

石家庄经济学院学术著作出版基金资助

XIANYU GONGYE

# 县域工业

FAZHAN YANJIU

# 发展研究

于振英 著



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· 北 京 ·

**图书在版编目 (CIP) 数据**

县域工业发展研究/于振英著. —北京: 中国大地出版社, 2008. 11

ISBN 978 - 7 - 80246 - 162 - 8

I. 县… II. 于… III. 县—工业经济—经济发展—研究—中国 IV. F427

中国版本图书馆 CIP 数据核字 (2008) 第 190990 号

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**责任编辑:** 李 颖

**出版发行:** 中国大地出版社

**社址邮编:** 北京市海淀区学院路 31 号 100083

**电 话:** 010 - 82329127 (发行部) 010 - 82329008 (编辑部)

**传 真:** 010 - 82329024

**网 址:** www. chinalandpress. com 或 www. 中国大地出版社. 中国

**印 刷:** 北京纪元彩艺印刷有限公司

**开 本:** 880mm × 1230mm 1/32

**印 张:** 9.75

**字 数:** 260 千字

**版 次:** 2008 年 11 月第 1 版

**印 次:** 2008 年 11 月第 1 次印刷

**印 数:** 1—1000 册

**书 号:** ISBN 978 - 7 - 80246 - 162 - 8/F · 308

**定 价:** 30.00 元

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# 前 言

县域工业是指在一个县的区域范围内，顺应现代企业制度的要求，采取多种多样的企业组织形式，利用县域特色优势从事采掘、原材料加工、农副产品加工的物质生产部门。县域工业包括两个部分：处于县城的城镇工业和处于农村的农村工业。其中城镇工业通常指县属国有、集体工业企业转制而来的工业企业，农村工业与乡镇企业中的乡镇工业在概念上等同，可以作为同义词使用。由于县域城镇工业改制、乡镇工业股份化趋势凸显，县域工业的所有制性质被淡化，“域”的特征逐渐突出。县域工业在产业分布上应与城市大工业相得益彰而不是过分相似，并且在微观区域布局、产业结构调整方面与城市大工业形成互补。县域工业与农业相互依赖、相互支持，发展县域工业是壮大县域经济的必由之路，是实现县域经济腾飞的重要力量源泉。县域工业与城市大工业、农业共同构成中国的三元经济结构，与城市大工业共同形成二元工业结构，与农业共同形成县域经济二元结构。由此可见，县域工业的相关范畴较多，它与城市大工业、农村现代化、县域经济、农业、中小企业之间存在密切联系。

县域工业发展的相关理论包括集聚经济理论、农业国工业化理论、“发展极”理论、产业集群理论、城乡协调发展理论。集聚经济理论为县域工业企业聚集、发展县域工业园区提供区位布局指导，城镇工业企业要改变杂乱无章的布局状态，迁入工业园区，农村工业要从“遍地开花”状态向小城镇集中。农业国工业化理论为县域经济工业化提供理论支撑，从中可得到发展县域工业的若干启示，这些启示体现在如何选择产业、如何保护农业、资金筹集方式等方面。从“发展极”理论中可引申出发展县域工

业的重要性，即县城和小城镇是区域“次发展极”，是大城市“发展极”发挥辐射作用的接力者。产业集群理论为县域工业发展提供产业布局指导。城乡协调发展理论则揭示了发展县域工业是使农业生产要素与工业生产要素相互流动与交换的最佳途径，它使工农业融合、城乡接轨，从而形成“全国一盘棋”。20 世纪乡镇企业的发展为 21 世纪县域工业发展提供了基础和强大推动力，继续发展县域工业是促进城乡一体化、全面实现“第一次现代化”的需要。县域工业的作用如同扁担，挑起工业与农业、联结城市和乡村。县域工业发展的条件包括县域公众发展工业的意识、统一开放的国内外市场体系的形成、小城镇与基础设施的发育、资源与特色产业的支撑。县域工业的发展趋势是：规模求“中小”、投资主体求“民”、产业求“特”。

