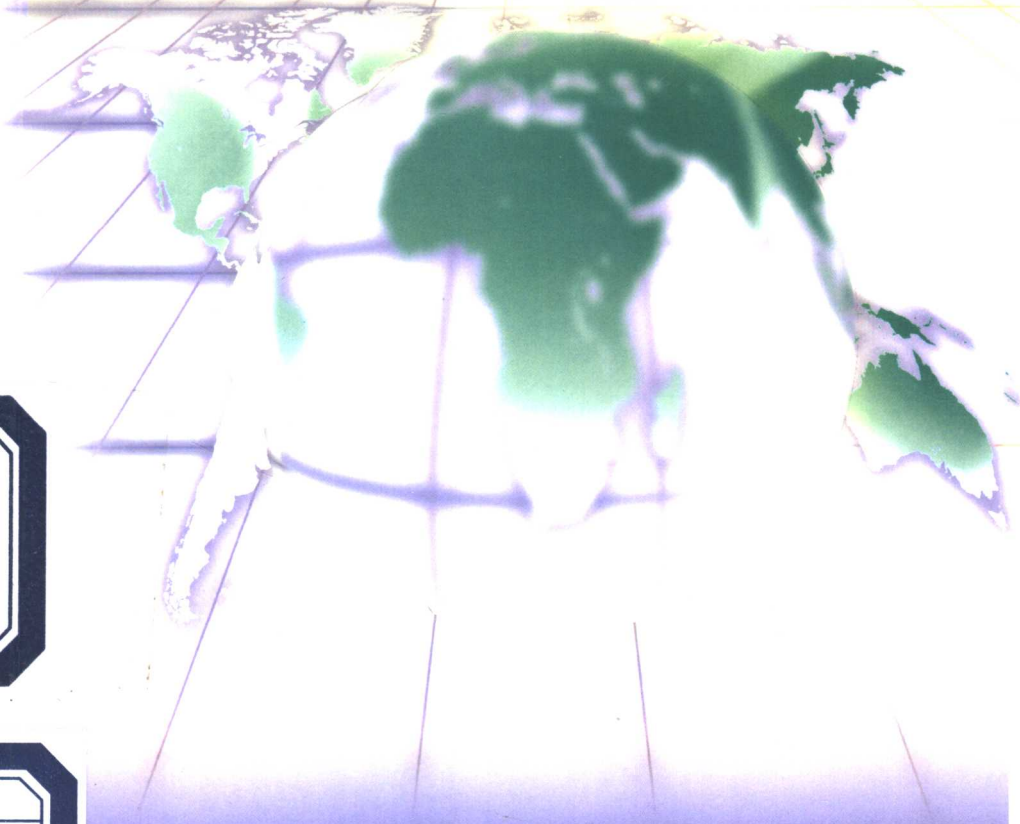


李广成 著

新亚欧大陆桥政策 的评估和优化研究

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中文摘要

大陆桥是指以横贯大陆的铁路为桥梁,以铁路两端的海港为桥头堡的运输通道。新亚欧大陆桥是指东起太平洋西岸中国东部沿海港口连云港,西至大西洋东岸荷兰鹿特丹、比利时安特卫普等港口,横贯亚欧两大洲中部地带,总长约 10900 千米的运输通道。新亚欧大陆桥自 1992 年开通运行以来,已走过了 10 多年的历程,作为一条重要的国际大通道,虽然发挥了一定的作用,但还处在不断完善的过程中,它应有的作用还没有得到充分发挥。这已经引起诸多官员和学者的重视,并进行探讨和研究,取得了一些研究成果。但这些研究还存在针对性不强、理论分析不足等问题。本文尝试运用政策科学等理论和方法进行再研究、再探讨,分析了 10 多年来我国政府开发建设新亚欧大陆桥所采取的政策措施和所做的种种努力,运用政策评估的方法对新亚欧大陆桥政策的实施效果进行了系统评估,借鉴国际上发展大陆桥的经验,对新亚欧大陆桥政策进行优化,构建了新亚欧大陆桥政策的基本框架。主要内容是:

