

Constraints and Solutions to the Implementation of Relocation Policy from the Perspective of Equity-Investigation and Research Based on Q County

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Keywords: Fair, Relocation, Targeted poverty alleviation

Abstract: relocation is an important strategy for helping the poor in China, which aims to solve the dilemma that “one side of soil and water cannot support one side of people”. According to the investigation of poverty alleviation relocation in Q County, the main poverty-stricken factors are: poor location conditions, weak basic facilities, frequent natural disasters and disability. In order to get rid of the poverty caused by natural factors, it is necessary to move to other places to help the poor. Although Q county has made some achievements in the relocation of poverty alleviation, from the perspective of fairness, there are some drawbacks in the implementation of the policy. How to ensure fairness has become an important factor that restricting the performance of the policy. Only by considering the fairness of origin, process and result, can we show fairness and justice in ensuring people's livelihood and eliminating poverty.

1. Introduction

What is relocation for poverty alleviation? Generally speaking, it is to relocate the poor people who live in the areas with extremely poor living and production conditions to the areas with relatively good production conditions, And by helping to improve the production and living facilities, adjust the economic structure and expand the channels for people to increase their income,so that to help the relocated people to step out of poverty and get rich. According to the data of the National Bureau of statistics, nearly 10 million people in the task of building a moderately prosperous society live in areas with poor living environment and no basic development conditions, such as deep mountains, cold, desertification and serious soil erosion. Poverty alleviation began in 1983 in Gansu and Ningxia. After 2000, it began to gradually promote the method of relocation to solve the poverty caused by environmental problems such as “one side can't support one side's soil and water”, etc. In October 2015, Xi Jinping identified the important role of poverty alleviation and relocation in the poverty alleviation and Development Forum. Since 2001, by the end of 2015, the total number of people relocated in China has reached more than 12 million. In March 2018, China's relocation policy for poverty alleviation through relocation was issued by the national development and Reform Commission, which explained the significance, objectives, key points, tasks, phased progress and other aspects of relocation.

At the nineteenth National Congress of the Communist Party of China, Xi Jinping put forward: “promoting the well-being of the people's livelihood is the fundamental goal of development. We must seek more people's livelihood, solve the problems of people's livelihood, make up the short board of people's livelihood, promote social equity and justice, and ensure that all people have more sense of gain in building and sharing development.” Relocation is an important part of the five batch policy of targeted poverty alleviation and one of the important paths to achieve targeted poverty alleviation. Relocation of poverty alleviation through relocation ensures the basic right to subsistence of the people who are not suitable for production and living.” In order to treat all people equally and provide real equal programs, society must pay more attention to those who are less gifted, born in a disadvantaged social position or even based on bad people, which is the principle of compensation,” Rawls said. Under the guidance of this principle, in order to achieve social equity, the society should provide compensation to the social groups whose production and living

conditions are more unfavorable, so as to ensure that the social members share the fruits of social and economic development. In the process of realizing fairness, Adams proposed that “the incentive level of employees comes from the subjective comparative feeling of the proportion of remuneration and investment between themselves and the reference objects”. In the process of relocation, except for the relocated people, other registered or non registered households will form a comparison, which will affect the sense of fairness. When feeling unfair, people will choose to change their behavior, which may affect the public sense of gain. Therefore, taking Q County as an example, it is of practical significance and practical value to discuss the equity in the practice of the policy of “relocation for poverty alleviation”.

2. Relocation of Poverty Alleviation in Q County

Q county is a key county for poverty alleviation and development in Qinba mountain area, covering an area of 2018 square kilometers, covering 60 towns and 568 villages (communities), with a total population of 1.5 million. From 2014 to 2018, the county has reduced poverty by a total of 44385 households with 136609 people, of which 35295 were relocated and 1024 were relocated with them. Through investigation, it is found that Q county's “relocation” work is mainly realized by the following ways: The first is to select the resettlement area: combine the relocation planning with the 13th five year plan, land use with urban development planning, and targeted poverty alleviation planning, so that the masses can move out; Second, accurate relocation, accurate identification of qualified relocation personnel and construction projects of relocated houses, keeping the red line of policies, and achieving the goal of moving in; Third, we should keep the masses, improve the supporting facilities, service facilities and environmental protection facilities, create a livable living environment, and achieve a happy life; Fourth, we should increase income, take the development of industry and support for entrepreneurship as the origin, help the vulnerable groups to obtain employment, and enable the masses to become rich. According to the survey of 227 registered poor households in Q County who enjoy relocation for poverty alleviation, 140 choose government subsidies, 148 choose migrant workers, 68 choose agriculture, and 4 choose others. Therefore, on the basis of government support, most of the people have changed their original way of production and life. What is the improvement of life after relocation? 99% of the respondents think that the housing and transportation have improved, 95% of the respondents think that the medical conditions have improved, 44% of the respondents think that the employment and work environment has changed, 42% of the respondents think that the education environment has improved, and 24 respondents think that the original business and entrepreneurship environment has changed.

