



Technical Assistance Consultant's Report

Project Number: 42127-01
July 2009

People's Republic of China: Facility for Policy Reform and Capacity Building III

(Financed by PATA 7313-PRC)

Sub-project 1.11: Study on Elimination of Several Major Problems of the Poverty Belt around Beijing and Tianjin

消除环京津贫困带若干重大问题研究

Prepared by the Institute of Macroeconomic Research,
Hebei Provincial Development and Reform Commission
Hebei Province, People's Republic of China

For Executing Agency: the Ministry of Finance, People's Republic of China
Implementing Agency: Hebei Provincial Development and Reform Commission

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Printed in the People's Republic of China.

在中华人民共和国印刷。

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Sub-project 1.11

Synopsis of Final Report
Study on Elimination of Several Major Problems of
the Poverty Belt around Beijing and Tianjin

终期报告提要

消除环京津贫困带若干重大问题研究

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June 2012

2012年6月

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Table of Contents

Foreword	1
I. Background of the Study	3
II. Analytical Framework	4
III. Main Findings	5
1. Insufficient Rural Financial Service.	5
2. Poor Infrastructure Conditions.....	6
3. Unreasonable Ecological Policy.	9
4. Incomplete Land Policy.	11
5. Serious Water Pollution Problems in Guanting Reservoir Watershed	13
IV. Conclusions and Suggestions	14
1. Policy Reform on Rural Financial Service	14
(1) Guiding Ideology.....	15
(2) Principles	16
(3) Contents	16
(4) Steps and Scale	18
2. Policy Reform on Infrastructure Construction	18
(1) Purpose and Significance.....	19
(2) Principles	19
(3) Scope	20
(4) Contents	20
3. Policy Reform on Ecological Development	22
(1) Purpose	23
(2) Guiding Ideology.....	23
(3) Contents	24
4. Policy Reform on Comprehensive Land Development	25
(1) Guiding Ideology.....	26
(2) Principles	26
(3) Contents	27
(4) Organization and Implementation	29
5. Suggestions on Policy of Win-Win Watershed Pollution Treatment.....	29
(1) Construction of Engineering System to Separate Sewage from Clean River Water	29
(2) Compensation for Surface Water Source Protection	30
(3) Construction of Win-Win-Win Project for Sewage Treatment and Utilization in Zhangjiakou	31

(4) Preliminary Work of North-Line Construction for Yellow River Diversion to Beijing and Northern Hebei Province	32
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目 录

前言	33
一、研究背景	34
二、分析框架	34
三、主要发现	35
(一) 贫困地区农村金融服务普遍缺位	35
(二) 环京津贫困地区基础设施条件薄弱	36
(三) 生态政策具有一定的不合理性	37
(四) 现行用地政策使欠发达地区潜存丧失公平发展机会	38
(五) 官厅水库及流域水环境保护和水污染治理政策没有从根本上解决官厅水库水污染问题	38
四、结论和建议	39
(一) 关于环京津贫困带农村金融政策改革	39
1. 试点指导思想	40
2. 试点工作基本原则	40
3. 主要试点内容	40
4. 试点步骤和规模	41
(二) 关于环京津贫困带基础设施建设政策改革	41
1. 试点的目的意义	41
2. 试点的原则	42
3. 试点的范围	42
4. 试点的内容	42

(三) 关于环京津贫困带生态政策改革	43
1. 试点改革目的	44
2. 试点改革指导思想	44
3. 试点改革主要内容	44
(四) 关于环京津贫困带土地综合开发政策改革	45
1. 试点指导思想	45
2. 试点工作基本原则	45
3. 主要试点内容	46
4. 组织实施	47
(五) 关于环京津贫困带多赢性流域水污染治理的政策建议	47
1. 开展流域清污分流工程体系建设试点和示范	47
2. 开展地表水源保护补偿试点和示范	48
3. 开展张家口污水治理利用“三赢”工程建设试点	48
4. 开展引黄入京冀(北)北线工程建设的前期工作	48

FOREWORD

With guidance from the Ministry of Finance (MOF) of the People's Republic of China (PRC) and the Asian Development Bank (ADB), the Macroeconomic Research Institute of the Hebei Provincial Development and Reform Commission acted as the technical working group for Subproject 1.11: Study on the Elimination of Several Major Problems of the Poverty Belt around Beijing and Tianjin, under ADB Technical Assistance Project TA 7313-PRC: Facility for Policy Reform and Capacity Building III.

The objectives of Subproject 1.11 are: (i) to encourage the national and local government to establish comprehensive developments and reforms in a pilot district in the poverty belt around Beijing and Tianjin; (ii) to launch a pilot and demonstration of comprehensive reforms of rural financial policy, infrastructure support policy, ecological construction policy, land use policy and policies supporting comprehensive projects to manage environmental pollution ; (iii) to establish an effective and suitable rural financial service system to improve rural financial services and strengthen the vigorous development of local industry in impoverished areas; (iv) to establish and support flexible and effective policies for infrastructure construction to improve rural development conditions; (v) to improve policies around construction in ecologically fragile areas to properly manage the relationship between industry development and environmental protection; (vi) to explore policies that are moderately relaxed but constrained on land use to take full advantage of the land resources of impoverished areas; and (vii) to elevate enthusiasm for the establishment of a major pollution control project to ensure safety of the regional ecology and environment. This subproject will explore these paths and provide these experiences for the development of similar areas in the PRC.

To complete the project in high quality, we established a project group which included experts and scholars from the Macroeconomic Research Institute of the Hebei Provincial Development and Reform Commission, Hebei Provincial Finance Department, Hebei Provincial Communications Department, Hebei Provincial Water Resources Department, Hebei Provincial Environmental Protection Bureau, Hebei Provincial Land and Resources Department, Hebei University of Science and Technology, Zhangjiakou Municipal Development and Reform Commission, and Chengde Municipal Development and Reform Commission. For about two years, the

project group conducted sustained and in-depth research in three phases on rural financial policies, infrastructure construction policies, ecological policies, land policies and water pollution treatment policies in the poverty belt around Beijing and Tianjin.

This Synopsis introduces the background of the study, main findings, analytical framework, and main conclusions and suggestions.

The project team would like to extend its appreciation to Eriko Katashiro and Aihua Wu of ADB who performed as the task managers of this subproject and provided constructive comments and guidance in the whole process of the subproject.

I. BACKGROUND OF THE STUDY

Due to natural and historical reasons, a poverty belt including 21 poverty-stricken counties, an impoverished population of 1,800,000 inhabitants and an ecologically fragile zone covering over 80,000 square kilometers was formed in Northern Beijing and Tianjin. This region, located upstream of the water source for and upwind of Beijing and Tianjin, constitutes the ecological protective screen and source of the water supply of Beijing-Tianjin-Hebei. The shortest distance between this region and the center of Beijing is less than 100 km. The level of poverty intensity in the belt is on par with the Three Xi (west) Region (Dingxi, Longxi and Xihaigu), the region with the worst poverty intensity in the PRC.

The ADB Technical Assistance Project TA 3970-PRC: Hebei Province Development Strategy, completed in 2003-2004, first identified the issue of the "poverty belt" around Beijing and Tianjin and proposed a strategic vision of establishing a special integrated ecological and economic demonstration area in this region, which attracted widespread attention from all levels of society and relevant national departments and produced a widespread social impact. In the following years, members and delegates from the National People's Congress (NPC) and Chinese People's Political Consultative Conference (CPPCC) submitted proposals and suggestions for dealing with the poverty belt around Beijing and Tianjin. During the 2008 CPPCC Conference, the central authorities of China Democratic National Construction Association (CDNCA) submitted *Proposal on Rapidly Solving the Problems in the Poverty Belt around Beijing and Tianjin to Coordinate and Propel Regional Development*. Shi Guangsheng, the former Vice Chairman of the NPC Financial and Economic Committee, led a dozen deputies to the NPC on a special inspection of the poverty belt around Beijing and Tianjin, and important remarks were made by Liu Qi, a member of the Standing Committee of the Political Bureau and Secretary of the Beijing Municipal Party Committee, and Wang Qishan, former Mayor of Beijing. In October 2006, the Office of Poverty Alleviation and Development of the State Council and the China Development Bank signed the *Conference Summary on Developing Financial Cooperation in Supporting Poverty-stricken Areas to Cast Off Poverty to Become Rich* and developed a pilot area integrating fiscal poverty relief funds and policy-related loans with a focus in the two cities of the poverty belt around Beijing and Tianjin, Zhangjiakou and Chengde, and their subordinate counties Huaian and Luanping. At the beginning of 2007, the Office of Poverty Alleviation

and Development of the State Council, the China Development Bank and the Hebei Provincial Government collectively proposed *The Poverty Alleviation Loan Project of the China Development Bank for the Poverty Belt Around Beijing and Tianjin*. In July 2007, Beijing Municipal Government and Chengde Municipal Government signed *The Agreement on Relevant Policies for Agricultural Enterprises from Beijing to Develop in Chengde*.

In ADB Technical Assistance Project TA4933-PRC: Study on Water Resource Compensation Mechanisms and Approaches in Beijing-Hebei Region, completed in 2007-2009, we conducted an in-depth research on water resource, the most important aspect of the development relationship between our capital Beijing and northern Hebei. By borrowing from domestic and international experiences, we proposed a framework for Beijing-Hebei water resource compensation mechanisms and specific compensation schemes. The results of the project have garnered consistent high praise from ADB and domestic experts. Some suggestions have been reported to the relevant national government agencies and local government.

During the implementation of the above two projects, we found that developments in the poverty belt around Beijing and Tianjin faced dilemmas and notable contradictions in policy, such as insufficient rural financial services, ossified policies supporting infrastructure, poorly-coordinated policies on ecological construction, insufficient land supply, the lagging behind of projects to construct large-scale environmental pollution controls, etc., which seriously constrain the improvement of rural self-development capabilities in the poverty-stricken area around Beijing and Tianjin. Up until now, the poverty belt around Beijing and Tianjin has persisted and the development gap between the belt and Beijing and Tianjin continues to widen. To solve these problems, we not only need attention and policy support from high levels of the national government, we also need coordination among the municipal governments of Beijing, Tianjin and Hebei. Moreover, we also need the beneficial experience and technological support from high-level domestic and international experts.

II. ANALYTICAL FRAMEWORK

This research project was developed by focusing on the following aspects:

(1) Necessity of reforming rural financial policies of poverty-stricken areas in the

poverty belt around Beijing and Tianjin, conditions for selecting a pilot site for launching rural financial policies, reasoning and recommendations for launching rural financial policy reform in a pilot site in the poverty belt around Beijing and Tianjin;

(2) Necessity and importance of rural infrastructure construction in the poverty belt around Beijing and Tianjin, problems in existing policies on rural infrastructure construction, plans and recommendations for a pilot site for comprehensive reform of rural infrastructure construction policies in the poverty belt around Beijing and Tianjin;

(3) Ecological characteristics and status of the poverty belt around Beijing and Tianjin, problems with and necessity for reform of current existing ecological policies, reasoning and recommendations of ecological policies reform in a pilot site in the poverty belt around Beijing and Tianjin;

(4) Necessity and urgency of reforming comprehensive land development policies in the poverty belt around Beijing and Tianjin, foundation and conditions for comprehensive reform of land development policies in a pilot site, plans and recommendations on comprehensive land development policies reform in a pilot site in the poverty belt around Beijing and Tianjin;

(5) Review and evaluation of water environmental policies in Guanting Reservoir Basin, analysis on long-term ineffective policies on water pollution treatment in Guanting Reservoir Basin, recommendations for enriching and improving the national water environmental protection policies.

III. MAIN FINDINGS

1. Due to the pervasive lack of rural financial services in the poverty-stricken areas, the current rural financial policy is in need of further exploration and experimentation right now.

Since 1990s, the Chinese financial system, particularly the state-owned commercial banking system, began making reforms with an aim toward commercialization, independence and standardization. This undoubtedly played a significant role in promoting the establishment of a unified operational mechanism of “profitability, security and liquidity” in the banking system and guaranteeing the steady and healthy development of PRC's financial industry. However, as the commercial banks were undertaking reform of their operational mechanisms, they overlooked the different

demands for financial services brought about by the extreme imbalance between urban and rural development and did not simultaneously establish a financial service system in accordance with rural financial service demands, especially in poverty-stricken rural areas. This led to the pervasive lack of rural financial services, especially in impoverished rural areas. This is very obvious in the following aspects: (i) The contraction of rural financial service organizations resulted in the lack of basic financial service in poverty-stricken rural areas; (ii) The risk management orientation of commercial financial institutions led rural financial services to “curry favor with the rich and despise the poor”; (iii) The cost control orientation of commercial financial institutions led to unwillingness to lend to scattered farmers; (iv) The “dual function” of agricultural banks led to difficulties for Poverty Alleviation Funds to reach the households; (v) Gradual commercialization of rural credit cooperative led financial services for poor farmers to seem unlikely.

