

西南民族大学中国西部民族经济研究中心

郑长德 / 主编

中国少数民族地区经济 发展报告(2013)

Report on Economic Development
in China Minority Region(2013)



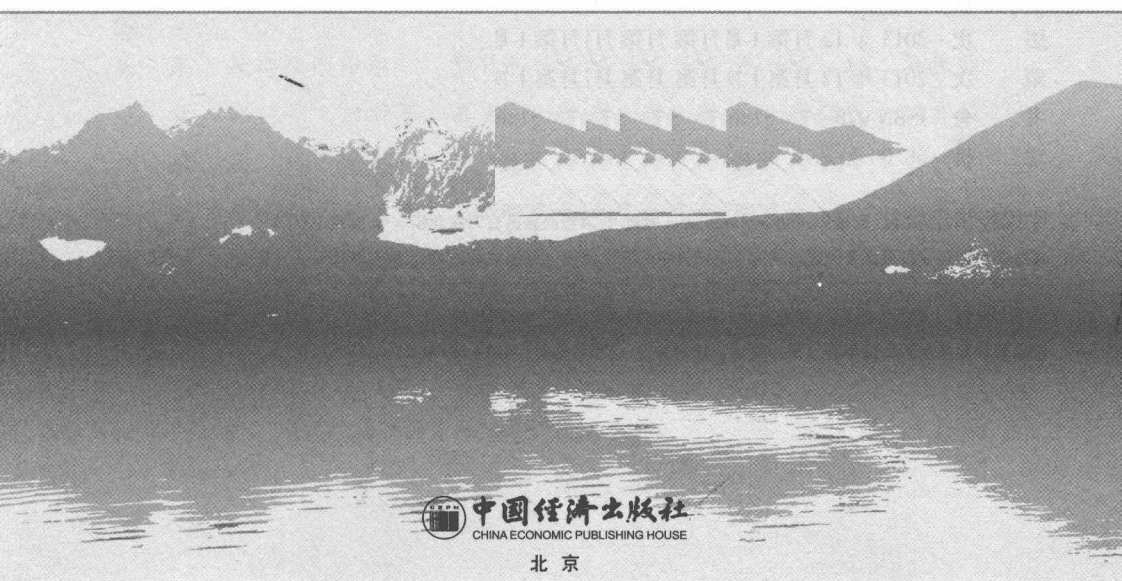
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中文摘要

《中国少数民族地区经济发展报告》(2013)是西南民族大学中国西部民族经济研究中心的年度成果,得到了中央高校基本科研业务平台项目(11SPT01)和中央高校基本科研业务费专项基金项目(项目编号12SZYTH02)的资助,也是国家社会科学基金重大项目“新形势下推动民族地区经济社会全面发展的若干重大问题研究”(项目编号09&ZD011)的重要阶段性成果。

中国西部民族经济研究中心自2006年成立以来,充分体现学校“为少数民族服务,为民族地区服务,为国家发展战略服务”的办学宗旨,把民族地区的经济社会发展问题作为核心研究领域,以马克思主义和科学发展观为指导,把普通的发展理论和少数民族地区的特殊区情结合起来,从综合、宏观的角度和战略的高度,综合运用多学科的理论与方法,对民族地区的经济社会发展面临的突出问题、矛盾和热点展开研究,已形成西部民族地区经济发展、民族地区金融发展、民族地区旅游经济与文化发展等稳定的研究方向。

《中国少数民族地区经济发展报告》是中心的年度成果,紧密围绕民族地区经济社会发展重点领域或重大问题开展对策性、前瞻性研究,分主题每年出版一期。《中国少数民族地区经济发展报告》(2013)的主题是“中国少数民族地区的包容性发展”。本报告的主要结论是:

关于民族地区包容性发展的评估和考察

第一,进入21世纪以来,在中央政府及各地方政府的大力支持下,经过民族地区各级政府和各族人民的努力,民族地区经济实现了高速持续增长,道路交通、电力供应、通信设施等经济基础设施得到了根本改进,民族地

