

# 春秋战国时期 楚国官制研究

谭黎明 / 著



社会科学文献出版社  
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## 图书在版编目 ( CIP ) 数据

春秋战国时期楚国官制研究 / 谭黎明著. -- 北京 : 社会科学文献出版社, 2017.3

ISBN 978 - 7 - 5201 - 0361 - 9

I. ①春… II. ①谭… III. ①官制 - 研究 - 中国 - 楚国(? - 前 223) IV. ①D691.42

中国版本图书馆 CIP 数据核字(2017)第 031799 号

## 春秋战国时期楚国官制研究

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责任编辑 / 陈凤玲 关少华 郭锡超

出 版 / 社会科学文献出版社·经济与管理分社(010)59367226

地址: 北京市北三环中路甲 29 号院华龙大厦 邮编: 100029

网址: [www.ssap.com.cn](http://www.ssap.com.cn)

发 行 / 市场营销中心(010)59367081 59367018

印 装 / 三河市尚艺印装有限公司

规 格 / 开 本: 880mm × 1230mm 1/32

印 张: 10.25 字 数: 205 千字

版 次 / 2017 年 3 月第 1 版 2017 年 3 月第 1 次印刷

书 号 / ISBN 978 - 7 - 5201 - 0361 - 9

定 价 / 59.00 元

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## 摘 要

楚国历史悠久，是春秋战国时期南方的政治经济文化中心，是一个“地方五千里，持戟百万”的强国。它不仅有自己的文化，而且有自成体系的官制。楚国的官制最为完整，具有浓厚的地方特点。春秋战国时期楚国官制是史学研究中一个很有意义的课题。

第一，由于楚国官制比较完备，因此，研究楚国官制，对于认识楚国的典章制度的特点，认识楚国官制在先秦官制中的地位、作用及其对后代官制的影响是十分必要的。同时研究楚国官制，也是楚国政治制度史乃至先秦政治制度史研究中不可缺少的组成部分。

第二，楚国在中央实行令尹制。令尹是楚王的宰辅，一方面，令尹位尊权重，拥有政治、军事、司法和外交等大权，另一方面，他又受楚王的全面监督和严格控制，决不能仗其权力与楚王抗衡。楚国这种独特的官制，鲜明地体现出它集权政治的特点。这种集权政治与以后秦汉时期的中央集权政治相比，还只是一种雏形，但是它为以后封建社会中央集权政治制度的建立与巩固，开了先河。对于研究我国封建社会历史的发展，特别是研究后世君主集权



地位显赫的令尹为最尊贵。在百官中令尹的权力极大,《说苑·至公》云:“(令尹)执一国之柄。”<sup>①</sup>

令尹集政治、军事、司法和外交大权于一身。然而,令尹的一切职权以至本人的升黜任免,均受制于楚王。令尹的人选必须由楚王决定,令尹的任职还受楚王全面监督,如有贪枉失职,就要受到楚王的严厉制裁,决不能仗其权力与楚王抗衡。楚国这种独特的官制,鲜明地体现出楚国君主专制、中央集权政治的特点。

楚国中央政府中的军事职官除令尹外,还有司马(大司马)、左司马、右司马、左尹、右尹、柱国等。在楚国军队中楚王是最高军事统帅,其他任何人不论是令尹、司马、柱国还是县尹(公)都不能越过楚王随意调动军队进行军事活动。可见,军权的集中也体现出楚国君主专制、中央集权政治的特征。

楚国的中央职官还有司法职官司败、左尹和廷理,手工业职官工尹、蓝尹、连尹、陵尹、玉尹等,史官左史,宫廷教育职官师、保、傅等,此外还有乐官乐师、乐人和伶人,卜筮官等。这些中央职官都在楚王控制之下,他们与楚王一起共同打造了一个君主专制、中央集权的楚国统治集团。

## 二 楚国地方官制的设置

春秋战国时期,楚国在地方最早设置县,春秋时期

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<sup>①</sup> 向宗鲁:《说苑校证》,中华书局,1987,第359页。

楚国的县均设在边境，具有军事重镇性质，同时也具有地方行政组织萌芽的性质。设县后由楚王派遣县尹（公）对各县进行治理，并非世袭，这意味着中国古代地方官僚制度的萌芽。县尹（公）不实行世袭制，可见楚国县制具有中央集权的性质。到战国时期，楚国亦出现了“郡”，但是，这时期的郡，只是具有军事职能，联县为郡，组成郡一级军事组织，以增强军事实力，适应战争发展的需要，而不是地方行政组织。郡不统辖县的行政事务，没有形成郡、县相统的两级地方行政组织。

春秋战国时期，楚国在县以下普遍设立了地方基层行政机构，即里、社、州、乡。里、社、州、乡等作为国家权力的延伸，是此时楚国国家组织发展成熟的产物。里、社、州、乡的职官是地方基层行政机构的最高长官，他们担负着直接治民的重要职责。楚国的基层行政机构是与楚县相一致的中央集权统治的重要组成部分。

