



中国改革论坛丛书

China Reform Forum Series

中改院中德合作项目研究成果集锦(1)

Selected Research Findings from CIRD-GTZ
Technical Cooperation Project Volume 1

中國

CHINA REFORM

改革面临挑战

Challenges in the Face of
China's Reform

中國

中国(海南)改革发展研究院
China Institute for Reform and Development (CIRD)



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目录 CONTENTS

前言	1
----------	---

完善以人为本的市场经济体制

以人为本,进一步完善社会主义市场经济体制	11
建立和完善社会主义市场经济体制的建议(十五条)	18
中国经济转轨进程中的“转型与失衡”	30
加快建立现代产权制度	42
SARS 危机给中国改革敲响警钟	49
“非典”危机中的改革压力	55
SARS 危机催生媒体改革	59

新阶段 新思路 新突破

改革面临挑战——中改院 2003 年第四次改革形势分析会观点摘要	67
新阶段 新思路 新突破——对实现改革新突破的思考	82
21 世纪初期中国经济改革亟待解决的十个问题	87
21 世纪初期中国经济改革的基本任务	104
改革:21 世纪初期中国经济社会发展的主题	117
中国经济改革的下一步——“经济转轨制度安排比较国际研讨会”观点综述	125
积极稳妥地推进结构性改革的建议	132
按照“三个代表”的要求实现改革的五个新突破	141
改革对经济增长具有决定性作用	150

培育和扩大中等收入群体是改革下一步的目标之一	154
发展混合所有制经济是实现改革新突破的重要任务	160
中国经济转轨的目标和基本经验	165

WTO 背景下的对外开放

中国:加入 WTO 与改革的新阶段	173
中国:加入 WTO 与改革的新突破	178
加快改革开放步伐,迎接“入世”后的新挑战	188
经济全球化与中国改革的下一步	192
中国对外开放的新阶段	197
以开放促发展,全面提高中国经济的国际化水平	203
以开放促改革,推动中国经济体制转轨进程	211
中国加入 WTO 与亚洲区域经济合作	215
搭建亚洲区域合作交流与对话的高层平台	220
亚洲区域合作趋势与“一国两制”进程	226
中国自由贸易区的构想——WTO 框架下中国大陆与港、澳、台经贸关系展望	229
建立中国自由贸易区的八点建议	236
借鉴北美自由贸易协定推进内地—香港自由贸易安排	240
走向 21 世纪的中国经济及其在亚太地区中的地位	247

建设公共服务型政府

加快建设公共服务型政府的若干建议(24 条)	253
加快建设公共服务型政府——中国转型时期政府改革国际研讨会综述	262
加快向公共服务型政府转变	270
从“经济建设型政府”转向“公共服务型政府”的建议(14 条)	277
建设公共服务型政府	282
中国经济转型时期的政府改革	295
中国经济转轨时期加快政府改革的建议(二十五条)	306
市场经济呼唤高效的政府	318
中国改革开放新阶段的政府改革	328

深化政府行政管理体制改革,加快政府职能的转变	333
全球化与政府应对突发事件的机制建设(八条建议)	337
政府的作用二题	340
推进政治体制改革,加速民主化、法制化进程	344
中国的市场化改革进程与非政府组织发展	350
中国改革的新阶段与行业协会发展	356

抑“胀”及防“缩”的宏观经济政策

在经济快速增长中有效地抑制通货膨胀的五十条建议	363
有效抑制通货膨胀——亚太区域经济快速增长与稳定发展国际研讨会综述	376
在保证经济持续快速增长进程中有效地抑制通货膨胀	383
对转轨时期抑制通货膨胀的几点认识	391
当前中国通货紧缩下的宏观经济政策	396
世纪之交:全球金融挑战下的中国宏观经济政策	403

