

发展转型国家的政府能力建设

Governance Capacity Building of Developing Countries in Transformation

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引言 Introduction

- 发展转型国家最稀缺的是良好治理的政府
- **The rarest assets in developing countries in transformation is government with good governance.**
 - 中国的政府能力建设也一直在探索与改进
- **Chinese governance capacity building is under constant exploration and improvement.**
 - 我们愿意彼此坦诚地交流看法、分享经验
- **We are ready to exchange views and share experiences in a candid way.**

主要内容Scope

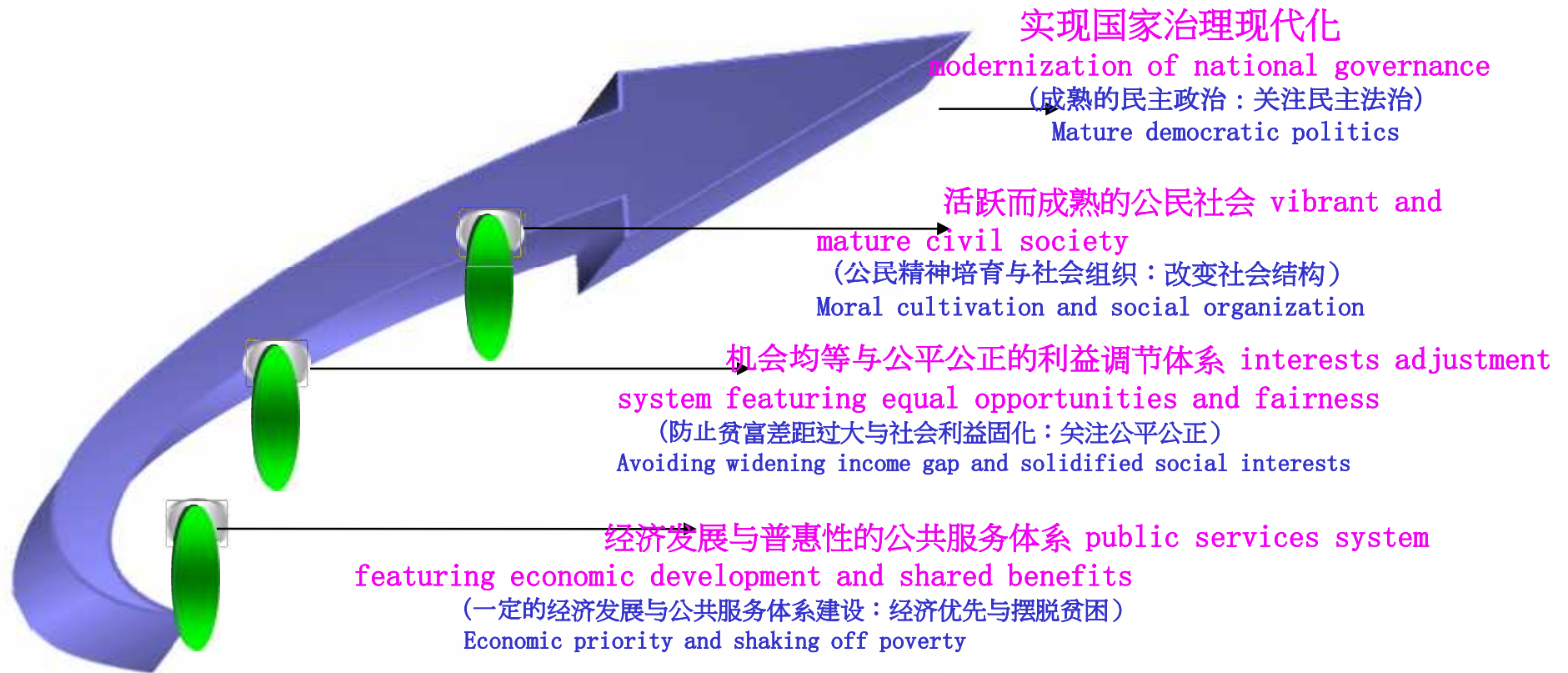
- 对政府能力的一般性理解
- General understanding of governance capacity
 - 中国政府能力建设的做法
- China's Practice in governance capacity building
 - 互动与交流 Q&A

