

城乡二元结构体制下的
中国发展经验与新农村政策
Under the Typical Dual System
—— China's Comprehensive Policy for
Rural Reconstruction



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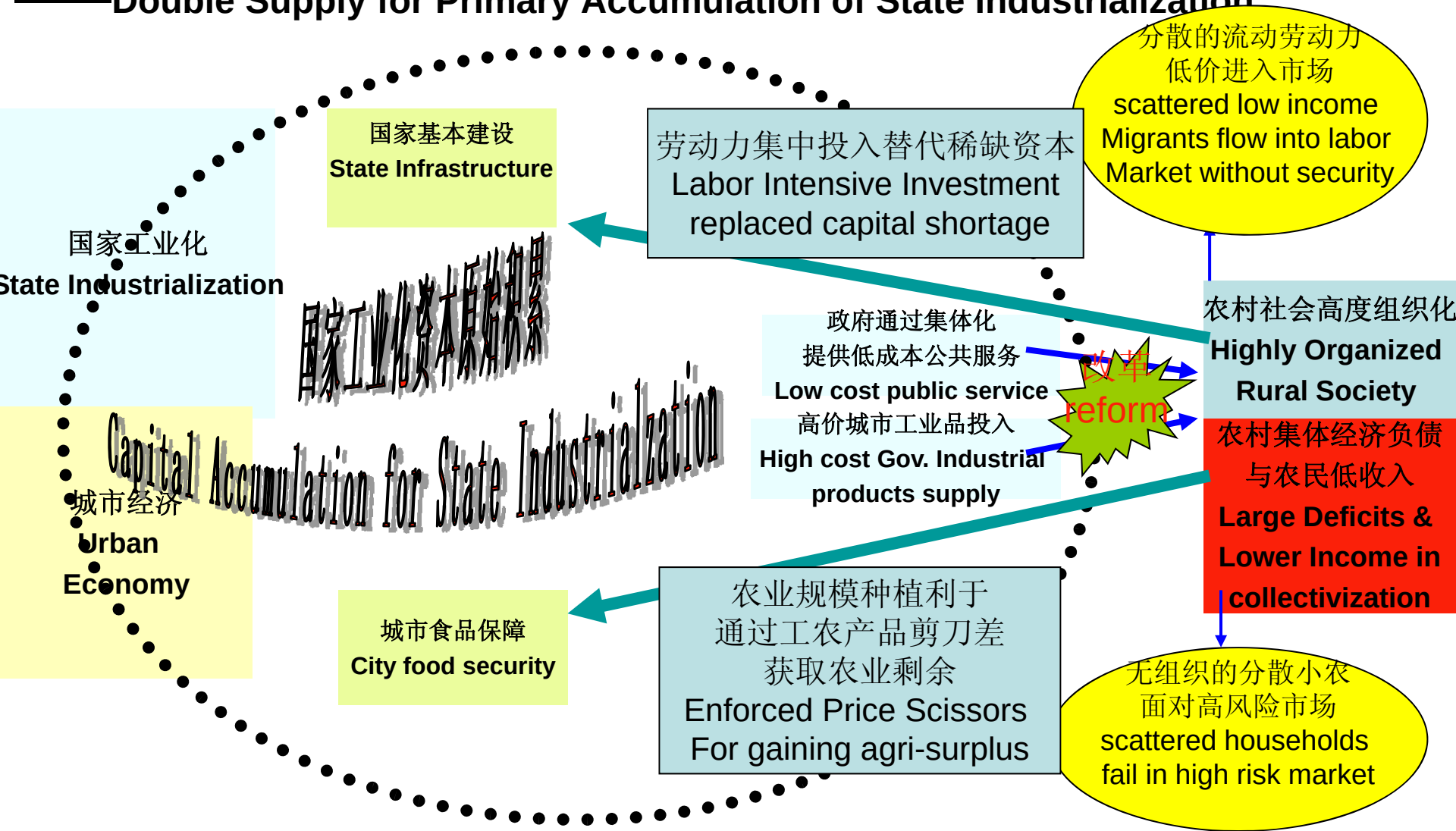
2008.4.

Cologne, OECD

1. 中国城乡二元结构：工业化原始积累/改革阶段

Part1. The Strategic Dual System between Rural / Urban:

