



2000

中国区域发展报告

——西部开发的基础、政策与态势分析

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of the West**

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《2000 中国区域发展报告 ——西部开发的基础、政策与态势分析》

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前 言

研究中国区域发展问题,编制《中国区域发展报告》,是我们的愿望。我们为此进行了长期的努力。

编制《中国区域发展报告》旨在连续跟踪全国及各地区经济和社会发展决策和态势,作出相应的评价和提出建议,期望能够满足国家和地区政府决策部门的需要,并向社会提供有用的分析资料。在我们长期与政府决策部门的交往中,共同感觉到:90年代以来,政府关于区域发展战略和政策的决策的重要性和难度是愈来愈大了。决策机构和决策者必须充分了解国家、地区自身所处的发展环境。《中国区域发展报告》希望在这方面起到自己的作用。

《2000 中国区域发展报告——西部开发的基础、政策与态势分析》是我们编制出版的第三本中国区域发展系列报告。在《1997 中国区域发展报告》和《1999 中国区域发展报告》正式发行之之前,中国科学院路甬祥院长签发将题为“我国区域政策实施效果与区域发展态势分析报告”、“我国区域持续发展的态势、问题与建议”的简要报告报送到国务院。简要报告得到了国务院和中央许多部门的好评,同时提出了许多意见。我们在此表示衷心的感谢。这是对我们的很大鼓舞。

1. 本报告所指的“西部地区”的范围,是按照第七个五年计划划分的三个地带的范围确定的,即陕西省、甘肃省、青海省、宁夏回族自治区、新疆维吾尔自治区、重庆市、四川省、贵州省、云南省、西藏自治区等十个省区市。国土面积 546.3 万平方公里,占全国的 56.9%;1999 年末人口 28771 万人,占全国的 22.85%;国内生产总值 12133 亿元,占全国的 14.8%。

2. 1999 年,中央根据邓小平同志 80 年代提出的“两个大局”的思想和我国区域发展宏观态势的变化,作出了加快中西部地区发展、实施“西部大开发”的战略决策。同时,明确西部开发的战略重点是基础设施建设、生态建设、产业结构调整、科教发展和对外开放等几个方面。为了实施“西部大开发”战略,中央还一再强调西部地区开发是“一项规模宏大的系统工程”,也是“一项艰巨的历史任务”。这些方针完全符合我国国情和西部地区的区情,是在总结我国国土开发、区域经济发展经验和国际上关于欠发达地区开发经验的基础上提出的,因而是指导我国西部开发沿着正确方向逐步取得进展的科学方针。

西部开发是新世纪国家经济建设的大事,对西部和全国的可持续发展具有重要的战略意义,得到了全国人民的衷心拥护和支持。近一年来,中央各部门和西部地区的各级政府,都在紧锣密鼓地制定生态建设、基础设施、产业结构调整等方面的规划,一系列基础设施和生态建设工程总体上进展良好。但目前一些部门和地区的规划目标定得很高、项目盘子很大,已显现争上大项目之风;若干重大工程即将开工建设,但许多具体安排还没有落实;有些开工和即将

开工的基础设施工程,如公路、民航机场的新建扩建规模很大,超乎实际需要;各地区对生态建设非常重视,全党全民大动员。有的地区已经实施了大规模的退耕还林草,但退耕还林草中不按科学办事的情况也比较多,有可能出现新一轮的生态破坏。在大规模生态建设和基础设施建设的同时,各地区仍然将经济增长速度定得很高(9%,甚至两位数)。我们感到,目前西部地区的部分干部和群众都不同程度地存在急于求成的心态,希望通过多上大项目来迅速改变西部地区的欠发达面貌,这种情况需要加以引导。否则,将不利于西部大开发战略的顺利实施。

在这种情况下,无论是政府和社会都愈来愈感到:正确理解和实施中央关于西部开发的方针和目标实在非常重要。而要做到这样,就需要科学地认识我国西部地区,理性地评估如此大范围欠发达地区开发的长期性,将西部各地区的发展目标定在可能达到的位置上。

