

Corporate social responsibility and its sustainable development* based on elimination of outdated industrial capacity*

——A case study of Hebei Town, Beijing

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Corporate social responsibility includes economic responsibility, environmental responsibility and comprehensive responsibility. Economic responsibility is the foundation and premise of the other two. Environmental responsibility and comprehensive responsibility are built on economic responsibility. At the same time, these three responsibilities are inherently related because a business or enterprise should perform them simultaneously. This principle also applies to the elimination of outdated industrial capacity. Through investigation and research of the present situation, as well as the process and result of the elimination of outdated industrial capacity in Hebei Town, Fangshan District, Beijing, this paper analyzes the existing problem, determining thereby that the local government puts more emphasis on environmental responsibility than economic responsibility and private enterprises take more environmental responsibility than state-owned enterprises. Consequently, this paper proposes that the government and enterprises should abide by the rule of enterprises' social responsibility in the elimination of outdated industrial capacity, so as to achieve sustainable development in society.

Keywords: elimination of outdated industrial capacity, corporate social responsibility, sustainable development, environmental responsibility

1. Introduction

Corporate social responsibility(CSR) means that enterprises should not maximize shareholder profits as their sole purpose because enterprises should meet their social responsibility(Bowen, 1953). According to the theory of relevant interest, enterprise is a “contractual unity” which composes different interests. Its resources come not only from shareholders, but also from some trade partners such as personnel, consumers, suppliers, creditors, the government and

* This research is funded by the key project of Philosophy and Social Sciences Studies of Beijing: A Study on System of Land Resource and Environmental Accounting of Beijing (No. 10ABJG342), as well as the Scientific and Technological Innovation project of Graduates of Capital University of Economics and Business. We thank the government of He Bei Town for their support and help in our field research work.

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local residents who are closely related to the survival and development of the enterprise. Therefore, the policy of management formulated by the enterprise should take their interests into consideration and be restrained by them. That is to say, enterprises should not only pursue profit for shareholders but also strive to satisfy other relevant interests and assume their social responsibility. The internationally accepted SA8000 (Social Accountability 8000) is the first global social responsibility management standards system that can be used for the third-party certification. It can be applicable to all countries, industries and businesses. The social responsibilities of enterprises and organizations required by the SA8000 standard system ask enterprises and organizations to take the initiative to undertake responsibility for the environment, society and stakeholders when the enterprise makes profits. These principles have been accepted by American and European countries. In a word, it is an irreversible trend for the development of modern enterprise to assume social responsibility

The widely accepted definition of “sustainable development” is manifested in the report *Our Common Future*, which aired on WCED in 1987. It is development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. The Chinese definition is that sustainable development is a model of development that combines environment with development, justice and efficiency, partial interest and whole interest, as well as short-term interest and long-term interest by means of regulation and adjustment of the living mode, production mode and organizational behavior (The Administrative Center for China’s Agenda 21, 2004). Sustainable development and environmental protection have both common and conflicting interests, while at the same time environmental protection is an important part of sustainable development. And the core of the sustainable development is an economic and social development under the premise of rigid population control, improvement of people’s quality of life, protection of the environment and the sustainable utilization of resources.

Corporate social responsibility and sustainable development are complementary and cannot be separated. On the one hand, enterprises must correctly identify their mission and long-term development strategy, to facilitate social development. On the other hand, enterprises should maintain long-term competitive advantage, to get more profits, and reduce their operational risks. They must consider the social and economic environment for their development, and must be able to adapt to changes in environmental conditions. Moreover, they should contribute to their own sustainable development as well as that of society in terms of technological innovation, product development, and pollution control. Ye (2007) asserts that the implementation of economic and social sustainable development should propel enterprises to meet their social responsibilities without hesitation.

