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URBAN LAND USE AND MANAGEMENT IN CHINA

(Final Report)

中国城市土地 使用与管理

(总 报 告)

中国社会科学院财贸经济研究所
美国纽约公共管理研究所

Institute of Finance and Trade Economics
Chinese Academy of Social Sciences
Institute of Public Administration
New York U. S. A.

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前 言

本报告是中国社会科学院财贸经济研究所与美国纽约公共管理研究所合作的《中国城市土地使用与管理》课题的最终研究总报告。

1987年，中国社会科学院副院长，中国著名经济学家刘国光教授访问美国时，同美国福特基金会达成协议，由美国福特基金会和中国社会科学基金资助中美两国专家和研究人員合作研究中国城市土地使用与管理问题。双方一致认为，这是中国经济发展和体制改革中十分重要而又非常迫切需要解决的问题，具有重要的理论意义和现实意义。经过反复协商，由中国社会科学院财贸经济研究所所长、经济学家张卓元教授和美国纽约公共管理研究所执行主席德怀特·英克（Dwight Ink）先生共同负责该研究项目，同时从中美双方配备和聘请合适的研究人員组成《中国城市土地使用与管理》课题组，由财贸经济研究所城市经济室主任、城市经济学家杨重光研究员担任中方组长，公共管理研究所国际城市研究部主任戴维·马门（David Mammen）担任美方组长，共同主持课题研究。参加此项研究的课题组中方成员有：财贸经济研究所价格研究室主任杨圣明研究员，科研处处长刘维新副研究员，科研处副处长杨冬松副研究员，城市经济室廖康玉副研究员，城市

经济室副主任石小抗博士，财政金融研究室副主任李扬博士，城市经济研究室研究人员张敬东、张京等，共9人；美方成员有：著名城市规划和城市经济专家、普林斯顿大学名誉教授切斯特 A·拉普金 (Chester A Rapkin)，城市规划专家、加拿大不列颠哥伦比亚大学教授彼得·奥勃伦特 (Peter Oberlander)，城市规划专家、宾夕法尼亚大学教授安·斯特朗 (Ann Strong)，纽约市立大学亨特学院教授希尔达·布兰科 (Hilda Blanco)，日本东京经济大学教授柴田德卫 (Tokue Shibata)，以及斯德哥尔摩的托马斯·艾德玛 (Thomas Atmer) 等。

为了加强对研究的指导和支持，密切联系政府部门，课题组特聘请中国社会科学院副院长刘国光教授，国家经济体制改革委员会副主任高尚全教授，国务院发展研究中心副主任孙尚清教授、国家土地局局长王先进教授，国家建设部副部长周干峙教授以及财贸研究所赵效民研究员为项目顾问，成立顾问组，由刘国光教授担任首席顾问。

1988年7月，美方戴维·马门和彼得·奥勃伦特访问北京，经过同中方研究人员的详细讨论，并听取顾问组的意见，确定了课题研究的宗旨、内容、构想、方法和步骤，自此开始了大量的研究活动，并产生了积极的影响。

——课题组对中国许多城市，特别是沿海开放城市，如北京、上海、天津、广州、深圳、珠海、厦门、南京、苏州、无锡、宁波、佛山、成都、重庆、武汉等进行了深入认真的调查研究，同这些城市的政府部门及各类研究机构，主要是建委（或建设局）、土地管理局、规划局、房管局、房地产开发公司等以及社会科学院、大学的领导人员、管理人员和科研人员进

行了广泛的接触和座谈。通过这些调查研究，课题组取得了丰富的资料，受到极为有益的启发。

——在福特基金会的支持下，由美国纽约公共管理研究所组织，中方研究人员对美国、日本、新加坡、瑞典和香港等国家和地区的若干城市进行了考察，访问了有关的政府部门、研究机构、大学，以及土地管理、城市规划部门，同这些机构的官员、专家和有关人员进行了座谈，并作出了比较研究。

课题组特别邀请顾问刘国光、孙尚清、王先进、高尚全等参加上述访问活动。顾问们在直接了解外国的情况和经验的基础上，对课题组的访问考察和比较研究提出了指导意见。这对我们吸收经验教训，形成意见和建议起了积极的作用。