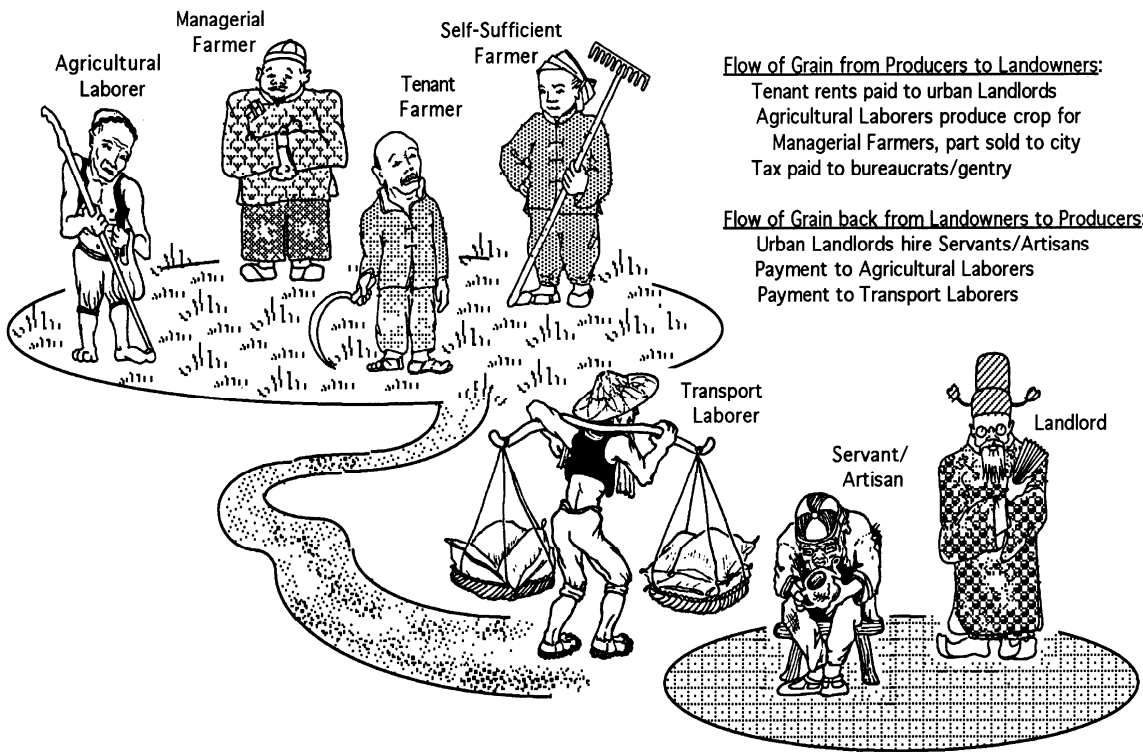
——Double Supply for Primary Accumulation of State Industrialization



中国的主要制度经验

China's Major Institutional experience

- 中国能够长期保持没有成规模饥饿的纪录，是所有大型发展中国家中能够维持社会基本稳定的国家 China is the only one biggest population country that has long time social stability with no nation wide hunger among the 3rd world big population countries
 - 工业化的资本原始积累造成的负外部性加于乡土中国：1960-62年由于重新启动以地方为主的“再工业化”、同时必须偿还俄国对中央政府工业化投入形成的债务，导致过多从农村提取原始积累造成过严重饥饿的事件 Industrializations and their primary accumulations caused negative externalities onto rural China: 1960—62 nation wide hunger caused by more exploitation for local primary accumulations of re-industrializations, also more export for paying back Russian debts for central industrialization.
 - 传统农业对于稳定乡土中国的正外部性：在完成工业化的原始积累、无条件实现并基本放弃了农业现代化制度、全面恢复了小农经济之后，才实现了以7%的耕地养活22%的人口，以及对全球减贫贡献达到67% China carried out primary accumulations and abandoned impossible agri modernization strategy by 1980's rural reform with regenerating traditional small households agri., then gained the success of feeding 22% world population by 7% world arable land and 6% of world water resource, and contributed to 67% of world poverty reduction
 - 中国新世纪大规模增加对农村的投资形成第二资产池，缓解三农问题，其主要产生于国家工业化的原始积累阶段和1990年代加快工业化和城市化的产业资本扩张阶段；农业的土地劳动力资源和资金的大规模净流出 **China keeps increasing investment in the rural since 2002, to enlarge the 2nd capital pool for sustainable development, because 3 dimensions of agrarian issues caused by primary accumulation for Industrialization, absorbing more rural resources by accelerating urbanization.**



中国是唯一依靠内部原始积累完成工业化的发展中国家
China is the only one industrialized developing country by internal primary accumulation

What China did: 1960-70's rural comprehensive reconstruction initiated by gov., mobilizing surplus rural labor for investment into the state infrastructures



中国农村基本制度常识

Common Sense of Rural Institution

- 中国农村基本制度的主要特征 Major Institutional features:
 - 中国是发展中国家之中的人口过亿的大国之中唯一形成村内平均分配土地的基本制度的大陆国家；其他如印度、孟加拉、印度尼西亚等亚洲国家都没有这样的制度。China is the only one “continental country” that set up the primary rural institution with **“families’ land rights of equal distribution inside the villages”**, among these developing countries with population bigger than 100 mn., as India/Bangladesh/Indonesia
 - 这种制度是在20世纪上半叶以3次土地革命战争（国家独立战争）形式来实现的，因此具有与国家政治建设直接相关的“政治正确”；任何中国领导人，无论毛/邓/江/胡，都向农民承诺这种基本制度不变；但是这种制度也有成本。It’s **the outcome of 3 times’ land revolutionary wars** (the civil war) in first half of 20th century, to have “political correctness” of land institution as the legitimacy of “state building”, Mao/Deng/Jiang/Hu, whoever be the political leader, must insist on unchanged policy for satisfying the rural people. But, such insistences also created institutional cost transferring to agriculture.

