



# 金色的海南島

## THE GOLDEN ISLAND HAINAN

旅遊與經貿指南

TRAVEL, ECONOMIC  
& TRADING JOURNAL

JOINTLY PUBLISHED BY HAINAN  
TOURIST BOARD & GOLD APPLE  
PUBLICATION CO.

海南省旅遊局 香港金萍菓出版社聯合出版

\$280 PER COPY

646



# 金色的海南島

——慶祝海南建省一周年

海南省旅遊局  
香港金萍菓出版社

聯合出版



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題《金色的海南島》一九八二年七月

許士杰





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英文翻譯 顧國泰  
廣告部主任 林貽臣  
印刷  
香港凱藝彩色印刷公司

1989•4 出版

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# 第七屆全國人民代表大會 第一次會議 關於建立海南省及 海南經濟特區的決定 ( 1988年4月13日 )

第七屆全國人民代表大會第一次  
會議審議了國務院關於設立海南省的  
議案，決定：

一、批准設立海南省，撤銷海南行政區。  
海南省人民政府駐海口市。

二、海南省管轄海口市、三亞市、通什市、瓊山縣、瓊海縣、文昌縣、萬寧縣、屯昌縣、定安縣、澄邁縣、臨高縣、儋縣、保亭黎族苗族自治縣、瓊中黎族苗族自治縣、白沙黎族自治縣、陵水黎族自治縣、昌江黎族自治縣、樂東黎族自治縣、東方黎族自治縣和西沙羣島、南沙羣島、中沙羣島的島礁及其海域。

第七屆全國人民代表大會第一次  
會議審議了國務院關於建立海南經濟  
特區的議案，決定：

一、劃定海南島為海南經濟特區。

二、授權海南省人民代表大會及其常務委員會，根據海南經濟特區的具體情況和實際需要，遵循國家有關法律、全國人民代表大會及其常務委員會有關決定和國務院有關行政法規的原則制定法規，在海南經濟特區實施，並報全國人民代表大會常務委員會和國務院備案。



# The first Conference of the Seventh National People's Congress Decision concerning the establishment of Hainan Province and Hainan Special Economic Zone

(1988 April 13)

The first conference of the Seventh National People's Congress scrutinised the State Council's proposal on the establishment of Hainan Province; its decision is:

1. To approve the establishment of Hainan Province by abolishing the Hainan Administrative region. The People's Government of Hainan Province is to be established in Haikou City.

2. Haikou City, Sanya city, Tonza City, Qiongzhan County, Qionghai County, Wanchang County, Wanling County, Dan County, Li and Miao Nationalities autonomous region in Baoting, Li and Miao Nationalities autonomous regions in Qiongzhang, Li Nationality Autonomous Region in Baisha, Li Nationality Autonomous Region in Lingshui, Li Nationality autonomous region in Changjiang, Li Nationality Autonomous Region in La dong, Li Nationality Autonomous Region in Dongfang, and Xisha, Nansha and Zhongzha islands and the territorial seas are under the government of Hainan province.

The first conference of the Seventh National People's Congress has scrutinised the state council's proposal on the establishment of Hainan special economic zone, Its decision is :

1. To delineate Hainan Island as the Hainan Special Economic Zone.

2. To entitle the National People's Congress of Hainan Province and its standing committee to formulate laws according to the actual situations and needs of Hainan special economic zone, and the relevant state laws, and relevant decisions made by the National People's Congress and its standing committee, and the relevant administrative principles of the state Council. These laws are to be implemented in Hainan special economic zone and submitted to the standing Committee of National People's Congress and State Council for record.





許士杰  
**Xu Shijie**



# 關於海南建省辦大特區的幾個問題

海南省省委書記

許士杰

## 一、海南建省辦大特區的意義

海南島是我國的第二大島，地理位置非常重要，礦產、熱作、水產、旅遊資源比較豐富，氣候溫和，雨水豐沛，是我國熱帶經濟作物的主要生產基地。

解放以後，海南各族人民為建設寶島作出了重要貢獻，海南的經濟、文化及其他各項事業都有了很大發展，潛力很大。但是，由於受到許多條件的限制，其中主要是體制上和政策上的原因，海南島的優勢還沒有充分發揮出來，與其他沿海地區相比，海南還有較大差距。為了進一步開發和加快建設海南，國務院向全國人民代表大會建議撤銷海南行政區，將其所轄區域從廣東省劃出來，單獨設立海南省。

