



中國國際扶貧中心
International Poverty Reduction Center in China

Brief on

International Poverty Reduction Studies

国际减贫研究资料摘编

The content of this issue

本期内容

Study on Poverty Reduction Policy in Border Areas of China

《中国边境地区扶贫政策研究》研究成果

Locally capitalizing benefits of natural resources exploitation and compensation for local efforts on environment protection: construct a steady and effective mechanism on social and economic development for the border areas
(overview)

自然环境资源资本化：构筑边境地区经济社会发展的长效机制
(概要)

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About the literature published in this issue

The literature summarizes the output of research program in the name of Study on Poverty Reduction Policy in the Border Areas of China, accomplished by a team jointly set up by China State Council Leading Group Office for Poverty Alleviation and Development (LGOP), Renmin University of China(RUC) and National Bureau of Statistics of China(NBS).

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Firstly, the report displays and analyzes social and economic situation, poverty causes and determinants in the border areas; secondly, evaluates the implementation of Poverty Reduction Program in Rural China (2001-2010)(PRPRC) in the border areas; thirdly, according to advantages on natural resources had by the border areas and its contribution to the regional and national ecosystem and environment, and disproportions occurring at distributing the benefits of natural resources exploitation and compensating border residents for their sacrifices in environment protection, proposes the supportive policy profile and concrete measures for building up a steady and effective mechanism on social and economic development for the border areas.

The core of the profile is to improve the share of resource exploitation benefits enjoyed by the border areas and compensate adequately the areas for their losses in sustaining ecosystem and protecting environment, and then locally capitalize these two parts of benefits, based on this process, driving the accumulation of local human capital. In the consequence, the local industrial capital structure would be optimized and therefore endogenous economic growth and social development pattern shaped.

The Program was funded jointly by LGOP, UNDP and Hong Kong Oxfam.

所刊文献说明

本期所刊资料是《中国边境地区扶贫政策研究》课题总报告的内容摘要，该报告由国务院扶贫办、中国人民大学和国家统计局联合课题组合作完成。

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课题主报告和分报告由中国人民大学农业与农村发展学院研究人员撰写。

报告首先展示并分析了中国边境地区社会经济发展概况、致贫因素和致贫机理，其次对边境地区执行《中国农村扶贫开发纲要（2001—2010）》的成效进行了评估，之后，根据边境地区的自然资源优势、该地区为区域乃至全国生态平衡所做的贡献、边境地区资源开发收益分配和环境维护补偿的偏差等因素，提出建立实现该地区社会经济均衡协调发展长效机制的思路和具体措施。其核心是提高边境地区享有自然资源开发收益的份额，给予其维护生态环境所做贡献以充分的补偿，使这两部分收益就地资本化，以此为契机加快人力资本积累步伐，通过制度与机制创新，实现边境地区资本结构的优化，从而产生经济增长和社会发展的内源动力。

该课题得到了国务院扶贫办、联合国开发计划署和香港乐施会的资助。

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for local efforts on environment protection: construct a steady and effective
mechanism on social and economic development for the border areas
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自然环境资源资本化： 构筑边境地区经济社会发展的长效机制
(概 要)

Joint study team set up by China State Council Leading Group Office for Poverty Alleviation and Development
(LGOP), Renmin University of China(RUC) and National Bureau of Statistics of China(NBS).

国务院扶贫办、中国人民大学和国家统计局联合课题组

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Due to influences exercised by historical, natural, economic and social factors, the terrestrial border areas in China have been lagged behind other areas over a long time in terms of production mode, addressing basic food and clothing, infrastructure and cultural, educational and health services, etc. The increasing disparity between border areas and national average and non-border areas has become a prominent constraint to steady social and economic development of China. According as the needs of national balanced social and economic development in the new era, this paper tries to find some purposeful measures for expediting development and poverty eradication in border poor areas.

The concrete way for addressing the problem proposed in this paper is described as follows: based on continually increasing the size of inputs mainly funded by central government and its efficiency, explore the approach to locally capitalize the benefits of exploiting natural resources situated in border areas and compensation for local efforts on environment protection, through innovating institutions and conducting favorable policies, and consequently make all people in border areas including poor residents equally share the benefits of whole economy's prosperity and the capitalization mentioned above, which will favor formatting a better combination of various capitals and reversing an adverse situation in terms of national income distribution that border areas are facing, and finally eradicating backwards of the areas in economic, social and cultural areas.

长期以来，由于历史、自然、经济、社会等多方面的原因，中国内陆边境地区一直处于落后状态。社会发育程度低，生产方式落后；贫困人口比例高，解决温饱难度大；基础设施薄弱，文化、教育、卫生等社会事业发展滞后。与全国整体及非边境地区的差距不断扩大，日益成为中国社会经济稳定发展的重要制约因素。本文针对新时期全国社会经济均衡协调发展的要求，提出有针对性的措施，促进边境贫困地区社会经济加速发展，尽快解决贫困问题。

本文提出的具体思路是：在继续加大以中央政府投入为主体扶贫资源的投入力度、提高扶贫资金利用效率的基础上，探求边境贫困地区自然资源 / 环境资源就地“资本化”的途径，优化当地资本结构，使边境地区包括贫困人群在内的所有民众相对平等地享有整体经济繁荣和自然资源 / 环境资源资本化带来的收益，从而扭转其在国民收入分配与再分配中的不利地位，消除社会、经济、文化落后状况，最终形成社会经济持续发展的长效机制。

General development of 135 counties located in border areas

一、135 个边境县的总体发展状况

There are 135 counties located in 9 provinces along China terrestrial border which is 22.8 thousand kilometer long, covering a population of 21 million, 48% of which is minority, and 1.8 million square kilometer land, which accounts for 18.8% of that of the whole country. Of them, 41 key counties have got national special supports on poverty reduction (hereinafter referred as “key counties” for short) in the areas accounting for 7%. Except few port cities, most of the 135 counties remain low at the level of civilization.

Statistic data shows that the border areas has been a lag-gard in comparison with the national average and non-border areas in terms of natural condition, infrastructure,

中国陆地边境线长达 2.28 万公里，分布有 9 省（区）135 个县、旗、市、市辖区。总人口约 2100 万人，其中，少数民族人口占 48%。土地面积约 180 万平方公里，占国土面积的 18.8%。在 135 边境县（市、区）中，国家级扶贫开发工作重点县（以下简称“重点县”）41 个，占全国重点县的 7%。除少数几个口岸城市外，绝大部分是我国尚未开发或开发程度较低的地区。

统计数据显示，无论发展水平还是发展速度，边

economic development, public and private capital, agricultural development, industrialization and urbanization, external trade and resident living, when it comes to level and speed of development.

— Border areas have tough natural environment and are short of arable land, most of which are covered by the landform like plateau or desert far from accommodating for vegetation. In 2004, forest coverage was only 9% in average which is far below the 21% in non-border areas; average percentage of irrigated farmland was just 41%, which is less than that of non-border areas (58%) as well.

— The infrastructure of border areas is faultier than that of non-border ones. In 2004, per million people length of highway across every square kilometer in border areas was 0.31 kilometer which is slightly higher than half of that in non-border areas, 0.58 kilometer, in the region where the minority is swarming the figure is even lower, just 0.27; Per capita investment in fixed assets in border areas was 2,517 Yuan at same year, which was only three quarters of that in non-border areas, 3,351 Yuan.

— In terms of the macroeconomic and rural development, border areas have fallen behind non-border ones. In 2004, per capita GDP in border areas was 7,310 Yuan, which was only equal to two thirds of the non-border ones (11,092 Yuan), the figure of that indicator in border poor regions was just 4,147 Yuan only equal to 38% of the national average, 11,028 Yuan; At same year, per capita net income of rural residents was 2,447 Yuan accounting for four fifths of that in non-border areas, 3,078 Yuan; in border poor regions, that was only 1,487 Yuan less than half of national average, 3,047 Yuan.