本报告将根据中央关于西部开发方针和目标,阐述我们在长期调查研究基础上对西部地区发展的认识。

3. 本报告的主题是科学地认识我国西部地区。根据这个主题,具体的目标是:

阐述开发我国西部地区对于增强国家整体实力的重要意义;

认识西部地区特殊的地理环境 and 经济基础;

阐述近年来国家、各地区在促进西部地区发展方面实施的政策及其效果;

就西部地区的发展目标、基础设施建设、生态建设、产业结构调整和社会发展等提出我们的建议。

4. 西部大开发已经成为全社会关注的“热点”。相当多的学者和一些在西部地区工作的同志发表文章和谈话。有些认为中央提出西部大开发是表明 21 世纪我国经济建设战略的转移,或表明我国区域发展的战略转移。还认为,西部地区与东部地区在经济发展上的差距将很快缩小,等等。

我们对全国和各地区的发展问题作了几十年的研究和跟踪,也研究了国际上的经验和教训。我们认识到,大规模开发西部地区是加强我国综合国力、实现可持续发展的重大战略性措施。同时,我们也强烈地感到:

在充分认识西部地区优势的同时,要清醒地看到西部大部分地区的恶劣条件和开发中遇到的困难。确立开发我国西部地区是长期的艰巨任务的概念。

我国东西部地区之间在经济发展上(总量和人均指标方面)的差距还将继续扩大。促进沿海地区的现代化并使其更大规模地参与经济全球化和实施“西部大开发”,都是符合中华民族的战略利益的。西部大开发,并不是意味着 21 世纪初我国经济建设和经济发展战略重点的转移。

如何理解“西部大开发”?我们的认识是:认识加快西部地区发展的极端重要性,全党全民重视西部地区的发展,是“高度重视”之意;开发西部不仅是发展经济,而且要加快西部地区的社会发展和生态建设,是“全面”之意,巨大的系统工程之意;西部开发是需要几代人奋斗才能完成的艰巨事业,是“长期”之意。

西部地区发展较其他地区滞后,是自然因素作用和长期历史发展造成的。而且,主要是由

于一系列非人的力量所能改变的因素造成的。在衡量发展成就时,要看发展的稳定性和质量,要看广大人民群众生活是不是逐步提高,要看在自己以往的基础上是不是有了逐步发展。从这个角度看,西部地区在建国以来获得了巨大的发展和进步。制订地区发展目标,要尊重科学和事实,要强调在原有基础上的发展。大家都要在增长速度和人均经济总量方面达到发达地区水平,是不现实的。因此在整体上,不宜将赶上东部发达地区经济发展水平作为西部地区发展的目标。而应将今后 10 年西部地区开发的目标定位在缓解与东部地区经济发展差距扩大的趋势上。同时,在中央政府和各级地方政府的支持下,尽快使西部地区享有与全国同样水平的教育、卫生、医疗、交通通信条件,缩小社会发展的差距。

90 年代初以来,中央政府实施地区协调发展战略。实际上,促进西部地区发展的政策和措施已经在逐步制定和实施,向西部地区的政策倾斜已经启动。

这些认识的主要根据,是中央制订的一系列发展政策和对我国各地区发展态势与潜力的分析。具体的阐述反映在我们编制的《1997 中国区域发展报告》和《1999 中国区域发展报告》及这本报告之中。在这样认识的基础上,研究西部地区开发中的具体问题和制订西部开发的具体规划,就可以达到预期的结果。

5. 本报告具体阐述了以下重要的观点和建议:

今后 10 年作为西部大开发的打基础阶段,以基础设施、生态建设和社会发展为主要目标,不搞 GDP 的高增长;

将传统产业的技术改造和有重点地发展高新技术产业置于重要地位,不搞新一轮建立在一般技术工艺之上的“量”的扩张;

