

# 城市土地资产经营

CHENGSHI TUDI  
ZICHAN JINGYING

## 与实证研究

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# 城市土地资产经营与实证研究

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### 内容提要

本书以可持续发展、土地市场和市场调控有关理论为基础,采用理论与实证分析等研究方法,全面、系统地探讨了我国城市土地经营的相关理论与实践问题。本书内容主要有城市土地经营的理论基础、我国土地价格形成的机制、城市土地经营参与宏观调控研究综述、我国城市土地经营机制研究、廊坊市城市土地资产经营机制的建议等。本书可供政府机关工作人员和从事土地研究工作的相关人员参考。

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## 序

鲍涌波先生的博士论文《城市土地资产经营与实证研究》要出版了，约我写序。这让我很为难。原因有三：一是多年的朋友，美言几句总是应该的，可对待论文用美言的方式是极不严肃的；二是为文写序，总得将其认真地阅读一遍，才能下笔，可时间又不充裕；三是对城市土地资产经营这一研究领域，我有所了解，却又谈不上熟悉，要对该文作出客观、全面、公正的评价确有难度。但是，答应了事，总是要做的。

我通读了该文，有这么几点感觉：

首先，作者的精神是值得赞赏的。鲍涌波先生是一个地级市的国土资源局的副局长，平时工作不可能不忙，他是怎么把博士课程读下来的，他又是怎样把论文写出来的呢？官员拥有高学历不在少数，难道他也想时髦一下？读完论文，我打消了疑问。他是在认真地思考和研究问题，他读书做学问是为了把本职工作干得更好一些。这种精神是值得肯定和应该学习的，起码，对我是如此。

第二，论文的选题是有研究价值的。城市土地资产经营与实证研究，对于土地管理者、土地科学研究者以及涉地的相关人士，都会关注，也有许多人做过不少研究，见到的文章也不在少数，而该论文是近年来少见的系统研究成果了。这是

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难能可贵的。

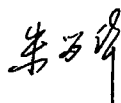
第三，用理论联系实际的方式做论文，其学风是值得肯定的。关于市场经济理论可谓门派众多，众说纷纭，可要用于我国目前的城市土地市场的研究，其功能主要还在参考与借鉴。我国市场经济体制的建立和运行机制的完善仍处于探索性实践之中，所谓的现成的理论成果要直接加以应用，可能难见成效。作者阅读了大量文献资料，有自己的梳理、思考，通过研究，其论文的理论性是立得住的，起码在博士论文这一点上是说得过去的。更为可喜的是在实践研究中，与理论也是互为呼应和得到印证的。这种学风及其研究成果是能让人信服的。

第四，论文已经完成，而研究与实践是不能中断的。我国土地市场的理论研究和土地资产经营的实践活动是一项长期的任务，均处在起步期、探索期。我们每一个与土地业务相关的人士任重道远，研究和探索将是我们不变的工作态度和工作方式。对论文的作者而言也是一样，论文虽然完成了，但研究要不断深化，探索性实践一刻也不能中断，这是工作和事业的需要，也是我的希望。

至于对论文的具体看法，也只能由读者去见仁见智了。

是以为序。

中国土地学会副理事长兼秘书长  
国土资源部耕地保护司司长



二〇〇九年七月二十七日

## 摘 要

城市土地资产经营就是城市土地储备与供应市场化运营,其实质是运用市场经济手段,对城市土地实行市场化管理,实现城市土地资源的优化配置,从而实现城市土地资产的价值,为城市建设筹集资金,提高城市承载能力,加快城市建设,调控区域市场经济。实施城市土地资产经营战略,是加快城市建设和经济增长的重要途径,是经营城市的核心和关键,是政府加强城市土地资产管理的新理念。但从目前我国城市土地经营制度的现状来看,这一制度仍处于起步和探索阶段,无论在理论上还是实践上,都缺乏全面、系统和深入的研究。

本书以可持续发展、土地市场和市场调控的有关理论为基础,采用理论与实证分析等研究方法,全面、系统地探讨了我国城市土地经营的相关理论与实践问题。本书主要包括理论与实证分析两大部分。理论研究主要探讨了我国土地价格形成机制、城市土地经营参与宏观经济调控、土地储备与供应市场化运营机制、土地储备计划供应机制、土地储备资金筹措机制、土地储备风险控制机制及基于房地产市场反馈调控土地市场等有关理论问题;实证研究是以河北省廊坊市城区为研究区域,以上述理论为指导,对廊坊市城市土地经营进行了实证研究分析。

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本书主要内容及结论如下：

首先，分析了城市土地资产经营的理论基础，包括城市土地属性、地价与地租理论、土地供求理论、可持续发展理论、资源配置与市场失灵理论、市场失灵与政府干预理论及影子价格理论等。

其次，对我国土地价格的形成机制进行了探讨，指出在当前政府垄断土地供应情况下，固化的土地供应模式和数量是刺激泡沫产生，并导致产业失衡和长期发展下去可能存在的金融危机的主要原因，提出了一套随土地市场变化而及时调整供地数量的灵活的土地供应改革思路。