— Both public and private financial resources in border areas are significantly inferior to non-border ones, which leads to deficiencies of local economic investment. In 2004, per capita local public financial revenue in border areas was 590 Yuan slightly higher than half of that in non-border ones, 1,080 Yuan, in border poor regions, the value of the indicator was 336 Yuan just less than one third of national average; At the same year, the average rate of local public finance expenditure gap achieved 75% in border areas, which is much higher than that of non-border areas, 45%, while the value of that in border poor regions even reached up to 83%. Per capita savings which can show resident's wealth in border areas was 5,785 Yuan in 2004 which is equal to 85% of that in non border areas, 6,771 Yuan. In border poor regions, it was 2,827 Yuan, only higher than two fifths of that in non-border areas.

— Measured by material inputs and mechanization, the agricultural development in border areas trailed behind non-

境地区在自然环境、基础设施、经济发展、公私财力、工业化与城镇化、对外经济合作、人民生活等方面都落后于全国、内地及沿海地区。

——自然条件恶劣，宜耕土地缺乏，多数地方的地貌为不适合植被生长的高原和荒漠。2004年，边境地区森林覆盖率仅为9%，大幅低于非边境地区的21%；有效灌溉耕地面积比重为41%，低于非边境地区的58%。

——基础设施落后。2004年，边境地区每百万人每平方公里公路里程数为0.31公里，约相当于非边境地区0.58公里的一半强，边境民族地区这一指标值更低，仅为0.27公里；边境地区当年人均固定资产投资为2517元，仅相当于非边境地区3351元的3/4。

——国民经济发展水平低下。2004年，边境地区人均GDP为7310元，仅为非边境地区11092元的2/3，其中贫困地区为4147元，只相当于全国平均水平11028元的38%。农村居民收入方面，边境地区也差于非边境地区，2004年人均纯收入2447元，相当于非边境地区3078元的4/5。其中，贫困地区仅为1487元，不到全国平均水平3047元的一半。

——公私财力欠缺，投资能力不足。2004年，边境地区人均地方财政收入为590元，只相当于非边境地区1080元水平的一半强，其中贫困地区为336元，不及全国平均水平的1/3。当年平均地方财政支出缺口率边境地区为75%，远高于非边境地区的45%，而边境贫困地区更高达83%。以反映民间财富能力的人均居民储蓄额来看，2004年边境地区为5785元，是非边境地区6771元的85%，而边境贫困地区2827元的水平仅为非边境地区的2/5强。

——农业物质投入不足，机械化水平低，发展动力缺乏。2004年，边境地区每公顷耕地农机总动力为3.8千瓦，只相当于非边境地区7千瓦水平的一半强。在物质投入方面，边境地区的差距更大，当年每

border ones. Concerning to agricultural mechanization, per hectare arable land total power of Agricultural Machinery in border areas in 2004 was 3.8 kilowatts which slightly more than half of that in non-border ones, 7 kilowatts. In the aspect of material inputs, there is a bigger disparity between two kinds of areas. In 2004, Per hectare arable land consumption of chemical fertilizer (convert to pure amount) in border areas was only 191 kg which is 37% of that in non-border ones, 514 kg; Per hectare arable land usage of pesticide was only 4.3 kg accounting for 27% of that of non-border areas, 15.5kg; As for per hectare dry-land consumption of plastic film, border areas just reached to the half of the level of non-border ones. Because of inadequate mechanization and material inputs, border areas gained less unit agricultural production than non-border ones.

— Non-farm sectors' development in border areas has been also in low level. In 2004, the rate of non-farm employment which reveals the course of region's non-agriculturalization was 28% in border areas lower than that in non-border areas, 46%. The proportion of secondary industry GDP which show region's various degrees of industrialization was 34% in border areas less than 49% of that in non-border ones. Although the proportion of tertiary industry GDP in border areas is close to that in non-border ones, it was only natural character of tertiary industry's development in both pre-industrial and post-industrial stages: The tertiary industry may account for a high proportion not only in the region of insufficient industrialization but also in the highly developed region. The reason for higher tertiary industry GDP proportion in border areas with undeveloped non-farm sectors is that there are overfull employments funded by public finance.

— Measured by per capita export, per capita foreign capital actually utilized and the ratio of actual foreign capital to GDP, the level of outward economy in border areas is significantly lower than that in non-border ones. In 2004, per capita export in border areas (228 U.S. dollars) was lower than that in non-border areas (276 U.S. dollars). However, it should be noted that per capita export in border areas of 228 U.S. dollars was mainly contributed by a few relatively developed port regions. The indicator gap between the two areas would be significantly enlarged if the port regions are deducted; Per capita foreign capital actually utilized which can reflect the level of foreign investment in border areas was 24 Yuan, less than the half of that in non-border areas, 56 Yuan; The ratios of actual foreign capital to GDP of the whole country, non-border counties and border counties were 4.1%, 4.2% and 2.7% in 2004, while for non-port counties in border areas the ratio was only 1.0%.

公顷耕地化肥使用量(折纯)为191公斤,是非边境地区514公斤的37%;每公顷耕地农药施用量为4.3公斤,是非边境地区15.5公斤的27%;每公顷旱地地膜使用量,也只有非边境地区的1/2。由于农业机械化水平低且物质投入不足,边境地区单位面积土地农业产出低于非边境地区。

——非农部门发展滞后。从反映从业人员非农化水平的指标——非农产业就业率来看,2004年,边境地区该指标值仅为28%,低于非边境地区的46%。表征工业化发展程度的第二产业GDP比重,边境地区为34%,低于非边境地区的49%。尽管边境地区和非边境地区第三产业GDP比重比较接近,但这只是前工业化和后工业化两阶段第三产业发展特征的正常表现,即工业化发展不足区域和工业化发展程度较高区域都可以表现出第三产业占较高比例的特点。非农产业发展不足的边境地区之所以第三产业GDP比重(31.5%)远高于非边境地区(19.7%),是与财政供养人员过高形成“虚假”城镇化分不开的。

——对外经济贸易与合作水平显著低于非边境地区。2004年,边境地区人均出口额为228美元,低于非边境地区的276美元。此处需要说明的是,边境地区人均出口228美元主要是为数不多发展较好的口岸地区所贡献的,如扣除这些地区,边境与非边境地区人均出口额差距将会显著扩大;在反映外商投资水平指标——人均实际利用外资额方面,边境地区的24元不及非边境地区56元的一半;在实际使用外资与GDP比率方面,2004年全国为4.1%,非边境县为4.2%,而边境县仅为2.7%,其中,非口岸县只有1.0%。

——居民生活水平相对较低。2004年,边境地区人均社会消费品零售额为2041元,边境贫困地区仅为1109元,不及非边境地区3444元的1/3。边境地区农村年人均用电量为169千瓦时,边境贫困地区则仅为70千瓦时,仅为非边境地区381千瓦时水平的18%。

— Both per capita retail sales of social consumer goods which reveals the level of resident consumption and per capita consumption of electricity which deeply represent rural living standard show that the residents' living in border areas is worse than that in non-border ones as well. In 2004, per capita retail sales of consumer goods in border areas was 2,041 Yuan, while poor regions in the areas was only 1,109 Yuan less than one third of that in non-border ones, 3,444 Yuan. Rural annual per capita consumption of electricity in border areas was 169 kilowatt-hours, and only 70 kilowatt-hours in the poor regions of the areas which just accounts for 18% of that in non-border areas, 381 kilowatt-hours.

In some fields, the rate of development in border areas was close to that in non-border ones, such as per capita fixed capital investment, per capita GDP, per capita net income of rural residents, however, because of lower starting point, the absolute gap between two kinds of areas remains widening. Even in some fields, the rate of development of border areas was lower, such as per capita local financial revenue and per capita savings which reflect capability of local investment. In 2000-2004, the annual growth rate of per capita local financial revenue in border areas was 11.6% less than the 17.6% in non-border ones; the annual growth rate of per capita savings in border areas was 10.7% which also was less than the level of 13.1% in non-border ones. Especially, there was an inverted trend in border areas in evolution of economic structure: in 2000-2004, the annual growth rate of non-farm sectors employment in non-border areas was a plus value, 2.3% while in border areas it was a minus value, -1.7%, non-agriculturalization moved backward instead of going ahead.