Since 2006, under the guidance of the People’s Bank of China and the China Banking Regulatory Commission, in order to address the problem of the lack of rural financial services in the PRC and inadequacies of current rural financial policies, pilot reform of rural financial policy were developed with a focus on building new types of rural financial institutions, including village banks, credit unions, lending companies and so on. All this reduced the threshold for private capital to enter the banking and financial sector, opened new channels for private capital to flow into the banking and financial sector, introduced a mechanism for competitions, launched a new phase of diversified rural financial services, enriched the supply of rural financial services, and played an active part in leading private capital to support agriculture, rural areas and farmers, and poverty alleviation. However, looking at the operation of the new types of rural financial service institutions and the effects of the pilot after the project has been carried out, some shortcoming and deficiencies still exist in the applicability of the policies and aspects of their operation, so further exploration and experiment is needed.

Firstly, the rule regarding the initiator(s) of village banks says that among the initiator(s) there must be at least one financial institution based inside the PRC and its shareholding ratio cannot be under 20%. Although it guarantees the professional operation and the security of funds in village banks, to some extent it becomes a policy barrier to establishing village banks and the entry of private capital. Secondly,

regulations that a lending company has to be set up and wholly-owned by a commercial bank and a rural cooperative bank essentially keep private capital away from rural financial services. Thirdly, the lack of explicit regulations and guiding statements on the merging of rural financial institution with large banking financial institutions restricts the expansion of credit service offered by rural financial institutions. Fourthly, although loan interest rate in newly-established rural financial institutions is allowed to rise to four times the benchmark interest rate, the requirements to have the same deposit rate as other general commercial banks is not beneficial for the initial expansion of new types of rural financial institutions and continued enhancement of sustainable development. Therefore they will not eventually grow and become viable.

2. There is an urgent need to improve the infrastructure in poverty-stricken areas around Beijing and Tianjin. The major factor restricting the construction of regional infrastructure is policy, which is not in place.

Infrastructure is the material requirement for development in and survival of rural areas, and it is also the prerequisite to eliminate poverty in poor areas. The urgent need to improve the infrastructure in poverty-stricken areas around Beijing and Tianjin lies mainly in the following aspects: (i) After years of poverty alleviation and counterpart assistance, the construction of rural infrastructure in poverty-stricken areas around Beijing and Tianjin has improved significantly. However, the overall scale is obviously insufficient and the quality level is still relatively low. Hence, to rapidly improve the backwards infrastructure of poverty-stricken areas around Beijing and Tianjin, the inevitable choice is to accelerate infrastructure construction; (ii) In the next round of the poverty alleviation project in Hebei Province, all the efforts will be focused on turning the poverty belt around Beijing and Tianjin into a poverty alleviation demonstration site. Owing to internal demands and external pressure to speed up regional development, strengthening infrastructure construction is a practical requirement for rapid development in the poverty belt around Beijing and Tianjin; (iii) It is clearly outlined in the national Twelfth Five-Year Plan that in order to build the capital economic circle, we must boost the development of regional economic integration of Beijing, Tianjin, and Hebei. The poverty belt tightly encircles Beijing and Tianjin. All the areas within it are within 150 km of the two cities, so they are important components of regional economic integration. Strengthening infrastructure construction is an inevitable requirement for promoting regional economic integration of Beijing, Tianjin, and Hebei.

Infrastructure is public goods. Therefore, policy is the main force to accelerate infrastructure construction. Nowadays, there are many infrastructure policy problems in the poverty belt, which lies mainly in the following aspects:

(i) An “one-size-fits-all” policy aggravates the difficulty of infrastructure construction in impoverished areas. In terms of construction standards, subsidies standards and key projects assignment, the poverty-stricken areas do not enjoy any special policies in accordance with their special location, demand and financial resources. Policy effectiveness is greatly reduced in poor areas, and even exacerbates the difficulties of regional infrastructure construction;

(ii) The separate departments in construction systems are not conducive to coordinating the resolution of infrastructure construction problems in impoverished areas. All the infrastructure departments draft their own infrastructure construction plans and execute top-down infrastructure construction plans. The lack of necessary communication between departments, the lack of necessary cohesion between construction plans and the lack of flexible and cross-department use of construction funds directly result in the simultaneous existence of inadequate and unused infrastructure in impoverished areas, which objectively increases the cost of infrastructure construction in poor areas and makes it impossible to maximize the benefits of infrastructure;

(iii) Imperfect infrastructure construction policy causes lack of support among the infrastructure network system in poor areas. The lack of policies in the construction field is not conducive to solving construction problems in poverty-stricken areas according to local conditions. The lack of conservation and management policies makes it impossible to fully maximize the benefits of infrastructure construction. The lack of a comprehensive key infrastructure construction planning and policy is a situation that is not conducive to making overall changes to backwards infrastructure;

(iv) The sub-quotas and layers of approval to implement policies delay the progress of infrastructure construction in poor areas. The sub-quotas of infrastructure construction do not reflect special support for infrastructure construction in poor areas. This is not conducive for areas in the poverty belt to practically solve problems

according to their own needs, which objectively slows the pace of infrastructure construction in poor areas;

(v) The top-down decision-making mechanism is not conducive for solving infrastructure construction problems in poor areas based on actual demand. The farmers' dominant position in infrastructure construction in impoverished areas has been neglected for a long time. So the lack of a mechanism to express bottom-up interest will result in low supply efficiency.

3. The ecological policy is unreasonable to some extent, which influences the practical effectiveness of ecological construction, and is in need of reform.

Although a series of ecological policies has been implemented by the government in the poverty belt around Beijing and Tianjin, such as changing rice field farming into dry farming, returning farmland to forests (or grass), banning animal husbandry and stabling, constructing non-commercial forests and implementing sandstorm source control, and a certain effectiveness of construction has been achieved, with developments over time and the growth of ecological engineering and construction, the current ecological policy exposes many obvious contradictions and problems in ecological compensation, construction, management and protection which influence the further development and practical effectiveness of ecological construction.

(i) The low standard of ecological compensation seriously weakens the farmers' enthusiasm for ecological construction. By taking the project "returning farmland to forest" as an example, the farmers' actual income per hectare before returning farmland is 4.3 times that of after returning farmland;

(ii) The uncertainty of the duration of ecological compensation influences the stability of ecological construction. At present, the compensation duration of "returning farmland to forests" and "returning grazing land to grassland" is 5-8 years. However, the practical result shows that in this period of time, it is difficult for farmers to switch away from the farmland to other means of production, and the result is that farmers' livelihood is threatened. Although in 2007, the government issued *Notice of the State Council on Improving the Policy of Returning Farmland to Forest*, which prolonged the compensation period, further or long-term extension is still uncertain.

(iii) The static compensation standard and the way it is implemented make it difficult

to realize the goal of ecological compensation. The current ecological compensation standard is calculated according to the prices at the time when the project began. However, with rising prices, the current ecological compensation standard is far lower than the current actual input for engineering construction and the actual output of returned farmland. With the abolition of the agricultural tax and the implementation of the policy of direct agricultural subsidy by the government, farmers are less enthusiastic about returning cultivated land to forests;

(iv) The range of ecological subsidies is too small, which affects the effectiveness of ecological construction. At present, the lack of compensation for management and replanting of ecological forests and lack of development of subsequent rural industry aggravate the financial burden to the local government and make it difficult for farmers to start new careers;

(v) A “one-size-fits-all” ecological policy makes it difficult to create a long-term incentive for farmers. In the poverty belt around Beijing and Tianjin, the natural conditions are bad, the land productivity is low and water sources are lacking, but the policy of ecological compensation is formulated and implemented with the same standards as the rest of the country. The current "one-size fits all" ecological compensation standard and duration do not correspond with the actual situation in the poverty belt and cannot meet the actual demands of ecological construction;

(vi) The creation and implementation of the ecological policy is incomplete, which affects the farmers' autonomy of production and operation. At present, after returning farmland into forestland, the issuance of forest rights certificates to the farmers is generally slow. Even after the farmers get the forest rights certificate, they still cannot freely control the production and management of the land. Therefore, they feel a sense of instability and even repulsion toward the project of returning farmland to forest;

(vii) The lagging transmission and implementation of the project plan affects the progress and quality of ecological construction. Presently, forest project construction is a complex process in which the construction plan is transmitted from the higher level to the lower level. Then the local government formulates their annual operating plan, which then needs to be approved by higher level of government again before it

is implemented. This process seriously delays the start of project construction far beyond the best season for forestation;

(viii) There is only one source of ecological compensation, making ecological construction lacking in sustainability. The source of current ecological compensation funds is mainly the national treasury. Beijing and Tianjin, which directly reap the ecological benefits, have not provided substantive ecological compensation.

(ix) Decentralized management and a single regional control measure make it difficult to realize the expected goal of ecological construction as expected. At present, each ecological policy in the poverty belt around Beijing and Tianjin has created a system of its own, and is decentralized. As a result, the ecological construction of the entire district cannot be considered as a whole and it is difficult for parts of the construction project to achieve ideal results.

4. The current land policy doesn't offer a fair development opportunity to under-developed areas, which has become a major constraint on the regional elimination of poverty of Zhangjiakou and Chengde and the coordinated development of the Beijing, Tianjin and Hebei.

Owing to various historical, natural, regional and political reasons, the poverty belt around Beijing and Tianjin appeared late and developed slowly. Until the end of last century, the process of industrialization and urbanization of this region was very slow, the demand for land for construction was low, and the quota of construction land issued annually by the provincial government to Zhangjiakou and Chengde could not be used up, which formed a sharp contrast with the developed coastal provinces, whose demand for construction land was high and whose demand for cultivated lands dropped sharply.

Since the beginning of this new century, industrialization and urbanization in the poverty belt around Beijing and Tianjin has developed quickly with ever-increasing demand for construction land. But just at this time, the national government began to carry out the most stringent land management system in order to keep the red line (base level) of 1.8 billion mu of cultivated land to effectively protect the interests of farmers and to promote intensive economical land use. The government unveiled a series of land management policies and measures to strictly control the land supply, which plays a positive and significant role in the effective protection of arable land

and the achievement of economical and efficient land use. However, for the poverty belt around Beijing and Tianjin, which has just entered the fast developing period of industrialization and urbanization, the current land management policies forced them to face the risk of losing the competitive advantage in the new round of development, which objectively affects the pace of eliminating poverty in the area.

Specifically, the influences of current land management policies on the poverty belt around Beijing and Tianjin lies mainly in these three aspects:

(i) Under the current annual land use management plan, the annual newly increased quota of construction land for each region is given by the government at a higher level based on local factors such as the growth rate of GDP, investment in fixed assets, and actual land used for construction in previous years. As a result, less developed areas such as Zhangjiakou and Chengde are in a disadvantage position in the national and provincial construction land allocation system due to its lower amount of investment in fixed assets and smaller size of the land used for construction;

(ii) The national government incorporates unused land into the annual plan and management quota of land use, which is not conducive for the poverty belt around Beijing and Tianjin to take advantage of unused land resources to speed up its development;

(iii) The government implements policies for bidding and auctioning land for industrial use, zoning the land in Zhangjiakou and Chengde the same as land in the coastal area, such as Jiangsu, Shandong, and Zhejiang, and in the suburban area of Beijing, Tianjin and Shanghai, which objectively raises the investment threshold for enterprises in the poverty belt around Beijing and Tianjin, and forces it into a more disadvantageous position when it competes to attract businesses and investments.

The negative impact of the current "one-size-fits-all" land management policy on the development of the poverty belt around Beijing and Tianjin is very obvious. According to a rough statistical analysis, in recent years, the gap between demand and construction land in Zhangjiakou and Chengde was up to 77%. Taking into account the context of the current policy, even if the "enclosure" impulse of local government

and enterprises is deducted by 50%, the gap is still up to 55% or above. At present, due to the quota of construction land per year, dozens of projects in Zhangjiakou and Chengde are affected, which seriously affects regional infrastructure construction and the development of agricultural industrialization and the industrialization process. Therefore this is a major constraint on eliminating regional poverty and realizing the regional coordinated development in the Beijing-Tianjin-Hebei area.

5. Policy on water environmental protection and pollution treatment in Guanting Reservoir and its watershed prevents the sudden deterioration of water quality and the occurrence of a significant water pollution accident on a large scale. However, the water pollution problems there have not been fundamentally resolved.

The area where the Guanting Reservoir and its watershed are located is the natural ecological protective screen and the protection zone of major surface water sources of Beijing. It plays a very important role in protecting the ecological security of Beijing, Tianjin, and Hebei and improving regional drinking water quality. In order to solve the water pollution issues of Guanting Reservoir, the government has enacted a series of policies on water environmental protection since 1973, which makes this watershed a special region with the longest history of surface water protection, the largest scale of investment on pollution regulation, and the largest area where powerful pollution prevention policies are enforced. This has largely prevented the sudden deterioration of the quality of water flowing into the reservoir, the occurrence of significant water pollution incidents, and the intensification of the social conflict between those upstream and downstream in the watershed.