区的经济机会迅速扩大。

第二,民族地区的经济增长主要是由资源密集型产业和政府投资驱动的增长,以外延式增长为主,增长对就业的吸纳能力有限,特别是工业的就业吸纳能力更低,这导致一方面仍有大量劳动力滞留在第一产业,影响了第一产业劳动生产率的提高,另一方面转移出去的劳动力主要是被第三产业吸纳。

第三,高速的经济增长是民族地区取得减贫成绩的基础。但民族地区依然是中国贫困人口集中分布地区,贫困发生率高,贫困人口占全国贫困人口比重高,尤其绝对贫困和脆弱人群的贫困依然严重,减贫任务还相当艰巨。

第四,和全国的发展一样,民族地区内部的垂直不平等和水平不平等在上升。目前,民族地区是全国城乡差距和区域差距最大的地区。这种差距的扩大除了禀赋条件的相对恶劣外,政府实施的地区不平衡发展政策所带来的经济机会分布差异是重要原因。

第五,民族地区教育、医疗卫生和社会保障事业发展取得了显著成效,人类能力得到了极大的提高,但与全国水平相比,存在着较大的差距,与东部地区比较,差距就更大,这种差距的存在扩大了民族地区与其他地区居民抓住机会的能力。

总之,西部大开发十余年,受资源开发和大规模投资的驱动,民族地区经济高速增长,但这种高速增长的就业效应较弱,城乡居民收入和贫困人口的收入虽显著提高,扶贫开发也取得明显进展,但总体上经济发展方式是投资驱动的、封闭性的、粗放的、外生性的和有限包容性的。

关于民族地区包容性发展的政策建议

报告认为,21 世纪的第二个十年,是我国发展的重要战略机遇期,西部大开发也已经进入了一个新的阶段。同时,21 世纪的第二个十年,也是加快少数民族和民族地区经济社会发展、实现各民族共同繁荣发展的重要战略机遇期,民族地区发展处于新阶段。在新阶段、新起点上,面对经济增长减贫效应弱化的问题,西部大开发应把着力于改善民生、实现发展成果共享和减贫放在优先的位置上,走包容式发展(Inclusive Development)之路。

扩大经济机会、使经济机会均等分布并提供最低经济福利是包容性发展

的三大政策支柱。报告提出了民族地区的包容性发展之路:

1. 经济机会最大化

要通过高速、有效以及可持续的经济增长最大限度地创造就业与发展机会。

第一,增长的动力机制转换战略。要求经济增长由主要依靠要素投入向主要依靠全要素生产率转变,推动发展向主要依靠科技进步、劳动者素质提高、管理创新转变;在增长结构上要求平衡协调,促进经济增长向依靠消费、投资、出口协调拉动转变,向依靠第一、第二、第三产业协同带动转变,要求促进区域良性互动、协调发展。

第二,禀赋结构升级战略。继续加强资本投资,首先要特别加强人力资本投资,提高投资强度,改善投资结构。特别重视基础教育和女童教育,同时加强适应市场需求的职业技术教育体系,在提高劳动者平均素质的同时,重视劳动力的技能水平,提高技能劳动力的比例。继续加强基础设施的建设,特别重视民族地区农村和边远地区水电气及交通通信基础设施的建设,把实现区域内市场的一体化放在优先位置,扩大本地市场范围,例如,提高民族地区内部县与县、县与乡镇、乡镇间的交通通信的质量,提高公路等级,逐步取消各类道路收费项目,加快实施“村村通”道路交通工程,加快实施农村电网改造工程等,这些工程是促进农村发展和农民增收的引擎项目。要加大改善地方创新环境的力度。传统产业的改造,尤其是高技术产业的发展,地方创新环境很重要。地方创新环境包括地方创新程度、企业间合作和协作程度(网络)、产业经济地方化程度和城市经济集聚度。对于中央政府和民族地区的政府,创造一个有利于企业创新的制度环境就特别重要,包括知识产权的有效实施和给创新企业实施创新补贴,建立创业园区,形成民族地区的技术孵化器,等等。