尽管边境地区有些领域的发展速度与非边境地区相近，如人均固定资产投资、人均GDP、农村居民人均纯收入等，但由于基础差，两地区的绝对差距仍在扩大。在有些领域，边境地区甚至连发展速度都落后，如实质反映投资能力的人均地方财政收入和居民人均储蓄额。2000 - 2004年，边境地区人均地方财政收入年增11.6%，低于非边境地区的17.6%；居民人均储蓄额年增10.7%，低于非边境地区的13.1%。特别值得注意的是，边境地区产业发展还出现了逆向调整的趋势：2000年到2004年，非边境地区非农产业就业率年均递增2.3%，而边境地区却年均下降1.7%，非农化进程“不进反退”。

■ ■ ■ Border areas are still suffering from a rigorous poverty and poverty reduction in the areas remains in hardship

二、边境地区贫困状况和扶贫开发形势不容乐观

i. 41 key counties in border areas still embark on a long road with formidable tasks lying ahead to meet the goals set by 10-year Poverty Reduction Program in Rural China (2001-2010)(PRPRC).

China Rural Poverty Monitoring Data shows that 41 border key counties were much poorer than the whole nation and non-border key counties, although these counties have experienced continual declination on poverty incidence and low income incidence¹.

(一) 41个边境重点县实现十年“扶贫开发纲要”目标任重道远

根据农村贫困监测数据判断，尽管41个边境重点县农村贫困发生率和低收入人口率¹不断下降，但边境重点县农村贫困状况仍然远甚于全国平均水平，也较非边境重点县严峻。

1. In order to monitor and evaluate the situation of poverty in China accurately, China has set up two poverty lines. The first one was named as Poverty Line set in 1986 targeting the poor who has no enough food and clothing; the second one was named as Low Income Line set in 2000 targeting the poor who still haven't rich life and are easy to get into absolute poverty

In 2004, the rural poor population in border areas was 682 thousand which accounts for 11.45% of total rural population (5.954 million). There is also a fluctuation in the poor population size over years. Relatively, rural poverty incidence across the whole country was 2.8% at the same period and that of key counties in non-border areas was just 7.9%. In 2004, low income population in border areas was 1.694 million which was equal to the 28.45% of total rural population, nevertheless the percentage across the whole nation was only 5.3% and in non-border key counties it just 20.5%.

Reviewing the situation on poverty reduction since the start-up of PRPRC, the author found that it remained a formidable task to achieve the scheduled goals at existing development speed, although remarkable achievements were made from 2001 to 2005 in border key counties. The estimation on the progress of poverty reduction in border key counties based on the data from NBS and the goals of PRPRC, MDGs and building a well-off society showed that these counties could only finish 65% of tasks identified by PRPRC until 2010 at the same development rate with that of 2000-2004. Results of estimation are listed as follows by item: (1) though poor and low-income population will decrease annually, the goal of solving basic food and clothing cannot be only accomplished by 64% until 2010; (2) Basic production and living conditions will be improved to some extent, but in 2010 the goal of consolidating basic food and clothing of the poor can be only completed by 56%; (3) Both the standard of living and comprehensive quality of residents need to be raised, which will achieve its objectives by 66% in 2010; (4) Due to its higher development rate, rural infrastructure construction will be the only aspect which can meet the expected goals; (5) By 2010, the ecological environment will be improved, but only 62% of the goals in this aspect can be realized; (6) Even though GDP and export will grow rapidly, there will be an inverted industrialization and urbanization². By 2010, the goals on comprehensive development among economy, society and culture can only be accomplished by 47%. The gap between the expected goals and actually realizable ones in this aspect is biggest one among above six aspects.

Other than the still extensive and severe poverty, the relative shortness of funds and its inefficiency have been also

2004年, 边境地区农村贫困人口为68.2万人, 占595.4万乡村总人口的11.45%, 而且贫困人口绝对规模还起伏不定。同比之下, 当年全国农村贫困发生率仅为2.8%, 非边境重点县也只有7.9%; 2004年, 边境农村地区低收入人口为169.4万人, 占乡村总人口数量的28.45%。而同年, 全国农村地区低收入人口率仅为5.3%, 非边境重点县也只有20.5%。

从实施《中国农村扶贫开发纲要(2001-2010)》(以下简称《纲要》)以来的情况看, 尽管边境重点县在2001年到2005年期间扶贫开发工作取得了显著进展, 但按现有发展速度要完成预定目标困难重重。按照《纲要》确立的奋斗目标, 参照新千年发展目标 and 全面建设小康社会目标, 利用来自国家统计局的数据, 对边境重点县的扶贫开发进程进行测算, 结果表明: 按照2000—2004年的发展趋势, 至2010年, 边境重点县整体上将只能完成扶贫开发纲要任务的65%。结果分项目显示如下: (1) 贫困和低收入人口将逐年减少, 但至2010年解决温饱的目标仅能实现64%; (2) 基本生产和生活条件将得到一定改善, 但至2010年巩固温饱的目标仅能实现56%; (3) 居民生活质量和综合素质亟待提高, 至2010年仅能实现目标的66%; (4) 乡村基础设施建设发展较快, 在6个方面中是惟一个有望如期实现目标的方面; (5) 生态环境有所改善, 但至2010年仅能实现62%的目标; (6) GDP和出口增长迅速, 但工业化城镇化逆转², 至2010年经济社会文化综合发展目标仅能实现47%, 所有6个衡量方面, 经济社会文化综合发展离目标最远。

除了边境地区贫困面仍然很广、贫困程度依然很深的现实状况之外, 资金规模相对不足和利用效益相对低下也在制约着边境贫困地区减贫目标的如期实现。

again though they have addressed the basic food and clothing. The two lines would be adjusted annually according to Price Index. Poverty Incidence is equal to the proportion of absolute poor population in total population; Low Income Incidence is equal to the proportion of low income population in total population.

1. 为准确对农村贫困状况进行监测, 中国制定了两个贫困标准。一是贫困线, 针对不得温饱的绝对贫困人口, 制定于1986年; 二是低收入线, 针对已经解决温饱但仍不富裕、易于返贫的低收入人口, 制定于2000年。二者根据价格指数变化逐年调整。贫困发生率是指绝对贫困人口占总人口的比重; 低收入人口率指低收入人口(不包括绝对贫困人口)占总人口的比重。

2. It means that the level of industrialization and urbanization keeps decreasing with the economic growth.

2. 即随着经济的增长, 工业化与城镇化水平不断下降。

limiting the realization of goals on poverty reduction in border areas on schedule.

In the aspect of the need of funds, border key counties gained less poverty reduction funds in proportion to their high share of poor population. The proportion of population living in poor villages to the total rural population in the whole country, border key counties and non-border key counties are 36.3%, 50% and 35.9% respectively. Since the border key counties have bigger size of poor population, they should be provided more funds. However, the existing average inputs on poverty reduction from central government in border key counties, 44.55 million is less than not only the average of the whole nation, 49.38 million, but also the average of non-border key counties, 49.74million.

In the aspect of inefficiency of the fund utility, special geographical location, landform and natural condition led to high projects cost and low unit fund efficiency in reducing poverty in border areas, therefore intensifying relative shortness of poverty reduction resources. The cost-benefit estimation of the programs or projects of farmland improvement, road building, rebuilding and widening and drinking water showed that unit fund benefit of these events in border areas is lower than that of the whole country and non-border key counties on average. In terms of farmland improvement programs, newly expanded farmland under the inputs of 10,000 Yuan in border key counties is 1.78 hectare only equal to 57% of that in non-borner key counties, 3.12 hectare; For the programs of road building, rebuilding and widening, the length of the road which is newly built, rebuilt and widened under the inputs of 10,000 Yuan in border key counties is 0.1 kilometer which is just 1/4 of that in non-border key counties, 0.39 kilometer; For the programs of drinking water, the amount of human being and livestock which have been addressed the difficulty in drinking water in border key counties is 87 less than that in non-border key counties (112) by 22%.

ii.94 border non-key counties actually have the same level with the key ones in social and economic development: 135 border counties should be included in the national poverty reduction and development system.