Overall, the water pollution problem in Guanting Reservoir has not been fundamentally solved. The water quality of Yongding River, which is one of the rivers flowing into Guanting Reservoir, is still at grade IV. Many indicators have not reached the drinking water standard. The eutrophication trend of Guanting Reservoir has not been effectively held back. All the rivers flowing into Guanting Reservoir are either dry or polluted. The reach of Sanggan River below Cetian Reservoir has dried up. The reach of the main stream of Yanghe River above Zhangjiakou has been cut off. Although the reach of the main stream of Yanghe River below the city of Zhangjiakou has not cut out yet, in spring and winter seasons the water in this reach is basically treated sewage.

Meanwhile, under the influence of pollution prevention policy, especially measures such as strict watershed discharge limitations, shut-downs, etc., economic and social development has been restrained in Guanting Reservoir Watershed, which has evolved this area into the Coastal Economic Trough Area and an area where the impoverished are concentrated. Under the long-term restriction of water environmental protection policies, the regional economic status of Zhangjiakou has declined sharply as the impoverished population has increased rapidly. Zhangjiakou has degenerated from a provincial industrial base into a less developed area, from a richer region into one of the most concentrated regions of the poor. At present, the major indicators of regional economic development in Zhangjiakou rank third from last in Hebei Province, and the gap between Zhangjiakou and Beijing-Tianjin has widened, though they belong to the same drainage area of Yongdinghe River.

By summarizing the actual process of water pollution treatment in Guanting Reservoir Watershed and analyzing the inherent reasons of long-term ineffective water pollution treatment of the reservoir and the rivers flowing into it, three major issues that exist in surface water environmental policy in the PRC stand out: (i) The river water pollution treatment policy does not separate the clear water from the filthy. As a result, even though all sewage meets the discharge standards within this watershed, the quality of river water cannot meet surface water standards. Therefore, potential for pollution risk in this watershed exists; (ii) The river pollution treatment policy does not include an outlet for polluted river water. As a result, a wide area of the Guanting Reservoir Watershed has long existed in an area of poverty, and industries have discharged pollutants illegally. Therefore, the potential for social risks is even greater; (iii) The river water pollution treatment policy disregards regions. This ignores the reality of drought and water shortage in the Guanting Reservoir Watershed. The small volume of river water gives it a weak capacity for dilution and self-purification. So when towns and populations are densely packed, this is an objectively large base of pollutant emissions. As a result, the long-term treatment of water pollution in the watershed was to no avail.

IV. CONCLUSIONS AND SUGGESTIONS

1. Rural financial policy reform in the poverty belt around Beijing and Tianjin

The mismatch between financial service supplied by the financial system of commercial banks and demand for financial services from farmers results in

difficulties for farmers in impoverished areas to receive the necessary development funds. Existing rural financial systems with commercial finance as its focus cannot and should not undertake policy-oriented functions of alleviating poverty. If we just rely on commercial finance to resolve the problems of overcoming poverty and achieving prosperity, and development in poor rural areas, the result will certainly be contrary to the original intention and purpose of the policy. Therefore, innovation in rural financial service must be created according to local conditions. The poor counties and population in the poverty belt around Beijing and Tianjin are concentrated. Not only is the contradiction very obvious between rural economic development and supply-demand for funds which help farmers achieve prosperity, the superior location of areas in close proximity to the major cities of Beijing and Tianjin gives it financial support to accelerate the development of market, resources, infrastructure and industry base. Meanwhile, in recent years, governments in the poverty belt have adopted various methods to develop some spontaneous innovations and explorations on mutual support in funds, which gives this area the means of financial support possible to accelerate development. Therefore it is an ideal pilot area to carry out rural financial policy reform.

For this reason, we recommend including the poverty belt around Beijing and Tianjin as part of the national pilot project of rural financial policy reform so as to conduct further exploration and experiments on such reforms. The specific reasoning is as follows:

(1) Guiding Ideology of Pilot Project

The guiding ideology should use the Scientific Outlook on Development as the guidance and thoroughly carry out the spirit of *The Ideas of the Central Committee of the Communist Party of China and the State Council on Actively Developing Modern Agriculture and Solidly Promoting New Socialist Countryside Construction*. According to the requirements of promoting new socialist countryside construction and pushing reform of rural financial system, the focus is on creating a fundamental solution for the absence of financial services in impoverished rural areas and accelerating rapid development in the poverty belt around Beijing and Tianjin, actively developing multi-leveled and multi-formed rural financial policy and service innovation so as to perfect rural financial policy, explore new approaches, and accumulate new experiences on promoting the establishment of a rural financial system with multiple competitors,

thorough service, and sustainable development.

(2) Principles of Pilot Project

The principle of benefiting rapid development of rural finance. Regarding the contents of the pilot project, further explore reducing the threshold of policy, advancing the rapid establishment of rural financial institutions in the poverty belt, and resolving the problem of the absence of rural financial services in the poverty belt on the premise of ensuring risk controllability and capital security.

The principle of having an overall arrangement with gradual advancements. The advancing steps are taken under the guidance of regulatory authorities, with relevant departments doing the overall coordination and gradual pushing. After a batch matures, another batch will be developed and specified. This avoids policy risks caused by developing blindly and in a rush.

The principle of policy guidance with voluntary participation. On the choice of the pilot counties, towns and villages, adopt a method which combines the voluntary application of relevant institutions from counties, towns and villages or investment entities with merit-based examination by and approval of a supervisory organization, and not one that establishes and dictates development plans and objectives.

The principle of advancing developments and regulations simultaneously. Persist in the development of rural financial institutions, focus on the effective risk control, guarantee sustainable and healthy development, increase regulatory inputs, and push the establishment of regulatory mechanisms simultaneously.

(3) Contents of Pilot Project

Further reduce the threshold for establishing a village bank. Cancel the regulation in the existing policy to have at least one initiator that is a financial institution based inside the PRC. All legal domestic or foreign institutions in the banking industry, legal non-banking institutions, and natural persons who meet the qualification requirement as an investor of rural financial institutions set by the People's Bank of China and the China Banking Regulatory Commission can be the initiator of village bank in the pilot area provided that they can guarantee effective regulation by regulatory agencies and have a good corporate governance structure. However, the shareholding ratio of

the first initiator should be more than 20%.

Reduce the restriction on investors of a lending company. Cancel the regulation that a lending company specializing in loans can only be established and wholly-owned by commercial banks and rural cooperative banks, and allow legal domestic and foreign non-banking institutions and natural persons to establish a wholly-owned or joint stock lending company specializing in loans, but without accepting deposits, provided that they can conscientiously accept supervision of the implementation of the national interest rate policy.

Reduce the restriction on interest rates. Allow the upper limit of deposit and lending interest rates set by village banks, lending companies, rural fund cooperatives, and other rural financial institutions established in the pilot area to float up to four times of the benchmark interest rate.

Launch re-lending businesses at new-type rural financial institution. Encourage domestic and foreign large-scale commercial banks, policy banks and other financial institutions providing financing services of credit granting and re-lending services to new-type rural financial institutions (village banks, lending companies, rural fund cooperatives) which are normative in operation and have good performance. The upper limit of re-lending rate is allowed to float up to two times the benchmark interest rate.

Launch a pilot on differentiated credit policy. Adopt differential reserve ratios based on the differences of deposit liquidity, size, and location of local rural financial institutions. Lower the deposit reserve ratio and raise deposit reserve rate of rural financial institutions so as to enhance their operation capacity as rural financial institutions. Lower the rate of re-lending to local rural financial institutions, and arrange appropriate special interest-free loans. In the process of adjusting the total volume of credit, favor agriculture-related loans and specifically consider the implementation of agriculture-related loans.

Launch preferential fiscal and tax policies for rural financial institutions in impoverished areas on a trial basis. To support the operation and development of rural financial institutions in impoverished areas, offer tax concessions and try to levy

sales tax at 3% and eliminate the income tax. Following the principle of generalized system of preferences (GSP), offer income tax and business tax concessions to local rural financial institutions whose scale of agricultural loans meet the requirements of supporting agriculture. At the same time, consider establishing a compensation system for the interest margin for agriculture-related loans to reduce the cost of agricultural loans.

(4) Steps and Scale of Pilot Project

In order to carry out the experimental work successfully, the whole pilot area can be divided into two batches. The first batch of pilot sites can include 3 counties each from Zhangjiakou City and Chengde City. In each pilot county, 10 villages can be selected to establish pilot rural fund cooperatives. Meanwhile, build 2 village banks and 5 lending companies specialized in loans in each county. After one or two years, after gaining some experiences, start the second batch of pilots, which can extend to 24 counties in the poverty belt around Beijing and Tianjin. After summing up further experiences, the pilots can extend to the whole country. At present, it is suggested to select Huai'an County, Chicheng County, and Zhangbei County of Zhangjiakou City, and Fengning County, Luanping County, and Weichang County of Chengde City, as the first batch of pilot counties.

2. Infrastructure Construction Policy Reform in the Poverty Belt around Beijing and Tianjin

Because of the lack of capital in poor areas and the limited regional economic capacity, a powerful and practical policy system of infrastructure construction will be the main driving force for improving the infrastructure and creating a good environment for development. It is imperative to reform and innovate infrastructure construction policy in impoverished areas. The poverty belt around Beijing and Tianjin is the key area in the new round of poverty-elimination program of Hebei Province and of the country. The strong internal demand for and great external pressure on the improvement of local infrastructure make it as the preferred pilot area to launch infrastructure construction policy reform in impoverished areas.

The concrete ideas for pilot infrastructure policy reform in the poverty belt around Beijing and Tianjin are as follows:

(1) Purpose and Significance of Pilot Project

To speed up the infrastructure construction in the poverty belt around Beijing and Tianjin, improve the living environment and production conditions of farmers; to strengthen the infrastructure construction so impoverished areas can cast off poverty and become rich, narrow the development gap between the poverty-stricken area and Beijing-Tianjin as soon as possible; to offset the policy failure and the policy shortcomings of infrastructure construction, fully reflect special national support for infrastructure construction in impoverished areas and utilize the comprehensive benefits of infrastructure construction; to provide references and demonstrations for infrastructure construction in other impoverished areas, launch the pilot for comprehensive infrastructure construction reform in the poverty-stricken area around Beijing-Tianjin.

(2) Principle of Pilot Project

The principle of systemic planning and integrated implementation. It requires not only an overall plan that is scientifically rigorous, but also specific measures for implementation at all levels to ensure that the pilot is arranged reasonably, focused, inter-related, and that the implementation is well-organized and happens step-by-step.

The principle of adjusting measures to local conditions. According to the requirements of the national and Hebei provincial committee and provincial governments, within the overall framework of policy reform, the pilot work should take advantage of the entry point, select right place to breach, and promote the pilot work by levels and by stages based on actual local conditions.

The principle of leadership from government and involvement by society. While insisting on the government's overall planning, policy-making and capital investment, international non-government organizations, local governments and civil society organizations of Beijing and Tianjin, relevant departments within the poverty belt, and farmers benefiting from pilot projects must be mobilized, guided and organized to take part in the pilot project in various forms.

The principle of active exploration and innovation. During the process of the pilot project, it is necessary to know about and deeply research new situations and new

problems in a timely manner, actively explore effective measures to resolve conflicts, continuously sum up experiences, improve policies, and gradually innovate new systems and mechanisms.

The principle of normative operation and vigorous implementation. Pilot regions and relevant departments should clearly know their responsibilities, standardize operating procedures, and thoroughly implement the policy to the grassroots level and to the majority of farmers.

(3) Scope of Pilot Project

After considering the current conditions of rural infrastructure construction in villages in the poverty belt around Beijing and Tianjin, the economic capacity and organizational ability at all levels of government, and on the basis of the overall situation and conditions for infrastructure construction in each village in the poverty belt, the government should always “do their best and do according to their abilities to produce the best possible results for the pilots.” At the same time, try to connect the pilot work with the new round of Priority Poverty Alleviation Program of Hebei Province. The nine counties around Beijing also used as demonstration for the Poverty Alleviation Program which can be chosen as pilot sites are as follows: Laishui, Laiyuan, Yixian in Baoding City; Fengning, Luanping, and Xinglong in Chengde City; and Guyuan, Chicheng, and Weixian in Zhangjiakou City.

(4) Contents of Pilot Project

Innovate systems and mechanisms of infrastructure construction for the poor rural areas. Implement an overall mechanism for infrastructure construction in the pilot villages by forming a leading group for rural infrastructure construction of the poverty belt around Beijing and Tianjin. Its members can be relevant personnel from the Poverty Alleviation Office of Zhangjiakou, Chengde and Hebei Province, so as to make comprehensive arrangements for rural roads, drinking water for humans and livestock, small-scale irrigation systems, improved rural power sources and power grids, fixed communication networks for telephone and broadcast networks, and other types of infrastructure construction. To establish a mechanism for priority planning and construction of higher-level infrastructure in the pilot area, the leading group can work with other relevant departments to jointly develop *A Plan for the Construction of Key Infrastructure in the Poverty Belt Around Beijing and Tianjin* so

as to give priority to key infrastructure construction in such aspects as project arrangement, and policy and financial support. To establish a mechanism to combine ecological migration and infrastructure construction, the leading group in the pilot site and its office can develop and implement plans for the relocation of a pilot areas based on the difficulties of infrastructure construction in each village, and then centrally resolve the problems of infrastructure construction. It is suggested that the Ministry of Finance establish a Relocation Fund for the Impoverished Villages of the Poverty Belt and provided 8,000 RMB per person as a subsidy. To properly expand the domain and scope of rural infrastructure construction in the pilot area, reform the method of providing subsidies and increase the standard subsidy. To establish a mechanism for villagers to express their demand for rural infrastructure construction, perfect the system of Village Committees, and regulate the system of "one project one discussion" in pilot villages.