2. 问题：中国生存与发展的硬条件约束

Part 2. The Problems: Hardest Constraints of China's Human Security



资源约束下的差别拉大：

- 水土资源匹配的平原面积仅占 **1/8**，主要集中在沿海地区，工农业经济和城市也集中在沿海平原；区域差别必然拉大，沿海城市地价必然上升。

Natural Resources Constraints & Regional Gap Enlarged

- The plain is only 12% of total territory, so that agriculture, industry and city can only be hustled in coastal areas and make land/labor price go high...

中国的经济地理鸟瞰

**Bird View of China's Economic
Landscape**

未来的不确定性：劳动力预测

Uncertainty: Labour force prediction

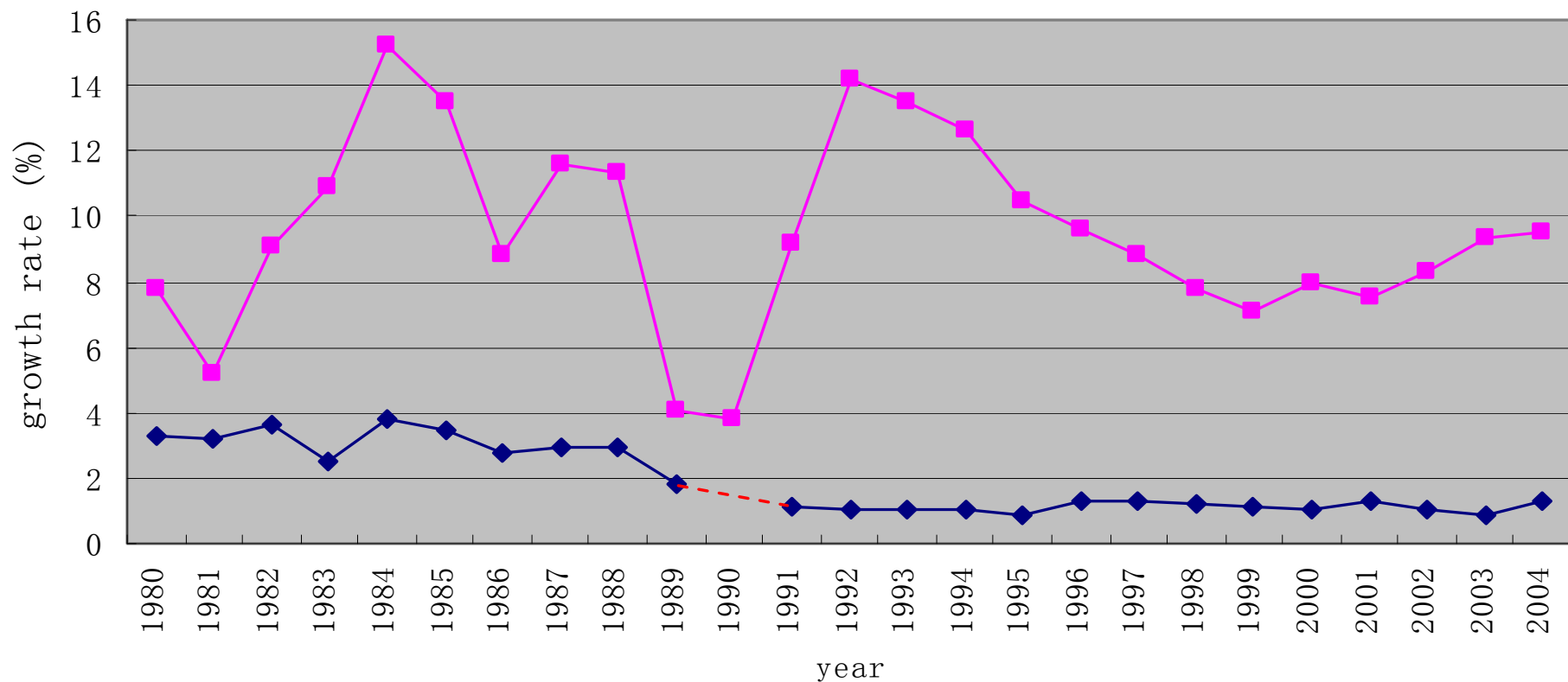
	Population between 15- 59 years old, mm	Share to total population, %
1995	776.75	63.96
2000	822.62	64.29
2010	925.75	67.14
2020	940.70	63.45
2030	913.85	59.45

- 劳动力总量2020年达到峰值，2030年以后显著下降 Absolute number of labour force will decrease from 2030
- 中国的大规模失业问题可能发生在2010-2020年期间 China will meet the most serious un-employment problem from 2010 to 2020
- 未来20年内农村劳动力占比1/2，分散小农户难以形成农业比较优势 Rural labour would remain as half of the total population for next 20 years, so scattered farming will not be comparative advantage in next 20 years

