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重要战略机遇期的 中国经济结构调整



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ECONOMIC STRUCTURE ADJUSTMENT DURING PERIOD OF IMPORTANT
STRATEGIC OPPORTUNITIES IN CHINA

顾问 袁宝华 黄 达

主编 纪宝成 杨瑞龙

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出版说明

我校 2003 年 3 月份出版的《中国人民大学社会发展研究报告 2002》、《中国人民大学经济发展研究报告 2002》和《中国人民大学中国人文社会科学发展研究报告 2002》，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，初步达到了“发挥我校人文社会科学门类相对齐全、重点研究基地和重点研究学科为数众多的优势，整合全校的科研力量，吸收校外的合作力量，对党和政府的社会、经济、文化决策起到应有的参考作用，为学界和广大读者提供一份重要的人文社会科学研究成果”的预期目的。这次出版的《报告 2004》（本应为《报告 2003》，从年开始，我们采纳一些读者的建议，将报告题名中的年度标识确定为出版年度），是我们在总结过去经验的基础上，贯彻党的十六届三中全会精神和党中央关于《进一步繁荣发展哲学社会科学的意见》的精神，精心组织，博采众长，集思广益而推出的最新研究成果。

各报告由编委会负责审定选题、整体框架、主要内容和编写体例，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，聘请相关部门的领导和知名学者分别担任顾问。

与过去一样，各报告的编写在定位上，力求以创造性、权威性、针对性、预见性的成果，为党和国家的决策提供科学参考，给广大读者以新的启迪；在研究思路与方法上，以调查研究为基础，强化问题意识，有的放矢，同时，不求面面俱到，而是力求精、力求有所突破；在研究内容上，既强调连续性，又体现与时俱进，深入研究我国现代化建设中的新的重大理论和实际问题，努力反映我国社会、经济和人文社会科学发展的新变化、新趋势、新特点。

2003年是极不平凡的一年。在这一年里，国家经济和社会发展中出现了许多重大事件。特别是在抗击 SARS 的过程中，人文社会科学工作者与全国人民一道在经受严峻考验的同时，也面对着许多新的复杂的课题。尽管参加编写报告的大多是学术造诣较高的学者，且都对执笔的内容进行了潜心研究，但要很准确地分析和科学地把握当前复杂的社会现象，揭示其中的规律，显然不是一件很容易的事情。加上写作与出版周期较短及研究水平的局限，报告中的不足或易引起争议的地方在所难免。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

2004年3月3日



Abstract

1. Topic selection and basic position of this report

From economic development experience of various countries, we can see modern economic growth takes on two outstanding features, continuous and fast economic growth and substantial structural changes, at the same time. In the 16th National Congress of the Communist Party of China, the social goal to build up a well-to-do society in an all-round way by the year of 2020, or in another word, in about 20 years to quadruple Chinese GDP compared with that in 2000 or realize \$ 3 000 per capita is proposed. This income level is equivalent to the average of middle-income countries.

When studying and announcing developing courses of many developed and newly industrializing countries, both domestic and international economists of economic development count the process of increasing per capita GDP from \$ 800 to \$ 3 000 as a significant stage of economic development. Some name this process Stage of Fast Growth, while others Stage Starting from Take-off to Maturity of Economic Growth. This stage features that de-



mand structure will remarkably shift, with a fast increase of GDP, from a necessity-consuming stage centered with food and clothing to a unnecessary-consuming stage. Then economic structure will visibly change to suit this shift. For example, the secondary industry grows very fast and is contributed to the biggest proportion of GDP, while the proportion of GDP contributed by the primary industry decreases greatly and the rate of the agricultural workforce drops by a large extent; great changes take place in the two-sector economic structure and modern non-agricultural products take primary place; after industrializing expansion period, the economy will gradually enter an industrializing maturity period, the so-called “highly processed period”, with an outstanding feature that development drive will shift from raw materials industry to processing and assembling industry. As industrial structure becomes “highly processed”, the internal structure of the secondary industry will further present a trend of “technology-intensive (or knowledge-intensive)”. With the deepening of industrializing process and the obvious acceleration of development of service industry such as material flow, business flow and information flow, there appears a continuous increase in the proportion of GDP contributed by the tertiary industry.