Even though border non-key counties performed well in some indicators measured by the average of 2004, such as per capita net income in rural areas, per capita savings, rural Engel Coefficient, doctors per 1000 rural population, telephones per 100 resident, enrollment rate for children, proportion of village having access to TV, per capita exports and urbanization rate, etc, the values of these indicators in the counties were higher or slightly less than na-

资金需求方面, 边境地区重点县贫困人口比例高, 但所获扶贫资源相对较少。以贫困村人口占乡村总人口比例来看, 全国平均为 36.3%, 边境地区 41 个重点县为 50.0%, 内地 551 个重点县为 35.9%, 边境重点县远高于全国及内地, 因此边境重点县应得到相对较高的资源投入。然而, 这些县县均现有扶贫投资量 (4455 万元) 不仅低于全国平均水平 (4938 万元), 更低于 551 个内地重点县的平均水平 (4974 万元)。

资金使用效益方面, 特殊的地理位置、地形地貌以及自然条件造成边境地区扶贫项目建设成本高、单位扶贫资金效益低的特点, 更加剧了资源相对不足的矛盾。根据对基本农田建设、道路修建及改扩建、人畜饮水工程三个项目单位资金效益的测算, 边境重点县每年、每个项目上的效益都低于全国平均和内地重点县。比如, 每万元资金新增基本农田数量, 内地重点县为 3.12 公顷, 而边境重点县仅 1.78 公顷, 仅及前者的 57%; 每万元新增及改扩建公路里程, 边境重点县为 0.10 公里, 仅相当于内地重点县的 0.39 公里的 1/4; 每万元解决饮水困难人数和牲畜数, 边境重点县为 87, 比内地重点县的 112 少了 22%。

(二) 94 个边境非重点县的实际发展水平与重点县相当: 135 个边境县的贫困人群应全部纳入扶贫开发工作体系

尽管从 2004 年平均值看, 边境非重点县在许多指标上表现不错, 如: 农村居民人均纯收入、居民人均存款余额、农村恩格尔系数、每千人医生数、每百人本地电话拥有量、儿童入学率、通有线电视村的比例、人均出口额、城镇化率等, 都优于或略低于全国水平。但在反映深层次经济发展的指标上表现很差, 如非农劳动力比重、产业增加值结构、有效灌溉率、人均居住面积等, 都低于全国及内地非重点县水平, 甚至于内地和边境的重点县。

此外, 边境地区内部不同地区之间的发展水平还存在显著的差异: 民族县低于非民族县, 非口岸县

tional average. However, in some other indicators which reflect the level of economic development in depth, such as the share of non-farm sector labor, composition of industry added value, proportion of irrigated farmland, per capita living, the border areas perform badly, the values of those indicators are all less than the national average and the level of non-border non-key counties, even non border and border key counties.

Furthermore, the comparisons among different classifications showed that there is significant disparity on the level of development among various regions in border areas. Minority autonomous counties lagged behind non-minority ones, the non-port counties did that to the port ones. These minority autonomous counties and non-port counties have significantly fallen behind not only national average but also key counties across the country in social and economic development, especially their industry and employment structures still distinctly stay in the pre-industrial stage. Although the port counties has relatively higher level of social and economic development due to the trade cross border, local rural poor residents benefit little from that.

Given the border counties' remarkably dropping behind the national average, whether it is the key ones or the non-key ones, the government should discriminatively give comprehensive supports to all kinds of border counties according to their various degrees of development in social and economic terms. This paper put forward a suggestion of covering all 135 border counties with the national support for poverty alleviation and development. This is of great importance to achieve the objectives set by national poverty reduction program on schedule, actualize common prosperity between border and non-border areas and build a well-off society in an all-round way.

III. Analysis on the causes of poor border regions' backwardness

三、边境贫困地区发展滞后的原因分析

i. Adverse economic atmosphere and geographical condition

Because of adverse economic atmosphere and geographical condition, border areas have little attraction to both inside and outside private capital, this leads to a scant economic investment. Simultaneously, it is difficult for limited public resources inputs to support border areas to blend in well with the mainstream of social and economic development and share prosperity. Although some of border areas have absorbed more foreign investments, that

低于口岸县。这些民族县和非口岸县的经济社会发展, 不仅显著差于全国平均水平, 就是与全国重点县相比, 也有较大的差距, 特别是其“前工业化”阶段特征突出的产业结构和就业结构。虽然口岸县因边境贸易拉动具有较高的经济社会发展水平, 但当地农村贫困居民从中获益相对较低。

总体而言, 边境县的经济社会结构大幅落后于全国水平。应根据经济条件和发展能力不同, 有区别地予以全面扶持, 将全部 135 个边境县全部纳入国家扶贫开发扶持覆盖范围。这对于如期完成农村扶贫开发纲要提出的目标, 实现内地和边境共同富裕, 为全面建设小康社会创造条件, 意义重大。

(一) 区位交通条件不利

中国西高东低阶梯分布的经济地理条件决定了边境地区对内外部私人资本缺乏吸引力; 而有限的公共资源也难以支持其融入经济社会发展主流, 分享繁荣。尽管一些边境地区有较高的外资流入, 但那主要是因为口岸外向型经济带动的, 并未转化为当地自有产业资本。

was mainly driven by foreign trade of the ports and the investments didn't translate into local industry capital.

ii. Sterile agricultural natural resources

The data of Rural Poverty Monitoring shows that in 2004 sloping farmland upwards of 25 degrees in border areas still accounts for 17.87% and is of poor quality. In terms of domestic water resources, in 41 border key counties, proportion of the household which is difficult to have access to drinking water was 12.82%; In terms of the water resources for farming, per capita irrigable land across the country was 0.79 mu (1 mu=0.067ha.), whereas the figure in border areas of south-west China was lower than national average, such as Yunnan Province (0.72 mu) and Guangxi Autonomous Region (0.55 mu).

iii. Vile climate and environment

The frequent natural disasters, together with over-speed population growth, unreasonable farming and resource developing pattern, further damaged the ecosystem which has already been fragile. Population density (persons/square kilometer), the indicator which indirectly reflect carrying capability of a region, in 2004 of the whole country and non-border counties are 128 and 160 respectively, whereas in border counties it was 10. The forest coverage which shows the state of safeguard of ecosystem was 19% across the country, 21% in non-border counties, while only 9% in border counties. 2004 Rural Poverty Monitoring data indicated that the proportion of household in border areas which suffered from severe natural disasters was 49.24%, the disasters which reduced half of production account for 13.85%. The frequent disasters have serious influences on farming, which led to some new poverty. In some border regions, there was a prominent conflict among population, resource and environment, which caused an increasing soil and water loss and even in some spots having no land to farm and no meadow to herd, getting into a vicious circle of resources' being destroyed, environment degradation and poverty being deepened.

iv. Relatively backward in terms of investment, consumption and export

1. In the field of investment, unsubstantial public finance and civil capital have been limiting economic growth and delivery of social public services.
2. Because of insufficient consumption, it was difficult for the border areas to promote economic growth by the use of expanding consumption.
3. Although in port regions external trade has led to a re-

(二) 农业自然资源匮乏

农村贫困监测数据显示, 边境贫困地区 25 度以上坡耕地面积占耕地总面积的比重仍高达 17.87%, 而且质量较差; 41 个边境重点县中, 饮水困难户的比例高达 12.82%。全国人均水田或水浇地面积 (亩/人) 为 0.79 亩, 而西南边境地区如云南和广西, 仅为 0.72 亩和 0.55 亩。

