Executive Summary

Australia and China: forging a comprehensive strategic partnership for change

Australia and China, two vastly different nations, already have a huge joint political, economic and social investment in the success of their bilateral relationship.

Taken to a higher level, as this Report recommends, this investment in the relationship can have a dramatic additional impact on both economies and societies.

This unique partnership stems from a deep alignment of interests that, short of highly negative policymaking, cannot be undone.

The relationship is already large and will undergo a huge change. The scale and complexity of the relationship is growing because of the increased role of services and investment, as well as its political and security dimensions.

These circumstances laid the foundation for support from both governments for an independent joint study of developments in the relationship in the decade ahead and how to strengthen the bilateral framework and the policy settings for managing it.

This Report is the product of an independent study jointly led by the China Centre for International Economic Exchanges in Beijing and by the East Asian Bureau of Economic Research at The Australian National University. Its aim is to define a framework for policymakers and for stakeholders in business, media, research institutions and the community; a framework that enables Australia and China to harness the opportunities that are arising from the profound transformations in their economies.

Why Australia and China are important to each other

China has for some years been Australia’s largest trading partner and one of its most important bilateral relationships. It is now widely understood that Australia’s economic growth and continued rising living standards are strongly linked to China’s economic success.

In the Chinese policy community, there is wide understanding and clear acknowledgement of the economic and political advantages of open, secure and competitive access to Australian iron ore, coal and other raw materials.

As China’s economy matures and its middle class expands, China is also enjoying the added dividend of access to Australian agriculture, institutions and services — everything from infant formula to vitamins, butter to beef, education to tourism, as well as advanced science, technology and research capabilities. Australia’s open society provides Chinese investments with security in a stable and well-functioning market economy that guarantees transparent recourse to political, legal and regulatory institutions.

These new avenues of commercial exchange are a two-way street. Both Australia and China gain from growing and diversifying their economic relationship through new flows of tourists, students, investors and migrants. For more than a decade, China has been the world’s main economic growth engine. Despite recent slowdowns, China will remain a key driver of global growth in the coming decade. If China’s reform agenda succeeds, it can achieve annual GDP growth of around 6 per cent a year over the next 10 years.
But it is obvious that the impact of China’s growth on Australia over the next 10 years will be very different from in the past. Australia will no longer only be a remote supplier of raw materials. It can be a palpable and distinctive presence in Chinese daily life, particularly for the urban middle classes whose aspirations and incomes will continue to expand for several decades.

The newly emerging partnership between Australia and China has a significant and valuable extra dimension. Australia is not only economically enmeshed with East Asia, giving it a high stake in China’s success. It also has strong economic, cultural and strategic links to the United States, and therefore a compelling interest in a positive relationship between the United States and China.

Australia’s geopolitical and geo-economic position and its multicultural society are thus unique assets in shaping China’s links with the West.

Chinese and Australian prosperity has depended on the liberal, rules-based global system. Both countries have a compelling interest in the successful adaptation of the institutions of global governance to the economic and security challenges of the 21st century. A deeper partnership between China and Australia can be a powerful force for the strengthening and developing of these institutions. Australia’s longstanding commitment to global institutions, its deep engagement with the economies of Asia and its historical ties with Europe and North America are complementary to China’s status as a major economic power and its declared willingness to help supply and shape the international public goods of the 21st century in the task of reforming and strengthening the regional and global frameworks of cooperation and governance.

This adds significant weight to Australia’s support for China’s growing role in the provision of international public goods, such as the Asian Infrastructure Investment Bank (AIIB). Both countries have a common commitment to China’s participation in global institutions and rules.

Benefits of closer economic partnership

China is shifting its growth drivers from investment, exports and heavy industry to consumption, innovation and services. China’s growth slowdown does not threaten this transformation; it is a symptom of it.

This transformation will, by itself, lead to fast growth in trade between Australia and China in real terms, much of it in services. Even in a pessimistic scenario, in which average Chinese growth is below 5 per cent over the next 10 years, our estimates suggest that Australian exports to China would still grow by 28 per cent and Chinese exports to Australia by 20 per cent. A ‘baseline’ scenario has Australian exports growing by 72 per cent and Chinese exports by 41 per cent over the same period.

