

在联合国人类住区规划署第 21 届  
理事会会议上的发言

中华人民共和国建设部副部长 傅雯娟

A Speech at the 21<sup>st</sup> Session of the Governing Council  
of the United Nations Human Settlements Programme  
(UNHabitat)

Delivered by Ms. FU Wenjuan, Vice-Minister of  
Construction of P. R. China

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尊敬的主席先生，  
各位代表，女士们、先生们，

大家好！

我很高兴率中国政府代表团参加联合国人居署第21届理事会会议，并向大会的召开表示热烈的祝贺。我相信，这次会议将有助于加强各成员国和地区之间，在推进可持续的城市化、减少贫困、改善居民生活质量等方面的交流与合作，推动《联合国千年宣言》目标的实现。

中国是人口众多的发展中国家，是全球减贫事业的重要实践者。1992年联合国环境与发展大会以来，中国政府坚定不移地实施可持续发展战略，把可持续发展理念和要求，融入到国家发展政策和行动计划中。在新的世纪，确立了全面建设小康社会的发展目标，采取一系列政策措施，促进城镇化健康发展，在增加就业、减少贫困、改善人居环境等方面，取得了明显的成效。

#### 一、加强规划调控和分类引导，积极稳妥地推进城镇化

中国正处于城镇化快速发展时期。2006年，中国的城镇化水平从1990年的26.4%增长到43.9%，每年约有1000-1300万农村人口向城镇转移。

为使城镇化进程与资源环境相协调，中国政府十分注重发挥城乡规划的调控作用。坚持大、中、小城市和小城镇协调发展，合理布局。坚持统筹规划城乡建设，增强城市对农村和区域的辐射带动作用，促进城乡互动和区域协调发展。坚持把节地、节水、节能、节材和资源综合利用，作为推进城镇化的重要举措。

推动城市发展模式向集约型转变，建设资源节约型和环境友好型城市。同时，注重加强对人口城镇化的分类引导，促进城镇人口增长与就业岗位、基础设施、公共服务供给能力增长相适应。对农村临时进城务工人员，实行亦工亦农，城乡双向流动的政策，依法保障其合法权益；对在城镇已有稳定职业和住所的进城务工人员，创造条件使之依法享有当地居民的权利和义务；对因城市建设失去土地的农村人口，城市政府负责提供就业援助、技能培训、失业保险和最低生活保障；对城镇特殊困难人员和零就业家庭，建立政府援助制度，实施促进就业的财税、信贷政策，多渠道、多方式地增加就业岗位。仅2005年，各级财政安排的社会保险补助支出（包括促进就业补助）就达1817.64亿元。

## 二、加强市政公用设施建设，不断提高人居环境质量

中国政府高度重视发挥城市基础设施对城镇化发展的基础和保障作用，努力加大资金投入力度，加强生态环境建设和污染综合治理，改善城镇人居环境。2001—2005年，中央财政拨款447亿元，地方财政拨款3618.4亿元，用于市政公用设施建设。在财政资金的引导下，市政公用设施固定资产投资，从2001年的2351.9亿元增加到2005年的5505.5亿元，大大提高了市政公共设施水平，有效改善了人居环境质量。在加大财政投入的同时，中国政府着力优化投资结构，重点弥补城镇化发展中的薄弱环节，增强可持续发展能力。一是着眼于区域协调和城乡统筹，引导资金重点投向发展基础较为薄弱的中西部地区和农村地区。二是着眼于资源节约和环境保护，引导资金重点投向污水处理、垃圾处理和园林绿化等环境基础设施。三是着眼于社会公平正义，更加

关注城市弱势群体，努力保障低收入家庭享有均等化的基本公共设施和服务。

### 三、不断深化住房制度改革，切实改善城镇居民住房条件

改善城镇居民、特别是低收入居民的住房条件，一直是中国政府非常关注的问题。通过推行城镇住房制度改革，中国逐步形成了以普通商品住房为主的城镇住房供应体系，初步建立了以经济适用住房、廉租住房、住房公积金制度为主要内容的城镇住房保障体系。进入 21 世纪后，中国城乡每年新建住宅 13 亿平方米左右，其中城镇每年新建住宅 5-6 亿平方米。2001-2005 年，更新改造了约 5 亿平方米城镇危旧住房，改善了约 1000 万户家庭的住房条件。54.7 万户城镇最低收入家庭通过廉租住房制度解决了基本居住问题。同时，针对城镇化进程中大量农村富余劳动力进城务工的实际情况，采取多种方式，积极帮助进城务工人员解决基本居住需求。