——直接或间接参与制订土地政策相关的活动。中方一些研究人员在本课题立项前曾亲自组织和参与了对济南、烟台两城市土地的分等定级和估价工作，取得了直接的经验。1989~1990年，中方研究人员又通过不同方式参与南京和宁波市的土地分等定级和评价工作，其中两名研究人员被邀请参加两市土地定级估价的评审和验收。

——组织和参加国内和国际有关城市土地的学术会议。1989年8月，课题组组织了《中国城市土地使用与管理》小型国际会议，在美国费城宾夕法尼亚大学召开。来自中国、美国、日本、瑞典、丹麦以及世界银行等国家和地区的30多人参加。会上，课题组作了中国城市土地使用制度及其改革的报告，引起与会人员的极大兴趣。

1989年10月，日本东京经济大学举办了《土地问题和城市政策》国际会议，本课题组顾问赵效民，成员杨重光、戴

维·马门等被邀请出席会议。会上，中方作了题为《中国城市化与土地利用问题》的报告；美方作了《美国城市政策》的报告。两个报告都受到了好评，产生了影响。

——课题组及时将考察、调查结果撰写成报告或文章，在中国公开的学术刊物（如《财贸经济》、《现代房地产》等）和内部刊物上刊登。三年来总计发表和刊登研究报告（含国外考察报告和国内调查报告）约20多篇，30余万字，在中国经济界和学术界引起较大反响。这些相对独立的阶段性研究成果，成为本报告的直接基础。

更重要的是，课题组针对在考察中所发现的问题，及时形成观点，提出建议，并不失时机地通过不同渠道呈送给中国政府决策层和有关部门的领导。

1989年课题组考察美国之后，就土地产权和土地收益分配等问题撰写了一份报告，通过中国社会科学院报送中央政府有关部门。财政部领导对此报告进行了讨论，认为有参考价值。

1989年3月去广东（广州、珠海、佛山等市）的调查组，根据当时土地管理中存在的问题，撰写了关于城乡土地实行统管的分析和建议的报告。这份报告对国务院机构改革办公室提出和调整国务院有关部局的分工和职责，制订相关的文件起了明显的、积极的作用。

1990年11月，课题组去广东调查后，提出《国有土地出让收入分享制度及其改革》的报告，通过中国社会科学院呈送给中央政府及有关机构。报告中提出的观点受到了重视，成为制定相关政策的重要参考建议。

1990年春，课题组组织人员对北京大栅栏、中关村两地区的房地产市场，特别是对当时并未引起人们重视的土地黑市市场进行了长达四个月的典型调查。通过对大量资料和数据的分析，课题组对中国房地产市场，包括黑市市场的状况及其价格构成，特别是隐含的土地价格作了比较正确的判断，提供了科学的分析方法，从而推动了相类似的调查研究。

上述大量研究活动以及成果为形成本报告作了各种准备，构成了基本的观点和思路，提供了必要的资料和数据。总报告正是上述三年研究成果的总结和概括。

在总报告问世之际，让我们对在三年中访问和考察过的中外城市，各种组织和机构表示衷心的感谢，对所有接待我们，并向我们介绍情况和经验，提供资料和各种帮助政府官员、管理人员以及教授专家表示衷心的感谢。

我们特别感谢成功地组织课题组在日本、香港、瑞典和新加坡的考察活动的四位先生：日本东京经济大学教授柴田德卫教授，现美国夏威夷大学（原香港大学）郭彦弘（Yin-Wang Kwok）先生，斯德哥尔摩的托马斯·艾德玛先生，以及新加坡建屋发展局的刘和昌（Lau Won Cheong）先生。

我们真挚地感谢将本报告从中文正确地翻译成英文的李晓全先生和埃伦·芮爱丽（Ellen S·Rieser）女士。由于他们的辛勤工作，才使本报告为国外许多读者所分享，并且将许多国外专家的意见和建议吸收进本报告。

本报告集中反映了中国城市土地使用制度与管理体制的现状、变化与趋势，以及我们对改革方向、目标、步骤和措施的基本观点和意见。为了使总报告的观点、意见和建议得到详

细的论述和必要的说明，我们同时撰写了若干个专题报告，作为总报告的分报告。

总报告初稿主要由杨重光、李扬、张敬东三人执笔，李扬负责统稿，以后，在听取中外各方面意见的基础上，由中美双方课题组成员共同讨论修改定稿，并形成中文和英文两种文本。

1991年12月

PREFACE

This is the final comprehensive research report on China's Urban Land Use and Management, which is a joint research study undertaken by the Institute of Finance and Trade Economics (IFTE) of the Chinese Academy of Social Sciences (CASS) in Beijing and the Institute of Public Administration (IPA), in the United States.