海南建省、最重要的任務是發展生產力，加快海南島的開發建設。

海南設省，辦經濟特區，可以比較獨立自主地實行比其他經濟特區現行規定更加放寬的政策，經濟管理體制也可以更為靈活，創造好的投資環境，拓展對外貿易，擴大對外經濟技術合作和交流，加速開發建設。

海南設省，建設全國最大的經濟特區，是我國進一步擴大對外開放的重要措施，對加快海南的經濟和文教科技事業的發展，對於改善人民的物質文化生活，實現社會主義現代化，加強民族團結，鞏固國防，完成祖國統一大業，都有着積極的作用。

## 二、關於海南省政策的穩定性問題

關於海南省的政策是否穩定，會不會變？回答是肯定的。根據有四：

1. 海南省實行特殊政策，是在全國深化改革、進一步開放的大氣候下提出並制定的。中國實行改革開放的基本政策是改變不了的。

2. 海南的幹部、羣衆對中央給予的特殊政策衷心擁護。因此，對海南來說，主要問題不是担心政策變不變，而是如何創造性地把中央給予的這些政策用好、用活。

3. 要使中央給予海南的特殊政策有連續性和穩定性，應當加強立法，把一些成熟的、並經過實踐和論證的政策變成法律和法規。

4. 一些具體政策還要根據實踐經驗作進一步調整和完善，這是正常的。它不涉及基本政策變不變的問題。這種情況，恐怕任何一個國家和地區都如此。

此外，還將設立涉外法律的仲裁機構。比如，成立仲裁委員會，受理與處理外商在海南投資發生的糾紛事件。同時要加強對執行政策和執行法律的落實和監督。

## 三、關於「小政府，大社會」

海南是新建的省，要從政治體制改革和經濟體制改革方向出發，成為全國省一級機構全面改革的試點，黨政分開，政企分開，政府機構要小，多辦經濟實體。我們將這概括為「小政府，大社會」六個字。

「小政府，大社會」，既符合中共十三大的精神，又是適應海南開發建設實際需要的一種新體制。

發展生產力，發展商品經濟，是海南建省辦大特區的一項基本任務。一般來說，商品經濟愈發達，政府的職能範圍應愈小。同時，政府應實行間接管理方式，機構設置、人員配備都要少而精。因此，建立辦大經濟特區的海南省，必須逐步實行和培育「小政府，大社會」的新體制。「小政府，大社會」的基本內容是：

(1) 黨政分開。首先應是能獨立負責的高



效率的政府工作系統。黨的組織不干涉屬於政府職權範圍的事。這是建立「小政府，大社會」的基本前提。

現在海南省工委的工作機構，就是按照黨政分開的原則設置的。

海南省辦大特區，是在中國共產黨領導下進行的。實行黨政分開，要求黨的組織集中精力，集中力量，提出帶有方向性的重大決策，搞好黨的建設，黨要管黨，教育、檢查、監督黨的組織和黨的幹部，要模範地遵守法律和法令，嚴格黨的紀律。

(2) 政企分開。海南辦大特區，要實行多種經濟成分和多種經濟形式，要大力發展「三資」企業，發展外向型經濟。與此相適應，必須實行政企分開，轉變政府職能。這是建立「小政府、大社會」的關鍵問題。

現在我們正在按照政企分開的原則，着手設置政府工作機構。不設立直接管理企業政府部門，一些行政性公司也要逐步變為經濟實體和企業單位，切實實行平等競爭的原則。

(3) 精簡高效。機構精，人員少，效率高，這應是「小政府」的基本特點。海南省的政府工作機構，計劃設立二十六個廳，這比原來的海南行政區的工作機構還少二十一個，人員也大大減少。

我們打算，盡早實行公務員制度，提高政府工作人員的素質和辦事效率。

(4) 法制健全。「以法治島」，是建立「小政府、大社會」的正確方向。中央賦予海南省人大以很大的立法權，海南省人大及其常委會成立以後，將抓緊各項立法工作，並將聘請香港有立法經驗的人士，參加立法工作，盡快使海南省的工作走上法制化、制度化的軌道。

