



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

Summary of Poverty Reduction and Development Forum
— China's Reform & Poverty Reduction and the World's MDGs Progress

“减贫与发展——改革开放与中国减贫模式
暨千年发展目标进程” 高层论坛

会议综述

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About the Literature in This Issue

This article summarizes the high level forum of “Poverty Reduction and Development---China’s Reform & Poverty Reduction and the World’s MDGs Progress” held on 17 October 2008. (It will be named “Summary” below) This event was initiated by International Poverty Reduction Centre in China (IPRCC), and till then it has been held for twice in applying to the theme of UN International Day for Poverty Alleviation, which is scheduled annually and aimed at facilitating a platform for knowledge exchange and experience sharing. The central task of the forum is to review the current conditions of global poverty and its changing trend, and also it attempts to approve the achievement secured, analyze challenges remained, facilitate information exchange and experience sharing, to that extent, to promote the process of the world poverty reduction and meet the MDGs.

This forum was hosted by China State Council Leading Group Office on Poverty Alleviation and Development(LGOP) and UN China, organized by International Poverty Reduction Centre in China (IPRCC) and UN Theme Group on Poverty and Inequality, supported by UNDP, the World Bank and Department for International Development, UK. Hui Liangyu, vice premier of P.R.China the Deputy Director of LGOP attended the opening ceremony and delivered opening remarks, and Ban Ki-Moon, UN Secretary General also sent warm greetings to the forum.

Key issues involved in the forum:

1. China’s reform and opening up and rural poverty reduction
2. Global poverty reduction: the status quo, challenges and strategies
3. Non-income poverty
4. Economic risk, social risk, natural disaster and poverty reduction
5. Economic growth, distribution and poverty reduction

This Summary reviews the speeches delivered by governmental officials, experts from research institutes and representatives from international organizations. It covers four parts: First, participants overviewed China’s achievement in poverty reduction, strategies adopted and challenged remained in the last 30 years, and further proposed new strategic policies for promoting poverty reduction in a new era; Second, it examined the relationship between economic growth, distribution and poverty reduction, and made some suggestions for setting up the inclusive growth pattern; Third, speakers pointed their view about risk, vulnerability and poverty reduction, and suggested policies regarding how to meet the risk and improve the vulnerable groups’ capacity to protest against risk; Finally, the summary analyzed the status quo of global poverty reduction and remaining challenges, and proposed suggestions for enhancing international cooperation. Meanwhile, it also shared valuable experiences with other countries in the area of poverty reduction.

所刊文献说明

本期所刊资料是2008年10月17日在中国北京举办的“减贫与发展——改革开发与中国减贫模式暨千年发展目标进程”高层论坛发言综述（以下简称“综述”）。“减贫与发展”年度高层论坛由中国国际扶贫中心发起，借助纪念一年一度联合国国际消除贫困日的机会为中国与国际社会构建一个交流减贫知识、信息与经验的平台，目前已经连续举办两届。该论坛的核心目的是展示全球贫困与发展状况的变化趋势与国际社会在该领域所取得的成效，分析国际社会在减贫与社会发展领域存在的问题和面临的挑战，交流国际减贫的知识、信息与经验，从而为推进全球减贫和实现千年发展目标做出积极的贡献。

2008年“10.17”“减贫与发展”高层论坛由中国国务院扶贫开发领导小组办公室和联合国驻华系统联合主办，中国国际扶贫中心和联合国驻华系统平贫困和不平等专题组承办，联合国开发计划署、世界银行、英国国际发展部提供了支持。中国国务院副总理回良玉出席论坛开幕式并致辞，联合国秘书长潘基文向论坛发来信函。

论坛的基本议题包括：

- 1、中国的改革开发与农村减贫
- 2、全球减贫：现状、挑战与对策
- 3、非收入贫困
- 4、经济风险、社会风险、自然风险与减贫
- 5、增长、分配与减贫

本“综述”分四个部分对出席论坛各政府部门官员、科研机构专家和国际组织代表的发言进行了总结，在第一部分，介绍了与会代表对中国改革开放三十年来农村减贫的战略、成就与挑战所做的分析以及他们关于推进新阶段中国减贫事业发展的政策建议；在第二部分，介绍了与会代表关于增长、分配和减贫关系的分析，概括了他们关于如何建立包容性增长模式的政策建议；在第三部分，介绍了与会代表关于风险、最弱性和减贫关系的观点以及他们关于如何有效应对风险、增强贫困和弱势群体抵御风险冲击能力的政策建议；在第四部分，介绍了与会代表关于全球贫困现状与挑战的分析及其对加强国际减贫合作的建议，同时，展示了有关国家在不同领域的有益经验。

Summary of Poverty Reduction and Development Forum
— China's Reform & Poverty Reduction and the World's MDGs Progress

减贫与发展——改革开放与中国减贫模式
暨千年发展目标进程” 高层论坛

会议综述

Research Division of IPRCC

中国国际扶贫中心研究处

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International Poverty Reduction Center in China

中國國際扶貧中心

Contents

目录

I. Achievements, Strategies and Challenges of China's Poverty Reduction 中国减贫的成就、战略与挑战	2
II. Growth, Inequality and Poverty Reduction 增长、不平等与减贫	5
III. Risk, Vulnerability and Poverty Reduction 风险、脆弱性与减贫	6
IV. Global Poverty Reduction, Challenges, Solutions and Experiences 全球减贫的形势、挑战、应对与经验	10

Summary on Poverty Reduction and Development Forum¹ — China's Reform & Poverty Reduction and the World's MDG Progress

“减贫与发展——改革开放与中国减贫模式 暨千年发展目标” 高层论坛会议综述¹

In order to mark the 30th anniversary of China's reform and opening up and the 16th international day for the eradication of poverty, a high level forum titled "Poverty Reduction and Development—China's Reform & Poverty Reduction and the World MDGs Progress" was held in Beijing on 17, October 2008. A total of 200 representatives from the Chinese governmental ministries, academic institutes and international organizations and other developing countries attended the forum. Hui Liangyu, Vice Premier and Head of China State Council Leading Group on Poverty Alleviation and Development was present in the opening ceremony and delivered a speech. UN Secretary General, Ban Ki-moon also sent greetings to the forum.

The objective of this high level forum is to reveal China's success and experiences in poverty reduction over the past 3 decades since reform and opening-up, analyze the current conditions and remaining challenges ahead on poverty alleviation in China and the rest of the world, exchange strategic policies and experiences and explore the right approaches for achieving Millennium Development Goals (MDG) at an accelerated pace.

Vice Premier Hui Liangyu, in his opening remarks, gave a brief introduction of China's great contribution on poverty reduction and social development, reviewed the strategies and measures that China has been undertaking in the last 30 years, outlined the goals and ideas of Chinese government in its attempt to promote poverty eradication in rural China. Secretary General of the United Nations Ban Ki-moon, in his message, addressed the tough conditions for global poverty reduction under the current economic uncertainties, pointed out the right directions to complete this challenging task, and called for all governments to reconfirm their commitments to the Millennium Development Goals, guaranteed the inherent dignity and equal rights of poor people and strived for a world free of poverty and injustice.