The Vice President of CASS Professor Liu Guoguang, a well-known economist, visited the United States in 1987 and reached agreement with the Ford Foundation that the Foundation and the Chinese Social Sciences Foundation would sponsor the work of experts and researchers from the United States and China to jointly study the problem of China's urban land use and management. The study would have important theoretical and practical significance.

The joint project has been under the supervision of Professor Zhang Zhuoyuan, Director of IFTE, and Dwight Ink, President of IPA. Qualified researchers from both China and the United States were invited to make up the China Urban Land Use and Management Study Team. Yang Chongguang, director of IFTE's Research Department of Urban Economics, an urban economist and CASS researcher, is the Chinese team leader. David Mammen, director of IPA's program in international urban studies, is the American team leader. Yang and Mammen have been responsible for the study and have jointly managed it.

The Chinese team members are : Research Fellow Yang Shenmin, director of IFTE's Price Research Office; Associate Research

Fellow Liu Weixing, director of the Science and Technology Division; Associate Research Fellow Yang Dongsong, Deputy Director of the Science and Technology Division; Associate Research Fellow Liao Kunyu of the Urban Economics Office; Shi Xiaokang, Ph. D., Deputy Director of the Urban Economics Office; Li Yang, Ph. D.; and Deputy Director of the Research Department of Finance Economics, Zhang Jingdong and Zhang Jing.

The IPA participants have included : Chester Rapkin, Professor Emeritus of Princeton University; Peter Oberlander of Vancouver, British Columbia; Professor Ann Strong, University of Pennsylvania; Professor Hilda Blanco, Hunter College, City University of New York; Professor Tokue Shibata, Tokyo Economics University; and Thomas Atmer of Stockholm.

In order to coordinate the participation of various government agencies in the study and enhance supervision and support for the research, the following people were invited to serve as advisors : Professor Liu Guoguang, Deputy Director, CASS; Professor Gao Shangquan, Vice Minister, State Commission for Restructuring the Economic System; Professor Sun Shangqing, Deputy Director of the State Council's Development and Research Center; Professor Wang Xianjin, director of the State Land Administration; Professor Zhou Ganshi, Vice Minister, Ministry of Construction; and IFTE Deputy Director Zhao Xiaomin. Professor Liu Guoguang has chaired the advisory committee.

In July 1988, David Mammen and Peter Oberlander visited Beijing. After detailed discussions with their Chinese counterparts, including members of the advisory committee, the purpose, contents, assumptions, methods and timetable of the study were determined.

Subsequently, research activities were conducted in many Chinese cities, especially those along the coast. These cities included : Beijing, Shanghai, Tianjin, Guangzhou, Shenzhen, Zhuhai, Xiamen, Nanjing, Suzhou, Wuxi, Ningbo, Foshan, Chengdu, Chongqing, Wuhan, etc. Various government agencies of these cities were contacted, including : construction committees (city construction bureaus), land

management bureaus, city planning bureaus, housing management bureaus, real estate development companies, social science institutes, universities, etc. During visits, extensive interviews with these organizations' leaders, managers, and researchers were conducted. Experts from these organizations introduced the conditions of their respective cities and exchanged information with members of the study team.

With the support of the Ford Foundation, the Chinese team was also able to undertake comparative overseas research. IPA organized and led study tours to the United States, Japan, Singapore, Sweden, and Hong Kong. In each country, the study team visited relevant research institutions, universities and land management organizations.

Members of the advisory committee were invited to participate with the Chinese research team in these overseas study tours. In this way Liu Guoguang, Sun Shangqing, Wang Xianjin, and Gao Shangquan could not only directly understand foreign situations and experiences, but also make analyses, evaluations, comparisons and recommendations during the investigation process. The visits abroad have made positive contributions to the study team in helping the team to make the right judgments, learn lessons and experiences, and formulate opinions and recommendations.