### 四、坚持开发式扶贫，促进贫困地区加快发展

中国政府把农村扶贫开发纳入国家经济社会发展总体规划，不断增加扶贫资金投入和政策支持力度。坚持开发式扶贫方针，通过加强基础设施建设、促进当地资源开发利用和产业结构调整等措施，增强贫困地区自我积累、自我发展的能力。通过普及农村九年义务教育、建立新型农村合作医疗制度等，提高贫困地区人口的素质。通过发达地区对口援助、社会捐助等方式，拓展对贫困地区的帮扶渠道。中国政府还积极借鉴国际扶贫经验，与联合国人居署、开发计划署、世界银行、亚洲开发银行等国际组织、双边援助机构以及非政府组织，开展了卓有成效的交流与合作。

2006年，我国农村贫困人口从1978年的2.5亿人减少到2148万人，扶贫开发工作取得了举世瞩目的成就，为世界减贫事业作出了重大贡献。

主席先生，各位代表，

中国目前仍是人均收入水平较低的发展中国家，城乡之间和地区之间发展不平衡的问题还相当突出，实现消除贫困、共同富裕的目标，还需要进行长期艰苦的努力。我们认为，为促进可持续的城镇化，必须坚持立足本国实际，走符合国情的城镇化发展道路；坚持以人为本，把“安居乐业”作为解决贫困问题的重点，让全体人民共享改革发展成果；坚持发挥公共财政的引导作用，促进人口资源环境的协调发展。

解决贫困问题是世界性难题。国际社会、特别是发达国家，应从人类的共同利益出发，加大对发展中国家援助的力度，为发展中国家的经济和社会发展创造有利的外部条件，促进世界缩小贫富差距。中国政府愿进一步加强与联合国人居署、有关国际组织和各国的合作与交流，为推动世界和平与发展，促进人类进步，实现千年发展目标共同努力。

谢谢大家！

Distinguished chairperson, delegates, ladies and gentlemen:

Good Morning!

It is my great pleasure to lead the Chinese delegation to attend the 21<sup>st</sup> Session of Governing Council of the United Nations Human Settlements Programme (UNHabitat). I warmly congratulate the opening of this important session. I believe that this session will enhance the exchanges and cooperation in promoting sustainable urbanization, reducing poverty and improving living conditions among member states and regions, and push forward the accomplishment of MDGs.

As a developing country with a large population, China is an important actor for poverty eradication worldwide. Since United Nations Conference on Environment and Development (UNCED) convened in 1992, Chinese government has been constantly implementing the strategy of sustainable development, incorporating the idea and requirements of sustainable development in the national development policy and action plan. In the new century, the development goal – "building a well-off society in an all-round way" has been set up. A series of policies and measures are taken to promote the healthy development of urbanization. As a result, remarkable achievements have been made in the aspects of job creation, poverty reduction and living environment improvement.

**I. Strengthen macro-role of planning and classified guidance, push forward urbanization in an active and stable way**

China is in the process of rapid urbanization. In 2006, the urbanization level was increased up to 43.9% from 26.4% in 1990, with about 10 million to 13 million rural population immigrating to cities and towns annually.

Aiming at balancing the urbanization process and resource environment, the Chinese government attaches great importance to the role-play of adjustment and control of urban and rural planning. The coordinated development among big, medium-sized and small cities with a rational layout is highlighted. The construction in urban and rural areas is planned as a whole, and the spreading and driving functions of cities towards countryside and regions are boosted up, which promotes the balanced development between urban and rural areas and among regions. The development mode of cities has been transformed into intensive development. Resource-efficient and environment-friendly cities are established through the principle of land, water, energy and building material efficiencies as well as comprehensive utilization of resources in every phase of urban planning and construction.

Meanwhile, attention is paid to the classified guidance for rural-urban population immigration in order to make the urban population growth adapt to the supply capacities of employment, infrastructural and public services.

For the rural labors working temporarily in cities, the policy of two-way immigration between rural and urban area has been decided, which ensures that farmer workers can work both in farmlands and factories. Their legal rights and interests are safeguarded accordingly. For the rural population who lost lands

because of urban construction, the city government is responsible for offering job assistance, capacity training, unemployment insurance and minimal life guarantee. For the extremely poor people and zero employment families in cities, the government assistance system is established, including financing and taxation credit policies to increase job opportunities in a multi-channel way. In 2005 only, the social security subsidy, including job creation subsidy, provided by the finance at all levels amounted to RMB ¥ 181.764 billion.

