

«Целевая интеграция» и «постепенная дифференциация»: механизмы и управленческие ответы на институциональную дистанцию в региональной интеграции

HAN Bijun, HU Hangjun, ZHANG Jingxiang

Аннотация: В статье понятие институциональной дистанции вводится в исследование региональной интеграции. Чрезмерная дистанция повышает транзакционные, управленческие и адаптационные издержки, а приемлемая дистанция поддерживает взаимодополняемость, обмен знаниями и устойчивость. Ответы включают сокращение ключевых дистанций, интеграцию региональных институтов, селективную корректировку и поддержание динамически стабильной конфигурации.

Ключевые слова: региональная интеграция; институциональная дистанция; целевая интеграция; постепенная дифференциация; региональное управление

1 Институциональная дистанция и региональная интеграция

После войны региональная интеграция прошла путь от проектной кооперации к многоуровневому институциональному строительству. Институциональная дистанция означает различия формальных правил, исполнения, норм и конвенций между территориями.

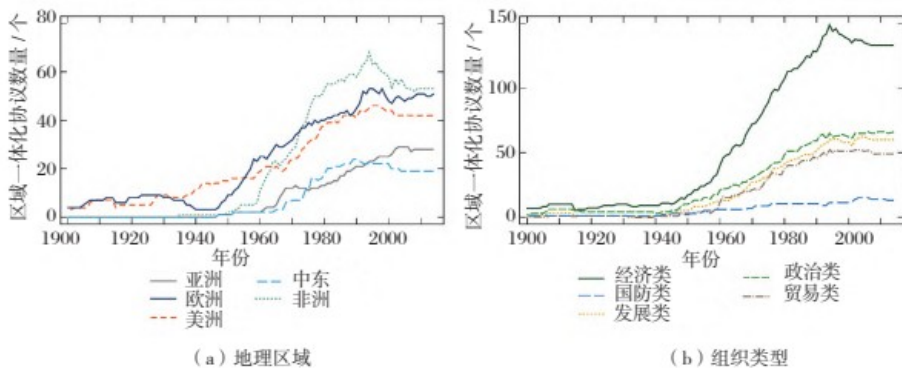


Рис. 1 Changes in regional integration agreements worldwide, 1900-2014

1.3 Двойной механизм

Дистанция имеет двойной эффект. При чрезмерном уровне она создает издержки, но при приемлемом уровне дает взаимодополняемость и ресурсы. Ее связь с потенциальной выгодой имеет форму перевернутой U.

阶段划分	具体时期	发展背景	发展重点
区域主义影响下的项目驱动型经济合作	1940年代末—1970年代末	第二次世界大战后物质空间重建;国际政治竞争激烈;国际贸易推动	通过跨国项目合作及组织探索国家之间在经济领域的深度合作
新区域主义影响下的规划主导型多领域协作	1980年代初—1990年代末	滞胀危机影响;全球化及政治、经济竞争加剧;经济社会调节方式向新自由主义转变	突破狭义地理、制度相等概念,探索跨洲、跨洋区域在政治、经济、社会、文化等方面的多维深度一体化
城市区域主义影响下的中微观区域一体化构建	2000年代初以来	全球城市—区域竞争格局重塑;信息化、网络化、去中心化趋势持续深化;逆全球化势头渐强	跨国多边合作与一国之内跨行政区边界的协作并行,并对区域管理模式和制度安排提出了新的要求

Таблица 1 Overall development stages of global regional integration

2 Международные уроки

Опыт показывает четыре задачи: сокращать критические дистанции, интегрировать региональные организации, селективно корректировать различия и сохранять стабильную, но адаптивную институциональную конфигурацию.

