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走向更讲治理的社会：
社会建设与社会管理



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SOCIAL CONSTRUCTION AND SOCIAL MANAGEMENT

顾 问 袁宝华 程天权
主 编 郑杭生
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出版说明

近几年来，中国人民大学年度系列发展报告（即《中国社会发展研究报告》、《中国经济发展研究报告》和《中国人文社会科学发展研究报告》）的出版发行，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，成为我校一个重要的学术品牌，这让我们深感欣慰，也增加了我们继续做好这项工作的责任和信心。正是基于这样的责任和信心，加上近一年的努力，我们又编写出版了中国人民大学系列发展报告 2006。

中国人民大学系列发展报告 2006 的各个子报告均由编委会负责审定选题、整体框架、主要内容和编写体例，并由其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，分别聘请相关部门的领导和知名学者担任顾问。中国人民大学社会学理论与方法研究中心、中国人民大学中国经济改革与发展研究院和中国人民大学人文社会科学发展研究中心分别作为《中国社会发展研究报告 2006》、《中国经济发展研究报告 2006》和《中国人文社会科学发展研究报告 2006》的依托单位，在组织和写作方面发挥了主要作用。

报告的编写出版工作现已纳入学校的年度工作规划，成为一项常规性工作。



由于报告所涉及的问题大多具有重大、复杂和前沿性的特点，加上写作与出版周期较短及研究水平的局限，尽管我们尽了努力，报告中的不足或易引起争议的地方仍在所难免，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

2006 年 3 月



Abstract

With the theme of *Moving Towards a Society with More Concern on Governance: Social Construction and Social Management*, this report lays stress on some of the critical aspects of social construction in China today and makes preliminary research on the improvement of social management mechanism under the condition of market economy and sources of thoughts on social construction and social management.

The overview of this report discusses the macro-thinking of social construction and social management from the sociological perspective. Besides overview, this report is divided into three parts and seventeen chapters as follows:

Part I, Practical Connotations of Social Construction, including: Chapter 1, Economic Development and Social Construction; Chapter 2, Coordination of Interests and Social Construction; Chapter 3, Social Policy and Social Construction; Chapter 4, Social Mutual Help and Social Construction; Chapter 5, Social Work and Social Construction; Chapter 6, Social Control and Social Construction; Chapter 7, Social Construction and Rule



of Law Society; Chapter 8, Social Construction and Democracy; Chapter 9, Culture Construction and Social Construction; Chapter 10, Environmental Protection and Social Construction.

Part II, Improvement of Social Management, including: Chapter 11, Social Management Under Market Economy Conditions; Chapter 12, Development of Nongovernmental Organizations and Improvement of Social Management; Chapter 13, Strengthening of Community Construction and Improvement of Social Management.

Part III, Theories and Practice of Social Construction and Social Management, including: Chapter 14, Marxist Thoughts on Social Construction and Social Management; Chapter 15, Development of Western Theories on Social Construction; Chapter 16, Ancient Chinese Thoughts on Social Construction and Social Management; Chapter 17, The Rural Reconstruction Movement in the Twenties and Thirties of the 20th Century.

This report holds that, just like the concept of “society”, the concept of social construction and social management also has both broad and narrow sense. The broad sense of social construction and social management means the construction and management of the whole society, that is the whole social system which includes political subsystem, economic subsystem, culture subsystem and social subsystem. The narrow sense of social construction and management emphasizes the construction and management of the social subsystems parallel to such subsystem as politics, economy and culture. However, this kind of distinction only has relative significance and no hard and fast line can be drawn between them. Social construction and social management on its broad sense must rely on the construction and management of each subsystem including the social construction and social management on its narrow sense; in reverse, without the construction and management of the whole society as its big environment, without the coordination of other subsystems, social construction and social management on its narrow sense can hardly become harmonious subsystem on its own and practice effective management. Therefore, the analysis of social construction and social management in this report gives consideration to both their broad and



narrow sense.

This report points out that the constitution and interrelation of three main social sectors are of structural prerequisite significance to social construction and social management and play a key role in the construction of a harmonious society. The so-called three main social sectors means that the modern society has been gradually differentiated into three correlated and independent fields: public power field refers to state or government or government organizations (GO) in political field and is usually called "the first sector"; private field refers to market or profit organization in economic field and is usually called "the second sector"; public field refers to social organizations, "the third field" besides the previous two fields and is usually called "the third sector" belonging to social field of its narrow sense. With respect to government organization, "the third sector" means non-governmental organization (NGO). In relation to profit organization, "the third sector" means non-profit organization (NPO).

The three main social sectors all have their own foundation of existence and their respective operation mechanism. As entitative organizational constitution of the society, they have the following structural requirements. Firstly, none of the three is dispensable and none of them could be substituted for one another. Without any one of them, the structure of the society will be incomplete and will not be able to function normally, not to mention building a harmonious society. And substituting one for the other will lead to structural chaos and operational disorder, let alone building harmonious society. Secondly, the proportion of the three sectors should be appropriate. For example, "big government, small society" is a mode of high operation and management cost, and "small government, big society" is a mode with relatively appropriate proportion for building a harmonious society. Thirdly, the interaction mechanism of the three sectors should be positive and mutually promoted. Only on the basis of a coordinative structure can the three social sectors be brought into respective play and function complementarily so as to form a stable structure of social sectors with dynamic interaction.