一、关于政府能力的一般性理解

I. General understanding of governance capacity

- 发展中国家迈向现代化的逻辑
- **Logic for developing countries in its modernization drive**
- 政府能力对现代化进程的影响
- **Influence of governance capacity to modernization process**
- 发展中国家政府能力构成分析
- **Components of developing countries 'governance capacity**

(一) 发展转型国家现代化的逻辑：阶段性任务与目标 1. Logic for developing countries towards modernization: phased tasks and goals



(二) 发展转型国家政府能力对现代化的影响 2. Influence of governance capacity to modernization

二战以来少数发展中国家的现代化转型之所以成功，一个关键的原因在于这些国家政府能力的提高，在实现稳定基础上逐次提出和完成了各个阶段的目标；而大多数发展中国家的现代化之所以遭遇挫折，最深层次的原因正是由于各国政府能力的缺失。The success of a few developing countries in their modernization transformation after WWII owes a lot to the improvement of their governance capacity. They managed to gradually raised and completed their goals at each phase after they achieved domestic stability. In comparison, most other developing countries have suffered setbacks in their modernization drive. A deeper reason was that they were lacking in such good governance capacity.

- **政府能力不足的表现：Ineffective governance capacity**
 - 政局动荡：缺乏发展转型基础 Political turmoil: basis for transformation
 - 缺乏战略：没有发展长远规划 No strategies and guidance: long-term plan
 - 经济停滞：难以实现良性循环 Sluggish economies: virtuous circle
 - 民生疾苦：公共服务普遍缺乏 Welfare of the people: public services
 - 效能低下：政府缺乏行动能力 Low efficiency: government's action capacity
 - 整合失灵：精英与大众的脱节 Disconnected integration: elites and masses
 - 政治腐败：导致利益分配扭曲 Political corruption: interest distribution
 - 制度短缺：有效制度供给不足 No sufficient mechanisms and institutions

(三) 发展转型国家政府能力的构成

3. Components of developing countries ' governance capacity

- **政治稳定能力: Capacity of maintaining political stability**

获取资源（财政和人力）的能力；强制力（暴力手段、官僚体系、意识形态等工具维护统治地位的能力）；危机干预（自然风险或社会冲突）能力；合法化能力（争取公民支持、增加公民满意度的能力）

Acquisition of resources (finance and human power); enforcement (violent, bureaucratic and ideological tools to maintain the ruling position); risk intervention (natural risks and social conflicts); legalization (win popular support and satisfaction)

- **战略规划能力: Capacity of strategic planning**

（根据本国实际和不同的现代化发展阶段，制订清晰的战略规划并适时调整）

Working out clear-cut strategic plan and make timely adjustments based on the country's reality and stages of modernization

- **制度供应能力: Capacity of institution supply**

（提供市场规则与市场环境；提供社会规则与社会秩序；提供文化价值与促进文化认同）

Providing market rules and environment, providing social tenets and order; providing cultural values and promote cultural identity

(三) 发展转型国家政府能力的构成

3. Components of developing countries 'governance capacity

整合行动能力：Capacity of overall plan and action

(统筹城乡发展、区域发展、人与自然、经济建设与社会发展、政治发展的能力；调节社会各阶层、不同群体之间利益冲突的能力；获得社会支持的社会动员能力；协调上下级政府关系和政府各部门之间关系的能力)

Balancing urban and rural development, development among regions, economic and social development, relations between man and nature; adjusting clashes of interests between all social strata and groups; social mobilization to win social support; coordinating between governments at different levels and relations among all departments

优质服务能力：Capacity of providing good-quality services

(为市场提供必要的公共基础设施；为民众提供与经济发展相适应的普惠性公共服务；构建高效廉洁的行政组织和运作体系的能力)

Providing the market with necessary infrastructure; providing widely-beneficial public services for the citizens that reflects economic progress; set up highly-efficient and clean administrative organizations and operating mechanisms

政府自律能力：Capacity of self-discipline

(执政党的廉洁自律；公务员队伍的公正廉洁；防止外来干预的独立性)

A clean and self-disciplined ruling party; clean and fair civil servants; independence of guarding against foreign intervention