以国家主要交通通道和基层交通设施建设为主,通信设施建设可适当高起点,中远程的高速公路建设要严格论证;

生态环境建设要充分考虑到水分等自然基础条件,根据自然地带性规律科学地理解“山川秀美”工程的目标;

西部资源开发要建立在对比优势分析评价的基础上。将资源开发的重点置于水能和天然气方面,实施“西电东送”和“西气东输”工程。由于自然条件恶劣及外部条件、国内外市场的变化,西部一系列资源已不具备比较优势。今后一段时期重点搞好选矿和冶炼的技术攻关,不宜大规模全面启动资源开发。

报告还对社会发展、城市化与城市发展、特色农业、旅游业、重点发展的地区和城市等作出了分析和政策建议。

6. 编制《中国区域发展报告》得到中国科学院路甬祥院长和陈宜瑜副院长的重视和支持。中国科学院资源环境科学与技术局给予了多方面的支持和鼓励。编制《中国区域发展报告》是中国科学院可持续发展研究中心的连续支持项目。中心的主任孙鸿烈院士非常关心和支持此项工作。他重视地学的研究要与国家和地区发展和重大的开发与整治任务相结合,在国家和地区政府决策中发挥作用。我们非常荣幸的是,著名的人文地理学家吴传钧院士、著名的区域经济学家李泊溪、李善同及中国科学院院士陈宜瑜、孙枢、陈述彭、叶大年、章申,中国工程院

院士石玉林等应允作我们这项工作的顾问。他们对我们工作做了许多的指导和咨询。

编制《中国区域发展报告》得到了国家发展计划委员会地区经济司郭培章司长和宏观经济研究院地区经济研究所杜平所长的支持,他们除了在指导思想和编写要求等方面给我们指导以外,还有几位同志直接参与我们的工作。对于保证我们报告的质量、符合政府决策和社会的需要方面起到了重要的作用。

我们在这里特别要提到,编制《中国区域发展报告》是在 1996 年春天得到当时国家科委社会发展司甘师俊司长的批准资助而启动的。近年来,国家科技部社会发展与农村经济司司长刘燕华和 21 世纪议程管理中心主任王伟中都对这项工作十分重视,给予很多的指导和资金的支持,并指导了组织协调工作。《2000 中国区域发展报告——西部开发的基础、政策与态势分析》继续由中国科学院可持续发展研究中心和中国 21 世纪议程管理中心联合主办,同时得到中国科学院自然科学与社会科学交叉研究中心的资金支持。

在这里,我们课题组全体研究人员向支持帮助我们开展区域发展理论和实践问题研究、编制《中国区域发展报告》工作的机构、领导同志和科学家再次表示衷心的感谢。

陆 大 道

2000 年 9 月 29 日

Preface

It is our long-term commitment to conduct the study on regional development of China and publish a series of collections on the subject, which are entitled *Regional Development of China*.

We attempt in the series to achieve continuous and objective analysis of contemporary Chinese policies on social and economic development and the status of development so resulted at both national and regional levels, and thereafter to provide reasonable policy evaluations and suggestions. Our research aims to satisfy the demand of national and regional policy-makers and the society as well for rational understanding of contemporary policies and development. Based on intensive interactions with different government departments in doing our researches in the past, we have observed increasing significance and also difficulties of the government's policy-making on regional development. A full understanding of the social, economic and physical environment for development at both national and regional levels has become a premise for policy-makers to hold well their responsibility. Our series of *Regional Development of China* are specifically designed for such a purpose.

Regional Development of China, 2000 — A Development Report of the West is the third collection of the series. The previous two collections, *Regional Development of China, 1997* and *Regional Development of China, 1999*, have witnessed strong and active responses from both the government and academic circle in China. A concise report based on *Regional Development of China, 1997* was delivered to the State Council as a key research report of the Chinese Academy of Sciences, and has received well recognition from the State Council and related government departments. Such recognition is an encouragement to this research project and highly appreciated by all colleagues involved.