第一章:导言部分,主要阐述了本文的研究背景、理论价值和现实意义,介绍了本文的基本思路、研究方法、理论准备以及结构安排。

第二章:介绍了新亚欧大陆桥的基本概况和形成历程,讨论新亚欧大陆桥的特点和优势,阐述开发建设新亚欧大陆桥的重要意义,为政策评估提供了基本情况和

相关背景。

第三章：围绕我国开发建设新亚欧大陆桥的政策目标，分析了10多年来我国政府为推动新亚欧大陆桥开发建设所采取的政策措施和所作的种种努力，按照效益、效率、对生产力促进作用及政策回应度等政策评估的基本标准对新亚欧大陆桥政策进行评估。在进行评估时，对每一标准都根据新亚欧大陆桥这一特定研究对象设置了具体的评估模型和方法。在效益评估方面，运用不同的指标和方法，对“路桥”、“商桥”和“经济带”三个层次的政策目标的实现程度进行评估。在效率评估方面，通过对资本形成情况的对比来分析；通过对交通运输及邮电行业的发展变化来分析；通过对运输效率进行分析。在生产力促进作用评估方面，从工业经济增长的要素贡献率来进行分析；从三次产业比较劳动生产率的差异程度及其变动趋势来进行分析。在政策回应度评估上，采取国际社会的回应情况和国内沿桥地区的回应情况来分析。评估表明，新亚欧大陆桥政策取得了一定的成效，同时也还存在一定的问题。

第四章：运用政策移植的方法，对国际上发展大陆桥的实践和政策进行了分析和比较。在对美国大陆桥、西伯利亚大陆桥的实践进行客观分析的基础上，引出了可资借鉴的经验，为新亚欧大陆桥政策的优化提供了支持。这些经验主要包括：建立统一便捷的国际运输通道、提高过境运输组织化程度、注重铁路港口硬件改造建设、建立大陆桥信息网络系统和强化桥头堡的功能等。

第五章：对新亚欧大陆桥政策进行优化。根据国

际、国内形势的变化对新亚欧大陆桥的开发建设提出的新要求，及新亚欧大陆桥自身运行中所暴露出的大量亟须解决的问题，论证了对新亚欧大陆桥政策进行优化的客观必然性和政策取向；借鉴国际上发展大陆桥的经验与教训，面对世界经济一体化的发展趋势和国内经济发展的新形势、新任务，对新亚欧大陆桥政策进行重新定位；提出了新亚欧大陆桥政策目标优化的原则，即与“新三步走”同步的原则，与西部大开发同向的原则，分步分段实施的原则，并分别从运输通道建设、陆桥经济带建设等层面上提出了政策目标；在此基础上，从进一步扩大开放、开发，加快运输通道和港口建设，推进经济带建设，加快城市化进程，实施产业结构调整，加强桥头堡建设等方面提出了政策方案。同时，还对新亚欧大陆桥运行机制进行了优化，提出了运行机制的基本框架，主要包括区域管理机制、运输协调机制、沟通机制、反馈机制等四个方面。

总之，本文首次尝试将政策科学的理论与方法引入新亚欧大陆桥的研究领域，提出一些新的观点，得出一些新的结论，不仅在理论上有一定的创新，而且在实践上具有一定的指导意义。

Abstract

Land bridge is a transportation passage with transcontinental railways being the bridge body and seaports at both ends as the bridge-heads. The term "New Eurasian Land-bridge" in this thesis means the international railway line starting from Lianyungang, a sea port in East China, and leading far west to Rotterdam of Holland and Antwerp of Belgium, covering a distance of 10, 900 km. Ten years have passed since its initial operation in 1992. As a grand land transport passage of international importance, the new land bridge is still in its infant years and its great potential is only partially tapped. Much of its potential has yet to be explored. This has aroused increasing attention by the government and the academic circles that have already acquired some achievements in their studies and discussions. However, these achievements lack the support of a systematic theory. While applying the method of policy assessment and conducting a systematic assessment of the results, this thesis, with the assistance of policy-study methodology, attempts to offer an in-depth study of the measures taken and the efforts exerted by the Chinese government in promoting and facilitating the development of this new land bridge. Finally the thesis, with reference to the international experiences in developing land bridges, proposes a policy framework toward the New Eurasian Land-bridge from policy optimization perspectives.