就业率长期低下难以改变

Ratio of Employment Remains Low for Long Term

The Growth Rates for GDP and Employment



注：1990年统计口径调整，致使第一产业从业人数大幅上升，数据与上一年不可比，图中以红色虚线表示。

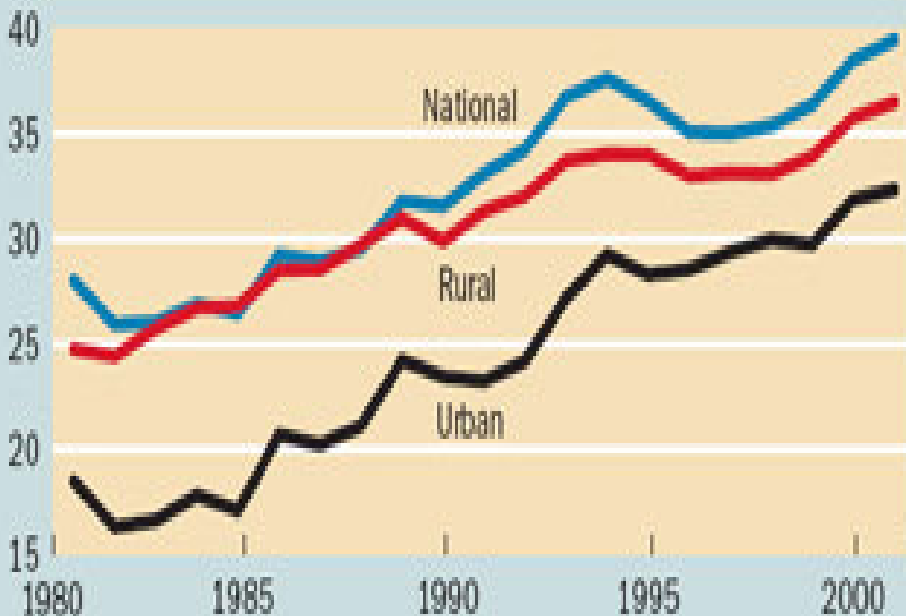
—◆— growth rate of employment —■— GDP growth rate over the preceding year

贫富差别大幅度增加：基尼系数上升到4.64（2005）

Rising inequality

The gap between rich and poor has risen in China, although more in urban areas than rural areas.

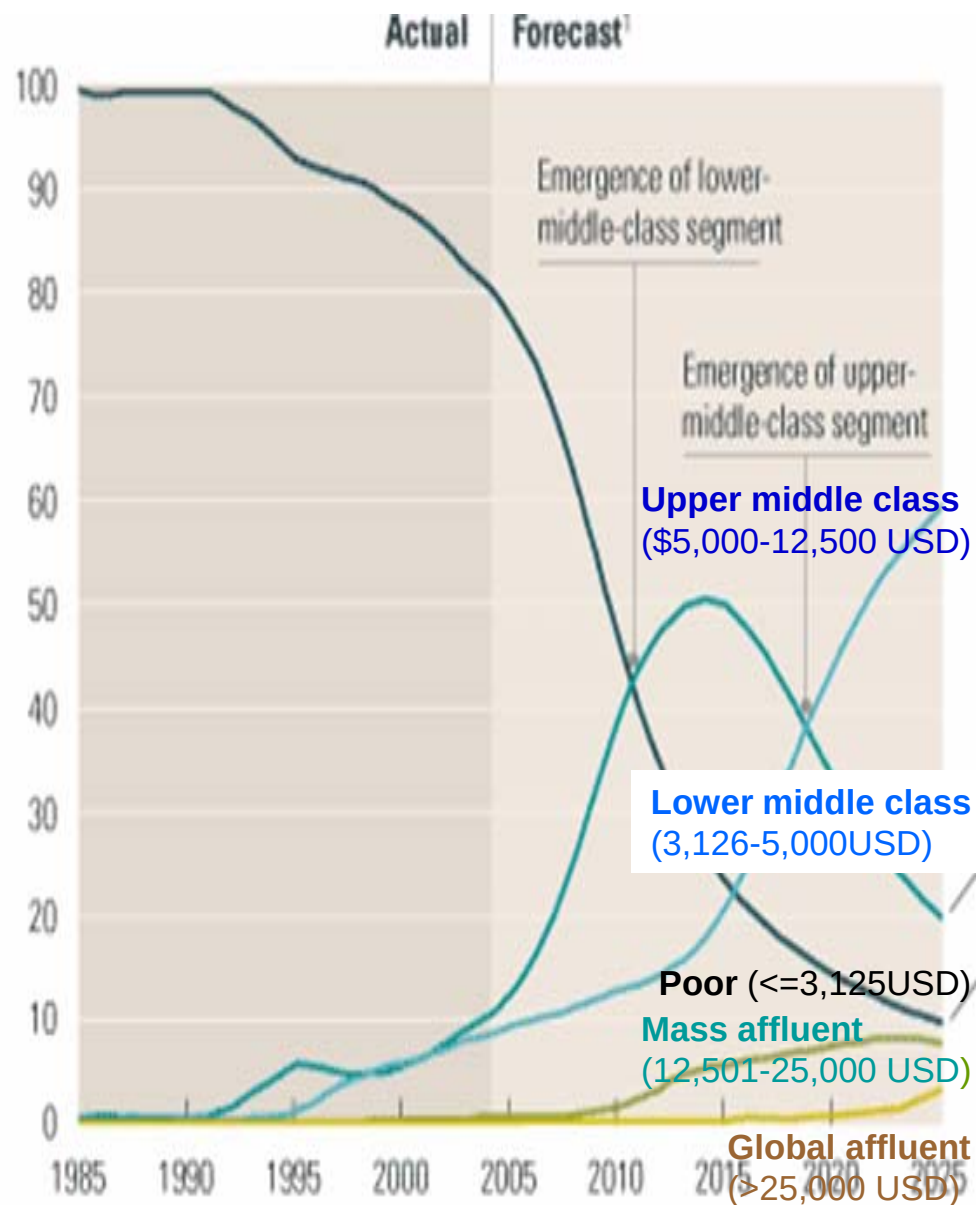
(Gini index¹; percent)



Source: Ravallion and Chen, 2004.