第三,产业结构升级战略。为促进民族地区产业结构的升级,中央政府应在政策上给予支持,政策支持的中心在于在民族地区保持住制造业份额,为此可供选择的政策包括:

资源型产业升级战略:鼓励国有资源型企业把企业总部迁移到民族地区,在民族地区建立资源加工企业,这将伴随资本和劳动向民族地区的流动,

增加民族地区的支出份额,从而增加民族地区制造业份额。同时对民族地区企业实施投资补贴,对延迟其去工业化和再工业化有重要作用。

产业链延伸战略:一是要延伸农牧业产业链,大力发展以农业资源为基础的加工工业;二是在资源型工业的发展中,特别注意资源型工业的深加工,加强与高校和科研单位的合作,建立工业园区(集中区),加快制造业的发展;三是要特别重视旅游资源开发和旅游业的发展,充分发挥旅游业的产业关联效应和乘数效应,提升产业集聚力。

潜在比较优势产业发展战略:一个地区的比较优势不是静态而是动态的,目前具有比较优势的,不一定未来依然具有比较优势,目前不具有比较优势的,经过禀赋结构升级,未来有可能具有比较优势。例如高技术产业,根据目前民族地区禀赋结构,确实不具有比较优势,但随着人力资本水平的提高和结构的改善,随着地方创新环境的优化,某些高技术产业在民族地区就具有发展的比较优势。因此,民族地区各级政府应该认真研究,找出自己具有潜在比较优势的产业,制定政策(组合)促进它们的发展。

承接产业转移与民族地区的产业升级:东亚产业发展的实践表明,产业发展在空间上呈现出一种雁阵模式。改革开放以来我国产业发展在空间上也是由东至西的梯级产业转移的模式。民族地区要充分利用国际和国内的发展机遇,做好承接国际和国内产业的转移。特别是国内所实施的对口支援战略,为民族地区承接国内发达地区的产业转移提供了最好的平台,把对口支援和产业转移相结合,不仅促进民族地区禀赋结构的快速升级,更会促进其产业结构的升级。

金融支持战略:根据民族地区目前的发展阶段,构建基于开发银行和商业银行(尤其中小银行)的金融体系,为民族地区发展提供最优金融支持。

第四,空间结构优化战略。“经济增长在空间上是不平衡的,在空间上均衡分配经济活动的意图只会阻碍经济的增长”,“而不平衡的经济增长和和谐性发展可以并行不悖,相辅相成”,这就要求“一方面促进生产活动的集中化,另一方面通过实行各种政策来使各地区人民生活水平(包括营养、教育、健康、卫生)平等化”,“要获得经济集中化和社会平等化这两个方面的效益,就需要采取有利于实现经济一体化的政策行动”。从区域发展角度看,此种发

展模式可称为“集中均衡开发模式”。按照集中均衡开发模式重塑民族地区经济地理格局,就是要引导人口和经济活动向重点开发区域及区域性中心城市集聚,而基本公共服务产品的供给大幅度向边远地区和贫困地区倾斜,显著增强民族地区基本公共服务产品供给能力,让各族人民享有基本均等的的基本公共服务,共享经济社会发展成果。

2. 确保平等获得经济机会

要确保人们能够平等地获得机会,提倡公平参与。包容性增长要求经济机会的均等分布,特别强调生产性就业。由此,必须更加重视民族地区教育、卫生健康等基础公共服务和经济基础设施更全面、更惠及中低收入阶层和贫困人口的供给。

始终把教育摆在优先发展的战略地位,把党政一把手作为推进教育优先发展的第一责任人,把教育发展作为政府考核的重要的不可替代和具有否决权的指标,这样优先发展教育,才能做到规划优先、投入优先和资源配置优先;切实增加教育投入,建成覆盖城乡的基本公共教育服务体系,逐步实现基本公共教育服务均等化,缩小城乡区域差距;大力发展学前教育,提供“广覆盖、保基本”的学前教育公共服务,努力提高学前教育办学水平;建立健全义务教育均衡发展保障机制,加强农村教育;大力发展职业教育,全面实施免费职教计划;全面实施民族地区教育发展行动计划和“中西部高等教育振兴计划”;因地制宜地进行学校布局调整,民族地区学校布局调整不能片面追求规模办学,应根据山区特殊地理环境进行学校布局;加强教师队伍建设,促进教师资源的合理优化配置,大力提高民族地区各级各类学校教师的平均工资水平,使其达到和超过城市教师的工资水平;加大对民族地区的“援智”工作,借鉴对口支援机制,全面实行对民族地区教育的对口援教机制。

