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A STUDY ON THE MILITARY STRATEGY AND MILITARY EXPENSES MANAGEMENT

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## 摘 要

国家安全与发展离不开强大的国防，军事因素历来是国家安全体系中最为关键的一环。军费作为“国家安全”的重要生产要素，其管理水平直接影响着国防建设的发展速度和质量水平。越是高技术越需要高投入，越是现代化越需要科学管理。建设现代化国防、实现我军跨越式发展的宏伟目标，对军费管理提出了更高的要求。军费管理是战略问题，战略问题必然需要正确的战略指导。我们研究军费问题，应当站在历史与现实的结合点上，站在军事与经济的结合点上，把军费管理融入到国家安全、国防建设、乃至世界军事斗争的大环境中系统考察，加强军事战略与军费管理的互动分析。唯有此，才能真正实现战略与资源的紧密衔接，才能更高效地满足国防现代化建设的战略需要。因此，依据军事战略优化军费管理，是中国国防现代化建设中带有战略全局性的重大理论与现实问题。

本文在研究过程中，始终围绕一个主线展开，即：目标→规划→管理。具体而言，就是从确定军事战略需求目标入手，根据需求目标制定军费管理的总体规划，再依据

战略规划实现军费的合理投入与高效运用。按照这一思路，全文共分为七章层层展开论述。

第一章：导论。本章首先从经济学、管理学、军事学等多视角对目前的军费理论研究成果进行了回顾与比较，进而引出本文的研究目的和意义，指出了加强军事战略与军费管理互动研究的必要性。同时对军事战略与军费管理的基本含义，以及论文研究的基本范畴做了明确界定，并简要介绍了论文的基本思路和研究方法。

第二章：军事战略与军费管理的互动关系。本章通过大量的历史实证分析，对军事战略与军费管理战略互动的内容、方式及其特点进行了理论描述。指出：军事战略决定军费的投入与运用，军事战略需求是军费管理的根本动力，是决定军费投向投量的基本依据，军事战略目标的实现程度是衡量军费效益的根本标准。反之，军费管理也直接影响着战略的制定与实施，军事战略的制定、调整、实施，以及战略目标的实现，都要受到军费管理水平的影响和制约。

第三章：军事战略需求是军费管理的基本依据。本章首先对如何确定军事战略需求进行了系统论证，提出应当从国家利益全局着眼，依据国家战略确定军事战略目标；同时还应把握世界新军事变革特点灵活调整战略需求。新军事变革导致战争形态与作战样式变化，国防建设的重点发生偏移，世界军事力量对比更加不平衡，进而促使军事战略需求呈现出层次更高、结构复杂、时效性更强等特

点。军事战略需求的调整变动对军费管理提出了更高的要求，主要体现为：新军事变革需要军费高额投入与快速增长，而国防可持续发展要求军费合理投入与适度增长；在资源供需矛盾突出的现实条件下，军事战略目标的实现更加依赖于军费的优化配置和高效运用，客观上需要通过科学管理提高军费效益。

第四章：军费的科学规划是实现军事战略的首要环节。军费管理对国家安全和社会经济发展的重大影响，决定了从战略全局上对其进行科学规划的必要性。本章首先对制定军费规划的影响因素，如军事战略目标、经济发展水平、战略决策机制等进行了系统分析。在此基础上，结合中国国防建设的实际情况，提出了具体可行的军费规划程序和方法，并对军费规划的各具体步骤（判断战略形势→明确战略目标→确定战略需求→制定战略计划）进行了系统论证。

第五章：军费的合理投入是实现军事战略的必要条件。军费是军队现代化建设的物质基础，其规模与结构直接影响着军事战略的制定与实施。本章首先通过对世界主要国家军费开支的统计分析，从军费绝对量与相对量、稳定性与波动性等方面总结出军费投入的一般规律，并针对我国军费短缺与波动的历史和现状，提出了我国军费投入的适度规模区间。然后结合军事战斗力要素的发展要求，分析了世界军费配置结构的变动规律及趋势，并针对我国军费配置中的结构失衡现象，提出了优化调整的总体

思路。

第六章：军费的高效运用是实现军事战略的本质要求。在军费资源配置格局既定的条件下，军费管理成效直接取决于有限军费的使用效益，而军费高效运用的关键在于科学的制度安排。本章主要从军费管理体制、军费预算制度和军费管理法制化等方面，对外军军费管理的成功经验做了较为系统的总结，同时对我军军费管理中存在的主要问题及成因做了较全面的剖析。从而为实现我军军费管理与军事战略的紧密衔接，提高军费管理水平和使用效益，奠定了必要的理论基础与实证依据。