The biggest gains, however, would be realised if Australia and China work to implement the supply-side reforms recommended in this Report. If this reform agenda is prosecuted successfully, Australian exports to China will grow by 120 per cent in real terms, and Chinese exports to Australia by 44 per cent. For China, this is conditional on the implementation of a reform agenda that embraces financial and factor reform, state-owned enterprise (SOE) reform, increased openness to foreign investment and capital account liberalisation. For Australia, it means increased competition in sheltered industries, openness to foreign investment and skills, and facilitating investment in social and physical infrastructure.

Increased trade and investment will mean higher national incomes, more employment and more tax revenue for both China and Australia.
The structural changes in the Chinese economy presage a change in the structure of trade. The profound complementarity stemming from Australia’s energy and resource abundance and China’s industrialisation will remain a key pillar of the relationship, but will be increasingly augmented by services such as education and tourism, with inbound tourism from China set to treble by 2025. Education and tourism services will jump from 8 per cent to almost 20 per cent of Australian exports to China in 2025 in even the “business as usual” scenario. Machinery and equipment will jump from just below 20 per cent of Chinese exports to Australia to 28 per cent.

Chinese production is shifting from a model based on adaptation and imitation of goods, services and technologies developed elsewhere to a model based on domestic innovation. This is being driven by a substantial investment in China’s innovation ecosystem. Australia’s high-quality tertiary education sector (already a major services exporter to China) and its commitment to its own National Innovation and Science Agenda make it a natural partner in this transformation. Australia’s experience in building a highly developed financial system can also be of value to China, where a sophisticated financial system will be crucial for allocating capital to the most innovative and efficient firms. China sees special benefit in the partnership with Australia for trialling reforms in investment policy and services markets as well as seeking greater alignment with Australia in its geopolitical interests in Asia and the Pacific.

In short, there is every reason to believe that the Australia–China relationship will become more, not less, important to both countries as the Chinese economy continues to change and upgrade.

For Australia, this means enhanced long-term economic capacity through opportunities for new trade and productivity-boosting innovation as well as through improving national infrastructure and the development of regional Australia.

For China, this means a sustainable path through middle-income status on its way to becoming a high-income economy through economic upgrading and diversification.

**Towards a new policy framework**

The need for an upgraded policy framework is broadly accepted in both countries.

That is why both governments have financially and institutionally supported the production of this Report and provided the necessary access to allow wide consultations with the key economic ministries and agencies on both sides, as well as with subnational governments, key research institutions, business leaders and community figures.

Creating an upgraded framework is a complex task: it will require building a new set of national capabilities in both countries. These will best be founded on past experience and achievements.

In the 1980s, Australia and China established what they called a ‘model relationship’ between two economies with different political and social systems and at different stages of development. This was the two countries’ first significant joint effort at building a framework for their relations. This principle should continue to guide the bilateral relationship to higher levels.

Australia embraced China’s openness and reform as a critical factor in regional prosperity and stability. China embraced the partnership with Australia as a crucial part of its opening policy, and Australia assumed a key role in China’s foreign economic strategy. This path-breaking partnership opened market-based resources trade, foreign investment and regional cooperation with China — leading to positive engagement with China in APEC and working together on China’s accession to the WTO.
Australia and China have since worked to strengthen regional economic cooperation through APEC, the ASEAN Plus frameworks and the East Asia Summit in order to secure the framework of political confidence and security necessary to economic prosperity.

Australia and China already have a Comprehensive Strategic Partnership, agreed in 2014, which guarantees high-level attention to the bilateral relationship through an annual Leaders Meeting, Strategic Economic Dialogue, and Foreign and Security Dialogue. Australia and China also have the China–Australia Free Trade Agreement (ChAFTA), which delivers significant trade liberalisation and opens the door in both countries to new and wider access to investment and the services sector. Indeed, ChAFTA has the potential to serve as a key agent in transforming the commercial relationship between the two countries in the coming decade.

But the full opportunity of these arrangements is far from being realised — both countries must now provide for the comprehensive setting of strategic bilateral objectives in a forward agenda. This will depend on new frameworks for institutionalising active collaboration on policy development and reform.

China is now building regional and global institutions that are commensurate to its place in the international economic system. China’s lead on the AIIB and the One Belt, One Road (OBOR) initiatives represent China embedding its interests jointly with others partners to bolster infrastructure investment and regional connectivity.