The main contents of the thesis are as follows.

Chapter I introduces the background, the theoretical value and the practical significance of the thesis, the rationale, the methodology, the theoretical basis and the structure.

Chapter II introduces the formulation and the status quo of the New Eurasian Land-bridge, followed by a description of the Land-bridge's characteristics, predominance as well as the great significance of its further development. By doing so, this part of the thesis provides basic information and background knowledge for policy analysis to be followed.

Chapter III, focusing on China's policy objectives toward the construction and the development of the New Eurasian Land-bridge, gives details of the measures taken and the efforts exerted by the Chinese government in promoting and facilitating the development of the Land-bridge. In line with the radical policy assessment criteria that mainly touch upon benefit, efficiency, promotion of productivity and policy reactions, the thesis evaluates the results of policy implementation over the new Land-bridge. Each of the criteria has its respective assessing model and method specifically tailored for the study object. When assessing benefit achieved, different indexes and methods are applied in analyzing the actual realization of policy objectives in the development of land bridge, trade bridge and economic zone. Assessment of the efficiency brought about by the policies is conducted through 1) comparative study of the formation of capital funds; 2) study of the development in communication, transportation, post and telecom services, and 3) study of the benefit obtained from transportation. Assessment of policy-related promotion of productivity is carried out by analysis of the contribution rate of key factors productivity growth to the growth in industrial economy, and study of the difference and its trend in comparative labor productivity of type industry. All these assessments show that the current policies toward the new land bridge are fruitful to some extent but problems still exist.

Chapter IV, with the help of a policy adaptation method, makes a comparative study of the policies and practices of land bridge devel-

opment from an international perspective. It sums up good experiences from positive studies of the operations of the American Land-bridge and the Siberian Land-bridge, which in turn provides a support to the optimization of policies for the New Eurasian Land-bridge. These experiences are including: 1) establishing an unified, convenient and efficient transport passage of international involvement; 2) enhancing the multinational coordination in transit transportation; 3) stressing the renovation and upgrading of railways and relevant hardware; 4) building up an information network for the new land bridge; and 5) consolidating the function of the bridgeheads.

Chapter V attempts to optimize policy options toward the New Eurasian Land-bridge. This is done through the following.

1. It demonstrates the external inevitability and the political inclination for optimizing policies toward the New Eurasian Land-bridge after analyzing the recent demands for developing the new land bridge in the changing domestic and international climate as well as the problems incurred thereby.

2. By drawing both positive and negative experiences from the international practice in developing land bridge economy, it proposes optimized policy options to make the new land bridge better adapted to economic globalization and to better cope with the challenges incurred by a fast growing domestic economy.

3. It sets the principles for optimizing policy objectives for the new land bridge, which includes:

- Keeping pace with the new “Three-Stages Policy”;
- Maintaining the same direction with the Western Development Campaign;

- Implementing policies step by step whereas clarifying policy objectives regarding the construction of a transportation passage and the building of an economic zone along the new land bridge.

4. Based on the preceding studies, it puts forward policy options for further opening up and development, for speeding up the building of the transport corridor, for developing the economic zone and industries, for quickening urbanization as well as for constructing the bridgeheads.

The thesis also offers an optimized scheme for the operation of the New Eurasian Land-bridge and proposes a new framework thereof, focusing mainly on the mechanism of regional administration, transport harmonization, communications and information feedback.

In brief, the thesis is the first attempt in introducing theories and methods of policy science into the studies of the New Eurasian Land-bridge. The thesis makes some breakthroughs in the theoretical and positive aspects of public policy studies. The views and conclusions drawn there from are significant in guiding governmental behavior in the new land bridge development.

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