(5) 下放權力。下放權力，就是個人、企業、社會組織能依法決定自己範圍內的事情，這是實行「小政府、大社會」的重要途徑。隨着海南所有制結構、社會結構的變化，要逐步建立、培育各種類型的社會組織，充分發揮他們在經濟生活、政治生活、文化生活和社會生活中的作用。隨着條件的成熟，將逐步建立各種學會、協會、聯合會、各種自治組織等。

此外，還要逐步建立和完善社會協商對話制度，拓展對話渠道，充分發揮新聞、輿論在社會生活中的作用，提高政治透明度。

## 四、關於同國內其它經濟特區以及同港、澳、台的關係問題

關於海南經濟特區與其它幾個特區的關係：

1. 中國辦特區是有個發展過程的，從一個到幾個，直至海南建省辦大特區，都是中國進一步對外開放的實際步驟，都是為了實現沿海發展戰略。這就從根本上決定了海南辦大特區不會對其它特區帶來不利影響。

2. 海南特區和其它特區是相互促進、共同發展的關係。目前，海南各方面的條件還不很完善，有些方面還很落後。在這樣的情況下，辦大特區，實行更加特殊的政策，首先就應當借鑒其它特區的成功經驗，取長補短，按照各自的優勢和特點，共同發展外向型經濟。

3. 今後，海南特區和其它特區在某些方面，有時會存在相互競爭的問題，這種競爭，只能是相互促進，不存在相互代替的問題。因為，海南的地理位置、經濟條件等都與其它特區有很大的不同，海南就是要利用這些不同，發揮自己的優勢。

關於海南經濟特區和香港、澳門、台灣的關係，最主要的是雙方優勢組合的關係。香港是一個國際金融中心，是一個自由港，在資金、技術、管理等方面都有很多優勢。海南在自然資源、勞動力、土地等方面也有很多優勢。如果把兩方的優勢結合起來，對開發和建設海南島至關重要，同時也會對香港，以及對澳門、台灣的經濟發展帶來積極的影響。因此，海南在開發建設、辦大特區的過程中，加強同港、澳、台的經濟聯系，這對發揮各自的優勢都是有利的。我們十分歡迎港、澳、台地區的有關人士來海南投資、辦企業、長期合作，共同開發建設海南島。

