

# Research on the Implementation Measures of Yunnan's Great Poverty Alleviation Strategy from the Perspective of Multi-center Collaborative Governance

Zhaorui Feng<sup>1</sup>, Yejing Zhang<sup>2</sup>

<sup>1</sup> Management and Economics Institute, Kunming University of Science and Technology, Kunming, 650093, China

<sup>2</sup> Management and Economics Institute, Kunming University of Science and Technology, Kunming, 650093, China

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**Abstract.** Yunnan is located in the southwest frontier region. Due to historical and environmental factors, it is currently the region with the widest poverty and the deepest poverty among the 14 contiguous areas of special difficulties in China. It faces problems such as prominent infrastructure bottlenecks, insufficient basic public services, and slow development of specialty industries. In order to comprehensively win the battle against poverty, the aim of this study is to break through the traditional model, use big data and modernization methods, and find a way out of poverty that is suitable for Yunnan, compared with the single-center anti-poverty governance model that is traditionally monopolized by the government. Therefore, this article has extracted strategic synergy, organization synergy, policy synergy, social synergy, fund synergy, technology synergy, publicity synergy and assistance synergy for the poverty alleviation implemented by Yunnan through the visits to Yunnan Provincial Government and 12 prefectures under its jurisdiction, and policy text combing, interviews, observations, etc.

## 1. Introduction

In order to thoroughly implement the important strategic thoughts of General Secretary Xi Jinping on poverty alleviation and development, and the spirit of the important speech of the visit to Yunnan in January 2015, ensure rural poor people do not have to worry about food and clothing and have access to compulsory education, basic medical services and safe housing, the Yunnan Provincial Party Committee and the Provincial Government have established an anti-poverty governance system, strengthened the building of poverty alleviation cadres, increased investment in poverty alleviation, and continued to make a close cooperation forum between the government and business organizations, social groups, etc., and eventually formed a multi-center collaborative anti-poverty governance pattern, and explored a way out of poverty with unique Yunnan characteristics.

## 2. Research Background

With the advancement of China's comprehensive construction of a well-off society, poverty alleviation and development in the contiguous poverty-stricken areas has become the main battlefield. Solving the poverty problem in these areas is the key to building a well-off society in an all-round way and achieving the great rejuvenation of the Chinese nation [1]. The research's focus is how Yunnan break through the traditional model, uses big data and modernization methods, and finds a way out of poverty that is suitable for Yunnan, compared with the single-center anti-poverty governance model. Therefore, taking the development of Yunnan's great poverty alleviation strategy as an example, this article has collected and summarized Yunnan's poverty reduction policies and innovative measures, and provided theoretical support and practical guidance for Yunnan's poverty alleviation, by visiting the relevant departments concerned with poverty alleviation such as poverty

alleviation office, education bureaus, etc., and conducting interviews, observations, questionnaires and other methods to investigate the cadres and the masses.

### **3. Yunnan's Multi-Center Collaborative Anti-Poverty Strategy**

With the approval of the State Council's Poverty Alleviation Office and the National Development and Reform Commission on the Yunnan Regional Development and Poverty Alleviation Plan (2011-2020), Yunnan's poverty alleviation has entered a new historical process. Yunnan has vigorously nurtured multiple subjects for poverty alleviation, comprehensively built a pattern of poverty alleviation for special poverty alleviation, industry poverty alleviation, and social poverty alleviation. It has shifted from government-oriented to government, market, and social synergy [2]. This new model of poverty alleviation will work together to strive to win the fight against poverty in all directions.

### **4. The Implementation Measures of the Great Poverty Alleviation Strategy of Multi-Center Collaborative Anti-Poverty Governance in Yunnan**

Since the 18th CPC National Congress, the central ministries and commissions have issued a total of 129 policy documents around the overall goal of winning the battle against poverty. From the top-level design of the central policy to the specific implementation of local governments, the great poverty alleviation model with multi-center coordination is indispensable [3]. This model has formed eight different multi-center anti-poverty governance methods.

#### **4.1. Strategic synergy in poverty alleviation**

Strategic synergy refers to a model in which departments and organizations at all levels, under the unified strategic deployment of the CPC Central Committee, implement coordinated strategies and policies, effectively mobilize, organize and coordinate various resources, and cooperate closely to win the battle against poverty. Sources of policies are (1) Central level: "Outline of China's Rural Poverty Alleviation and Development (2011-2020)", "The Outline of the 13th Five-Year Plan for National Economic and Social Development of the People's Republic of China", etc. (2) Yunnan Province Level: "Implementation Opinions of the People's Government of Yunnan Province on Winning the Fight against Poverty", "Implementation Plan for Regional Development and Poverty Alleviation in the Western Yunnan Border Area (2016-2020)", etc.

