# 經濟發展局與生存策略

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1960年10月，一支由聯合國派遣的專家團隊開始考察一個小島，而島上的政府執政僅一年多。新加坡有一個港口、悠久的貿易傳統及一支英國駐軍。工廠寥寥可數，人口迅速增長，專家估計的失業率高達雙位數。團隊領導人、荷蘭經濟學家溫斯敏（Albert Winsemius）其後擔任政府經濟顧問逾二十年。考察團建議設立的機構經濟發展局，於1961年8月1日成立，至今仍然存在。

本章探討新加坡如何透過工業化創造就業，以及如何選擇外國資本作為這項策略的引擎。本章先講述聯合國考察團及經濟發展局（EDB）的成立，繼而追溯1965年後轉向跨國投資的過程、1967年及1968年宣布英軍撤離所帶來的衝擊，以及政府藉以重塑勞資關係及土地擁有權的各項工具。最後各節以一個主題把各條線索串連起來：國家作為市場的設計者，而金融中心日後將從工廠承接這個角色。

有關日內瓦的姊妹篇並無與本章完全對應的章節，這種缺席本身已具啟發性。日內瓦的金融中心源自私人銀行、新教網絡及聯邦法律秩序，而日內瓦州長期以來寧取低調，不作明確的經濟規劃。新加坡的現代經濟則由一小群

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部長及官員設計，他們把投資促進視為國家生存的問題。本章末的比較會回到這一差異。這亦解釋了為何第E部分所探討的監管風格，即權力強大的機構及政商之間的緊密對話，深深植根於1960年代。

## 要點

由溫斯敏率領的聯合國工業考察團自1960年10月起在新加坡工作，建議推行工業化計劃以吸納大規模失業，報告於1961年6月以*A Proposed Industrialisation Programme for the State of Singapore*為題發表。經濟發展局於1961年8月1日開始運作，獲撥1961年至1964年的資本1億元，並負責發展裕廊工業區。1965年與馬來西亞分家後，策略由受保護的共同市場轉向由跨國公司從事出口製造業，並以先驅企業免稅期、《1967年經濟擴展獎勵（所得稅寬免）法》及德州儀器等電子企業的進駐作為支持。英國決定撤軍，而英軍約佔經濟的五分之一；新加坡的對策是把基地改建為船廠及工業用地。1968年的勞工法例、1972年成立的全國工資理事會及《1966年土地徵用法》，使國家得以控制小島最稀缺的兩項生產要素：勞動力及土地。

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