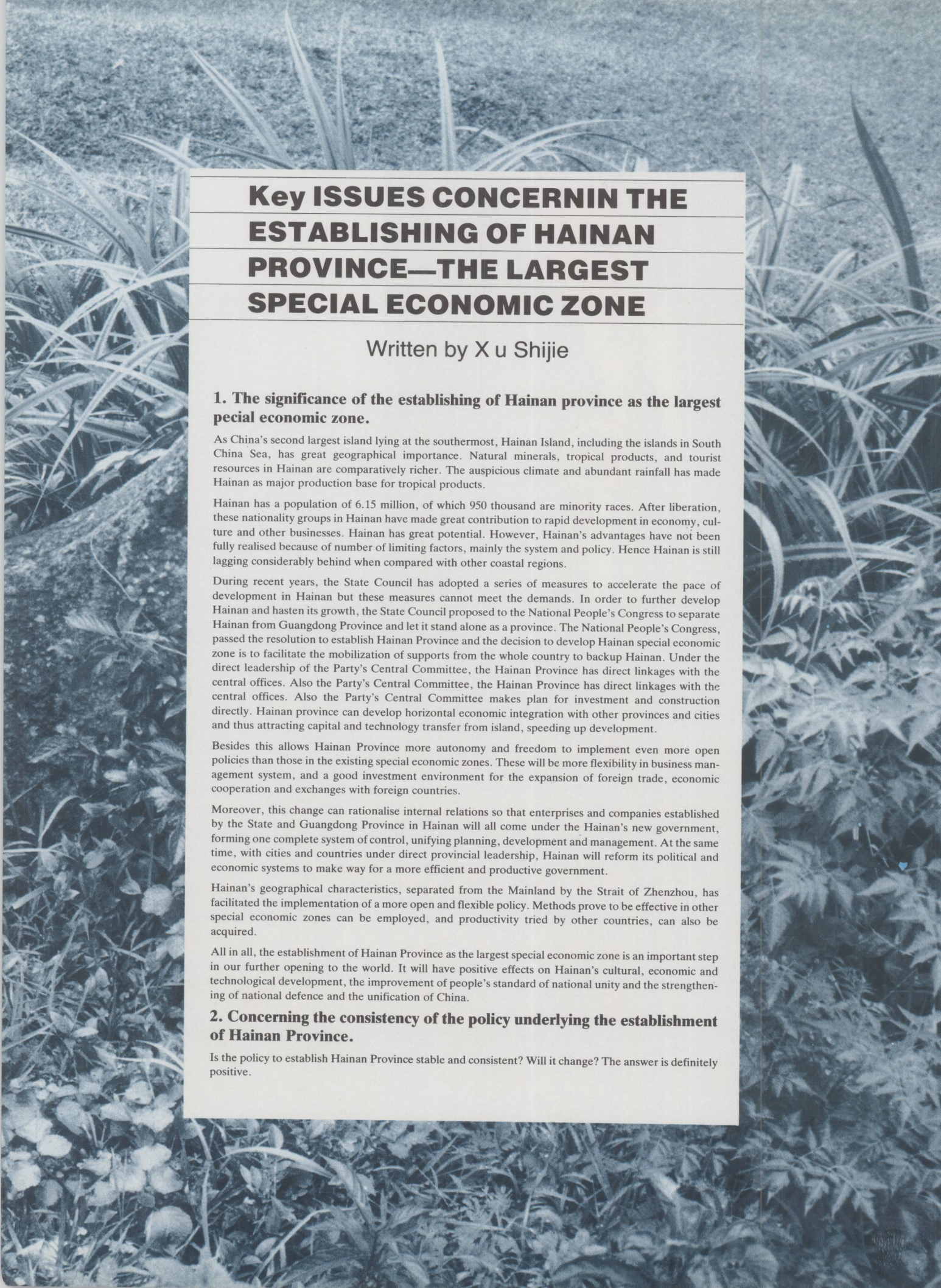




Mr. Xu Shijie  
Secretary of Hainan  
Provincial Committee of CPC.

# **KEY ISSUES CONCERNING THE ESTABLISHING OF HAINAN PROVINCE — THE LARGEST SPECIAL ECONOMIC ZONE BY MR. XU SHIJIE**





# **Key ISSUES CONCERNIN THE ESTABLISHING OF HAINAN PROVINCE—THE LARGEST SPECIAL ECONOMIC ZONE**

Written by X u Shijie

## **1. The significance of the establishing of Hainan province as the largest special economic zone.**

As China's second largest island lying at the southernmost, Hainan Island, including the islands in South China Sea, has great geographical importance. Natural minerals, tropical products, and tourist resources in Hainan are comparatively richer. The auspicious climate and abundant rainfall has made Hainan as major production base for tropical products.

Hainan has a population of 6.15 million, of which 950 thousand are minority races. After liberation, these nationality groups in Hainan have made great contribution to rapid development in economy, culture and other businesses. Hainan has great potential. However, Hainan's advantages have not been fully realised because of number of limiting factors, mainly the system and policy. Hence Hainan is still lagging considerably behind when compared with other coastal regions.

During recent years, the State Council has adopted a series of measures to accelerate the pace of development in Hainan but these measures cannot meet the demands. In order to further develop Hainan and hasten its growth, the State Council proposed to the National People's Congress to separate Hainan from Guangdong Province and let it stand alone as a province. The National People's Congress, passed the resolution to establish Hainan Province and the decision to develop Hainan special economic zone is to facilitate the mobilization of supports from the whole country to backup Hainan. Under the direct leadership of the Party's Central Committee, the Hainan Province has direct linkages with the central offices. Also the Party's Central Committee, the Hainan Province has direct linkages with the central offices. Also the Party's Central Committee makes plan for investment and construction directly. Hainan province can develop horizontal economic integration with other provinces and cities and thus attracting capital and technology transfer from island, speeding up development.

Besides this allows Hainan Province more autonomy and freedom to implement even more open policies than those in the existing special economic zones. These will be more flexibility in business management system, and a good investment environment for the expansion of foreign trade, economic cooperation and exchanges with foreign countries.

Moreover, this change can rationalise internal relations so that enterprises and companies established by the State and Guangdong Province in Hainan will all come under the Hainan's new government, forming one complete system of control, unifying planning, development and management. At the same time, with cities and countries under direct provincial leadership, Hainan will reform its political and economic systems to make way for a more efficient and productive government.