Australia has worked closely with China in the IMF and other international economic bodies to support these Chinese initiatives. Australia is a founding member of the AIIB, and participates in OBOR through programs including the development of Northern Australia. There has been close collaboration in the G20 on shared agendas for global growth and reforming the multilateral trading system.

**Managing new dimensions of the relationship: policy framework and programs**

How are Australia and China going to manage their increasingly complex relationship — a relationship in which China is by far the biggest economy in Asia, is the second-largest economy in the world, is deeply enmeshed in a complex relationship with the United States, and is projecting growing political confidence?

Close cooperation with Australia should be an integral part of the next phase of China’s economic reform and opening. Collaboration on service sector reform, financial restructuring and capital account liberalisation will help China realise its growth potential. As an advanced regional services-based economy, Australia is a natural partner and a promising test bed for China in its reform effort.

This Report outlines the key ideas and programs for dealing with this question. The conclusions that follow are envisaged as a long-term agenda of cooperation for bilateral relations, and will require careful consideration by both governments and other stakeholders in the relationship over the decade ahead.

This Report shows that, in order to realise the opportunities and counter the risks to bilateral growth, the Australian and Chinese governments should sensibly elevate their relationship to the unique level of a *Comprehensive Strategic Partnership for Change*. Leadership at the highest level should signal the priority attached to development of the relationship.
In particular:

- The new *Comprehensive Strategic Partnership for Change* that the Report recommends would build on ChAFTA and the current annual Leaders Meeting, and parallel ministerial meetings, through establishing *joint policy working groups* that support this work and other policy initiatives stemming from the leaders’ dialogues and advance ongoing policy development and reform: for example, in the negotiation of a new *Agreement on Investment* within the framework of ChAFTA or on access to services markets and other issues [see below].

- Joint policy working groups can work, as needed, with state and provincial authorities, business sectors, research institutes and community-based interests on specific initiatives to advance the trade, investment, financial, regional and global reform agendas of both countries.
  - These working groups can assist in effecting the bilateral commitments to further investment liberalisation and expanded access to services markets made under ChAFTA.
  - The two countries should also establish a working group for dialogue and cooperation on the *maritime economy*, as this is a particular area of potentially productive collaboration between Australia and China. Both countries are maritime powers with common interests in seaborne supply routes and many other maritime issues.

- Both governments should aim, over the decade ahead, to draw on precedent from their other bilateral relationships and embed their new partnership into a *comprehensive bilateral Basic Treaty of Cooperation*.
  - This treaty would lock in the practice and principles for cooperation, and: commit to regular high-level government dialogues; set out the principles for managing the relationship that are enunciated in this Report; institutionalise official bilateral exchanges and technical cooperation programs between economic and foreign affairs ministries, including branches of the military; include policy approaches between federal–state governments in Australia and central–provincial governments in China; provide for the comprehensive setting of strategic bilateral objectives in a forward agenda; enfold the agreements, mechanisms and reforms of the ChAFTA arrangement; and entrench cooperation on improving educational, cultural and people-to-people exchange.

- Both countries should nurture the capacities necessary for new high-level engagement through establishing by treaty agreement a new and well-resourced bi-national Australia–China (Ao–Zhong) Commission in the form of a statutory entity that operates independently of both governments.
  - The Commission will boost the level and range of policy, research, scientific, technology, education, cultural and people-to-people exchanges between the two countries. Its nearest parallel in Australian experience is the treaty arrangement between Australia and the United States that established the Australian–American Fulbright Commission after World War II.
• Within the framework and provisions of ChAFTA, Australia and China should move to negotiate a comprehensive Agreement on Investment — incorporating a ‘negative list’ approach, effective national treatment of foreign investors, respect for rule of law, resource access guarantees, and greater mobility of people — ahead of Chinese agreements with the European Union and the United States. The Agreement on Investment can serve as a model for a regional investment regime in East Asia. Investment flows from China to Australia and from Australia to China will play a critical role in the development of the new economic relationship from exchange, to investment, and now to partnership.

- This will not be achieved if the broader community does not grasp the benefits of foreign investment in both Australia and China. In Australia, this means accepting equal treatment for Chinese investment and reconsidering attitudes towards state-owned investors from all countries. In China, it means building respect for rule of law to make investments secure and predictable for all domestic and international parties.