¹The Gini Index is a measure of income inequality within a population.

Emerging “Middle Class”...



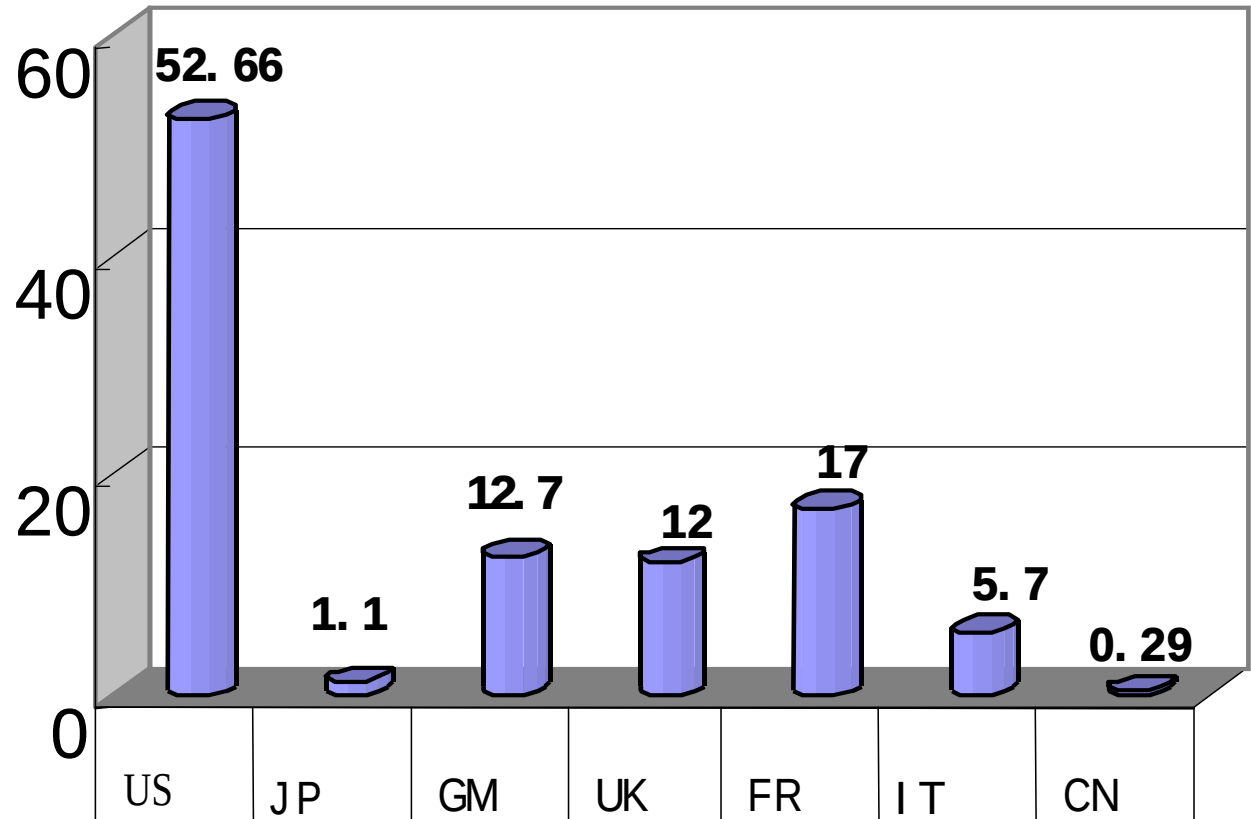
3. 中国农村当前的基本形势

Part 3. Basic Situation in Rural China

- 农地资源短缺再次像50年前那样障碍农业现代化 Problems of land resources limitation constrain the Agri Modernization
 - 50年中农村户数从1亿增加到2.12亿；人口从4亿增加到8亿；尽管占全国人口比重从85%下降到69% Rural households number increased from 100 mn to 212 mn, population number increased from 400 mn. to 800 mn, although the percentage of rural to the total population decreased: from 85% to 69% in the last 50 years
 - 农村土地1996年以后10年被城市化和工业化大量占用，从1.36亿公顷，下降为1.22亿公顷 Urbanization & industrialization reduced arable land from 136 mn. hr.in 1996.to 122 mn.hr. in 2006
 - 农户平均土地规模下降，76%的农户仅有0.6公顷 Farm Size Decrease: among these small household farms, 76% have less than 0.6 hr.

