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2011

# YEARBOOK OF CHINA'S POVERTY ALLEVIATION AND DEVELOPMENT

Sponsored by: The State Council Leading Group Office of Poverty Alleviation and Development

Edited by: Editorial Committee of "Yearbook of China's Poverty Alleviation and Development"



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Office of Poverty Alleviation and Development

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# Review of the Implementation of the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)”

In 2001, the State Council promulgated and implemented the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)” (hereinafter the “Outline”), an important programmatic document on the poverty alleviation and development in the first decade of the new century. Under the correct leadership of the CPC Central Committee and the State Council, with strong support from all circles of society, through the joint efforts of the National Poverty Alleviation System and the cadres and masses in poverty-stricken areas, we have successfully achieved the objectives and completed the tasks of the “Outline”.

## I . Great achievements in the decade of poverty alleviation and development

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### ( I ) A significant decline in rural poverty

The number of rural poor declined from 94.23 million at the end of 2000 to 26.88 million in 2010 and the incidence of poverty decreased from 10.2% to 2.8%. The number of poverty-stricken people in key counties for national poverty alleviation and development (hereinafter referred to as key counties) dropped from 56.77 million at the end of 2001 to 16.93 million in 2010 and the rural per capita net income increased from 1,277 Yuan to 3,273 Yuan in 2010, with an average annual real increase of 8.07%, slightly higher than the national average.

### ( II ) A significant improvement in quality of life of the farmers in poverty-stricken areas

From 2001 to 2010, the per capita consumption expenditure of rural residents in the key counties increased from 1,018 Yuan to 2,662 Yuan, with an average annual real growth of

8.5%. In 2010, the per capita housing area of the farmers in the key counties was 24.9 square meters, 4.8 square meters larger than that in 2002; and every hundred urban households in the key counties owned, on average, 94.8 color TV sets, double the figure in 2003; 23.8 refrigerators and freezers, four times that in 2002; 45 motorcycles and 128.4 fixed-line telephones and mobile phones, respectively 2.49 and 5.1 times the figure in 2002. In 2010, the proportion of the rural households in key counties using dry pit latrines and flush toilets reached 88.4%, 6.1 percentage points higher than that in 2002. In the new century, more than 7.7 million people have migrated in the relocation-based poverty alleviation.

### ( III ) A significant improvement of infrastructure

From 2002 to 2010, in the key counties, the proportion of the farmers who drank tap water increased from 30.2% to 41.7% and the proportion of the villages with access to highroads, electricity, telephone line and radio and television program respectively rose from 72.2%, 92.8%, 52.6% and 83.9% to 88.1%, 98.0%, 92.9% and 95.6%.

### ( IV ) Comprehensive development of social undertakings

In 2010, the enrolment rate of school-age children reached 97.7%, close to the national average and the school dropout rate due to poverty dropped from 9% in 2002 to 2.3%. In 2010, the average length of schooling of the young and adults reached 8 years, and the adult illiteracy rate was 7%, down 5.4% compared to that in 2002. In 2010, the proportion of healthy farmers among the surveyed population in the key counties was 93.1%, 1.4 percentage points higher than that in 2002. Hospitals were established in all the towns and most of the poor villages were equipped with clinics. The coverage of the new rural cooperative medical system reached 93.3% and the proportion of the farmers who received timely medical treatment was up to 91.4%, 7.6 percentage points higher than that in 2002.

### ( V ) Initial establishment of a national social security system in rural areas

By the end of 2010, the rural minimum living security system covered a population of 52,284,000 nationwide, the rural five-guarantee system covered 5.548 million people, 5.295 million farmers received temporary relief and 8.138 million people received medical assistance. The security level was constantly improved and the coverage was further expanded. Pilot projects of new rural old-age insurance were launched and covered 24% of the counties by the end of 2010.