金融开放与风险防范

世纪之交:中国金融开放与金融安全	417
亚洲金融危机与中国经济发展国际研讨会综述	428
亚洲金融危机原因、影响、对策及启示	434
东南亚金融危机的十二条启示	446
保持经济增长 防范金融危机的十项对策	450
亚洲金融危机的影响及我们的对策	455
从亚洲金融危机看中国金融体制改革的十大问题	459

国际经验借鉴

务实性 灵活性——“第三条道路”对中国的几点启示	471
一个前共产党领导人的思考	477
俄罗斯的宏观经济形势	480
以加入欧盟为目标的匈牙利第三阶段的经济改革	486
全面认识北欧模式——芬兰、瑞典、挪威三国考察报告	494

Contents

Preface	4
----------------------	---

Consummating the Human – centered Market Economic System in China

Further Consummating the Socialist Market Economic System in China to Make It More Human – cented	11
15 Proposals on Establishing and Improving the Socialist Market Economic System in China	18
“Transition and Imbalances” in the Process of China’s Economic Transition	30
Quicken the Process of Establishing Modern Property Rights System	42
The SARS Crisis Rings an Alarming Bell for Reform in China	49
The “SARS” Crisis and Reform Pressures	55
The SARS Crisis Catalyzes Media Reform	59

New Period, New Ideas and New Breakthroughs

China’s Reform is Confronted with New Challenges	67
New Period, New Ideas and New Breakthroughs: Thoughts on How to Make New Breakthroughs in Reform	82
10 Problems to be Solved in China’s Economic Reform at the Beginning of 21 st Century	87
Basic Tasks of China’s Economic Reform at the Beginning of 21 st Century	104
Reform: Theme of China’s Socio – economic Development at the Beginning of 21 st Century	117
The Next Step of China’s Reform: Summary of the International Symposium on Comparison of Institutional Arrangements for Economic Transition”	125
Actively and Steadily Pushing forward Structural Reform	132
Making 5 New Breakthroughs in China’s Reform in Accordance with the Requirement of “Three Represents”	141

Reform has Decisive Impacts on Economic Growth	150
Cultivate and Enlarge a Middle Income Group is One of the Objectives of China's Reform in the Next Step	154
Promoting the Development of Mixed Ownership Economy is One of the Tasks in Making New Breakthroughs in Reform	160
China's Ultimate Goal and Basic Experience in Economic Transition	165

Opening Up Towards the Outside World After the WTO Accession

China: China's WTO Accession and Reform in the New Period	173
China: WTO Accession and New Breakthroughs in Reform	178
Quicken the Steps of Reform and Opening up to Meet New Challenges After the WTO Accession	188
Economic Globalization and China's Reform in the Next Step	192
A New Stage of China's Opening Up	197
Promoting Development by Opening up to Improve the Overall Internationalization of China's Economy	203
Pushing forward Reform by Opening Up to Push forward China's Economic Systems' Transition	211
China's WTO Membership and Regional Economic Cooperation in Asia	215
Set Up a Platform for Dialogues and Communication on Regional Cooperation in Asia	220
Regional Cooperation in Asia and "One Country, Two Systems"	226
Envisaging Thoughts on China Free Trade Area: Economic Relations among China's Mainland, Hong Kong, Macao and Taiwan under WTO Framework	229
8 Proposals on Establishing China Free Trade Area	236
Use NAFTA as a Reference to Promote Mainland - Hong Kong Free Trade Arrangement	240
China's Economy Towards the 21 st Century and Its Role in the Asia - Pacific Region	247

Building Up a Public Service Oriented Government

Proposal on Accelerating the Building - up of a Public Service Oriented Government	253
Accelerating the Building - up of a Public Service Oriented Government—Summary of the International Conference on Government Reform in the Process of China's Economic Transition	262

