

# 国际多边发展援助与 中国的发展

——以联合国开发计划署援助为例

潘 忠 / 著

Development Aid and  
China's Development  
—— A Case Study in UNDP's Assistance

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# 前 言

改革开放以后，中国开始大规模地接受国际发展援助。国际发展援助对中国的经济和社会发展起到了积极的推动作用。近年来，随着经济的迅速发展，中国的综合国力逐步提高，人均国民生产总值显著增长。在这种情况下，对华国际发展援助开始迅速减少，联合国粮食计划署已经停止援助活动，其他多双边援助机构也都在有计划地减少对华援助。这意味着存在了近30年的对华国际发展援助即将结束，中国将从接受国际发展援助的贫穷和低收入国家队伍中“毕业”。

国际发展援助是现代中国对外经济关系史中的一项重要内容，多边援助又是重中之重。目前，国内学术界对发展援助的研究多局限在两个方面，一是从国际关系的角度对双边援助的研究，二是我国对外援助的形式和管理方式等微观层次的研究。而对国际多边发展援助，尤其是我国接受国际多边发展援助的情况，不但缺乏足够的理论研究，甚至缺少资料方面的系统梳理。在这段历史行将结束之时，本书研究了中国接受国际发展援助的历史背景、发展过程、运作机制和援助效果等问题，不仅对我国接受国际多边发展援助的历史资料进行了整理，也从理论上探讨了国际发展援助在中国发挥作用的一般机理。

当今世界，发展和共同进步是人类共同追求的目标。为此，人类就必须解决国际范围内的饥荒、战争和恐怖活动等问题，而从根本上消除这些问题的关键是缩小国家之间和国家内部日益严重的贫

富差距，实现均衡的、和谐的发展。国际发展援助被视为实现这个目标的最重要手段之一。国际发展援助产生 60 多年来，世界上几乎所有的贫穷和低收入国家都接受了援助。但是，接受援助的效果却有天壤之别。少数国家发展起来了，摆脱了援助。大多数受援国（地区，下同）仍然在接受援助，有的不但没有发展，甚至出现倒退。这与国际发展援助的目标背道而驰。中国从一个贫穷落后的发展中大国迅速发展成为国际政治经济舞台上的一支重要力量，即将摆脱发展援助。所以，中国利用国际发展援助的经验总结和理论分析，对于国际发展援助界和接受援助的贫穷和低收入国家都具有重要的借鉴意义，同时，必将丰富国际发展思想。

本书主要采用了实证分析和比较分析的方法，在叙述和分析当前关于国际发展援助的理论和观点基础上，以联合国开发计划署（UNDP）对华援助为例，研究了中国接受国际多边发展援助的历史背景、援助内容、发展过程和管理体制等问题，并通过与国际上利用援助发展不成功的教训相对比，分析了国际多边发展援助对中国经济和社会发展所起到的作用，以及这种作用得以发生的深层原因。

国际发展援助起源于第二次世界大战结束后，其基本目标是消除贫困，促进发展。在过去的 60 多年里，国际发展援助对如何有效促进发展的认识经历了一个变化的过程：20 世纪 50~60 年代是以促进受援国经济增长为目的提供援助，70 年代是以满足人的基本需求为核心的援助，80~90 年代是以受援国体制改革为援助重点，直到近年来以社会的全面发展为指导思想进行援助。实践活动证明，国际发展援助坚持“供给导向”的原则忽视了受援国在发展中的地位和作用。现在人们普遍认识到，发展是一个包括经济增长在内的非常全面的问题，发展的主体是受援国。国际援助只是受援国实现发展的辅助手段，发展的根本出路还在于受援国自身内在的发展。

经受了长期计划体制的束缚，再加上“文化大革命”的影响，

到 20 世纪 70 年代后期,中国面临着政治和社会不稳定、经济衰退等严重问题。为了摆脱困境,发展自己,中国选择了改革开放,开始接受国际发展援助。在国际上,自 20 世纪 60 年代开始,联合国越来越将推动世界均衡发展作为自己的优先任务,并形成了涵盖经济、社会和人道主义救援等内容广泛的多边发展援助系统。国际多边发展援助由于在政治上的中立性而受到发展中国家的普遍欢迎。所以,1979 年中国首先接受了全球最大的多边发展援助机构、联合国发展系统的协调机构 UNDP 的技术援助。