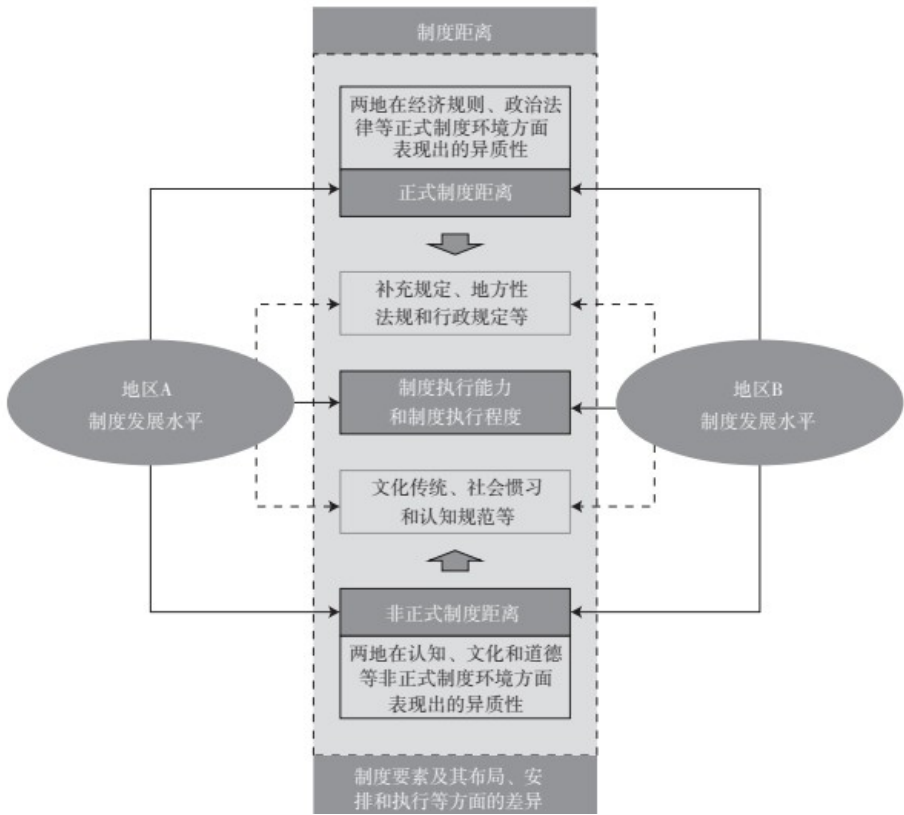


Рис. 2 Formation and dimensions of institutional distance in regional integration

3 Ответы для Китая

Интеграция должна целево устранять ключевые барьеры, постепенно формировать эффективную дифференцированную модель, усиливать координацию политики и передачу решений между уровнями власти.

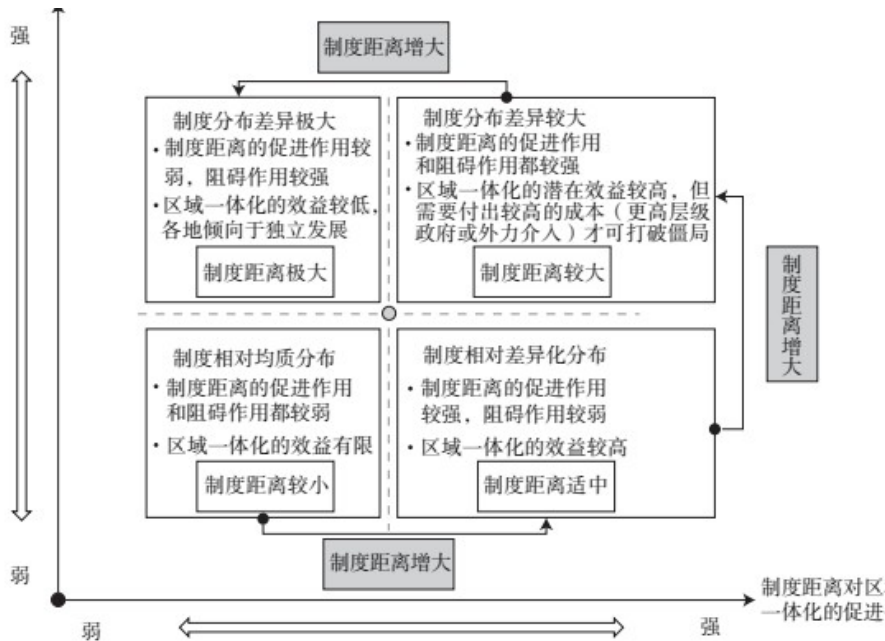


Рис. 3 Regional institutional configurations under the dual regulatory mechanism

4 Выводы

Управление интеграцией не стремится к полной однородности. Оно ищет приемлемую институциональную дистанцию, снижающую издержки и сохраняющую разнообразие, взаимодополняемость и устойчивость.