Accelerating the Transformation of the Government towards a Public Service Orientation	270
14 Proposals on the Transformation of the Economic Growth Oriented Government to a Public Service Oriented Government	277
Building - up of a Public Service Oriented Government	282
Government Reform in the Period of Economic Transition in China	295
25 Proposals on Accelerating Government Reform in the Period of Economic Transition in China ...	306
Market Economy Calls for Effective and Efficient Government	318
Government Reform in the New Period of Reform and Opening in China	328
Deepen the Administration System Reform and Accelerate the Shift of the role of the government	333
Globalization and Formulation of Mechanisms for the Government to handle Unexpected Happenings	337
Two Issues in the Role of the government	340
Pushing forward the Reform of the Political System to Quicken the Democratization and Legalization Process	344
Process of China's Market - oriented Reform and Development of NGOs	350
China's Reform at the New Stage and Development of Industrial Associations	356

Macroeconomic Policies on Curbing Inflation and Preventing Deflation

50 Proposals on Effectively Curbing Inflation in the Process of Rapid Economic Growth	363
Effectively Curbing Inflation; Summary of the International Symposium on Rapid and Sustainable Economic Growth in the Asia - Pacific Region	376
Effectively Curbing Inflation While Ensuring Rapid Economic Development	383
Some Understandings of Curbing Inflation in the Period of Economic Transition	391
Macroeconomic Policies in the face of Deflation	396
China's Macro Economic Policies in the Face of Global Financial Challenges at the Turn of the Century	403

Financial Market Opening and Risk Prevention

Financial Market Opening and Financial Safety in China	417
Summary of the International Symposium on Asian Financial Crisis and China's Economic	

Development	428
Asian Financial Crisis: Causes, Impacts, Countermeasures and Implications	434
12 Implications of Asian Financial Crisis	446
10 Countermeasures for Maintaining Economic Growth and Preventing Financial Crises	450
Impacts of Asian Financial Crisis and Countermeasures We Should Take	455
10 Big Problems with China's Financial System Reform From the Perspective of Asian Financial Crisis	459

International Experience

Practicality and Flexibility: Implications of the 3 rd Road" to China	471
Some Ponderings of a Former Communist Leader	477
Macroeconomic Situation in Russia	480
The 3 rd Phase of the Economic Reform in Hungary	486
Nordic Model: Report on a Study Tour to Finland, Sweden and Norway	494

前 言

1993年12月,中德双边政府代表签署备忘录,正式启动中德双边合作“中国(海南)改革发展研究院”项目,以适应中国市场化改革进程对政策研究的客观需求。该项目由中国(海南)改革发展研究院(以下简称中改院)代表中方,德国技术合作公司代表德方具体实施。项目设计的目标是:支持中改院在预先确定的主题范围内有能力向中国有关决策部门提出成熟的改革建议,在中国经济转轨中发挥积极的影响作用,推进中国改革的实际进程,并按照这一要求,不断加强中改院机构能力建设。项目启动时明确了5个重点研究领域:社会保障制度改革、股份制改革、政府宏观调控、证券市场、中央和地方的关系,但坚持灵活性原则,根据中国改革进程的实际需要及时调整研究的重点。(1)在项目准备阶段(1993.12-1995.11),国有企业改革和国有商业银行改革成为改革当务之急,中改院在项目执行中把这两个研究课题选作研究重点。(2)随着国有企业改革的逐步深化,政府改革和解决国有企业债务问题成为改革焦点。因此,项目第一期(1995.12-1998.6)选择“市场条件下的政府作用”、“中国的资本市场发展”、“中国的股份经济发展”作为研究重点。(3)90年代中期以后,如何有效抑制通货膨胀保持经济持续快速增长,怎样进行国有商业银行股份化改革,怎样进行国有经济战略重组,怎样化解国有银行的

大量不良债务防范金融风险,成为改革研究的急迫任务。因此,项目第二期(1998.7-2001.6)选择国有企业改革和战略重组、国有银行的股份制改造、宏观经济政策、基础领域改革等作为研究的重点课题。(4)进入21世纪,中国改革进入新阶段。在项目执行的第四阶段(2001.7-2003.12),中改院选择“西部大开发与非国有经济的发展”、“中国改革战略”、“中国经济转轨二十年”、“WTO/西部开发/区域经济政策调整与结构改革”、“21世纪初的中国改革”等课题作为研究重点。