在 UNDP 对我国援助的 20 多年里,援助规模由小到大,又由大到小,经历了起步、迅速上升、高潮、消退、趋向结束几个阶段。援助领域结合了我国五年经济发展计划和联合国关于发展的优先目标,涉及农业、工业、卫生、教育、体制改革、扶贫、妇女发展等经济和社会的各个方面。援助的形式从领域单一、分散独立的项目援助逐步发展成为综合性的、更全面系统的方案援助;援助规划由协调性差的国别援助方案发展成为与其他援助机构合作、协调性强的国别发展框架;援助的内容从最初的以提供单一技术和设备的硬件投入为主转变为以帮助政府进行管理体制改革和法制建设等软件投入为主。中国政府对国际多边援助采取了综合利用、归口管理、积极配合、加强引导、严格监督等措施来保证援助项目选择的合理性、项目的顺利进行、项目成果的巩固和推广。

UNDP 发展援助的作用集中体现在为中国减贫提供了新思路和新方法,加快了我国减贫的步伐;帮助我国引进先进的技术设备、提高了人力资源开发能力、加速了经济体制改革、改善了投资环境、促进了经济和社会和谐发展等;该组织倡导的发展理论和发展目标为我国的发展思想带来了先进的理念,为我国政府树立科学发展观提供了良好的借鉴。

中国能够成功地利用国际多边发展援助,关键在于我国采取了“以我为主、为我所用”的指导思想,实施集中管理的制度,牢牢控制了发展的自主权,根据经济社会发展不同阶段的优先目

标，利用国际多边发展援助为实现这些目标服务，从而把国际援助变成了带动和促进中国发展的有力工具。

本书认为，中国接受国际多边发展援助的历史经验表明，接受国际援助必须有正确的指导思想，在制定援助政策和内容时必须首先考虑本国的优先发展需要；有效可控的援助管理体制是成功利用外援的关键；国际发展援助并不能代替自身的改革开放，改革自身不利于发展的一切障碍，积极地应对经济全球化，趋利避害，才是实现发展的根本之路。

尽管中国实现了经济的飞速发展，但是，中国政府和人民仍然面临着艰巨的发展任务，要达到中等发达国家的水平，全面实现惠及十几亿人民的小康社会，中国还有漫长的道路要走。所以，中国仍然需要国际社会的关注和支持。

本书最后指出，中国经验只是中国的经验，世上没有放之四海而皆准的真理。世界各国的情况千差万别，中国经验不能简单地复制。广大的受援国应当结合自身情况制定相应的受援政策。

由于作者水平有限，在成书过程中难免会存在疏漏。望各位专家、学者批评指正。

潘忠

2008年1月

## Preface

Since adopting the policy of reforming and opening to the outside, China started to accept International Developing Aid (IDA) in large scales. IDA has promoted the development of China's economy and society. Recently, with the rapid growing of China's economy, China's overall national strength got higher and per capita GDP increased apparently. In this case, IDAs to China decreased rapidly, for example, United Nations Food and Agriculture Organization ceased aid this year and other aid institutions are cutting their aid to China with plans. This means that IDA lasting for almost 30 years will come to end eventually, and China will get graduated from the aid to poor and less developed countries.

IDA is one of the most important parts of China's modern foreign business relations history, and multi-aid is especially important among them. Nowadays, domestic study in IDA is limited in two respects: some study bilateral aid from the angle of foreign relations, and the others study in China's foreign aid to other countries in micro-phenomenon, such as modes and ways of management. But for the multi-IDA, especially taking China as the recipient of multi-IDA, there is no theoretical study, no even in systematically organizing in materials. While this period of history is ending, this thesis studies the background, progressing, operating and effects of multi-IDA in China. It not only organizes the historical materials, but also theoretically studies the basic mechanism in which



multi-IDA improved China's development.

In today's world, development and common progress are the target human beings pursuit. For this purpose, human beings must find the way to overcome hunger, wars and terrors, and the key problem is to narrow the gap between the rich and the poor countries, to get harmonious and balanced development. IDA is considered as one of the most important methods. 60 years passed since IDA existed, and all the poor and less developed countries accepted it. But there got different results. Very few recipients got developed and had the ability to give up aid. Oppositely, most recipients are still taking aid, some of them get retrogress instead of developing. This result goes oppositely with the goals of IDA. China developed as one of the most important strengths rapidly from normally a poor and un-developed large country, and will get graduated from IDA, it is apparently very important that China's experience of taking use of IDA is theoretical studied, to IDA donors as well as to those poor and less developed countries. It will enrich the development theories in the world.

