Implementation Experience and Improvement Measures of “Great Poverty Alleviation” Strategy Based on the Empirical Investigation of Guizhou Province

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Abstract. Guizhou Province is a model region for poverty alleviation in China. In order to summarize its experience so as to provide a better reference for China's anti-poverty governance, this paper analyzes and proposes eight collaborative experiences and four deficiencies of Guizhou Province based on empirical research. In this paper, we put forward improvement measures from four aspects Institutional decentralization, multi-body participation, differentiated industries and cross-regional sharing, so as to provide guidance for sustainable poverty reduction and building a moderately prosperous society in all respects.

1. Introduction

Since the reform and opening up, China's anti-poverty has made great achievements. China has become a model for developing countries in rural infrastructure construction, rural cooperative medical care and social security system, the extension of agricultural technology, rural population education and training system [1]. Under the strong leadership of the CPC Central Committee with general secretary Xi Jinping as the core, China’s poverty alleviation program first established a precise model, and then entered the pattern of “great poverty alleviation”. After an in-depth investigation in Guizhou province, we theoretically summarize the great poverty alleviation strategy in Guizhou as a model of “multiple collaborative cooperation”. It is necessary to carry out in-depth research on this poverty alleviation model, which contains the wisdom of the people and embodies the practical spirit of party committees and governments at all levels, so as to dig out effective experiences, find out its shortcomings and put forward targeted improvement measures.

2. Eight Experiences of Implementing the Great Poverty Alleviation Strategy in Guizhou Province

Comrade Xi Jinping once pointed out: “eliminating poverty, improving people's livelihood and achieving common prosperity are the essential requirements of socialism.”[2] Since the 18th national people’s congress of the CPC Central Committee, the CPC Central Committee has made new strategic plans for poverty alleviation and development. Around the general goal of winning the battle of poverty alleviation, all ministries and commissions of the CPC Central Committee have issued 129 policy documents. From the top-level design of the central policy to the specific actions of the local implementation, we can't do anything without the mode of multiple coordination and cooperation. Applying this model to the implementation of the poverty alleviation strategy in Guizhou Province, we have summarized specific experiences in eight aspects.

2.1. Strategic synergy experience

In order to thoroughly implement General Secretary Xi's strategic thought of poverty alleviation and development, and fully implement Decision of the CPC Central Committee and the State Council on winning the battle against poverty, Guizhou provincial party committee and government decided to implement the poverty alleviation targets and tasks in two steps, especially the second step: By the end of 2020, all the 50 key counties in the poverty alleviation and development work
will be "uncapped", 6.23 million poor people will be lifted out of poverty and absolute poverty will be eliminated. This top-down strategic synergy has two characteristics: (1) It has a strong global character. The “trinity” poverty alleviation strategy is the combination of top-down guiding ideology and bottom-up development willingness, which can view and grasp the overall situation in strategic formulation. (2) It has strong guidance. The strategic coordination at the three levels of top-down, left-right, internal-external is convenient for each region to do a good job in positioning layout and development planning according to local conditions, integrate effective resources, and promote the progress of poverty alleviation.

2.2. Organizational synergy experience
Organizational synergy means that under the leadership of the higher level, party committees, governments and social organizations at all levels should reasonably set up organizational structures and effectively arrange functional affairs. At the central leadership level, the leading group office for poverty alleviation and development of the State Council was established, and the general office of the State Council issued a series of documents, including Notice of the general office of the State Council on adjusting the members of the leading group for poverty alleviation and development under the State Council. At the level of Guizhou Province, a headquarters for poverty alleviation has been set up, which consists of a comprehensive coordination group, industrial development group, education poverty alleviation group and other special working groups. With the help of an interdependent organization network, organizations can cooperate with each other and integrate limited resources scientifically, which promotes the development of poverty alleviation.

