

农村社区发展模式探索

Rural Community Development Model Initiatives

参与式扶贫理念与 方法研究

*Research on the Conception and Method of
Participatory Poverty Reduction*

任燕顺◎等著



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Foreword

Gansu is one of the poorest provinces of China, and is also one of the regions that have taken the lead to carry out large-scale poverty reduction development program. Since 1983, all the previous provincial party committees and governments, working under the leadership of the Central Government, have regarded poverty reduction development as a major event, adapted their specific work arrangements to the new developments and new issues and worked out a set of measures and methods for getting rid of poverty. Since the beginning of the new century, based on the lessons learned by the World Bank and other international organizations, the officials and ordinary people working on poverty reduction have actively explored and practiced participatory poverty reduction approaches, which are integrated with overall village development while being guided by the State Council Leading Group on Poverty Reduction, the Ministry of Finance and the provincial government and assisted by both international and domestic experts. As a result of their hard work, the new ideas and methods for participatory village development have been worked out initially.

Under the framework of the participatory poverty reduction the poor people is given the full respect to their rights to knowing the details, decision-making, supervision and management, their ownership in poverty reduction activities is stressed, and their consensus, satisfaction and benefits are regarded as the major indicators to evaluate specific poverty reduction efforts. It is the summing-up and improvement to the past poverty reduction undertakings and has turned over the situation under which the officials made decisions and the people followed them.

Participatory approach has reflected the Government's policies in promoting poverty reduction work in the new era. Through developing and implementing village development plans the Government's policies have

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甘肃是中国最贫困的省份之一，也是中国最早开展大规模扶贫开发的地区。从1983年开始“三西”农业建设以来，历届省委、省政府按照中央的统一部署，始终把扶贫开发作为一件大事来抓，并针对不同阶段出现的新情况、新问题，不断调整工作思路，积极探索脱贫致富的措施和办法。

适应不同阶段扶贫开发的新思路、新途径，特别是进入21世纪，针对新时期扶贫工作的对象、目标、任务，全省扶贫战线的广大干部群众，在国务院扶贫办、财政部的指导和省委、省政府的正确领导下，坚持解放思想、实事求是、因地制宜，借鉴世界银行和其他国际组织的经验，在国内外专家学者的帮助下，积极探索、实践参与式扶贫方法，并使之与整村推进相结合，初步探索出了参与式整村推进扶贫开发的新思路、新方法。

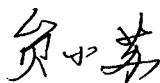
参与式扶贫，充分尊重了贫困群众的知情权、决策权、监督权和管理权，突出了贫困群众在扶贫工作中的主体地位，以群众是否赞成、是否满意、是否得到实惠作为衡量扶贫工作的主要标准，是对以往扶贫工作的总结和提高，改变了以往干部包揽过多，群众被动参与的局面。

参与式扶贫是“三个代表”重要思想在扶贫工作中的具体体现，也是我们党一贯倡导的“从群众中来，到群众中去”的思想路线在新时期扶贫工作中的实际运用。通过制定和实

been carried out down to the township and village levels and the individual households. Participatory approach is one of the province's major methods addressing poverty reduction development. Under the overall participatory framework and on the basis of participation by the ordinary people, the overall development of the individual villages is linked with poverty alleviation efforts, the improvement in the infrastructure is integrated with public goods, economic benefits with ecological benefits and the government's guidance with the participation by the society and the people. Governments at various levels should make overall funds planning to carry out comprehensive development, draw lessons from and improve the participatory poverty alleviation work and adapt the ideas and practices of village development into the widespread poverty reduction work so that all of the poor villages can produce plans for their own development while the funds are raised from various channels and the people are mobilized to contribute their labor.

So far, there have been over 600 villages taking part in the overall village development, with the total allocated poverty reduction funds accounting for more than 50% of the province's total poverty reduction budget. The majority of them have achieved progress. However, due to the fact this approach is quite new and needs improving, and the natural, economic and social conditions of the localities vary from each other, in the course of implementing this approach, the local conditions and realities should be taken into consideration. The concept and ideas are common, but the specific approaches can be different, as instructed by Director Lu Feijie of the State Council Leading Group on Poverty Reduction: "Participatory poverty reduction is a new thing, which needs to be improved and made detailed from time to time so that it can become a method of enormous power."