Overall, this high-level forum, with the participation of different circles and their speeches pertinent to common concerns, has made a wide influence, and can be summarized below:

2008年10月17日，为纪念中国改革开放30周年和第16个联合国国际消除贫困日，中国国务院扶贫办和联合国驻华系统在北京联合主办了题为“减贫与发展——改革开放与中国减贫模式暨千年发展目标进程”的高层论坛，来自中国政府部门、学术机构以及相关发展中国家及国际组织的代表共200人出席了论坛。中国国务院副总理、国务院扶贫开发领导小组组长回良玉出席了开幕式并致辞，联合国秘书长潘基文向论坛发来了致辞信函。

本次论坛的主题是展示中国改革开放30年来减贫的成就与经验，分析中国及全球贫困的现状与减贫面临的挑战，交流各国减贫的政策信息与基本经验，探讨进一步加快全球实现千年发展目标步伐的途径。

回良玉副总理在致辞中介绍了中国减贫与社会发展所取得的巨大成就，回顾了中国改革开放30年所采取的减贫措施，展示了新时期中国政府推进农村扶贫开发的目标和战略设想。潘基文秘书长在其信函中强调了目前全球范围内依然严峻的贫困形势，指出了现阶段继续推进全球减贫进程的努力方向，并呼吁各国政府切实落实对实现千年发展目标所做的各项承诺，努力保障贫困人群的权利，共同合作建设一个没有贫困和不平等的世界。

总体来看，本次论坛参会代表的层次高，范围广，发言主题突出，内容丰富，影响广泛，产生了良好的效果。现就各方代表发言要点综述如下：

1. This article has been prepared by Research Division of International Poverty Reduction Center in China (IPRCC) with speeches and presentations for this forum prior to the review of the speakers.

1. 本文由中国国际扶贫中心研究处根据论坛发言资料整理而成，未经发言人核阅。

■ Achievements, Strategies and Challenges of China's Poverty Reduction

一、中国减贫的成就、战略与挑战

Representatives shared their common sense that China has achieved remarkably in poverty reduction and social development in the last 30 years since reform and opening up. Meanwhile, it has made great contributions in promoting domestic economic development, social progress, global poverty reduction and MDGs.

Fan Xiaojian, Director (Minister) of China State Council Leading Group Office on Poverty Alleviation and Development, pointed in his keynote speech that the last 30 years since reform and opening-up marked the remarkable achievement that nearly a fourth of the world population have been lifted out of poverty and made a great leap in pursuing harmonious development and prosperity. That is evidenced by the considerable reduction in the number of the poor and the tremendous progress of economic growth, infrastructure construction and social development in rural areas. Dr. Nafis Sadik, Special Adviser to the UN Secretary-General and UN Special Envoy for HIV/AIDS in Asia-Pacific, expresses her appreciation of China's extraordinary strides in all areas remaining priority of MDGs and continued efforts on unfulfilled tasks in addition to the impressive fact that China alone has lifted over 300 million people out of deprivation. Hu Angang, a professor of School of Public Policy & Management, Tsing Hua University, observes that the remarkable progress made by China in planned economy period has laid a foundation for the elimination of poverty. It has effectively slowed the pace of four types of poverty including income poverty, human poverty, knowledge poverty and ecological poverty in the last three decades. Dr. Han Jun, Director of Department for Rural Development under Development Research Center of State Council, provides statistics regarding the sharp drop in the number of the poor and poverty incidence; the conditions of education, public health and infrastructural facilities in rural China have greatly improved. Poverty trend has also changed from a widespread phenomenon to a spot phenomenon, and the type of poverty has changed from absolute poverty to relative poverty. A study presented by Ms. Anthea Webb, Director of United Nations World Food Programme China, indicates that the last 30 years has witnessed the tremendous success in poverty elimination such as the rapid growth in China's agricultural production, rural income and nutritional status. Ardo Hansson, Chief Economist/Sector Coordinator of World Bank in China Office, marvels at China's enviable performances over the last 25 years as all income and consumption-based measures of poverty have been dramatically reduced, and progress has also been made on other human development indicators.

All speeches and presentations of this forum come out to prove that China's success in poverty reduction attributes to different reasons, including institutional reform, economic growth, structure optimization, rural development, social progress and special interventions on poverty reduction.

According to Fan Xiaojian, China's performance in rural poverty reduction can be summarized in 7 aspects: First, mindset emancipation and institu-

与会代表一致认为，改革开放 30 年来，中国在减贫与社会发展领域取得了巨大的成就，在促进本国经济发展和繁荣进步的同时，为全球减贫事业的推进与千年发展目标的实现做出了突出的贡献。

中国国务院扶贫办主任范小建在主旨发言中指出，中国改革开放的三十年，是占世界人口近四分之一的中国人民摆脱贫穷落后、追求和谐发展、走向共同富裕的三十年。贫困人口规模大幅下降，贫困地区经济社会事业发展成效显著。联合国秘书长特别顾问、亚洲艾滋病防治特使娜菲斯·萨迪克博士说，中国经济社会的进步使三亿人摆脱了贫困，这是一个令人震惊的成就。中国已经完成了很多千年发展目标，其他未完成的目标也在稳步推进。清华大学公共管理学院胡鞍钢教授指出，中国借助计划经济时期建立的良好基础，在改革开放三十年间同时有效地缓减了收入贫困、人类贫困、知识贫困和生态贫困。国务院发展研究中心农村部部长韩俊在向论坛提交的资料中指出，中国在农村贫困人口大幅下降的同时，农村地区的教育、卫生以及基础设施等方面都得到了显著改善，农村贫困已从普遍转向局部、绝对转向相对。联合国世界粮食计划署中国办公室主任韦安夏女士所介绍的一项研究显示，在过去 30 多年的时间里，中国农业生产迅速增长，农民收入水平显著提高，农村居民营养状况明显改善，减贫成效十分突出。世界银行驻华代表处经济部主任韩伟森指出，中国在过去二十五年的时间里取得了令人羡慕的成就，无论从收入还是消费角度来衡量，各类贫困指标都明显下降，各种人类发展指标都取得了显著的进步。