Under normal circumstances, it is easy to propel enterprises to meet their social responsibilities. A large number of surveys have revealed that to undertake social responsibility for enterprise is “strategic investment”, which can bring long-term profits in the aspects of reputation, risk management, staff relationship, investor relationship, study and innovation, competition and location, management and efficiency, as well as social permission. Furthermore,

it can increase the core competence and promote sustainable development of enterprises (Ye, 2007; J. Liu & R. Liu, 2012; Wang & Hou 2009; Li & Yang, 2012). However, with changes of our industrial policy, the policy of elimination of outdated industrial capacity for environmental protection comes to the fore. Those enterprises that own outdated capacity will be heavily hit, even to the point of bankruptcy. To undertake their social responsibility is sometimes in extreme conflict with the existence and development of enterprises. How it is possible to balance and deal with these two considerations is a significant and worthwhile question to study. As we know, until now there has been no research about social responsibility and sustainable development from the perspective of the implementation of the process of the elimination of outdated industrial capacity.

Through theoretical analysis and case study, this paper analyzes the contradictions, problems, and resolutions between enterprises' social responsibility and sustainable development under the process of eliminating outdated industrial capacity and tries to fill some blanks in this field in some degree. According to the research, in the process of eliminating outdated industrial capacity, enterprises undertake more environmental responsibility than economic responsibility. Different kinds of ownership for enterprises will face different opportunities and threats and undertake different social responsibilities that differ in size and manner during this process. Private enterprises will assume more responsibilities than state enterprises. And as a major player in this process the government should set out a long-term goal and propel the enterprises to take social responsibility and promote sustainable development by promoting legal, economic and administrative institutions.

2. CSR and sustainable development under the institution of elimination of outdated industrial capacity

2.1. The current situation

China has carried out environmental protection, energy saving and emission reduction policies since the 1990s. The Chinese government has issued a series of measures to eliminate outdated industrial capacity, and to close companies that cause environmental pollution or waste of resources. In February 2010, the State Council issued the "State Council on Further Strengthening the Elimination of Outdated Industrial Capacity". In early August, the Ministry of Industry and Information determined that 18 industries should eliminate outdated industrial capacity, involving a total of 2,087 companies. It was required that these companies must be closed within two months, and the Ministry even resorted to the unprecedented step of shutting down some companies. Many local governments took various measures to force enterprises to close, and even took steps to switch off power and limit the electricity supply. The shutdown of these companies caused a loss of more than 16 billion US dollars.

China's economic reform—from incremental development to stock adjustment—is marked by the elimination of outdated industrial capacity, because only in this way can it spare more of the

market for new productivity, optimize industrial structures, transform development modes, and conserve energy and reduce emissions to cope with climate change. Therefore, the elimination of outdated industrial capacity is a national policy based on the request for socially sustainable development. However, if the relevant policies and regulations are not sound in the process of such elimination, it will make those legitimate but outdated enterprises die out due to the change of the times and adjustments of national industrial policy. So social sustainable development sharply conflicts with the existence and development of enterprises. Sustainable development is based on corporate social responsibility because the elimination of outdated production is for the sake of environmental protection, which is a major part of corporate social responsibility. Since taking social responsibility is an inevitable responsibility for enterprises, how can the government and these enterprises with outdated productivities deal with their corporate social responsibilities and their survival? Which is more important: corporate social responsibility or the survival of enterprises?

2.2. *The theory of CSR*

Davis(1973) puts forward the Concentric Model to describe corporate social responsibility. The Concentric Model consists of three concentric circles, which represent the sequence of an enterprise's priorities. The inner circle represents the traditional economic role of enterprises, such as the social and ethical issues led by corporate basic business behaviors; the middle circle represents issues like ecological concerns, environmental quality and consumerism; the outer circle represents the comprehensive social issues that enterprises can ease or provide the instigation to solve. Carroll (1991) says that social responsibility includes economic, legal, ethical and discretionary responsibility. Economic responsibility makes enterprises provide consumers with quality products and services and benefit to owners or shareholders; legal responsibility means enterprises run their business within the law and regulations; ethical responsibility demands enterprises to satisfy the minimum requirements of the law and the expectation of society to do the right things; discretionary responsibility means responsibility besides economic, legal and ethic responsibility such as charity, which is decided freely by enterprises. However, these four aspects are not equal. According to Carroll, they can be seen as a pyramid, with economic responsibility at the bottom, followed by legal, then ethical responsibility, and finally with discretionary responsibility at the top. Economic responsibility is the foundation of the survival and development of enterprises. Without it or without economic benefit, it is nonsense to discuss the other three responsibilities. Meanwhile, Carroll points out that these four aspects of social responsibilities are interrelated even though they always conflict. His pyramid model of corporate social responsibility is respected and has become widely accepted. Peter Drucher, the famous management guru, argues that the most important corporate social responsibility is to get enough profit to remedy future cost. If it is not realized, other responsibilities will not be realized at all. In a word, economic performance is the premise of other social responsibilities. And enterprises must take them all on at the same time instead of considering them in some order