According to the relationship between economic growth and economic structure, the following conclusion can undoubtedly be reached that only to perform economic structure adjustment timely based on changes of demand structure can fast and continuous economic growth be realized and a well-to-do society be built up in an all-round way during this period of important strategic opportunities. Therefore it is emphasized in Central Economic Working Conference in November 2003 that “to practically shift focus of work onto adjusting economic structure, transforming mode of economic growth and improving quality of growth and economic benefits to realize sustaining, fast, harmonious and healthy development of national economy and all-side social improvement”. For this reason, central government has put forward several countermeasures for economic structure adjustment including upgrading level of manufacturing industry, strengthening construction of infrastructural facilities, accelerating development of the tertiary indus-



try, pushing development of west regions, revitalizing such old industrial bases as the north-east regions and coordinating distribution relationships, etc.

2. Process of marketization and economic structure adjustment

Since the fulfillment of reform and opening-up policy, the Chinese economy keeps fast and continuous growth, but this at the same time leads to unequal development of different regions and industries. Such an imbalance results in inequality of income distribution as is reflected in resident's income and thus buries hidden trouble against continuous and steady economic growth in the future. Great efforts to weaken such unequal situations should be included in a reasonable economic structure adjustment policy, but this requires researching the economic source of this unequal situation.

One of the major contributions of government's evolutionary reform and opening-up strategy, focused on growth, is that it facilitates the process of marketization and then brings about ten years of fast and continuous economic growth but is accompanied with an imbalance of economic structure. Government should appropriately understand its own limitation and shift center of economic structure adjustment policy from boosting economic growth to redistribution. It should in particular resolve the issue of redistribution of educational resources and human capital and increase the stock level of human capital in underdeveloped regions through transferring payment; and at the same time it should push the process of marketization through strengthening institutional construction to ensure fair competition. Only through these measures can integrity of fairness and efficiency be realized.

3. Economic structure adjustment and source of economic growth

In this paper, the results of such econometric analysis methods as regression and structural equation modeling are utilized to measure the relationship of transformation of two-sector economy, economic institutional change and economic growth, making a detailed analysis of contributions of various factors to Chinese economic growth. The main conclusions are as follows:

(1) Economic institutional change and transformation of a two-sector e-



economy are the dominant factors contributing to Chinese economic growth in the past over 20 years.

(2) From the view of the effect of various factors contributing to economic growth on quality and efficiency of economic growth, industrial structural change resulted from transformation of two-sector economy plays a leading role in increasing efficiency of economic growth.

(3) From the view of trend and room of the effect of various factors on economic growth, “upgrading of industrial structure” and “technological progress” will take the place of the past “economic institutional bottleneck” as the major constraint of Chinese future economic growth.

(4) Reform of property rights, centered with ownership, should gradually fade out and give it place to the opening-up of industries and further adjustment of two-sector economy.

4. Economic structure adjustment and income distribution gap

Testing through empirical approach the relationship of change of Chinese economic structure (including industrial structure, structure of property rights, rural-urban structure and regional structure) and income distribution gap, we can see that the structural contrast existing in the reform and development of structure of property rights and industrial structure serves as an important factor which leads to broadening of income gap and that a normal and effective transmission mechanism is still not established among rural-urban structure, regional structure and income distribution gap due to the existing handicap of policy. Therefore, only through deepening economic institutional reform and strategic economic structure adjustment and eliminating the structural contrast existing in the change of industrial structure and rural-urban structure and structure of property rights can we constrain the trend of broadening of income distribution gap completely and then manage to reduce the gap.

5. Economic structure adjustment and shift of rural labor force

Economic structure adjustment is closely correlative with shift of rural labor force. Difference in labor productivity of various industries is the drive for shift of labor force and potential source of realizing economic growth.



From the view of economic structure adjustment, attention should be paid in shift of labor force to reducing the gap between proportion of agricultural employment and that of agricultural production, that is especially to the extent to which shift of labor force lags behind economic structure adjustment. Therefore in the course of industrialization, employment should be concerned about when efficiency and comparatively labor-intensive industries and enterprises must be supported consciously.