综合与会代表的发言来看，中国减贫成就的取得是综合战略的产物，涉及体制改革、经济增长、结构优化、农村发展、社会事业进步以及专项减贫干预等诸多方面。

范小建对中国农村扶贫开发战略做了七个方面的总结：一是坚持解放思想，深化体制创新。即，

tional innovation. Poverty reduction in rural China proceeds with mindset emancipation, economic growth, constant institutional innovation, improved policies and better means; second, promotion of economic growth and maintenance of stable development; third, adherence to government guidance and clarification of government accountability. The government has set up special organizations, worked out detailed plans and spent handsomely on poverty reduction; A holistic architecture of poverty reduction leadership has been put into place to make it possible for finance, commission, power and accountability; Fourth, extensive social involvement and international cooperation, which means stretching help hands out from rich regions in east China to poor counties in west China in the form of sistership, and exploring the role of private sector and encouraging international organizations to make joint efforts in eliminating poverty; fifth, development-oriented poverty reduction policy and the encouragement of self reliance. In other words, deploying the role of the poor in poverty reduction and promoting the development of the poor areas with all respects including infrastructure, education, sanitation and ecological environment etc. sixth, effective response to special needs of special groups. Long-term funding and guarantee mechanism are always there to help specific groups of poor including the ethnic minorities, women, old people, children and disabled; seventh, pursuit of integrated development. Empowering the basic rights of subsistence and development to the poor has been considered as the government top agenda in the context of building a well-off and harmonious society. At the same time, balancing the development between regions including rural and urban areas and narrowing the income gap between different social classes are also very essential. Nafis Sadik, when referring to the issues with regard to women's rights, attributes China's huge success in women's development to such two key factors including the strong supports from the government and the women's empowerment in policy-making and programme implementation. According to Han Jun, the bunch of recent policies for sustainable economic growth, social equity and balanced development and the government's special policies on poverty reduction can well explain China's remarkable success in this regard. Wang Sangui, School of Agricultural Economics and Rural Development, Renmin University of China, advises that China's poverty reduction achievements are largely driven by economic growth, especially agricultural and rural growth. Generally speaking, China's rural economic growth and poverty reduction achievements are attained in the context of a package of reform policies and social and political stability, such as family contact system and agro-product marketization. The development of township enterprises and advancement in agricultural technology can also help to understand the reason behind rural industrialization and urbanization which in turn enable constant poverty alleviation. In his presentation, Cai Fang, a researcher and the director of Institute of Population and Labor Economics, CASS, experiments a discussion on what "made-in-China" means to the poor and labor-intensive industries that principally thrive on China's unique advantages in human resource that have created many jobs for surplus labor force from rural areas and increased farmers' income on non-agriculture business, which have laid a solid foundation for China's poverty alleviation in a large scale. The research conducted by Anthea Webb indicated that China's agricultural development has rooted in the advancement in agricultural technology, opening up, adjustment in land policies, economic growth

中国的减贫与不断完善政策体系和创新体制机制密切相关；二是促进经济增长，保持稳定发展；三是坚持政府主导，强化政府责任。即，政府设立专门的扶贫组织体系，制定专门的减贫规划，投入巨大的减贫资金并建立强有力的责任体系和规划实施机制；四是动员社会参与，加强国际合作。即，实施定点帮扶和东西扶贫协作，引导民间机构参与减贫并有效利用国际援助；五是实施开发扶贫，倡导自力更生。即充分发挥贫困人群在扶贫开发中的主体地位，从基础设施建设、教育卫生发展、产业开发和生态环境改造等多个方面综合推进贫困地区的发展；六是采取有效措施，关注特殊群体。对少数民族、妇女、老人、儿童及残疾人予以长期持久的有资金和机制保障的扶持；七是坚持统筹兼顾，促进科学发展。即在全面建设小康社会和构建社会主义和谐社会的过程中，把保障贫困人口的基本生存权和发展权、促进区域和城乡统筹发展和缩小不同阶层、地区与部门的收入差距作为重要任务。娜菲斯·萨迪克在论述妇女发展问题时指出，中国在妇女发展领域所取得巨大的成就源于国家强有力的支持和妇女参与政策制定与项目实施当中两个因素。韩俊认为，中国扶贫的成效来自经济的持续增长、促进社会均等发展的一系列政策以及政府专项扶贫计划。中国人民大学农业与农村发展学院汪三贵教授认为，中国的减贫主要源于农业增长和农村发展，其中，很大程度上得益于渐进式的农村经济体制改革，如实施家庭承包经营制和农产品流通体制改革。同时，乡镇企业发展和农业技术进步也发挥了重要作用，由此带动的农村工业化、城市化进程为减贫提供了持续的动力。中国社科院人口与劳动经济研究所所长蔡昉研究员在发言中探讨了“中国制造”与减贫的关系。他认为，中国独特的人力资源优势促使劳动密集型产业蓬勃发展，吸收大量农村剩余劳动力就业，显著地提高了农村居民的非农收入，为大规模减贫成效的取得奠定了坚实的基础。韦安夏所介绍研究的结论是：中国农业发展的成效源于农业技术进步、市场开放、土地政策调整、农业增长和农村发展的政府扶持等因素的推动。

与会代表也明确指出，中国仍然是一个发展中

of agricultural sectors and the development of rural areas.

There is a close link between poverty and vulnerability, which is rooted in the fact that the poor is lack of property belongings, capacity for competition, indecent living and development environment, social exclusion and discrimination. In the face of economic, natural and social challenges, the poor has shown their insufficient capacities for protesting against risks, and also it has been seen that it is more difficult for them getting out of the damage.

Fan Xiaojian discusses difficulties and challenges from four aspects: First, sizable number of the poor. By the poverty standard now applied by Chinese government, there is still huge population in absolute poverty and the number of people living under the relative poverty line accounts for ever bigger percentage. Second, severe degree of poverty. A number of the poor are living in areas with harsh natural conditions and living environment, low quality of social infrastructure, lack of public service and peculiar social formation. Third, daunting vulnerability. Poor people are more exposed to multiple risks from market, social and natural sectors. Fourth, enlarged income gap. The income gaps between different regions of China, rural and urban, and different departments and industries keep widening. According to Han Jun, among all prominent problems concerning Chinese rural development, the income gap between urban and rural residents and the income gap inside the countryside tend to be increasingly widened; urban and rural residents differ greatly in enjoying public services; social security network in countryside fall in behind. Wang Sangui emphasizes that the weakening of poverty reduction caused by expanding inequality is a top challenge for China in eradicating poverty in the future.

The participants also discuss, in a constructive way, on promoting China's poverty reduction under the new context. According to Prof. Wang Sangui, China should attach more importance to change current trend of widening income inequality so that the poor can benefit more from economic growth. The relevance and effectiveness of poverty reduction investment should be improved through the implementation of a better-performing targeting mechanism. An indiscriminative social security system across rural and urban areas should be established to enable special groups getting rid of poverty by tranfering income and other public welfares. Wang Pingping, Deputy Director of Rural Survey Department of National Bureau of Statistics, gives her suggestions that China needs to enlarge the coverage of minimum subsistence security and poverty relief program in addition to other pro-agriculture policies, put rural development on the top priority and design anti-poverty policies based on overall considerations of balanced development between rural and urban areas and increase more input in social and environment development in rural China. As pointed out by Han Jun, China should make further efforts on sharpening competitive edges of agricultural sector, promoting labor force transfer and defending their basic rights, improving social security system and protecting vulnerable groups' interests in rural areas from being deprived, bringing into practice and keeping improving development-oriented strategies with a particular emphasis on the distribution and structure of poverty population and their real demands in a new era.