2.3. Policy synergy experience
Policy synergy means that the central government issues policies on industry, education, tourism, health and other aspects, and then each region makes specific policies according to local conditions. Taking the industrial poverty alleviation policy as an example, the coordinated measures of industrial poverty alleviation in Guizhou include: The first is to promote the integration and development of industries through the leadership of multiple cooperative organizations. Under the leadership of the provincial government, the provincial department of agriculture, forestry, commerce, science and technology, and supply and marketing cooperatives association are jointly responsible for vigorously developing the new mode of modern agriculture with the integration of agriculture and tourism. The second is to give play to the driving role of new business entities through multiple collaborations. Guizhou Provincial Development and Reform Commission, Poverty Alleviation Office, Department of Commerce and other relevant departments support and encourage new business entities to develop characteristic industries, and improve the value-added capacity of industries in poor areas.

2.4. Social synergy experience
Social synergy means that under the guidance and support of the Party committee and the government, the whole social forces participate in the precise poverty alleviation activities. Social poverty alleviation requires adhering to the principles of government guidance, multiple subjects participation, cultivating multiple subjects of social poverty alleviation, and innovating ways of participation. At present, under the guidance of the concept of targeted poverty alleviation, a major pattern of social poverty alleviation promoted by the government, the society and the market has taken shape in Guizhou, and a multi-dimensional coordinated social poverty alleviation mechanism has been formed. At the end of 2017, the whole province promoted and applied the "China poverty alleviation network " to fully create the "Internet plus " pattern of social poverty alleviation in Guizhou Province, which pushed Guizhou's poverty alleviation career to a new height of social poverty alleviation.

2.5. Fund synergy experience
At the central level, in order to strengthen the management of the central financial special poverty alleviation funds, the Ministry of Finance of the Central Committee of the Communist Party of China constantly revised Measures for the administration of special financial poverty alleviation funds, which constantly stressed the importance of fund synergy. Guizhou Province has successively formulated and promulgated Interim measures for the management of industrial
projects of financial poverty alleviation funds in Guizhou province, Measures for the management of Guizhou special financial poverty alleviation funds. The regional funds, mainly financial special poverty alleviation funds, adhere to the preference of poor minority areas, poor revolutionary old areas, poor border areas and contiguous poor areas. The funds are mainly used for infrastructure construction, ecological environment protection and livelihood projects in poverty-stricken areas.

2.6. Publicity synergy experience

At the central level, poverty alleviation is mainly guided by the spirit of the central conference delivered by the Central Committee of the CPC Central Committee on poverty alleviation and development. Based on the main battlefield of poverty alleviation in China, Guizhou Province given full play to the important role of news media in discovering, cultivating and propagating models, actively constructed news discovery mechanisms, and shaped a large number of influential models in China, such as "contemporary Yu Gong" Huang Dafa, "good township" Wen Chaorong, "the father of China's heavenly eye" Nan Rendong, "Helen Keller in mountain" Liu Fang, and “model of country Party Secretary in new era” Jiang Shikun. It constantly highlights the inspiring spirit of Guizhou in the new era, and also accumulates useful experience for doing a good job in the propaganda of the new era.

2.7. Technology synergy experience

There are two aspects of technology synergy: The first is to use efficient and scientific information technology means in accurate identification, accurate management and accurate assistance. For example, China has established the national poverty alleviation and development information system and the national basic information management system for poverty alleviation objects, and Guizhou Province has established a big data management platform for targeted poverty alleviation, which contains the basic information, unemployment status, employment willingness, employment service and other information of the poverty-stricken population. The second is to give full play to the important role of skills training in poverty alleviation. Guizhou Province has carried out special training actions for the poor households and trained a group of skilled personnel to adapt to economic and social development.

2.8. Assisted synergy experience

In 2013, the State Council formulated and issued Guiding opinions of The General Office of the State Council on the work of providing counterpart assistance to Guizhou. The assistance to Guizhou is comprehensive. In terms of the implementation mechanism of Counterpart Assistance, all supporting cities and Guizhou work together to speed up the preparation of the 13th five year plan for poverty alleviation and cooperation, launch the action of "hand in hand to build a moderately prosperous society", and strive to create an upgraded version of poverty alleviation and cooperation between the East and the West. In terms of the mature experience of Counterpart Assistance, there are mainly three aspects: The first is to help the poor should help the morale first; the second is to help the poor must help the wise; the third is to help the poor must help the system.

To sum up, governments at all levels in Guizhou province strongly advocate and practice the great poverty alleviation pattern centering on multiple synergies. The multiple synergies great poverty alleviation not only promotes the local governments at all levels forming the joint effort to build a moderately prosperous society in all respects, but also stimulates the local governments at all levels to take on responsibilities, apply anti-poverty experience to other aspects of government administration, and thus promotes the collaborative effectiveness of government governance.