This collection aims to provide our investigation, analysis and understanding of the popularly concerned issue, developing the west, which is the linchpin of the contemporary regional policy of the Chinese government. The term of "the west" refers to the 10 provincial units of the western region, which was first officially employed in the Seventh Five-year Plan of China (1986—90). They are Shaanxi Province, Gansu Province, Qinghai Province, Ningxia Autonomous Region, Xinjiang Autonomous Region, Chongqing Municipality, Sichuan Province, Guizhou Province, Yun'nan Province and Xizang Autonomous Region. The territory of the west (5.37 million km²) accounts for 56.4% of the national total, while the share of its population and GDP in 1998 was

only 22.84% and 13.96% respectively.

In recognition of recent dynamics and status of regional development in China and following the development strategy set forth by Deng Xiaoping in the 1980s^①, the Chinese government made a strategic decision in 1999 upon developing the west and promoting the development of the middle and west regions. Priorities proposed in developing the west are infrastructure development, ecological construction, industrial restructuring, science and technology development, and further opening-up. To make the strategy fully understood and to avoid another “Great Leap Forward”, the central government has emphasized constantly that developing the west is, rather than an easy job, a huge systematic project and a long-term arduous task that demands the endeavours of several generations. Such a perspective displays the rationality of the Chinese central government in practicing the strategy of developing the west. It also indicates that the government has taken careful considerations of the past experiences of territorial development and regional development in China and the international experiences of developing the under-developed peripheral regions.

Developing the west is a big policy thrust of national economic development in the new century, and bears great importance for the sustainable development of the west and the country as a whole. In the last year, different departments of the central government and local governments of the west were busy with making plans for ecological construction, infrastructure development and industrial restructuring. The proposed projects in ecological construction and infrastructure development have been carried out by and large as planned rationally so far. There have also appeared, however, irrational development plans and expectations. Such irrationality can be partly displayed by the obviously unrealistic objectives of development issued by local governments and the resulted long lists of construction projects proposed as well as over competition for approvals of large-scale construction projects. Some big projects are being initiated without necessary detailed plans and arrangements, while the scales of some infrastructure projects under construction or in preparation, e.g., new construction and expansion of highways and airports, are too large compared to the demand potential of local market. Although much attention has been paid to ecological construction in developing the west and actions to restore grassland and forest by stopping plantation have already started in some regions, a handful cases in practices have been found to violate the natural law of local ecological evolution, which may lead to new ecological damages. Be-

① In the 1980s, Mr. Deng Xiaoping proposed a national development strategy, the central point of which is to give priority to the development of the coastal region before 2000 so as to increase national economic efficiency and power quickly and, from 2000 onwards, to pursue balanced development. The strategy was based upon an estimation that, by 2000, the coastal region would have accumulated sufficient capital to sustain its economic development and to support the development of the middle and west regions as well. Mr. Deng's ideas have been basically followed by the Chinese government.

sides, many local governments in the west have planned a very high economic growth rate (9% or even higher) while the large-scale ecological constructions are also on their planning agenda. It reflects to a certain degree that local authorities in the west hold extensively high expectations on achieving rapid economic growth simply through the construction of large-scale projects. Therefore, it is clear that enhancing macro monitoring and management is becoming critical to implementing the strategy of developing the west successfully.

It is under these circumstances that the necessity of having a rational comprehension of the target and agenda of developing the west has been aware of by both the central and local governments. This collection attempts to serve as a reference to the central and local officials and all the others interested in developing the west, which provides a scientific understanding of the west, including its development history, natural and social environment, industrial structure and urbanization, and offers evaluations of the contemporary policies adopted by local governments. We hope that it would help to figure out practical objectives and rational approaches in developing the west.

