



中国改革论坛丛书

CIRD China Reform Forum Series

中改院中德合作项目研究成果集锦(3)

Selected Research Findings from CIRD-GTZ

Technical Cooperation Project Volume 3

中國

CHINA REFORM

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基础领域改革

Reform of the Infrastructure and
Public Utilities Sector in China

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
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政策建议

基础领域:扩大投资和加快改革同步进行	11
关于加快中国基础领域改革的若干建议(二十二条)	21
促进非国有经济参与中国基础领域改革的建议	36
WTO 条件下加快基础领域反垄断的建议(十九条)	45
中国改革新阶段加快基础领域改革的建议(28 条)	55

会议综述

非国有经济参与基础领域改革国际论坛综述	67
打破行政性垄断,加快基础领域改革——中国基础领域改革第三次国际论坛综述	75
中国基础领域的下一步改革座谈会观点综述	83
继续推进中国基础领域改革	91

研究报告

处在十字路口的基础领域改革	105
转型时期中国基础领域改革面临的主要问题	111

进入新世纪,非国有经济将成为中国基础领域改革与发展的主力军	116
中国加入 WTO 背景下基础领域改革面临的若干重要问题	121
中国加入 WTO 与基础领域改革的新突破	127
中国基础领域下一步改革的新课题	149
开放市场 打破垄断 加快基础领域改革	153
加快基础领域改革 打破行政性垄断	159
中国基础设施领域引入民间资本的若干问题	163

背景报告

中国基础领域改革:背景与现状	179
中国铁路行业改革与发展	191
铁路开放市场的现状及其趋势	215
中国民航业发展的历史、现状和改革方向	232
中国航空运输业在改革开放中突飞猛进	245
中国电信业的发展与竞争	255
中国电信运营改革与创新	266
电力业公司化改革后的公司治理调研报告	277
城市公用事业运作方式转变与公司治理结构	297
中国在基础领域方面的人世承诺	310

考察报告

打破垄断,引入竞争,促进公共事业的发展——德、英两国公共部门改革考察报告	321
德、意两国基础领域改革动态	331
德国、意大利电信在竞争中快速发展	337
德、意两国铁路改革:职能分离与开放市场	343
以市场开放为前提的德法基础领域改革	350
基础领域市场开放的对话	360
《德国公司治理指针》背景	368
各国基础电信的开放与改革	377

Contents

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

Policy Proposals

The Infrastructure and Public Utilities Sector: Expansion of Investment and Acceleration of Reform Should Be Done at the Same Time	11
22 Proposals on Accelerating the Reform of the Infrastructure and Public Utilities Sector in China	21
Proposals on Encouraging the Participation of Non - state Owned Economy in the Reform of the Infrastructure and Public Utilities Sector in China	36
19 Proposals on Strengthening the Fight against Monopoly in the Infrastructure and Public Utilities Sector in China after the WTO Accession	45
28 Proposals on Accelerating the Reform of the Infrastructure and Public Utilities Sector in the New Period of China's Reform	55

Summaries of Symposiums/Workshops

Summary of the International Forum on the Participation of the Non - state - owned Economy in the Reform of the Infrastructure and Public Utilities Sector	67
Breaking Administrative Monopoly and Accelerating the Reform of the Infrastructure and Public Utilities Sector—Summary of the 3 rd International Forum on the Reform of the Infrastructure and Public Utilities Sector in China	75
Summary of the Workshop on the Reform of the Infrastructure and Public Utilities Sector in the Next Step in China	83
Making Persistent Efforts to Promote the Reform of the Infrastructure and Public Utilities Sector in China	91

Research Reports

Reform of the Infrastructure and Public Utilities Sector in China at the Crossroads	105
Major Problems in the Face of the Reform of the Infrastructure and Public Utilities Sector in the	

Period of Economic Transition in China	111
Non-state Owned Economy Will Become the Main Force in the Reform of the Infrastructure and Public Utilities Sector in China	116
Several Important Issues in the Reform of the Infrastructure and Public Utilities Sector in China after Its WTO Accession	121
New Breakthroughs in China's Reform of Its Infrastructure and Public Utilities Sector after Its WTO Accession	127
New Topics for Research in China's Reform of Its Infrastructure and Public Utilities Sector in the Next Step	149
Opening Market and Breaking Monopoly to Accelerate China's Reform of Its Infrastructure and Public Utilities Sector	153
Accelerating China's Reform of Its Infrastructure and Public Utilities Sector to Break Administrative Monopoly	159
Several Issues in Introducing Private Capital into the Infrastructure and Public Utilities Sector in China	163

Background Reports

Reform of the Infrastructure and Public Utilities Sector in China: Background and Status Quo	179
Reform and Development of China's Railway Industry	191
Status Quo and Trend of Market Opening in China's Railway Industry	215
History, Status Quo and Reform Orientation of China's Civil Aviation Industry	232
China's Air Transportation has Developed by Leaps and Bounds through Reform and Opening	245
Development of and Competition in China's Telecom Industry	255
Reform of and Renovations in Operations of China's Telecom Industry	266
Investigation Report on the Corporate Governance in China's Power Sector after the Corporatization-oriented reform	277
Transformation of the Operating Modes of the Urban Public Utilities Sector and Corporate Governance	297
China's WTO Accession Commitments in the Infrastructure and Public Utilities Sector	310

Reports on Overseas Study Tours

Breaking Monopoly and Introducing Competition to Promote the Development of Public Utilities Sectors—Report on a Study of the Reform of the Infrastructure and Public Utilities Sectors in Germany and UK	321
Latest Developments in the Reform of the Infrastructure and Public Utilities Sectors in Germany and Italy	331
Rapid Development of Telecom Industries in Germany and Italy Through Competition	337
Reform of Railway Industries in Germany and Italy: Separating Functions and Opening Markets	343
Reform of the Infrastructure and Public Utilities Sectors in Germany and France on the Basis of Market Opening	350
Dialogues Concerning the Reform of Infrastructure and Public Utilities Sectors	360
German Corporate Governance Code and its Background	368
Opening and Reform in Basic Telecom in Different Countries	377

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制改革,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,将项目成果转化为现实的生产力,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.

中 国 基 础 领 域 改 革

Reform of the Infrastructure and Public Utilities Sector in China

政策建议

Policy Proposals

