

中国包容性发展与财政政策选择 Inclusive Development & Fiscal Policy Choice of China

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一、包容性发展的重要性及政府财政的作用

I. Importance of Inclusive Development & Functions of Governmental Finance

(一) 正确界定包容性发展的内涵

(I) Correctly define inclusive development

一般认为，“包容性增长”最早由亚洲开发银行在2007年首次提出，最基本的含义是公平合理地分享经济增长，它涉及平等与公平的问题，包括可衡量的标准和更多的无形因素。

It is generally believed that the concept of “inclusive growth” was first proposed by the Asian Development Bank in 2007. Its basic meaning is to impartially and reasonably share the economic growth, which refers to the issue of equality and justice, including measurable standards and more intangible factors.

世界银行在2008年推出包容性发展的概念，当年发布的《增长报告：可持续增长和包容性发展的战略》明确提出，“包容性发展”就是要寻求社会和经济的协调、稳定和可持续的发展。通过一种规范稳定的制度安排，让每个人都有自由发展的平等机会，让更多的人享受改革和发展的成果；让困难群体得到多方面的保护，得到政府政策和投入方面的优惠；加强中小企业和个人能力建设；在经济增长过程中保持平衡，重视社会稳定等。

The World Bank introduced the concept of “inclusive development” in 2008. *The Growth Report: Strategy of Sustainable Growth and Inclusive Development* issued in the same year clearly states that the “inclusive growth” is to seek coordination between the society and economy, as well as the stable and sustainable development; to create equal opportunities of free development for all and allow more people to enjoy the achievements of reform and development through a sort of standard and steady system arrangement; to give shelter to the underprivileged in many respects so that they can obtain preferences in government policy and investment; to strengthen the cultivation of small & medium-sized enterprises and individual capacity; to keep balance during the economic growth and emphasize the social stability.

可以看出，上述关于包容性增长和包容性发展两个概念的界定，并无实质性的差别，二者都强调平等和公平，注重经济发展的成果涉及所有人群，注重发展和改善民生，注重提高劳动者特别是贫困人口、农村人口的收入和福利水平，注重制度创新和政策改进。

It can be seen that the definitions of the inclusive growth and inclusive development above have no substantial difference, as both of them stress equality and justice, attach weight to the achievements of economic development enjoyed by everyone, focus on developing & improving people's livelihood and enhancing incomes and benefits of laborers, especially the poor and rural population, and emphasize system innovation and policy improvement.

(二) 政府及公共财政在实现包容性发展中的作用

(II) Functions of governmental & public finance in achieving inclusive development

实现包容性发展，需要发挥市场和政府的共同作用。世界银行在《变革世界中的政府》报告中，通过近100多年世界各国经济发展和政府职能的实证研究，指出不论是发达国家，还是发展中国家，现代经济条件下政府的基本使命和任务包括：

It requires common functions of both the market and the government to achieve the inclusive development. The World Bank, via the empirical research of the economic development and government functions of countries across the world over the last century, points out in the report *The State in a Changing World* that the basic missions and tasks of governments in both the developed and the developing countries in modern economic conditions consist of

一是建立法律基础；二是保持非扭曲性的政策环境，包括宏观经济的稳定；三是投资于基本的社会服务与基础设施；四是保护承受力的阶层；五是保护环境。可以看出，上述关于政府职能和作用的界定，已在相当程度上反映了追求包容性发展的客观要求。

establishing legal bases, maintaining the undistorted policy environment (including the macroeconomic stability), investing in basic public services and infrastructure, protecting the class with low tolerance, and protecting the environment. It can be seen that the aforementioned definition of government functions and role has reflected the objective requirement to pursue the inclusive development to a large extent.

既然政府在包容性发展中担负着非常重要的职责，那么，作为政府宏观调控手段的公共财政对于支持和促进包容性发展就必然承担着非常重要的使命和作用。一是公共财政通过参与国民收入分配和再分配活动，综合利用税收、支出、补助等政策手段，优化宏观收入分配格局，调节居民收入和财富的差异，加强对整个社会弱势群体的支持和保护。

Since the government plays an important role in the inclusive development, public finance, as a means of the government's macro-control, is bound to undertake significant missions and performs essential functions in supporting and promoting the inclusive development. To start with, by taking part in distribution and redistribution, public finance comprehensively uses tax, expenditure, subsidy and other means of policies to optimize the macro income distribution pattern to adjust the gap of residents' income & wealth and strengthen support & protection of the entire disadvantaged group in the society.