国家，减贫的压力依然很大，任务依然很重，需要从优化社会经济发展模式和减贫战略体系入手，改善机制，提高效率，进一步按照建设小康社会和构建社会主义和谐社会的要求，稳步推进减贫事业向前发展。

关于中国减贫面临的挑战，范小建从四个方面进行了分析：一是贫困规模依然庞大。绝对贫困规模仍居高不下，相对贫困规模正在逐步扩大；二是贫困程度依然较深，自然条件差、生存环境恶劣、基础设施落后、公共服务欠缺仍然是贫困地区的突出特征；三是脆弱性明显，贫困人群抵御市场、社会和自然风险的能力依然很低；四是区域、城乡和部门收入差距仍在扩大。韩俊指出，中国农村发展中目前还存在着突出的问题，包括城乡以及农村内部收入差距正在扩大、城乡公共服务差别较大、农村社会保障体系落后等。汪三贵强调，目前不断加剧的不平等导致经济增长减贫效应的持续下降是中国减贫的一个重要挑战。

关于如何推进新时期的中国减贫，与会代表也给出了一些建设性意见。汪三贵教授认为，中国应在保持经济高速增长的同时切实扭转收入分配严重不平等的趋势，使贫困人口更多地从经济增长中受益；应在继续强化专项扶贫计划的同时，改进瞄准机制进而提高扶贫投资的针对性和效果；应建立城乡一体化的社会保障体系，使没有开发能力的农村特殊贫困人口通过收入转移和其他福利政策摆脱贫困。国家统计局农村司副司长王萍萍建议，中国应在继续推行惠农政策的基础上，扩大低保和扶贫的覆盖范围；继续把扶贫重点放在农村，从城乡统筹协调发展的角度来设计反贫困政策；加快农村经济发展，进一步加强对农村社会 / 环境发展的投入。韩俊认为，中国应继续努力提高农业竞争力，推动劳动力转移并保障其基本权利，改善社会保障体系维护农村弱势群体的利益，同时要根据新时期贫困人口分布与构成特点及其脱贫的实际需要，不断调整和优化专项扶贫开发战略。

II. Growth, Inequality and Poverty Reduction 二、增长、不平等与减贫

Poverty reduction is the co-production of economic growth and distribution equity, and poverty reduction can be secured only with taking the poor into the entire course of economic growth, which means that inclusive economic growth is imperative and inevitably, and its implementation needs all developing countries sharing an joint efforts.

According to Wang Sangui, currently the measurement of poverty is largely based on economic well being (eg. income and consumption). A country's overall economic well being can not be improved without economic growth and the latter has thus become a prerequisite of large scale poverty reduction for any countries that adopts the absolute poverty conception. Economic growth can influence poverty reduction in two important ways: it provides more and better job opportunities for the poor; and it helps increase fiscal revenue of the government which in turn becomes more able to help the poor. The first aspect is a direct effect and the second may be seen as an indirect effect. Economic growth is conducive to poverty reduction generally, but effects vary for different sectors. For a developing country, agricultural sector is a bigger contributor to economic growth than other sectors. The effect of economic growth on poverty reduction is to some extent dependent on the fairness of income distribution. With same economic growth rate, the more unfair the income distribution, the lower the possibility the poor can benefit from economic growth and the slower the progress of poverty reduction. Therefore, dramatic increase of inequality offsets poverty reduction effects of economic growth in Chinese case.

Hafiz Pasha, former Assistant Administrator of Regional Bureau for Asia and the Pacific, United Nations Development Programme, gives a speech titled "Inclusive Growth and the MDGs: The Asian Experience". He observes that poverty reduction in Asia Pacific regions has a critical record. Despite a lot of gains have obtained, inequality has increased among and within countries in Asia Pacific areas; poverty growth elasticity has dropped across regions; inclusive growth patterns have not been put on well track yet. The main reasons for less inclusive growth within countries, as noted by Hafiz Pasha, are failure of rural development, low employment growth and low investment in human development.

The participants of this forum also share lessons and experiences on inclusive growth and sustainable strategies on poverty reduction. Mr. Hafiz Pasha outlines eight aspects for inclusive growth, first, special attentions to special target groups which are more vulnerable to poverty; second, aids flow into developing countries, including technical assistance for preparation of MDG-based development strategies, special and differential treatment of exports by Asian LDCs and South-South cooperation; third, promoting rural development, esp. supporting the development of small farm industry and creating non-agricultural job opportunities. Fourth, creating employment opportunities such as encouraging the development of labour-incentive sectors, enhancing skillful training, advancing the labour force market and promoting the development of private enterprises; fifth, mobiliz-

减贫是经济增长和收入公平分配共同作用的产物，只有将贫困人口均衡地纳入经济增长的进程才能实现持久的减贫，即要建立包容性的经济增长模式。然而，要形成这一有效的减贫路径，还需要广大发展中国家做出巨大的努力。

汪三贵认为，目前各国对贫困的度量主要以经济福利（收入或消费）为基础，由于一个国家的整体经济福利只有伴随经济的增长才能提高，因此经济增长就成为任何采用绝对贫困概念的国家大规模减贫的先决条件。经济增长对减贫具有直接和间接效应，前者是为贫困人口带来了更多、更好的就业机会，后者是经济增长使政府财政收入增加，从而更有能力去帮助贫困人口。然而，尽管经济增长在总体上有利于减贫，但不同部门的增长带来的减贫效果完全不同。对发展中国家而言，农业增长的贡献要大于其他部门。此外，经济增长的减贫效果在相当程度上还取决于收入分配的平等程度。在相同的经济增长率下，收入分配越不平等，贫困人口从经济增长中受益的可能性越小，减贫的速度也会更慢。对中国而言，当前不断加剧的不平等在一定程度上削弱了经济增长对减贫的贡献。

前联合国开发计划署助理署长 Hafiz Pasha 先生在其题为“包容性增长和千年发展目标：亚洲的经验”的发言中指出，从亚太地区来看，虽然减贫成效突出，但不平等程度在国与国之间和各国内部均呈现出不断扩大的态势，贫困的增长弹性均有所降低，包容性增长的模式还尚未形成。造成这一后果的主要原因是：农村发展滞后、就业增长缓慢以及人力资本投资不足。

关于如何建立包容性的增长模式，形成可持续的减贫机制，与会代表也给出了一些有效的解决办法。Hafiz Pasha 先生所提出的八个方面的建议具有很强的代表性。这八个方面的建议分别是：第一，要切实关注特殊贫困弱势群体的发展；第二，要加强

ing the distribution of public resources such as implementing short-run projects, establishing rural infrastructure, exploring human resources and supporting the development of under-developed regions. Sixth, improving public services, with an emphasis on innovating the government work pattern such as promoting the process decentralization, enhancing the accountability and widening the areas of empowerment; seventh, improving social protection network including food, nutrition, employment, cash transfer and other social protection programme; eighth, promoting social development like gender equity, guarantee of basic sanitation and education services.