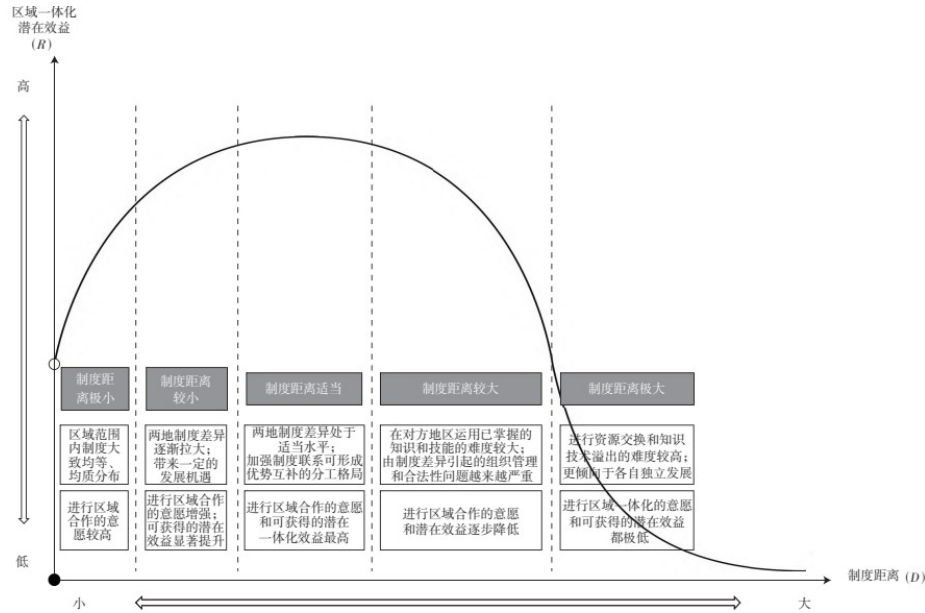


Рис. 4 Evolving relationship between institutional distance and potential benefits of regional integration

