

中國國際扶貧中心

International Poverty Reduction Center in China

# 中国 扶贫开发

The Evolution of Poverty  
Reduction Policies  
**政策演变**  
**in China (1949—2005年)**


Chief Editor: Zhang Lei

主 编：张 磊

Deputy Chief Editor: Huang Chengwei, Li Xiaoyun

副主编：黄承伟 李小云



 中国财政经济出版社



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IPRCC International Poverty Reduction Center in China

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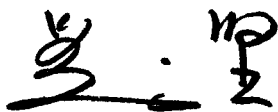
## 序 一

自 20 世纪 70 年代末期以来，中国农村减贫取得了举世瞩目的成就。按照中国国内的贫困标准衡量，农村不得温饱的绝对贫困人口由 1978 年的 2.5 亿人下降到 2005 年的 2365 万人，同期贫困发生率从 30.7% 下降到 2.5%；按照世界银行的评估，1991—2000 年的 10 年间，全球生活在每天 1 美元标准以下的贫困人口减少了 2.74 亿人，其中中国减少了 1.51 亿人，占全球减贫人数的 55%，占发展中国家减贫人口的 75%。在实现贫困人口大幅下降的同时，贫困地区的基础设施、社会事业发展水平和贫困人口的基本生产生活条件都得到了大幅提升。中国在整体上由计划经济向市场经济转轨、稳步推进现代化的进程中，有效地完成了促进增长和缓减贫困的双重任务。

中国的减贫成就，获得了国际社会尤其是广大发展中国家、有关国际组织、双边机构和非政府组织的普遍关注，他们迫切希望分享中国的经验，并进而推动全球的减贫进程。为了满足这些需求，同时也为了满足中国国内扶贫工作者和研究者需要，中国国际扶贫中心组织有关方面人员，编写了《中国扶贫开发历程（1949—2005 年）》、《中国扶贫开发政策演变（1949—2005 年）》、《中国贫困研究资料汇编》和《中国扶贫开发案例选编》系列图书。

这套系列丛书，从不同的角度和层面反映了中国扶贫开发的

情况,其中《中国扶贫开发历程(1949—2005年)》是按照时序、围绕主要的历史事件对扶贫开发进行的概要性描述;《中国扶贫开发政策演变(1949—2005年)》主要是对不同时期有关扶贫政策措施制定和出台的社会经济背景,所发挥的历史性作用和贡献等作出实事求是、一分为二的分析和评价;《中国贫困研究资料汇编》主要是集中反映20世纪70年代末以来国内外有关专家学者对中国贫困问题的研究成果;《中国扶贫开发案例选编》收集了全国各地各类成功的扶贫模式,从具体操作层面反映扶贫开发的具体做法和经验。上述图书形成了一个有机整体,基本上概括了中国扶贫开发的全貌,当然也还存在着一些不足。但无论如何,该套书还是具有较高参考价值的,所以,我向大家推荐这套丛书。



国务院扶贫开发领导小组办公室 主任 刘坚

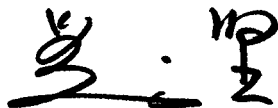
## Preface I

Since the end of the 1970s, poverty reduction in rural China has made remarkable achievements. According to the poverty standard adopted by the Chinese Government, the number of the absolute poor with inadequate food and clothing reduced from 250 million in 1978 to 23.65 million in 2005, a decline in poverty incidence from 30.7% to 2.5%. According to the World Bank assessment, between 1991 and 2000, the number of poor living on less than \$ 1/day decreased by 274 million, to which China contributed 151 million, 55% of the global decrease and 75% of that in the developing world. With the decline of the number of the poor, the infrastructure, social undertakings and the basic living and production conditions in poor areas have significantly improved. During the transition from a centrally – planned to a market – based economy and in the process of modernization, China has accomplished twin tasks of economic growth alongside with poverty reduction.

China's achievements in poverty reduction has attracted the attention of the international community, especially the developing world, international organizations, bilateral institutions and NGOs who are eager to share with and learn from China's development experiences so as to move the global campaign against poverty forward. To meet these demands and to facilitate the work of poverty reduction practitioners and researchers in China, the International Poverty Reduction Center in China (IPRCC) commissioned a team of selective experts and professionals in the

compilation of a set of documents including *The Course of Poverty Reduction in China (1949—2005)*, *The Evolution of Poverty Reduction Policies in China (1949—2005)*, *A Collection of Poverty Reduction Literature in China and Selected Cases of Poverty Reduction in China*.