第七章：加强我国军费战略管理的对策思考。本章主要针对我国军费管理中存在的现实问题，具体探讨了依据军事战略优化军费管理的途径和方法。首先，依据军事战略确定适度的军费投入规模。应依据战略需求实现军费的跳跃式增长，同时实现军费增长与经济发展的良性互动。其次，依据军事战略确定合理的军费分配结构。应选择以调节供给为主的军费调控模式，确定合理的军费分配战略，同时加快军费存量结构的调整。再次，依据军事战略推进军费管理的制度创新。应进一步改革完善我国的军费管理体制和军费预算制度，加强军费管理的法制化建设，为实现军事战略与军费管理的紧密衔接与有效互动提供可靠的制度保证。

从总体上看，本文力求在以下方面有所创新：一是研究角度新。改革开放以来，我国理论界非常重视战略研

究，军费理论也涌现出许多创新性的成果，但主要缺憾是战略与资源的理论结合还远远不够，军事经济研究始终未能实现军事问题与经济问题的有机融合。本文跳出已有的研究思路，综合运用军事学、经济学、管理学等相关理论，从军事战略与军费管理的战略互动上，从国防现代化建设与我军跨越式发展的战略全局上，探讨军费的有效配置与高效运用，力求在战略与资源、军事与经济的结合点上有所突破和创新。二是研究结构新。本文研究思路是从明确需求目标入手，根据军事战略需求制定规划，再依据战略规划加强管理。“目标→规划→管理”这一思路既反映了优化军费管理的一般逻辑过程，又实现了战略目标、整体规划与管理手段三者的有机结合。三是对军事战略与军费管理的战略互动关系进行了系统的研究。要实现战略与资源的紧密衔接，首先需要明确二者之间的内在联系。本文不仅从宏观层面论述了军事战略与军费管理的互动影响，而且对二者互动的机制和程序进行了比较深入的分析，为依据战略优化管理提供了必要的理论支撑。四是对制定军费规划的主要影响因素以及军费规划的基本步骤进行了系统的论证，并提出了具体可行的军费规划程序和方法，这对于实现军事战略与军费管理的良性互动，科学指导军费管理实践都具有非常现实的意义。五是从实现我军军事战略目标的高度着眼，提出了一些可行性较强的对策建议。如依据军事战略实现军费的跳跃式增长，依据战略需求确定合理的军费分配结构，改革完善我军的军费管理体制和



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军费预算制度，加强军费管理法制化建设，等等。因此，本文的研究，对于丰富和完善我国的军事战略与军费管理理论，实现军事与经济、战略与资源的紧密衔接，提高军费配置与使用效益，推动中国特色军事变革和促进我军现代化的跨越式发展，都具有重大的理论和现实意义。

## ABSTRACT

A country cannot develop without a great strength of national defense. Military factor is one of the most important parts in the national security system all the time. The military expenditure is used as an important production factor of national security, whose management level influences directly the development speed and level of national defense construction. It is obvious that the more advanced technology we chase, the more input it needs, and the more modernization, the more scientific management it needs. In order to build up the modernization of national defense and realize the armed forces' spanning development, we must improve the management of military expenses. The military expenses management is a strategic issue that inevitably needs correct strategic guideline. When we study the military expenses issues, we should stand on the linking points of history, reality, military and

economy, so as to put military expenses management into the surroundings of national security, national defense construction and even military struggle of the world to research systematically and enhance interactive analysis between the military strategy and military expenses management. Only by doing this can we really realize a close combination between resources and strategy, and effectively meet the strategic needs of modernization construction of national defense. Therefore, to optimize military expenses management according to the principle of military strategy is a great theoretical and realistic issue in the course of modernization construction of Chinese national defense.

The author in this paper encircles a main clue to extend in the process of researches, which is Target—programming—management. To speak concretely, it starts with demand targets of military strategies, then establishes the whole programming of the military expenses according to demand targets, and finally realizes reasonable input and effective exertion according to strategy programming. According to this main clue, the paper is divided into seven chapters to discuss.

Chapter 1: Introduction. At first, the author in this part retrospects and compares the current researching achievements of the military expenses management theories

from the angle of economics, management and military, then fetches out its purpose and significance, and points out the necessity of enhancing interactive researches between military strategy and military expenses management. At the same time, the author clearly defines the basic meanings of military strategy and military expenses management and the basic category of the thesis, and briefly introduces the basic way of thinking and research methods of the thesis.