现代县域工业在发展起点、产业特征、规模和发展主体方面已与古代、近代传统手工业大相径庭，是对传统手工业的扬弃。古代、近代传统手工业的发展特征为现代县域工业发展提供了如下启示：发展县域工业不能脱离文化背景和农业特色，县级政府要为工业发展提供宽松的环境，发展县域工业是一项系统工程。1949~1978 年，县域工业发展分为两条线索，县属城镇工业与农村工业在发起类型、利导因素与限制因素、发展速度方面不尽相同，从考察过程中可以发现制度安排是影响县域工业发展的重要因素，不适宜的制度安排以及制度供给不足会导致利导因素向限制因素转化。1979~1990 年，县域工业发展的两条线索仍然各有千秋：县属城镇工业处于发展的“十字路口”，如果顺应形势发展、进行改革，则会获得进一步发展，如果因循守旧、固步自封，则会在下一步发展中被淘汰；农村工业随着政策的变化而起起落落，由于政策上的优惠，再加上市场需求旺盛，1979 年至 1988 年，乡镇企业在产值和上缴利税方面为经济发展做出了巨大贡献，但 1989~1991 年，受中央经济紧缩政策和经济大气候的影响，乡镇工业发展由高潮转入低谷，大批工业企业倒闭。自 20 世纪 90 年代中期开始，由于体制转轨、市场形势变化等原

因，县域城镇工业与农村工业普遍陷入困境。中国台湾中小企业的发展道路与大陆县域工业有所不同，但是二者之间具有一定可比性。大陆发展县域工业可借鉴台湾发展中小企业的经验，并引以为鉴。

县域工业发展不平衡会造成县域经济发展不平衡，而且进一步造成省际经济发展差异。县域工业发展不平衡源于自然条件差异、物质资本差异、人力资本差异和制度差异。自然条件不是发展县域工业的惟一优势；人力资本状况与县域工业发展之间存在较为复杂的关系；物质资本差异是造成现阶段县域工业发展差异的重要原因；制度差异（包括地方政府制定的政策、政府与公众思维方式以及地域文化背景的差异）是解释县域工业发展差异的“杀手铜”。“吴越文化”与“燕赵文化”是造成浙江与河北县域工业发展差异的文化背景。置身于不同地域和文化背景下的浙江省与河北省在县域工业发展方面存在差异，具体表现在启动与发展差异、制度变迁进程差异、结构调整差异、创新路径差异、产业特色差异，这些差异的存在，使浙江省在全国百强县排行榜上的名次大大超过河北省。从两省中各选择一个具体县域进行分析比较，得出的结论是：在县域工业总体不发达的省份，如果某县域及时转变思想、培育创新精神、利用传统优势、结合县域特色发展工业，就会脱颖而出、成为奇葩；相反，在县域工业总体水平发达的省份，如果某县域不积极“变道”、不进行技术和制度创新、紧抱传统不放，就会在县域工业发展中变成“盆地”。制度非均衡是造成县域工业发展的省际差异的主要原因：制度非均衡既包括制度供给不足和供给过剩，也包括制度局部非均衡和制度总体非均衡。假设两省对制度的需求一致，浙江省的制度供给曲线处于右下方，制度供给量大，而且制度创新成本低；河北省的制度供给曲线处于左上方，制度供给量小，而且制度创新成本高。如果说浙江省的制度供给曲线与需求曲线的交点为制度均衡点，有利于乡镇工业的良性发展，相比之下河北省发展乡镇工业的制度供给不足。

县域工业发展涉及企业与政府两方面的努力，并且需要公众具备创业精神。县域工业企业创新包括产权制度创新、产业结构调整和企业合理布局。县级政府应是“有所为、有所不为”的政府，在改善经济发展环境、提供公平竞争的市场环境、为企业营造创新环境、促进县域工业可持续发展方面主动出击，在涉及企业具体经营时则要及时抽身隐退。县域工业生产的核心要素是企业家才能，自主发展的精神则是培育企业家才能的文化土壤。县域公众的自主创业意识、“敢为天下先”的个人首创精神，是县域工业实现发展和实现可持续发展的动力所在。