The documents reflect the progress of poverty reduction in China from different perspectives and by different levels. *The Course of Poverty Reduction in China (1949—2005)* is a time – sequenced document giving an overview of historical events related to poverty reduction; *The Evolution of Poverty Reduction Policies in China (1949—2005)* gives pragmatic and balanced analysis and comments on the economic and social background, historical roles and contributions of poverty reduction policies and measures adopted at different periods of time; *A Collection of Poverty Reduction Literature in China* introduces the research findings from home and abroad on poverty reduction in China since the end of the 1970s; *Selected Cases of Poverty Reduction in China* gathers the most practical and successful approaches and experiences of poverty reduction in various parts of China. The set of documents is put together in an integrated manner which gives readers an overall picture of poverty reduction in China. They are of course far from perfect, but could serve as useful reference materials. That's why I recommend these documents to you.



Liu Jian

Director of China State Council Leading Group Office  
of Poverty Alleviation and Development



## Preface II

Following the first review of progress towards the Millennium Development Goals (MDGs) at the United Nations World Summit in September 2005, there is an unprecedented impetus behind the fight against global poverty. Donors, development agencies and developing countries are all showing renewed commitment to making change happen by providing additional funds and greater attention. This determination comes as an encouragement for all who work towards a world free of poverty.

But more resources alone, however important, are not enough to catalyse the dramatic development that must take place for us to reach the MDGs. In translating this resolve into action and results, we also need much better knowledge on how to do it: concrete strategies, policies and programmes that have shown to be effective.

The need for useful country references of successful experiences and lessons learned on poverty reduction from across the developing world is great and largely unmet. One prominent such gap in our collective knowledge is the lack of a fundamental understanding of the dynamics of China's awe – inspiring poverty reduction achievements.

A combination of sustained, rapid economic growth and targeted government programmes has brought about dramatic change in the world's most populous nation. Numbers vary depending on the measure used—the number of people living on less than \$ 1/day has fallen by over 400

million since 1981, while \$ 2/day poverty declined by 300 million and the official Chinese poverty line gives a decline of around 200 million—but the message is clear: China has reduced income poverty in rural areas probably faster than any nation in human history. Importantly, indicators of human development have also improved markedly, taking life expectancy above 70 years while literacy and enrolment in nine – year education have both risen to over 90% .

As a result of these improvements, China is well on its way to achieving most of the MDGs and gives significant support to the attainment of the global targets in the process: for the one on income poverty, China represents more than the entire net reduction worldwide since 1990.

Clearly, to understand what has happened in China would make a significant contribution to the global fight against poverty. While some features of this experience may be difficult for others to replicate, there should also exist numerous lessons of great practical value for nations grappling with poverty. Those lessons thus need to be identified, distilled and shared with the global community.

Codifying and disseminating such knowledge and also to learn from others is the main purpose of the International Poverty Reduction Centre in China, established jointly in 2005 by the Government of China and UNDP, other international partners, such as World Bank, Department For International Development of the UK and Asian Development Bank, have also joined in support to the Centre. This series of books is one of its first major outputs, meant to be a comprehensive source of reference on China's poverty reduction experience and to provide part of the understanding sought after by policy makers, practitioners and researchers looking to learn something from it. The four volumes are meant to provide

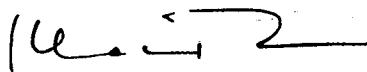
a historical overview introducing the poverty reduction process and relevant government policies as well as a collection of implementation cases and some research findings at work.

Taken together, the results illustrate the importance of economic growth as well as the necessity for policy and pragmatic intervention in several areas that are well targeted, needs – based and flexible enough to meet emerging challenges. After the first successes, largely thanks to rapid growth in the agricultural sector following the first wave of economic reform, the Chinese government has implemented an evolving series of large programmes to support the rural poor. Learning from previous experience and responding to needs and weaknesses, these programmes have put gradually less focus on top – down infrastructure and employment initiatives and more emphasis on health and education, participatory planning and refined targeting and monitoring.

Thus the Chinese experience highlights two important things: One is that it is possible to nearly eradicate extreme poverty in a single generation—statistical variations notwithstanding, China’s great achievement should be an inspiration for us all as we redouble our efforts to meet the MDGs by 2015; The other is that stimulating sustained economic growth is important, but not enough—there is a great need to ensure that the growth process is inclusive and balanced, pushing forward on core human development concerns and addressing environmental, equity, vulnerability and other challenges that emerge along the way.