对发展中国家的发展援助，包括针对发展中国家实现千年发展目标战略的制定与实施提供技术援助、给予最不发达国家的出口以特殊的优惠待遇以及扩大南南合作的范围和领域等；第三，要促进农村发展，特别是支持小农场的发展以及努力创造非农就业机会；第四，要不断创造就业，包括鼓励劳动密集型部门的发展、加强技术培训、完善劳动力市场和促进中小企业发展等；第五，要优化公共资源的配置，包括实施见效快的项目、建设农村基础设施、开发人力资源和支持落后地区发展等；第六，要完善公共服务提供机制，主要是改善治理模式，包括推进分权化进程、加强责任机制建设和扩大赋权的领域与范围等；第七，要完善社会保障网络，包括食品和营养保障、就业保障、条件转移支付以及其他社会保护等；第八，要促进社会发展，包括促进性别平等和实现基本卫生与教育服务均等等。

三、风险、脆弱性与减贫

There are natural ties between vulnerability and poverty and the poor people have a tougher war to fight against vulnerability because of their insufficient belongings and abilities, indecent natural and development conditions, social exclusion and discriminations they are forced to make do with. The poor is not only more exposed to economic, natural and social risks, but also suffer more both in long run and short run and find it more difficult to recover from the damage ever made. Eradicating global poverty is still a difficult job and the vulnerability of the poor remains a knotty issue to be addressed.

Based on the facts and figures suggested by Selim Jahan, Director of Poverty Practice, United Nations Development Programme, because of food crisis, more than 100 million people have been re-trapped in poverty and an additional 10 million has been in hunger again since 2005; 262 million people affected by climate disasters during 2000-2004; Because of HIV, the average life in African countries hasn't had any changed within 13 years, nearly 2.6 billion people live on less than two dollar a day; more than 850 million people go on hungry every day, more than 800 million people are illiterate and more than a billion without safe water; about 40 million people are living with HIV/AIDS; richest 10% owns about 85% and the bottom 50% about 1% of global assets.

贫困与脆弱性有着天然的联系，造成贫困人口脆弱性的原因与贫困人口缺乏资产保障、市场竞争能力低下、生存和发展环境恶劣、受到社会排斥与歧视有很大的关系。当面临经济、自然和社会风险的冲击时，贫困人口不仅抵御能力低，而且所受到的短期和长期损害相对而言更为严重，恢复发展的能力也更低。总体来看，全球贫困形势依然十分严峻，贫困人群的脆弱性依然十分突出。

联合国开发计划署贫困组组长 Selim Jahan 指出，2005 年以来的粮食价格上涨使超过 1 亿的人口再次陷入贫困，产生了 1000 多万的新增饥饿人口。从 2000 年到 2004 年，有 2.62 亿人受到了气候变化的影响。非洲国家由于艾滋病蔓延，人均预期寿命在 13 年的时间里几乎没有任何变化。全球有近 26 亿人口仍然生活在每天 2 美元的标准之下，超过 8.5 亿的人口每

According to Domingo F. Panganiban, Secretary General/Lead Convenor, Philippine National Anti-Poverty Commission, more than 80% of the world's population now lives in places where income disparities are widening, and the 40% poorest world's population accounts for only 5% of global income while the 20% richest occupies a three-quarters of the world's total earnings. Around 27.6 million Filipinos lived below the poverty line two years ago. More than 12 million of them could not afford adequate food. Three out of four poor Filipino families reside in rural areas, where employment opportunities, basic services and infrastructure are all too often inadequate.

The speech delivered by Dr. Nafis Sadik centers on the theme how women suffer doubly from wide-spreading HIV and AIDs and gender inequality. HIV/AIDS infection is spreading more quickly among women who have to take the blame and stigma associated with this disease. Gender-based violence and discrimination drive the HIV and AIDS epidemic among women even more.

Zhang Xiulan, a professor from School of Social Development and Public Policy, Beijing Normal University, examines the evidences of child poverty in China and China's policies and measures in this area. An idea pioneered by Prof. Zhang is that child poverty is a multi-dimensional conception where monetary/income/economic, education, nutrition, health, shelter, water and sanitation, work, leisure, and inclusion and social protection are nine dimensions in measuring the children' vulnerability to poverty. It is evidenced by the research on samples from Hubei Province and Gansu Province that the occurrence of child poverty is relatively high, health and nutrition score low but immunization rate is more encouraging. From the aspect of education, compulsory and basic education have been secured while more students have dropped out of high school. Other findings show the shelter and housing conditions are far from favourable and the access to drinking water appears somehow to be more difficult. The children in China are susceptible to different diseases and accidents with a sound social protection system. Overall, children in poor areas should be taken a particular concern.

Besides economic and social risks, natural risk has also stepped into spotlight on this forum.

Prof. Li Xiaoyun from School of Humanities and Development, China Agricultural University, in his presentation titled "Natural Disaster and Poverty in China" explained his observation on the relationship between natural disaster and poverty in China. Based on his research, China is one of countries which mostly affected by natural disasters in the world. It suffers huge losses caused by natural disasters every year with a considerable number of people having been getting involved. In the period of 1991 and 2006, an average 284 million people had been hit by natural disasters and calamity every year; the figure climbed to 397 million in 2007; and the first seven months of 2008 had already seen 441 million people plagued by natural disasters. Natural disasters undoubtedly have significant impacts on China's agricultural production. For instance, 31.93% of China's farmlands had been damaged by natural disasters from 1991 to 2006. The relationship between poverty and natural disasters in China is unique since the areas frequented by natural disasters are usually accompanied with high poverty incidence; and natural disasters implicate severe damages on different

天都在挨饿，8 亿以上人口是文盲，10 亿人没有安全的饮用水，4 千万人感染了艾滋病。最富有 10% 的人群占有了 85% 的资产，而最贫困 50% 的人群只占有 1%。

菲律宾国家反贫困委员会秘书长 Domingo F. Panganiban 指出，全世界超过 80% 的人口所居住的地方收入差距在扩大，最贫困 40% 的人口的收入仅占全球收入的 5%，最富裕 20% 的人口占 75%。就菲律宾而言，在两年前，大约有 2760 万贫困人口，其中超过 1200 万的人口食物供给不足，每四个农村居民家庭当中有三个经常面临就业机会不足、基本服务缺乏和基础设施条件差的难题。

娜菲斯·萨迪克在其发言中围绕生殖健康谈到了艾滋病蔓延和性别歧视对女性的危害，她指出，女性艾滋病感染率增长的速度要快于男性，承受的压力也更为巨大，而性别暴力及性别歧视更加剧了这一势头。

北京师范大学社会发展与公共政策学院张秀兰教授分析了中国儿童的贫困状况与政策措施。她指出，儿童贫困具有多维度的特征，涉及经济、教育、营养、健康、住所、水及环境卫生、工作、休闲以及社会保护等多个方面。她利用湖北和甘肃两省抽样调查数据所做的研究显示：儿童的贫困发生率相对较高；就医和营养状况相对较差，但计划免疫成效突出；基础教育保障程度很高，但非义务教育阶段教育程度偏低；住房条件不容乐观，饮用清洁水比例偏低；社会保护措施很不完善，面临冲击风险较大。总体来看，中国贫困地区儿童贫困的状况需要引起更大的重视。

除了经济和社会风险之外，自然风险也在本次论坛中受到了极大的关注。

中国农业大学人文发展学院院长李小云教授在其题为“中国的自然灾害与贫困”的发言中对中国自然灾害和贫困的关系进行了分析。他的研究显示，中国是全球自然灾害类型最多、发生频率最高的国家之一，每年由此造成的损失十分巨大，受灾人口数量很大。从 1991 年到 2006 年，中国年均受灾人口高达 2.84 亿人次，2007 年为 3.97 亿人次，而截止到 2008

assets of rural households while the poverty population in China is always less competent in weathering disasters.