• The reengineering of the bilateral architecture that is proposed should be aligned with the Australian government’s National Innovation and Science Agenda and the Chinese government’s innovation priority in its 13th Five Year Plan.

- This would see the prioritisation of bilateral cooperation in future opportunities in research and development, capital sourcing, STEM collaboration, research commercialisation, tech landing pads, the digital economy, and exchanges between Australian and Chinese entrepreneurs and investors.

• Australia and China should attach top priority to the conclusion of a high-standard agreement on trade and investment liberalisation and ongoing economic cooperation arrangements in the Asia Pacific under the Regional Comprehensive Economic Partnership.

• The two countries’ shared interest in the G20 and constructive participation in global economic governance should focus on China’s role in mutual support among the major currencies; securing the international financial safety net to protect against the spread of financial crises; connecting reform to economic growth; and intensifying efforts to reform the multilateral trading system.

• Importantly, China and Australia should instigate top-level regional dialogues with Japan, South Korea, India, the United States and other key players in the region on the energy transformation that is necessary to mitigate climate change and other environmental issues. This is a fruitful area for regional coalition building on an issue in which China, as it seeks to reconcile increasing energy use with its environmental ambitions, and Australia, as a major energy supplier to the region, have a major stake. It is also an area in which cooperation with other Asia Pacific countries could be very productive politically.

If these steps are taken, the Australia–China relationship will be taken to a wholly new level. While fully respectful of each other’s existing relationships (such as Australia’s ANZUS relationship with the United States), the new partnership will be a powerful force for the stability and prosperity of the region, and indeed for the global system. It can serve as a principal vector of Australian and Chinese engagement within a rapidly changing world. Nurtured carefully and imaginatively by governments, businesses, research institutions and other stakeholders on both sides, this deeper partnership could become one of the most strategically vital and productive bilateral relationships that either country has in the world.
概要

中国和澳大利亚：打造与时俱进的全面战略伙伴关系

中国和澳大利亚两个极度不同的国家共同在政治、经济和社会方面做出了巨大的努力，塑造了相当成功的双边关系。

如报告所述，通过双方付出更多努力，把双边关系提升到更高水平，将有助于两国的经济和社会健康发展。

中澳之间这种独特的伙伴关系植根于双方深厚的利益互补性，除非受极端负面政策的影响，这种关系不可逆转。

中澳关系相当重要，面临改变。由于服务业、投资以及政治和安全层面的重要性日益凸显，这一关系的广度和复杂性还在继续增加。

这些因素为中国两国政府支持开展一项有关未来十年两国关系前景并为此制定双边管理的框架和政策框架的独立联合研究提供了前提。

这份报告是由中国国家经济交流中心和澳大利亚国立大学东亚研究所联合完成的独立研究成果。其目的是为决策者和商界、媒体、研究机构、社团组织等利益相关者提供一个中澳合作框架，使得两国能够充分把握各自经济转型中的机会并相向而行。

为什么中国和澳大利亚对彼此很重要

多年来，中国一直是澳大利亚最大的贸易伙伴及其最重要的双边关系国之一。众所周知，澳大利亚的经济增长和持续提升的生活质量与中国经济的成功息息相关。

中国领导人也清晰地意识到，借助建立开放、安全、竞争的经济政治安排，可以从澳大利亚便利地获取铁矿石、煤炭和其他原材料。

随着中国消费者的成熟和中产阶层的壮大，中国正从澳大利亚农业、服务业部门和公共机构享受红利，包括乳业、粮食、维他命(类营养品)、奶酪、牛肉、教育、旅游、先进科技和研发能力等产品或服务。竞争开放的澳大利亚向中国投资者提供了一个安全稳定、良性运作的市场制度，通过保持对政治、法律和监管机构的开放透明，保障投资者的安全。

中澳之间商业交流渠道是双向的。随着游客、学生、投资者和移民持续涌现，中澳经贸关系日益增进和多样化，两国均从中获益良多。近十多年来，中国已经成为世界上的重要经济增长引擎。尽管近年来增速放缓，未来十年中国仍将是经济增长的关键驱动。如果中国正在实施的全面深化改革方案取得成功，未来十年中国仍能取得约6%的年均GDP增速。