其三，分析了土地政策参与宏观经济调控的背景，根据城市土地资产经营参与宏观调控的理论，对我国土地政策参与宏观调控的效果及影响我国土地政策有效性的原因进行了分析，指出我国人地关系严峻、宏观经济发展失衡、土地资源配置效率不高的基本国情决定了土地政策参与宏观调控是必然的和必要的，是中国特有的。因此要建立一个包括房价在内的信息反馈机制，寻找有效的动态观测指标，判断土地市场状况，实行土地供应总量的动态控制，强化政府调控土地市场的能力，发挥土地供应的市场调节作用。

其四，对我国城市土地资产经营机制进行了研究。城市土地资产经营实质上就是城市土地储备与供应的市场化运营。根据我国城市土地储备与供应制度运行偏离初始目标的表现和原因分析及国内外城市土地储备与供应制度运行的特点和对我国城市土地储备与供应运行的启示，从城市土地储备与供应的主体、城市土地储备与供应机构的职能定位、土地储备范围、土

地储备与供应计划调控机制、土地储备计划的制订、土地供应计划的制订、土地储备量的确定、土地供应量的确定、房地产市场反馈土地市场调控、土地储备资金筹措机制、土地储备风险控制机制等方面,对我国城市土地储备与供应的市场化运营机制进行了探讨,指出政府是城市土地储备与供应机构的主体,城市土地储备与供应机构是政府授权以调控土地市场和经营土地资产的专门机构,其目的是为完善土地储备制度,加强土地市场调控,规范土地市场运行,促进土地节约集约利用,提高城市建设用地保障能力。土地储备供应计划是调控土地市场的重要手段,是城市土地资产经营的核心和关键,土地储备供应计划要与城市规划、城市建设规划、土地利用总体规划及国民经济发展计划相配套,要认真做好城市土地储备与供应计划,并建立了基于房地产市场反馈土地市场调控系统。房地产市场与土地市场紧密相关,房地产市场上的交易样本较大,数据样本容易获得。因此,可以对房地产市场价格来判断来指导土地供应,反过来,也可以根据房地产市场价格指数的变化,判断土地市场状况,适时修正土地供应计划,以调控区域市场经济。土地储备供应量是土地储备与供应调控土地市场的关键所在,城市土地储备与供应只有达到一定的量,才能发挥市场调节作用。土地储备要有强有力的资金支持,要增强风险意识。

最后,通过对廊坊市土地储备与供应工作的现状、土地储备供应情况及其特点的分析,根据本书对城市土地储备与供应市场化运作机制的研究,对廊坊市的城市土地经营提出了一些建议。建议廊坊市采取政府主导的模式,建立城市土地储备与供应基础信息平台,通过对城市规划区闲置土地、低效利用土

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地、旧城改造和城中村改造等信息的调查、分析、集约评价、适用性评价，分析城市规划区土地储备潜力，研究城市土地储备与供应的战略重点，为城市土地储备与供应计划的制订提供坚实的基础。要建立房地产市场反馈调控土地供应机制，实时监控房地产市场的运行状态，及时分析房地产价格指数的变化，一旦市场发生异常，及时调整土地供应计划或启用备用土地供应计划，实行土地市场动态供应，以实现对土地市场的调控。要实行多种形式的储备，节约资金用量，要及时准确掌控入库宗地信息，增强风险控制意识。并根据廊坊市当前房地产价格指数及房价波动情况的分析后认为，通过几年来的努力，廊坊市土地储备与供应模式对房地产市场的泡沫起到了一定的抑制作用，然而，由于工作开展时间较短，尚有一些问题需要在以后的工作中逐步研究解决。在当前房地产市场趋冷情况下，加大城中村和旧城改造，增加土地储备量，为经济的快速发展提供充足的土地和资金是政府城市土地资产经营的可选之策。

## Abstract

The urban land assets management is the market – oriented operating mechanism of urban land reserve and supply, which is essentially to implement market management to urban land assets and realize optimized allocation of urban land assets by the market economic means, so as to realize the value of urban land assets, raise fund for urban construction, improve the urban carrying capacity, speed up urban construction and control the regional market economy. Implementing urban land assets operation strategy is the important way of speeding up urban construction and economic growth. It is the core and master key of urban operation, and the new concept for the government to strengthen urban land assets management. However, from the perspective of the *status quo* of China's urban land management system, this system is still in the starting and exploring stage, both the theory and the practice are short of comprehensive and systematic as well as intensive research.