Innovate the investment mechanism for infrastructure construction for poverty-stricken rural areas. Based on the principles of "no diffusion of channels, focused utilization, noting contributions separately, co-ordinated construction", bundle the use of national subsidy funds on village roads, of national investment funds on human and livestock drinking water project, of improvement funds on the construction of power grids and power sources, and of construction funds for fixed telephone and broadcast networks in the test areas. To establish the infrastructure construction fund for impoverished rural villages in the poverty belt around Beijing and Tianjin, use as the main source the special subsidies from the central, provincial and municipal governments for infrastructure construction in the pilot area, the investment funds from Beijing, Tianjin and other surrounding areas targeted for poverty alleviation for infrastructure construction, and other funds raised by the governments in pilot areas. To establish a leading group for the special funds for infrastructure construction in villages in the poverty belt so it can be responsible for the management and use of the funds. To increase the investment for infrastructure construction in the pilot villages, the relevant provincial departments should actively help the pilot villages obtain more national construction funds. For national policy-based loans, arrange for preferential loans from international financial institutions and foreign governments. Relevant provincial departments should favor loans to pilot areas based on strict adherence to lending principles. For beneficial items such as reconstruction of national and provincial trunk highways, application of the policy "build roads with

loans, repay the loans by toll” is encouraged. Toward national and provincial trunk highway renovation projects, apply the provincial policy to fully invest in the main part of the project based on the approved budget.

Innovate the mechanism of management and maintenance of the infrastructure construction in impoverished rural areas. To confirm the subject of management and maintenance of rural infrastructure in the pilot village, under the leading group for rural infrastructure construction in the poverty belt around Beijing and Tianjin, establish an infrastructure maintenance leading group in charge of the maintenance and management of the rural infrastructure, set up maintenance offices in each pilot county to take charge of maintenance and management of the rural infrastructure in the pilot county, and build the professional maintenance teams of infrastructure in each pilot village. To innovate the method of infrastructure maintenance and management in the pilot villages, for infrastructure projects with national and collective investment, the government should undertake the responsibilities for management and maintenance. For the management of quasi-public welfare infrastructure project, the market management mode can be introduced. For small-scale infrastructure, contract, leasing, auction, or transfer can be introduced under the premise of ensuring safety and effective operation, so as to promote reform of property rights system. By establishing special funds for maintenance and management of infrastructure in pilot villages, the funds can be mostly used to pay for maintenance personnel and middle- and small-scale repairs and daily maintenance. For overhauling, the fund should be raised separately by the leading group for maintenance.

3. Ecological Policy Reform in the Poverty Belt around Beijing and Tianjin

The existing problems in current ecological policies, such as low compensation standard, inadequate scope and unreasonable ecological construction methods, seriously undermine farmers' enthusiasm for ecological construction and affect the process and quality of ecological construction. Currently, ecological construction in the poverty belt around Beijing and Tianjin has entered a crucial period, the task for ecological management and construction is still arduous due to a large land area of unchecked desertification or partial desertification, water loss and soil erosion, and a phenomenon of serious ecological deterioration. To ensure the speed of ecological construction and improve the actual effectiveness of ecological construction,

ecological reforms are critically needed in this area. Because of the poverty belt's poor natural conditions, deteriorated ecological environment, sensitive location, shortage in supply of resources, and the vicious cycle of poverty and ecology, special ecological policy focused on this special ecological area is still needed from the government. And the ecological policy reform in this special area will have certain demonstrative effects for other areas. So we recommend launching ecological policy reforms in pilot sites in the poverty belt around Beijing and Tianjin. The specific ideas are as follows:

(1) Purpose of Pilot Project

To promote and strengthen ecological construction in the poverty belt around Beijing and Tianjin, suppress continuing deterioration of the ecological environment, accelerate the effective recovery of the natural ecological environment, improve regional ecological construction, and strengthen the construction of a “resource-conserving and environmentally-friendly” society; To construct a green ecological barrier and surface water source protection zone for Beijing, Tianjin and Hebei with high standards, strengthen the ecological barrier in construction areas and ensure the ecological safety of Beijing, Tianjin and Hebei; To strengthen the construction of the ecological economic system with a reasonable structure and arrangement, realize the harmonious development of ecology and economy in the area, help farmers to cast off poverty and become rich, effectively solve problems in eliminating the concentration of poverty in the belt around Beijing and Tianjin.

(2) Guiding Ideology of Pilot Project

Insist on using the scientific outlook on development as guiding guide; Follow the principle of overall planning and consideration, adjustment of measures to local conditions, and focus on actual effects; Take the elimination of the poverty belt around Beijing and Tianjin and the guarantee of the ecological safety of Beijing, Tianjin and Hebei as aims; Obey the rules of development for the ecological economy and the regional economy; Apply comprehensively the means of market, law and administration; Innovate investment and funding mechanisms, and management systems and operation mechanism of ecological construction, management and maintenance; Strengthen the management of ecological achievements and the development of subsequent industry by reforming and improving the current ecological policy system and supporting system, adjust rural

structures for production, establish ecological economic and social systems, and realize the harmonious development of ecology, economy and society in the poverty belt around Beijing and Tianjin.

(3) Contents of Pilot Project

Establish a regional ecological compensatory tax system. Under the macro-control of government and with the help of law, the consumers of ecological services are charged ecological compensatory taxes based on the market and by means of taxes and dues. After that, the operation departments and/or individuals will get restitution or subsidy through financial allocations. By doing this, the value compensation of ecological efficiencies can be achieved.

Launch a pilot to reform the ownership of commercial forests. By means of purchasing the forestland property rights, the pilot reform aims to establish a non-nationally-owned right to use the forest in the poverty belt around Beijing and Tianjin area. This reform can promote not only the reasonable circulation between forestland and forest, but also the standardization, intensification and industrialization management of the forest industry, and increase the farmers' income.

Implement a more perfect and fair ecological compensation policy. Implement different compensation standards based on actual regional differences. Continually expand the compensation standard based on the actual land output. Expand the scope of compensation and bring ecological management and maintenance fees into the scope of compensation. Make explicitly the deadline of ecological compensation to ensure that the economic, social and ecological development of the poverty belt around Beijing and Tianjin will be on track to be coordinated and of healthy development. Refine and define the compensation subjects which should include Beijing, Tianjin and other areas of Hebei which have enjoyed ecological services.

Allow local governments to give famers ecological compensation in flexible ways. Allow compensation of famers by combining direct compensation with indirect compensation, but giving priority to direct compensation in the poverty belt around Beijing and Tianjin; Allow compensation of famers by combining material compensation with cash compensation, but giving priority to material compensation in the poverty belt around Beijing and Tianjin. Allow compensation of famers by

combining repeated compensation with one-time compensation, but giving priority to repeated compensation in the poverty belt around Beijing and Tianjin. Allow the integration and bundling of various poverty alleviation funds and ecological construction assistance funds in the poverty belt around Beijing and Tianjin.

Optimize the methods of implementing ecological policies. Assign all tasks of ecological construction and planning to counties at one time, or once every three to five years. Each county can flexibly adjust the scale of ecological construction according to overall project planning and climatic conditions in different years. Add mission targets of reforestation through aerial seeding and closing mountains to facilitate reforestation as needed, and employ other ways of forestation giving full freedom to nature's own ability in restoring vegetation.

Give power of overall arrangement and development to the poverty belt around Beijing and Tianjin. Give them more autonomy to conduct ecological construction, integrate various projects that relate to ecological construction on the policy level, and take the road of "multi-item bundle, synchronous implementation, overall control and sustainable development."

Give special support to policies that assist follow-up industries. Along with ecological construction, gradually increase the support for the development of follow-up industries after restoring farmland to forests in rural areas through many aspects, such as funds, infrastructure construction, land, etc. Strengthen the guidance and services to help farmers find jobs and start businesses.

4. Reform Comprehensive Land Development Policy in the Poverty Belt around Beijing and Tianjin

Since the PRC has a vast territory, tremendous differences exist among different regions in many aspects, such as territorial resources, economic development, ecological construction tasks, etc. In order to strictly protect the red line of 1.8 billion mu farmland, and meet the needs of construction land for economic development, it is necessary to take into account the actual development situation of different regions to establish pilot reforms for regional comprehensive land development, so as to provide the basis for management systems to make decisions on zoning land use. While the poverty belt is located in the eastern part of PRC, its level of development is very low, just like the western part. It has abundant untapped land resources and

takes on the responsibility for protecting the ecological environment of Beijing and Tianjin. Researching and probing the pilot reform of land management in this area will benefit the exploration of methods of land development and management of an economically backward and ecologically sensitive area, and be reference for the refinement of the system of land management policies of PRC. At the same time, in this area, the land is filled with abundant resources, various complex land types, high proportion of sloping land and middle- and low-yielding fields that create good conditions for exploring and implementing pilot comprehensive land development policies .

Therefore, we suggest using poverty belt around Beijing and Tianjin as one of the pilot areas of comprehensive national land development policies. The specific ideas are as follows:

(1) Ideology of Pilot Project

With the aim of narrowing the gap of economic development between the poverty belt and Beijing and Tianjin and promoting the coordinated development within the region of Beijing-Tianjin-Hebei, insist on the principles of combining land development with protection, paying equal attention to being both principled and flexible, stressing both economic benefit and social benefit. Make full use of the land resource advantages and be bold in innovation. Explore land development, management and utilization policy suited to the local conditions. In parallel with strict protection of and economical and intensive use of land resources, ensure the rapid development of economy and society continuously so that the people living in impoverished could share the development benefits from the fast economic growth.

(2) Principle of Pilot Project

Safe and orderly, healthy and controllable. Intensify the “top-level design” of land management policy and system, strengthen the dynamic evaluation and policy adjustment in land use, prevent the unchecked expansion of construction land, sharp decrease of farmland and the intensification of conflicts through farmland expropriation, ensure that the pilot for comprehensive development of land policy is carried out reliably and in an orderly manner.

Protect the ecological environment and develop it reasonably. The arrangement of

the scale, region, intensity and sequence of land development should not only meet the practical need for economic and social development, but also match the ecological bearing capacity of that area, so as to promote economically, socially and ecologically sustainable development.

Adjust measures to local conditions and apply them flexibly. According to the developing stages of different regions, and type and structure of land, apply different policies of land development and utilization, and determine different methods of land development and utilization for different regions.

Focus on supporting intensive utilization. On the arrangement of construction land quota, the priority should be given to industry-intensive areas, towns and suburban districts. Establish the bottom-line investment density of industry-intensive areas and industrial parks, and strictly forbid the introduction of the projects which cannot reach the standard.

Protect the farmland and ensure its development. Under the premise of keeping the overall amount of farmland from decreasing, actively promote digging deep into the potential of the land and moderate outward expansion. The efficacy of construction land can be increased by means of land development, settlement, reclamation and integration of stock land.

(3) Contents of Pilot Project

Pilot innovative methods of land use planning and management. Using the new round of overall plans on land usage, confirm the total scale of the construction land in pilot areas that can be developed in the next two or three years. After approval by the central government, local governments can determine the annual scale and structure of the construction land based on local conditions. Try to separately list the annual plan of construction land utilization of the pilot area in the provincial annual plan. When planning next quotas for land use in pilot areas, do not include unused land into the annual management plan. Strengthen the dynamic management, assessment and supervision of land use planning and annual plan to ensure that work in the pilot area is carried out actively and steadily.

Pilot adjustments of industrial lands transferring policy. Appropriately reduce the

lowest standard of the industrial lands transferring price. The standard in the western region is based on the Standards for Lowest National Industrial Land Transferring Price, which can be 10%-15%. Another standard is something not lower than acquisition costs of land. Try to implement flexible land transferring methods to different industries. For strategic emerging industries encouraged by the state and the industries in accordance with regional function of Zhangjiakou and Chengde, transferring land by agreement is permitted. For major projects in line with national industrial policies, the flexible methods such as bidding by invitation, open bidding, or bidding through auctions are allowed. Explore the implementation of the diversification of land lease methods, such as leasing state-owned land to firms by agreement, and renting standard and multi-storey factory buildings to a majority of small and medium-sized enterprises so as to meet the demands for land use of different scales of start-ups. Reasonably determine industrial land transferring period according to the life cycle of different industries and firm size. Strictly supervise the transfer and use of industrial lands.

