

*Zhongguo Muye Qixian Quyu Jingji Fazhan*

# 中国牧业旗县 区域经济发展

——内蒙古自治区鄂托克旗  
经济成长模式案例分析报告

主 编：郭晓川

副主编：赵海东 王跃进



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## 前 言

牧业旗县是指以草地畜牧业为主的一类区域经济实体。主要分布在内蒙古、新疆、青海等西部少数民族聚居的省区,构成了中国区域经济体中的一类特征鲜明的群体。在漫长的经济社会发展进程中,牧业旗县几乎游离于现代经济成长的轨迹之外,经济活动总量比较低,与现代科学技术的融合程度也比较差,经济发展速度迟缓,开放程度相对不足,长期处于封闭、自然化发展状态。近年来,随着中国改革开放和国际经济一体化进程的加快与深化,随着社会主义市场经济观念在中国大地的广泛传播,现代工业、商品化和科学技术的思想观念与思维方式开始注入牧业旗县地区,基于广袤的天然牧场和丰富的自然资源,牧业旗县开始走上了现代经济成长之路,传统的畜牧业开始向规模化、集约化的现代畜牧业过渡,工业化开始在牧业旗县地区萌芽。值得关注的是,牧业旗县的工业化发展与传统农业地区向工业化过渡的进程表现出了完全不同的方式与规律,牧业地区的工业化虽然起步晚(只是近十年来的事情),但基于丰富的动植物与矿产资源,发展速度快,投资规模大,效益水平高。尤其是成长速度远远高于农业地区的工业化进程,某些典型的牧业旗县已成为中国县域经济发展的亮点。

应该看到的是,快速的经济成长和加速的工业化进程为牧业旗县的经济社会发展带来活力,成为推进中国经济发展的一块新的投资热土。但快速的经济发展,尤其是工业化成长也为这些牧业旗县带来了一些越来越值得关注的深层次问题,甚至是困惑。

其一:牧业旗县是中国生态屏障的重要组成部分。快速的经济发展与生态建设之间的冲突如何进行协调,是摆在牧业旗县工业化进程

中的一个重要课题。

其二:牧业旗县的工业化成长是建立在优势或独占自然资源的基础之上,依靠资源型产业的发展来推动工业化成长的。但资源的过度消耗必然会带来诸多环境与资源的社会问题,如何使资源型产业走上技术化的成长道路,也是牧业旗县未来经济成长过程中要着力解决的一个问题。

其三:快速的经济成长与牧业旗县社会文化水平的全面提升出现了脱节的现象。信息化、城镇化以及教育、科技、医疗发展水平远远落后于工业化的发展速度,反过来制约了现代经济的发展。如何发展基础相对薄弱地区的工业化,如何协调牧业旗县工业化与社会的全面发展关系问题,是急需研究的课题。

其四:分布在少数民族地区的牧业旗县保存着优秀的民族文化。在因经济快速发展而产生的工业文化强烈冲击下,如何弘扬民族文化,将民族特色文化与工业化进程相融合,并使之发扬光大,也是一个急需探讨的问题。

在大力倡导科学发展观和走新兴工业化之路的今天,对上述问题的回答具有重要的现实意义。牧业旗县所面临的科学发展比之农业地区更具社会意义和战略价值。应该看到的是,关于牧业旗县经济成长问题的研究,在中国区域经济研究和县域经济研究体系中并不活跃,甚至处于非主流地位。相关研究文献与成果比较少,这是和牧业经济在区域经济发展中的非主流地位相关的。随着国家西部大开发战略和科学发展观思想的提出,本书作者认为,中国的区域经济发展应该给予牧业旗县足够的重视,对牧业旗县的经济成长问题应该进行深入的研究。