Some team members have directly and indirectly participated in activities related to establishing land policies. Even before the joint research project began, some Chinese members of the team had actually organized and participated in the urban land classification and evaluation process for the two cities of Jinan and Yantai. From 1989 to 1990, in various ways, some of the Chinese researchers participated in the land classification and evaluation process for the cities of Nanjing and Ningbo. Two of the team members were invited to examine and judge the results of this land classification and evaluation work; they thus obtained first-hand knowledge.

The study team organized and participated in relevant international and national conferences on urban land. In August 1989, the study team organized a small-scale international conference, "China's Urban Land Use and Management," at the University of Pennsylva-

nia in the United States. About 30 participants from China, the United States, Japan, Sweden, and Denmark came to the conference. The study team presented a report on China's urban land use system and its reforms, and exchanged information and opinions with foreign scholars.

In October 1989, Yang Chongguang, Advisor Zhao Xiaoming, and David Mammen were invited to an international conference on "Land Problems and City Policies" held at the Tokyo Economics University. At the conference, the Chinese team members presented a paper entitled "China's Urbanization and Land Use Problems" and the American team member presented a paper entitled "American Urban Land Policies."

The study team promptly produced reports summarizing the results of their investigations and surveys. These reports not only consolidated data and provided input for this final report, but also presented the relatively independent research results for the different stages of the study. Many of the reports have been published in China's unrestricted academic periodicals (such as Finance and Economics, Contemporary Real Estate, etc.). Some have been published in restricted publications. The published series, Reports on Inspections of Foreign Countries and Domestic Surveys, contains about 20 articles with more than 300,000 characters.

The study team sought every opportunity to introduce suggestions to decision makers and leaders in the Chinese government. After the visit to the United States in 1989, the study team produced a summary report, which was presented to the central government through CASS.

During the March 1989 visit to Guangdong Province (Guangzhou, Zhuhai, and Fuoshan), the study team focused on existing conditions and problems of land management. The team later produced a report analyzing the implementation of unified management of urban and rural land; the report also provided recommendations. This report played an obvious and positive role in the efforts of the State Council's Office of System Reform to adjust the responsibilities of the

State Council' s associated agencies and contributed to the drafting of documents to that effect.

After the visit to Guangdong Province in November 1990, the team produced a report, The System of Distributing Income from State Owned Land and Its Reforms. The report was also presented to the central government and its agencies through CASS. The report offered important suggestions and views for policy making.

In the spring of 1990, the study team investigated the real estate market in the Dashalan and Zhongguancun areas of Beijing. The team conducted a four-month investigation of the black market in land; at that time, the black market had not yet gained much attention from the public. Based on large amounts of material and data, the study provided an accurate analysis of the real estate market in China, including the hidden land prices and the operation of the black market.

As summarized above, the large amount of investigative activities have provided necessary information and data, and have thus established the foundation of this final report. This final report is more than a summary and introduction of three years of investigation activities. It also represents the distillation of discussions of basic opinions and is a focused reflection of arguments and recommendations. It is the result of the three-year investigation and study by the Chinese and American team members under the guidance of the advisory committee.

Precisely because of this, we would like to extend our sincere thanks to all the Chinese and foreign cities, organizations and enterprises which the study team visited, inspected, and investigated during the three years. We would also like to thank all the government officials, managers, experts, and professors who hosted, supported the study team, introduced their experiences, and provided data during the visits.

We would like to take this opportunity to express our special thanks to the following people for their efforts to organize our visits to Japan, Hong Kong, Sweden and Singapore : Professor Tokue Shibata of Tokyo Economics University; Professor Guo Yanhong of the

University of Hong Kong; Thomas Atmer of Stockholm; and Lau Woh Cheong of the Singapore Housing and Development Board.

We wish to sincerely thank Xiaoquan Li and Ellen S. Rieser, who accurately translated the report from Chinese to English. Because of their hard work, this report could be read by many overseas experts, and their opinions and suggestions could be incorporated into our report.

This report sums up and reflects the current conditions, changes and development trends of China's urban land use and management systems. It presents the study team's basic opinions and views about the directions, objectives, steps, and methods of the reforms, and also makes some practical suggestions. A number of special reports have been produced as attachments to the final report. These special reports contain detailed discussions and necessary clarifications of the views, opinions, and suggestions presented in the final report.

The final report draft was primarily prepared by Yang Chongguang, Li Yang, and Zhang Jingdong. After receiving comments by various parties, the Chinese and American team members held discussions, and jointly modified and finalized the report.

December 4, 1991

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