or progression.

Although there is no universal view of corporate social responsibility, it can be summarized as economic responsibility, environmental responsibility and comprehensive responsibility. Economic responsibility is the foundation and premise of social responsibility for enterprises, which is based on environmental responsibility and comprehensive responsibility. At the same time, these three responsibilities are closely related and coherent and enterprises should perform them simultaneously. So should they do so even in the process of elimination of outdated industrial capacity?

2.3. A model of resource-oriented towns' transformation

Although China has achieved astonishing accomplishments in economic development in these 30 years since the beginning of the reform and opening-up policy, it relies mainly on an economy of four-highs (high investment, high consumption, high emission and high capital, low outcome) and four-lows (low efficiency, low cycle and low payment for labor). As a result, there are a lot of enterprises with high emissions and high consumption in different provinces, cities, and districts, and some such enterprises have even become a pillar of the economy in certain provinces (or districts). According to Wang (2003), there are 118 resource-oriented cities all over the country, accounting for 1/5 of all cities. The industries in these resource-oriented cities are single, imbalanced and resource-wasting. And now the transformation of production modes will affect the economic development of these cities and most enterprises' existence and development, including some large-scale state-owned enterprises and many small and medium-sized enterprises. How can the government balance and deal with these contradictions between economic and environmental interests in its formulation and enforcement of the policy of eliminating outdated industrial capacity? How should enterprises face the requirements of economic responsibility, environmental responsibility and comprehensive responsibility?

In order to have a deep understanding of China's actual situation, which requires further effort to eliminate outdated industrial capacity, and to find out and resolve the problem of Chinese enterprises' social responsibility and sustainable development in the process of eliminating outdated industrial capacity, we chose Hebei town of Fangshan District, Beijing. This town is a model of resource-oriented towns' transformation in Beijing, and as a typical case we carried out a field survey there. Hebei town was a resource-oriented town before the local government carried out the policy of eliminating outdated industrial capacity. After that, it has successfully and quickly transformed into an ecological town.

3. Implementation of the elimination of outdated industrial capacity in Hebei town

3.1. Basic information about Hebei Town

Hebei Town of Fangshan District, Beijing is located in the shallow mountains, 45 km

southwest of the center of Beijing. It is the transportation hub and overland gateway for the northern mountainous area of Fangshan District. The whole town covers an area of 70 square kilometers, governing 19 administrative villages and 2 neighborhood committees with its permanent resident population of 25,000. Hebei Town has wonderful scenery and a vast forest area that accounts for 82.9% in the whole area. Its industry, furthermore, has developed well and is famous for its varied resources, among which there are 36 different resources with high exploitation values. Limestone, coal, slate, and marble are most renowned among these resources. What's more, coal mining here has a history of almost one thousand years and has been the chief source of coal for Beijing. In addition, stone material in Hebei Town accesses overseas markets in places such as America, Germany, and Southeast Asia. With its advantage of having varied resources, the rural township enterprises have developed and continue to develop dramatically. The building materials industry, coal industry, transportation industry, wine and spirits industry, as well as the construction industry have gradually become the five pillar industries and are a major source of building materials for Beijing rural areas.

3.2. Current situation of Hebei town's elimination of outdated industrial capacity

The township government closed all the coal enterprises in 2010, reaching the number of 74 enterprises and closed all 112 building materials enterprises in less than half a year in 2011. Among the enterprises, 83 stone processing enterprises and 29 enterprises for processing cement, lime, calcimine, and stone were shutdown. Detailed information is shown in the table below.