To achieve such a target, we focus our efforts on the following four orientations:

- (1) To clarify the implications of the new strategy for the development of the west and for the enhancement of national strength as well;
- (2) To identify the specific geographical environment and economic foundation of the west;
- (3) To summarize the policies of promoting the development of the west issued by the central and local governments; and
- (4) To put forward our suggestions on the objectives of developing the west and alternative approaches in terms of infrastructure development, ecological construction, industrial restructuring and social development.

Developing the west has become a focal concern of the society in China and has raised a lot of arguments among scholars and local officials. Some consider that the strategy indicates a fundamental shift of the spatial focus of national economic development, which will lead to a fast narrowing of the gap of economic development between the west and coastal regions. Although recognizing the significance of developing the west in the sustainable development of the entire country and the desire of local officials in the west to have a somewhat “jumped” development, we are also aware of the necessity of a rational understanding of the strategy before any rash efforts to be made. We should keep in mind the unfavorable physical conditions of the west and other difficulties bound to be met on the way of developing the west, i. e. , developing the west is a hard task demanding for long-term efforts. In fact, and reasonably, the absolute disparity of economic development between the coastal and west regions in terms of GDP per capita will still keep on enlarging in the near future. The further modernization and internationalization of the coastal region

will serve the national interest and support the development of the west. Thus developing the west doesn't necessarily mean a fundamental shift of the regional focus of economic construction and development in China. Instead, the strategy as manifested by the central government spells out a comprehensive development consisting of not only economic development but also ecological construction and social development, in which economic development is not the only task.

The backwardness of the west is due to a lot of physical limitations, many of which can be hardly altered by the efforts of human beings in a short time. Under such a circumstance, the criteria of stability and quality of development should be employed when the achievements of development in the west are to be assessed. Besides, a historical perspective is also meaningful and helpful. As displayed by the great improvement of living standard of the mass, the west has made remarkable achievements in the past decades, which have paved the way for further development. It is an unrealistic expectation, however, that each individual local area in the west will catch up with the coastal regions in terms of GDP growth rate and GDP per capita if economic efficiency is considered. In general, it is also an irrational objective for the west as a whole to take "catching up with the coastal region in economic development in terms of GDP per capita" as its main target in making development planning for the near future, while such a goal as to alleviate the enlarging disparity of economic development is quite reasonable, at least in the next decade. The pursuit of fast social development is critical and practical to the west, as social development in fact represents more equity morally than economic development. In that sense, both the central and coastal local governments should be obligated to help the west develop education, sanitation, healthcare, and transportation and communication facilities so as to ensure the mass in the west to enjoy infrastructure at a national average level.

The above discussions are based on our comprehensive study of the conditions, reality and potentials of development in both the coastal and the middle and west regions as well as related national development policies. Our major arguments have been elaborated in this collection as well as the two previously published collections as mentioned above. We hope that our findings would be well in services to the study of concrete development issues with respect to developing the west and could support the rationality of detailed plans for developing the west that are to be drafted.

Our major arguments put forward in this collection can be summarized as:

(1) The next decade should be and will be a start-up stage of developing the west, i. e. to build a well foundation for faster growth in the following decades. Instead of targeting at a very high GDP growth rate, the focus should be on infrastructure development, ecological construction and social development;

(2) Priority in industrial development should be given to the upgrading of traditional industries and the development of selected high-tech industries;

(3) Priorities for infrastructure construction are the national transportation corridors and transportation facilities at the most local level. A strict assessment should be done before building any expressway of middle and long distance;

(4) Ecological construction must take into consideration the actual local physical conditions and objectives to improve local ecological environment must follow the zoning rules of physical geography;

(5) Exploitation of natural resources should consider the comparative advantages of these resources in the entire country and in the world as well. Productions of hydropower and natural gas are two sectors with strong comparative advantages, which should receive enhanced investments. The transfer of natural gas and electricity to the coastal region is among the most important projects to be implemented. The comparative advantages of many other natural resources in the west, however, have become weak because of the poor physical conditions to develop them and the changes of both international and domestic market. To that extent, it is unwise to initiate further large-scale exploitation of these natural resources. Major attention should be paid to the upgrading of technologies of mineral separation and mineral smelting.