二、中国在现代化进程中提升政府能力的做法

II. China's Practice in governance capacity building

- 相对集权的政治格局 **1. Relatively centralized political structure**
- 市场导向的经济战略 **2. Market-orientated economic strategy**
- 适时调整的发展战略 **3. Timely adjusted strategies for modernization**
- 统筹发展的协调行动 **4. A holistic approach towards all action plan**
- 打造效能的政府体系 **5. Shaping highly-efficient government service system**
- 严格约束的反腐政策 **6. Enforcing policies to combat corruption**
- 全面完善国家治理体系 **7. Improving state governance system**

（一）相对集权的政治格局

1. Relatively centralized political structure

- 不断改进中国共产党的领导：提高党的执政能力
- Improving the CPC' s leadership and enhancing its governance capacity
 - 维护中央政府的权威：确保战略规划和宏观调控
- Maintaining the central government' s authority and ensuring strategic planning and macro-control
 - 地方政府适度分权：分享经济管理与社会管理权
- Decentralized local governments: to co-managing the economy and society
 - 推进公开与公民参与：提高社会整合与动员能力
- Promoting transparency and citizen' s participation: to improve social integration and mobilization capability

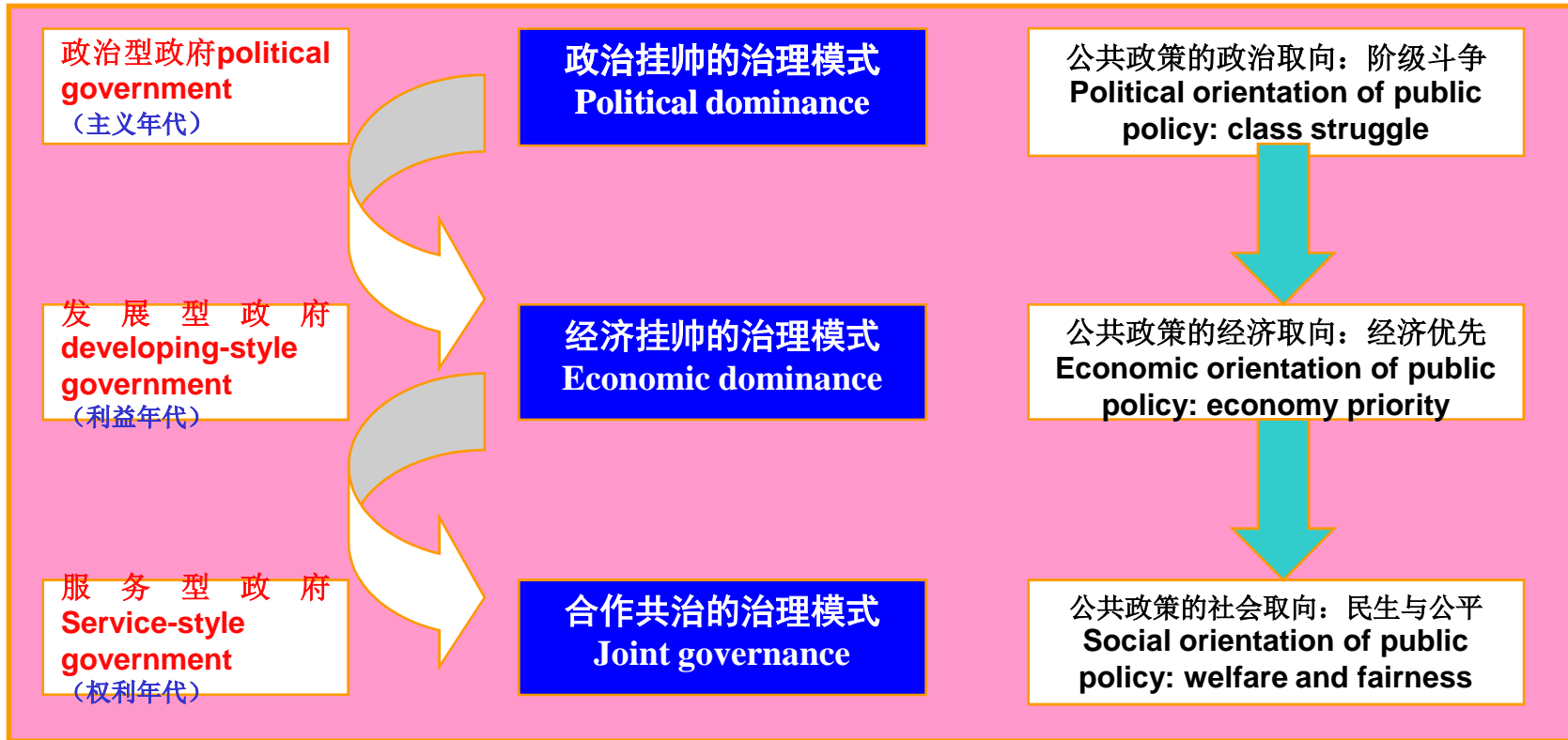
(二) 市场导向的经济战略

2. Market-orientated economic strategy

- 市场经济是中国改革的核心任务 Market economy: core task of China' s reform
- 以开放逼改革的市场化改革进程 Open the market to further drive the reform
 - 从沿海到内地的市场化改革进程 From coastal area to inner land
 - 其中，政府培育、引导、服务市场最为关键
- Decisive factors: government' s efforts of cultivating, guiding and serving the market
 - 基础设施 infrastructure
 - 市场规则 market regulations
 - 培育市场 foster the market
 - 引导市场 guide the market
 - 规范市场 regulate the market
 - 服务市场 serve the market

(三) 适时调整的现代化战略：1949年后现代化的三个阶段

3. Timely adjusted strategies for modernization: three phases after 1949



4. A holistic approach
(四) 统筹发展的协调行动

第一要义是发展
Development as
essence

发展具有决定意义 Development is of vital significance

实现又好又快发展 sound and rapid development

核心是以人为本

走共同富裕道路, 促进人的全面发展 take the path of prosperity for all and promote their all-round development

发展为了人民、发展依靠人民、发展成果由人民共享 Development is for the people, by the people and with the people sharing in its fruits.

Putting people first
as its core