二是公共财政通过积极推进财政体制创新，动态调整转移支付制度和办法，不断完善和改进中央及地方及省以下政府间关系，可以为财力的纵向均衡和横向均衡奠定基础，从而有效地推进城乡之间、区域之间的相对均衡发展，为我国的中西部地区、贫困地区及整个农村的经济发展和基本公共服务获取提供财力基础。

In addition, public finance can lay the foundation for vertical and horizontal balance of financial resources by actively boosting innovation of the fiscal system, dynamically adjusting the transfer payment system and methods, constantly improving and enhancing relations of the central government and governments below the provincial level, thus effectively promoting the relatively balanced development of urban & rural areas and regions, and laying the financial foundation of the economic development and access to basic public services for China's central, western & poor regions and even the entire rural areas.

三是公共财政支持包容性发展，不仅具有直接的调节效应，而且通过资金分配、财税政策优惠等手段，有效发挥财政的间接调节效应或引导功能，也就是引导社会民间资金、银行资金及国外资金等向欠发达地区、向贫困地区、向“三农”倾斜，引导社会富裕阶层通过捐赠、慈善等手段向社会弱势群体给予帮助，从而使社会包容与和谐得到更好体现。

Furthermore, public finance, which supports the inclusive development, not only performs the direct adjustment function, but also, via funds distribution, preferential tax regulation and other means of policies, effectively carries out indirect adjustment or guidance function namely guiding the non-governmental, bank's and overseas funds to the underdeveloped & poor regions, and to agriculture, rural areas and peasants, guiding the affluent class in helping the disadvantaged by means of donation and charity so as to better embody social inclusiveness and harmony.

二、当前我国运用财政政策支持包容性发展的现状分析

II. Analysis of Current Condition of Supporting Inclusive Development with Fiscal Policy in China

(一) 近年来出台的主要财政政策及效果

(I) Main fiscal policies issued in recent years & their effects

1. 公共财政覆盖农村步伐明显加快

1. Public finance has significantly stepped up its pace to cover rural areas

一是“三农”财政政策体系不断完善。二是“三农”财政投入增长很快。中央财政安排“三农”投入从2006年的3517.2亿元增加到2011年的10498亿元，6年累计投入40122亿元，年均增长24%。

Firstly, the fiscal policy and system for agriculture, rural areas and peasants has always been improved. Secondly, the financial input in agriculture, rural areas and peasants has rapidly gone up. The input in agriculture, rural areas and peasants arranged by the central government rose from RMB 351.72 billion in 2006 to RMB 1049.8 billion in 2011, accumulating RMB 4012.2 billion in these 6 years, with an average rise of 24% per year.

全国财政用于“三农”的支出2011年为29342亿元，比上年增长21.2%，占全国财政总支出的份额为26.9%。2012年国家继续加大财政“三农”支持力度，中央财政“三农”支出安排12286.6亿元，增长17.9%。三是财政“三农”投入的资金整合与管理不断规范。

The expenditure of the public finance around the state on agriculture, rural areas and peasants was RMB 2934.2 billion, showing an increase of 21.2% over the previous year, accounting for 26.9% of the total fiscal expenditure of the country. In 2012, China continues strengthening the financial support of agriculture, rural areas and peasants. The financial expenditure arranged by the central government for agriculture, rural areas and peasants arranged is RMB 1228.66 billion, increasing by 17.9%. Thirdly, fund integration and management of the financial input in agriculture, rural areas and peasants has been constantly standardized.

2. 集中财力保障和改善民生

2. Concentrate Financial Resources on Guarantee & Improvement of People's Livelihood

2003—2007年，全国财政教育、社会保障和就业、医疗卫生、文化体育支出累计分别达到**2.43万亿元**、**1.95万亿元**、**6311亿元**和**3111亿元**，分别年均增长**18.6%**、**14.9%**、**24.4%**和**16.5%**，比上一个五年增长**1.26倍**、**1.41倍**、**1.27倍**和**1.3倍**。

Between 2003 and 2007, the country's financial expenditure for education, social security, employment, medical & health care, culture and sports cause added up to RMB 2,430 billion, RMB 1,950 billion, RMB 631.1 billion and RMB 311.1 billion respectively, with an annual growth rate of 18.6%, 14.9%, 24.4% and 16.5% respectively, rising by 126%, 141%, 127% and 130% over the previous five years.