该项目下取得了丰硕成果。(1)在研究方面:开展了17个中国市场化改革重大课题的研究,与有关政策决策部门政府官员,政府部门的政策研究人员,产业界代表、专家学者和企业中高层管理者举行各种合作研究/座谈会26次;国内调研20多次;国外考察12次;与81人月的访问学者开展了合作研究;举办国际研讨会16次,与会省部级高级政府官员130多人次,政府改革决策部门和政策研究部门的中高级官员300多人次,专家学者2000多人次,外国专家115人次;共形成改革政策建议报告36份、研究报告130份、出版图书46本(包括专著论文集),在国内外学术期刊发表学术论文约400篇。(2)在培训方面:共举办各类培训班42期,为政府相关部门和企业界培训了3200多名中高级人才,许多学员已经走上政府全国著名大型企业重要的领导和管理岗位。(3)在咨询方面:成立了职工持股设计研究咨询中心,将项目成果转化现实的现实的生产力,为企业提供职工持股(ESOP)、经理层融资收购(MBO)、期权(ESO)、资产重组、企业战略规划和管理顾问等咨询服务。(4)在WTO信息服务方面:率先进行的入世与中国改革战略研究在国内外产生了广泛的影响,WTO总部与中改院合作设立了中国第一家WTO信息查询中心。该中心在全国各级政府和各类企业进行入世准备的过程中发挥了重要的信息服务功能。

项目在中国市场化改革进程中发挥了多方面的作用。(1)在改革政策决策过程中发挥了参考和影响作用。中改院在项目支持下形成的政策建议报告和研究报告,对改革政策决策,发挥了参考和影响作用。有些建议被全国改革文件直接采纳,有些建议被中央部委起草政策报告时大篇幅引

用,有些建议在中央形成改革政策决议过程中发挥了重要的参考作用,有些建议成为产业改革的重要原则和政策,有些建议成为相关改革政策措施最早的理论和参考依据。(2)对改革研究发挥了促进作用。项目研究成果在全国性改革报刊上公开发表以后,大量学术期刊纷纷转载,对全国的改革研究发挥了重要参考和推动作用。其中许多被国际组织和其他经济转轨国家列为研究中国问题的重要参考资料,有的被列为指定收藏书目。(3)对改革进程发挥了实际推动作用。在执行该项目的过程中,中改院始终坚持培训咨询与改革研究相结合的原则,把研究成果及时转化为培训教材,利用培训传播研究成果,利用研究成果指导改革实际行动。与此同时,中改院还在研究成果的基础上,为企业设计改革方案,并帮助企业实施这些改革方案,直接推动企业的改革实践。

中改院中德双边合作项目研究成果集锦,是该项目执行10年来我院研究成果的汇编。该集锦按内容分编成四本。第一本,“中国改革面临挑战”;第二本,“中国国有企业改革”;第三本,“中国基础领域改革”;第四本,“中国统筹区域发展”。通过这种以内容为主、兼顾时间顺序的安排,尽可能把项目研究成果联成一体。

这些研究成果的时间跨度有10年,无论是内容还是风格都有所不同。在编辑成书时,为了如实反映当时特定条件下的原意,保留原作的本来面目,对原有的观点和表述一字未改。这难免有一定的局限性,敬请读者批评指正。

自2004年始,中改院即将执行新的中德合作项目。作为以服务于中国经济改革政策决策为主的研究机构,中改院将在该项目的继续支持下,以更饱满的热情,紧跟中国改革实践进程,与时俱进,开拓创新,形成高质量的研究成果,为推进中国的改革进程,做出新的贡献!