中国的牧业旗县,多数处于边疆少数民族地区,远离中国内地经济发达地区,地理位置与信息相对闭塞的原因使得研究领域对牧业旗县的了解与认知不足。本书作者认为,对牧业旗县的研究应从对典型的牧业旗县的了解与分析着手,案例与实证研究是不可或缺的基础环节。正是本着这一看法,本书并非是一部研究著作而是一本案例调研报告。立足于对典型案例成长轨迹、状况和工作观点与方法及未来成长分析

的调研和总结,通过解剖麻雀的方式,为进一步的研究提供案例实证基础。因此本书不是学术研究报告而是案例分析报告,是一块铺路石。

内蒙古自治区鄂托克旗位于内蒙古西南部鄂尔多斯市境内。本书之所以选取鄂托克旗作为案例实证的对象是因为它极具牧业旗县的典型性。一是它地处草原深处,远离中国经济的发达地区,具有典型的牧业旗县特征;二是鄂托克旗近年来的经济成长,尤其是工业化成长呈现快速发展之势。特别值得关注的是,鄂托克旗的经济成长是在没有国家、自治区大规模投资、大项目拉动的前提下,自主培育的工业化成长;三是鄂托克旗近年来快速的工业化成长所带来的生态环境、资源与社会发展之间的不均衡问题具有突出的典型意义。通过对它的剖析可以深入评价牧业旗县发展的深层次问题;四是鄂托克旗自身在近年来的经济发展过程中形成了独具特色的发展思维与工作观点,并充分认识到了牧业旗县未来发展的一些关键问题。他们的所思所想折射着中国牧业旗县的一个缩影,对其他牧业旗县的发展观念具有启示作用。

经济成长是一个宽泛的主题,涉及经济发展的方方面面。本书旨在针对鄂托克旗经济成长的过程与现实,重点描述和剖析鄂托克旗自主培养工业化成长及其与社会文化发展所形成的关系问题这一主线,通过大量数据、事例与工作思维的介绍,给出鄂托克旗经济成长的鲜活案例。本书的构想与提纲撰写由郭晓川博士主持,全书共分十一章,第一章提出了中国牧业旗县区域经济发展问题,由赵海东撰写;第二章分析了鄂托克旗经济成长的数据,由张瑞荣撰写;第三章、第四章对鄂托克旗经济发展的环境支撑体系即自然资源环境和人文环境进行描述,分别由王景峰和杨存栋撰写;第五章对鄂托克旗的主导产业与企业集聚一体化发展进行总结评述,由王锋正撰写;第六章分析了鄂托克旗工业园区的建设与经济发展,由菅刚撰写;第七章描述鄂托克旗旅游产业和文化产业的发展之路,由杨存栋撰写;第八章对鄂托克旗信息化和城镇化的互动发展进行分析总结,由李友东撰写;第九章分析了鄂托克旗招商引资政策与制度体系建设,由尹富撰写;第十章提出鄂托克旗经济成长的特色性整合思维模式,由郭晓川、赵海东撰写;第十一章给出了



鄂托克旗经济成长的战略展望,由郭晓川撰写。全书由郭晓川、赵海东统稿完成,由杨存栋、王锋正、王景峰完成了最后的编辑工作。

鄂托克旗经济成长模式案例研究得到了鄂托克旗旗委、人民政府、人大与政协的全力支持。没有他们的支持,这一基础性的研究工作不可能得以完成。在案例调研与数据和材料的收集过程中得到了鄂托克旗几乎所有职能部门热情的帮助和全力配合,在此,项目组向他们表示深深的谢意。

特别感谢鄂尔多斯市政协副主席、鄂托克旗委书记刘桂花女士、鄂托克旗旗长王峰先生,是他们所具有的战略性眼光,才使得本次案例研究工作能够顺利完成。在本书的完成过程中,鄂托克旗副旗长王跃进先生、经贸局局长张鹏祥先生,副局长尚秀珍女士和秦志仁等同志直接参与到了很多具体的调研工作之中,可以说本书的完成也凝聚了他们的心血。