Pilot the integration of urban and rural land management policy. Explore the establishment of planning and management systems for integrating urban and rural construction land, gradually expand the focus of construction land planning and management from the city to the rural areas, formulate the rural construction land use standard by region, launch the evaluation of the intensity of rural land use to minimize the gap between the degrees of intensity of urban and rural construction land. Scientifically work out the pilot planning to link the decrease of rural construction land with the increase of urban construction land in the poverty belt around Beijing and Tianjin and reasonably arrange the pilot size, layout and timing. Early on, allow the use land turned over from the remediation of "hollow villages", the movement of ecological migrant villages or the construction of new residence in the county range as land savings in their quota to meet the county's needs for construction land. Then, according to changes in the degree of maturity of the policy of the pilot area, it can be opened to municipalities, so the quota is allowed to be deployed among counties and cities. Allow the use of old construction lands, such as reservoirs, ponds, tailing ponds, brick factories, etc., to be exchanged for urban construction land if they are reclaimed for farmland or as other agricultural land. Use remediated rural land first to meet the needs of construction land for rural development, and after approval, a small amount of the savings in the quota can be

deployed to urban areas. However, the benefits of increased land value must promptly be returned to the rural areas completely to effectively protect the interests of farmers.

(4) Organization and Implementation of Pilot Project

In order to strengthen the leadership of the experimental work, a pilot leading group for comprehensive land development policy in the poverty belt around Beijing and Tianjin need to be set up. The office needs to be set up under the Provincial Department of Land and Resources, which will be responsible for formulating the experimental program of land policy, investigating the basic condition, and supervising the implementation of the experimental programs and policies, etc. The corresponding offices under the departments of land and resources of cities and counties in the experimental areas will also be set up with professional staff to actively promote experimental work of land policy in accordance with unified deployment.

5. Suggestions on Policy of Win-Win Watershed Pollution Treatment in the Poverty Belt around Beijing and Tianjin

To eliminate the security risks of significant sources of surface water, exert the effectiveness of national policies on water environmental treatment and protection, solve long-existing and unresolved problem of water pollution in the Guanting Reservoir, change the passive situation of the environmental protection on surface water, the following recommendations are put forward:

(1) Launch Pilot and Demonstration of Engineering System to Separate Sewage from Clean River Water

The construction of an engineering system for separating sewage from clean river water is the key to settling the relationship between natural river water and artificial sewage discharge channels. It fundamentally solves the problem of pollution of a source of surface water and ensures the safety of drinking water. At the same time, it is also an important precondition for mutually improving economic development and water source protection. Therefore, it is necessary to develop sewage treatment systems from the viewpoint of regional development. The construction of a watershed-wide system for separating sewage from river water is a comprehensive engineering project that renovates the flow of urban and rural natural water ways and

a system engineering that project on joint dispatching of controlling sewage and clean water of/for urban and rural areas. The construction involves in many government departments, such as the water resource department, environmental protection department, construction department, agriculture department, forestry department, land and resources department, development and reform commission, and so on. The complex relationship between these departments has a profound influence on the project. Moreover, the areas of quite a number of important surface water source protections and stream pollution treatments extend beyond the administrative region of a single town, a single city, or a single province, which require multiple levels of government to co-ordinate well in order to achieve practical results. Therefore, we suggest doing a pilot and demonstration in the Guanting Reservoir Watershed, and putting it into *The Planning for Sustainable Usage of Capital Water Resources in the Early 21st Century*. At present, a coordinating leading group, comprised of members from the three provinces of Beijing, Shanxi and Hebei and eight ministries and commissions, and its administrative offices have been established. It has basically streamlined the relationship between development and protection of water resources in Guanting Reservoir Watershed and has arranged for construction funds for the use of conservation and protection of water resources. Guanting Reservoir has been the key to developing river pollution treatment and water conservation for many years, and regions upstream and downstream share common needs and basis for engineering. Therefore it has met the requirements for launching project construction for this pilot and demonstration.

(2) Launch Pilot and Demonstration of Compensation for Surface Water Source Protection

At present, in some big cities in the PRC, a water supply system with two sources of surface water and/or ground water have been established, one after another, to ensure the security of drinking water and as protection against water scarcity. For instance, Guanting and Miyun reservoirs supply water to Beijing; Panjiahe and Daheiting reservoirs to Tianjin and Tangshan; Dahuofang Reservoir to Shenyang; Yuecheng Reservoir to Handan and Anyang; Dongjiang Reservoir to Hong Kong and Shenzhen. All these reservoirs have been the exclusive surface water source for these cities. As a result, the situation of upstream-protection and downstream-utilization has been formed. To ensure surface water quality, it is necessary to further control the industrial development in the reservoir watershed, to upgrade the sewage

treatment standard and to limit the sewage discharge in the upstream areas. However, this inevitably restricts the development of resource-based industries, enlarges the contradiction of water supply-demand, restricts economic development, enlarges the economic gap between the upstream and downstream areas, and leads to regional poverty. Therefore, it is necessary to launch pilots and demonstrations of economic compensation for surface water source protection to control the expansion of the gap in wealth between the upstream and downstream, to reflect the social value of water resources, and to inspire the people's initiative in the upstream region for pollution treatment and water conservation. The Guanting Reservoir Watershed, as a longtime pilot project and demonstration zone of surface water source protection and river pollution treatment, has superior conditions for pilot and demonstration. Therefore we strongly recommend using the Guanting Reservoir Watershed to implement the pilot compensation policy and demonstrations.

(3) Launch Pilot Construction of Win-Win-Win Project for Sewage Treatment and Utilization in Zhangjiakou

To protect the water source of Guanting Reservoir, clean up the Yanghe River as soon as possible, and improve the economic development of Zhangjiakou, the local government has carried out a 40-year pollution treatment focusing on Guanting Reservoir's primary pollution sources (the urban districts of Zhangjiakou, Xuanhua, and Xiahuayuan), major pollutants (COD, NH₃-N), key pollution links (centralized treatment of sewage from urban areas and industrial parks), main rivers inflowing into the reservoir (downstream portion of Yanghe River within Zhangjiakou), and major sewage outlets (reuse of reclaimed water). However, due to the limitation of local economic strength and the support capacity of local wastewater treatment, the project of separating wastewater from clean water has not been completed, which prevents the clean-up of Yanghe River, and restricts the improvement of water quality of Guanting Reservoir. The focus of Zhangjiakou City sewage treatment project is on the auxiliary projects. Only if a comprehensive engineering system, including river way sewage treatment, sewage discharge, sewage dispatching, sewage utilization and sewage monitoring, has been established in Yanghe River Watershed downstream of Zhangjiakou City can we realize win-win-win. The Three Wins are effective sewage treatment, clean-up of Yanghe River, and effective control of wind-blown sand from the beach. Therefore, we suggested that relevant departments, from an overall perspective, co-coordinate the urban construction,

economic development, water source protection, resource conservation, and ecological improvement to carry out the win-win-win pilot project and demonstrations, so as to protect the surface water source effectively and efficiently.

(4) Launch Preliminary Work of North-Line Construction for Yellow River Diversion to Beijing and Northern Hebei Province

Beijing has been suffering from severe water shortage, and finds it impossible to survive only on its own local water resources. The Haihe River Watershed, also in severe water shortage, has supported more than 100 million people in Beijing, Tianjin and Hebei with its limited water resources for over 50 years, so this is irreversible. The Middle Route of the South-to-North Water Diversion Project will pass through Henan, Hebei, Beijing and Tianjin. All these regions have been in a continuous state of drought and severe water shortage in recent years. Their total water demand is tremendous and cannot be fully met. Meanwhile, due to the long distance and unpredictable factors, always keeping the capital water supply secure and stable is very difficult. The approach of transferring more water from reservoirs of all sizes in Zhangjiakou and Datong regions to Beijing is only a temporary strategy for solving the water shortage problem. Therefore, to relieve the conflict over water demand and supply between Beijing and its upstream neighbors, we suggest proactively launching a feasibility study on the North-Line engineering construction of Yellow River Diversion Project to Beijing from an overall point of view of avoiding watershed water shortages in the areas of Beijing, Tianjin and Hebei. A previous study on Shuotian Canal has laid the foundation for this project. If it can be constructed as the second water supply source of Beijing, the stability and security of its water supply will be enhanced greatly, and at the same time, the pressure for water diversion in the upstream region of Beijing will be relieved.

前言

在中华人民共和国财政部和亚洲开发银行的指导下，河北省发展和改革委员会宏观经济研究所担任亚行技术援助项目 TA 7313-PRC “政策改革与能力建设支持（三）”下子项目 1.11 “消除环京津贫困带若干重大问题研究”的实施机构。

子项目 1.11 “消除环京津贫困带若干重大问题研究”的目标是推动国家和地方政府在环京津贫困带建立贫困地区发展综合配套改革试验区，开展农村金融政策、基础设施支持政策、生态建设政策、土地政策、环境污染综合治理工程支持政策等综合配套改革试点和示范，建立有效适用的农村金融服务体系，完善贫困农村金融服务，增强农村产业发展活力；建立灵活有效的基础设施建设支持政策，改善贫困地区农村发展条件；完善生态脆弱地区生态建设政策，妥善处理产业发展和生态保护的关系；探索适度宽松但可约束的土地政策，发挥贫困地区土地资源优势；提高贫困地区建设重大污染治理工程建设的积极性，保障区域生态和环境安全。为国内类似地区发展探索路径、提供经验。

为了高质量完成本项目，我们成立了由河北省发改委宏观经济研究所、河北省金融办、河北省交通厅、河北省水利厅、河北省环保厅、河北省国土厅、河北科技大学、张家口市发改委和承德市发改委等单位的专家和学者组成的项目组。项目组用了约 2 年时间，分 3 个阶段，对环京津地区农村金融政策、基础设施建设政策、生态政策、土地政策、流域水污染治理政策等进行了持续深入的研究。

本研究提要主要介绍了本项目的研究背景、主要发现、分析框架、主要结论和建议的摘要。

在项目执行期间，亚洲开发银行片白惠理女士和吴爱华女士作为项目经理对本项目的实施给予了大力支持，并对本提要的撰写提供了建设性的意见和建议，再此谨致以衷心感谢。

一、研究背景

由于自然和历史的原因，在京津北部形成了一个包括 21 个贫困县、180 万贫困人口的贫困带和 8 万多平方公里生态脆弱区。该地区地处京津上风向和上水源，是京津冀的生态屏障、供水水源地，最近处距北京市中心不足 100 公里，在贫困程度上与西部地区中最贫困的三西地区（定西、陇西、西海固）处于同一水平，是我国东部沿海地区贫困程度最严重的地区之一。

在 2003—2004 年完成的亚行技援项目（TA3970）“河北经济发展战略研究”中，我们首次集中研究了“环京津贫困带”问题，提出了在该地区建立生态经济特别示范区的战略构想，引起了社会各界和国家有关部门的广泛关注，产生了较大的社会影响。其后连续几年，在全国“两会”上都有代表和委员提交有关“环京津贫困带”问题的提案和建议。2008 年全国政协会上，民建中央提出《关于加快解决环京津贫困带问题推动区域协调发展的提案》。原全国人大财经委员会副主任委员石广生曾于 2006 年 8 月率十几位全国人大代表对“环京津贫困带问题”进行了专门考察，中央政治局委员、北京市委书记刘淇和原北京市市长王岐山作了重要批示。2006 年 10 月，国务院扶贫办与国家开发银行签署《支持贫困地区脱贫致富开发型金融合作会谈纪要》，以环京津贫困带的张家口市和承德市及其所属的怀安和滦平县为重点，开展财政扶贫资金与政策性贷款整合试点。2007 年初，国务院扶贫办、国家开发银行与河北省政府联合推出“环京津贫困带国家开发银行贷款扶贫项目”。2007 年 7 月，北京市政府与承德市政府签署《北京市农业企业到承德发展相关政策合作》。

在 2007—2009 年完成的亚行技援项目（TA4933）中，我们以“中国京冀地区水资源补偿机制和补偿方案研究”为题，对首都北京与冀北地区发展关系中最重要水资源关系进行了深入研究，借鉴国际和国内有关地区经验，提出了京冀水资源补偿机制框架和具体的补偿方案。该项目成果得到亚行和国内相关领域知名专家的一致好评，有关建议已报国家有关部门和地方政府。

在实施上述两期项目的过程中我们发现，“环京津贫困带”的发展，面临着农村金融服务缺乏、基础设施支持政策僵化、生态建设政策不配套、土地供给不足、大型环境污染治理工程建设滞后等许多政策困境和突出矛盾，严重制约着环京津贫困地区农村自我发展能力的提高。截至目前，环京津地区农村贫困仍在持续，与京津的发展差距仍在扩大。解决这些问题，不仅需要国家高层的重视和政策支持，需要京津冀三省市政府的相互协调，更需要国内高层次专家和国际专家提供解决类似问题的有益经验和技术支持。