Comparative Ratio of Arable Land to Labor Per Capita

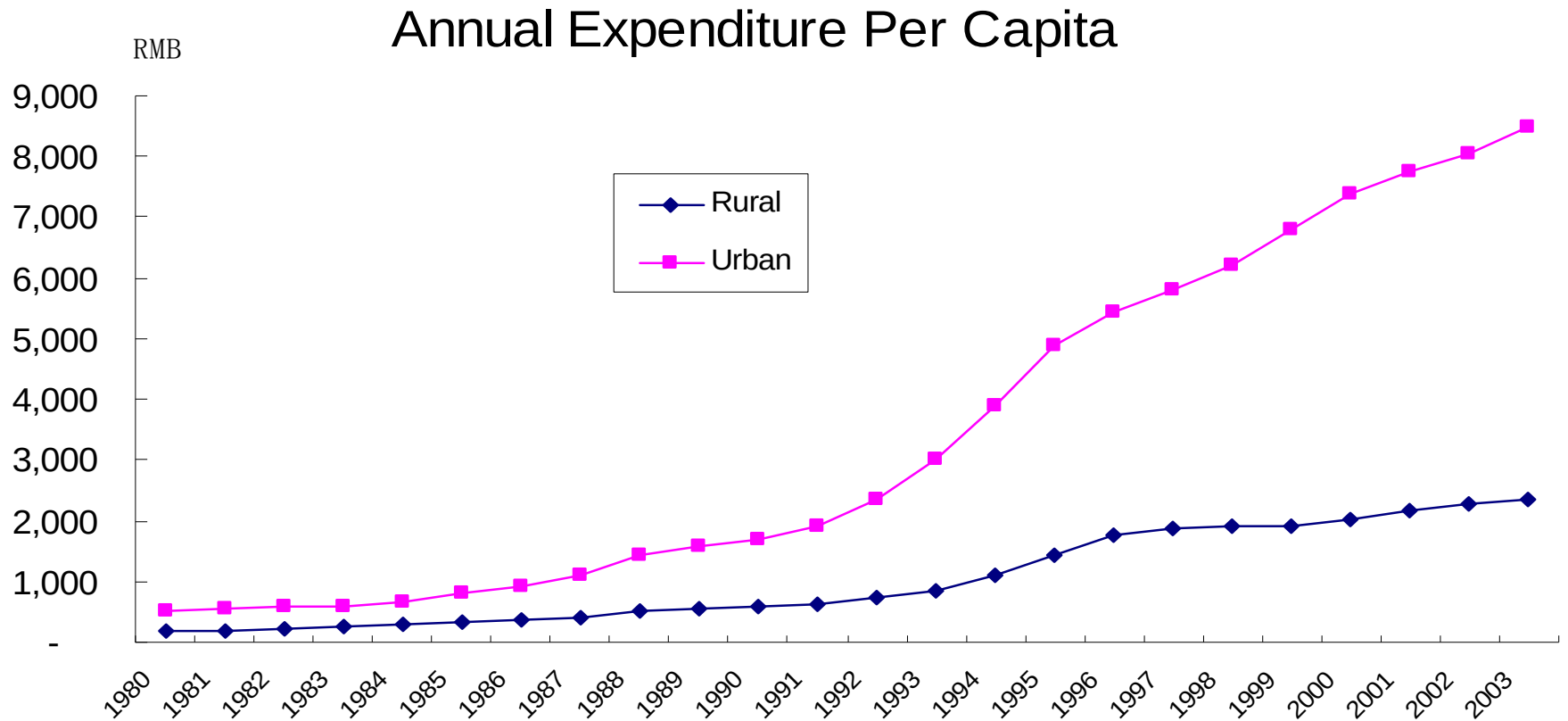
(各国劳均耕地面积比较图)



Ratio of Land/Labor (hr)	52.66	1.1	12.7	12	17	5.7	0.29
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中国最大的差别是城乡差别

The main gap is dual system between urban & rural



Big China, Small Market”-- the consumption gap of autarkic rural/ modernized urban slowed down both the domestic demand and overseas investment;