6. Economic structure adjustment and enterprise technological innovation

Through empirical analysis of the effect of inputs into technological innovation of 36 industrial areas from 1990 to 2001 on industrial structural adjustment, we come to a conclusion that there exists obvious difference in the effects on industrial structural adjustment, result in inputs into technological innovation of industrial enterprises on different technological levels. Or in another word, inputs into technological innovation of middle-tech enterprises can remarkably accelerate industrial structural adjustment, while this is not true for high-tech ones. Therefore Chinese industrial structural upgrading strategy in the next few years should take place on multilevels: inputs for importing high-tech (equipment) can shorten Chinese technological gaps with developed countries and regions and also strengthen capability of digesting, absorbing and utilizing high technology with the result of pushing industrial structural upgrading. However, government's industrial policy of motivation is still indispensable due to inputs into R&D and human capital failing to bring valid demand for new products; for middle-tech industries, market mechanism should be depended upon to push industrial structural change as inputs into human capital, equipments and R&D can gain valid market demand; for low-tech industries, government should consider building up right mechanisms for financing to assist these enterprises in obtaining relevant R&D inputs, due to their lack of R&D capital, to accelerate industrial structural upgrading.

7. Economic structure adjustment and economic financialization

Economic financialization accompanied in due course by industrializa-



tion, modernization and globalization serves as the most notable feature in aspect of financial development and directly change the rate of financial economy to real economy. Structural change of the real economy mainly presents as industry's structural change and upgrading. Empirical analysis indicates financial gross and financial structure should be employed together in explaining an industry's structural change. The visible lag and state of disorder of financial structural adjustment serve as significant factors hindering the increase of actual contribution of finance to the economy. China is a country under economic transition. Economic privatization not only changes ownership structure of the economy but also matters much for economic development. Under background of economic financialization, the private economy cannot develop without various arrangements for investment and financing provided by financial system. One point needing more attention is the trend of financialization of private economy, which is not only part of adjustment of the real economy but also will necessarily change the ownership structure of financial economy fundamentally.

8. Economic structure adjustment and interregional economic coordination

Fundamentally speaking, interregional economic imbalance results from structural imbalance of interregional economies and from industrial structural imbalance in particular. For example, industrial structures of different regions intend to get convergent and there are no remarkable dominant or strong industries in most regions. To realize interregional harmonious development, great adjustment must be made to industrial structure; interregional specialized division of labor should be boosted to realize interregional industrial structural upgrading; technological progress should be accelerated to foster interregional competitive advantage; interregional shift of industries should be speeded up to develop regional industrial clusters; dominant industries should be scientifically chosen to obtain interregional harmonious development.

9. Economic structure adjustment and urbanization

Economic structure adjustment and urbanization, mutually precondi-



tioned and concomitant, compose two primary topics of future Chinese social and economic development. In order to quicken the process of urbanization and engender as soon as possible social conditions required for industrial structural transformation in the new era, it is suggested that construction of relevant institutional innovation be accelerated; simplify and lower standard for setting up a city so as to provide scientific threshold for those qualified small towns to develop into cities; entitle citizens to a right of free migration and establish a fair and just population flowing system, employment system, and social security system; set up rolling urban soil reserve system; increase R&D input of urban dominant industries and strengthen their market competitiveness through innovation and learning; rectify the appraisal system which is used to evaluate political achievement according to economic growth to motivate local government to pay more attention to production of public goods and the issue of poverty; make overall arrangement of elementary education in rural and urban areas and accelerate all-roundly accumulative process of human capital in China to provide sustaining power for industrial restructuring and urbanization.

10. Economic structure adjustment and the new-type industrialized road

Knowledge economy, as a new economic mode independent of agricultural economy and industrial economy, urges Chinese social economic structure to transform from a two-sector economy to a three-sector economy. New-type industrialized road refers to not only industrialization but informationization as well.

The core of policy arrangement for the new-type industrialized road is to implement the following three great strategies: 1) give priority to developing information-technology-leading high- and new-tech industries and implement the strategy of prospering the nation with science and education; 2) develop manufacturing all-roundly and implement a strategy of pushing industrialization with informationization; 3) comprehensively adopt energy-saving technology and actively develop industry of environmental protection to realize benign interaction among industrialization, energy and environmental protection, and implement sustainable development strategy.