Based on relevant theories of sustainable development, land market and market control, adopting the research methods of comparison and theoretical and empirical analysis, this dissertation discussed the relevant theories and practice issues of China's urban land management comprehensively and systematically. The dissertation mainly includes two major parts, which are the theoretical

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study part and the empirical analysis part. The theoretical study mainly discussed the theories such as the land price formation mechanism of China, urban land management participating in macro economic control, market - oriented operating mechanism of land reserve and supply, planned supply mechanism of land reserve, land reserve financing mechanism, land reserve risk control mechanism and land market control based on the feedback of real estate market, etc. ; taking the urban area of Langfang city as the study area, led by the above theories, the empirical research analysis of the urban land management of Langfang city has been made. The main content and conclusion of the whole dissertation are as follows:

This dissertation analyzed the foundation of urban land assets management theories first, including urban land attribute, land prices and land rent theory, land supply and demand theory, sustainable development theory, resources allocation and market malfunction theory, market malfunction and government intervention theory as well as phantom price theory, etc. .

Secondly, this dissertation has discussed the formation mechanism of China's land price, pointed out that under the present situation of government monopolizing land supply, fixed land supply mode and quantity is the latent reason of stimulating foam and causing unbalance of industry and long - term development, proposed a set of flexible land supply reformation thoughts which can adjust land supply quantity timely according to the change of land market.

Thirdly, the dissertation analyzed the background of land pol-

icy participating in macro economic control, according to the theory of urban land assets management participating in macro control, made analysis to the effect that China's land policy participating in macro control and the reasons that influence the effectiveness of China's land policy. It indicated that the basic national situation such as China's serious man - land relationship, unbalanced development of macro economy, the low efficiency of land resources allocation and so on has determined the certainty and necessity for the land policy participating in macro control, it is the unique phenomenon of China, therefore, we need to establish an information feedback mechanism including housing price, look for the effective dynamic observation index, decide the land market status, implement dynamic control to the general quantity of land supply, intensify the capability that the government controlling land market and give play to the market regulation function of land supply.

Fourthly, it studied the urban land assets management mechanism of China. The essence of urban land assets management is the market - oriented operating mechanism of urban land reserve and supply. According to the manifestation and cause analysis of improper running of Chinese urban land reserve and supply system, the features of urban land reserve and supply system at home and abroad, and their revelation to the running of Chinese urban land reserve and supply system, this paper discusses the market - oriented operating mechanism of Chinese urban land reserve and supply from the following aspects: the main body of urban land reserve and supply, the function orientation of urban land reserve and supply organization, land reserve scope, control mechanism of

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land reserve and supply plan, land reserve plan formulation, land supply plan formulation, the determination of land reserve quantity, the determination of land supply quantity, land market control based on real estate market feedback, land reserve financing mechanism, land reserve risk control mechanism etc. It is pointed out that the government is the main body of urban land reserve and supply, and urban land reserve and supply center is the specialized agency authorized by government for controlling land market and managing land assets. It aims to complete the land reserve system, strengthen land market control, regulate the land market running, promote the economized and intensive use of land and improve the support capacity of urban construction land. Land reserve and supply plan, which is an important means for controlling land market, is the core and key to urban land assets management. The land reserve and supply plan should be compatible with urban planning, urban construction planning, overall plan for land use and national economic development plan. We should conscientiously carry out the urban land reserve and supply plan and establish a land market control system based on real estate market feedback. The real estate market is closely related to land market. Because the trade samples of real estate market are relatively more and the data samples are easy to get, the judgment on the real estate market price can guide the land supply. Conversely, according to the price index change in real estate market, we can judge the land market situation and adjust the land supply plan at the right time so as to control the regional market economy. Land reserve and supply quantity is the key for land reserve and supply center to regulate

and control land market. Only when the quantity reaches a certain extent, can it perform the market regulation function. As far as land reserve is concerned, we need powerful funding and enhanced risk awareness.

At last, through analyzing the current situation of the work concerning Langfang land reserve and supply, the situation and characteristics of land reserve and supply, some suggestions are put forward about Langfang urban land management according to this paper's study on the market - oriented operating mechanism of urban land reserve and supply. It is advised that Langfang city should adopt the government - led model, establish fundamental information platform for urban land reserve and supply, as well as analyze the land reserve potential of urban planning area and research the strategic emphasis of urban land reserve and supply through investigation, analysis, intensive use appraisal and suitability appraisal on the information concerning idle land, inefficiently used land, old city renovation and reconstruction of villages in the city within the urban planning area, so as to provide solid foundation for formulating urban land reserve and supply plan. We should establish land supply control system based on real estate market feedback, constantly monitor the running condition of real estate market and analyze the price index change of real estate in time. Once there is any abnormality in the market, we should adjust the land supply plan in time or start using the backup plan for land supply, implement dynamic supply of land market so as to realize the control over land market. We should also perform reserves in a variety of forms, economize capital, master the information about

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registered land parcel in a timely and accurate manner, and strengthen risk control awareness. According to the analysis on the fluctuation in current real estate price index and house prices of Langfang city, the author considered that Langfang land reserve and supply model has achieved certain effect on inhibiting the bubble in real estate market after several years' effort. However, because the work has been carried out for a comparatively short time, there are still some issues which need to be worked out gradually in the future work. In the context that current real estate market tends to cool down, it is a practical strategy for urban land assets management of the government to enhance reconstruction of villages in the city and the old city renovation, increase land reserve quantity and provide sufficient land and funds for the fast economic development.

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