实施民族地区卫生发展十年行动计划,推进卫生事业发展。加强各级各类医疗卫生机构基础设施建设和基本设备配置,健全地(州、盟)、县(市)、乡(镇)、村四级医疗卫生服务体系,特别要加强基层医疗卫生机构医疗服务能力建设,逐步配齐专业技术人员,完善机构运行成本补偿机制。全面实施国家基本公共卫生服务项目和重大公共卫生项目。

进一步加快基础设施的建设。基础设施建设要与经济社会发展相协调,

统筹规划、合理布局、适度超前。根据目前民族地区交通基础设施的现状,一方面应加快对外大通道建设;另一方面加强区内交通网络建设,进一步加大农村路网建设,提高通达深度,改善通行条件,基本实现具备条件的乡(镇)通沥青(水泥)路、具备条件的建制村通公路。

加强水利基础设施建设。加快大中型水利骨干工程建设,增强水利设施供水保障能力。加快重点中小河流域治理,加强区内重要河道堤防建设和重要山洪灾害易发点防治,完善综合防洪减灾体系。

3. 确保最低经济福利

这就要求民族地区大力加强社会保障制度建设,提高各类社会保障措施的覆盖面,尤其是要覆盖持久贫困人口和脆弱人群。同时要特别把促进就业放在经济社会发展优先位置。

坚持广覆盖、保基本、多层次、可持续的方针,以社会保险、社会救助、社会福利为基础,以基本养老、基本医疗、最低生活保障制度为重点,以慈善事业、商业保险为补充,建立覆盖城乡居民的社会保障体系。

建立健全农村养老保险、医疗保险、最低生活保障等社会保障制度,推进城乡社会保障接轨并行,促进城乡公共服务普惠共享。

实施积极的就业政策,把劳动者自主择业、市场调节就业与政府促进就业结合起来,多渠道推进城乡各类群体就业。大力发展劳动密集型产业、服务业、中小企业和个体私营经济,积极开发就业岗位,扩大就业规模,改善就业结构。完善就业扶持政策,建立健全面向所有困难群众的就业援助制度,营造有利于自主创业的社会环境。

ABSTRACT

Report on Economic Development in China Minority Region (2013) is an annual production of the economic research center of west minority regions at southwest university for nationalities. The report is fund by the fundamental research funds for central universities (11SPT01and 12SZYTH02). It is also an important staged result of the national social science found project (09&ZD011) named “Research on some important issues of promoting economic and social development in minority region under new situation”.

The economic research center of western China minority region was established in 2006 for the purpose of “serving for minorities, minority regions and national develop strategy”. Under the guidance of Marxism and scientific development view, the center focuses on the economic and social development of minority regions, concentrates on the combination of traditional development theory and the special situation of minority regions, from the comprehensive, macroscopic and strategy aspects, integrated applying multidisciplinary theory and method, researches on the outstanding problems, antinomies and hotspots of socioeconomic development in minority regions, and has established several stable research directions such as economic development, financial development, tourism economy and cultural development of minority region.

Research on economic development in China minority region will be an annual production of the center with different theme every year, which is mainly focused on the prospective policy research of the important aspects and problems of socioeconomic development in minority regions. The topic of this year is “in-

clusive development of China minority region". The main conclusions of the report are as follows:

The main conclusions of the evaluating and review about inclusive development in minority region is as follows:

Firstly, since entering into the new century, with the substantial support of national and local government, and with the effort of government and people in minority region, the minority region has achieved continual high - speed growth, economic infrastructure such as traffic, electric, communication has been ultimately improved, and the economic chance has been rapidly extended.

