

中国人民大学 中国社会发展 研究报告 2004 走向更加安全的社会



RESEARCH REPORTS ON CHINA SOCIAL DEVELOPMENT, 2004
BY RENMIN UNIVERSITY OF CHINA
MOVING TOWARDS A MORE SECURE SOCIETY

顾问 袁宝华 程天权
主编 郑杭生

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出版说明

我校 2003 年 3 月份出版的《中国人民大学社会发展研究报告 2002》、《中国人民大学经济发展研究报告 2002》和《中国人民大学中国人文社会发展研究报告 2002》，引起了社会各界和广大读者的广泛关注，产生了较大的社会影响，初步达到了“发挥我校人文社会科学门类相对齐全、重点研究基地和重点研究学科为数众多的优势，整合全校的科研力量，吸收校外的合作力量，对党和政府的社会、经济、文化决策起到应有的参考作用，为学界和广大读者提供一份重要的人文社会科学研究成果”的预期目的。这次出版的《报告 2004》（本应为《报告 2003》，从今年开始，我们采纳一些读者的建议，将报告题名中的年度标识确定为出版年度），是我们在总结过去经验的基础上，贯彻党的十六届三中全会精神和党中央关于《进一步繁荣发展哲学社会科学的意见》的精神，精心组织，博采众长，集思广益而推出的最新研究成果。

各报告由编委会负责审定选题、整体框架、主要内容和编写体例，组织有关专家召开研讨会，审核写作提纲。各报告实行主编负责制，主编由校学术委员会主任、秘书长会议确定，学校聘任；主编聘请副主编或执行副主编。各报告根据主题，聘请相关部门的领导和知名学者分别担任顾问。

与过去一样，各报告的编写在定位上，力求以创造性、权威性、针对



性、预见性的成果，为党和国家的决策提供科学参考，给广大读者以新的启迪；在研究思路与方法上，以调查研究为基础，强化问题意识，有的放矢，同时，不求面面俱到，而是力求精、力求有所突破；在研究内容上，既强调连续性，又体现与时俱进，深入研究我国现代化建设中的新的重大理论和实际问题，努力反映我国社会、经济和人文社会科学发展的新变化、新趋势、新特点。

2003年是极不平凡的一年。在这一年里，国家经济和社会发展中出现了许多重大事件。特别是在抗击 SARS 的过程中，人文社会科学工作者与全国人民一道在经受严峻考验的同时，也面对着许多新的复杂的课题。尽管参加编写报告的大多是学术造诣较高的学者，且都对执笔的内容进行了潜心研究，但要很准确地分析和科学地把握当前复杂的社会现象，揭示其中的规律，显然不是一件很容易的事情。加上写作与出版周期较短及研究水平的局限，报告中的不足或易引起争议的地方在所难免。欢迎专家和学者批评指正。

中国人民大学发展研究报告编委会

2004年3月3日



Abstract

The year of 2003 has just passed, and various risks and disasters of the year still remain fresh in people's memory. Besides the crisis of SARS occurring in early 2003, serious mining accidents in Luling, Anhui and Anyang, Henan, and the great bloods along Huaihe River Valley, in the middle of the same year, right at the end of 2003 and the beginning of 2004, the extraordinarily serious gas well burst taking place in Kaixian, Chongqing on December 23, 2003, has killed hundreds of people, and fowl flu that is worded as "more deadly than" SARS by WHO officials in their warnings, has been discovered in a number of provinces. After all these risks, people have indeed realized that our society is experiencing a phase with great risks.

The report of the 16th National Congress of the Communist Party of China pointed out that through the common efforts of the whole Party and people of all nationalities, the Chinese people have generally begun to lead a well-off life at the turn of the century. This kind of well-off life at a low level, however, is still not all-inclusive, with unbalanced development. It is in effect a well-off life full of potential risks. On the one hand, progress of productive forces is limited, and on the other, structural contradiction still ex-



ists in many spheres; the dual structure in urban and rural remains unchanged; tendency of increasing regional differences has not been corrected; population of poverty takes up a high percentage; the number of total population continues rising; proportion of the aged population is growing; pressure of employment and social security is building up; the contradiction between ecological environment, natural resources and economic and social development becomes more and more penetrating; there are problems not to be ignored in fields such as strengthening democracy and the legal system, and improving ideological and ethical quality; the country stays in an considerably unfavorable position in the process of globalization; etc.

