

中國農村基層政權之發展

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中文摘要

不同時期的中國農村基層治理體制和方式各有不同，農村基層政權組織是由經濟職能結構、行政職能結構、文化職能結構共同組成，這三種職能結構決定農村基層政權的結構與行使職能權力的主體，透過這三個結構層次，規劃出一個行使權力的地域範圍，而基層政權就在這樣的範圍內發揮作用。中國農村基層的行政職能結構是由鄉、鎮人民代表大會與鄉、鎮人民政府兩者共同構成，但因中國是中國共產黨一黨專政，故在各級政權組織體系中，黨位居政治領導地位，農村基層政權組織亦是如此。

本書架構是從時間脈絡上，分為中國改革開放前後來探討農村基層政權之發展。從橫向面上，分為農村經濟職能結構、行政職能結構、文化職能結構來探討，並透過內生、外生變數間的衝擊→影響→反饋過程，分析跨議題（政、經、文化）的整合過程。從縱向面上，根據未來學之「多層次因果分析」（Causal Layered Analysis, CLA），進行全文縱向的整合歸納與深層的解析，提供讀者全面性的觀察。

本書共有五大部分：第一，探討農村基層政權的結構及CLA方法。第二，分析中國改革開放前的農村基層政權結構及政經合一的人民公社制度。第三，分析1978年中國改革開放後的農村基層政權結構，從經濟職

能、文化職能及行政職能三個面向觀察。第四，分析中國改革開放後鄉鎮政府行政政權之運作，包括農村政權治理的理論論述、鄉鎮政府行政政權的運作方式與問題等。第五，分析全球視野下之中國鄉鎮政權議題、鄉鎮政權對中國農村政經社會的影響，並以未來學之「多層次因果分析」(Causal Layered Analysis, CLA)，針對中國農村基層政權進行總體、深層的解析。

關鍵字：農村基層政權、人民公社、中國農村體制改革、鄉鎮政府、村民委員會、多層次因果分析

The Development of China's Local Regime in Rural Society

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Abstract

The local regime in the Chinese rural areas is varied from evolving time periods. In general, there are three major tasks of local regime, including economic function, administrative function, and cultural function. These three kinds of function constitute the bone and blood of the rural regime, mapping the power structure of the local political body.

Because of the Chinese party-state system, the institution building of the rural regime also reflects party dominance over the governmental office. The Communist Party Secretary plays the key role in both of the town and the township governments, in which the township official is the lowest-level ranked official in the Communist Party government hierarchy. In the lower level, Village Committee is the main official body for public affairs. It is the most significant domain for liberal democracy experience for China, given many popular elections and civil activities practiced in the last decade in the villages.

This book utilizes the relevant research findings and put into further exploration on the major issues of the development of the Chinese local regime. The framework is built into two time periods separated by 1978, in which reforms were introduced. The analyzing tool is through economic function, administrative function, and cultural function of local regime. The very well recognized method of the Futures Studies, Causal Layered Analysis (CLA) is used to dig and define the four levels of Litiany, Systemetic, Worldview/Discourse, and Myth/Metaphor on the main theme of this book. It is expected to contribute to the better and clear understanding for this emerging development along the China's rising.

There are five parts of this book, in which the first part discusses local regime in rural society and CLA method. The second part opens with the institutional review on the Chinese local regime of the People's Commune era. The third part continues the institutional review extending to reform after 1978, which introduced new structural frameworks in the three major functions; economic, administrative, and cultural of the local regime. The fourth part further examines the rural reform after 1978, through numerous Chinese and Western theories and to explore the issues and problems resulted from the real practices. The last part focuses on the broad impact of the reform on the rural society on social, economic, and political aspects. We use CLA to define the essence of the major issues and provide more diversified lens to see them.

Keywords: rural regime, People's Commune, rural institution reform, town and township governments, village committee, Causal Layered Analysis (CLA)