Meanwhile, as entitative organizational constitution of the society, the three main social sectors all have their respective intercourse relationship and intercourse principles. The intercourse relationship and intercourse principles of each sector cannot be confounded and put into malposition. For example, the exchange principle of equal value in the field of economy cannot be used as intercourse principle of power in the field of politics, and can also not be used as intercourse principle of public interest consultation in the field of society. Likewise, the intercourse principle with power as media in the field of politics cannot be used as the intercourse principle in the field of society and economy. Some scholars, such as Habermas, think that blurring the bounds of the three fields is the main source of various malpractices in the 20th century, especially in the past several decades.

Now the social structure and integration mechanism for the linkage of the three social sectors in China have not taken their respective form perfectly which is mainly reflected in the serious unbalance of the three social fields or sectors in their proportion and strength. With regard to the government, the vestige of unlimited and almighty government left by the planned economy still shows itself from time to time. Even if the government is moving towards a limited, un-almighty government practically, ideas sometimes are still confined to unlimited, almighty government. The pattern of "small government, big society" has not yet taken shape and the part which should be small has not yet been decreased and the part which should be big has not yet been developed. Government-domination still finds expression in every respect of our society. Market economy in China is still imperfect and has not standardized; the third sector in China has just begun to develop and is still out of proportion comparing with the previous two sectors in quantity and quality. China has not detached from the structure of "big government, small society".

Meanwhile, the functional disharmony of the three social sectors is also very protrudent in the following three aspects: firstly, the offside, omission and malposition of government are still very popular; secondly, the phenomenon that the economic intercourse principle is mistakenly introduced



into the field of public power field and public field is also very popular; thirdly, the third sector has not been brought into full function and still can not effectively offset the market failure, the government failure and can not reduce the cost of social management. These also constitute the functional obstacles for building a harmonious society.

This report holds that only when the above mentioned structural and functional obstacles are removed step by step, the social structure and integration mechanism take form with the interaction and linkage of the three social sectors, the functions of the three sectors are effectively brought into full play and their respective functions coordinate and promote each other without friction or mutual elimination, will it be possible to provide a structurally and functionally harmonious sector structure for the building of a harmonious society. In particular, this report believes that the non-governmental organizations should be further developed so as to facilitate social construction and improve social management. Non-governmental organizations are both indispensable components of the society in its broad sense and main components of the society in its narrow sense. Therefore, no matter from the perspective of broad or narrow sense, development of non-governmental organizations is the requirement of social construction and social management.

This report points out that current social construction and social management also should focus on building long-term effective mechanism coordinating social relationships between different interest groups. Almost all the current contradictions among people are related to interest relations and interest demands. It is necessary to improve social policy and social work, build and perfect long term effective mechanism such as interest expressing and feedback mechanism, interest coordinating and full consideration mechanism, interest sharing and guarantee mechanism, interest with common understanding and responsibility mechanism. The study of the development and change of social interest relationship should be further strengthened.

This report holds that social construction and social management also must attach great importance to solve the problem of theoretical prerequi-



site. We should think highly of the study of Marxist thoughts on social construction and social management, the study of western theories on social construction and social management and the study of social construction and social management thoughts of ancient China so as to borrow ideas and absorb quintessence from the outstanding theoretical achievement at all times and in all over the world. This report believes that the deep ideas of socialist social construction and social management in China today include two main aspects; one is the guidance of Marxism-Leninism, Mao Zedong Thought, Deng Xiaoping Theories and the important thought of Three Represents and Scientific Development Concept; the other is some deep ideas on social operation and development of philosophy and social science including sociology.

This report holds that in order to persist in the guidance of Marxism, the most important point is to draw a clear line between the essential standpoints and concrete judgments of Marxism. Another key point is to distinguish the different attitudes of Marxism in treating capitalism and socialism. We particularly should adhere to some fundamental judgments of the latest research findings on Chinese society by localized Marxist scholars which include that China is in the primary stage of socialism and the first twenty years in the 21st century are strategic opportunity periods for Chinese social economic development etc. This report also thinks that some deep ideas on social operation and development of philosophy and social science including sociology should also be absorbed in strengthening social construction and perfecting social management, such as the people-oriented idea, the win-win idea, the idea of promoting social progress and reducing social costs, the idea of modern governance and good governance etc.

This report points out that it is impossible for any harmonious society to come automatically without constant experiment and endeavor on social governance, especially good governance. Social governance and good governance should become the main direction in renewing the social management ideas and propelling the reform and innovation of social construction and management. And the key point of social governance and good governance is the co-governance of a society by state power and social power, public sec-



tor and private sector, government, social organization and citizen. There are essential differences between governance and rule. Currently, the bringing up of the social construction and management mode of “leading by the Party committee, shouldering responsibility by the government, coordination of the society, participation by the public” can be regarded as an innovation of Chinese characteristics which is both in conformity with the idea of modern governance and good governance and in accord with Chinese situation. Although the innovation is still in its elementary stage, it can be important that it is reflecting a correct direction.



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