3. The Deficiencies in the Implementation of Great Poverty Alleviation Strategy in Guizhou Province

Everything should be divided into two parts. In the process of advocating and carrying out the great poverty alleviation strategy from the central government to Guizhou, it is true that some stable and concrete experiences can be copied and popularized, but from the perspective of the connotation of the great poverty alleviation through the coordination of multiple aspects, there are still some deficiencies, which can be summarized as four aspects.
3.1. The fundamental understanding of poverty alleviation and intellectual support is not profound

Firstly, the central government's investment in education cannot be combined with local policies. For the educational poverty alleviation situation in provinces, cities and districts, there is no way to give full consideration to the families with backward ideology and low emphasis on education. Secondly, the expectation of poverty-stricken households to get rid of poverty through education is generally low. Oscar Lewis pointed out that the culture of poverty is the behavioral response of the poor group in the process of adapting to the environment, and it is internalized into a habit and traditional culture, such as the sense of subjection to nature, fatalism and doubt to the mainstream social value system [3]. Although the local government carried out education poverty alleviation and intellectual policy propaganda, it has not made the parents and children of poor families realize the important role of education in poverty alleviation. Thirdly, local governments only make local arrangements according to the documents issued by the central government and don’t have independent innovation in poverty alleviation by education.

3.2. The guarantee system for financing poverty alleviation is insufficient

Firstly, the supply of the central government's special financial funds for poverty alleviation needs to be strengthened. The financial burden borne by local governments at different levels in different regions for poverty alleviation should be taken into overall consideration, and the capital needs of other projects in poor areas should be fully considered. Secondly, the financial investment guarantee of provincial governments should be improved. At present, although the policy of using discipline inspection and supervision teams to supervise various projects has been formulated to ensure the safety of the use of funds, there are still deviations in the specific implementation process of the policy. Thirdly, the overall planning ability of county-level governments should be more scientific. At present, the overall planning ability of Guizhou provincial and municipal governments is not strong enough, and the ability to unite society and enterprises to raise funds is not enough.

3.3. The main body construction of poverty alleviation team and the work of returning to work need to be strengthened

Firstly, the current allocation of poverty alleviation personnel and teams is not based on specific functional areas but relies too much on the existing administrative level and overall coordination of the administrative system. Secondly, the central government has set up special leading group for poverty alleviation and development under the State Council, but the specific measures and policies for deep poverty areas are usually led and supervised by the provincial governments. However, the personnel allocation of prefecture-level governments in deep poverty areas is far from meeting the poverty alleviation requirements. Thirdly, the county government has not paid enough attention to the post returning work of the poverty relief team in the later stage, and the leading group's supervision, implementation, evaluation and feedback work of the poverty relief team need to be strengthened.

3.4. The long-term guarantee mechanism to prevent the poor from returning to poverty needs to be strengthened

One of the key points of poverty alleviation is to build a mechanism to prevent people from returning to poverty. This mechanism is to ensure that people will not return to poverty due to diseases, natural disasters, special geographical location, and lack of contact and communication with the outside world. It is the perfect implementation and guarantee of poverty alleviation. There are some defects in the mechanism of preventing poverty return in various regions of Guizhou Province. There is no perfect medical security policy system for the people who have been lifted out of poverty. Once the people out of poverty get sick and spend a large amount of money on treatment, they will return to poverty again. There is no perfect agricultural insurance mechanism, which ignores the risks brought by natural disasters. There is no special department and the perfect system to guarantee the life of the people out of poverty.

The deficiencies of targeted poverty alleviation in the above four aspects in Guizhou province lead to a great discount in the effect of policy implementation or failure to achieve the expected
goal of policy formulation. Therefore, it is necessary to continue to increase efforts to establish and
improve the pattern of multiple synergies cooperative great poverty alleviation and deepen the
sustainability of local government implementation and implementation.