不同贫困标准的数据差异

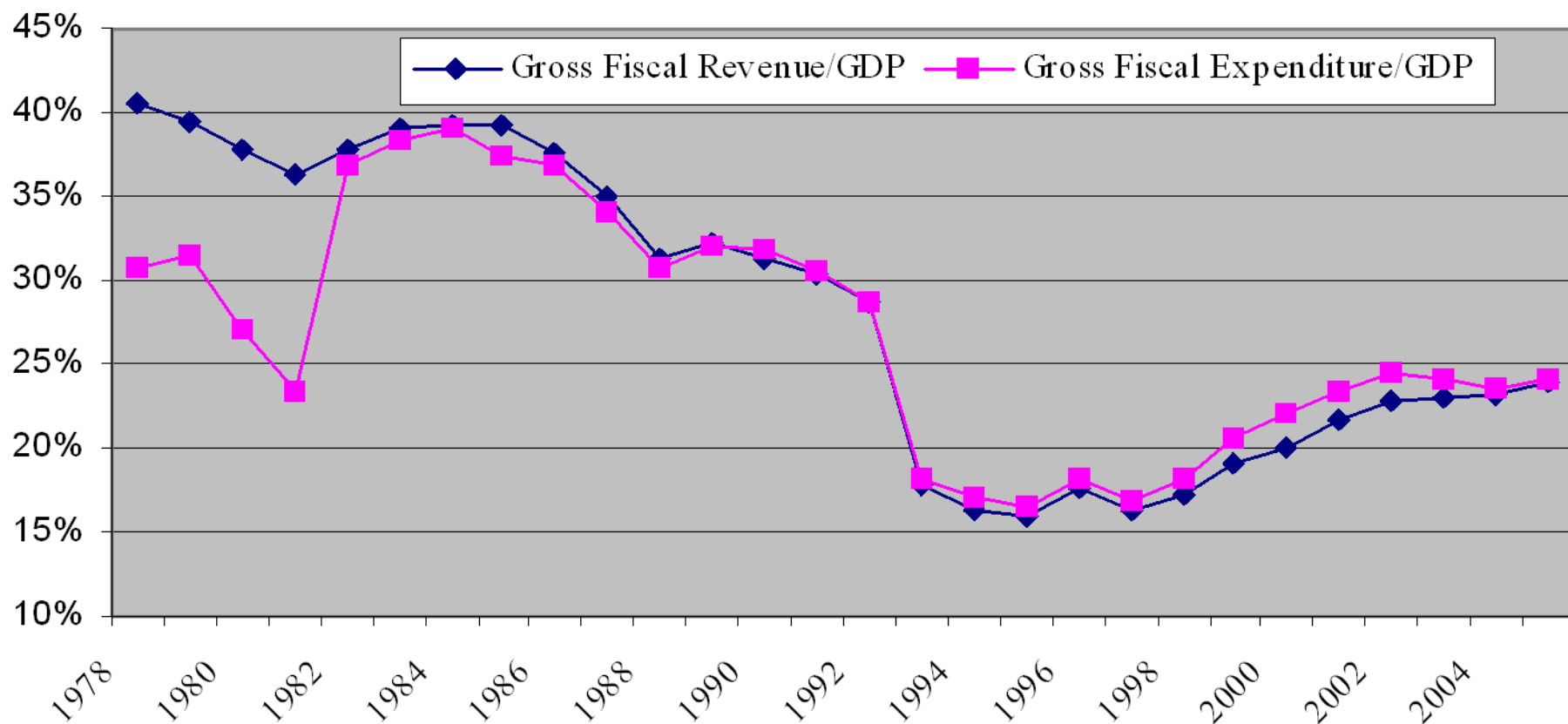
Different Data of Poverty

- 国内标准的贫困人口比重为2.4%
Government data shows the poor reduced to 2.4%
- 国际标准的贫困人口比重10倍于官方数字
International standard shows 10 times higher

Average annual income (USD)	Population (mil.)	%
<60 (\$0.165/day)	14.6	1.1%
<75 (\$0.2/day) (Gov. criteria)	30.0	2.4%
<120 (\$0.33/day)	90.3	7.1%
120-240 (\$0.33-0.66/day)	310.8	24.5%

中国政府财政总收入占GDP的比重

Gross Fiscal Revenue & Expenditure/GDP, 1978-2005



资料来源：摘自CUHK王绍光教授2007年3月18日在韩国成均馆大学的会议论文

4. 中国新战略：可行的政策与操作试验

Part 4. China's Alternative Policies & Experiments

- 2002年以后新政时期的制度建设与政策反思 Institutional building, Policy reorientation by the New Authorities since 2002
 - 国家能力建设
 - Participation and state building for enlarging redistributive capacity
 - 资源开发及其收益分配
 - Institutions of resource extraction & its interest distribution
 - 危机防止与冲突管理
 - Institutions of risk reduction, conflict reduction & management
 - 中央地方关系与城乡协调发展
 - Readjustment of Central/Local and Urban/Rural
 - 新农村建设与扩大内需
 - New rural constructions for expanding domestic demands

社会政策的出现，1999-2007年

Social policy for readjustment, 1999-2007

year	新出台的社会政策 new issued social policies
1999	西部大开发 investment for developing the western regions
2002	城市低保 basic security in urban
2003	支持三农、进行农村税费改革、筹建新型农村合作医疗体系 State policy focus on rural issues, started rural tax reform, co-op medical service system
2004	降低农业税、推出农村“三项补贴” reduce rural tax, increase 3 kinds of subsidies aiding agriculture
2005	部分取消农业税, 大幅度增加政府投入 partially eliminated agricultural tax & increased gov. investment for public services
2006	全面取消农业税, 推出农业综合补贴、免除西部地区农村义务教育学杂费, 城市廉租房 totally eliminated agri tax, comprehensive aid to agriculture, eliminated rural educational fees for the western regions
2007	全国农村义务教育免费, 全面推进新农合, 全面推进廉租房, 全面推进农村低保, 开始推行城市全民医保 basic security and co-op rural medical services for whole rural people, new rural finance policies