Yunxiaosu



(Vice Governor of Gansu Province)

August 2003

施参与式村级扶贫开发规划，“三个代表”重要思想真正贯穿到了扶贫工作的全过程，落实到了乡、村、户。

参与式整村推进扶贫开发，是新世纪甘肃扶贫开发的主要方式之一，是贯彻落实党的十六大精神，全面建设小康社会的具体实践，要在群众参与的基础上，注重整村推进与面上扶贫工作相结合，改善基础条件和公益事业项目相结合，经济效益和生态效益相结合，政府引导和社会参与、群众参与相结合。各级政府要统筹安排资金，进行综合开发，不断总结完善参与式扶贫工作，把参与式整村推进产生的思路和方法及时推广应用到面上的扶贫工作，让所有的贫困村都运用参与式整村推进的理念尽早规划自己的发展目标，多渠道筹集资金，并动员群众投工投劳实施规划。

截至今年，甘肃省实施参与式整村推进的村已达到 600 多个，每年安排的财政扶贫资金占全省财政扶贫资金的 50% 以上，大多数村都取得了很好的效果。但是，由于这种方法还需要深入探索和不断完善，各地的自然、经济、社会等条件也不尽相同，在实践参与式扶贫方法的过程中，一定要因地制宜。理念是共性的，而具体方法则应“百花齐放、百家争鸣”。正如国务院扶贫办吕飞杰主任所说：“参与式扶贫是个新生事物，需要不断地完善、不断地细化，希望各地勇于创新，进一步完善提高，使这种方法变成一个有巨大威力的、不可战胜的新生事物。”

甘肃省副省长：

负心苏

二〇〇三年八月

Preface

During the implementation of Chinese government-driven poverty reduction program, it is also the process for the integration of international poverty reduction experiences with China local knowledge and initiatives on poverty reduction, and to share the successful experiences and improve common understanding on the skills of poverty reduction in the international community. The initiatives of adopting participatory approach both for the preparation and implementation of village poverty reduction planning, has been proved to be a successful example on improving the effectiveness of poverty reduction for government.

From the point view of the World Bank, focusing and motivating the widely application of participation approach from the beneficiary, with the recognition of its effective approach to realize the sustainable development and capacity building. While Chinese government drafted out the decade poverty reduction plan for new century, it has learned the international experiences on rural development project planning, implementation and monitoring and evaluation by adopting participatory approach, and has achieved great efforts.

Gansu province has played a pioneer role in this regard, the matured method of Participatory Rural Appraisal (PRA) has been widely adopted in the management and implementation of the World Bank Loaned Poverty Reduction Project. This book has clearly displayed that project beneficiary has not only participated the project selection and designing, but also has greatly involved in the whole process during the poverty project implementation, monitoring and evaluation. In this approach, the important role

序二

中国政府实施减贫计划的过程，同时也是国际扶贫经验与中国本土知识相互交流、相互学习、共同提高的过程。通过运用参与式方法制定和实施村级扶贫规划，提高政府扶贫的有效性，是一个成功的典范。世界银行历来重视和倡导受益群体的广泛参与，认为这是提高能力，实现可持续发展的有效途径。而中国政府在制定新世纪 10 年扶贫规划时，学习和借鉴国际上开展农村发展项目的做法，增强参与式方法在规划、实施和监测评价系统的应用，取得了显著的效果。甘肃省在这方面走在了领先地位，完全成熟的参与式农村评估法 (PRAS) 在世界银行贷款扶贫项目中得到广泛应用。从本书中看到，受益群体的参与不仅是在项目选择和规划设计方面，更重要的是体现在项目实施管理、监测评价的全过程。在这里，农户的地位得到认可，政府的功能得到加强，企业、科技人员的作用得到发挥，相关群体的参与机制初步形成。这是对实践的总结，

played by project beneficiary has been confirmed, the role and function for the government also has been enhanced, and efforts of technical and enterprise support in achieving the project objective also have been greatly exerted. It has reflected that the mechanism of widely participation from relevant beneficiary and stakeholders to the poverty reduction initiatives has been primarily formed. The publication of this book is the opportunity to conclude all the practices done by Gansu, and also the further complementary and accomplishment for the participation methods during the adoption in poverty project implementation and management. I sincerely wish the experiences from Gansu could be widely scaled up.

Wangyan

Senior economist from the World Bank

April, 15, 2006

也是对参与式理念和方法的补充和完善，希望甘肃的经验能够在更多的地方交流、借鉴和推广。

世界银行高级经济学家 王燕

2006年4月15日

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