2008—2011年，财政的民生支出范围进一步拓宽，支持力度进一步加大。2011年，全国财政用在与人民群众生活直接相关的教育、医疗卫生、社会保障和就业、住房保障、文化方面的民生支出合计38108亿元，比上年增长30.3%，用在农业水利、公共交通运输、节能环保、城乡社区事务等方面与民生密切相关的支出合计35629亿元，上述两者合计，2011年全国财政的民生支出为73737亿元，占当年全国财政总支出的比重高达67.7%。

Between 2008 and 2011, the area of financial expenditure for people's livelihood was further expanded, and the financial support strengthened. In 2011, the country's financial expenditure for education, medical & health care, social security, employment, housing support and culture directly related to people's livelihood totaled RMB 3,810.8 billion, with an increase of 30.3% than the last year; the expenditure closely related to people's livelihood for agricultural irrigation, public transportation, energy saving & environmental protection, and community affairs, etc. amounted to RMB 3,562.9 billion. The expenditures above added up to RMB 7,373.7 billion, taking up 67.7% of the country's total financial expenditure in 2011.

3. 转移支付向中西部欠发达地区倾斜

3. Transfer Payments Tilt towards Underdeveloped Regions in West China

分税制改革以后，中央财政集中的收入主要用于对地方特别是中西部地区的转移支付。1994—2011年，中央对地方转移支付由550亿元增加到34881亿元，增长了62.4倍，年均增长28.4%；其中，一般性转移支付从189亿元增加到18311亿元，年均增长31.6%。转移支付的90%左右用于中西部地区，占地方一般预算支出比重由1994年的13.6%，提高到2011年的37.6%，年均上升约1.8个百分点。

After the reform of the tax assignment system, the central government's fiscal revenue has been concentrated on transfer payments to local governments, especially those of central & western regions. From 1994 to 2011, transfer payments from the central government to local governments rose from RMB 55 billion to RMB 3,488.1 billion, rising by 6,240%, with an annual growth rate of 28.4%. General transfer payments of them increased from RMB 18.9 billion to RMB 1,831.1 billion, with an annual increase of 31.6%. Around 90% of transfer payments were used for central & western regions, occupying 37.6% of local general budget expenditure in 2011, comparing with 13.6% in 1994, with an annual growth rate of 1.8%.

4. 构建县级基本财力保障机制

4. Build County-level Basic Financial Guarantee Mechanism

2005—2007年，中央财政每年都在增加“三奖一补”政策的投入力度，其中2005年投入150亿元，2006年投入235亿元，2007年投入335亿元，三年投入资金总量超过700亿元。从2010年起中央财政全面部署建立和完善县级基本财力保障机制，当年安排奖补资金682亿元，加强县级政府提供基本公共服务财力保障。2011年下达县级基本财力保障机制奖补资金775亿元，增长13.6%。2012年预算数更是超千亿元，达到1075亿元，增长38.7%。

Between 2005 and 2007, central finance strengthened the input of the “three awards and one subsidy” policy every year, with an investment of RMB 15 billion in 2005, RMB 23.5 billion in 2006, and RMB 33.5 billion in 2007, beyond RMB 70 billion in total. Since 2010, central finance has comprehensively arranged to establish and perfect the county-level basic financial guarantee system, arranging award and subsidy funds of RMB 68.2 billion that year to strengthen the capacity of the county government to provide the basic financial guarantee. In 2011, the central government distributed award and subsidy funds of RMB 77.5 billion for the county-level basic financial guarantee system, with an increase of 13.6%. The budget amount of 2012 is over RMB 100 billion, up to RMB 107.5 billion, growing by 38.7%.