I hope that these materials will provide one useful piece of the puzzle of poverty reduction as background reference to be used for international training workshops, and as a source for further analytical work for distilling China’s poverty reduction experiences, and exchanges among

policy makers, practitioners and researchers in China and other countries.

A handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke at the end.

*Khalid Malik*

*UN Resident Coordinator*

*UNDP Resident Representative*

## 序 二

在 2005 年 9 月联合国大会对千年发展目标的进展进行了第一次评估之后，随之出现了对全球反贫困的空前推动，援助者、开发机构和发展中国家都纷纷通过投入更多的财力，给予更多重视来促进减贫，对于那些致力于扶贫工作的人来说是一种莫大的鼓励。

然而，仅仅更多的资源，虽然很重要，但是难以催化出让我们实现千年发展目标所必需的巨大发展。要把对于扶贫工作的决心转化成具体的行动和成果，我们需要如何做才会更好，即了解那些已经证明有效的具体的战略、政策和项目。

发展中国家对于学习其他国家有用的减贫经验有着巨大的需求，而且这种需求远未得到满足，其中之一便体现在人们对中国令人瞩目的减贫成就的各种因素缺乏深入的了解。

持续快速的经济发展和有针对性的政府项目让中国这个世界上人口最多的国家发生了翻天覆地的变化。按照每天 1 美元的标准，中国的贫困人口自 1981 年以来减少了 4 亿人；如果按照每天 2 美元的标准，贫困人口减少了 3 亿人；而中国官方的数据为 2 亿人。尽管标准不同，这一数字会有些不同，但有一点是肯定的，那就是中国在农村地区取得的消除贫困的成就在人类历史上是史无前例的。更重要的是中国的各项人类发展指标也取得了显著的提高，如人均寿命超过了 70 岁，国民受教育率和九年义务

教育入学率均超过 90%。

因为这些成就，中国十分有望实现大部分千年发展目标，同时也会在很大程度上为全球千年发展目标的实现提供支持，如中国在消除收入贫困方面所取得的成就超过了全世界自 1990 年以来减少收入贫困的总和。

显然，真正理解中国在扶贫方面的经验将有利于推动全球扶贫工作的进展。对于那些饱受贫困灾难的国家，中国许多很有价值的经验和教训值得他们来借鉴；当然，有些经验对于其他国家来说可能很难照搬。中国的这些经验需要界定、提炼并与国际社会分享。

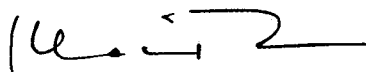
整理并传播这些扶贫知识，同时也不断向其他国家学习是中国国际扶贫中心的宗旨，该中心于 2005 年由中国政府、联合国开发计划署共同发起成立。其他国际合作伙伴如世界银行、英国国际发展部和亚洲开发银行，也都为该中心提供了大力支持。本系列丛书是中国国际扶贫中心的第一轮主要产出之一，目的是成为中国扶贫经验的一个综合参考资料，同时还为政策制定者、实践者和研究者提供部分关于学习中国经验的资料。本系列四本书旨在对中国扶贫进程和相关政府政策提供一个历史回顾，一些扶贫实践案例和研究发现。

总而言之，实践证明了经济发展的重要性，还有政府政策及其在某些领域进行有效的干预以及有针对性、基于需求地、灵活地应对挑战的必要性。在经济改革初期，农业的快速发展使改革初见成效，中国政府实施了一系列扶持农村贫困人群的大型项目。在吸取以前的经验教训和考虑实际需要的情况下，这些项目逐渐把工作重点从自上而下的基础设施建设和劳动就业转向更加重视卫生和教育、参与式计划、瞄准与监督。

中国的经验强调了两点，第一点就是消除极度贫困是可以通

过二三十年的努力而取得的。尽管由于标准不同统计数据有差异，但是中国取得的显著成就是对我们争取 2015 年实现千年发展目标的一个极大的鼓舞。另外一点就是保持持续的经济发展是非常重要的，但是只有经济发展也是不够的，还要确保经济发展是综合的和协调的发展，推动人类发展涉及的核心领域、保护环境、促进平等、扶持弱者以及解决在发展中的其他挑战。

我希望这一系列图书可以作为解决贫困难题的一份有用的背景参考资料，可以用于开展国际扶贫培训，也可以用来对中国经验作进一步提炼，还可以为中国和其他国家的政策制定者、实践者和研究者所用。



联合国系统驻华协调代表  
联合国开发计划署中国代表处代表

马和励

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