It is on this basis that the report of the 16th National Congress of the Communist Party of China put forward the objective to build a well-off society in an all-round way. It called on us to further develop the economy, improve democracy, advance science and education, enrich culture, foster social harmony and upgrade the texture of life for the people in the first two decades of the 21st century. Specifically, we will markedly enhance China's overall national strength and international competitive power, gradually correct the tendency of increasing differences between workers and farmers, town and country, and regions, improve social security system, guarantee adequate employment, generally increase citizens' private properties, keep a good social order, remarkably upgrade the ideological and ethical quality, scientific and cultural quality, and healthy quality of the whole nation, keep increasing the capability of sustainable social development, better ecological environment, and considerably raise the efficiency in utilizing resources.

If examined from the angle of social security, to build a well-off society in an all-round way essentially means making every effort to avoid all kinds of possible risks, relieving social structural contradiction, promoting interpersonal harmony, harmony between the individual and society, and harmony between man and nature. In essence, the future well-off society is one that is more secure and this is true either for the individual life or for the whole system of social operation.

"Moving Towards a More Secure Society" is just the theme carefully se-



lected for *Research Reports on China Social Development 2004* by Remin University of China, which is intended for an analysis of the hidden dangers to safety during China's transformational period from the macroscopic and microscopic levels. At the macroscopic level, we placed emphasis upon the analysis of the impacts of transformation of Chinese society and globalization on the social security in China; and at the microscopic level, we carried out a detailed examination into the impacts of natural calamities, difference in wealth, criminal offences, unemployment, production accidents, infectious diseases, mental diseases, labor conflicts, ethnical conflicts, ethical anomie, evil religions, terrorism, change in population structure, radical change of primary groups, crisis of trust, hi-tech, ecological crisis, etc., upon China's social security.

1. Hidden Dangers to Social Security During the Transformational Period

According to this report, hidden dangers to social security during the transformational period of the Chinese society can be found in the following three aspects.

(1) Concurrence of Risks During Social Transformation

The contemporary distinguished German sociologist Ulrich Becker classified risks into three types: pre-industrial disasters, risks in classic industrial society, and large-scale catastrophes in late-industrial society. Specifically speaking, these risks present themselves respectively as external dangers such as earthquakes and hurricanes, risks of occupational accidents, and large-scale ecological, nuclear, chemical and genic risks.

However, as China is now experiencing social transformation, the social formation is neither purely traditional nor sheerly modern. In fact, it is a society of hybrid formations. In such a society, diachronic social formation and social life exist synchronically. In expression of the risk analysis, diachronic type of risk appears in a synchronic way, namely, it is the so-called phenomenon of risk concurrence. In China, there is an evident fact that at the present stage traditional risks such as infectious diseases and natural calamities still bring about dangers to people's life and social security, while in the process of modernization marked by industrialization and urbanization, cer-



tain social risks people have to face, such as unemployment, differentiation in wealth, production accidents, labor conflicts and criminal offences, are continuously coming out and becoming increasingly serious. Additionally, in a partial sense, the social formation of the late-industrial or late-modern society can also be seen in China; tendency of social individualization has an inkling of the matter and hi-tech rapidly develops, indicating new social risks which successively accumulate, intensify and in some degree have displayed dangers to social life and natural environment.