(三) 气候条件、生态环境恶劣

频繁发生的自然灾害, 与人口过快增长、农业资源开发方式不合理一起, 使原本脆弱的生态环境进一步遭到了破坏。2004 年, 全国范围人口密度 (人/平方公里) 平均为 128, 非边境县为 160, 而边境县为仅为 10; 全国森林覆盖率为 19%, 非边境县为 21%, 而边境县也只有 9%。当年边境地区遭遇严重自然灾害调查户的比例为 49.24%, 减产五成以上的灾害占 13.85%。灾害频发严重影响了农业生产经营, 因灾致贫现象在边境地区较为常见。边境一些地方人口、资源、环境之间矛盾十分尖锐, 甚至于无地可耕、无牧可放, 陷入资源破坏、环境退化、贫困加深的恶性循环中。

(四) 投资、消费、出口方面相对落后

1、投资方面, 边境地区公共财力和民间资本薄弱, 促进经济增长和提供社会公共服务所需的私人及公共投资严重不足。

2、消费方面, 边境地区消费水平较低, 消费拉动经济增长较为困难。

3、出口方面, 尽管口岸地区的外向型经济显著拉动了经济增长, 但边境非口岸地区出口水平仍然相对较低。

这三个环节的缺陷表明, 边境地区缺乏增长所需的动力源泉、市场环境和利用地缘优势的经济平台。

markable growth, the rest of border areas still benefited a little from the progress.

The deficiencies on these events above indicated that the border areas was short of impetus and atmosphere for economic growth and the platform for utilizing its own advantages of geography.

v. Insufficient human capital

1. Laggard education undertaking. The poor group was insufficiently educated, and many children for school age dropped out because of poverty and dim prospect on future employment.

2. Deficiencies in medical treatment and public health service. The comparisons on Infant Mortality, Percentage of Hospitalized Delivery and Proportion of “having no money” in the reasons for failure in timely treatment in 2004 indicated that the border counties has fallen behind the whole country and non-border counties.

3. The lack of mechanism and environment for retaining talent in the border areas has resulted in a large insufficiency of talent because of undeveloped non-farm sectors. This made the areas run into a vicious circle, that is, shortness of talent leads to undeveloped economy and the latter produces larger talent insufficiency again.

vi. Negative effects of ecosystem protection policies

Due to inadequate consideration on special particularities of border areas in designing and conducting ecosystem protection polices which is in favor of overall situation, the people lived in border areas were impaired by the regulations and policies and which led to further severity of poverty. Firstly, the policies has cut off some traditional income sources of local poor population, such as lumbering, hunting, etc. which increased the gap between household income and expenditure; secondly, the border areas hasn't been compensated adequately for their huge contribution on overall and regional environment protection. In a sense, unbalanced benefits distribution on ecological environment protection to the border counties was one of principal reasons which led to poverty in border areas.

vii. Extortionate administrative costs

Exorbitant administrative cost has weakened public finance of border areas which had already been rather fragile, and thereby local economic growth and social development were affected negatively. The extortionate administrative cost had strong relationship with the characteristics of multiracial aggregate inhabitation, remoteness, high frequency of disasters, farmers' living separately.

(五) 人力资本薄弱

1、文化教育事业发展滞后，贫困人群文化程度较低，适龄儿童因家庭贫困、就业前景不明等原因而失学辍学的现象突出。

2、医疗卫生事业水平低下。婴儿死亡率、产妇住院分娩率、“不能及时就医原因”中“经济困难”所占比例的比较显示边境县在这一领域差于全国平均及非边境县。

3、由于非农产业普遍不发达，边境欠发达地区缺乏留住人才的机制和环境，导致人才匮乏，陷入“没有人才—难以发展—更没有人才”的恶性循环。

(六) 生态政策的负效应

为恢复和保护自然生态环境，国家推行了一系列有利于全局的政策措施。由于未能考虑边境地区的特殊情况，使得边境地区人民利益受损，导致了贫困的加剧，比如天然林保护工程和退耕还林政策。一是这些政策使部分边境地区贫困居民的一些传统收入来源（如砍伐木材、捕猎、收获林下产品等）被切断，致使收支缺口不断扩大；二是边境地区为整体和区域生态环境维护做出了巨大的贡献，却没有得到相应足够多的补偿。某种意义上，边境县生态环境保护的利益分配失衡是造成边境贫困的重要原因之一。

(七) 行政成本过高

边境地区行政成本高于内地，削弱了原本就弱小的地方公共财政力量，对当地经济增长和社会发展产生了消极影响。之所以行政成本高，与边境地区多民族聚居、地处偏远、灾害频繁、农牧民居住分散等特性直接相关。

总之，边境地区由于自然环境恶劣、经济基础薄弱、人力资本欠缺以及一些政策的影响，整体深陷“贫困陷阱”而无法自拔，无法与现代化程度不断加深的内地共享经济繁荣的收益，在整体经济快速发展的背景下日益边缘化。

To sum up, as influenced by the deficiencies in terms of natural environment, economic infrastructure, human capital, policies and institutions, the border areas was plunged deeply into poverty trap and couldn't extricate itself, and therefore was incapable of sharing progressive prosperity of the whole country with non-border areas, consequently is facing an increasing marginalization while the whole economy grows rapidly.

IV. Special importance of addressing poverty in the border areas

四、解决边境地区贫困问题的特殊重要意义

Firstly, promoting development and poverty reduction of the border areas is the key step in the course of whole nation's modernization, if the trend of being poor and developing on an unbalanced basic persists in a long term, the targets of national balanced development wouldn't be realized.

Secondly, development and poverty reduction in border areas would guarantee the common prosperity among different ethnics.

Thirdly, increasing support to poverty reduction and development in border areas could be of real significance in protecting environment, maintaining ecosystem and conserving minority culture.

第一，边境地区的发展和减贫是中国整体实现现代化的关键环节，如果任其长期贫困和发展失衡下去，会对全国社会经济持续均衡发展趋势产生重大负面影响。

第二，边境地区的发展和减贫是促进各民族共同繁荣进步的根本保障。

第三，加大边境地区扶贫开发力度对保护环境、保存生态资源、传承和保护民族文化也具有极其重要的现实意义。

V. Unitary profile of supportive policies peculiar to the border areas

五、边境地区特殊扶持政策的总体思路

Based on expanding poverty reduction funds pool mainly financed by central government and continually improving the fund efficiency, explore the way of locally capitalizing natural/environment resources³ to increase the share of the border areas in national income distribution, and then create an effective mechanism for fulfilling the measure through adjusting institutions and policies. Consequently, the better combination among physical and human capitals would be set up, based on which the border areas will gain a long-term and effective mechanism of economic and social sustainable development.

在继续加大中央政府资源为主的扶贫资金投入力度和持续提高扶贫资金使用效率的同时，探求自然/环境资源³就地“资本化”的途径，改变边境地区在国民收入分配再分配中的不利地位，通过制度变革和政策调整形成行之有效的实施机制，着力优化物质资本、人力资本和生态资本，最终建立边境地区经济社会可持续发展的长效机制。

(一) 自然/环境资源资本化带动人力资源资本

3. The natural resources consists of various exploitable energy and non-energy mineral resources and other non-mineral resources, its local capitalization means that the benefits arise from such resources' utilizing is translated into physical capital held by local residents; the environment resources including animals, plants, water, soil and climate, etc. which can contribute to ecosystem sustainability, its local capitalization means that external organizations including government should adequately compensate to border areas in terms of fund and claim for their contribution on environment protection, and subsequently make the compensation translate into local physical capital or productive assets.