Since the implementation of the "Outline", the poverty alleviation and development has enhanced the spirit of self-reliance and self-development capacity of the masses in poor areas and basically solved the food and clothing problem of rural residents. It played an important role in promoting the sustained and healthy development of national economy, promoting political stability, social harmony and national unity and consolidating frontier and made a positive contribution to the global poverty reduction, laying a basis for building a moderately prosperous society.



## **II . China’s rich experience in poverty alleviation**

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### **( I ) Uphold the CPC’s leadership and highlight the leading role of government**

In the new century, with the change in situation of poverty alleviation caused by the reduction and dispersion of poverty-stricken people, the Chinese government formulated the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)” and clearly put forward that we must address the food and clothing problem of the remaining poor as soon as possible and further improve the production and living conditions in poor areas to consolidate the anti-poverty results.

In the development of long-term economic and social development planning, the state always highlights rural poverty alleviation and development as an important part of the planning content. It determines the national poverty line based on the level of economic development and national financial situation; and timely determines and adjusts key areas for national poverty alleviation according to the distribution of poverty-stricken people to ultimately form the poverty alleviation pattern focusing on contiguous poor areas, key counties and poverty-stricken villages. It has established the management system under the overall arrangement of the central government with the provincial government taking the overall responsibility and the county government responsible for implementation; practices the poverty alleviation and development responsibility system with CPC and government leaders taking the overall responsibility and continues to increase investment. From 2001 to 2010, the central government’s special anti-poverty funds increased from 10 billion Yuan to 22.268 billion Yuan and the total investment came to 144.04 billion Yuan. Meanwhile, local government issued 59.83 billion Yuan. During the decade, anti-poverty loans of 204.38 billion Yuan were mobilized through government interest discounting. In 2011, the central government’s anti-poverty funds reached 27 billion Yuan, 4.8 billion Yuan more than that in the previous year. Government investment has become the leading force of poverty alleviation and development.

### **( II ) Promote economic growth and strengthen the position of agriculture as the foundation of national economy**

In the first decade of the new century, China witnessed steady and rapid economic growth, constant enhancement of comprehensive national strength and rapid development of industrialization and urbanization. With economic growth, a large number of employment opportunities were provided. Meanwhile, the position of agriculture as the foundation of national economy was continuously consolidated. By 2010, the per capita share of agricultural products in China, including grain, vegetables, meat, eggs and aquatic products was close to or exceeded the

world's average, creating conditions for addressing the food and clothing problem of the poor and adjusting the economic structure of poor areas, and laying a solid foundation for rural poverty alleviation.

### ( III ) Encourage social participation and strengthen international cooperation

272 central government agencies, democratic parties, social groups and large state-owned enterprises were organized to participate in the fixed-point poverty alleviation in 481 key counties. From 2001 to 2010, the government issued direct investment of 9.09 billion Yuan in cash and kind, dispatched 3559 cadres to serve the key counties and organized trainings for 1.684 million people from the key counties as well. Six provinces, three municipalities and six cities with independent planning in East China were designated to support 11 western provinces and autonomous regions. From 2001 to 2010, the government at all levels of the eastern provinces and municipalities issued anti-poverty funds of 4.44 billion Yuan for the western regions, the relevant enterprises invested about 250 billion Yuan and skills trainings were organized for 226,000 person-times. The government organized non-public economy to participate in poverty reduction to fully mobilize the initiative of NGOs for participation in poverty alleviation and development. Meanwhile, it cooperated with relevant international organizations, bilateral agencies and domestic and international non-governmental organizations to jointly launch poverty alleviation projects in various forms and actively carry out exchanges in the field of poverty reduction. According to incomplete statistics, since 2000, a total of \$ 560 million of foreign investment has been issued for China's poverty alleviation.