5. 大力支持扶贫开发

5. Strongly support development-oriented poverty reduction

其一，财政扶贫资金投入稳步增长。其二，集中投入、突出重点。其三，创新机制，提高资金效益。

Firstly, the financial investment in the poverty reduction has been steadily grown. Secondly, concentrate the input on the key regions. Thirdly, innovate in the mechanism to improve the fund effectiveness.

(二) 存在的主要问题

(II) Main problems existent

1. 全社会收入差距趋于扩大，分配不公问题日益严重。

1. Income gap in the whole society tends to widen with increasingly serious unfair distribution

其一，社会总体收入分配差异。资料表明，我国的基尼系数1988年为0.382，1995年为0.445，2000年为0.454，2003年为0.458，2004年为0.465，2005年为0.47，2006年为2.47，2007年达到0.48，2010年则0.54。

Firstly, the overall social distribution difference. Data indicate that China's Gini coefficient was 0.382 in 1988, 0.445 in 1995, 0.454 in 2000, 0.458 in 2003, 0.465 in 2004, 0.47 in 2005, 0.48 in 2007, and 0.54 in 2010.

其二，城乡间收入差异状况。改革以来，城乡居民收入都有较大幅度的增长，但收入差距在经历了1985年的低点之后 逐年扩大，如1990年为1： 2.01，1995年为1： 2.72，2000年为1： 2.19，2005年为1： 3.22，2010年为1： 3.23。

Secondly, the situation of income gap between urban & rural areas. Since the reform, incomes of both urban & rural areas have been greatly increased, but the income gap has been widened year by year after the lowest point of 1985, for example, 1:2.01 in 1990, 1:2.72 in 1995, 1:2.19 in 2000, 1:3.22 in 2005, and 1:3.23 in 2010.

其三，地区间收入差异状况。截至2009年，东部地区城镇居民家庭平均年收入为23153.21元，比中部、西部、东北部分别高7613.82元、7630.18元、7310.57元。江西省城镇单位就业人员平均工资（24156元）仅为上海市城镇单位就业人员平均工资（58336元）的41.4%。

Thirdly, the situation of income gap between regions. By 2009, average annual household income of the eastern region was RMB 23,153.21, RMB 7,613.82, RMB 7,630.18 and RMB 7,310.57 higher than the central, western and southeastern regions respectively. Average income of the urban employees in Jiangxi Province (RMB 24,156) only took up 41.4% of that in Shanghai.

其四，行业间收入差异状况。人力资源和社会保障部工资研究所发布的最新数据显示：收入最高和最低行业的差异已扩大到**15倍**，跃居全世界之首。职工平均工资最高的三个行业中，证券业人均**17.21万元**，是全国平均水平的**6倍**；其他金融业人均**8.767万元**，是全国平均水平的**3.1倍**；航空业人均**7.58万元**，是全国平均水平的**2.6倍**。电力、电信、石油、金融、保险、水电气供应、烟草等国有行业的职工不足全国职工总数的**8%**，但工资和工资外收入总额却相当于全国职工工资总额的**55%**。

Fourthly, the situation of income gap between industries. According to the latest statistics issued by the Institute of Wage Studies of the Ministry of Human Resources and Social Security, the gap between the industries with the highest income and those with the lowest has expanded to 15 times, ranking first in the world. Among the three industries in which employees have the highest average income, the average income in the securities industry is RMB 172,100, 6 times of the national average, in the financial industry, RMB 87,670, 3.1 times, and in the airline industry, RMB 75,800, 2.6 times. The employees in state-owned industries, such as power, telecommunication, petroleum, finance, insurance and water & electricity supply industries are less than 8% of the country's total population, but the total of their salaries and off-the-book income correspond to 55% of the total salaries of employees throughout the country.

2. 基本公共服务供给不足，发展失衡。

**2. Supply of basic public services is inadequate;
development is unbalanced**

从供给情况看，过去长期以来基本公共服务的标准和范围不明确，公益性服务领域投入长期不足，历史欠账较多，不能满足社会需求。

With respect to the supply, for a long period, the criteria and area of basic public services were not clear, the investment in the field of public welfare services insufficient, the historical debt outstanding high, unable to meet social demands.

从城乡情况看，农村公共服务严重滞后，可及性差。

As for the urban & rural areas, rural basic public services severely lag behind with bad access.