Hainan's geographical characteristics, separated from the Mainland by the Strait of Zhenzhou, has facilitated the implementation of a more open and flexible policy. Methods prove to be effective in other special economic zones can be employed, and productivity tried by other countries, can also be acquired.

All in all, the establishment of Hainan Province as the largest special economic zone is an important step in our further opening to the world. It will have positive effects on Hainan's cultural, economic and technological development, the improvement of people's standard of national unity and the strengthening of national defence and the unification of China.

## **2. Concerning the consistency of the policy underlying the establishment of Hainan Province.**

Is the policy to establish Hainan Province stable and consistent? Will it change? The answer is definitely positive.





a. The decision to implement special policies in Hainan Province is made at a time when the State is to deepen reforms and further the opening of China. So if this "big climate" is not to change, special policies regarding Hainan Province will not change either. And as China's fundamental principle is to carry out reforms and opening, the policy of turning Hainan Province into the largest special economic zone has been part and parcel of the former, which then become a crucial measure to further China's opening to the outside world.

b. Party cadres and people in Hainan have wholeheartedly supported the special policies given by the State. So to Hainan, the main concern is not whether the policy will change or not, but is to know how to creatively utilise these policies given by the State to the full. To achieve this, the most important things are to develop productivity, further open our minds, change our concepts, be daring in using policies fully.

c. To make the special policies of the State in Hainan become stable and continual, policies that have been practised and proved to be mature and sound, should be made into laws and regulations. Of course, some policies have to be tried out for a while so that experiences gained would go through scientific reasoning before they are to become laws. Laws that hastily passed without clear understanding of the implications will affect the continuity and consistency of the policy.

d. That certain policies need to be adjusted according to practical experience is just normal. It does not involve the question whether basic policy is changeable or not. This phenomenon happens everywhere. Some policy adjustments to fit the reality are in fact necessary to ensure continuity and stability of this basic policy.

Besides, an arbitration organization will be set up to deal with laws that involve foreigners. For example, to set up an arbitration committee to handle disputes arose from foreign investment in Hainan. Also emphasis should be put on the implementation of policies and enactment of laws to ensure both are being done properly.

### 3. Concerning "small Government, big Society"

Hainan Province, a newly established province, will start from the direction of political and economic reforms to become the testing ground for all-embracing reforms which are to be launched all over China. The separation of party from the government, the government from enterprises, and a smaller government structure, and establishment of more economic entities, can all be concluded in six words: "small Government, Big Society."

a. Basic consideration behind "small Government, Big Society." When the State decided to establish Hainan as a province it also suggested to accelerate the opening of Hainan and allow pioneering experiments on political and economic reform to be launched. "Small Government, Big Society" not only complies with the spirit of the Thirteenth Congress of the Chinese Communist Party, but also is a new system meet the practical demands arose from Hainan's opening.

To develop production forces and establish market economy are the basic purposes of establishing the largest special economic zone in Hainan. Generally speaking, the more developed the market economy, the smaller the scope of government administration is. At the same time, the government should adopt an indirect management style with a small but efficient staff to man the streamlined structure. So to establish Hainan Province as the largest special economic zone must gradually introduce and cultivate this new system of "small government, big society."

b. The basic content of "small Government, big Society."

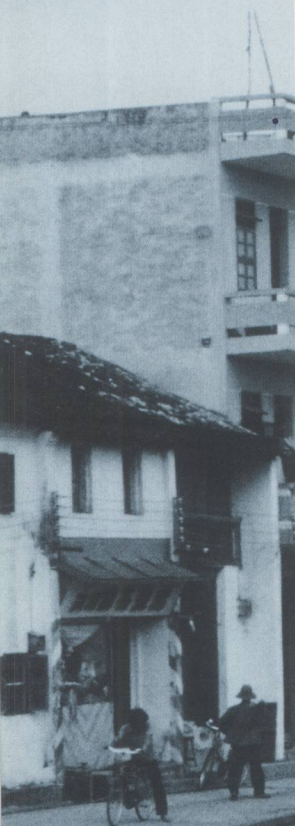
(a) Separation of the Party from the Government. First is a highly efficient, independent and responsive system of government administration. The party will not interfere in things that are within the ambit of the government. This is the basic premise upon which the "small Government, big Society" will be built.

The existing Hainan working committee is being structured according to the principle of separation of the party from the Government. Structure that overlaps the government will not be allowed and no party structure will be built in the Government. Also people who do not work for the Government will not be made to handle any part of government administration under the name of full-time deputy secretary or whatsoever.