2003年12月

Preface

In Dec. 1993, the Chinese government and the federal government of Germany signed a memorandum of understanding to officially launch a Sino – German bilateral cooperation project. The title of the project is “reform research and training project at China Institute for Reform and Development”. This project was designed to meet the objective need for reform policy research in the process of China's market – oriented reform. It is jointly implemented by China Institute for Reform and Development (CIRD) on the Chinese side and German Agency for Technical Cooperation (GTZ) on the German side respectively. The objective of the project is to improve CIRD's capacity to design and implement reform programs through actual policy research and training activities, to help CIRD to organize reform researchers of the whole country to conduct network – based reform policy research. It is designed to deal with national reform issues, but it is also closely relevant to the reform experiments and training of reform staff for Hainan Province. In short the objective of the project in essence is to enable CIRD to play an active role in pushing forward the process of China's economic transition, and for this purpose, to continuously promote CIRD's capacity building.

Five research priority areas were identified for the implementation of the project: the reform of the social security system, shareholding – oriented reform of SOEs, the government's macroeconomic regulation, the securities market and the relationship between the central government and the local. However, it was stipulated that the implementation of the project should accord with the principle of flexibility. That is, to readjust research and training priorities in accordance with the actual needs of China's economic transition in a timely manner.

The actual implementation of the project has reflected the principle of flexibility in readjusting research priorities in accordance with the actual needs of China's economic transition. Therefore, it has correctly focused on key, difficult and hot reform topics in each of the four periods of the

implementation.

In the preparatory period (Dec. 1993 – Nov. 1995), “reform of state – owned enterprises (SOEs)” and “reform of state – owned commercial banks” became the most pressing matters of that time. CIRD chose to do research in these two areas.

With the gradual deepening of SOEs reform, the “reform of the government” and the “solution of the bad debts problem with SOEs” became urgent. So in the first phase of the project (Dec. 1995 – June 1998), CIRD chose “the role of the government under market economic conditions”, “the development of China’s capital market” and “the development of China’s shareholding economy” as its research priorities.

Around the middle of 1990s, how to effectively curb inflation while maintaining rapid and sustained economic growth, how to push forward the shareholding – oriented reform of state – owned banks, how to strategically restructure the state – owned economy, and how to dissolve the large amount of bad debts of state – owned commercial banks in order to prevent financial risks, became hot topics. Therefore, in the second phase of the project (July 1998 – June 2001), CIRD chose “SOEs’ strategic restructuring”, “shareholding – oriented reform of state – owned commercial banks”, “macroeconomic policies” and “reform of the infrastructure and public utilities sector” as its research priorities.

With the entry into the 21st century, China’s reform entered into a new phase. In the 3rd phase (July 2001 – Dec 2003) of the project implementation, CIRD has chosen “the development of the western regions”, “China’s reform strategies”, “China’s economic transition in the past 20 years”, “WTO, development of the western regions, readjustment of regional economic policies and structural reform” as its research priorities.

1. Research activities and accomplishments

Under the project, CIRD has conducted research on 17 important topics concerning China’s market – oriented reform; held over 20 workshops and other joint research activities with government officials from reform policy decision – making bodies, policy researchers from various government departments, industry representatives, academics and senior managers from enterprises; carried out domestic field work more than 20 times, made 12 study tours in other countries; conducted 81 man/month joint research with visiting scholars; and organized 16 international symposiums. The total number of participants in the international symposiums amounts to 2530, including over 130 high – ranking government officials at the ministerial level, more than 300 senior government officials from reform policy decision – making bodies, about 2000 academics/business leaders and 115 foreign Specialists. Altogether, it has formulated 36 policy proposal reports and 130 research reports, published 46 books (including monographs and proceedings). In addition, its staff members have got around 400 papers published in academic periodicals on the 17 research topics covered by the project.

2. Training activities and results

With the support of the project, CIRD has run 42 training programs on SOE reform, senior executive training programs and WTO - related training programs. Altogether, it has trained 2250 high - level government officials and business managers. And many of the trainees have been promoted to important leading positions in the government or in large and well - known enterprises.