In order to fully implement the "Decision of the CPC Central Committee and the State Council on Winning the Fight against Poverty", the overall strategy of the Yunnan Provincial Party Committee and Provincial Government is divided into two steps: in the first step, 5.74 million registered poor households will be lifted out of poverty and all 88 poor counties took off their hats by 2019. In the second step, the poor in rural areas will have enough to eat and wear, and compulsory education, basic medical care and housing will be guaranteed. The per capita disposable income of farmers in poverty-stricken areas will increase faster than the national average, and the main indicators of basic public services will be close to the national average by 2020 [4]. For example, since 2016, Dali Prefecture has seriously implemented the spirit of the Central Committee, Yunnan Provincial Party Committee, and Dali State Committee Poverty Alleviation Work Conference, and formulated strategic measures, such as the "Dali Prefecture's Poor Rural Outcomes and Poverty Reduction Plan" [5]. Under the guidance of strategic synergy, Yunnan has gradually embarked on a road with government assistance, business cooperation, social assistance, and talent support as its main content [6].

#### **4.2. Organization synergy in poverty alleviation**

Organization synergy refers to party committees, governments, and social organizations at all levels, under the leadership of their superiors, rationally set up organizational structures, scientifically allocate relevant personnel, and form an efficient organizational network featuring information exchange, mutual coordination and comprehensive docking. Sources of policies are: (1) Central level: "Notice of the General Office of the State Council on Adjusting the Composition of the Leading Group of the State Council for Poverty Alleviation and Development", etc. (2) Yunnan

Province Level: “Implementation Opinions on Promoting the Integration and Development of Rural One, Two, and Three Industries”, etc.

In order to strengthen the organizational leadership of poverty alleviation, Yunnan has established a leadership group for poverty alleviation and development, and poverty alleviation headquarters. The headquarters has a number of special working groups such as a comprehensive coordination group, an education poverty alleviation group, etc. The members of each special working group come from the leading cadres of various departments. For example, the special working group on education and poverty alleviation under the Pu'er poverty alleviation command is led by the Municipal Education Bureau, with the Deputy Mayor of the Municipal Government as the team leader, the Deputy Secretary-General of the Municipal Government and the Director of the Municipal Education Bureau as deputy team leaders. And the members are nine people including the Deputy Minister of the Organization Department of the Municipal Party Committee, etc. What's more, group organizations in Pu'er are also involved. The Pu'er Municipal Party Committee and the Municipal Government divided the group's poverty alleviation work into five major categories according to the Implementation Opinions of the Pu'er Municipal Committee of the Communist Party of China and the People's Government of Pu'er City on winning the poverty alleviation and development campaign: quality, industry, care, entrepreneurship and culture poverty alleviation. Quality poverty alleviation refers to the extensive development of modern agricultural science and technology, employment training for rural labor transfer and Internet training [7]. Entrepreneurship poverty alleviation refers to seeking policy and financial support to improve the level of relevant entrepreneurial policies to serve poor households and poor villages. Industrial poverty alleviation refers to projects that actively develop characteristic industries and that poor households have the ability to operate. Care poverty alleviation refers to helping special poor groups without development ability through caring actions. Cultural poverty alleviation refers to close contact with the masses, inspiring the cadres and the masses to eradicate poverty, and ultimately achieve comprehensive poverty alleviation.

#### 4.3. Policy synergy in poverty alleviation

Policy synergy refers to the central government issues policies on industry, education, tourism, health and other aspects, and then each region formulates specific policies suitable for development according to local conditions, and cooperates with the market, society and other subjects. Sources of policies are (1) Central level: the “Decision on Winning the Fight against Poverty”, etc. (2) Yunnan Province level: the “Decision on Major Strategic Deployments for Poverty Alleviation”, etc.

The Yunnan Provincial Government adopts an unbalanced strategy, concentrates input of factors, focuses on both sides of supply and demand, promotes internal and external linkage, and insists that both leading and overall advancement be equal. This model abandons the traditional single-center model promoted by the government in poverty alleviation, integrates other markets and social resources, and gets rid of poverty on the material and spiritual level. For example, the municipal government gives support to leading enterprises: each industry supports about 10 leading enterprises each year to make a more prominent role in leading enterprises [8].