显然，未来十年中国经济增长对澳大利亚的影响将与过去大不相同。澳大利亚将不再仅仅是个遥远的原材料供应地，而是显著地存在于中国人的日常生活中。尤其是那些未来几十年需求和收入持续增长的中产阶层，他们将会明显感受到澳大利亚的存在。

中澳新型伙伴关系具有格外重要的价值内涵。澳大利亚与东亚地区经济上相互依存，更高度依存于中国的成功。它还与美国有着很强的经济、文化、战略联系，从而在塑造良好的中澳关系方面具有不可比拟的优势。因此，澳大利亚对中美间(能否)保持良好的关系有其非常切身的利益。
因此，澳大利亚地缘政治经济地位及多元文化社会成为强化中国与西方国家关系的独特资源。

中国和澳大利亚的繁荣建立在自由的、基于规则的全球体系之上。两国有共同的重大关切，依靠全球治理机制来成功应对21世纪经济和安全领域的挑战。进一步深化中澳伙伴关系有助于强化和完善全球治理机制。澳大利亚是全球治理机制的坚定参与者，不仅与亚洲经济深度融合，并且与欧洲、北美协同创新，有助于中国巩固主要经济大国地位，也有助于中国推进区域合作框架与全球治理体系的改革和发展并达成增加21世纪国际公共品供给的良好愿望。

中国正成长为国际公共品的提供者。深化中澳关系可以极大地增加获取双方支持的分量。如澳大利亚是中国倡议的亚洲基础设施投资银行的积极支持者。在推动中国参与全球治理机制和规则制定上，两国有着共同的追求。

建立更加密切经济伙伴关系的好处

中国经济增长的活力正从投资、出口和重工业向消费、创新和服务业转变。中国经济增长放缓并不会威胁到这一转型，反而是经济转型的一种表征。

实际上，这一转型本身将会带来中澳贸易的快速增长，尤其是在服务业领域。据估计，即便在最坏的情况下，即未来10年中国经济增长将低于5%以下，澳大利亚对华出口将增长28%，而中国对澳出口也将增长20%。在基准情景下，即未来10年中国经济增长平稳，澳大利亚对华出口将增长72%，而中国对澳出口将增长41%。

然而，如果中澳能共同实施本报告建议的改革措施，双方收益将会最大化。如果这些改革措施得以成功实施，澳大利亚对华实际出口将增长120%，而中国对澳出口将增长44%。就中国而言，这一改革议程包括：金融和要素(市场)改革、国有企业改革、加大外商投资开放程度和资本账户自由化。对中国来说，这意味着提升受保护产业竞争程度，加大对外开放和开放，推进和开放国际基础设施投资便利化。

对中澳两国来说，贸易和投资规模的增加意味着更高的国民收入水平、更多的就业机会和更多的税收收入。

中国经济结构的改变预示其贸易结构的改变。中澳全面的互补关系来自于澳大利亚丰富的能源资源供应和中国的工业化。今后这仍将是维持两国互补关系的重要支柱。与此同时，教育、旅游等服务业领域的发展将进一步夯实这一互补关系。即使根据基准情景预测，到2025年，中国到澳游将增加三倍，教育和旅游业将从现在占澳大利亚对华出口的8%增加到2025年的14%。机器和设备将从现在占中国对澳出口的20%以下上升到28%。

中国制造业将从模仿别国的货物、服务、和技术的模式转变为自主创新驱动的模式。这种转变背后的驱动力来自于中国对其创新生态体系的大量投资。澳大利亚高质量的高等教育行业（现已是最重要的对华出口服务部门）及其“国家创新和科学进程”战略，使其自然成为中国创新驱动转型中的良好伙伴。成熟的金融系统可以把资本分配到最具创新能力和效率最高的企业。澳大利亚在建立高度发达的金融系统方面拥有丰富经验。这对中国极具借鉴价值。从投资政策、服务市场改革经验和在亚太地区寻找与澳方地缘政治利益的更大交汇点等方面，中国从双边伙伴关系中也能找到特定利益。

简言之，无论从哪个方面来看，随着中国经济的持续变化和不断升级，中澳关系对两国的重要性只会增加而不会降低。

对澳大利亚来说，这意味着通过把握贸易和促进生产力的创新、通过改进全国性基础设施和增加地方发展所带来的机会，增强其经济长期发展的能力。
对中国来说，这意味着通过转型升级和多样化发展，寻找到一条由中等收入迈向高收入经济体的可持续发展之路。