3. Restriction Factors of Poverty Alleviation Relocation in Q County from the Perspective of Equity

In the context of targeted poverty alleviation and targeted poverty alleviation, the relocation policy will affect social equity and justice. It is necessary to establish a fair system with equal opportunities, process equity and result equity, so as to ensure the access of vulnerable groups to a sense of equity. Fair opportunity means fair origin, and fair resource is reflected in distribution and possession. Process fairness is to ensure the fairness of vulnerable groups in the process of resource acquisition. Result equity is the fair distribution of social resources among members of the society.

3.1 Restriction Factors of Origin Equity -- Differences in Policy Understanding

Origin fairness refers to the fairness of people in access to resources. Q county belongs to the mountainous area with inconvenient natural conditions, and is a poor county at the provincial level. The main causes of poverty in the county are: location constraints, weak infrastructure, frequent natural disasters, disability and so on. Although the state and local governments have formulated specific policies on relocation for poverty alleviation, there are several problems in the process of implementation: The first is the determination of the relocated population. Although the policy has

clearly stipulated that the relocated object is the poverty-stricken households who set up files and establish cards, and has stipulated that “one party can't support the other party's water and soil”, the deviation of the grassroots cadres' understanding of the policy may cause some people not to be recognized or beyond the scope of the policy, which results in fair access to origin for other members of society; Second, there are problems in the demolition of old houses. The relocation policy requires that “when the relocated farmers sign the relocation agreement, they need to sign the old house demolition agreement at the same time” in order to use the old houses for ecological reclamation. However, there are concerns among the relocated people in the demolition of old houses. According to the survey, among the 227 relocated people in Q County, there are still 10 who have not demolished the old houses, which will also cause unfairness to other groups; Third, there are not many policies in different periods, different compensation standards and resettlement methods, which form a comparative sense of unfairness for some groups with less benefits, thus hindering the implementation of the new policy.

3.2 Restriction of Process Fairness -- the Lack of Subject Ability and the Lack of Cooperation between the Target Masses

Process fairness refers to the rule fairness and procedure fairness in the identification process of the target group of “relocation for poverty alleviation”. From the perspective of the main body, the relocation policy is comprehensive and complex, which requires the linkage of multiple executive bodies. The executive ability of the executive staff, the responsibility decomposition and negotiation and communication ability of the executive agency should be considered comprehensively. In the process of relocation, it is easy to have a lack of understanding and understanding of the policy due to the lack of executive ability, and the identification of the target group of the policy is not accurate enough, resulting in the phenomenon of regret in the later implementation. However, as an executive agency, the Department linkage is more reflected in the lack of communication and coordination among the executive bodies, which may cause inequity in terms of procedures.

3.3 Restriction of Result Equity -- the Contradiction between the Limitation of Resources and the Interest Pursuit of Social Members

In terms of the arrangement of capital construction, as the county needs to provide corresponding supporting facilities for land, funds, water and electricity, transportation, etc. it is also in the completion of the task of “three haves in the countryside”, “five haves in the village” and “six haves in the household”, which is very important in poverty alleviation. In the investigation, it can be found that the infrastructure construction of many poor villages is far superior to that of non poor villages. This will also create a sense of injustice in non poor villages.

Because the relocated people can move into new houses only with little or no payment. According to the existing China's relocation policy for poverty alleviation through relocation, the relocated people can handle the corresponding property rights as long as they meet certain conditions, which will produce new injustice.

4. The Way to Improve the Implementation of Poverty Alleviation Relocation from the Perspective of Equity

The policy of “relocation for poverty alleviation” in poverty-stricken areas is an important part of “five groups” in poverty alleviation in China. However, there are some unfair phenomena in the implementation of the policy, which makes it a source of social contradictions and damages the fair and just distribution of social resources. Therefore, in the implementation of the policy, we need to improve from the following aspects.