从区域情况看，公共服务水平与经济发展水平正相关，但不同地区公共服务差距大于经济水平差距。

In terms of regions, the level of public services is positively correlated with that of the economic development, but the gap of public services between regions is greater than that of economic development levels.

此外，不同人群之间的差距也较大，城乡低收入家庭和社会弱势群体基本公共服务的权益还不能得到充分保障。

Besides, the gap between groups is also big; the rights & interests of low-income families and disadvantaged groups in urban & rural areas in basic public services have not been fully secured yet.

3. 贫困问题仍然相当突出，扶贫攻坚面临新的挑战

3. Poverty problem is still extremely striking; poverty reduction confronts new challenges

其一，按照国家新的扶贫标准，农村贫困人口数量庞大。

Firstly, as per the country's new standard of the poverty reduction, the poor population in rural areas is huge.

其二，贫困地区人口收入水平低。

Secondly, the income level of the population in poor regions is low.

其三，贫困地区基础设施和公共服务不足情况仍较严重。目前农村用水、交通、通信、电力等基础设施建设仍有较大差距，农村医疗、教育等最基本的公共服务缺失情况仍较严重。

Thirdly, the condition of insufficient infrastructure and public services in poor regions is still serious. So far, infrastructure of rural areas such as water, transportation, communication and power still falls behind urban areas, and the shortage of the most basic public services, such as medical care and education is still severe.

其四，14个连片特困地区扶贫攻坚范围广，难度大，任务异常艰巨。

Fourthly, the poverty reduction of the 14 contiguous destitute regions is of wide scope and difficult, with extremely tough assignments.

三、近中期促进我国包容性发展的 财政政策取向与建议

III. Short & Mid-Term Fiscal Policy Orientation & Proposals to Advance China's Inclusive Development

(一) 充分发挥财政调节功能，推动社会收入分配从失衡向公平迈进

(I) Make the most of the adjustment function of finance to advance income distribution of society from unbalance to equality.

1. 完善税收政策。一是改革个人所得税。二是运用税收政策支持就业创业。三是加快出台房产税改革。四是完善第三次分配的税收政策。

1. Perfect the tax policy. Firstly, reform the individual income tax system. Secondly, support employment and entrepreneurial activities by the use of the tax policy. Thirdly, step up the issuance of the house property tax reform. Fourthly, perfect the tax policy of the third distribution.

2. 完善财政支出政策。一是支持社会保障改革，提高财政的社保支出份额。二是全力确保教育公平。三是支持就业创业服务。

2. Perfect policy of financial expenditure. Firstly, support the reform of social security, and increase the share of social security expenditure of finance. Secondly, make all efforts to ensure educational equality. Thirdly, support the services of employment and starting the business.

3. 调整国企利润分配格局，完善国有资本经营预算制度。基本思路是加大国有资本经营收益收缴力度，促进垄断行业和部门改革，统筹国有资本经营预算支出。结合消除国有企业过度垄断的配套改革，加大国有资本经营收益的上缴力度，可以降低企业部门收入，减少国有企业过高的垄断利润和特许权收入对于市场秩序的干扰；直接提高政府部门收入，集中更多的国有资本利润，用于提高对居民的经常性转移，更多地运用国有资本收益改进民生。

3. Adjust profit distribution pattern of the state-owned enterprises, and perfect the state-owned capital management budget system. The basic considerations are to strengthen the collection of state-owned capital management revenue, promote the reform of the monopolized industries and sectors, and generally plan the expenditure of state-owned capital operation budgets. Combine with the elimination of supporting reform of over-monopolization of the state-owned enterprises, and strengthen the collection of state-owned capital management revenue so as to reduce the revenues of enterprises & sections and decrease the interference of the market order due to the over-high monopolistic profits of the state-owned enterprises and franchise fee revenue; increase the income of the governmental departments, and centralize the profits of the state owned capital which are used to increase the frequent transfers of the residents and improve the people's livelihood by using the income of the state owned capital.