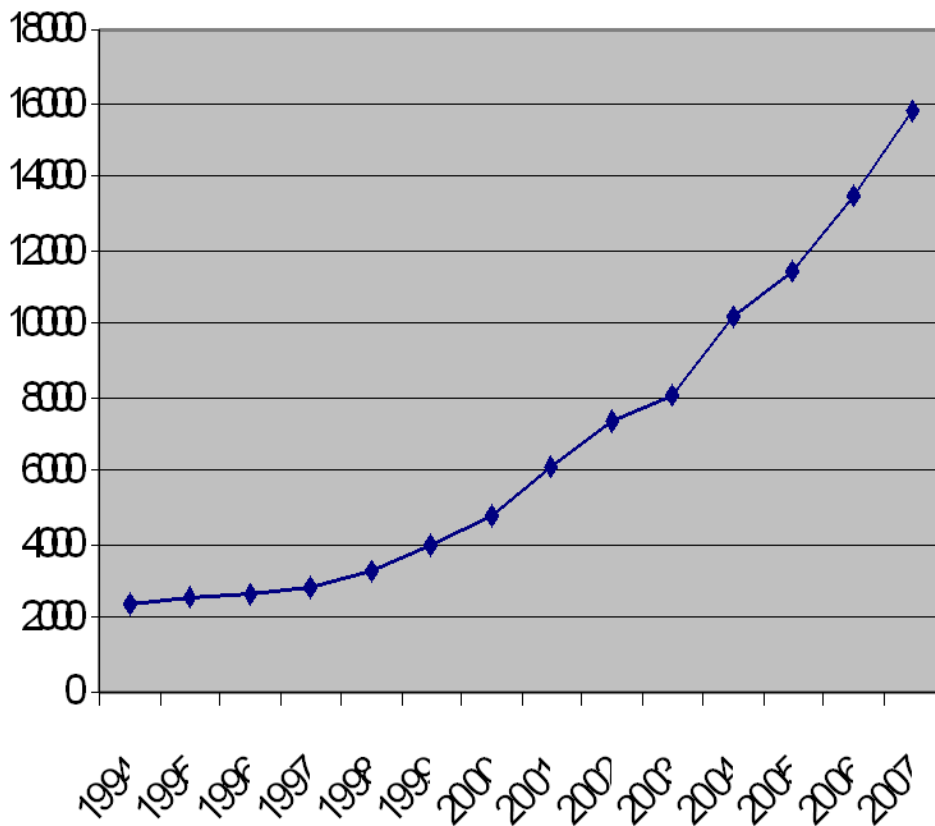
资料来源：摘自CUHK王绍光教授2007年3月18日在韩国成均馆大学的会议论文

China will build up 2nd capital pool

中央对地方财政转移支付

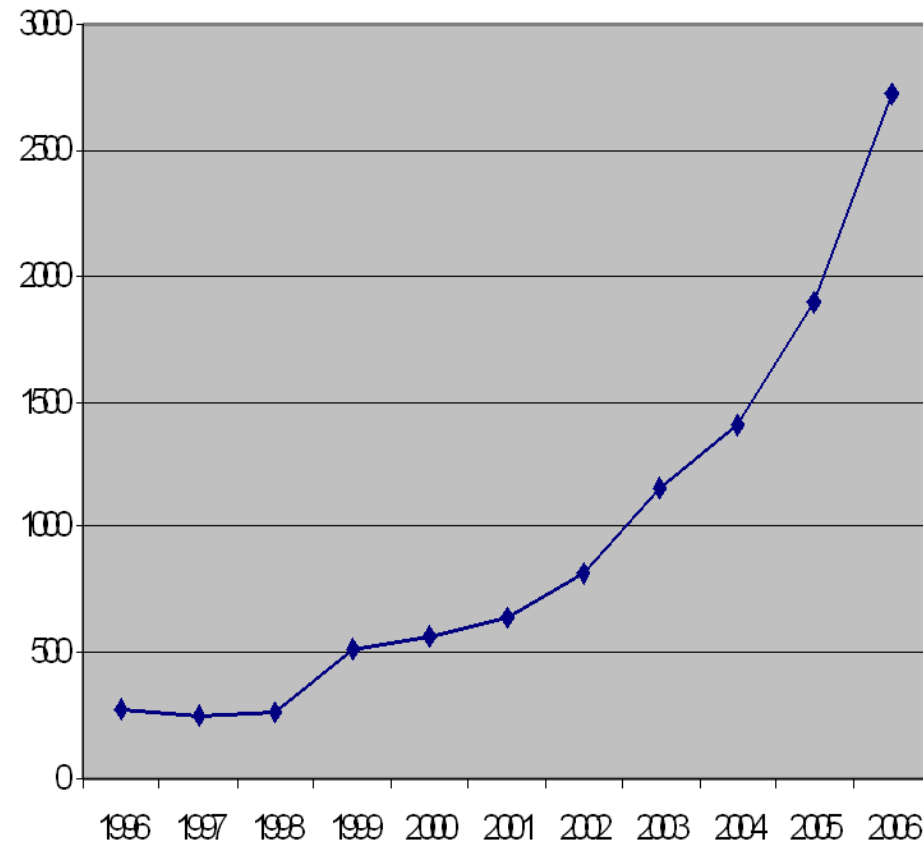
Number of central revenue transfer to local

中央助地方 亿元



农村定期受扶助人
Number of rural people
receiving basic aid

农村定期受扶助人 万人



资料来源：摘自CUHK王绍光教授2007年3月18日在韩国成均馆大学的会议论文

提问 Questions?



感谢 Thanks