4. The Promotion Strategy of Multiple Synergies in Targeted Poverty Alleviation in Guizhou Province

As the most poverty-stricken area in China, it is urgent for Guizhou Province to explore the
multiple synergies cooperative poverty alleviation model. Through in-depth practice and research,
our research group has constructed upgrading strategies from the following four aspects, so as to
make intellectual contributions to tackle poverty and achieve a well-off society in a theoretical way.

4.1. Institutional Decentralization: the guarantee of multiple synergies cooperative great poverty
alleviation

Comrade Xi Jinping has mentioned the “Management system which is centralized, with
provincial overall responsibility, implemented by cities (prefectures) and counties” in several
speeches. In accordance with the spirit of general secretary Xi Jinping's series of speeches, Guizhou
province has adhered to the principle of "Government lead, hierarchical responsibility" in poverty
alleviation. However, there are also many problems in the implementation of poverty alleviation
tasks. For example, some departments cannot mobilize other departments to participate in the
anti-poverty process due to the unclear power and responsibility system and the lack of a strong
coordination mechanism. Therefore, we will put forward policy suggestions from two aspects of
institutional Decentralization [4]: decentralization and institutional nature.

In terms of decentralization, hierarchical authorization should be implemented from top to
bottom. Firstly, local governments should be empowered under the central government's overall
planning. Local governments should be authorized under the overall planning of the central
government, and the power boundary between the two should be clarified, so as to give full play to
the overall planning of the central government and mobilize the enthusiasm of the local government,
and provide the system guarantee for the task of poverty alleviation. Secondly, we should delegate
power to the grass-roots government under the guidance of the local government. After getting the
authorization from the central government, the local government can't take power back to private,
but should authorize the grass-roots government, so as to truly realize "feeling for the people, right
for the people and benefit for the people" in the process of multi-dimensional anti-poverty.

In terms of the system, it is necessary to establish a clear system of rights and responsibilities for
the multiple synergies cooperative great poverty alleviation. Firstly, the central government and the
local government should formulate corresponding laws or systems to regulate the flow of power, so
as to achieve the unity of power and responsibility. Secondly, the establishment of a clear system of
rights and responsibilities can prevent the inaction of each department or the phenomenon of "kick
the ball" from the system.

4.2. Multi-subject participation: the force of multiple synergies cooperative great poverty
alleviation

Under the guidance of the exploration process of national anti-poverty, Guizhou Province has
developed and formed a pattern of multiple subjects participating in poverty alleviation which is
"government led, department coordinated, targeted poverty alleviation, counterpart assistance,
social participation and mass subject". However, our research team found that there are some
problems in the pattern, such as the coordination of government departments only become slogans,
few channels for social participation, etc., so we put forward the following three policy
recommendations.

Under the participation of multi-agent, the governments and inter-government departments
should work together to help the poor. Under the background of the transformation of anti-poverty
governance subject from a single subject with the government as the core to a multi-subject model,
the multiple collaborative poverty alleviation will inevitably require the collaborative anti-poverty
within the government. All departments of the government should cooperate closely, and clarify the
specific responsibilities and tasks of each department, so as to form a “multi-level, wide-field and
all-round” poverty alleviation force.

With the participation of multi-agent, the government, the market and society should cooperate to help the poor. The government should correctly position itself in the anti-poverty strategy, actively and reasonably guide enterprises, social voluntary organizations, individual citizens to participate in the anti-poverty strategy, so as to make up for the government's deficiencies in the process of anti-poverty, and build the multi coordinated anti-poverty force under the strategic task of poverty alleviation in contiguous and extremely poor areas. The model of multi-agent collaborative poverty alleviation is shown in Figure 1.

![Figure 1. The model of multi-agent collaborative poverty alleviation](image1)

Build a unified information technology platform for the multiple synergies cooperative great poverty alleviation which is involved by multiple subjects. Our research group believes that we should make full use of the strategic advantages of the big data and Internet resources to create "Internet plus great poverty alleviation" and establish online and offline multi collaborative poverty alleviation and governance platform. Online platforms should regularly publish anti-poverty information, attract investment, and introduce talents. Through the online platform, the superiority of society or individual as horizontal supervision can be fully utilized to ensure that the anti-poverty process is carried out in the sunshine. At the same time, we should build an offline entity platform for multi-body participation, such as volunteer organization association, social or individual anti-poverty foundation, absorb social volunteer organizations and individuals to participate in the anti-poverty governance process, enrich the power of multiple synergies cooperative great poverty alleviation. The model of poverty alleviation information platform is shown in Figure 2.