县域工业可持续发展具体领域包括县域工业可持续发展系统、县域工业可持续发展机制和县域工业可持续发展能力建设。县域工业可持续发展系统是经济发展与自然界维护相统一的系统，包括经济、资源、环境三个子系统，并可以与生产力系统复合，系统要素的组合方式有质态组合、量态组合、空间组合和时间组合。人与人之间的和谐关系构成县域工业可持续发展的生产关系系统，县域工业可持续发展的生产关系系统具有公平特征。“物竞天择”、“优胜劣汰”的生物学规律不完全适用于一个可持续发展的社会，中庸、中和的人际关系是可持续发展的基础。从时间维来看，县域工业可持续发展系统强调后代人与当代人至少有相同的发展机会。从空间维来看，它把自己的运动延伸到了三维空间，即经度维、纬度维和高度维。在空间维上，经济发展和自然界维护状况存在梯度。县域工业可持续发展系统是“灰箱”，其原因在于人的有限理性、公用地的存在、未来的不可知、制度安排的低效。县域工业可持续发展系统包括生产力与生产关系两大子系统，子系统之间、系统各要素之间应是和谐的关系。在三维空间上，县域工业发展要实现互利互补，而非以邻为壑；在时间上，当代人对自然资源和生态环境的消耗不要出现“赤字”；可持续发展伦理观强调人与自然的平等关系，而非征服与被征服的关系，人与自然应平等发展、互惠互济，即“发展面前人与自然平等”。县域工业可持续发展系统及其子系统具有开放性，各

子系统之间、县域工业可持续发展巨系统与外界环境之间不断进行物质、能量和信息的交换，形成正反馈或负反馈。县域工业可持续发展机制包括经济机制和大协调社会机制，其中经济机制又包括“信息——创新决策”机制和“激励——约束”机制，大协调社会机制包括大协调经济机制、法律机制和伦理舆论机制。县域可持续发展能力建设是可持续发展目标得以实现的重要保证，可持续发展具体目标的实现速度和程度取决于可持续发展能力的大小、强弱。县域可持续发展能力建设的关键是人力资本培育，这要靠人力资本投资来实现。



## Abstract

The county industry is a material production sector to point at that: within the scope of a county district, it adjusts to the institutional request in modern business enterprise, regards various systems as the business enterprise organized form, and makes use of characteristic advantage being engaged in the digging or original material-processing. The county industry includes two parts: town industry and rural industry. Among them the town industry usually points the county industry that belongs to the government-owned and collective industry business enterprise, and rural industry is first-class with town and village industry in the concept together, can be used as together phrase usage. Because the town industry changes the system, the village industry's trend of joint-stock is appearing now, county industrial and all the kind of systems is downplayed, the characteristic of the "area" is gradually outstanding. The industry distributing of county industry should benefit with urban industry by association together but is not to resemble excessively, and in the aspects of micro view district setting up, industrial structure adjusting repairs with urban industry each other. The county industry depends on with agriculture mutually and support mutually, developing the county industry is a necessary road that make county economy stronger, is an important power to realize county economy jumping off. The county industry constitutes the triply economic structure with urban industry and agriculture, becoming dual-industry structure with urban industry together, becoming dual-economic structure of the county economy with agriculture together. This shows that, the re-

lated category of county industry is more; it has a tight connection with modern urban industry, rural modernization, county economy, agriculture, and small and middle-scale business enterprise.