Table 1

The number of resource-oriented enterprises closed by Hebei town government in 2010-2011

Year	Coal Mine	Area of Non-coal Mining	Coal Enterprises	Slate		Cement, Lime, Calcimine, Stone				Total	
				Legal Enterprises		Illegal Enterprises	Legal Enterprises				Illegal Enterprises
				Processing	Sale		Cement	Lime, Calcimine	Stone		
2010	10	27	37							74	
2011				19	5	59	1	17	1	10	112

In less than two years, Hebei town went through a tough process and eliminated all the resource-oriented enterprises.

3.3. The process of the elimination of outdated industrial capacity of Hebei town

In 2011, in order to implement the elimination of outdated industrial capacity, the township government, first, divided all local resource-oriented enterprises into two groups: legal ones with

business licenses and illegal ones without licenses. Then, the government carried out a policy of rewards for the withdrawal of legal enterprises as is shown in Table 2. Legal enterprises could apply for the rewards as soon as they ceased production, dismantled production facilities and kiln bodies, and cleaned out all the raw materials and finished products. The amount of the rewards varied according to the production type and investment amount of enterprises. For example, a cement company would get a reward of 800 thousand US dollars if it ceased its production due to its vast investment. Furthermore, if it dismantled all production facilities and cleaned out its production area, it would get a 1.6 million US dollars reward. The industries of lime and building stones got relatively small rewards. In contrast, an illegal company could get only 800-1,600 US dollars if it ceased its production, dismantled production facilities and kiln bodies, and cleaned out its production area. What's more, the administration departments involved would suspend all business licenses issued to the enterprise in the past. The township government would even crack down on those illegal enterprises that did not own business licenses but had been engaged in illegal production, transportation and mining. If they did not cease their production, the government would tear down their facilities by force and stop providing electricity.

Table 2

Reward standard for 4 kinds of closed resource-oriented enterprises in Hebei town in 2011(US dollars)

The category of enterprise	Reward for stopping production	Reward for dismantling facility and cleaning production area
Cement enterprise	802500	1605100
Lime enterprises	80250	shaft Kiln: 80250 each earth Kiln: 8000 each
Calcimine enterprise	32100	16000
Stone enterprise	48150	32100

3.4. The features and accomplishments of the elimination of outdated industrial capacity of Hebei town

In order to accomplish the task of eliminating outdated industrial capacity required by the state government and Beijing government, Hebei town forced all the resource-oriented enterprises out of the market within a short time, making Hebei town take a great leap from being a resource-oriented town to an ecological town with many typical features: high efficiency in administration, high realization of outcomes, quick acceptance of main market subjects, high enthusiasm of local government, and the comparatively standard transformation of industry especially with the transformation of traditional industry concepts beyond previous expectations. This kind of mandatory industrial transformation shortened the period of 20-30 years' industrial adjustment and structural optimization to 2-3 years. It not only accomplished the task of elimination and realized the economy's stable development in Hebei town, but also protected the environment, saved resources and was a key player in making Beijing a world-class city.

4. The characteristics of CSR and its sustainable development in the process of elimination of outdated industrial capacity

4.1. The government's more attention to environmental responsibility than economic responsibility

In 2010–2011 within less than two years, Hebei town closed 186 enterprises in total, among which were 117 enterprises with legal business licenses, work safety licenses and industrial production permits. The State Council issued the *Announcement of the State Council for Further Strengthening Elimination of Outdated Industrial Capacity*. And the Ministry of Industry and Information published a list of enterprises with outdated industrial capacity and ordered that they be closed within two months. Under such high pressure, Hebei town took strict measures without hesitation to eliminate outdated industrial capacity, directly revoked enterprises' business licenses, work safety licenses and industrial production permits, and required enterprises to stop production, dismantle facilities and clear their land to protect the environment at the price of closing enterprises. In the process of elimination, it is clear that the government put more emphasis on enterprise's environmental responsibility than economic responsibility.