### ( IV ) Adhere to self-reliance and carry out development-oriented poverty alleviation

Stress grass-roots organizations' role as fighting force, mobilize and rely on the masses, allow poor people to directly participate in decision making for poverty alleviation and development projects and the use of funds, and promote the enhancement of quality and capacity building of the poor to effectively improve their self-development capacity. Adhere to the development-oriented poverty reduction policy, support infrastructure construction in poor areas and help them to achieve access to highroads, electricity, postal service and radio and TV program; improve land productivity through farmland and water conservancy construction; and support poor farmers to develop farming, aquaculture and small-scale processing projects. Since 2001, entire village advancement projects have been launched in 120,000 poor villages; more than 7 million poor people living in areas with extremely harsh natural conditions have been relocated; the Rain Plan has organized trainings for more than 4 million labors from poor families to promote labor transfer; and mutual funds have been set up in 13,600 poor villages to address the financial needs of farmers.

## ( V ) Take effective measures to help the poor

The government launched the program to revitalize border areas and enrich residents’ lives, implemented the “Ethnic Minority Development Plan (2005 – 2010)”, continuously increased efforts for the poverty alleviation in minority areas and gave priority to ethnic minority regions in developing pro-poor measures. It strived to promote the equitable participation of women and formulated various pro-poor policy measures to directly benefit women. Meanwhile, it adopted special measures to help poor people with disabilities and formulated the Outline of Career Development of Persons with Disabilities during the “Tenth Five-Year Plan” and “11th Five-Year Plan” period. In addition, rehabilitation loans and other poverty alleviation funds are issued every year.

## ( VI ) Promote scientific development through coordination between urban and rural areas

The government fully implemented the rural tax reform, abolished agricultural tax, livestock tax, specialty tax and other unreasonable taxes to reduce the burden on peasants and established the agricultural subsidy system to provide farmers with direct food subsidies, seed subsidies and subsidies for purchase of agricultural machinery and agricultural production means so as to encourage agricultural production. It clearly put forward that we must build a socialist new countryside, increase investment in rural water, electricity, roads, gas, housing and other infrastructure and actively accelerate the renovation of dilapidated buildings in rural areas. It continued to implement the strategy of western development and rise of central China, increased financial transfer payments for central and western regions, improved the ecological environment in the western regions with harsh natural conditions through returning farmland to forestland or grassland, and increased the income of local farmers as well. Meanwhile, the government comprehensively developed rural social undertakings, reformed the rural compulsory education management system, implemented the new rural cooperative medical care system, introduced relevant measures to provide medical assistance for needy people, and launched pilot projects for the new rural old-age insurance, covering 24% of the counties. Taking family planning as a basic national policy, the government established the system for rewarding and supporting the families that implemented family planning in rural areas and launched the project of “Fewer Births, Faster Affluence”. In addition, it strived to effectively protect the rights and interests of migrant workers.

# Special Poverty Alleviation

## ( I ) Special Poverty Alleviation—Main Achievements

In 2010, according to the basic spirit of the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)”, with the support of the government and all circles of society and the joint efforts of the cadres and masses in poverty-stricken areas, we have comprehensively pushed forward the priorities in poverty alleviation.

Entire village advancement promoted the new rural construction in impoverished areas. After the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)” was promulgated and implemented in 2001, based on the characteristics of more dispersion and less concentration of rural poverty, in accordance with the requirements of door-to-door survey, the State Council Leading Group of Poverty Alleviation and Development clearly proposed to give top priority to entire village advancement in the poverty alleviation and development for the decade from 2001 to 2010, develop the planning based on public participation and implement the plan step by step. In 2002, 148, 000 villages nationwide were identified as poverty-stricken villages, accounting for nearly 1/4 of the total administration villages in the country, covering about 80% of poor people. As of the end of 2010, entire village advancement projects had been launched in 126, 000 poor villages, accounting for 85% of the total. In these villages, through infrastructure construction, development of social undertakings, industrial development, capacity building, construction of spiritual civilization and democratic system building, the income level and living standard of the poor had been significantly enhanced, the infrastructure, basic production and living conditions and public services had been significantly improved and the self-development capacity of poor farmers had been constantly enhanced, which greatly promoted the new rural construction in poverty-stricken areas.