#### 4.4. Society synergy in poverty alleviation

Social synergy means that all social forces, including private enterprises, social organizations, and individuals, participate in poverty reduction works in a variety of ways under the guidance and support of government policies. Field investigations have found that Yunnan's anti-poverty practices have distinct characteristics of social synergy. Sources of policies are (1) Central level: the “Opinions on Further Mobilizing All Social Forces to Participate in Poverty Alleviation and Development”, etc. (2) Yunnan Province level: “Yunnan Province's Poverty Alleviation Plan (2016-2020)”, “Yunnan Rural Poverty Alleviation and Development Regulations”, etc.

Social synergy requires adherence to the basic principles of government guidance, pluralism, mass participation, and targeted poverty alleviation. In the northwestern Yunnan region, central enterprises, under the guidance of the State Council, assisted 8 national poverty-stricken counties. They are Ning'er, Jingdong, Zhenyuan, Mojiang, Jiangcheng, Lancang, Menglian and Ximeng. Ning'er County implemented the “311” industrial poverty alleviation support policy, created a new

model of “leading enterprises + professional cooperatives + poor households” and established rural industrial cooperation organizations.

#### 4.5. Fund synergy in poverty alleviation

Fund synergy means that governments at all levels use special poverty alleviation funds to help projects in poor areas, especially targeted policies for poor households. It is the most direct way. Sources of policies are (1) Central level: the “Decision of the Central Committee of the Communist Party of China on Winning the Tough Fight against Poverty”, the “Administrative Measures for the Central Government’s Special Poverty Alleviation Funds”, etc. (2) Yunnan Province level: the “Administrative Measures for Yunnan Province’s Special Poverty Alleviation Funds”. Pu’er City issued “Pu’er Poverty Alleviation Fund Supervision Measures (Trial)” and People’s Government of Dali Bai Autonomous Prefecture issued “Opinions on Innovative Credit Poverty Alleviation Mechanism and Implementation of Precision Poverty Alleviation”.

For example, Zhejiang University has designated funds to help Jingdong County. In July 2016, President Wu Zhaohui of Zhejiang University and his party signed the “Framework Agreement for Zhejiang University to Help Jingdong Yi Autonomous County in Yunnan Province” with the People’s Government of Jingdong County, donating 2 million yuan for teaching, scholarships, and Qiushi bursary, 70,800 yuan to the government and the Communist Youth League, 500,000 yuan for public water purification equipment, and 100,000 yuan for flood relief [9]. Dali City established a financing platform and a poverty alleviation and development company, and actively sought financial loan support. At the same time, it signed a “Precision Poverty Alleviation Loan Cooperation Agreement” with rural cooperative banks to provide 150 million yuan in production and development loans to maximize the integration of poverty alleviation funds in all aspects [10].

#### 4.6. Publicity synergy in poverty alleviation

Publicity synergy refers to party committees and governments at all levels implement the poverty alleviation policies of the central government to the local and grassroots level by means of national poverty alleviation days and poverty alleviation work conferences, etc., and make poor households recognize and accept the poverty alleviation policies by publicity and mobilization. In particular, grassroots governments (township and village committees) mobilized farmers to actively participate in professional cooperatives through the convening of mass meetings to achieve sustainable poverty alleviation. Sources of policies are (1) Central level: the spirit of the Party Central Committee’s speech at the Central Poverty Alleviation and Development Working Conference, etc. (2) Yunnan Province level: Poverty alleviation campaigns in Yunnan Province, poverty alleviation and development work meetings, etc. These different types of publicity fully promote the advantages of publicity synergy and the concept of poverty alleviation to different levels.

#### 4.7. Technology synergy in poverty alleviation

Technology synergy includes two aspects: firstly, in the three major processes of precise identification, precise management and precise assistance, use efficient and scientific information technology so that the whole society can fully understand and participate in the poverty alleviation and development work, and poor households can understand the poverty standards, poverty alleviation methods and strategies for sustainable livelihoods. Secondly, carry out special skills poverty alleviation training for registered poor households and “five batches” of special skills poverty alleviation actions. Sources of policies are: (1) Central level: the “Outline of Rural Poverty Alleviation and Development in China (2011-2020)”. (2) Yunnan Province level: “Implementation Opinions of the People’s Government of Yunnan Province on Further Improving Employment and Entrepreneurship in the New Situation” (Yun Zheng Fa [2015] No. 53).

