whole research of the dissertation, it continuously carried out total 1121 questionnaires for three times. In peasant household questionnaire about the rural public goods supply questions, it selects 34 villages from 7 provinces (city0 including Shandong, Shanxi,

Jiangsu, Jiangxi, Hubei, Henan as survey places which can stand for the whole condition of main crop-producing areas; it selects 20 ~ 50 peasant households from every village to carry on the investigation, and 839 valid questionnaires are collected, on the principle of standing for the village's whole condition. The survey target is to understand the current situation of rural sociality public goods, rural productive public goods in main crop-producing areas of east and middle areas, peasants' satisfaction, and rural public goods supply priority based on peasants' need. And it makes statistical analysis on the valid questionnaires by SPSS 13.0. Moreover, it does questionnaire survey about related rural public goods supply priority on 82 agriculture-concerned personnel from 6 provinces including Middle Hubei, Hunan, Jiangxi etc., interviewing survey about government public goods supply behavior pattern on partial government departments, officials and peasant households from Cangshan county, Shandong Province, and questionnaire survey about the government public goods supply behavior evaluation on 200 households peasant households Cangshan county. By normative analysis method, it discusses the rural public goods supply's lag influence factors and the reformation thought from the perspectives of strategy, institution and system, and designs the reconstruction frame of rural public goods supply system in transformational period from the overall goal of system construction.

There are four main research conclusions as follows: ①The rural public goods supply system reformation should take the urban-rural area developmental strategy reforming as foundation. The strategy inclining to the non-agricultural industry implemented in the initial industrialization period and its public goods supply system are the main causes for the current rural public goods supply lag, and it is of great necessity to reform and reconstruct rural public goods supply based on transformation from the urban-rural dualization to unification. The current goal of system reformation and reconstruction is to realize the equalization of basic public goods supply, full

exert public goods supply to reduce the urban and rural inhabitant income disparity, and promote the urban-rural area balanced development; The long-term goal or the ultimate goal is to establish a urban-rural unification public goods supply system and the productive public goods supply system with the industry compensating to the agriculture. ② In a whole, it is available for our country to gradually realize the basic public goods equalization at present and reduce the urban-rural area public goods supply disparity. However, it yet doesn't have the supply ability adapted with the actual demand of rural public goods, which indicates in the near future public product supply for the local rural inhabitant, especially in the backward areas, will be at a rather lower level, and the shortage of rural public goods supply will also maintain for a center time. ③ Partial rural public goods supply in our country has the transitional characteristics in the transformational period, and the rural public goods supply system reformation and reconstruction needs the government providing the necessary transitional institution or policy security, enhances the ability to deal with the rural economy society to sustainable vicissitude and well solve the reforming conflicts, slowing down the conflict between section and structure in the rural public goods supply demand. Every level of intergovernmental governance delimits in the rural public goods supply system will present the obvious transition characteristics. The transformation of public product urban-rural dualization supply system and the basic public goods urban-rural unification supply process also have the obvious transition characteristics. ④ In the relationship between government and market, it should steadily proceed marketization under the guarantee of the government supply responsibility. In earlier period of rural public goods supply system reformation, for the influence of the government's long-term supply vacancy or shortage, the society pays attention to the realization of the basic rural public goods supply government responsibility; while in the later reforming period, along with the gradual realization of the government's responsibility, the focus will shift to

the overall urban-rural public goods supply system, the rural public goods supply level, quality, efficiency and so on.

The innovation of this dissertation is shown in the following three aspects: ① Through residence questionnaire survey on 839 peasant households in east and middle areas, it emphasizes the current situation of rural sociality public goods, rural productiveness public goods in main crop-producing areas of east and middle areas, peasants' satisfaction, and rural public goods supply priority based on peasants' need, analyzes the peasant households' differential evaluation on various public goods supply satisfaction and differential demand of supply priority from different income levels, sources of income, and the operating modes, which is the author's original research. ② It discusses the China rural public goods supply system innovation in transitional period and basic thought of reconstruction, namely: transforming rural public goods supply policy stressing the industry while ignoring the agriculture, stressing the urban areas while ignoring the rural areas, and urban-rural and industry-agriculture split supply and governing pattern into the urban-rural coordinated development structure; diverting co-existing inner system supply deficiency and outer system nonstandard supply situation to establishing rather perfect rural basic public goods supply system; turning government-monopolized management to government and society co-management. ③ It proposes the concept of "transitional public goods" on the periodical structure maladjustment or market failure phenomenon caused by rural economy and society transform for the first time, which theoretically differentiates two-type public goods: rural society public goods and productive public goods, regards that it is of necessity to provide transitional system and policy guarantee for our country's rural public goods supply in rural transitional period, and furthermore, makes a preliminary probe into rural transitional public goods supply system.



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