Transfer training improved the quality of labors in poor areas. In 2010, the labor transfer training—“Rain Plan”—not only completed the task of the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2001 – 2010)”, but also made the layout for the “12th Five-Year” Plan and the key work for the next decade through constantly exploring ways forward while summarizing experience and by gradual improvement in the exploration.

Poverty alleviation by industrialization increased the income of poor farmers. Combining industrial poverty alleviation with entire village advancement, contiguous development and poverty alleviation through science and technology, through supporting the development of facility agriculture, industrial base, rural cooperative economic organizations and leading enterprises in

poverty alleviation, the government helped poor farmers to obtain more income. (1) Mainly supported the development of leading industries compatible with the situation of poverty-stricken areas, such as potato, economic fruit, grassland husbandry and cotton industry. (2) Developed facility agriculture and promote disaster preparedness techniques such as confinement feeding, greenhouse vegetable and entire membrane double ridges trench sowing technology. (3) Supported the development of 625 leading enterprises in poverty alleviation to help 17.65 million poor people shake off poverty and become rich. (4) Provided technical, market, credit and other services for farmers' cooperative organizations in poor areas.

Contiguous development adjusted the industrial structure in poor areas. In 2007, to explore approaches to integration of the use of financial anti-poverty funds and other agriculture-related funds, the government launched the pilot projects "with county as the unit through integration of resources, entire village advancement and contiguous development". 10 million Yuan of financial anti-poverty funds were issued to each pilot county. Through financial and policy integration and mechanism innovation, it encouraged relevant departments to invest the agriculture-related fund in industrial development and related projects and combined entire village advancement with contiguous development and poverty alleviation and development with regional economic development to promote economic development in poor areas and stable income growth of poor farmers. As of the end of 2010, the pilot projects had been launched in 240 counties and good results had been achieved. The projects were welcomed by the local cadres and masses and supported by relevant departments.

Relocation-based poverty alleviation improved the basic living environment. The "Outline" takes it as part of the content and one of the ways of poverty alleviation and development to steadily promote voluntary relocation. During the "Eleventh Five-Year Plan" period, on a voluntary basis, local governments relocated about 720,000 rural households and more than 3 million people living in the regions with harsh conditions and poor natural resources. The relocation-based poverty alleviation improved the production and living conditions of poor people, enhanced the level of public services, strengthened environmental protection and ecological construction, promoted the development of small towns and accelerated the pace of shaking off poverty of the poor.

Post-disaster restoration and reconstruction was continued. With the joint efforts of Disaster Relief Department of the State Council Leading Group Office of Poverty Alleviation and Development (LGOP), the poverty alleviation departments of Sichuan, Gansu and Shaanxi as well as the grassroots cadres and masses in the disaster-hit areas, the annual task for post-disaster restoration and reconstruction of poor villages in Wenchuan was successfully completed, laying a foundation for achieving the goal of "completing three-year reconstruction task within two years". Meanwhile, the government organized and coordinated China Foundation for Poverty Alleviation, China Association of Poverty Alleviation and Development and other organizations to raise materials to support the post-disaster reconstruction in Yushu, and provided guidance for Gansu Provincial Poverty Alleviation Office to develop the planning for pilot projects of poverty alleviation and development and disaster prevention and mitigation in Zhouqu.

## ( II ) Special Poverty Alleviation—Policy Measures and Mechanism Innovation

**【Convergence of the two systems】** In 2010, local governments conscientiously implemented the spirit of the “Notice of the General Office of the State Council on Forwarding the Opinions of LGOP and Other Departments on the Effective Convergence of the Rural Minimum Living Security System and Poverty Alleviation and Development Policy” (Guo Ban Fa [2010] No. 31) (hereinafter referred to as the No. 31 Document of the General Office of the State Council). With strong support from relevant departments and the joint efforts of relevant parties, smooth progress was made in the pilot project construction and rich experience was accumulated.

### I . Achievements of the pilot projects

As of the end of 2010, the government launched pilot projects in 949 counties of 28 provinces and autonomous regions, including 487 key counties for national poverty alleviation and development, accounting for 82.3% of the key counties nationwide, completing the designated task in number; 565 counties with data uploaded and 387 national key counties, accounting for 65.4% of the key counties nationwide. In general, the expansion of pilot area explored some good practices and experience and achieved periodic results.