二、分析框架

本项目研究围绕以下几个方面展开：

(1) 改革贫困农村金融政策的必要性、环京津贫困地区开展农村金融政策试点的条件、环京津贫困地区开展农村金融政策改革试点的思路及建议；

(2) 环京津贫困农村基础设施建设的必要性和重要性、环京津贫困带农村基础设施建设政策存在的问题、环京津贫困带农村基础设施建设政策综合改革试点方案及建议；

(3) 环京津贫困带生态特征和地位、环京津贫困带现行生态政策存在的问题及改革的必要性、环京津贫困带生态政策改革试点的思路及建议；

(4) 环京津贫困带土地综合开发政策改革的必要性和紧迫性、环京津贫困带开展土地综合开发政策改革试点的基础和条件、环京津贫困带土地综合开发政策改革试点方案及建议。

(5) 官厅水库流域水环境政策回顾评价、官厅水库流域污染久治不果的政策原因分析、充实和完善国家水环境保护政策的建议。

三、主要发现

(一) 当前，贫困地区农村金融服务普遍缺位，现行农村金融政策仍需进一步探索和试验

上世纪九十年代以来，我国金融体系特别是国有商业银行系统以商业化、独立性、规范化为目标的改革取向，对于推动银行系统建立“盈利性、安全性、流动性”三性统一的经营机制，保障我国金融业的稳定、健康发展，无疑起到了巨大的促进作用。但由于在商业银行经营机制改革的同时，忽视了我国城乡发展的极度不平衡性所导致的城乡金融服务需求差异，没有同步建立起与农村特别是贫困地区农村金融服务需求相适应的金融服务体系，因而导致农村特别是贫困地区农村金融服务的普遍缺位，突出表现在：

(1) 农村金融服务组织触角收缩导致贫困地区农村难以享受到基本的金融服务；(2) 商业性金融机构的风险控制取向导致农村金融服务“嫌贫爱富”；(3) 商业性金融机构的成本控制取向导致对分散的农户惜贷(4) 农业银行“双重职能”导致扶贫信贷资金入户难；(5) 农村信用社日趋商业化导致对贫困农户的金融服务呈“镜中花”。

针对我国农村金融服务的缺位和现行农村金融政策的不足，2006 年以来，在人民银行和银监会主导下，开展了以村镇银行、资金互助社和贷款公司等新型农村金融机构建设为重点的农村金融政策改革试点，降低了民间资本进入银行金融业的门槛，开辟了民间资本进入金融银行业的新渠道，引入了竞争机制，开启了农村金融服务多元化的新局面，丰富了农村金融服务供给，在引导民间资本支持“三农”和扶贫方面发挥了积极作用。但从试点开展以来，新型农村金融服务机构运行和试点效果看，在政策适用性和操作层面仍存在诸多缺陷和不足，需进一步探索和试验。一是关于村镇银行应至少由 1 家境内银行业金融机构作为发起人，且持股比例不得低于 20%的规定，虽保证了村镇银

行运营的专业性和资金的安全性，但却在一定程度上成为村镇银行设立和民间资本进入的政策障碍。二是关于贷款公司必须由商业银行和农村合作银行全资设立的规定，基本上将民间资本挡在了农村信贷服务门外。三是缺乏对农村金融机构与大银行金融机构对接的明确规定或方向性阐述，限制了农村金融机构信贷服务规模的扩大。四是虽允许新设立的农村金融机构贷款利上浮至基准利率的四倍，但要求与其他一般商业银行执行同样的存款利率，不利于新型农村金融机构设立初期的规模扩张和持续发展能力的提升，导致其始终活不起来、做不大。

（二）环京津贫困地区基础设施条件改善的需求迫切，政策不到位仍然是制约区域

域基础设施建设的主要因素

基础设施是农村赖以生存发展的物质条件，是贫困农村摆脱贫困的先决条件。当前环京津贫困地区基础设施条件改善的需求迫切，主要表现在：（1）经过多年的扶贫攻坚和对口支援，环京津贫困带农村的基础设施建设有了明显的改观，但是总体规模明显不足，档次水平仍然较低，加快基础设施建设是迅速改善环京津贫困带基础设施落后局面的必然选择；（2）环京津贫困带是河北省新一轮扶贫攻坚工程中要汇聚全省之力集中打造的扶贫攻坚示范区，区域快速发展的自身需求和外在压力都很大，加强基础设施建设是环京津贫困带实现快速发展的现实需求；（3）国家“十二五”规划纲要中明确提出，推进京津冀区域经济一体化发展，打造首都经济圈。环京津贫困带紧邻京津，贫困带所有地区距京津的距离均在150公里以内，是京津冀区域经济一体化的重要组成部分，加强基础设施建设是推动京津冀区域经济的一体化的必然要求。

基础设施是公益产品，政策是推动基础设施建设的主要力量。当前，环京津贫困地区基础设施政策存在诸多问题，主要表现在：（1）“一刀切”的政策加剧了贫困地区基础设施建设的困难，在建设标准、补贴标准和重点项目分配上贫困地区没有根据区域特殊的区位、财力和需求情况，享受到特殊的政策，政策效应在贫困地区大打折扣，甚至加剧了区域基础设施建设的困难；（2）部门分割的建设体制不利于统筹解决贫困地区的基础设施建设问题。各基础设施部门独立制定本部门负责的基础设施建设规划，执行部门由上而下的基础设施建设计划，部门之间缺乏必要的沟通，建设计划缺乏必要的衔接，建设资金不能跨部门灵活使用，直接导致了贫困地区基础设施不足和闲置同时存在，客观上提高了贫困地区基础设施建设成本，基础设施不能发挥最大效益。（3）不完善的基础设施建设政策造成贫困地区基础设施网络体系的不配套。建设领域的缺失不利于因地制宜解决贫困地区基础设施建设问题；养护和管理政策的缺失使得基础设施建设不能充分发挥工程效益；综合性的骨干基础设施建设规划及政策缺失不利于从整体上改变基础设施落后的局面。（4）分指标和层层审批的政策落实方式延缓了贫困地区基础设施建设的进度。分指标的基础设施建设方式体现不了对贫困地区基础设施建设的特殊支持，不利于贫困带地区根据自身需求解决实际问题，客观上延缓了贫困地区基础设施建

设的步伐。(5) 自上而下的决策机制不利于根据实际需求解决贫困地区基础设施建设问题, 贫困地区基础设施建设中农民主体地位被长期忽视, 缺乏自下而上的利益表达机制, 造成供给效益低。

(三) 生态政策具有一定的不合理性, 影响了生态建设的实际成效, 生态政策亟待改革

尽管国家在环京津贫困带实施的稻改旱、退耕还林(草)、禁牧舍饲、公益林建设、风沙源治理等一系列生态政策, 并取得了一定的建设成效, 但随着时代的发展、生态工程建设深化进行, 现行的生态政策在生态补偿、建设、治理和管护中明显地暴露出了许多突出矛盾和问题, 影响了生态建设深化进行和实际成效。一是生态补偿标准过低, 严重削弱了农民生态建设积极性。以退耕还林工程为例, 退耕前农民每亩地实际收益是退耕后实际收益的 4.3 倍。二是生态补偿期限不确定性, 影响了生态建设稳定性。目前“退耕还林”、“退牧还草”工程补偿期的是 5—8 年, 但从实施效果看, 在这段时间内农民很难脱离土地实现转产, 农民生计受到威胁。国家虽然在 2007 年出台了《国务院关于完善退耕还林政策的通知》, 延长了补偿期, 但延长期限仍不具有确定性和长期性。三是静态的补偿标准制定和实施方式, 使生态补偿难以达到目的。现执行的生态补偿标准是按当年工程实施时的物价折合而成的, 随着物价的上涨, 现行生态补偿标准远远小于当前工程建设实际投入和退耕土地实际产出, 且随着国家取消农业税和实施农业直补政策, 农民对舍地建林的积极性普遍弱化。四是生态补贴范围过小, 使生态建设成效受到影响。目前国家对生态林管护、补种、以及农村后续产业发展等补偿缺乏, 加重了地方政府工作财政负担, 农民创业艰难。五是“一刀切”的生态政策, 难以对农户形成长效的激励。环京津贫困带自然条件恶劣、土地地力低下、水源缺乏, 而国家生态补偿政策是按照全国的形势“一刀切”地制定并实施的, 现行生态补偿的标准和期限不符合环京津贫困带实际情况、不能满足生态建设实际需要。六是生态政策制定和执行不彻底, 影响了农民生产经营自主权。目前农用地改为林地后, 农民林权证的发放普遍偏慢, 农民即使取得了林权证, 农民也不像原来一样自由支配土地生产和经营, 农民对退耕还林产生了一定的心理不稳定感甚至排斥感。七是工程计划下达和实施的滞后, 影响了生态建设进程和质量。目前林业工程建设, 需要等待上级逐级下达计划后, 地方政府编制年度作业设计, 再经上级逐级报批后实施, 这造成了工程建设时间严重滞后, 与造林最佳时节不符。八是生态补偿主体单一, 使生态建设缺乏可持续性。目前现行生态补偿资金主要来源于国家财政, 而直接得到生态效益的北京市和天津市基本没有进行实质性的生态补偿。九是分散的管理方式和区域单一治理措施, 使生态建设难以达到预期目的。目前环京津贫困带各生态政策自行体系、分散管理, 导致对整个地区的生态建设不能统筹考虑, 部分工程建设难以达到实效。

(四) 现行用地政策使欠发达地区潜存丧失公平发展机会的风险，已成为消除张承环京津区域性贫困、实现京津冀区域协调发展的重大制约

由于历史、自然、区位和政策等种种原因，环京津贫困带开放起步晚、开发速度慢，直至上世纪末，这一区域的工业化和城市化进程缓慢，对于建设用地的需求很小，全省每年下达给两市的建设用地指标基本上用不完，与当时沿海发达省份建设用地需求旺盛、耕地面积锐减形成了巨大反差。进入新世纪以来，环京津贫困带工业化和城市化进入加速发展期，对建设用地需求不断增加。但恰恰在这一时期，国家从坚守 18 亿亩耕地红线、切实保障农民利益、促进集约节约用地的全局出发，开始实施最严格的用地管理制度，相继出台了一系列土地管理政策和措施，严控土地供应“阀门”，对于有效保护耕地、实现集约节约用地，具有积极的作用和意义。但对于刚刚步入工业化和城市化加速发展时期的环京津贫困带而言，现行用地管理政策使贫困带在新一轮发展中面临着丧失竞争优势的风险，客观上影响了环京津贫困带的脱贫步伐。

具体而言，现行统一的土地管理政策对环京津贫困带的影响集中体现在三个方面：（1）当前我国实施的土地利用年度计划管理方式，在逐级下达年度新增建设用地指标时，主要参考各地历年 GDP 增长、固定资产投资和历年实际占用土地等情况而定，对于张承这样的历史上固定资产投资额较低、建设用地规模较小的欠发达地区，在国家 and 全省建设用地指标分配体系当中处于不利的地位；（2）国家将未利用地纳入土地年度计划管理指标，不利于环京津贫困带发挥未利用土地资源丰富的优势，加快发展步伐；（3）国家实施工业用地招拍挂政策，将张承两市的土地划为与苏鲁浙沿海、京津沪郊县同等的档次，客观上抬高了企业向环京津贫困带的投资门槛，使其在招商引资竞争中处于更加不利的位置。

“一刀切”的用地管理政策对环京津贫困带发展的负面影响已初显。据粗略统计分析，近年来，张承两市建设用地指标的需求缺口率达 77%，考虑到在当前政策背景下，地方政府和企业的“圈地”冲动，按 50%的比例扣除，缺口率仍高达 55%以上。当前，环京津贫困带每年因建设用地指标限制，而受到影响的项目多达数十个，严重影响了区域基础设施建设、农业产业化发展和工业化进程，成为消除环京津区域性贫困、实现促进京津冀区域协调发展的重大制约因素。

(五) 官厅水库及流域水环境保护和水污染治理政策，在很大程度上避免了河流水质的急剧恶化和重大水污染事故的发生，但仍然没有从根本上解决官厅水库水污染问题

官厅水库和水系所在的地区，是首都北京的生态屏障，重要地表水源保护区，在维系首都北京和津冀的生态安全，改善城乡居民的饮水质量中占有十分重要的地位。自

1973 年以来，为解决官厅水库污染问题，国家持续制定和实施了一系列水环境保护政策，使这一流域成为我国地表水环境保护历史最长、污染治理投资规模最大、污染防治政策实施力度最大的区域，在很大程度上避免了入库河流水质的急剧恶化、流域重大水污染事故的发生以及流域上下游地区经济社会发展矛盾的激化。但总体来看，官厅水库污染问题仍未从根本上得到解决，官厅水库永定河入库河流水质仍处于Ⅳ类水平，多项指标远未达到饮用水质标准，水库富营养化趋势没有得到有效遏制，入库河流干流呈现有河皆干，有水皆污状态，桑干河册田水库以下河段已干枯，洋河干流张家口以上河段断流，张家口市以下河段虽未断流，但春冬季节全部为城市经过处理后的污水。与此同时，受严格的流域限排关停等环境污染防治政策影响，官厅水库流域经济社会发展受到抑制，演生为我国东部沿海省区的经济洼地和贫困人口集中区域。在长期的水环境保护政策约束下，张家口地区经济地位急剧下降，贫困人口急剧增加，由四十年前的河北省工业基地，退化为经济落后地区，城乡相对富裕地区退化为贫困人口最集中的地区之一，区域经济发展各项主要指标均居全省后三位，与同属永定河流域的首都北京和天津市域，更是拉开了发展的差距。