战国时期的楚国，从中央到地方都实行了加强中央集权的具体措施，楚王的权力大为加强，中央对地方的行政统辖更为严格。楚国中央集权的政治体制，进入战国时期逐渐走向成熟。然而战国时期，楚国境内还存在着大量的封君封邑。这些封君封邑是西周、春秋分封卿大夫的继续，但是和旧的封建诸侯、卿大夫的制度有着实质性的不同，尤其是从战国时期政治经济发展的总趋势来看，封君在国家政治、经济、军事等社会生活的各个方面所发挥的作用及其产生的历史影响日趋微弱。因此我们认为，战国时期楚国的封君制，是郡、县地方行



政组织形式的补充，不影响楚国加强中央集权。

### 三 春秋战国时期楚国职官的任用和奖惩

春秋战国时期，楚国的选官制度有自己的特点，即从中央到地方的主要职官，基本上出自王族血统，是王族血统范围内的任人唯贤。楚国政权在春秋初期曾掌握在若敖氏手中，春秋中期，又为王室公子所把持，战国时期又形成屈、景、昭联合执政的局面，楚国统治集团的人选无论怎样变换，总是出自楚国王族及其分支所形成的贵族。楚国政权为王室贵族所控制。依据宋公文先生统计，春秋战国时期楚国共有令尹 46 人，其中楚籍 42 人、外籍 4 人。在 42 名楚人中，已知出身的 39 人，无一例外，全部出自王族。其余出身不明的 3 人，也当为王子王孙或大宗分支的后裔。楚国选拔令尹是在王族血统范围内选贤任能，不搞世袭制，这种选拔方式虽然有宗法血缘色彩，但较之官传子孙的世官制，无疑是一个进步。令尹之外其他主要职官如司马以及地方的县尹（公）等也同令尹的选拔方法一样，都是按王族血统范围内任人唯贤的原则，择优录用。春秋战国时期楚国的选官制度，亦反映出楚国政治制度的基本特点，即楚国是一个中央集权的贵族政治体制的国家。

春秋战国时期楚国对各级职官的考核权掌握在楚王手中，楚王通过考核来任免和选拔职官，实际上控制了从中央到地方的人事权，这是楚国中央集权的贵族政治体制逐渐得到加强的一个重要标志。

春秋战国时期楚国对职官的奖惩，以考核为基础，考核的结果与奖惩相结合，按赏功罚过的原则，优者升、劣者免。奖励措施主要有赏爵、加禄等，处罚形式主要有贬爵、夺禄、降职等。

#### 四 春秋战国时期楚国官制的特色和影响

比较楚国与中原诸国政权体制可知，春秋时期，中原诸国王室衰微、政权下移、大夫专权，而楚国王室强大，中央集权的性质更加明显。楚国职官名称和爵制与中原诸国不同，但在职官分设上与中原诸国大致相似，也分为中央和地方两级。楚国经春秋历战国，宰辅名称一直称“令尹”，宰辅只设令尹一人。而中原诸国则不但名称与楚国不同，而且宰辅不止一人。另外，楚国与中原诸国宰辅的人选来源与选拔方式也不同。春秋战国时期楚国的最高行政长官一直是令尹，战国时期中原诸国皆设相、置将，楚国始终没有设相、置将，仍称令尹而不改。楚县的长官县尹（公）不世袭，楚县的设置加强了中央集权。

楚国的官制对当时的曾国、赵国、韩国等国的官制都有影响，甚至对后世秦末农民起义军的建制亦有影响。

春秋战国时期的楚国官制系统完整，无论是中央官制、地方官制，还是选官制度、奖惩原则，都充分体现出楚国君主专制的、中央集权的贵族政治体制的鲜明政治特点。



## Abstract

With a long time of history, Chu, which remained powerful state, was the southern center of politics, economy, and culture in Spring-Autumn and Warring periods. Except its own specific culture, Chu produced complete official institutions, which had densely local characteristics. Study on official systems is of significance in history research.

First, owing to the perfections, Chu country governing research plays a very important role on awareness of political regulations and its state in former Qin and affection to the following systems. Meanwhile it was an indispensable part on studying history of political rules in Chu and before Qin dynasty.

Second, Chu instituted "Lingyin" system in its central official regulations. As the King's prime minister, "Lingyin" not only took the power of politics, military, laws and diplomacy, but also was monitored and controlled seriously by King. Its specific official rules distinctly showed



the characters of authoritarian politics. Compared to the political centralization in Qin-Han periods, Chu's regulations were kind of embryonic form, but reclaimed for the political centralization setting and consoling of the following feudal society.

Third, Chu set counties in local regime, and it was the first country to set that institution. Although county rules were not perfect, they provided mode for the following dynasties' Jun-Xian. Just as Gu Jiegang said: "Chu county broke the governing rules for feudal society." (from *Counties in Spring-Autumn Period*) What's more, counties in Chu nation were used to control local authority. The Chu king could transfer the county magistrates, who were treated as officers. Therefore, county regulations made bases for autocratic monarchy and political centralization.