通向全新的政策框架之路

亟需一个升级版的政策框架是中澳两国广泛认可的。

这也是两国政府对本报告给予资金和机制安排支持的原因。为此，两国政府还提供必不可少的便利支持，允许与中国的政府机构、地方政府、金融机构、商界领袖和民间代表等进行广泛和必要的咨询。

创建一个升级版的政策框架是一项复杂的工程。它意味着要在每个国家建立一套新的国家能力。这最好是基于以往取得的经验和成就之上。

20世纪80年代，中澳这两个不同政治社会制度和不同发展阶段的经济体建立起了所称的“模范关系”。这是两国首次联合作出重大努力来建立两国关系框架。这一努力应得以继续，以引领两国关系迈向更高水平。

澳大利亚接纳中国的改革开放，并视其为区域繁荣和稳定的关键因素。中国愿意与澳大利亚建立伙伴关系，视其为对外开放政策的重要部分，并视澳大利亚为中国开放型经济战略中的关键角色。这一开创性的伙伴关系开启了中澳之间基于市场规则的资源贸易、双向投资和区域合作进程，也为中澳积极参与APEC和加入WTO作出了贡献。

自此中澳两国继续携手并进，通过APEC、东盟加（ASEAN+）框架和东亚峰会来加强区域内经济合作，以建立政治互通和区域安全的框架来保障经济繁荣。

2014年中澳建立了全面战略伙伴关系，通过年度领导人会晤、战略经济对话、外交安全对话等机制确保对两国双边关系的高度重视。中澳两国也达成了中澳自贸协定（ChAFTA），它极大地推动双边贸易自由化、更广泛的投资便利化和服务业市场开放。事实上，中澳自贸协定具有促进未来十年两国商业关系转型和开拓市场的潜力。

但这些机制所提供的各种机会远未完全实现。在未来议程中，两国必须对双边战略目标进行综合考量。这需要设计一个全新的框架，促使双方在改革和政策制定方面的积极合作制度化。

中国正在建立与自己在国际经济体系中的地位相称的区域性和全球性架构。中国提议的亚洲基础设施投资银行和“一带一路”倡议代表了中国正在将自身利益与其伙伴国利益相融合，加大基础设施支持力度，促进区域内和区域间的互联互通。

澳大利亚与中国密切合作，在IMF和其他国际经济组织中支持中国的这些倡议。澳大利亚是亚洲基础设施投资银行的创始成员国，而且通过开发新澳的项目方式参加“一带一路”倡议。在G20框架下，两国密切合作，为推动全球增长和多边贸易制度改革分享议程。

提升两国关系的新视角：全新的政策框架和规划要点

中澳两国如何处理好日益复杂的双边关系？两国关系的复杂性在于：中国目前已是亚洲最大的经济体、世界第二大经济体，并且政治经济日益增强，但与世界第一大经济体美国之间有着盘根错节的关系。

中国应把与澳大利亚的密切合作视为其新一轮改革开放战略中不可或缺的一部分。两国在服务业开放、金融体制和资本市场开放及领域的合作将有助于中国实现其增长目标。作为以服务为主的发达经济体，澳大利亚可以成为中国改革开放的天然伙伴和试验田。
本报告阐述了如何处理好日益复杂的中澳关系这一议题的关键理念和规划。以下结论是为两国合作的远景议程而设计，在未来十年里，需要两国政府及其他利益相关者深思熟虑。

本报告建议，为了更好地把握发展机遇和抵御增长风险，中澳两国政府应把双边关系提升到与时俱进的全面战略伙伴关系这一特殊高度。两国最高层领导人应该优先明确提升两国关系的重点。

具体如下：

- 本报告建议的“与时俱进的全面战略伙伴关系”应建立在中澳自贸协定和已有年度领导人会晤以及平行部长级对话基础上，通过建立联合政策工作组以支持这一工作，以及由此产生的政策倡议，并推进实施正在进行的政策和改革措施，如在中澳自贸协定下开展双边投资协定谈判、开放服务市场准入及其他议题（见下）。