总结官厅水库流域水污染治理实践过程，剖析水库及入库河流久治无果的内在原因，可以看出当前我国地表水环境政策突出存在三方面的问题：一是清污不分的河流污染治理政策，导致即使流域全部污水都达标排放，也难以保证河流水质达到地表水标准，潜存流域性污染风险；二是不给出路的河流污染治理政策，导致官厅水库流域长期存在大范围区域性贫困，同时也造成企业违法排污，潜存更大范围的社会风险；三是不分地域的河流污染治理政策，忽视了官厅水库流域干旱缺水，河流水量小、稀释自净能力弱，城镇和人口集中、污染物排放基数很大的客观实际，导致流域污染久治无果。

四、结论和建议

（一）关于环京津贫困带农村金融政策改革

商业性银行金融系统的金融服务供给与农户金融服务需求间的错位，导致贫困带地区农户难以获得必要的发展资金支持。现有的以商业性金融为主体的农村金融体系不能也不应该承担政策性扶贫职能，一味依赖商业性金融解决农村特别是贫困地区农村脱贫致富和发展问题，其结果必然与政策初衷和宗旨相悖，必须因地制宜地进行农村金融服务创新。环京津贫困带贫困县和贫困人口集中连片，不仅农村经济发展和农户致富资金供求矛盾突出，而且由于毗邻京津两大城市，区位优势，具有借助金融支持加快发展的市场、资源、基础设施条件和产业基础，同时近年来贫困带地区采取多种方式开展了一些自发的资金互助创新和探索，具备借助金融支持加快发展的条件，是开展贫困农村金融政策改革试点的理想区域。

为此，建议将环京津贫困带列入国家农村金融政策改革试点区域，对农村金融政策

进行进一步的改革探索和试验。具体思路如下：

1. 试点指导思想

以科学发展观为指导，深入贯彻《中共中央 国务院关于积极发展现代农业扎实推进社会主义新农村建设的若干意见》精神，根据加快社会主义新农村建设和推进农村金融体制改革的要求，着眼于从根本上解决贫困农村金融服务缺位，促进环京津贫困带农村加快发展，积极开展多层次、多形式的农村金融政策和服务创新，为完善农村金融政策，推动建立多元竞争、服务充分、持续发展的农村金融体系探索新途径、积累新经验。

2. 试点工作基本原则

(1) 有利于农村金融加快发展的原则。在试点内容上，坚持在保证风险可控和资金安全的前提下，探索进一步降低政策门槛，推进贫困带农村金融机构加快建立，突出解决贫困带农村金融服务空白问题。

(2) 统筹安排，逐步推开的原则。在推进步骤上，坚持在监管部门指导下，由相关部门统筹安排、逐步推开，做到成熟一批、发展一批、规范一批，避免盲目发展、一哄而上所引致的政策风险。

(3) 政策引导，自愿参与原则。在试点县、乡、村选择上，坚持在政策支持下，采取由县乡村有关机构或投资主体自愿申请与监管机构择优审批相结合的方式，不设定指令性发展计划和目标。

(4) 发展与监管同步推进的原则。坚持在发展农村金融机构的同时，着眼于有效控制风险，保障持续健康发展，增加监管投入，同步推进监管机制的建立。

3. 主要试点内容

(1) 进一步降低村镇银行设立门槛。取消现行政策中关于发起设立村镇银行应至少有 1 家境内银行业金融机构作为发起人的规定，凡符合中国人民银行和银监会关于农村金融机构投资人资格条件的境内外银行业法人机构、非银行法人机构和自然人，只要能够保证监管机构对其的有效监管、具有良好的法人治理结构，均可作为试点区域村镇银行的发起人，但作为第一发起人的持股比例应在 20%以上。

(2) 放宽到款公司投资主体限制。取消专营贷款业务的贷款公司由商业银行和农村合作银行全资设立的规定，允许境内外非银行企业法和自然人，在自觉执行国家相关利率政策并主动接受监管的前提下，在试点区域内投资设立“只贷不存”全资或股份制贷款公司。

(3) 放宽利率限制。允许在试点区域设立的村镇银行、贷款公司、农村资金互助

社及其他农村金融机构存贷款利率上限均可浮动至基准利率的四倍。

(4) 开展新型农村金融机构再贷款业务。鼓励境内外大型商业银行、政策性银行等金融机构向试点区域内运行规范、业绩良好的新型农村金融机构（村镇银行、贷款公司和农村资金互助社）提供授信和再贷款融资服务，再贷款利率允许最高浮动至基准利率的两倍。

(5) 开展差别化信贷政策试验。根据当地农村金融机构的存款流动性强弱、银行规模大小、银行所处的地域等实行差别准备金率，降低农村金融机构的存款准备金率，提高存款准备金利率，以增强当地涉农金融机构的经营能力。降低对当地农村金融机构的支农再贷款利率，适度安排免息专项借款；在信贷总量调控过程中，对涉农贷款规模给予一定倾斜，可考虑对涉农贷款规模实行单列。

(6) 开展贫困地区农村金融机构财税优惠政策试验。为支持贫困地区农村金融机构经营和发展，在税收上给予优惠，试行营业税减按 3%征收，所得税全免。遵循普惠制原则，可以考虑对凡是农业贷款规模达到一定支农要求的当地农村金融机构，都给予所得税和营业税优惠。同时，考虑建立涉农贷款利差补偿制度，降低农业贷款成本。

4. 试点步骤和规模

为保证试点工作既积极又稳妥，可考虑整个试点分两批进行。首批试点可考虑在张家口和承德两市各选择 3 个县作为试点县，在每个县选择 10 个村开展建立农村资金互助社试点，同时考虑在每个县设立 2 家村镇银行、建立 5 家专营贷款业务的贷款公司。经过一两年的运作，在摸索出经验后，再开展第二批试点，将试点范围扩大到环京津贫困带 24 个县。经进一步总结经验后，向全国推广。建议将张家口市怀安县、赤城县、张北县和承德市丰宁县、滦平县、围场县列为首批试点县。

(二) 关于环京津贫困带基础设施建设政策改革

贫困地区资金困乏，区域经济实力有限，要实现基础设施的完善配套，打造良好的发展环境，强有力的切合实际的基础设施建设政策体系是主要推动力量，实施贫困地区基础设施政策改革创新势在必行。环京津贫困地区是国家和河北省新一轮扶贫攻坚的重点地区，其改善基础设施条件加快发展的内在需求强烈，外在压力巨大，是开展贫困地区基础设施建设政策改革试点的首选区域。

环京津贫困带基础设施政策改革试点具体思路如下：

1. 试点的目的意义

为加快环京津贫困带地区贫困农村基础设施建设步伐，改善农民的生存环境和生产条件；加强贫困带地区脱贫致富的基础建设，尽快缩小与京津的发展差距；弥补基础设施建设政策的失灵和缺失，充分体现国家在基础设施建设方面对贫困地区的特殊支持，

发挥基础设施建设的综合效益；为其他贫困地区基础设施建设提供借鉴和示范，特开展环京津贫困带贫困农村基础设施建设综合改革试点。

2. 试点的原则

(1) 统一规划、配套推进的原则。试点既要有科学严密的总体方案，又要有各个层面具体实施办法，合理安排，突出重点，相互衔接，有组织、有步骤的实施。

(2) 因地制宜、分类指导的原则。试点要按照中央和河北省委、省政府的要求，在改革的总体框架政策内，从各地实际情况出发，把握切入点、选准突破口，分层次、分阶段地推进试点工作。

(3) 政府主导、社会参与的原则。在坚持政府统筹规划、制定政策、资金投入的同时，积极动员、引导和组织国际非政府组织、京津各地政府和民间组织、区域内相关部门和试点区内受益农户以各种形式参加试点建设。

(4) 积极探索、开拓创新的原则。在试点过程中要及时了解和深入研究试点过程中出现的新情况、新问题，积极探索化解矛盾的有效措施，不断总结经验，完善政策，逐步创新体制和机制。

(5) 规范操作、狠抓落实的原则。试点地区及相关部门要明确责任，遵循试点方案，规范操作程序，不折不扣地把试点政策落实到基层和广大农民身上。

3. 试点的范围

在综合考虑环京津贫困带农村基础设施建设现状、各级政府经济实力及组织能力、贫困带各个农村总体状况及基础设施建设条件的基础上，本着“尽力而为、量力而行、最大限度发挥试点效益”的原则，同时尽可能与河北省新一轮扶贫攻坚计划相衔接，在环首都扶贫攻坚示范区的9个县即：保定市的涞水、涞源、易县，承德市的丰宁、滦平、兴隆，张家口市的沽源、赤城、蔚县开展试点。

4. 试点的内容

(1) 创新贫困农村基础设施建设体制机制。实行试点农村基础设施统筹规划建设机制，由张、承和省扶贫办抽调相关人员成立环京津贫困带贫困农村基础设施建设领导小组，对区内农村道路、人畜饮水、小型农田水利、农村电源和电网建设改造、固定电话通讯网络、广播电视网络等基础设施建设统筹安排；建立试点区域高等级基础设施优先规划和建设机制，由环京津贫困带贫困农村基础设施建设领导小组协同相关部门制定《环京津贫困带试点区域骨干基础设施建设规划》，在骨干基础设施建设项目安排、政策和资金支持上给与优先支持；建立生态移民与基础设施建设结合机制，试点领导小组和办公室根据各试点村基础设施建设的难度，制定试点区迁村并点规划，实行异地搬

迁，再集中解决其基础设施建设问题。国家财政部设立“贫困带贫困农村异地搬迁资金”，按每人8000元的标准进行补助；适当扩大试点农村基础设施建设的领域和范围，改革补贴方式，提高补贴标准；建立试点农村基础设施建设村民需求表达机制，完善试点村村民代表大会制度，规范试点村的“一事一议”制度。

(2) 创新贫困农村基础设施建设投资机制。遵循“渠道不乱、集中使用、各记其功、统筹建设”的原则对试点区域内的村级道路国家补助资金、人畜饮水项目国家投入资金、电网和电源点建设改造资金、固定电话网建设资金、广播电视网建设资金进行捆绑使用；设立环京津贫困带贫困农村基础设施建设基金，基金主要来源于中央政府对试点区基础设施建设的专项补助、省市级财政对试点区基础设施建设的专项补助、京津等周边地区及其他扶贫对口地区对试点区基础设施建设的投入资金、试点区政府筹集的其他资金；成立贫困带贫困农村基础设施建设专项基金领导小组，负责基金的管理和使用；加大对试点农村基础设施的投资力度，省直有关部门要积极帮助试点农村向国家多争取财政性建设资金，对国家政策性贷款、国际金融组织和外国政府优惠贷款项目安排，省直有关部门要在坚持贷款原则的前提下，尽可能向试点地区倾斜，对有效益的国、省干线公路新改建项目，鼓励采取“贷款修路，收费还贷”政策，对国、省干线公路新改建项目，采取省对主体工程按批准的预算全额投资的政策。

(3) 创新贫困农村基础设施养护和管理机制。明确试点农村基础设施养护和管理主体。环京津贫困带贫困农村基础设施试点领导小组下设基础设施养护领导小组，负责农村基础设施的养护管理，各县试点办公室设立养护办公室，负责组织实施试点区农村基础设施养护管理工作，各试点村建立专职基础设施养护队伍；创新试点农村基础设施养护和管理方式，对国家和集体投资的基础设施项目，由政府承担管护责任，对准公益性基础设施项目工程的管护可以引进市场方式，推行公司合营合作模式或民营模式，对于小型基础设施，在确保安全、有效运行、发挥效能的前提下，则可以采取承包、租赁、拍卖、转让等形式，推行产权制度改革；建立试点农村基础设施养护和管理专项资金，资金主要用于试点区基础设施中修以下的修缮和日常养护以及养护人员的工资，基础设施的大修由养护领导小组另行筹集资金进行。

(三) 关于环京津贫困带生态政策改革

现行生态政策中存在的生态补偿标准过低、范围过小以及生态建设方式不合理等一些问题，严重削弱了农民对生态建设的积极性，影响了生态建设进程和质量。当前，环京津贫困带生态建设进入攻坚期，环京津贫困带未治理的沙化、半沙化土地面积依然较大、水土流失和生态恶化现象依然严重，环京津贫困带生态治理和建设任务依然艰巨，为保证生态建设加快进行，提高生态建设的实际成效，亟需国家在这一区域进行生态改革。环京津贫困带本身恶劣的自然条件、恶化的生态环境、敏感的区位条件、短缺的资源供给以及生态与贫困恶性循环，也需要国家针对这一特殊生态区域，给予特殊的生态政策，且在此特殊生态区域进行生态政策改革，对全国其他地区

生态建设具有一定的示范作用。为此，建议国家在环京津贫困带实施生态政策改革试点，其具体思路如下：

1. 试点改革目的

引导促进和加强环京津贫困带生态建设，遏制持续恶化的生态环境，促使自然生态环境有效恢复，改善区域生态环境，强化建设“资源节约型、环境友好型”社会；高标准建成京津冀绿色生态屏障和地表水源保护区，强化建设区域生态屏障，保证京津冀地区生态安全；加强建设结构布局合理的生态经济体系，实现区域内生态经济统筹协调发展，实现农民脱贫致富，有效解决消除环京津贫困带集中连片贫困问题。