希望鄂托克旗经济成长的案例能对中国牧业旗县经济发展问题的研究起到引路石和基础素材的作用,祝愿中国牧业旗县走上科学发展之路。

郭晓川

2004年6月于内蒙古大学

## Abstract

The animal husbandry banners and counties in China are a regional economic entity that traditionally keep away from the growth of modern industrialization, with grassland animal husbandry as the only economic pattern. This community is characteristic of Chinese regional economic system and is primarily located in the western provinces where the minority nationalities reside, including Inner Mongolia, Xinjiang, Qinghai, etc. At the same time, the 120 animal husbandry banners and counties of China are all in the West Development areas, of which 112 are in the autonomous regions of minority nationalities, accounting for 93.3% of the total. The animal husbandry banners and counties are the regional and grass-roots economic unit and the basic economic cell in western regions. The economic development of animal husbandry banners and counties is very important to the carrying out of the Strategy of West Development and the healthy construction of a moderately wealthy society.

During the long course of economic and social evolution, animal husbandry banners and counties have almost deviated from the modern economic growth path. The economic activities are at low ebb and incompatible with the modern science and technology. Being driven by the "natural forces", the economy grows slowly and is not open to the outside world. In recent years, with China's opening up to the outside world, the integration of world economy as well as the development of China's socialistic market economy, modern industry, mechanization, science and technology have found their way into the animal husbandry areas. Based on the vast natural pasture land and abundant natural

resources, the animal husbandry banners and counties are moving toward modern economic growth pattern, the traditional animal husbandry is beginning to be modernized and intensified. Industrialization finds its way into the animal husbandry area. It's worth noticing that there are obvious differences between the industrialization of animal husbandry areas and that of traditional rural areas. The industrialization of animal husbandry areas have just began about ten years, but thanks to the abundant animal and plant resources as well as the mineral resources, these areas grow rapidly, with investment increasing greatly and effectively. What's more, the animal husbandry areas are being industrialized much faster than the rural areas. Some of the model animal husbandry banners and counties now play an important role in Chinese economy at the banner and county level. Among them, Otog Banner, lying in Erdos City, Inner Mongolia, is quoted as a typical case in this book. During the course of economic development, this banner is faced with some problems and difficulties, such as the problems! caused by industrialization, the problem of ecosystem protection, the sustainable development of resources - based industry, the unbalance of rapid economic growth and the slower cultural and social development, the inheritance and protection of national culture in the course of industrial civilization, etc.

The aim of this book is to find proper solutions to these problems and difficulties in the economic development. We select Otog Banner as the subject for study because it is typical of the animal husbandry banners and counties. Firstly, it is located deep into the grassland, away from the prospering areas of China and have the typical characteristics of animal husbandry banners and counties. Secondly, Otog Banner gains its economic growth without the support by the state and regional governments. Thirdly, some environment and social development problems caused by the rapid industrialization are very typical. Finally, Otog Banner has developed its unique outlook and thoughts of development and identified the key issues regarding to the future development of the animal husbandry banners and counties. With reference to the history and present situ-

ation of Otog Banner as well as plenty of data, this book makes an attempt to depict the economic growing path of this banner, focusing on the relationship between the autonomous industrialization and the social and cultural development. This book summarizes the economic growth mode of this banner in recent years, which we believe will be of great significance and value to other animal husbandry banners and counties in the way of their overall, coordinative and sustainable development.

It is known to all that the development of any economy is closely related to its surroundings. Beginning with the exploration of the environment of Otog Banner, a detailed analysis is made on the economic development of the banner, a lot of cases being used in this practical study. A set of new thoughts and viewpoints have been developed:

With a vast area and complex natural environment, the west minority nationality regions are very rich in natural resources and boast the most colorful natural zone and the most diversified biological species. Otog Banner lies in the west of Inner Mongolia and its main advantage is the rich natural resources that supports its economic growth. Vast land, abundant resources and diversified animal and plant species are the sources of rapid economic growth of Otog Banner.