In terms of information technology, China has established a national poverty alleviation and development information system and a national basic information management system for poverty alleviation objects; Yunnan Province has established a big data management platform for precise poverty alleviation in Yunnan Province; a special poverty alleviation website has been established at the county level to promote poverty alleviation and development. For example, Zhejiang University and Jingdong jointly established a wild edible fungus research and development laboratory to actively explore the technical means to promote the industrialization of wild edible fungi. In terms

of education, Mojiang County implemented the “color candle project” to train 50 teachers, and the “mutual adherence plan” to train 50 teachers so that it trained a group of high-quality teachers. In terms of personal skills training, the Jiangcheng County Department of Housing Construction and Poverty Alleviation took the lead in conducting technical training for the rural construction craftsmen, and housing farmers, and hired municipal experts for on-site guidance 5 times, with a total of 30 training sessions of more than 2,000 people.

#### 4.8. Assistance synergy in poverty alleviation

In order to implement the spiritual instructions of the central government and Yunnan Province on assistance coordination, encourage various enterprises, social organizations, and individuals to participate in poverty alleviation, and organize task forces at various poverty alleviation contact points to coordinate poverty alleviation work and form a joint force to ensure that all tasks are implemented. Sources of policies are (1) Central level: the “Notice on Further Improving Targeted Poverty Alleviation Work”, etc. (2) Yunnan Province level: the “Framework Agreement on Strengthening Shanghai-Yunnan Counterpart Aid and Key Area Cooperation”, etc. On September 1, 2017, the Human Resources and Social Security Bureau of Nujiang Prefecture formulated the “Measures for the Management of the ‘Three Branches and One Support’ Personnel in Nujiang Prefecture” and officially implemented it.

For example, the central government has designated to assist Pu’er city, including a total of five central units designated to help Pu’er city’s 8 state-level poverty-stricken counties. They are: Baowu Group will help Ning’er County, Zhenyuan County, and Jiangcheng County; China Tourism Group will help Ximeng County and Menglian County; China Academy of Engineering will help Lancang County; National School of Administration will help Mojiang County; Zhejiang University will help Jingdong County. In terms of enterprise assistance, the State Council’s Poverty Alleviation Office has clearly defined that China Southern Power Grid Corporation will assist Weixi County, Diqing Prefecture. And then China Southern Power Grid Corporation has authorized Yunnan Power Grid Corporation as the responsible unit for counterpart assistance. In 2013, the company planned to use 3 million yuan in assistance funds for ecological resettlement projects. In 2014, the company arranged 3 million yuan in assistance funds to support the construction of a walnut demonstration base in Pantiang Township. Starting in 2015, the company’s poverty alleviation funds for Weixi County have been increased from 3 million yuan to 6 million yuan each year, focusing on five aspects: industrial poverty alleviation, infrastructure construction, housing project construction, basic public service projects, and capacity improvement. In terms of education assistance, the ministry of education and 28 ministries and commissions have established an interdepartmental contact mechanism and regularly solved major problems in poverty alleviation in western Yunnan through various measures such as building platforms and introducing resources [11]. In terms of incumbent cadres, three batches of 164 outstanding cadres were selected from the ministry agencies, directly-owned units, and universities directly to work in western Yunnan to promote poverty alleviation starting from 2013 [12] [13]. In terms of military assistance, support the PLA and the Armed Police Forces in Yunnan to participate in the poverty alleviation, integrate local needs, the expectations of the masses and the army. And give priority to supporting groups such as military martyrs and retired soldiers in difficult circumstances, and actively participate in rural infrastructure construction, key engineering projects, emergency rescue and disaster relief in poor areas [14].

## 5. Conclusion

With the crucial period of fighting poverty alleviation, under the leadership of the central government, leaders at all levels in Yunnan have comprehensively implemented important decisions to fight against poverty, established and improved a multi-center collaborative anti-poverty governance system, strengthened the building of poverty alleviation cadres, increased investment in poverty alleviation, and continued to make forms of close cooperation between the government and business organizations, social groups, etc. This research has explored the implementation measures of the major poverty alleviation strategies coordinated by the strategy, organization, policy, society, fund, technology, publicity, and assistance in poverty alleviation. What’s more, it has stepped out of

the poverty alleviation road with unique characteristics of Yunnan and also provided the Yunnan model and Yunnan plan for China's poverty alleviation.

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