3. Consulting services

With the support of the project, CIRD established its own ESOP research, design and consulting center to provide consulting services for enterprises on ESOP (employee stock ownership plans), management buyout, employee stock options, restructuring of assets and strategic management.

4. WTO information services and results

CIRD conducted forward - looking research on China's WTO accession and reform strategies. Thanks to the influence of the research findings in this area both home and abroad, CIRD and WTO's Technical Cooperation Division agreed to jointly establish the first WTO Reference Center in China with the support of the project. For three years since its establishment, the WTO Reference Center at CIRD has played a well - recognized role of information services for both the government and the enterprise sector before and after China's WTO accession: (1) it has provided WTO - related information services more than 2000 times for the government, enterprises, industrial associations and research institutions and submitted 50 information consulting reports; (2) it has provided more than 300 articles to over 30 mass media like CCTV, "Economic Daily" and "China Economic Times", Playing played a role in publicizing basic knowledge about WTO and WTO basic rules, and in raising awareness about WTO throughout the whole country; (3) it has launched an electronic daily on WTO affairs for free subscription; (4) it has been cooperating with China Unicom and China Mobile to disseminate the most important and relevant WTO related information nationwide.

Role of the project in the process of China's market - oriented reform

1. The research findings have served as important reference in China's reform policy decision - making

All the policy proposals and research reports out of the implementation of the project have entered China's reform policy decision - making process and are used as important references. Some of the proposals have been directly adopted into relevant national reform documents, large parts of some of the proposals have been quoted during the process of drafting reform packages by various departments of the central government, some have been used as reference in drafting policy resolutions by the CPC central committee, some proposals have become important principles and policies for industrial reform, and some have served as the earliest theoretic and reference basis for reform policy measures.

The policy proposals and research reports have exerted their influence on reform policy decision - making in three different manners. First, some of the policy proposals are directed at and submitted in the course of a certain reform policy decision - making. They play a direct reference and influencing

role. Secondly, the reference and influencing role is played through internal circulars that are compiled only for the reading of top or high - ranking government officials. Quite a number of CIRD's policy proposal reports have been published in internal circulars that are only submitted to high - ranking government officials. The third channel is the mass media and academic periodicals. All the research findings out of the implementation of the project have been published by the mass media or academic periodicals.

2. The role in promoting reform research

When CIRD's research findings are published by reform newspapers and magazines, they are usually reprinted by many academic periodicals. Many of these research findings have been identified by international organizations and some economic transition countries as important reference materials. And some of them have become cherished books for collection by famous libraries.

3. The role in pushing forward China's market - oriented reform

In the course of implementing the project, CIRD has stuck to the principle of supplementing research by training and consulting activities. It has transformed research findings into training materials so as to push forward the economic transition process. At the same time, CIRD has been designing reform programs for enterprises and assisting enterprises to implement them in order to directly promote the reform practice in enterprises.

This Compilation is a collection of selected research findings of the Sino - German technical cooperation project at CIRD, Which has already lasted for 10 years. The compilation consists of 4 volumes respectively entitled "Challenges in the Face of China's Economic Reform", "Reform of State - Owned Enterprises in China", "Reform of the Infrastructure and Public Utilities Sector in China" and "Overall Planning of Regional Development in China".

Different features exist in these research findings in terms of contents and style since they were obtained in different stages of the past 10 years. Things change with time. In order to keep what it was, no single change is made to the ideas or expressions in these findings, which makes it inevitable for some limitations to exist in the volumes.

The convening of the 3rd session of the 16th CPC National Committee is a hallmark that China has entered a further reform stage with the aim to readjust key interests relations, focusing on property right system reform. A new Sino - German Development cooperation project will be launched at CIRD in 2004. Under the support of the new project, CIRD, a research institution serving China's policy - making for economic reform, will follow closely the reform practice in China with passion and innovation, keeping abreast with the times, formulating high quality research results to make fresh contributions to promote China's reform process.