The related theories of the development of county industry include the conglomeration economy theory, industrialization theory in agricultural country, "development pole" theory, industry cluster theory and the theory of developing in phase between city and village. Conglomeration economy theory provides a leading that county industry business enterprise should come together and the county industrial garden should be developed. The town industry business enterprise should move into the industrial garden so as to avoid disorder, the rural industry should get together in the small town so as to get rid of the appearance of "blooming all over the place". The industrialization theory in agriculture country provides the theoretically supporting for the industrialization of county economy, we can also draw some lessons from this theory that can help us to develop county industry, including industry choice, protection of the agriculture, developing step by step and the way to raise funds. We can extending the importance of developing the county industry from the theory of "development pole", that is to say, the county seat and small town is "vice development pole" and the baton of city's radiation. The industry cluster theory provides guidance for the industry arrangement. The theory of developing in phase between city and village considers the county industry as the best way of making agricultural production factor combine with industrial production factor mutually. It makes agriculture combine with industry, developing a path that joins city and village together, then forming situation of "turning whole country into a state of unity". The development of the town and village enterprise of 20th century is the foundation and the strong motivation to the development of county industry in 21st century, continuing to develop the county industry is a demand to promote city-country inte-

gral and realize “modernization for the first time” completely. The county industry is a shoulder pole, it takes industry and agriculture, coupling city with country. The term of the county industry development includes the industrial consciousness in the public of county, the market system that is unified and opening, the development of small town and infrastructure, and the support from resources and basic industry. The development trend of county industry is “middle or small scale”, “civil investor” and “characteristic industry”.

Modern county industry has a vast difference with the ancient and neoteric traditional handicraft industry in jumping-off point, industry characteristic, scale and development manager, abandoning to the traditional handicraft industry. The development characteristic of the traditional handicraft industry in ancient times and modern age enlightens for modern county industry as follows: The development of county industry can't escape from the cultural background and the special features of agriculture, the county government should offer a free development environment for the industry, and developing the county industry is a systematic engineering. The developments of county industry between 1949 and 1978 is divided into two clues, the county-owned town industry and rural industry different in start type, benefit factor and limiting factor and speed. From the investigate process, we can discover that the institutional arrangement is an important factor to affect county industry development, unfit and shortage of institutional arrangement cause the benefit factor to convert to limiting factor. Between 1979 and 1990, two development clues of county industry still own everyone's character. The county-owned town industry located in the “intersections”, if it adapted to the situation and reformed, it would acquire the further development; if it stick to conventions and stuffy, then it would be washed out in next development stage. Rural industry was ups and downs along with the variety of the policy. Because of the special dis-

count on the policy and the prosperous of demand, from 1979 to 1988, town and village ownership enterprises made a great contribution for our country's economic development. But from 1989 to 1991, suffering from the central economic policy of retrenchment, the development of town and village ownership industry turned from high tide into low valley, large quantity of industry enterprises broke into bankrupt. Start from middle of 1990's, because of the shunting of system and the transforming of market situation, the county-owned industry and rural industry sunk into puzzle at large. The development road of the small and middle-scale business enterprise in Taiwan is different from the road of county industry in mainland, but they can be compared together. The development of county industry in mainland can draw lessons from the experience of the small and middle-scale business enterprise in Taiwan, and regards it as the mirror.

The different development level of county industry will result in the development unbalance of county economy, and fartherly leading to the provincial economic development difference. The development unbalance in county industry comes from the natural endowment difference, material capital difference, manpower capital difference and system difference. Nature endowment is not the unique advantage of county industry development. There is a complicated relation between manpower capital condition and county industry development. Material capital difference is an important reason of the development difference in modern county industry, and the system difference, including the policy from local government, the different thinking way of local government and the public, the difference of regional culture background, is a "key" to explain the difference of county industry development. "Wu Yue Culture" and "Yan Zhao Culture" are the cultural backgrounds that result in the difference of county industry between Zhejiang and Hebei. Zhejiang and Hebei province, which situate in the different re-