Besides the accidental natural disasters, deteriorating ecological condition is another kind of natural risks leading to poverty. Li Zhou, Deputy Director of Rural Development Institute, Chinese Academy of Social Science, has carried out intensive research in this area. He analyzed the relationship between ecological condition and poverty based on three different geographical conditions. Poor counties and poor population in geologically sensitive areas represent huge percentages of the total. The farmers in ecologically sensitive areas have fewer choices in agricultural activities. The impact of high population growth leads the economic conditions in these regions to be still dominated by the way of resource utilization without a comparative advantage. The two factors gravely exacerbate the negative impact on the ecological environment. In ecologically degrading areas, the economic development in impoverished areas has been largely handicapped by the government's poor governance evidenced by the ecological protection, weak financial supports and ineffective institutional arrangements. Therefore, these areas have never developed an adequate framework for the further development of any industries and businesses. The concentration of poverty in ecologically stable areas is even higher. Due to the unavailability of market information, low technical level, unreasonable distribution of yields from resource development and the lack of well-functioning ecological compensation mechanism, the ecologically stable areas still fail to gain an edge in economic activities. In spite of their endowment in resources, poverty alleviation in these regions cannot be maintained and promoted in a long-term basis.

Some experts further proposed their solutions to address these risks from their perspectives.

Prof. Zhang Xiulan made some suggestions on removing vulnerability in accordance with the root causes of child poverty. First, including child poverty into the national poverty alleviation strategy; second, linking household poverty alleviation programs with child development; third, strengthening the development of children and public service system in poor areas; fourth, enhancing the collaboration and coordination of multiple departments on child poverty alleviation efforts as the multidimensional concept of child poverty requires a well-coordinated and collaborative mechanism among all related departments; fifth, promoting the understanding of child poverty and changing the wrong perception of parents in rearing and educating children; sixth, establishing a multi-dimensional child poverty monitoring system.

Li Xiaoyu, while analyzing the relationship between natural disaster and poverty in China, gave a brief introduction on the networks for protesting against natural disasters in China, which involves policy and institutional arrangements on three different levels. First is pre-disaster system including disseminating knowledge and information on disaster prevention, monitoring the publicity of the disasters, and preparing for relief materials and solutions. All the efforts in preventing the occurrence of disasters or getting well prepared for disasters should incorporate the establishment of a nationwide mechanism aimed at educating the people how to prevent and mitigate disasters; the construction of disaster-related infrastructural facilities and the evaluation of disaster tolerance of architectures, and the establish-

年7月, 当年受灾人口已经达到了4.41亿人次。自然灾害对中国农业生产的影响很大, 1991年到2006年, 中国农作物受灾面积占总面积的比例平均为31.93%。具体到贫困, 中国有两个特点, 一是灾害频发区域与贫困高发区重合度很高; 二是自然灾害对农户各类资产的破坏尤为巨大, 而中国的贫困人口应对灾害的能力更为低下。

除了突发性自然灾害以外, 生态环境恶化也是自然风险中一个重要的组成部分。中国社科院农村发展研究所副所长李周研究员对中国在这一领域的情况做了深入细致的研究, 他根据生态资源的状况分三种情况对中国贫困与生态环境的关系进行了分析。在生态敏感地区, 中国的贫困地域面积和人口数量非常庞大。由于生态敏感, 当地发展农业生产受到了很大的限制, 而且由于人口压力的存在导致大量不符合比较优势的资源利用方式仍在大行其道, 二者反过来交织在一起又加剧了对生态环境的负面影响; 在生态退化区域, 由于政府生态治理方式、财力支持以及资源利用制度安排的缺陷, 贫困地区经济发展受到了很大的限制, 以至于无法建立起有效的产业发展基础; 在生态稳定地区, 贫困集中度甚至更高, 由于市场信息不完备、技术水平低下、资源开发收益分配不合理以及资源保护补偿机制滞后, 导致这一地区的资源优势不能转化为经济优势, 致使减贫缺乏有效的推动机制。

关于如何应对风险, 部分专家对相关领域的问题进行了具体的分析。

就如何消除儿童脆弱性的问题, 张秀兰结合儿童贫困的成因提出了有针对性的建议: 一是将儿童贫困纳入国家总体减贫战略; 二是将扶贫到户与儿童发展结合起来; 三是加强贫困地区儿童服务体系和公共服务体系建设; 四是加强多部门合作, 针对儿童贫困多维度的特征, 采取相应的应对措施, 实施综合治理; 五是加强儿童贫困的宣传教育, 改变家长养育和教育的观念; 六是建立全方位的儿童贫困监测体系。

李小云在分析中国贫困和自然灾害关系的同时, 介绍了中国已经建立起来的应对自然灾害的安全网络。他指出, 中国在应对自然灾害方面有三个层次的

ment of emergency response system, emergency reserve system, disaster monitoring and predicting system. Second is disaster emergency response system, which mainly refers to the information collection and monitoring on the situation of a disaster, allocation and transfer of disaster relief materials, and adoption of disaster control and mitigation measures. Third is post-disaster restoration and reconstruction system with a particular emphasis on the resettlement of disaster-stricken people, restorations and reconstructions in disaster-stricken areas such as the re-establishment of different social systems that have been damaged or destroyed by the disaster, provision of livelihood relief and aids to disaster-stricken people and institutionalized allowances to special groups who are more vulnerable to poverty.

Prof. Zhou Qiren, Director of the China Centre for Economic Research of Peking University, centers his interests on unstable capital, another important economic risk that cannot be ignored as the stability of money is directly related to the change in household income and plays a vital role in poverty reduction and development. Generally speaking, the rise in capital price is a blessing to the rich and a suffering to the low-income people because they have to absorb the impact of the inflation. Therefore, stable capital should always be a priority of every government in their poverty alleviation endeavors. In doing that the poor can benefit from the maintenance and increase of their assets value. Economic growth, income distribution and foreign trade balance have long been pressing challenges on the stability of Chinese RMB. The government, with a bunch of policies and measures including adjustment and reform to exchange rate mechanism, inflation and deflation controls, pro-rural development and income growth initiatives, has kept the ups and downs of capital under tight rein so that the interests of low-income people would not be compromised by monetary fluctuations.