Secondly, because the economic growth of minority region is mainly pushed by resource - intensive industry and government investment, namely, extensive growth, the economic growth has limited power of absorbing employment, especially for the industry, which leads to that plenty of labors are kept in the primary industry and influences its improvement of labor productivity, at the same time, transferred labors are mainly absorbed by the tertiary industry.

Thirdly, rapid economic growth is the base of poverty reduction achievement for minority region. But the task of poverty reduction is still hard because the minority region is still the poverty population concentrated distribution area with high poverty incidence, terrible absolute poverty and vulnerable population poverty.

Fourthly, the same as nationwide development, the vertical inequality and level inequality inside minority region is increased. Now the minority region is the biggest urban - rural gap and regional gap region in China. Besides the relative worse endowment condition, the main reason of extend gap is the economic chance distribution difference from unbalanced regional development policy of government.

Fifthly, the minority region has achieved remarkable effect in education, medical service and social security, and the human being ability has been improved much. But compared with the nationwide level, there is still big gap, e-

ven bigger gap compared with the eastern region, which extends the ability difference of getting the opportunity.

In a word, with over ten years of western development policy, derived by resource development and large – scale investment, the minority region owns a high – speed economic growth, but the rapid economic growth has a weak employment effect. Although the urban and rural income has been remarkable improved, and the poverty reduction has been improved obviously, the economic development mode is investment driven, closed, extensive, exogenous and limited inclusive.

Policy suggestions about inclusive development of minority region are as follows:

The report considers the second ten years of the new century as an important strategic opportunity period of China, and a new phase of western development. At the same time, it is a new phase and important strategic opportunity period of improving the economic and social development of minorities and minority region, and realizing the common prosperity of all nationalities of China. In the new phase and new start, faced with the problem of weak poverty reduction affect of economic growth, the western development should put livelihood improvement, development achievement sharing and poverty reduction on the preferential position, and go inclusive development way.

Extending economic chance, equality distribution economic chance and affording the lowest economic welfare is the three policy poles of inclusive development. The report proposes the three poles of inclusive development in minority region as follows:

1. Maximizing economic chance

It needs to furthest create employment and development chance by rapid, effective and sustainable economic growth.

Firstly, dynamic mechanism transformation strategy of growth: it asks for that the economic growth transforms from mainly depending on factor input to

total factor productivity, mainly depending on science and technology progress, labor quality improvement, and management innovation; and asks for balanceable and harmonious growth structure transforming economic growth to depend on harmonious pulling by consume, investment and export, depend on harmonious pushing by primary industry, secondary industry and tertiary industry, with regional beneficial interaction and harmonious development.

Secondly, endowment structure upgrading strategy: we should keep on enhancing capital investment, especially human capital investment, including improve investment intensity and structure. Pay particular attention to basic education and girl's education, meantime enhance technical education system fitting for market demand, and improve the labor quality and technical level, increase the share of skilled labor. Keep on strengthening infrastructure construction, especially water, electricity, gas, transportation and communication infrastructure construction of rural and remote area in minority region, and put regional market integration on preferential position, extend local market scope. For example, improve the transportation and communication quality linking different counties, counties and townships, different townships inside minority region, enhance the highway grade, and cancel the road toll, implement "village to village" road project, rural electricity network transformation project, and so on. These projects are engines of promoting rural development and increasing farmer's income. Improve local innovation environment, which is important to alter traditional industry and develop high - technique industry. The local innovation environment includes local innovation degree, cooperation degree (net) among corporations, industrial economy localization degree and urban economy agglomeration degree. For central government and minority government, create a system environment is benefit for corporation innovation. The environment includes effective implement of intellectual property, innovation allowance, Pioneer Park, technical incubator of minority region, and so on.

Thirdly, industrial structure upgrading strategy: for the industrial structure

upgrading of minority region, the central government should afford following policy supports which focuses on keeping manufacturing share.