According to the social responsibility pyramid model put forward by Carroll, enterprises' social responsibilities are based on economic responsibility. Only when the enterprise realizes its economic profit, can it undertake the environmental responsibility and comprehensive responsibility. Economic responsibility contradicts but is related to environmental responsibility and comprehensive responsibility. There is no denying that at any time the social responsibility of enterprises should presuppose economic responsibility and sustainable development. However, if an enterprise goes into bankruptcy, how can it perform its social responsibility? Acts such as making all the enterprises close for elimination of outdated industrial capacity remind one of a Chinese old saying—don't kill the goose that lays the golden eggs. Outdated industrial capacity is different from enterprise owning backward productivity and elimination of outdated industrial capacity is not the same with elimination of enterprise owning backward productivity. So we should have wise and indiscriminating attitudes toward the reform and closing of enterprises.

4.2. Private enterprises' social responsibility far more important than state-owned enterprises

Chinese scholars generally believe that Chinese state-owned enterprises take more social responsibility than private enterprises (see, e.g., Q. Ye, & M. S. Ye, 2013; Xin, 2009; Peng, 2010). Xu and Zou (2011) also noted that Chinese state-owned enterprises take responsibility for the economic and non-economic goals, while private enterprises will be concerned about the non-economic objectives and its related responsibilities in the context of achieving economic goals. Through a questionnaire survey Xin (2009) found that state-owned enterprises are also concerned about social impact in addition to viability; private enterprises lack consciousness of social responsibility. However, through an investigation of private enterprises in Zhejiang

province, Chen and Yu (2007) found that the awareness of social responsibility among private enterprises is not inferior to that of state-owned enterprises, but their recognition of their legal responsibility is higher than for their ethical responsibility and charitable responsibility.

Considering these issues, such as deals for environmental protection and energy conservation, huge market risk, and dangerous situations of enterprise survival, we can find that when faced with a huge market risk, private enterprises' social responsibility is far more important than that of state-owned enterprises. Private companies will shut down their business, stop production and remove equipment, either unwillingly or voluntarily, in response to official guidelines. They become a kind of victim of environmental protection. State-owned enterprises can get more financial subsidies and bank loans controlled by only mild budget strain (Kornai, 1979), and thus they can survive and successfully convert, relocate, and develop. This confirms what Chen and Yu have found.

There are two representative state-owned enterprises in Hebei town: Beijing Coal Limited Liability Company and the Second Cement Plant. The former was a large-scale state-owned enterprise, and restructured from a merger of Beijing Mining Bureau and the Coal Corporation of Beijing. In 2011 its total assets reached 5 billion US dollar and its revenue was 2.87 billion US dollars with 29 thousand of staff numbers. After stopping its coal production in Hebei town, this company began to cooperate with the Hebei government fully under the prompting of the Beijing government and was devoted to transforming the shanty town in Hebei town and developing and constructing new small towns. Meanwhile, it switched to urban service industries such as real-estate, modern logistics and tourism. Besides, it invested in Inner Mongolia and constructed a large modern coal mining plant and stone thermal power plant. On the previous shantytown area, the company constructed 2,800 apartments covering 200 thousand square meters, which benefited their staff with quality housing at a lower price.

The Second Cement Plant in Hebei town was a wholly state-owned enterprise with staff of about 1,000, established in 1976. It cost 16 million US dollars to close the plant, most of which was used for its staff members' economic compensation and labor security. Its staff was also recruited appropriately in some landscaping companies or property management companies and so on.

In contrast, private enterprises went through severe losses. During 2010-2011, Hebei town closed totally 186 resource-oriented enterprises in less than two years, most of which were private enterprises with a small proportion of township enterprises and village enterprises. Generally speaking, resource-oriented enterprises invested an enormous amount, especially in recent years in response to the environmental protection and industry policies. For example, it would cost several million US dollars to build a new mechanical upright kiln and corresponding facilities which conformed to environmental policies. Nowadays the government takes a tough stance on eliminating outmoded facilities. As a result, some enterprises were forced to go bankrupt before getting back 1/10 of their construction costs. These entrepreneurs asked for asset evaluation and compensation. Hebei town carried out its carrot and stick policies described above. However, these rewards for them were so little that they had to go into huge debt and could not invest

and transfer assets after production halted and facilities were dismantled. The staff in private enterprises were fired after getting some compensation and had to find other jobs.