实现好、维护好、发展好最广大人民根本利益 to realize, safeguard and expand the fundamental interests of the overwhelming majority of the people

尊重人民主体地位, 发挥人民首创精神, 保障人民各项权益 respect the principal position of the people in the country's political life, give play to their creativity, protect their rights and interests

基本要求是全面协调可
持续发展 Comprehensive,
balanced and
sustainable
development as the
basic requirement

全面发展

社会全面进步与人的全面发展 social progress and people's all-round development

协调发展

五个统筹和两个推进的相协调 coordination

可持续发展

经济发展与人口资源环境相协调 Economic growth with the population, resources and the environment

根本方法是统筹兼顾 Overall
consideration as its
fundamental approach

狭义五个统筹 overall consideration in five aspects in a narrow sense

统筹四种利益关系 overall consideration of 4 pairs of interests

统筹国内和国际两个大局 take both the domestic and international situations into consideration

(五) 打造高效能的政府服务体系
(坚持两轮驱动：推进公私合作、优化政府体系)

5. Shaping highly-efficient government service system

碎片化的政府

Debris-like
government

过于部门化 Too
many departments

过多层级化 Too
many levels

条块分割化 Too
many divided
functions

任务职能型

Task-oriented



整体性治理 Overhaul

大部制：模块管理
**Super-ministry reform:
modular management**

扁平化：分权管理
**Flat structure: division of
power**

集成化：整合管理
Integrated management

流程一体化：无缝隙
**Processing flow:
seamless**

中国行政改革的效率追求（1982年以来进行七次改革）

The administrative reform in China: in pursuit of efficiency (the 7th one since 1982)

Institutional reform and organizational efficiency

机构改革与组织效率

职能转变与职能效率

Transforming functions and improving efficiency



政治改革与政治效能

Reform of the political structure and political efficiency

(六) 严格约束的反腐败政策

6. Enforcing policies to combat corruption

- 高层决心：打铁还须自身硬
- State leaders' determination: *A good blacksmith needs to toughen himself up. (To address these problems, we must first of all conduct ourselves honorably.)*
 - 大小统打：采取零容忍态度
 - Zero-tolerance towards all corrupted officials
 - 上下互动：巡视和网络结合
- Full-dimensional supervision: central inspection team and Internet
 - 多管齐下：教育、制度、改革
- Multiple means: education, mechanism regulation and reform

(七) 不断完善国家治理体系，提高政府治理能力

7. Keep improving state governance system and enhance governance capacity



三、互动和交流

III. Q & A