gion and have different cultural background, have a different development level in county industry, including the difference of specific way of starting and developing, the process of institutional change, structural adjusting, the innovation path, the characteristic of industry. These differences make Zhejiang have more prosperous counties than Hebei. If choosing a special county from two provinces respectively, by way of analyzing and comparing, we can draw a conclusion: in a province who has a less-developed level of county industry, if a county changes its thought on time, growing the innovation spirit, making full use of the traditional advantage and joining together its special features, thus it can make a great progress in county industry. On the contrary, in a province whose county industry has made a great progress, but if a county doesn't "change its way" actively, hasn't innovation in technology and institution, hug the tradition tightly, and then it will become a "basin" in the provincial county industry development. The unbalanced institution is main reason that results in the provincial difference of county industry development. The unbalanced institution not only includes the institution in short supply and in excess supply, but also includes the institution in partial-unbalanced and in general-unbalanced. On the premise of the equivalent demand of institution in two provinces, the institutional supply curve of Zhejiang situates in the lower right of coordinates frame, accounting for that the institution supplies have great capacity, and the cost of institutional innovation is low. The institutional supply curve of Hebei situates in the upper left of coordinates frame, accounting for that the institutional supplies have small capacity, and the cost of institutional innovation is high. If the point of intersection of institutional supply curve and demand curve of Zhejiang represents the balanced institution, and this point benefits to the benign development of town and village, comparatively, there is a short institution supply of the development of town and village industry in Hebei.

The county industry development involves the effort of enterprise and government, and the public should have the spirit of carving out. The innovation of county industry includes innovation of property right, the industrial structure adjust and rational overall arrangement. County government should be a government that "have for, have not for". It should launch an attack forwardly in the aspects of improving economy development environment, providing the market environment of fair competition, constructing an innovation environment and promoting sustainable development of county industry. On the other hand, it should retreat in the face of enterprise's management. The core production factor of county industry is entrepreneur talent, and the spirit of independence development is the cultural soil that grows the entrepreneur talent. The county public's independence intention of carving out and the individual spirit of "daring for the first in the world" is the motive for county industry to realize development and sustainable development.

The concrete realm of county industry sustainable development includes the county industry sustainable development system, the county industry sustainable development mechanism and the sustainable development ability. The county industry sustainable development system is a system that economy development unifies with nature maintenance mutually, including the economy, resources, and environment system. It can reunite with productivity system, and the combination modes of system factors contain quality modality, quantity modality, the space combination and the time combination. The production relation constitutes the production relation system in county industry sustainable development, and this system has the characteristic of fair. The biology regulations which include "natural selection" and "winner overcomes loser" is inapplicable to a society of sustainable development, and the interpersonal relation including "mean" and "neutralization" is the very foundation of sustainable development. Seeing from time dimen-

sionality, the county industry sustainable development system emphasizes that the posterity has at least the development opportunity of the homology with contemporary person. Seeing from space dimensionality, it extends its own sport to three-dimensionality, namely longitude dimensionality, latitude dimensionality and high dimensionality. On the space dimensionality, there exists steps on the economy development and nature supporting. The county industry sustainable development system is "grey box"; its causes include person's limited rationality, the common tragedy, and the uncertainty of future and the low efficiency of institution arrangement. The county industry sustainable development system includes two great sub-systems named productivity force system and productivity relation system; there should be a harmonious relation between the two sub-systems. In the three-dimension space, the development of county industry should realize mutual benefit, rather than regarding neighbor as a dustbin. In the time-dimension, the contemporary person should not appear the "deficit" on the depletion to the nature resources and environment. The ethical view of sustainable development emphasizes the equal relation between person and nature, rather than conquering and being conquered. Person and nature should develop with mutual benefit with each other, namely "person is equal with nature in front of development". The county industry sustainable development system and its sub-systems have the characteristic of opening. A persisting exchange of material, energy and information lies in these sub-systems and between county industry sustainable development huge-system and environment, then giving birth to positive feedback and negative feedback. The county industry sustainable development mechanism includes the economic mechanism and the social coordination mechanism. The economic mechanism includes the "information-innovation decision" mechanism and the "incentive-restriction" mechanism, the social coordination mechanism include the huge coordination

economic mechanism, law mechanism and the ethics public opinion mechanism. The county area's ability of sustainable development is the key of the realization of sustainable development. The speed and degree of sustainable development are up to the ability of sustainable development. The key of sustainable development ability construction is to foster manpower capital, and this can be realized by manpower capital investment.



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