5. Promoting the CSR and its sustainable development based on elimination of outdated industrial capacity

It is a long-term tough job rather than an easy thing to eliminate outdated industrial capacity. It involves how to deal with debt, loss of assets, re-employment of staff, fiscal revenue and so on. The government should take economic responsibility and environmental responsibility into consideration thoroughly in this process. What's more, it should be an equal right of both central stated-owned enterprises and private enterprises and for large-scale enterprises and small and medium-sized enterprises to own the right and obligation of environmental protection and existence of enterprise. Only if it gives both economic responsibility and social responsibility of different enterprises consideration, can it be called real sustainable development. To be specific, in this process the government should strengthen the enforcement of laws. And before issuing policies of environmental protection, the government should make clearer and detailed rules, strict entry criteria and regulations, and find out and stop illegal construction in time. China's government should carry out some deep investigations, make clear the conditions that qualify as outdated production, and formulate a plan of elimination and implement the plan as part of the annual national economic development plan. What's more, we should more firmly establish that the rights of legal enterprises should be protected by the law and administrative measures can not override the law. In the process, through taxes, credit and loans, subsidies and land policy, the government should create favorable conditions and provide services for enterprises' technological transformation, transferring, removal and upgrades, and the adjustment of their scope of business. Enterprises can voluntarily choose to either technologically upgrade, transfer, move to a different location or close. The government should allow enough time (2-3 years) for enterprises and then close those that fail to meet the requests.

If the government must close all the enterprises with outdated industrial capacity in a short time, it should give the investors of these enterprises corresponding economic compensation. What's more, the shutdown of polluting enterprises brings positive externalities to surrounding cities, which requires corresponding ecological compensation in return. Only by solving these problems can the government rule the country by law and can social equality be achieved. And only in this way can environmental protection and the sustainable development be truly realized.

To promote social responsibilities of enterprises can increase competitiveness of enterprises, regions and country, and realize the sustainable development of the economy. However, due to enterprises' profit-driven nature, market mechanisms alone cannot propel enterprises to shoulder the social responsibility voluntarily. So the government should intervene actively in the area of corporate social responsibility and take advantage of its abilities to remedy disadvantages of market, as well as provide a sound institutional foundation and external environment for promoting enterprises' social responsibilities.

An investigation funded by the World Bank showed that the government mainly uses four ways to promote social responsibilities. The first is mandating, that is to control, exam, punish, and reward by means of legislation and financial support. Second is facilitating, such as establishing funds, strengthening awareness and creating incentives. Third is partnering, which is mainly the integration of resources and creating a dialogue between the involved parties. Fourth is endorsing, which includes political support, promotion and praise. However, every means has its own advantages and disadvantages and should be used according to different situations.

Therefore, the Chinese government should adopt scientific, legal and positive measures to promote enterprises' social responsibilities. For example, firstly, set up specialized institutions to promote enterprises' social responsibilities and guide them to construct such responsibilities. Secondly, carry out government duties actively and forge an image of responsible government. Thirdly, improve related legislation and enhance law enforcement. Fourthly, strengthen publicity in order to form enterprise' social responsibilities. Fifthly, stimulate enterprises to shoulder social responsibilities actively through tax preference, financial support, credit ratings, government purchases and so on. Sixthly, organize and formulate the social responsibility standard of Chinese enterprises with connections to the international community and information disclosure mechanism related to enterprises' social responsibilities.

To sum up, the elimination of outdated industrial capacity is a long-term task and it should be planned from a long-term perspective. In the process of elimination, the government should take economic responsibility, environmental responsibility and comprehensive responsibility of enterprises thoroughly into consideration. Only if the enterprises can survive and achieve sustainable development can they bear more social responsibilities and the sustainable development of the whole society be achieved.

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