Resources industry upgrading strategy: By encouraging national resource corporations to transfer headquarters to minority region and establish resource processing enterprises in minority region, the capital and labor will flow to minority region, and add its payout share, further more, add the manufacturing share. At the same time, giving investment allowance to minority region will benefit to delay its de-industrialization and reindustrialization.

Industrial chain extending strategy: firstly extend herd and agriculture industrial chain, and develop processing industry based on agricultural resources; secondly, in the development of resource industry, pay attention to deep processing and cooperation with universities and scientific research units, set up industrial park (concentration area), develop manufacturing; thirdly, pay practically attention to develop tourism resources and tourism, full use the industrial correlative effect and multiplier effect of tourism to increase the industrial agglomeration power.

Potential comparative advantage industrial development strategy: the local comparative advantage is not static, but dynamic, so the comparative advantage now is not always be in the future, and endowment structure upgrade may create new comparative advantage. For example, based on the endowment structure, the high-tech industry in minority region has no comparative advantage, but with the improvement of human capital level and structure, and optimizing of local innovation environment, some high-tech industries will own comparative development advantage. So the minority government should research on potential comparative advantage industry and make policy to encourage their development.

Accepting industrial shifts and industrial upgrading of minority region: the practice of East Asia indicates that the industrial development shows a spatial goose model. After Reform and Opening, China industrial development also

shows cascade industrial shifts from east to west. Full using the international and domestic development opportunity, the minority region should accept international and domestic industrial shifts. Especially, the domestic counterpart assistance strategy provides the best platform for minority region to accept industrial shifts from developed area. Connect counterpart assistance and industrial shifts will not only benefit for endowment structure upgrading, but also for industrial structure upgrading.

Financial support strategy: according to present development stage of minority region, establishes financial system based on development bank and commercial bank (specially small and medium banks), and provides financial support for the development of minority region.

Fourthly, spatial structural optimization strategy: the economic growth is unbalanced in space, equilibrium assignment of economic activity will only stop the economic growth, and the unbalanced economic growth and harmonious development may be in accordance and complement each other. This needs to, on one hand, promote concentration of product activity, on the other hand equalize regional living standard (including nutrition, education, health) by all kinds of policies. To attain both benefits of economic concentration and social equalization needs policy action in favor of economic integration. From the regional development aspect, this development mode is called “concentrative equilibrium develop mode”. This mode will restructure economic geography pattern, lead the population and economic activity to agglomerate to key develop areas and regional central cities and towns, sharply lean supply of basic public service product to remote region and poverty region, obviously enhance basic public service and product supply ability of minority region, and let all minorities to share the almost equal basic public service, and economic and social development achievement.

2. Insuring the equal distribution of economic chance

Insure people to obtain the equal chance, and call for equal participation.

Since the inclusive growth asks for equal distribution of economic chance, especially productive employment, it should be paid attention to more overall supply of economic infrastructure and basic public service, such as education and health, favor medium low income stratum and poverty population.

Always put education on the preferential development strategy position, take the head as the first man of responsible for pushing education prior development, take the educational development as an important irreplaceable and vote power index of government evaluation, so as to realize planning priority, investment priority, and resource distribution priority; feasibly add the educational investment, build the basic public educational system covering the urban and rural region, and gradually realize basic public educational service equalization, reduce the urban and rural gap; greatly develop preschool education, provide “broad coverage and basic guaranteed” public service of preschool education, try to improve the preschool education level; set up perfect guarantee mechanism of compulsory education balanced development, enhance rural education; greatly develop professional education, overall implement free professional education plan; overall implement educational development plan of minority region and “higher education vitalizing plan in Midwest China”; adjust the school distribution which not only extend size, but also reasonably layout according to special geography environment of mountain area; enhance the teaching staff construction, improve the reasonable optimize of teacher resource, and improve the average salary of teachers in minority region to reach or beyond that of urban teachers; enhance the “aid wisdom” of minority region, learn from counterpart assistance system, overall practice the educational counterpart assistance of minority region.

In minority region, put the ten year planning of health development into practice, push health service development. Enhance infrastructure construction and basic equipment configuration of medical and health institution, perfect four levels medical service system of prefecture, county, town and village, specially