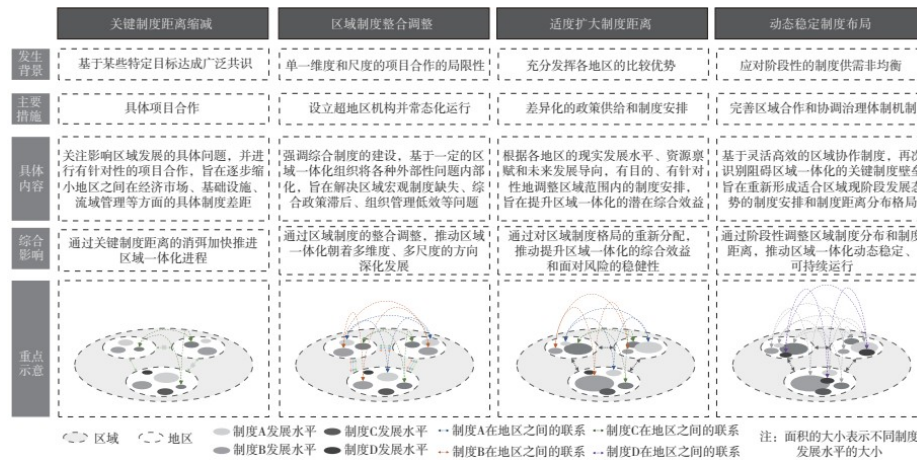


Рис. 5 Priorities for adjusting institutional distance in regional integration

典型区域	时间	主要领域	具体项目和政策举措
美国纽约大都市区	1920年代	流域组织管理和跨城交通运输	哈德孙河驳运费用协调和纽约港治理;建立跨州合作机构——纽约—新泽西港务局;推出跨州交通基础设施建设、运营和管理的统一方针
英国伦敦大都市区	1950年代	公共工程建设和维护	下水道、道路和桥梁等公共设施的修建和维护;成立覆盖伦敦全城的管理机构——大都市公共事务委员会
日本东京大都市区	1960年代	交通基础设施联通和新城开发	交通基础设施支持下的新城镇建设项目;以轨道交通引导的模式进行土地开发,平衡基础设施高额投资与土地开发收益
德国莱茵—内卡大都市区	1950年代、1960年代	流域污废管理、跨城交通运输	成立“莱茵—内卡市政工作小组有限公司”开展相关探索;签订“州际协定”促进跨区域合作
中国粤港澳大湾区	1980年代、1990年代	经济贸易合作和基础设施建设	自下而上、民间自发,构建以功能性整合为主的产业空间;设置国务院港澳事务办公室;地方政府层面开始积极探索互动机制
中国长三角示范区	1990年代	经济贸易、旅游合作	启动长三角政府协商机制;以专题专项推动区域合作

Таблица 2 Reduction of key institutional distances in representative regional-integration practices

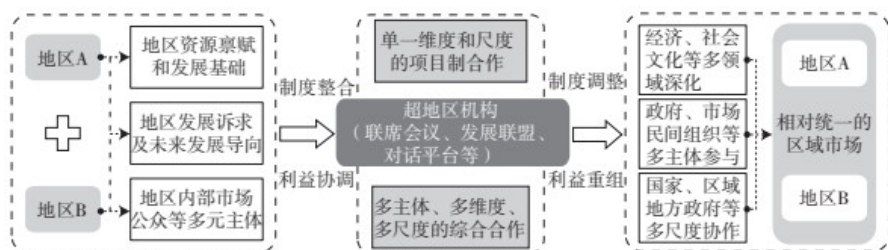


Рис. 6 Integrated adjustment of regional institutions through supra-regional organizations

表3 典型国家区域一体化中的制度调节机制

Tab.3 Institutional adjustment mechanisms in regional integration of typical countries

典型区域	具体机制
美国纽约大都市区	依法设立特区,组织专业化管理机构; 私人为主、社会广泛参与的民间性区域规划模式;区域规划协会、大都市区规划组织等
英国伦敦大都市区	以区域空间战略为引领,强调《伦敦规划》的目标引导作用; 创新地方协作模式:合作责任、告知和协商责任、地方企业团体等机制; 拓展公众参与渠道:指定“检查专员小组”组织“公众审查”、举办主题研讨会等
德国柏林—勃兰登堡大都市区	联邦层级:空间规划部长级会议机制、都市区示范项目机制等; 联邦州层级:区域性治理机构、联合规划机制与战略引导等; 地方政府及其他非政府组织:目的性联盟、邻里论坛、区域对话机制等
日本东京大都市区	强调整体规划与中央决策:中央政府依据“首都圈整備计划”进行顶层管控,通过立法将特定权力下放至地方城市; 设立常态化跨域协议会:全国知事会议、九都县市首脑会议等; 明确咨询式管理制度:专家咨询会、恳谈会等

关键问题。区域一体化发展具有显著的地区特性，不同的发展阶段、本地资源禀赋和未来发展导向都会对区域一体化的具体路径造成影响。从我国国家层面来看，“一带一路”倡议和长江经济带建

期的城市与区域发展实践表明，“大而全”或“小而全”的要素分布格局无法充分发挥各地区的比较优势，容易造成资源的巨大浪费。因而，在突破关键制度壁垒的基础上，适度增强制度距离将

Таблица 3 Institutional adjustment mechanisms in representative countries

1. The Theil index measures income inequality between individuals or regions and is derived from the entropy concept in information theory.
2. New institutional economics, represented by Douglass C. North and Oliver E. Williamson, emphasizes institutions and economic performance; organizational sociology, represented by W. Richard Scott, emphasizes relations between organizations and their institutional environments.
3. North's binary classification distinguishes formal and informal institutions, while Scott's tripartite classification distinguishes regulatory, cognitive, and normative dimensions.
4. Greater institutional distance generally implies stronger barriers and higher cooperation costs; smaller distance implies fewer barriers and lower costs.
5. Formal distance concerns economic, political, and legal rules; informal distance concerns cognition, culture, and morality.
6. Institutional matrices exhibit inertia because of social recognition, fixed investment, sunk costs, and mutual dependence.
7. Institutional collective-action problems include free riding among compound actors such as local governments.
8. Differentiated institutional demand arises from differences in development foundations, resource endowments, strategic directions, and stages of integration.

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