![Figure 2. The model of poverty alleviation information platform](image2)

4.3. Differentiated industries: the road of multiple synergies cooperative great poverty alleviation

Under the road of multi coordinated cooperation and poverty alleviation, the implementation of differentiated industries in the contiguous poverty-stricken areas can avoid the competition between industries in different poverty-stricken areas. Based on this, according to the characteristics of the environment and resources of each region in the contiguous poverty-stricken areas, we can fundamentally solve the poverty problem of the poor people by developing the characteristic economy according to local conditions and promoting the development of economic industrialization. Therefore we make the following two suggestions.

The government should strengthen capital injection and improve infrastructure in contiguous poverty-stricken areas. Improving the capital chain and strengthening infrastructure construction is the premise of building differentiated industries. The central and local governments should carry out
in-depth practice research in contiguous areas, and ensure the full, reasonable and effective use of funds through vertical top-down level supervision mechanism and horizontal social supervision mechanism, so as to meet the capital requirements of infrastructure constructions as much as possible.

Under the leadership of the government, we should increase investment in technology. Carry out technical training and education for cadres and masses in contiguous and extremely poor areas, so that cadres and masses can deeply learn modern production technology, so as to input a large number of technical talents for the development of differentiated industries in the contiguous poverty-stricken areas, help the poor people gain the skills, and actively absorb the majority of poor farmers to participate in the industrial operation [5]. Finally, poor people can get rid of poverty under the guidance of their own skills training and differentiated industries.

4.4. Cross-regional sharing: the element of multiple synergies cooperative great poverty alleviation

With the advent of the era of big data, cross-regional sharing has gradually become the core element in various fields, especially in the area of multiple synergies cooperative great poverty alleviation. At present, there is no cross-regional sharing mechanism or platform for poverty alleviation in contiguous poverty-stricken areas. As a result, the communication between the central government and local governments and between local governments is still weak. Therefore, in view of the current situation of Cross-Regional Sharing in contiguous poverty-stricken areas, we put forward the following two suggestions.

Implement Cross Regional Sharing "going global" strategy. Firstly, in the face of Cross-Regional Sharing strategic opportunities, we must help the people in need to establish the concept of self-reliance, give full play to the characteristics of the contiguous areas in need, and promote the development of the characteristic economy. Secondly, we should actively use the Internet platform to sell local characteristic handmade products, breeding and medicinal materials online, so as to form an online characteristic industrial chain and drive the economic development of the contiguous poverty-stricken areas.

Implement Cross Regional Sharing "please come in" strategy. Firstly, poor areas need to actively seek for the docking of poverty alleviation assistance in developed cities and learn their experience of poverty alleviation, so as to achieve poverty alleviation and prosperity. Secondly, poor areas should introduce technical talents and emerging technologies to undertake the industrial transfer of developed cities and promote economic development. Thirdly, the government should improve the talent introduction plan, so as to bring new blood to the poverty-stricken areas, lead the poor people to change their development concepts and truly get rid of poverty.

5. Conclusion

China's poverty alleviation has undergone a transformation from "precision" to "synergy". This change in the situation is in line with the goal of building a moderately prosperous society in all respects and realizing the Chinese dream of national rejuvenation during the 13th five-year plan period [6]. In order to realize the historical aspiration of building a moderately prosperous society at the same time as the whole country, Guizhou province has now entered a critical period for poverty alleviation. The situation is urgent, imperative, and depends on human effort. “Urgent” means that it is necessary to advocate and carry forward the spirit of the long march. Leading cadres at all levels should devote themselves to the cause of poverty alleviation. “Imperative” means that under the momentum of precision poverty alleviation work in other provinces, leading cadres at all levels must establish a sense of urgency. “Depends on human effort” means that we should continue to increase our horsepower, innovate and develop, tap out the experiences and make up the lessons of various regions in the process of cooperative poverty alleviation. In this way, the overall pattern of "cooperative governance" will eventually be formed, and the good pattern of poverty alleviation will promote the governance level and ability of the Guizhou government and the social economy to develop better and faster.
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