安排：一是灾前防御机制。主要是通过防灾知识的宣传和普及、灾情的监测和发布以及灾害救济的物质和方案准备等行动来预防灾害的发生以及为抗灾做准备，灾前的防御机制主要包括防灾减灾知识的普及及国民教育机制、防灾基础设施建设及建筑的抗灾能力评估机制、应急预案机制、物资储备机制和灾情监测与预报机制等内容；二是灾后紧急应急机制。主要包括灾情收集与监测、救灾物资调度与发放、灾害控制与减灾措施采用等；三是灾后恢复重建机制。主要是指安置受灾人口并在灾区进行灾后恢复重建，包括重建因灾损毁的各种社会系统、对受灾人口生计维持与发展提供援助、对弱势群体提供长期制度性救助等。

北京大学中国经济研究中心主任周其仁教授分析了如何应对经济风险当中一种重要危机——货币不稳定的问题。他强调，货币的稳定关系到居民收入的变化，对减贫和发展十分重要。一般来讲，资本价格的上涨对富人有利，而低收入人群则要承受通货膨胀的冲击。因此，就减贫而言，各国政府要努力稳定货币，以确保穷人的资产保值增值。长期以来，由于受到经济增长、收入分配和对外经济合作的影响，中国的货币稳定一直面临着巨大的压力。中国通过调整和改革汇率机制、实施治理经济通胀和紧缩的有效政策、优先保障农村经济发展和农民收入增长等一系列措施，有效地遏制了货币的波动，保障了低收入人群的利益。

IV. Global Poverty Reduction, Challenges, Solutions and Experiences

四、全球减贫的形势、挑战、应对与经验

MDGs appear well on track in the global arena, but this process is highly uneven and unbalanced since the many countries' commitment to MDGs are falling behind the schedule. The representatives from domestic or foreign governments, international organizations and their residing offices have introduced their country's status quo, strategy, practice and experiences in poverty reduction and also suggest an balanced development by promoting international cooperation.

The presentation of Selim Jahan is more inclusive and pertinent to the above issues. The poverty reduction progress, which is quite impressive according to Selim Jahan, is evidenced by following facts and figures. Incidence of extreme poverty declined from 32% to 19% during 1990-2004; child mortality rate decreased from 106 to 83 per one thousand live births; net primary enrolment rate increased from 80% to 88%; the number of people newly HIV-infected declined from 3.0 to 2.7 million. Despite impressive results of some countries and regions in poverty reduction, the progress varies greatly among regions, within countries and among group of people, and many countries are still off track in their commitments to poverty reduction goals in MDGs. His suggestions in this regard fall into four categories. First, empowering the poor, mobilizing and organizing them to participate in poverty reduction, entitling them freedom of speech, taking a particular concern on their interests; second, monitoring poverty, optimizing the process of policy making, justifying the distribution of natural resources and enhancing the supervision system; third, carrying out targeted interference, taking a priority on supporting the vulnerable groups based on their real demands; fourth, establishing pro-poor growth pattern, which means carrying out the pro-poor macro policies, serving the poor and improving the condition of production, creating job opportunities, strengthening the support to agriculture development and establishing social protection system. In addition, he numerated some failures in poverty reduction, such as ruthless growth, jobless growth and voiceless growth, local development ignored, weak institutions, weak public administration, weak decentralization, weak civil society, weak superstructure, weak rule of law and weak accountability system.

Dr. Nafis Sadik cites 2008 international financial crisis as an instance to emphasize that international solidarity and assistances are more needed and shall increase all the time especially in the time of economic crisis.

The officials from Mongolia and Philippines talk about their views on how to improve policy framework for poverty reduction and strengthen international cooperation besides a brief introduction to their own country's experiences and practice.

Ms. D. Oyunkhorol, Chair of the Standing Committee on Social Policy, Education, Culture and Science, State Great Hural (Parliament) of Mongolia, in her speech, calls attention to the depressing ecological and environmental situations of Mongolia as desertification, deforestation, and other envi-

虽然全球范围在实现千年发展目标领域取得了突出的成就，但实现千年发展目标的进程很不平衡，许多国家都面临着不能如期实现千年发展目标的现实挑战。在本次论坛上，一些国家和国际机构的代表介绍了有关国家的贫困形势、减贫战略与实践经验，同时提出了开展国际合作进而推动各国均衡协调发展的建议。

针对上述各个方面的问题，Selim Jahan 做了一个相对全面的介绍与分析。关于全球减贫的进展及特点，他介绍说：从1990年到2004年，全球极端贫困发生率从32%下降到了19%，儿童死亡率从106‰下降到83‰，小学入学率从80%增加到88%，新感染艾滋病人口从300万下降到270万。然而，减贫成效也只在一些国家和地区比较显著，在地区之间、国家之间以及一国内部很不平衡，许多国家在可预见的将来将无法实现千年发展目标关于减贫的目标。关于有效推动减贫的措施，他总结了以下四个方面：一是赋权于穷人，动员并组织他们参与减贫，给他们以充分的发言权，将他们变为利益相关者；二是加强贫困监测，用以优化政策制定过程、合理分配资源并强化监督体系；三是实施针对性的干预，针对贫困和弱势群体的需要给与特定扶持；四是建立有利于穷人的增长模式。即实施有利于穷人的宏观政策，为穷人提供社会服务并改善其生产性资产条件，努力扩大就业，加强对农村和农业发展的支持，建立各种社会保障制度。此外，他还列出了一些不能促进减贫的情况，如增长与公平脱节、新增就业得不到消化、弱势群体没有发言权、地方发展滞后、制度缺陷明显、公共管理严重不足、分权化程度偏低、民间组织太弱、监督体系不健全、法律制度不完善和问责机制建设滞后等。

娜菲斯·萨迪克以2008年出现的国际金融危机为例强调，针对发展中国家的发展援助应该持续增加，在经济危机爆发时尤应如此。

ronmental degradation concerns have gone beyond the Mongolian borders and assistance from external partners and international institutions is vital to fight against climate changes and worsening ecological condition. By solely referring to poverty reduction, she further emphasized that although Mongolia has adopted a series of policies, we have not caught the goal. It is in need for us to establish a sound mechanism to implement policies. It is very possible to make policies more efficiency only if the poor could gain resources and deployed them into their business. Meanwhile, creating job opportunities also a key over this issue. Reaching MDGs needs government, NGOs and private enterprises to make a joint efforts, especially, NGOs should be encouraged to play a crucial role not only on the aspect of supervising government policies but also referring to serve vulnerable groups. In addition, D. Oyunkhorol pointed that developing countries have not reached a global consensus on how to reach MDGs. It is very essential to set up a systematic mechanism for do coordinating work such as providing technical support, sharing experiences and implementing bilateral or multi-lateral cooperation programme. She did further explanation over this issue by taking the example of stemming HIV from spreading. On the national level, UN has facilitated a general coordinated system in order to protest against HIV, regional cooperation is still falling behind. In this case, all countries should enhance the supervision to the cooperative process, analyze and assess the protective programmes and their implementation, identify the root causes of the problems and explore sound approach for prevent HIV from disseminating.