3. “自然资源”包括可开发利用的各种能源和非能源矿产资源和其他具有经济价值的非矿产资源，其就地资本化是指该类资源的开发收益转变为当地居民持有的物质资本；“环境资源”是指能维持生态平衡的动植物、水土以及气候条件等，其就地资本化是指外部主体，包括政府应为边境地区在维护生态环境平衡上所做的贡献给予资金和权益方面充足的补偿，并使之转化为物质资本或生产性资产。

i. Promote human resource capitalization through natural/environment resources capitalization and thereby lead to long-term and steady development of the border areas

— Capitalize natural resources. Given that outside private investments have no impetus and external public inputs lack capability, reducing poverty in border areas can but shift its focus on local resources capitalization. Although there is no necessary material and human capitals in the border areas, it would be hopeful that underground energy and non-energy mineral resources could be translated into initial capital for starting up local economy.

— Capitalize environment resources. For the border key counties locating at the headstream of river, wind and sand and having no exploitable mineral resources, their successful practices on recovering damaged vegetation and maintaining wild plant and animal resources with the help of government should be regarded as making contributions to the social and economic development of the whole country. Especially at current stage, the country's development strategy has been changed from pursuing GDP growth into applying the concept of scientific development, the key counties should be compensated for their contribution and use this benefit as the capital to produce long-term interest.

— Input the benefits coming from natural/environment resources capitalization to turn human resource into human capital. Whether any other kind of capitals effectively plays role depends on human capital which need to be invested. In border areas, the benefits originating from natural/environment resources capitalization is largest one of investment sources. Even if natural resources are exhausted, the sustainable development would come into being if human capital has been shaped.

Use poverty reduction funds inputted by central government to initiate natural/environment resources capitalization of border areas, and then innovate institutions to make all people including poor population benefit equally from resource exploitation. In this way, natural/environment resources would be translated into physical, human and social capital which can promote economic and social take-off in border areas. The endogenous investment produced by this measure will make sustainable achievements on poverty reduction, growth and development, consequently the border areas would catch up with the pace of the whole country in terms of social and economic development.

ii. Two challenges faced by the border areas in the course of natural/environment resources local capitalization

— Benefits that arise from exploiting both energy and non-energy mineral resources flowed over the border ar-

化进而促进边境地区长期稳定发展的战略思路

——自然资源资本化。既然外来的私人资本缺乏“动力”，外来的公共投入缺乏“能力”，那么，边境扶贫就只能将眼光转移到本地资源的资本化。尽管边境地区产业资本和人力资本稀缺，但自然资源，尤其是传统农牧业生产方式和因经济地理条件限制而难以开采的地下能源、非能源矿产资源，有望转换成边境地区发展起步的初始资本。

——环境资源资本化。对于那些缺乏可开发矿产资源但地处江河源或风沙源的边境重点县，只要能以必要的政府干预帮助群众恢复和保持植被及野生动植物资源，就应被看作是对整个国家经济和社会发展的贡献。特别是当前国家战略已经转变，从追求GDP增长向实施科学发展观转变并且提出绿色GDP概念之后，就应及时将边境重点县的这种贡献转变为经济价值，作为获得长期收益的资本。

——用自然/环境资源资本化所获得的收益促进人力资源资本化。人力资本是其他任何经济资本发挥作用的媒介，需要一定的投资来源。自然环境资源资本化收益可作为边境地区人力资本积累最大投资来源。只要人力资本水平提高了，即使自然资源枯竭，也会实现可持续发展。

以扶贫资金启动边境地区自然/环境资源资本化进程，通过制度创新使资源开发收益为包括贫困人群在内的边境地区民众平等获得，边境地区的自然/环境资源，就能够转化为边境地区发展起步和起飞所需的物质资本、人力资本和社会资本。这一战略形成的“内源性”资本/投资，将带来持久的脱贫、增长与发展绩效，使边境地区跟上全国经济社会发展的步伐。

(二) 边境地区自然资源/环境资源就地资本化面临两方面的挑战

——边境地区能源、非能源矿产资源的开发收益外流，未能转为当地发展的资本。资源开发是边境

as and didn't translate into the industrial capitals for local economic and social development. Resources utilizing is a key step for border areas to start economic growth and reduce poverty, however, because of unreasonable interest distribution mechanism, its positive effects on poverty reduction were limited and unsustainable.

Firstly, under the existing regime of distributing benefits originating from resource exploiting, absolute majority of the benefits were in possession by the country, the owner of natural resources, and outside investors, contributing much less to the growth of local financial revenue and poor residents' income.

Secondly, due to the characteristics of remoteness, industry's weakness, dispersive inhabitation and convergence of various minority nationalities, the successful practices of expanding industry development and employment growth in non-border areas through exploiting natural resources are difficult to be duplicated in border areas.

Thirdly, since resources are limited and unrenovable and their utilization has negative externality on ecosystem, existing resource exploitation has exerted larger negative side-effects to the border key counties in which the ecosystem has been weakened, and therefore having restricted the development of local various industries. It is concluded on benefits distribution that the profits originating from exploiting natural resources was mainly possessed by investors, but the loss of destroying environment was assumed by local residents.

— residents in poor areas haven't been compensated adequately for their contribution and losses on natural environment protection. Most of regions in border areas set up a barrier for regional ecosystem degradation, and local residents and communities gave up much benefit arising from natural resources exploitation for protecting environment, but they haven't been paid for the sacrifice roundly in terms of funds and rights for reasonable and sustainable vegetation utilization.

The fact that the sum of overflowed benefits and lacking compensations exceeds relative less public transfers indicates that the border areas have been supporting non-border areas instead of absorbing donations from the areas.

Hence, it should be taken into consideration that the goals and performances on reducing poverty in border areas are combined into the strategy of developing resources and its cost-benefit evaluation system, facilitating transition of benefits of natural resource capitalization into initial capitals needed for development of border areas.

iii. The options of new poverty reduction and development

贫困地区实现经济起飞和摆脱贫困的关键，但目前该项开发的收益分配不合理，致使资源开发的减贫效应非常有限且不可持续。

第一，在现行资源开发收益分配体制下，资源开发收益绝大部分为资源所有者（国家）和开发商占有，对边境重点县地方财政收入增长贡献有限，对边境地区贫困农（牧）民收入增长贡献更小。

第二，由于边境重点县地处偏远，产业发展薄弱，人口居住分散，少数民族聚居，一些内陆地区依托资源开发带动产业发展和就业增长的成功经验难以“复制”。

第三，由于资源的有限性、不可再生性及资源开采对生态的负外部性，已有资源开发给生态环境系统很脆弱的边境重点县造成较大的负面影响，也因此影响到了其它产业的健康发展。这就形成了这样的利益分配格局：资源资本化开发得到的增值收益主要为投资者所有，资源环境破坏的代价主要为当地居民承受。

——贫困地区居民并没有获得因江河源 / 风沙源天然植被保护、退耕还林所遭受损失的充分补偿。包括边境非重点县在内的大多数边境地区为区域生态环境良性发展提供了有效的生态和社会保障，当地居民及其社区因生态环境保护 and 退耕还林放弃了“利用”收益，付出了很大的代价，但却尚未有法律化的、以植被资源和生物种质资源的“保有”为依据的全面补偿。

收益外流部分加上补偿不足部分超过相对较少的公共转移支付扶持资金的现实表明：边境地区不仅没有获得外界的“扶贫”，反而持续地向外界“扶富”。

因此，应考虑将边境贫困地区的扶贫目标和绩效纳入资源开发和环境保护战略及其成本效益评价体系，确保贫困地区资源开发收益和环境保护的补偿能转化为贫困地区发展所需的初始资本。

strategy mode of resources capitalization in border areas

1. Scenario 1: The government raise the benefits from exploiting resource and fairly distribute it to local residents, and make it translate into direct investments of various industries to the fullest extent, not just be used for public finance or resident's consumption, therefore the civil capital accumulation mechanism with endogenetic drivers would be established.

2. Scenario 2: put the benefits of resource capitalization into the pool of public finance, improve infrastructure and ecosystem, provide basic public services such as education and medical treatment to local residents and increase social security, consequently create a base for economy taking off in border areas.