#### ( I ) Made clear the objects of poverty reduction

Local government carefully identified the objects of poverty alleviation in accordance with prescribed procedures, laying a basis for pro-poor policies to target at the poor. By the end of December, a total of 53.481 million poor people living below the poverty line were identified, accounting for 15.6% of the rural population of pilot counties, including 32.505 million objects of poverty alleviation, 8.238 million objects of the minimum living security system, 11.467 million objects of poverty reduction and the minimum living security system and 1.38 million people covered by the five-guarantee system, respectively accounting for 9.5%, 2.4%, 3.3% and 0.4% the rural population. By early July, 34.878 million people had been registered in the poor farmer information management system (hereinafter referred to as information system), accounting for 15% of the rural residents, including 23.248 million people living below the national poverty line, accounting for 10% of the rural population.

#### ( II ) Found out the causes of poverty

Through making records of objects of poverty alleviation, the government initially discovered the causes of poverty of the objects of poverty alleviation. According to the information system, among the causes of poverty, lack of funds accounted for 33.1% of the total, long-term illness

accounted for 25.5% , lack of labor force, lack of technology, disabilities, disasters and the burden of school education respectively accounted for 7.5% , 7% , 6% , 6.3% and 4.6% , and other causes accounted for 10% .

### ( III ) Initially understood the objects' needs.

In the process of making records of objects of poverty alleviation, local governments made clear the projects, scale and investment needed by the objects of poverty alleviation, laying a basis for the development of household aid policy and classified support.

### ( IV ) Established an information platform.

While expanding the pilot area, the government revised and improved the information management system and designed the stand-alone and network version to make it convenient for making records of objects of poverty alleviation and the inquiry of departments concerned. It built a common information platform to guide the resources of education, health, radio and television, housing construction sector and all circles of society to flow to the objects of poverty alleviation under the great pattern for poverty alleviation.

## II . Main practices and experience

The most outstanding experience of local governments in the pilot work is as follows

### ( I ) The party committee and government attached great importance to it

According to the reports submitted by local governments, the provincial and municipal party committees and governments conscientiously implemented the decisions of the CPC Central Committee and State Council and attached great importance to people's livelihood and pilot projects for effective convergence of the two systems.

First, established relevant organizations. To ensure the orderly expansion of the pilot area, local governments founded the leading groups for expanding the pilot area to provide powerful organization guarantee for the smooth implementation of pilot projects.

Secondly, issued relevant documents. After No. 31 Document of the General Office of the State Council was issued in 2010, to implement the spirit of the Document, some local governments formulated the documents to expand local pilot area. The General Offices of the Government of Hebei, Inner Mongolia, Jiangxi, Henan, Guangxi, Chongqing and Gansu issued the implementation opinions and plans for the expansion of pilot area for the effective linkage of the two systems.

Thirdly, held special meetings. In the implementation of the pilot projects, local governments held special meetings or department joint conferences to arrange the pilot work. Guangdong Province



held the on-the-spot meeting to plan for specific households and arrange responsibility to specific persons. Comrade Wang Yang and Huang Huahua attended the event and delivered important speeches. Secretary of Hunan Provincial Party Committee Zhou Qiang stressed several times in relevant meetings that we must take the linkage of the two systems as a livelihood project and understand its significance standing at the party and the country's overall strategic level.

Fourthly, provided field guidance. In order to ensure the smooth implementation of the experimental work, party and government leaders and the comrades of relevant departments carried out in-depth survey in the countryside and analyzed the problems in the pilot work. Secretary of Hubei Provincial Party Committee Luo Qingquan visited Tongshan County for survey and pointed out that we must make files and records and combine entire village advancement, contiguous development and household poverty reduction to gradually eliminate absolute poverty. We must have a clear objective and seriously implement the program.