According to Domingo F. Panganiban from Philippines, the development and poverty reduction in rural area are very challenging. It is in need for the government to take a priority on poverty reduction, set up a long-term agenda and make lasting efforts for implementing in accordance with the agenda scheduled. Specifically, based on Philippines' experience, the government is in need to establish a sound plan of economic development with the characteristic of inclusive growth, continuously support the rural development, release the negative effects of urban expansion and industrialization. While strengthening the construction of infrastructure and the development of education and sanitation, it is necessary to improve operation system. The government should take a concern on the reform of property distribution, improve the poor groups' ability of self-reliance, and encourage them to participate in the supervision to the government. Meanwhile, the government targeted policies on poverty reduction should be coherently linked to the investment both from public and private enterprises. Under the guidance of the above strategic policies, in the past four years, the Philippines have created plenty of job opportunities by implementing microfinance programmes and other loan services, promoting the agriculture development, expanding the construction of public housing units, promoting the development of tourist industry, strengthening the construction of public projects, promoting the development of the mining industry, develop special economic zones, carrying out learning project and exploring information and communication technology. The Philippines have built 49,000 new classrooms and acquired 58.3 million new books for public schools, constructed water systems to ensure potable water for more than 260,000 families and embarked on a nationwide program to ensure power lines for the streets and homes of some 41,950 Filipino villages and now attained for our local governments a 97% rate of

在本次论坛上，来自蒙古和菲律宾的代表分别介绍了本国的情况并对完善减贫政策体系和加强国际协作发表了自己的看法。

蒙古大呼拉尔社会政策、教育、文化及科学常务委员会主席 D. Oyunkhorol 女士指出，蒙古在生态环境方面面临着严峻的形势，水土流失、植被破坏、生态失衡的情况十分严重，需要与国际机构和其他国家加强合作共同应对气候变化与生态恶化的挑战。就减贫而言，她进一步强调，蒙古虽然采取了一系列的政策措施，但并未实现预期目标，需要建立一种正确的机制来实施减贫政策，只有让贫困人群获得资源并将其应用于经济活动，同时又拥有足够的就业机会，才能使经济扶贫政策奏效。实现千年发展目标需要政府、民间组织和私人部门的共同努力，民间组织不仅要监督政府的政策，还应在向弱势群体提供服务方面发挥重要的作用。除此之外，D. Oyunkhorol 还指出，全球范围关于发展中国家实现千年发展目标的协商、沟通和合作机制还很不完善，需要进一步加强，建立系统性磋商机制来协调各国的行动、提供技术援助、交流经验并执行双边和多边合作项目。她以遏制艾滋病蔓延为例做了进一步的说明，尽管在国家层面上，联合国为防治艾滋病努力搭建了适应各国需要的综合协作体系，但地区间的合作仍然严重滞后，各国需要加强对合作进程的监控，对已有防治项目与协作的执行效果进行分析和评估，找出不足与缺陷，探讨新的有效遏制艾滋病蔓延的方法。

来自菲律宾的 Domingo F. Panganiban 认为，农村的发展与减贫是一件非常困难的事情，需要政府将减贫作为其主要政治责任，制定长远规划，并为规划的实施创建良好的机制条件，长期不懈地努力下去。具体地，从菲律宾的经验来看，政府需要建立一个具有包容性增长特征的强有力的经济发展规划，不断加强对农业与农村发展的支持，缓减城市扩张及工业化带来的负面效应。在加强基础设施建设与发展教育卫生等社会事业的同时，要进一步完善和优化治理体系。政府应关注资产分配方式改革，提高贫困人群的自主性并使其逐步参与对政府的监督。同时，政府的专项减贫干预要与公共与私人部门的投资有机结合。正是在这种战略思想的指导下，在过去四年当中，菲

electrification.

Regarding the collaboration between NGOs and the government, based on the experience of organizing Micro-finance, Iddi Simba, Chairman of Pride Tanzania/Advisor of IPRCC suggested that the goal of poverty reduction cannot be achieved, and NGOs' support is also very essential. The government should take a particular concern on Macro-economic development, creating a sound environment for development such as designing and implementing development strategies, guiding NGO's participation, facilitating a balanced development of social, economic and environment. NGOs' participation could fill the shortage that the government failed to access, such as covering smaller regions, more targeted, increasing the ability for the distribution of resources, more flexible. However, problems are still existed for NGOs to organize poverty reduction work, such as limited financial resources, weak legal systems, and inadequate capacity among varied constraints on the results of NGOs' initiatives. Iddi Simba has quoted the missions and achievements of PRIDE Tanzania in collaborating with the government for the development of microfinance business. The mission of PRIDE Tanzania is "to create a sustainable financial and information services network in order to stimulate business growth, enhance income and thrive employment in Tanzania". PRIDE Tanzania has secured the access to financial services for the poor and impressive records have been made, so far establishing 37 branch sites and cumulatively outreaching in excess of 600,000 clients with cumulative disbursements of approx US\$ 180 million. The government has also worked closely with NGOs by mainly supporting the feasible studies and special allowances in plot run and roll out phase, and also has developed a series of supportive policies/strategies for the promotion of microfinance industry and SMEs. The limitations of this sort of organizations can mainly seen by low number of financial service providers, inadequate capacity of loan officers, limited management capacity, limited funding sources and limited service diversity.

律宾通过实施小额信贷和其他扶持贷款项目、促进农业发展、扩大公共住房建设、促进旅游业发展、加强公共工程建设、推动采矿业发展、发展经济特区、实施学徒计划、开发信息与通信技术等途径创造了大量的就业机会，同时还新建了 49000 间教室，为公立学校提供了 5830 万本新书，实施了饮用水建设计划，为 26 万个家庭提供了饮用水，在全国范围内 41950 个村实施通电计划，已经实现了 97% 的通电率，显著地改善了农村的基础设施。

关于非政府组织和政府的协作，坦桑尼亚自豪坦桑尼亚组织主席 IDDI Simba 以该组织开展小额信贷业务的情况为例提出了自己的独特看法。他指出，仅靠政府不足以实现减贫的目标，需要非政府组织提供协作服务。政府应主要关注宏观社会经济的发展，为其创造良好的条件，如制定和实施发展战略，引导其他非政府机构参与减贫，实现社会、经济和环境协调发展，而非政府组织参与则是要弥补政府的不足，如能覆盖更小的区域，提高瞄准度，增强资源配置能力，实施相对灵活的减贫项目，等等。然而，非政府组织减贫目前还存在诸多问题，如业务覆盖范围小、资金不足、法律支持缺乏、自身效能不高等。为了支持其观点，IDDI Simba 介绍了自己在开展小额信贷过程中与政府合作的基本情况。自豪坦桑尼亚组织的使命是“在坦桑尼亚创造可持续的金融与信息服务网络以促进商业的发展、收入的提高和就业机会的增加”。他们为贫困人口提供金融服务，目前已经建立了 37 个分支机构，客户数量累计超过 60 万，发放资金达 1.8 亿美元，取得了突出的成效。而政府也提供了相应的支持，主要是资助可行性研究并在试运营和发展起步阶段予以特殊支持，实施有利于小额信贷和中小企业发展的扶持政策。然而，该组织也存在一定的缺陷，主要是客户规模较小、机构人员能力不足、业务管理水平低下、运营资金来源有限以及所提供金融服务类别较少等。

About “Brief on International Poverty Reduction Studies”

International poverty reduction studies, with a theme of “internationalizing China’s experience on poverty reduction and localizing international lessons in China”, guided by applied theoretical approaches and policies, is one of the three leading functions of IPRCC. It is designed to contribute to the fulfillment of IPRCC’s mandate by developing a series of influential research findings, facilitating a platform for international studies on poverty reduction. By doing so, IPRCC irregularly publishes “Brief on International Poverty Reduction Studies”, which systematically reflects all kinds of research output of IPRCC, briefly overviews the perspectives and methodologies in international arena and outlining the experiences and lessons within international community.

《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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