The establishment of Hainan Province as the largest special economic zone is launched under the leadership of the Chinese Communist Party. To separate the Party from the Government, the policies which underline the overall orientation. The party should concentrate its resources on formulating important policies which should foster its development, control itself well, educate, examine and supervise a Party organisation. The Party cadres should be abided by laws and regulations and comply strictly with party discipline.

(b) To separate the Government from enterprises. If Hainan need to establish a large special economic zone, a mixed economy that includes a variety of economic ingredients need to be established. Also joint ventures, cooperative enterprises and sole foreign proprietorships should be full-fledgedly developed so





as to develop an export-oriented economy. So the government must therefore be separated from enterprises and reform its own administration system. This is the crucial question concerning the building of a "small Government, big Society."

Now we are designing the government structure according to the principle of separating the government from enterprises. No government department that directly controls enterprises will be established. Some administrative companies will gradually turn into economic entities or enterprises, practically working according to the principle of fair competition.

(c) Simplicity and efficiency. Streamlined structure, small staff and high efficiency are basic characteristics of "small Government." The Government administration structure will have 26 departments, 21 less than the original administration structure of Hainan administration Region, and there will be large cut-back of staff.

We plan to introduce the system of civil services earlier to improve the quality of government officials and efficiency.

(d) A healthy legal system. To rule the island by law is the right direction to build up "small Government, big Society." The State entitles the Hainan National People's Congress to have great legislative power. After the establishment of Hainan National People's Congress to have great legislative power. After the establishment of Hainan National People's Congress and its standing committee, experienced law makers in Hongkong will be employed to participate in lawmaking which are to be done with great momentum so as to have Hainan on the way to a system of rule by law and institutionalization.

(e) Relegation of power. To transfer power downwards is to let individuals, enterprises and social organisations make their decisions on their own according to law. This is an important step to implement "small Government, big Society." Following the changes in ownership structure and social structure, different varieties of social organisation should gradually be established and cultivated so that their functions in economic, political, cultural and social lives can be fully developed. And when the situation is ripe, different types of bodies, associations, federations and self-government organisations will gradually be organised.

Besides, a social system of dialogue and consultations is to be gradually established and perfected so that channels of expression can be extended, and the role of press and public opinion can be given the fully play. As a result, the degree of political transparency can be increased.

Of course how to construct this new system of "small Government, big Society," is still a question to be studied further, making it more concrete and definite. It will go through scientific reasoning and also is a question of time if the situation is to mature. So such a new system is to be built right at the time when Hainan is made a province. Also, the perfection of such system has to go through a process.

#### **4. Questions concerning Hainan's relations with other special economic zones, Hongkong, Macau, and Taiwan.**

Concerning Hainan special economic zone's relations with other special economic zones:

a. It is a development process when China establishes special economic zone. The extension from one to many, and to the establishment of the largest special economic zone in Hainan is a practical step China took to further open itself. This is to follow the strategy for coastal development and this fundamentally determine that Hainan special economic zone will not bring any adverse effects on other special economic zones.

b. Hainan special economic zone and other special economic zones are complimentary to each other in development; they develop together. At present, Hainan's situation is not well developed, and in some areas are still very backward. Under such circumstance, to establish the largest special economic zone and implement more special policies should first learn from the successful experiences of other special economic zones. So each develops according to its own strengths and characteristics and altogether they develop an export-oriented economy.

c. From now on, Hainan special economic zone and other special economic zones will sometimes compete with each other in certain areas. This kind of competition will promote progress, but not substitution, because Hainan's geographical position and economic conditions are very dissimilar to other special economic zones. Hainan is going to make use of these differences to develop its own advantages.

Concerning Hainan special economic zone's relations with Hongkong, Macau, and Taiwan, the most crucial thing is the combination of each side's comparative advantages. Hongkong is an international financial centre and a free port, having a lot of advantages in capital, technology, and management. Hainan on the other hand has many advantages, if combined together, are crucial to the development of Hainan and will positively affect the economies of Hongkong, Macau, and Taiwan, if reinforced, will enable each side to develop its advantages. We welcome the concerned people from Hongkong, Macau, Taiwan to invest in Hainan, to form enterprises, to explore and develop Hainan under long-term cooperation.