4.1 Origin Fair

Origin fairness is to let social members stand on the same starting line, have the same opportunity to obtain social resources and the right to survive, and cannot be treated differently

because of the differences in natural conditions. The Central Committee put forward that “in accordance with the requirements of everyone's participation, everyone's efforts and everyone's enjoyment, we should stick to the bottom line, highlight the key points, improve the system, guide expectations, pay attention to the equality of opportunities, ensure the basic people's livelihood, and achieve the goal of all people to move forward into a moderately prosperous society in an all-round way”. To achieve fairness at the origin: first of all, the policy should be more clear, the publicity of the policy should be strengthened, and the policy implementation groups and the stakeholder groups should understand the policy. Determine “who moved? Where to move? How to move? What about production and life after moving? “ These problems are not only conducive to the identification of the target groups, but also conducive to social supervision, eliminating some “wrong comments” and “missing comments” caused by “relationship” or “unclear policy understanding”. Secondly, in the aspect of demolishing old houses, restoring ecology and intensive land to form large-scale production, the people who have moved need to demolish old houses as soon as possible. It needs to be determined “when will it be removed? How to dismantle it? What's the purpose of the demolition? What is the right to reclaim the homestead And so on. Third, according to the changes of the times, considering the price factors and the economic development, we should formulate the relocation policy for poverty alleviation in other places to ensure the continuity and fairness of the policy to the greatest extent. The main consideration is “does the policy change? What are the changes? What causes the change? Will it create new contradictions? “ etc. Q county's policy of “relocation for poverty alleviation” requires that in the process of formulation, we should adhere to the principle of people-oriented, pay attention to vulnerable groups, guarantee their rights and opportunities in the process of social development, improve the poor natural location conditions, weak infrastructure and natural disasters of vulnerable groups, and let them share the fruits of social development.

4.2 Fairness in Rules and Orders

Process fairness is to eliminate subjective arbitrariness from rules and orders and ensure the realization of result fairness. The Fourth Plenary Session of the 18th CPC Central Committee pointed out that “all organizations and individuals must respect the authority of the Constitution and the law, must operate within the scope of the Constitution and the law, must exercise their powers or rights, perform their duties or obligations in accordance with the Constitution and the law, and shall not have any privilege beyond the Constitution and the law. “The relocation policy is realized through “individual application and policy guidance”. On the one hand, for the obstacles of the target group's unwillingness or non filing and card holder in the application process, we should strengthen policy publicity, let stakeholders express their interest demands through brochures, mobile promotional vehicles, symposiums and other forms, and alleviate the possible conflicts among them. On the other hand, we should strengthen the linkage among the implementing agencies to ensure the openness and transparency of the procedures. To strengthen the monitoring of all links, such as application, verification, approval, publicity, housing construction, acceptance, delivery, relocation, demolition of old houses, etc., it is necessary to strictly standardize the procedures. Only according to the specific situation of rural development, reasonable relocation standards, construction of supporting production and living facilities, and standardized procedures can ensure fairness and justice.

4.3 A Relatively Fair Result

Origin fairness and process fairness are both to ensure the fairness of results. They require social resources to be allocated reasonably among all members, reduce the sense of unfairness caused by comparison with others, and maintain social fairness. In the process of cake distribution, we need to pay attention to making the cake bigger, so as to better reflect fairness and justice and let the masses have income. In the process of resource allocation of relocation policy, the interests of other members of society should be taken into account on the basis of preference for vulnerable groups. As for the confirmation of the right of houses for the relocated people, restrictions can be added: increase the number of years of self residence and obtain the property right after paying a certain

fee if they have the economic ability in the later period, so as to eliminate the sense of unfairness of the non vested interests. At the same time, in order to achieve a greater sense of access, targeted industrial development policies should be formulated to make full use of labor resources, so that more groups can share the benefits of the policy and achieve social equity.

Acknowledgment

This work was supported by the Nanchong social science planning project, Nanchong vocational education service targeted poverty alleviation path research (NO.NC2019B069); and project of talents fund of China West Normal University: “study on the obstacles and Countermeasures of 4050 peasants' Citizenization in Northeast Sichuan”, (NO.17YC098).

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