3. Scenario 3: mix above two scenarios and strike a balance between equity and efficiency. The benefits arising from resource capitalization would be divided into two parts, one is distributed directly to farmers as productive funds for various businesses; the other one is pooled into public financial resources for promoting social public services, such as education, medical care and sanitation, etc.

(三) 边境地区资源资本化新型扶贫开发战略实施模式的探讨

1、模式一：由政府机构筹集并向民众公平地分配自然资源开发收益，使之最大限度转化为各产业的投资资本，而非全部留给财政或用于消费，以在当地建立起具有内生激励的民间资本积累机制。

2、模式二：利用资源资本化的收益为公共财政融资，以公共财政支出的形式来推动欠发达地区的社会、经济发展。该模式的本质是将资本化的收益转化为向居民提供覆盖面广、扶持程度深的社会公共服务的财政资源，改善基础设施条件和自然生态环境条件，提高社会保障程度，提供教育、卫生等基本公共服务，为边境地区经济起飞创造基础条件。

3、模式三：上述两种模式的混合。自然/环境资源资本化收益一部分直接分配给农民，作为他们的生产经营资金；另一部分则用来充实公共财政，发展文化教育、医疗卫生等公共事业。

VI. Rationale and suggestions of new poverty reduction and development policies in the border areas

六、边境地区扶贫开发着力点与政策建议

Poverty alleviation policy in border areas should mainly focus on the following areas: ① Make the poor gain necessary productive funds and technology, improving their ability on getting more production profits and resisting risks, and consequently consolidating the achievements in poverty alleviation; ② Increase the investments on infrastructure construction, expand the trade opportunities for poor farmers and make poverty reduction programs and projects of border areas more sustainable; ③ Give more preferences to border residents on medical, educational and cultural public services, especially guarantee the access of poor residents to these services. Consequently, an abundant human capital stock will be accumulated and a foundation for the sustainable development in border areas will be set up; ④ Expand the poverty alleviation policies in the aspect of ecosystem protection, achieving the targets in both income growth

边境地区扶贫政策的着力点应主要放在：①使穷人获得必要的资金和技术，增强贫困农户获取生产性收入以及抵抗风险的能力；②加大基础设施建设投入，拓展边境农村贫困居民的交易权利，增强边境扶贫工程的可持续性；③有效提供医疗卫生、教育文化等公共服务，特别要保障贫困人群能获得相关社会服务，从而增加贫困居民的人力资本存量，构筑边境地区可持续发展的基础；④增加生态扶贫、生态富民的政策内容，在扶贫开发中实现边境地区的生态环境保护和居民收入提高的双赢；⑤注重文化扶贫和精神扶贫，提高农民的组织化程度，激发贫困者的自立意识。

and environment protection. ⑤ Increase the degree of organization of farmers and inspire poor people's awareness of self-reliance.

For the purpose of achieving the goals proposed in PRPRC by 2010 as scheduled, the existing growth rate of poverty reduction funds should be adjusted to match the pace of development needed in finishing the tasks. It is estimated that the annual growth rate of total funds on poverty reduction in border key counties should be increased up to 20%.

This paper puts forward following concrete policy suggestions:

Firstly, carry out the strategy of hinterland feeding back border areas and plan both kinds of areas' development as a whole to realize common prosperity

The richness and stability of border areas is of remarkable importance to that of the whole nation. Promoting balanced development between hinterland and border areas is the core of constructing socialism harmonious society. In this strategy it is crucial that guarantee all of people including rural poor and low income residents to share the common prosperity of whole nation. On the one hand, several decades fast development of hinterland has gathered the necessary resources for promoting the social and economic development of border areas; on the other hand, with the evolution of international geostrategies, border areas has been in a state of relative stabilization. Therefore, it is the high time that hinterland feeds back the border areas to support the latter to develop, the government should put forward newly regional balanced development strategy, plan the developments of both areas as a whole to promote common prosperity across the whole country.

Secondly, the development of border areas should insistently relies on the way of endogenous growth mode with the supports from national funds and preferential policies

Under the precondition of expanding national poverty reduction funds, conduct special policies in bordering areas on natural resource exploitation and permit the areas to hold part of profits from natural resource capitalization. On the one hand, this part of the profits can be used as local industrial capital, therefore promoting investment, consumption and export to grow intensively and gradually creating an active industrial system, finally building a new development and growth mode driven by local capital; on the other hand, the event also can be used to enrich local public finance, therefore, the government can provide more and better public services

此外, 要在 2010 年如期实现《纲要》提出的目标, 需调整现有扶贫投资的增长率, 使之与如期完成目标所要求的发展速度相一致。据测算, 为了使边境地区如期完成纲要目标, 边境重点县的扶贫总投资投资递增率要求达到 20%。

本文提出如下具体政策建议:

第一, 内地反哺边境, 统筹内地和边疆发展, 促进共同富裕

边境富则国家盛, 边疆稳则天下安。内地与边疆协调发展是构建社会主义和谐社会的核心内容, 确保边境地区包括农村贫困和低收入群体在内的民众普遍分享繁荣是关键环节。一方面, 内地经济几十年的快速发展已为国家积累了推进边疆地区社会经济发展所需的资源实力; 另一方面, 随着国际地缘战略的变迁, 边境地区社会经济形势相对稳定。因此, 目前已到了内陆反哺边疆、内地支持边境的时机。国家应在构建新型区域发展格局的过程中, 推行内地反哺边境的战略, 以科学发展观为指导, 以构建普遍富裕的和谐社会为目标统筹内地和边疆发展, 促进共同富裕。

第二, 边境的发展应坚持在国家资金、政策支持下走内源式发展道路, 循序渐进

在加大国家扶贫资金投入的前提下, 给予边境地区特殊的资源开发政策, 允许边境地区留存并自主支配部分自然资源资本化收益。一方面, 这部分资金可转化为民间资本, 带动投资、消费、出口强劲增长, 逐步创建有竞争活力的产业体系, 形成内源资本推动经济增长的发展道路; 另一方面, 也可充实公共财政实力, 在更多、更好公共服务的支持下促进边境地区人力资本的提升和消费水平的回升, 创造新的经济增长动力源泉和更好的市场环境。形成边境地区经济社会可持续发展的长效机制, 为逐步扭转边境和内地差距持续扩大趋势奠定坚实基础。

to support the improvement of human capital and market consumption volume in border areas, introducing newly drivers of economic growth and better market climate. As a result, a steady and effective mechanism of sustainable social and economic development would be shaped and a foundation for narrowing the widening gap between border area and non-border area consolidated too.

Thirdly, increase governmental capability, and improve efficiency of fund when its size is expanded

Given its more prominent characteristic of public good, reducing poverty in border areas needs to continually improve local governmental capability and optimize poverty reduction program implementation mechanisms, based on these measures, guaranteeing achievements on combination of increasing inputs and maximizing fund-using effect, consequently the poor actually benefits from poverty reduction efforts of government. Firstly, information opening system should be established from bottom to top to facilitate strengthening supervision originated from inside of government and social public. Therefore, the implementation and management of programs and projects will be perfected and the beneficiary also will be targeted as many and exact as it can; Secondly, the funds come from various levels and organizations should be arranged in integrated term to prevent it from being repeated and misappropriated; Thirdly, regional development and poverty reduction strategies should simultaneously cover the areas of infrastructure construction, public services and social protections and the actual demands of poor household and individual, promoting regional development, and simultaneously improving capability of poor communities and individuals.

Fourthly, place the demands of poor people at the center of local development, improve the capability of local residents, and establish a steady and effective mechanism on poverty reduction and development for border areas.