(二) 创新财政体制和分配机制，促使基本公共服务均等化迈出实质性步伐

(II) Innovation in financial system and distribution mechanism makes a substantial step in promoting the equalization of basic public services

1. 着力调整和优化财政支出结构。一要加快行政体制改革，切实解决机构膨胀、财政供养人口过多、财政负担沉重的状况，使行政经费保持在一个合理的范围内。同时要继续采取措施，大力减少“三公”消费支出。

1. Make great efforts to adjust and optimize the financial expenditure structure. Firstly, accelerate the reform of administrative system, practically resolve the problems of expanding institutions, too large population fed by finance and the heavy financial burden, so as to maintain the administrative expenditure within a reasonable scope. Meanwhile sequential measures shall be further taken to greatly reduce the three public consumption expenditures.

二是完善财政投资政策。财政要从一般竞争性领域的投资果断退出，改变目前财政投资范围过宽、撒胡椒面的状况。三是集中财力加大民生投入，特别是加大对基本公共服务如教育、医疗卫生、就业服务、社会保障、生态环境等方面的支出力度。

Secondly, perfect the financial investment policy. Finance shall be decidedly excluded from the investment of general competitive fields to improve the too wide scope of financial investment and too evenly funding. Thirdly, gather financial resources and increase the investment for the people's livelihood, in particular the expenditures on the basic public services, such as education, medical treatment and public health, employment service, social insurance and ecological environment.

2. 继续完善转移支付制度。一是提高均衡性转移支付规模和比例。二是以推进基本公共服务均等化为目标，改进均衡性转移支付测算办法。三是规范现有专项转移支付。

2. Keep perfecting the transfer payment system. Firstly, expand the scale and the proportion of equalized transfer payment. Secondly, improve the calculation methods of equalized transfer payment in the aim to promote the equalization of public services. Thirdly, regulate the current special transfer payment.

3. 加快建立县级基本财力保障机制。

3. Accelerate establishment of county-level basic finance security system.

(三) 加大财政支持力度，大力推进集中连片贫困地区减贫与发展

(III) Strengthen financial supports from government, and greatly boost poverty reduction and development in centralized poverty-stricken areas

1. 建立健全国家和社会多元化的扶贫投入机制。一是确保财政扶贫投入的合理增长。二是中央的转移支付要向贫困地区倾斜。要按照地方人均财力作为均等化转移支付的核心因素，各项专项转移支付也要提高对贫困地区的分配份额，省一级的各类转移支付也要向贫困地区倾斜。三是继续保持并逐步增加信贷扶贫资金规模。要研究制订信贷扶贫战略和政策，通过完善财政贴息政策，引导银行增加扶贫贷方投入，降低贫困地区的贷款利息负担。四是鼓励各种经济成份的企业特别是民间企业和外资到贫困地区进行投资开发。在实行优惠财政、税收政策的基础上，注重创造良好的投资环境和便利条件。

1. Establish and perfect nationally & socially diversified poverty-alleviation input system. Firstly, ensure the reasonable growth of financial investment in the poverty alleviation. Secondly, put the stress of the central government transfer payments to the poor areas. Thirdly, continuously maintain and gradually expand the size of the aid-the-poor credit funds. Fourthly, encourage corporations of diverse economic sectors, especially the private ones and foreign funded companies to carry out investment and development in the poor areas.

2. 国家的公共政策要向贫困地区倾斜。一是实施差别化产业发展政策。二是提高国家对贫困地区的投资支持力度。三是制定优惠的土地政策。四是合理确定片区节能减排指标和主要污染物排放量。五是取消片区内中央有关补助资金的资金配套。六是实施税收优惠政策。

2. National public policy shall be favorable to poor areas. Firstly, implement policy for differential industry development. Secondly, boost the investment supports from the state to the depressed areas. Thirdly, formulate preferential land policy. Fourthly, reasonably determine the indexes of energy saving and pollution reduction, and as well as that of the emission load of main pollutants in these areas. Fifthly, cancel the counterpart funds concerning relevant subsidy funds from the central government in these districts. Sixthly, implement preferential tax policy.

3. 明确国家资金投入及政策扶持的重点和方向。一是突破基础设施瓶颈制约。二是壮大扶贫主导产业。三是提升自我发展能力。

3. Ascertain emphases and direction of national financial investment and policy support. Firstly, break through the restriction and limitation of infrastructure construction. Secondly, expand the leading industries of poverty-alleviation. Thirdly, promote the capability of self-development.

谢 谢!