There is another implication in risk concurrence during social transition. China's social transition is characterized by the simultaneous start of structural transformation and structural reform. That is to say, while we realize modernization marked by industrialization and urbanization, we will also accomplish the shift from the integrated society characteristic of planned economy to a multidimensional society characteristic of market economy. Up to the present, such a process of transformation is far from completion, but its major tendency of marketing, non-centralization, mobility and diversification is apparent. Just because of this incomplete shift, the old distributional mode for social resources, social control system and social integrative mechanism begin disintegrating, whereas new system and mechanism are still imperfect and do not play any practical role. As a result, certain particular risks are brought out and intensified, including too great difference between the rich and the poor, abruptly increased social deviation or even crimes, increasingly difficult control over infectious diseases, aggravated ethnical conflicts, serious ethical anomie, universal crisis of trust, ineffective social control, and so on.

(2) Interior Fragility of Transformational Society

In the large, defects of a transformational society are primarily seen in these two respects: one is split in a number of social strata caused by uneven transition, and the other is society out of control relevant to structural shift and culture lag.

Let's first have a glimpse into the structural split in the Chinese society. Usually, what people show interest in is the following: 1) in social estate



and stratified structure, a proportion of people are left outside social structure, and there is a lack of effective integrative mechanism between different strata and groups; 2) as for different regions, the feature of a split society is displayed in the split between town and country; 3) the split of a society can also be found in numerous fields of culture and social life. As a matter of fact, when studying from the angle of management and control, we may see that in the relationship between administrative groups and common people there is also some indication of *split and estrangement*, which are caused by the unbalanced evolution of the administrative system and the democratic society. Extreme cases occur at the grass-roots level, where giant administrative groups become increasingly involute with a strong inclination to seek after self-interest, further cutting themselves off from the masses and leading to the frequently reproached tense (or even contradictory and conflicting) relationship between cadres and the masses.

In a society where there is a structural split, it is not easy at all to find out a base for common interest, which results in great difficulties in establishing common social awareness, carrying out large social mobilization and implementing workable social control. Furthermore, suspicion and estrangement in different parts resulting from the split greatly hamper the establishment of social trust and stimulate various short-term actions for sheer self-interest. Obviously, this will not be conducive to the prevention of social risks or control over harms brought about by risks.

Next, let's make a brief exploration of the Chinese society out of control. Such a phenomenon mainly originates from two objective processes. The first is the shift from the integrated society to the multidimensional society. During this change, subjects of the multidimensional society have not been effectively self-disciplined, and there is not any adaptation in the relationship between subjects, therefore, conflict and disorder often take place in social operation. The second is the objective existence of culture lag during the culture change. Culture lag in turn produces control lag. While culture changes, speeds of change in different parts of culture vary. Generally, matter and technology change fastest, and next to it is system. Finally,



people's ideology begins to change in a real sense. So differences between and dislocations of parts are unavoidable and they bring out a lot of problems of social control. In this sense, being out of control can be regarded as an inevitable phenomenon in a transformational society.

Another manifestation of a transformational society out of control can be observed in this fact: no leading means of social control is able to function properly. In a traditional society, social order can be successfully kept by means of etiquette and morals, and in a modern society, legal system is probably a major tool of social control. During social transition, however, function of both morals and legal system is confined, and quite a few individuals almost submit to no formal regulations.

(3) Polarized Thinking on Treating Risks in the Transformational Society

Risks may contain chance and harm at the same time, but common people are inclined to avoid risks. Hence, risk management and control are critical means with which people safeguard social security. Nevertheless, another major reason for great risks in our society is just that we have polarized thinking on treating risks. Such polarized thinking manifests itself in two aspects. First, people naturally think of technical control over all kind of risks, hoping that they can evade these risks in this way. But as different risks in different stages of social development can be tackled with different strategies, by simply adopting one controlling idea people will never be capable of getting rid of all risks. On the contrary, action taken in the light of this very idea may bring about new risks. Secondly, people only notice the danger or harm of risks and neglect the latent chance in risks. Consequently, they turn management of risks into sheer prevention of risks and relieving the harm caused by risks, without taking into account actively making use of the chances accompanied by risks in order to promote social change as well as change in people's mode of thinking, way of behavior and way of life.