Greater importance is attached to the role that cultural environment plays in the local economic development. When evaluating the overall strength of a nation, the UN pays more and more attention to its cultural development. Boasting a long history, unique national customs and living habits, colorful and diversified national culture and traditional techniques, Inner Mongolia is one of the areas that have the most diversified culture in the world. The extremely closed nomadic economy, small scale peasant economy and natural economy resulted in the traditional and national culture system of the minority nationality areas which is the combination of the primitive religious cultural, farming culture and the nomadic culture. So, the views about value, wealth, occupation,

mode of production and customs is in conflict with the rules that established by modern market economy. As a result, the national minority areas are faced with more difficulties and hindrances in the development process of the market economy than the inner-land areas where the Han nationality dwell. Due to the multi-tiered and diversified national, social and cultural environment, nationalities in these regions differ in their value judgment, pioneering spirits, competition awareness as well as adaptability to the market economy and attitudes to the changes in technological system. Consequently, they are faced with many difficulties in the social development.

National economy and the availability of information play a key and the most active role in facilitating the readjustment of economic structure, industrialization, urbanization as well as in the epoch-making development of productivity. As a traditional animal husbandry banner, Otog is seeing rapid industrial development now, while the information system and urbanization is developing with a lag, which has actually hindered the progress of industrialization. How to facilitate informationization, how to coordinate the development of informationization and urbanization as well as how to promote the construction of a modernized town with grassland characteristics, all these have become the key issues facing Otog Banner. Informationization, which is given priority in the economic and social development of this banner, will become the driving force of industrialization and urbanization.

System is the key to the economic development. The system economics argues that the government is the main producer of a system. The innovation of both the tangible and intangible economic development system of Otog Banner involves the participation of the government, which plays a key role in the economic growth. This is especially true to the underdeveloped areas. It has taken this banner a long time to construct a system for attracting the foreign investment. Since China's opening up to the outside world, Otog Banner has attached great importance to attracting the foreign investment, especially in recent years.

In a nutshell, Otog Banner's policies for attracting foreign investment have been focused on the concept of "being friendly with foreign investors". It is with this concept that Otog Banner is making every endeavor to attract the foreign investments.

Otog Banner now ranks among the first of all the 33 animal husbandry banners and counties in Inner Mongolia, which owes a lot to the development of "One Zone and Four Parks". "One Zone" refers to Mengxi High and New Technology Development Zone. The "Four Parks" refer to Wulan Light Industry Park, Chabu Gypsum Industry Park, Qipanjing Power - consuming Industry Park and Jiangui Industry park. Having their own characteristics and relying on their own particular resources and strength, the "One Zone and Four Parks" are banoming the driving force of the economic development of the neighboring areas.

Otog Banner has its strengths and opportunities for the economic development, meanwhile it has its weaknesses and is faced with threats. A lot of work still has to done and great efforts still has to be made to move towards the beautiful tomorrow of Otog Banner. The rapid economic growth of Otog Banner due to the primitive industrialization has only solved some superficial problems. A lot of deep - rooted and fundamental problems are still waiting to be solved. Based on the knowledge of the current economic situation and the stage of the local economic development, the local government makes every endeavor to "prosper the Banner and enrich its people". The future economic and social development and industrialization of Otog Banner will conform to a general guideline, which attaches great importance to the environment protection, industry, opening - up and culture. For the future economic growth and industrialization, a strategy will be carried out which covers the following areas:

**1. Moving to New Way of Thinking** This is an age of neo - economy and knowledge economy when the world economy is being integrated. The economic development of Otog Banner should be directed by new thought of indus-

trialization. The concept of industrialization should develop with the time. Developing economy means more than "enthusiasm". The economy and industrialization should grow in a scientific and rational way.

**2. Facilitating the Innovation of Technology** Efforts should be made to quicken the optimization and escalation of the mature industries. A series of steps should be taken to promote the innovation of technology. Work should be down to enhance the quality, diversity and technology content of the goods of several key industries. As far as the characteristic of competition is concerned, the improvement of technology in these industries should be focused on the material itself as well as the deep process of the material.