Fourth, from the source of county systems, Chu's governments had already built bureaucracy. In ancient time, China carried out distribution rules, which means that the king assigned lands and people to different subjects. The subjects of a feudal ruler put the hereditary system into practice. But duties of a county ruler were settled down clearly. During Spring-Autumn period, Chu didn't carry out distribution rules, but settled counties, transferring county rulers to run them. And the pay of them was rice, so we can see, Chu at least had the original bureaucracy. In a word,



the starting of county regulations symbolized the primitive bureaucrat government.

Fifth, all the officers from high rank to low one came from the royal family. This officer-choosing method made Chu form noble political system, which brought along conservatism and backward, in the end leading to Chu's extinction.

I have seen so far, domestic and foreign historians have not used the Marxism-Leninism's national theory to take the instruction, carried on the system with a systematic, detailed, scientific research and collation to the Spring and Autumn Period Warring States time Chu country government system. Moreover, along with the archaeology unearthed writing material unceasing appearance, unceasingly thorough along with the research content, many viewpoints of formerly studies of the Spring and Autumn Period Warring States time Chu country government system have to be recognized and reinspected. Given this, I decided to make this issue a more comprehensive, systematic and in-depth study.

## **I Settlement of central government**

During Spring-Autumn and Warring periods, Chu had initially formed relatively complete governing setup. Among so many government officials, "Lingyin", assisting Chu king, was most respected and celebrated, who kept the



powerful control. Like *Shuo Yuan • Zhi Gong* said:  
 “ (Lingyin) maintained the power of a country. ”

He was in charge of government affairs, military, judicature and diplomacy. However, Lingyin's authority and his own appointments and removals were controlled by the king, also the choice of Lingyin. The king monitored all-roundly Lingyin's working. If Lingyin did something wrong, he would be punished seriously. This specific governing system clearly presented Chu's characters of autocratic monarchy and political centralization.

Except Lingyin, there were Sima, Zuosima, Yousima, Zuoyin, Youyin, Zhuguo and so on in the central government. In the troops, Chu king, as the highest rank ruler, anyone else no matter Lingyin, Sima, Zhuguo or Xianyin (a county ruler) could not go beyond his authority, had the power of shifting the soldiers. So we can see, military concentration also showed Chu's characteristics of autocratic monarchy and political centralization.

Besides, Chu's central officials include justice officials Sibai, Zuoyin and Tingli, handicraft workers officials Gongyin, Lanyin, Lianyin, Lingyin, Yuyin, history official left historiographer, officials of education Shi, Bao, Fu and so on. In addition to musical officials, divination and other officials. These central officials were controlled under the Chu king, they have made an absolute



monarchy, the centralization Chu country central ruling clique together with the Chu king.

## **II Settlement of local government**

The Spring and Autumn Period Warring States time, Chu country in the local organs of state power, establishes the county system most early. After the settlement of counties, Chu king dispatched Xianyin to run each county. And the rank of county rulers was not hereditary, presenting Chu's county system being political centralization. Till Warring period, "Jun" appeared in Chu, but Jun only had military duty, not a local administrative organization.

Chu settled local primary organizations, such as Li, She, Zhou, Xiang. Li-She-Zhou-Xiang, as the extending of national power, assumed Chu's political grown-up. Their rulers shouldered the duty of administering people directly. During Warring period, Chu carried out particular measures in order to strengthen political concentration, so that the power of the king got stronger. But there still existed feudal separation, but they could not interfere with strengthening political centralization.

## **III Appointment and removal of officers**

From central organs to local ones, the officers were mostly from imperial kinsmen, which means Chu's authority



was controlled by royal family and nobles. According to the counting from Song Gongwen, there were 46 Xianyins, including 42 nobles, 4 from abroad. And among 42 Chu persons, 39, who were known where to come from, all were chose from nobles. Its officer-choosing regulations were kind of development comparing with before.

During Spring-Autumn and Warring periods, Chu king controlled the right of testing all the officials. The king made a decision about appointments or removals and choice according to the testing grades. In fact, Chu king was in charge of personal administration.

As for praising and punishing, it was also in base of testing, good officers would get promotion and bad ones removals.

#### **IV Characteristics and effects**

Experiencing from Spring-Autumn period to Warring period, the official systems remained steady in Chu. It only settled one premier called Lingyin and never changed. Meanwhile other central-plains countries settled more than one premier. Also chu's officers choosing was different from that of other countries. Official systems of Chu made great effects to Zeng, Zhao, Han and other countries, even affected the official settlement of peasant insurrectionary army at the end of Qin. Chu's official regulations of Spring-



Autumn and Warring periods, were systematic and complete, no matter central governing, local governing or officers choosing and praising-punishing ways, which fully presented clear characteristics of autocratic monarchy and political centralization.



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