2. Countermeasures Suggested for Preventing and Managing Social Risks

To prevent and manage social risks for the purpose of building a more secure society, having made a profound analysis of social security during



China's transformational period, we specially raise the following proposals for policy making.

(1) Fully Realize the Importance of Social Security and Expand the Understanding of Social Security

With social transition developing in depth, relationship between economic and political security and social security is undergoing change, and neglect of social security could lead to economic and political crises. Social security and economic and political security are of equally importance, and concerns for social security are concerns for political and social security to a great extent.

(2) Understand the Importance of Strengthening Social Management from the Angle of Safeguarding Social Security

What we should urgently study at present is to find out the model of social management best suitable to the transformational Chinese society. A probable way, we think, is that the government fosters and supports social sectors and acts as subjects of social management together with them. Enhancing the government's function of social management does not necessarily need to expand government apparatuses or magnify their function. The government will be principally responsible for making regulations, arranging resource investments and exercising effectual supervision, and the practical executors may be either government departments, or non-governmental organizations, communities and other organs or agencies independent of the government.

(3) Improve the Management System of Social Risks in No Time

In a society rapidly moving towards modernization, perfecting management system of social risks is of vital significance in all senses. First of all, we must set up and strengthen all kinds of systems of risk management and remove contradictions between existing systems. Then we should better organs of risk management and improve their ability. Finally we need to reinforce risk monitoring and assessment, which is the precondition of properly controlling risks and raising efficiency of risk management.

(4) Squarely Face the Complexity of the Social Risks During Transition



and Adopt Multi-variant Strategies of Risk Management

The concurrence of risks at the present stage of China's social transformation determines that there must be multi-variant and flexible strategies of risk management and control instead of being one method or one strategy. We will manage some kinds of risks by using positive traditional methods for reference, but for other kinds of risks, we will go on referring to the experience of developed countries and making full use of their practical knowledge, technology and system in order to minimize harms produced by risks. Meanwhile, we must keep a clear head to form exact judgments on change in the circumstances of China's social risks, and promptly reflect upon, adjust and reform the whole social system.

(5) Re-evaluate the Function of the State in the Background of Globalization and Change in the Character of Social Risks

First, we should properly realize the state's position as a subject in preventing and controlling social risks. In a more modern society, social members, enterprises, institutions, various social organizations and the state are all subjects of risk control obligated to participate in the cause. Next, we should actively help the state change its role into one of a vigilant state so that the state's task is to keep alert for the occurrence of risks, including the self-awareness of dangers to itself rather than control some specific risk. Then we should concern ourselves with the state's function in adjusting risk distribution, particularly in helping weak groups to avoid social risks. At last, we have to pay much attention to the limitations of the national state in era of globalization, and accept the fact that more extensive and more varied international co-operations, including co-operation between national states, enterprises from different countries, and global civic societies, are necessary in fighting risks.

(6) Further Optimize Policy Making to Prevent and Control Social Risks and Safeguard Social Security

Generally, the government plays a key role in social and economic affairs, especially in China. Therefore, government's policy making is closely related to social risks. Reliable policy making may reduce the possibility of



risk occurrence or relieve the harms after risks take place, while adventurous policy making will probably increase the possibility of risk occurrence or aggravate harms caused by risks.

(7) Conduct Social Risk Education Among the Public and Heighten Their Risk Consciousness

First, risk education can help the public to know more about risks. Next, risk education can improve the public's psychological quality and increase their acceptability in the battle against risks. Then risk education can remind the public of different risks in the transformational society and make them keep a strict vigilance over latent risks. At last, risk education can promote a conscious reflection of all the people on the present social process.

(8) Make Overall Plans with a New Development Outlook for China's Present and Future Social and Economic Development and Strive to Strategically and Structurally Disperse the Great Risks During the Transitional Period of the Chinese Society

The Third Plenary Session of the 16th Central Committee of the CPC suggested "adhering to humanism and establishing an overall, concerted and *sustainable development outlook to promote the all-round economic, social and human development*". Such a new development outlook is of great value to control over social risks.



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