The collection has also discussed such issues as social development, urbanization and urban development, agricultural development, tourism development, and east-west economic cooperation in relation to developing the west.

We are grateful to the encouragement and support from the president and vice-president of the Chinese Academy of Sciences (CAS), Professor Lu Yongxiang and Professor Chen Yiyu. Such supports and encouragement also come from the Bureau of Natural Resources and Environment and Technology, CAS. We acknowledge the continued financial support from the Sustainable Development Research Center, CAS. Without its generous support, the project can not be done. The director of the center, Academician Sun Honglie has paid deep concern and given a lot of supportive help to this project. We are honored to have a handful of distinguished scholars as advisors of our project. They are the noted human geographer and Academician of CAS Professor Wu Chuanjun, regional economist Professor Li Boxi and Li Shantong, Academicians of CAS Professors Chen Yiyu, Sun Shu, Chen Shupeng, Ye Danian and Zhang Shen, and Academician of the Chinese Engineering Academy Professor Shi Yulin. They have provided a lot of valuable supervisions and advice.

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Hereby, the project group would like to express its gratitude to all the agencies, officials and scientists, who are mentioned above or not mentioned because of limitation of space, for their supports and helps that enable our commitment to the studies on the theories and practice of regional development of China and continuous efforts on compiling *Regional Development of China*.

Lu Dadao
September, 2000

2000 中国区域发展报告

长期以来,中国科学院一直把区域开发和发展研究作为面向国民经济建设、为国家宏观战略决策进行科学咨询的重要领域。《2000 中国区域发展报告》以中国西部发展为主题,科学地阐述了西部地区自然环境的特殊性和区域差异性,分析了国家和地区在促进西部地区发展方面实施的政策及其效果,并就西部开发的目标、基础设施建设、生态环境保护、产业结构调整和社会发展等提出了建议。报告的科学依据比较充分,实事求是,对国家和西部各省区市制订西部开发的具体方案和决策具有一定的参考价值。

——中国科学院院士 孙鸿烈

中国西部地区开发是我国新世纪地区协调发展的一项重大举措。几十年来,我国的地理科学工作者在西部地区开展了多项综合考察、地区开发与规划、以及可持续发展的研究工作,《2000 中国区域发展报告》是这些工作的一个继续。整个报告贯穿了“科学地认识西部地区”的主线,综合评价了西部地区发展的比较优势和相对劣势,客观地分析了西部地区资源开发与利用、生态环境保护以及社会经济发展等方面的问题,并针对西部开发战略的实施提出了比较切实的建议,是一部具有实际应用价值的决策咨询报告和比较全面地体现地理工作者对开发西部地区重要观点的区域发展研究专著。

——中国科学院院士 吴传钧

西部大开发是党中央、国务院为促进西部地区发展作出的一项重大的战略决策,是关系到我国第三步战略目标能否顺利实现的关键。中国科学院的专家们在进行大量调查研究的基础上,以西部地区为重点编著的《2000 中国区域发展报告》,系统分析了西部地区开发的基础、政策与态势,阐述了开发西部地区的重要意义,在基础设施、生态建设、产业结构调整和社会发展等方面提出了建设性观点,是一部很有意义的研究报告,可为社会各界正确认识西部以及制定西部发展政策提供科学咨询与信息。

——国家发展计划委员会地区经济发展司司长 郭培章

《2000 中国区域发展报告》以服务于西部开发为宗旨,用可持续发展的观点,从自然环境和人类活动相互协调的角度,对西部地区发展的自然经济基础、环境、近期各地区实施的经济政策以及效果、态势进行了跟踪评价,对基础设施和生态建设、产业结构调整和社会发展提出了分析性建议。报告视野广阔,论述实事求是,资料丰富,对国家和西部各地区制定社会经济发展战略和发展政策具有重要的参考意义。

——国家科技部农村与社会发展司司长 刘燕华

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