2. 试点改革指导思想

坚持以科学发展观为指导；遵循全面规划、统筹考虑、因地制宜、注重实效的原则；以消除环京津贫困带和保障京津冀生态安全为目标；遵守生态经济和区域经济发展规律；综合运用市场、法律和行政手段；对生态建设、治理和管护的投融资机制、管理体制与运行机制进行创新；通过改革和完善现行的生态政策体系和配套体系，重点加强生态成果的管护和后续产业发展，调整农村生产结构，建立生态型经济和社会体系，实现环京津贫困带生态经济社会协调发展。

3. 试点改革主要内容

(1) 建立区域性生态补偿税制度。通过政府的宏观调控，借助法律的力量，基于市场，采用税费的方式，对生态服务的消费者征收生态补偿税，然后再以相应的财政拨款方式返还或补贴给经营部门或个人，才能实现生态效能的价值补偿。

(2) 开展商品林所有制改革试点。通过林地产权购买的方式，在环京津贫困带实行林地林木的使用权的物权化非公制试点改革，以促进林地及林木的合理流转和林木业规模化、集约化、产业化经营，增加农户的收入。

(3) 实施更加完善、公平的生态补偿政策。立足于区域差异实际，实施不同的补助标准；按实际土地产出，不断扩大补偿标准；扩大补偿范围，把生态管护费用纳入补偿范围；明确生态补偿的期限，把环京津贫困带经济、社会和生态发展走上协调良性发展轨道后的时限确定为最低补偿期限；完善明确补偿主体，把享受到生态服务的北京、天津和河北省其他地区纳入到补偿主体内。

(4) 允许地方政府采用灵活的方式对农民进行生态补偿。允许环京津贫困带采用以直接为主、直接与间接相结合的方式给予农民补偿；允许环京津贫困带采用以实物为主、实物与现金相结合的方式给予农民补偿；允许环京津贫困带采用以多次为主、一次和多次相结合的方式给予农民补偿；允许环京津贫困带整合和捆绑使用各种扶

贫、生态建设扶助资金。

(5) 优化生态政策实施方式。将生态建设规划任务一次性全部下达到县，或者每三至五年下达一次，各县可根据工程总体规划和年度气候条件，灵活调剂生态建设规模；适当增加飞播造林和封山育林的任务指标，采取多种造林方式，充分发挥自然界自身的恢复植被的能力。

(6) 给予环京津贫困带统筹安排、综合开发权力。给予更多的自主进行生态建设权力，从政策层面上把与生态建设有关的各种项目整合起来，走“多项目捆绑，同步落实，综合治理、持续发展”的道路。

(7) 给予后续产业特殊扶持政策。以生态建设相结合，在资金、基础设施建设、土地等方面，逐步加大农村退耕还林后续产业发展的扶持；加强对农民的就业和创业指导与服务。

(四) 关于环京津贫困带土地综合开发政策改革

我国幅员辽阔，不同地区的国土资源状况、经济发展阶段和生态建设任务千差万别。既严守 18 亿亩的耕地保护红线，又保障经济发展必要的建设用地需求，需要结合不同区域发展的实际情况，探索实施分区土地综合开发政策改革试点，从而为制定分区用地管理制度提供决策依据。环京津贫困带地处东部区位，却属西部发展水平；既拥有丰富的未利用地资源，又承担着保障京津生态环境的重任。研究并探讨在这一特殊区域实行土地管理改革试点，有利于探索经济落后的生态敏感区域土地开发和管理模式，为完善我国的土地管理政策体系提供借鉴。同时，这一地区土地后备资源丰富、土地类型复杂多样、坡耕地和中低产田比重高，为探索实施土地综合开发政策试点创造了优越的条件。

为此，建议将环京津贫困带列入全国土地综合开发政策试点区域，对土地开发管理政策进行进一步的改革探索和试验。具体思路如下：

1. 试点指导思想

以尽快缩小环京津贫困带与京津发展差距、促进京津冀区域协调发展为目标，坚持土地开发与保护相结合、原则性和灵活性并重、经济社会效益和生态效益齐抓等原则，充分发挥本区的土地资源优势，大胆创新，探索实施符合本区实际的土地开发管理和利用政策，在严格保护和集约节约利用土地资源的同时，更加持续有力的保障经济社会快速发展，使贫困地区的广大人民能够逐步分享到经济快速增长带来的发展成果。

2. 试点工作基本原则

(1) 稳妥有序、健康可控。强化土地管理政策和制度的“顶层设计”，加强土地使用的动态评估和政策调整，切实防止建设用地无序扩张、耕地急剧减少、农地征用矛盾

激化等问题的发生，确保土地综合开发政策试点稳妥有序推进。

(2) 保护生态、合理开发。在安排土地开发规模、区域、强度和时序等方面，既要满足区域经济社会发展的实际需要，又要与区域生态承载力水平相适应，促进经济社会和生态的可持续发展。

(3) 因地制宜、灵活运用。根据各地发展阶段，土地类型和结构，分门别类实施不同的土地开发和利用政策，确定不同区域的土地开发利用模式。

(4) 集中配套、集约利用。在安排建设用地指标方面，要向工业密集区、城镇和郊区等区域倾斜，设定工业密集区域或工业园区投资密度最低限，严禁引入投资密度不达标项目。

(5) 保护耕地，保障发展。要在保持耕地总量不减少的前提下，积极推进内涵挖潜，适度开展外延开发，通过土地开发、整理、复垦和存量土地整合等途径，有效增加建设用地面积。

3. 主要试点内容

(1) 土地利用规划和计划管理方式创新试点

在遵循新一轮土地利用总体规划的前提下，由试点区确定近期 2-3 年建设用地的总规模，上报国家批准后由试点区根据每年实际情况，把握、控制和调整供地时序，确定年度供地规模和结构；试点区的年度土地利用计划方案经省政府报国家批准后，在全省年度土地利用计划指标体系中实行单列；规划期内下达给试点区的年度用地指标，不将未利用土地纳入年度计划管理。加强对土地利用规划和计划的动态管理和考核监管，确保土地试点工作积极稳妥地推进。

(2) 工业用地出让政策调整试点

适当调减工业用地最低出让标准，既可参照西部地区标准，按《全国工业用地出让最低价标准》的 10%-15% 执行，也可试行以不低于土地取得成本为限设定工业用地出让标准；试行不同工业产业的弹性用地出让政策，对于国家鼓励的战略性新兴产业和符合张承区域功能定位的产业，允许以协议方式出让国有土地，对于符合国家产业政策导向的重大项目，允许采用邀请招标、公开招标和竞价招标等灵活的招标方式；探索推行多元化土地租赁方式，可通过协议方式将国有土地出租给企业，或通过向广大中小企业出租标准厂房和多层厂房，满足不同规模、不同需求创业企业的用地需求；根据不同产业的生命周期、企业规模，合理确定工业用地出让年限；严格监管出让工业用地的转让和使用。

(3) 统筹城乡一体化土地管理政策试点

探索建立城乡一体化建设用地规划管理体系，逐步把建设用地规划和管理重心由城市扩大到农村，分区分类制定农村建设供地标准，开展农村土地利用集约评价，最大限度缩小城乡建设用地集约程度的差距；科学编制环京津贫困带城乡建设用地增减挂钩

试点规划，合理安排增减挂钩试点的规模、布局和时序；对于空心村整治、生态移民村搬迁或新民居建设周转用地节余指标，初期在县域范围内调配使用，满足县域建设用地需求，后期视增减挂钩政策试点运作的成熟程度，择机在市域范围内放开，即允许在县域之间或市域范围内调配使用；允许利用废弃的水库、塘坝、尾矿库、砖厂等原有建设用地，复垦为耕地或其它农用地，用于置换城镇建设用地；整治腾出的农村建设用地，在优先满足农村各种发展建设用地后，经批准将节约的指标少量调剂给城镇使用的，其土地增值收益必须及时全部返还农村，切实保障农民利益。

4 . 组织实施

河北省要成立环京津贫困带土地综合开发政策试点工作领导小组（以下简称试点区工作领导小组），加强对试点工作的领导，并在省国土资源部门下设办公室，负责组织土地政策试点方案的制定、组织相关基础情况的调查、试点方案 and 政策的监督执行等。试点区的市县两级国土资源部门也要成立相应的机构，并安排专职人员，按照统一部署，积极推进相关的土地政策试点工作。

（五）关于环京津贫困带多赢性流域水污染治理的政策建议

为消除重要地表水源安全隐患，发挥国家水环境治理保护政策效益，解决官厅水库污染久治无果的问题，改变地表水环境保护的被动局面，提出以下如下建议：

1 . 开展流域清污分流工程体系建设试点和示范

流域性清污分流工程体系建设，是理顺天然河系和人工污水排放渠道的关键环节，是从根本上解决地表水源污染，保证饮水安全的关键举措，是实现经济发展与水源保护良性互动的重要前提条件，有必要站在区域发展的全局高度，推进这项工程体系的建设。流域性清污分流工程体系的建设，是一个包括城乡天然河道综合整治工程，城乡污水与清水联合调度工程等在内的系统工程，工程建设涉及到水利、环保、建设、农业、林业、国土和发改等多职能部门，关系复杂，影响深远，而且相当多的重要地表水源保护和河流污染治理，是跨县、市、省级行政区域的，需要多级政府的统筹协调，才能收到实效。建议首先在官厅水库流域进行工程试点和示范，并将其列入《21 世纪初首都水资源可持续利用规划》。此前，国家八个部委和京晋冀三省市，已成立了八部（委）三省（市）协调领导小组及办事机构，基本理顺了官厅水库流域水资源开发和国家保护的关系，安排了水资源节约利用和保护的建设资金。官厅水库又是多年开展河流污染治理和水源保护的重点，上下游有着共同的需求和工程建设的基础，具备了开展这项工程建设试点示范的条件。

2. 开展地表水源保护补偿试点和示范

目前，我国部分大中城市，为保证城市供水安全，预防城市水荒，相继建立地下水和地表水源双供体系，如北京的官厅和密云水库，天津和唐山的潘家河—大黑汀水库，沈阳的大伙房水库，邯郸和安阳的岳城水库，香港和深圳的东江水库等，都已成为这些城市的专用地表水源，形成了上游保护水源和下游利用水源的局面。而要保证地表水源水质的稳定达标，必然不断加大对水库汇流区内的产业发展控制，提高上游地区污水处理的标准，控制上游地区的排放强度，这就不可避免的增加了上游地区的治理负担和成本，影响上游地区资源型产业的发展，加大上游地区水资源的供求矛盾，减少上游地区经济发展空间，扩大上下游地区的经济差距，滋生区域性贫困。为控制上下游贫富差异的扩大，体现水资源价值的社会性，激发上游地区治污节水的积极性，有必要积极组织开展地表水源保护经济补偿的试点和示范。官厅水库流域，长期作为国家地表水源保护和河流污染治理工程建设的试点示范区，有比较优越的试点示范条件，建议国家首先在官厅水库汇流区进行补偿政策试点和示范。

3. 开展张家口污水治理利用“三赢”工程建设试点

为保护官厅水库水源，加快洋河还清，改善张家口市的发展环境条件，张家口市抓住官厅水库的主要污染源（张家口市区、宣化区和下花园区）、主要污染物（COD、氨氮）、主要污染环节（城市和产业园污水集中处理）、主要入库河流（洋河张家口市区以下河段）和主要污水出路（中水回用）进行了长达四十年的集中治理，但限于经济实力和污水工程的配套能力，至今未建成完善的清污分流治理工程体系，影响了洋河还清和官厅水库水质的改善。张家口市污水处理工程建设的焦点在污水处理工程的配套，只要建立起洋河张家口市区以下河段完善的河道污水治理、污水排放、污水调度、污水利用和污水监控工程体系，就可以有效实现城市污水治理、洋河水质还清、沙滩风沙治理的三赢，大大提高流域内消化城市污水的能力。建议有关部门，站在统筹城市建设、经济发展、水源保护、资源节约和生态改善的全局高度，立项开展“三赢”工程建设的试点和示范，使地表水源保护收到事半功倍的效果。

4. 开展引黄入京冀（北）北线工程建设的前期工作

首都北京是一个严重缺水的城市，靠市域内自产水资源已难以为继。与首都北京共用的海河流域，也是一个严重缺水的地区，有限的海河水资源支撑了京津冀地区 1 亿多人口解放以来半个世纪的发展，已积重难返。规划建设的南水北调中线引江工程，途经豫、冀、京、津两省两市，持续干旱、水荒加剧，需水量很大，难以充分满足需求，而且沿途很长，不可预见的因素很多，难保首都供水的稳定性和安全性，靠扩大向张家口、大同地区中小水库调水的办法，解决大北京缺水问题也只是应急之策。为缓解首都

地区及上游地区的水资源供求矛盾，建议从避免京津冀地区发生流域性水荒的大局出发，积极开展引黄入京北线工程建设的可行性研究。此前已研究了多年的朔天运河，已有一定基础。如若建成为首都北京的第二个供水水源，可大大提高其供水的稳定性，同时减轻上游地区的调水压力。