**3. Developing the Industries by Clustering and Quickening the Initial Accumulation** Beginning with some successful firms, a group of leading enterprises in a couple of industries should be supported and fostered by the local government. Industry parks should be established, where industries are clustered and developed as a whole, and where the key industries have the dominating and coordinating power.

**4. Bettering the Business Environment and Developing the Culture** Further efforts are to be made to better the business environment for attracting the foreign investment with privilege policies and better services. In addition, efforts should be made to attract the foreign investment and overseas experts with distinct local culture and new concepts. Consequently, a great progress will be made in the way of attracting and using the foreign investment.

**5. Pursuing Sustainable Development** After the industrial projects get into working condition, attention should be paid to the reinvestment in these projects and the localization of the profits brought by these projects. Efforts should be made to attract as well as keep the investment. Steps are to be taken to prevent the outflow of profits and capital, because the industry parks would become empty without projects. The investment project should be oriented towards the long term growth.

**6. Broadening the Scope and Lengthening the Chain of Industries as well as Reducing the Risk in the Process of Industrialization** Presently, the industrial structure of this banner is very simple, focusing mainly on the mining industry and the processing of raw material. This simple industrial structure is vulnerable to the change of the market. For the future development of industrialization, this structure has to be changed. The existing industries are supposed to grow steadily. While at the same time, other industries, including the processing of agriculture and livestock products, are to be actively developed so as to help the farmers and herdsmen to get rich through industrialization. A diversified industrial structure with local characteristics is expected to be formed.

**7. Founding a New Industrial Pattern Focusing on Tourism and Culture** Based on the unique cultural and historical background as well as the natural resources of Otog Banner, the tertiary industry, with cultural and tourist industries at its core, is expected to be fostered, which will spur the growth of the related industries. Efforts are to be made to enhance the development of tertiary industry and to increase its contribution to the economic growth of this banner. The tertiary industry will become the supporting force that will help the traditional secondary industry move toward new and mature industry. As a result, the tertiary industry and secondary industry will develop coordinately.

**8. Quickening the Localization of Human Resources** The localization of human resources should be paid attention to. The economic growth will depend to a greater extent on the localized human resources. More importantly, the experts in business management are to be trained. Investment from outside of this banner will play an active part in the economic and social development of this banner. There will be a group of experts and skilled workers who love the banner and are devoted to the long term economic growth of the banner.

**9. Speeding up the Urbanization** The level of urbanization and population distribution produce the environment in which the economy grows. A long



term plan of urbanization starting with a higher level should be made, which will produce a fine basic environment for the economic growth.

**10. Promoting Informationization and Education and Facilitating the Construction of Innovation System of Otog Banner** Informationization and education can help overcome the disadvantages of this banner which are hindering the industrialization: a remote place where culture, science and technology are underdeveloped. Informationization and education will promote the social and cultural development of this banner, and improve the quality and grade of its economic growth. Based on informationization and education, the innovation ability of this banner is to be developed and a fine environment for innovation and business venture is to be formed, which is beneficial to the future growth of the economy.

Following up the economic development of Otog Banner, a traditional animal husbandry banner, we got a typical case in which the industrialization enhanced the economic and social development level of an animal husbandry banner, and in which the economy of an animal husbandry banner is developed through autonomous industrialization. We made an attempt to sum up the experience of this successful banner and came up with some strategic thoughts that will be of some help to the economic development of other animal husbandry banners and counties with similar conditions. We hope that the case of the economic growth of Otog Banner will serve as a guide for the academic study of the issues concerning with the economic development of animal husbandry banners and counties and be cited as basic data. We are sure that the animal husbandry banners and counties can pursue its autonomous economic development and industrialization. We also see that the new industrialization and sustainable economic development is achievable in the animal husbandry banners and counties. We hope that the animal husbandry banners and counties can grow and develop relying on the improvement in science and technology.