11. Economic structure adjustment and employment policy

Theoretically speaking, effect of economic structure adjustment on employment can be induced to effect of technological progress on employment. The effect of technology on employment can be assessed from the view of gross and structure. From the aspect of gross, technological changes have effect on employment via productivity and economic scale; while from aspect of structure, those changes lead to employment structural change. From the view of the whole national economy, productivity and employment present a relationship of positive correlative growth. From the view of structural analysis, the trend of effect of technological change on employment of China in the future goes on as follows: in the primary industry, employment opportunities will decrease sharply; in the secondary industry, employment structure of relevant industries will change to some extent, yet total amount of employment will increase anyway; in the tertiary industry, there exist unprecedented opportunities for its development and employment opportunities will increase greatly.

In order to get used to technological change and thereby to industrial structural change, employment policy of China should be accordingly adjusted. Detailed measures include: 1) enhance construction of reemployment service center and make good organization of reemployment service work; 2) continuously input capital and manpower to accelerate step of technological progress; 3) support fast development of the tertiary industry; 4) enact laws and regulations to protect the working rights of women and the aged jobless; 5) increasing human capital input should become a basic state policy.

12. Economic structure adjustment and construction of public fiscal system

Fiscal revenue and expenditure have a significant effect on the forming and adjustment of economic structure. Government can play a direct or indirect role in adjusting economic structure via arrangements of a fiscal revenue and expenditure and specific use of such policies or measures as the tax revenue, public expenditure, governmental investment and bonds. To meet the



requirements of a market economy, public fiscal system should be established in China whose essence is fiscal system under a market economy where market failure determines necessity of public fiscal system and its function scope. Construction of a public fiscal system includes setting up a public fiscal revenue system, public fiscal expenditure system, a scientific law-supporting fiscal administration system and scientific budgeting administration system according to requirements of market economy.

13. Economic structure adjustment and educational investment

Since fulfillment of the reform and opening-up policy, thanks to continuous and fast economic growth, total educational investment of China has increased by a large margin, which greatly boosts development of educational cause providing a strong guarantee of human resource for economic growth and restructuring and especially necessary human resource for growth of the tertiary industry.

In the future period of time, China still needs to increase educational investment to realize as soon as possible the goal that fiscal educational investment accounts for 4 percent of whole GDP. The realization of this goal should depend mainly on local governments instead of central government. Emphasis of governmental education investment should be placed on elementary education and compulsory education. China should accelerate power-fractionalized reform for higher education and transform central government's function of educational investment.

14. Chinese economic structure adjustment under economic globalization

Managing the relationship with world market and world economy is simultaneously a theoretical and practical issue in Chinese economic structure adjustment during the transition period. After China establishes gradually an economic development strategy suitable for development of a market economy, making use of two types of markets and resources from home and abroad based on the principle of comparative advantage has become an important choice and necessary supplement for its economic structure adjustment. In the period of important opportunities faced by China currently, China should more conscientiously take the strategy of opening-up based on com-



parative advantage as a necessary choice for economic structure adjustment and roudly make true the development goal and restructuring benefits of an open economy; make a deep understanding of the brand-new pattern brought by globalization and of new opportunities, new drive and new issues existing in economic structure adjustment under background of global production and distribution; endeavor to prevent the so-called “pauperizing growth” and “trap in division of labor”, often seen in developing countries and resulting in loss and distortion of economic structural benefits, from occurring in the course of Chinese economic opening-up.

15. Governmental institutional reform in economic structure adjustment

Since 20 years of fulfillment of the reform and opening-up policy, economic structure adjustment also urges government institutional reform. In the future of Chinese government institutional reform, organizational efficiency, functional efficiency and political efficiency should be continuously coordinated to progress shoulder to shoulder, but maybe not with the same speed. Up to now, the room for raising organizational efficiency is limited, so the focus of governmental institutional reform should be mechanism change. The emphasis of governmental reform is placed on improving its functional efficiency in the next 10 years and on political reform 10 years later to improve political efficiency. Additionally, the Chinese government should also pay attention to some specific issues such as reform of the administrative system, relationship of local governments and central government and administrative examination and approval system to push Chinese government institutional reform on multilevels of operation, collectivity and constitutionality.



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