Chapter 2: The interactive relationship between military strategy and the military expenses management. Through a historical analysis of the substantial evidence, the author describes theoretically the content, way and characteristics of military strategy and military expenses management interaction. The author points out: the military strategy decides the devotion and the use of the military expenses, the military strategy demand is the basic motive of the military expenses management, the key to decide where and how many the military expenses to invest. The realizing degree of military strategy target is the basic standard to measure and evaluate military expenses management benefit. Whereas, the military expenses management also affects the establishment of the strategy directly. The making, adjusting, putting into practice and

realization of the military strategic target are all under the influence and control of military expenses management level.

Chapter 3: The demand of military strategy is the basis of the military expenses management. At first the author proves systematically how to determine the military strategy demand. He points out that we must decide it according to the national interest and national strategy. At the same time we should quickly and flexibly adjust the strategy demand considering the new characteristics in the world. The new military change causes the war style change, which makes the focal point of national defense change. The military force contrast of the world is more in the unbalance. All these make military strategy demand in a higher level of structure, more complicated and more timely. Thus the higher request is asked to the military expenses management as for the change and adjustment of the military strategy demand. It embodies as follows: high technique war and the new military change demand more military expenses and a rapid growth. But the sustained development of the national defense and national economy requests the military expenses a reasonable devotion and within a limit increase. Under the contradiction of supply and demand in resources, the realization of military strate-

gy target depends more on the efficient distribution, use and management of the military expenses. It is objectively requested that we improve the benefit of the military expenses by scientific management.

Chapter 4: The scientific programming of the military expenses is an initial part to realize military strategy. The initial influence of military expenses management upon national security and the social economic development asks us to proceed a scientific programming to the military expenses. First, the author systematically analyses the factors that affect the making out of the military expenses programming, such as the aim of military strategy, the level of economic development, the mechanism of strategic decision. Second, the author puts forward the feasible military expenses programming procedures and methods in the light of the reality of Chinese national defense construction. Then he studies systematically the specific procedures (judging the strategic situation, making clear the strategic aim, determining the strategic demand, making out the strategic plan) of military expenses programming.

Chapter 5: The reasonable input of the military expenses is an essential condition to realize military strategy. Military expenses are the material foundation by which the troops realize the modernization. Its scale and structure

directly affect the making out and carrying out military strategy. In this part the military expenses of the main countries in the world are researched. The regular pattern of military expenses investment is summed up from the aspects of the absolute and relative quantity, stability and fluctuation. The author puts forward the proper scale zone of military expenses investment after studying the shortage and fluctuation of military expenses in history and the present condition. After that the author analyses the change regulation and the trend of the world military expenses distribution structure combining with the development requirement of military fighting capacity. Finally the author analyses the phenomenon that the present military expenses distribution structure is out of balance and provides a thinking of optimizing and adjusting it.

Chapter 6: Making good use of the military expenses is the essential requirement to realize military strategy. Under the decided pattern of military expenses resources distribution, the military expenses management benefit is directly decided by the usage performance of the limited military expenses, but the key that military expenses are efficiently used is the scientific system arrangement. In this part, the successful experience of the military expenses management of the foreign army is systematically

summed up in the aspects of the military expenses management system, the budget system of military expenses, the law and regulation construction of military expenses management. At the same time, the problems and its causes of military expenses management of our army are analyzed. Therefore, it has laid the necessary theoretical foundation and given the substantial evidence for combining the military expenses management with military strategy and raising the level of management and improving the benefit.

Chapter 7: The countermeasures of enhancing our country's military expenses strategy management. To counter the realistic problems, the author probes into the way and methods of optimizing the military expenses management according to the military strategy. First we should determine the proper scale of military expenses according to the military strategy. On one hand we should realize the spanning increase of military expense judging by the strategic demand, on the other hand we should establish the harmonious relations between military expenses increase and national economic development. Second we should determine the correct distribution structure of military expenses in the light of military strategy. The model of adjusting supply should be chosen as the main model of



military expenses regulation. The reasonable distribution strategy of military expenses should be made and we should fasten the adjustment of the structure of military expenses. Third we should push forward the systematic innovation of military expenses management on the basis of military strategy. The system of military expenses management and budget should be reformed and perfected. We should enhance the law and regulation construction of military expenses in order to guarantee the close contact and harmonious relation between the military expenses management and military strategy.

In a word, the author tries to bring new ideas in the following: first the angle of research is new. Since the reform and opening up of our country, the strategic research is paid much more attention to in the field of the theory research. A lot of innovation theory fruits about military expenses have poured out in our country. But we have not realized the harmonious development between military issues and economic ones in the field of military economic research. Thus the author probes into the efficient distribution and usage of military expenses applying the theories of military, economics, management and so on. He tries to bring new ideas about the integration of military strategy and resources, military and economy.