## **II. Strengthen the construction of public infrastructural services to improve quality of the human environment**

Chinese government attaches great importance to the basic and secure role of of urban infrastructure for urbanization, tries to increase the investment to promote the eco-environment upgrading and comprehensive rehabilitation of pollution, aiming at improving the living environment in cities. From 2001 to 2005, the central and local finance allocated RMB ¥ 44.7billion and RMB ¥ 361.84 billion respectively to the construction of urban infrastructures. Under the guidance of financing capital, the investment for fixed assets of municipal utilities increased from RMB ¥ 235.19 billion in 2001 to RMB ¥ 550.55 billion in 2005, which raised the level of municipal infrastructure and improve the living conditions effectively.

Meanwhile, the Chinese government strives to optimize the investment structure so that the weak parts in the process of urbanization can be offset and the capacity of sustainable development can be strengthened. Firstly, with a view to the balanced regional development and comprehensive planning of urban and



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Meanwhile, the Chinese government strives to optimize the investment structure so that the weak parts in the process of urbanization can be offset and the capacity of sustainable development can be strengthened. Firstly, with a view to the balanced regional development and comprehensive planning of urban and

rural development, the investment is channeled to the central and western parts of China as well as rural areas, where there is a comparatively weak basis of development. Secondly, with a view to resource efficiency and environmental protection, the capital is introduced to environmental infrastructural sectors, such as sewage disposal, solid waste treatment, gardening and greening. Thirdly, with a view to social equality and equity, more attention is paid to urban vulnerable groups, and great efforts are made to ensure the low income households have the same access to the basic utilities and services.

### **III . Keep deepening housing system reform, improve the housing conditions of the urban residents.**

The improvement of the housing conditions for the urban residents, especially, for the low-income residents, is an issue that the Chinese government is greatly concerned about. Through the reform, an urban housing supply system with the general commodity housing as the main has been gradually formed in China. An urban housing guarantee system which covers comfortable housing, low-rent housing and central provident fund systems is basically set up. In the 21<sup>st</sup> century, the newly-built housing in Chinese urban and rural areas annually is 1.3 billion square meters, among which, 500-600 million square meters are in urban area. From 2001-2005, 500 million square meters of dangerous housing had been renovated and this greatly improved the housing conditions for more than 10 million households. The basic housing problems have been solved for 547,000 lowest-income families in urban areas through the low-rent housing systems. At the same time, urbanization has brought a great many of spare labor to the cities. We have taken various measures to help farmer workers meet their

basic housing needs.

#### IV. Stick to poverty reduction through development projects, accelerate the development in poverty-stricken areas

Chinese government puts the poverty reduction and development in rural areas into the National Program of the Economic and Social Development, and keeps increasing the policy and financing support for the poverty reduction. We adhere to the principle of poverty reduction through development projects through strengthening local infrastructural development, promoting local resource exploration and utilization and industrial structure adjustment, with an aim to increase the self-development capacity and self-accumulation of experiences in poor areas. We are improving the quality of people in poor areas through popularizing the 9-year compulsory education and establishing new cooperative medical care system in rural areas. We are widening the channels of poverty reduction in the poor regions through assistances provided by developed countries and social donations. The Chinese government has been actively learning international experiences in poverty reduction and carried out successful cooperation and exchanges with international organizations, such as, UNHabitat, UNDP, the World Bank as well as bilateral donating agencies and NGOs. In 2006, the poverty population in rural areas was reduced to 21.48 million from 250 million in 1978. China has made great achievements in poverty reduction which witnessed by the world and made important contributions for the poverty reduction cause in the world.

Chairperson, distinguished delegates,

China is still a developing country where the per capita income level is low. The problem of unbalanced development between urban and rural areas is rather acute. We still need long-term and strenuous efforts to realize the goal of poverty elimination and common wealth. We think that, in order to push forward sustainable urbanization, we must stick to local characteristics and carry out the urbanization adapted to the national conditions; we must stick to human-centered principle and put "peaceful and comfortable life" as the priority of the poverty reduction so as to let everyone enjoy and share the fruits of reform and development; we must stick to the leading role of public finance to promote the coordinated development between population, resources and environment. Poverty reduction is a difficult issue worldwide. Starting from the common interests of humanity, international communities, especially developed countries, should strengthen the efforts of support for developing countries, create favourable external conditions of economic and social development in developing countries, help the whole world minimize the difference between rich and poor. The Chinese government wishes to further strengthen the collaboration with UNHabitat, relevant international organizations and other countries and work together to promote world peace and development, promote human progress and realize the Millennium Development Goals.

Thank you.