- 根据需要，联合政策工作组可以和州/省政府、商界、研究机构、社会团体一起工作，就两国关心的具体的贸易、投资、金融、区域和全球改革议程等问题提出倡议。

  o 这些工作组可以协助落实中澳自贸协定所做的有关投资自由化和服务市场准入方面的双边承诺。

  o 海洋经济是两国间极具合作潜力的一个领域。双方都是海洋大国，海运航线和其他许多海洋议题上有着共同的利益。两国应为促进在海洋经济方面的对话与合作设立一个工作组。

- 两国政府应致力于在未来十年汲取各自双边关系的经验，并把中澳新型伙伴关系纳入一个全面、友好、合作的双边条约里。

  o 这一条约将规定合作原则与做法，包括：定期政府高层对话；设定本报告建议的两国关系管理原则；推动经济、外交、军事等部门官方交流和技术合作项目制度化；加强中澳各自中央地方政府和联邦州政府之间的接触；在前瞻性政策议程中提供全面的双边战略目标设定；包含中澳自贸协定安排中的各项协议、机制和改革措施；强化日益改善的教育、文化和人员交流方面的合作。

- 两国应培育全新的高层次接触所必需的能力，为此可通过条约协议建立一个全新的资源充沛的中澳委员会，该委员会以法定实体的形式存在，独立于两国政府之外。

  o 该委员会将提升两国在政策、研究、科学、技术、教育、文化和人员交流等方面的层次和幅度。澳大利亚方面与此最相似的经验是二战后澳大利亚和美国以条约协议的形式建立起来的美澳友邦委员会。

  o 在中澳自贸协定的框架和条款范围内，中澳两国应该着手开展全面的投资协定谈判。该协定应包括“负面清单”管理、赋予外国投资者有效的国民待遇、尊重法律和规制，保证资源获取权和人员更频繁自由的流动。该投资协定应先于中欧、中美双边投资协定签署，并使其成为东亚区域投资协定的蓝图。中澳之间的双向投资将对构建中澳新型伙伴关系发挥关键的作用，包括从交易、投资到现在的伙伴关系中的各个环节所起的作用。

  o 但是如果不中澳广大民众不能认识到外国投资带来的好处，以上的各种讨论都无法实现。在澳大利亚，这意味着要对中国投资者提供同等待遇，并重新审视对各地国有投资者的态度。在中国，这意味着建立起法治守规的制度，让国内外所有投资者都能得到安全、可预期的投资保障。
• 本报告建议的重构中澳双边框架应与澳大利亚“国家创新和科学进程”战略以及中国“十三五”规划中的创新驱动战略保持一致。

  今后双边合作的机会应重点放在研发、融资、科技、教育—科学合作领域，研究成果商业化、技术孵化平台、数字经济、企业家和投资者交流等方面。

• 在区域全面经济伙伴关系（RCEP）的框架下，中澳两国应建设高水平的贸易投资协定和亚太地区持续的经济合作放在首要的位置。

• 中澳两国在G20框架下的共同利益和在全球经济治理中的建设性参与应着，并强调以下几个方面：中国在主要货币互换中扮演的角色，构建国际金融安全网以防范金融危机的蔓延，将改革与经济增长结合起来，加大多边贸易体制改革力度等。

• 非常重要的是，中澳两国应在能源转型议题上推动与日本、韩国、印度、美国和其他区域伙伴开展高水平的区域对话。能源转型是应对气候变化和解决其他环境问题必不可少的一环。在这一领域，建立区域合作机制将大有作为。中国正在寻找解决能源消耗增长和环境保护约束之间矛盾的良方，澳大利亚则是本区域主要的能源供应国，两国对此都有切身利益。这也是一个可与亚太国家开展合作的领域，并且能在政治领域取得较多收获。

如果以上建议得到采纳，中澳关系将迈上一个新的台阶。在彼此充分尊重各自既有关系的同时（如澳大利亚与美国的澳新美关系），中澳新型伙伴关系将成为区域乃至全球体系稳定和繁荣的重要力量。它还可以作为中澳国民接触一个快速变化世界的主要力量之一。在双方政府、商界、研究机构和其他利益相关者悉心而富有想象力地培育下，中澳两国更加深化的伙伴关系将成为世界双边关系中最具战略重要性和最富成效的双边关系之一。