Fifthly, arranged funding for pilot work. To guarantee the funding for the experimental work, the state assigned the responsibility to local governments at all levels. Last year, local governments at all levels issued a total of 149 million Yuan for the implementation of pilot projects.

## ( II ) Conscientiously implemented system convergence

According to the No. 31 Document of the General Office of the State Council and the spirit of Shaoyang on-the-spot meeting in Hunan, local governments conscientiously implemented the convergence work.

First, conducted procedure convergence to ensure accurate identification of objects of poverty alleviation. In local pilot work, after initial identification of township and village-level low-income population size, based on poverty identification by democratic appraisal, farmers applied for the approval of the village ( team ), then the township government examined the application and submitted to the county government ( poverty alleviation and civil affairs department ) for approval, and the made publicity at all levels.

Secondly, conducted policy convergence to really benefit the objects of poverty alleviation. Adopt different support measures for various groups of poor for different reasons and increase support for those with the ability to work. To implement the pro-poor policies, according to preliminary statistics, the provinces and autonomous regions issued a total of 2.31 billion Yuan for the implementation of household support project and provided assistance for the identified objects of poverty reduction.

Thirdly, conducted information management convergence to ensure information updating of objects of poverty alleviation. Local governments actively explored dynamic management methods for the objects of poverty alleviation and their data and practiced dynamic management on the objects of the minimum living security system and poverty alleviation.

## ( III ) Did a good job in key links

First, made extensive propaganda and mobilization. In order to make the masses participate in



the pilot work, local governments mobilized 219, 000 people to make propaganda for the policy on the effective linkage of two systems through issuing leaflets and posters in the countryside. Secondly, carried out experimental work. To ensure the orderly implementation and steady progress of pilot projects, local governments selected some counties, towns and villages for the experimental work and summarized the experience before the comprehensive implementation of the pilot projects. Thirdly, carefully organized trainings. To ensure the smooth progress of the expansion of pilot area, the government organized graded trainings for relevant staffs to enhance the quality of the pilot projects. In 2010, the poverty alleviation office organized four training courses for 816 directors and backbone staffs. Fourthly, made good coordination among departments. In the pilot work, poverty alleviation sector took initiative to communicate with relevant departments and departments concerned strongly supported and actively cooperated with them. As a result, the working mechanism featured clear division of labor, regular consultations and close cooperation was gradually established. Fifthly, strengthened supervision and inspection. To ensure the implementation of the pilot projects, local governments all took effective measures to strengthen supervision.

### III. Special Poverty Alleviation—Key Work

#### **[ Development of the “Outline for Poverty Alleviation and Development of China’s Rural Areas (2011–2020)” ]**

In February 2010, the 101st executive meeting of the State Council listened to the report on poverty alleviation and development and approved the development of the program for poverty alleviation and development in the next decade. As a result, poverty alleviation and development entered a new stage. According to the requirements of the Fifth Plenum of the 17th CPC Central Committee, during the “12th Five-Year Plan” period, we must “further promote the development-oriented poverty reduction, gradually enhance the poverty alleviation standards and increase investment in poverty reduction to accelerate the process for addressing poverty problem in contiguous poor areas with special difficulties.”

After the Spring Festival in 2010, LGOP began to organize the preparation of the “New Outline”. On March 1, it held a meeting on the preparation of the “New Outline” and developed the work plan, marking the official start of the preparation work. The meeting decided to set up two agencies, namely the leading group for the preparation of the outline for the next decade and the outline drafting group, and set up an office under the agencies as well. LGOP Director-General Fan Xiaojian acted the head of the leading group for the preparation of the outline and the group members were the comrades from the units of the deputy directors, Office of the Ministry of Agricultural Industry, Policy Research Office of CPC Central Committee and relevant divisions of the Research Office of the State Council. Under the leadership of LGOP Deputy Director-General Wang Guoliang, the drafting group is composed of relevant people from the above departments and LGOP, relevant experts and grassroots comrades. The office is in the Department of Policy and Regulation of LGOP.