This thesis adopted concrete evidence analysis and comparative studies. On the basis of stating and analyzing the current theories and views of IDA, taking United Nations Development Program (UNDP) as an example, this thesis studied the background, aid activities, progressing and management system of IDA in China, with the comparison with other unsuccessful countries in IDA, analyzed the contribution that multi-IDA made in China and how multi-IDA made it.

IDA started from the end of the II world war, its main goal is to eliminate poverty and improve development. In the past 60 years, IDA has got progress in the understanding on how to improve the development: in 50 - 60<sup>th</sup> of 20<sup>th</sup> century, IDA gave aid to stimulate the economic increases in recipients; in 70<sup>th</sup>, aid was given in the mind of meeting human's basic need; in 80 - 90<sup>th</sup>, aid was used to promote the structural

reformation in the recipients and nowadays, aid was recognized as a tool to promote comprehensive development in the recipients. It was proved that, in the historical principle of "supply-oriented", the role of recipients was overlooked. Currently, people recognized that, development is a comprehensive thing not merely consisting economic increase, the subject of development is the recipients. IDA can only be taken in an auxiliary function, that means, recipients can only depend on themselves to get developed.

Under the binding of long-term planned system, in addition to the influences of "Cultural Revolution", by the end of 70<sup>th</sup> in 20<sup>th</sup> century, there were serious problems in China's political and social system and economy. In order to get rid of the troubles and get developed, China adopted reforming and opening door policies, and started to accept IDA. In the world, since 60<sup>th</sup> in 20<sup>th</sup> century, UN started to take promoting the harmonious development as its priority, and formed a multi and comprehensive aid-giving system to offer help in economy, society and humanitarian aid. Owing to its neutrality, multi-IDAs are welcome in developing countries. Since 1979, China started to accept technical aid from UNDP, which is the largest multi-aid institution and the coordinator in the UN system.

In the 20 years with the aid from UNDP, the aid scale changed in different period, with the process of starting, increasing promptly, high tide, decreasing, ending. Aid was given under the needs of China's five-year plans and UN's goals in development, in the areas of agriculture, industry, sanitary, education, system-reformation, poverty-alleviation, women's development, etc. Aid was used in single area and in isolated projects at the beginning, and was used in comprehensive and systematical programs. Aid plan was with almost no balances among donors in country aid program, and was changed as country development frame-

work with coordinating between donors. Aid was given in single technology and equipments previously, and was given in “soft investment”, as helping in governmental management system reformation and legal construction. Under the way of comprehensive utilization, centralized management, positive corporation, strengthened guidance, strict supervising, Chinese government made full use of UNDP's aid and kept successfully in selecting reasonably, operating smoothly and making the programs enhancing and extending.

The roles of aid from UNDP are presented mainly in the following areas: offering new ideas and new methods to China's poverty alleviation, which stepped up the alleviating of poverty in China; helping China to import advanced technology and equipments, to enhance China's ability in developing human resources, to quickening China's economic system reformation, to improve investment environment, to promote the economic and social development harmoniously. The developing theory initiated and the target set by UNDP brought China new ideas, which furnished good reference to setting our Scientific Development Viewpoint.

The key that China can use multi-IDA successfully is resulted from the idea that China adopted, that is, “depending mainly on ourselves, giving a hand to us”. Chinese government managed all the aids in a centralized way and controlling the decision-making power of its own. China decided the priority areas and made multi-IDA serve these targets, which make multi-IDA work as a strong supplementary in China's developing.

From the historical experiences that China accept multi-IDA, this thesis gets the following conclusions: (1) it was vital that recipients should have right guiding principle, that is, the country's developing need should be considered first; (2) effective and controllable management system is key to be successful in using IDA; (3) IDA can not take the place of reforming and opening policies by recipients. Self-reforming

and answering the challenge of globalization actively is the basis to get developed.

Although China developed rapidly, we still have a long way to go to become middle-developed. China still needs support in the near future.

Last but not the least, this thesis tries to point out that China's experience can maybe only work in China, and there is no truth which fits for all. China's experience can not be simply copied. All the recipients should adopt policies which can fit themselves.

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