Both increasing inputs of poverty reduction and sharing profits from natural resources capitalization are not external alms but necessary strategic measures for motivating economic takeoff of border areas and balanced development across the country and within border areas. It need the beneficiary to support and participate in, their great capability can consolidate the foundation for maximizing the effects of two measures. On the one hand, high capability would be helpful to strengthen competitive power of border areas, expand opportunities of participating in market and employment, and consequently shape an economy growth driven by inner forces. On the other hand, participation of poor beneficiary with higher capability in

第三, 提高政府能力, 在增加资金投入同时, 改善资金使用效率

由于边境地区扶贫具有更为突出的公共产品特性, 所以要求不断提高政府能力, 优化扶贫项目实施机制, 确保扩大边境地区扶贫资源投入规模的同时资金利用效率最大化, 使扶贫开发真正惠及边境地区的穷人。首先, 应建立并完善自下而上的信息公开体系, 强化政府内部和社会公众的双重监督, 规范项目的实施与管理, 使扶贫项目和资金尽可能地瞄准目标对象; 其次, 要统筹安排各部门、各单位用于边境地区扶贫开发的资金, 做到不重不漏; 再次, 要增强边境地区扶贫战略的科学性, 制定区域发展规划和减贫项目时应通盘考虑, 兼顾基础设施建设、社会公共服务和贫困家庭及居民个体的实际需要, 促进区域发展与提高微观社区和贫困者个体能力并举。

第四, 以穷人为本, 提高民众能力, 构建边境地区扶贫开发工作的长效机制

增加边境地区扶贫资源投入和返还自然环境资源资本化收益不是一种“施舍”, 而是实现边境地区经济起飞和全国及区域均衡协调发展的必要的战略举措, 需要受益民众的支持和参与, 良好的民众能力是发挥这两项战略举措最大效用的基础。一方面, 民众能力提高有助于增强市场竞争力, 扩大市场经营和就业机会, 推动内源性经济增长; 另一方面, 具有更高能力的贫困群众参与对包括扶贫开发项目在内各类公共扶持项目的实施、管理和监督, 有助于提高减贫项目的成效, 节约资源。

因此, 在边境地区要用科学发展观引领扶贫开发工作, 以穷人为本, 努力提高民众能力, 继续不断创新参与式扶贫开发模式, 努力形成这样一种良性循环, 即“更多资源投入——改善经济、社会和生态发展条件, 增加贫困人群收入——增强民众市场竞争和参与公共事务管理能力——经济增长和社会发展速度提高, 逐步实现区域均衡发展——发展与减贫领域

conducting, managing and monitoring all kinds of public service projects including special poverty reduction ones would be helpful to improve the effects of poverty reduction programs and projects, and save resources.

Therefore, the government should carry out comprehensive and more poor-targeted strategies on border areas' poverty alleviation and development, striving for improving the civil capability and continually innovate the mode of poverty reduction, consequently create an virtuous circle with more inputs, better economic, social and ecosystem conditions and higher income of poor residents, faster and more harmonious economic growth and social development, more cost-effective delivery of public services in overall social development and special poverty reduction programs which is equal to save resources.

Fifthly, expand border external trade, strengthen regional international collaboration, and establish an active and integrated economy belt along the border.

External trade cross the border, a practical approach of promoting poverty reduction and development in border areas, can transform the areas into ones with flourishing foreign trade by using their advantages on geographical location. Firstly, carry on some favorable policies for expanding border external trade, pay more efforts on ports construction and fostering human resources in the area, and orient industry, agriculture, commerce, transportation, tourism and so on to grow and restructure; secondly, based on local comparative advantages, develop specialized production zone for preponderant products in border areas with the supplementary services delivered by government, and finally, a industry system which can sustainably benefit local area would be shaped; Thirdly, strengthen regional collaboration with adjacent countries, and provide favorable services for local residents to develop small size external trades and benefit from foreign trade between China and other countries by involving it.

公共服务效率提高，节约公共资源，产生资源规模扩大的效果”。

第五，发展边境贸易，加强区域国际合作，构建充满活力的、产业结构完善的沿边经济带

开展边境贸易是边境地区脱贫和发展的一条现实途径，甚至可以说是一个突破口。边贸可以发挥边境地区地理位置的优势，把边境地区相对落后或偏僻的少数民族地区变成开放前沿。一是要实施有利于边贸发展的政策措施，加强口岸建设和人才培养，带动边境地区工、农（牧）、商、交通运输、旅游服务等行业的发展和优化组合；二是要根据当地比较优势，辅之以相关服务体系建设，构建边境地区优势商品生产基地，形成能长期持续获益的产业体系；三是要加强与边境地区毗邻各国的区域国际合作，为边境地区民众开展小额边贸和利用边境国际经贸合作获取收益创造有利的外部条件。

About The International Poverty Reduction Center in China

The International Poverty Reduction Center in China (IPRCC) was jointly initiated and established by the Government of China, United Nations Development Programme and other international organizations in May 2005. Based in Beijing, the Center is aimed at exchanging experience in poverty reduction, advancing progress of poverty reduction, organizing research on poverty related theory, optimizing poverty reduction policies, strengthening international exchanges on poverty reduction and facilitating international collaboration on poverty reduction. Based on summarizing, analyzing and exchanging poverty alleviation experiences across the world and carrying out collaborations among international researchers, policy-makers and practitioners, the Center commits itself to enhance the capability of international community in the design and implementation of poverty reduction policies and consequently moves international poverty reduction forward. Its main functions are listed as follows:

1. Initiating and organizing international capacity building activities, providing various organizations and individuals that are involved in poverty reduction with technical support and training opportunities.
2. Based on carrying out international exchanges and collaborations, constructing knowledge learning and information sharing platform for policy-makers, theoretic researchers and practitioners across the world, and in the consequence improving the effect of poverty reduction strategies and policies.
3. Cooperating with diversified academic institutions and fellows at home and abroad in applied researches in the field of poverty reduction to collect policy information, develop poverty knowledge and methodologies and sum up experiences and lessons.

中国国际扶贫中心简介

中国国际扶贫中心成立于 2005 年 5 月，由中国政府与联合国开发计划署等国际组织共同发起并组建，以“交流扶贫经验、推进减贫进程、组织理论研究、促进政策优化、加强国际交往、推动国际合作”为根本宗旨，通过总结、研究、交流世界各国的减贫经验，组织国际社会减贫领域理论研究者、政策决策者和发展实践者开展交流合作，从而提高国际社会设计、执行减贫政策的能力，推动全球减贫事业向前发展。其具体业务包括：

- 1、开展国际减贫能力建设活动，为全球范围内从事减贫事业的各类组织和人员提供技术支持与培训服务。
- 2、组织国际减贫交流协作，为政策决策者、理论研究者和发展实践者搭建知识共享和信息交流的平台，提高世界各国减贫战略与政策措施的效率。
- 3、与国内外各类研究者合作开展专题应用研究，收集减贫政策信息，开发减贫知识与方法，总结减贫经验与教训。

About Brief on International Poverty Reduction Studies

Applied research on international poverty reduction is one of three leading functions of IPRCC, with the theme of China poverty reduction experiences internationalization and international ones localization and the direction of carrying through applied study and policy analysis, contributing to realize the missions of IPRCC based on developing influential research findings and creating a platform for information sharing and dissemination. Therefore, IPRCC irregularly compiles and publishes this journal to lay out the outputs of research programs carried out by the Center and other related academic institutions and fellows, introducing poverty reduction theoretic knowledge and methodologies at home and abroad and disseminating international experiences and lessons.

《国际减贫研究资料摘编》编辑说明

国际减贫研究是中国国际扶贫中心的三项主要职能之一，中国国际扶贫中心的国际减贫研究以“以中国扶贫经验国际化，国际扶贫经验中国化”为主题，以可操作的应用性理论和政策研究为方向，通过产出一批有影响的研究成果，构建国际减贫研究平台，为机构宗旨的实现作出贡献。为此，中心不定期编辑发行《国际减贫研究资料摘编》，以系统地反映中国国际扶贫中心各项研究成果，全面介绍国际减贫领域的理论及方法，综合展示国际社会减贫的经验教训。

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