Research on Special Policy Plans for Poverty Alleviation: a Case Study of Yunnan Province

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Abstract: The important idea of "accurate poverty alleviation" was first introduced in November 2013. When Xi Jinping visited Xiangxi, Hunan, he made the first important instructions of "seeking truth from facts, adjusting measures to local conditions, classifying guidance, and accurately helping the poor". Precision poverty alleviation: it is the symmetry of extensive poverty alleviation. It refers to the way of precise identification, precise assistance and precise management of poverty alleviation objects by using scientific and effective procedures in accordance with different poverty-stricken regional environment and different poverty-stricken peasant household conditions. At the same time, local governments should optimize and integrate poverty alleviation resources, implement precise poverty alleviation, and ensure that poverty alleviation reaches villages and households. Local governments need to merge poverty alleviation resources to make better use of them and take targeted measures to ensure that assistance reaches poverty-stricken villages and households. Precise poverty alleviation is an important guarantee for building a well-off society in an all-round way and realizing the great Chinese dream.

1. Introduction

1.1 Research Background

As the biggest livelihood task of our country, the Party and the state attach great importance to poverty alleviation and have made great achievements since the reform and opening up. In his report to the Nineteenth National Congress, General Secretary Xi pointed out that China's poverty alleviation work should ensure that by 2020 it will be free from true poverty and true poverty. Therefore, in view of different poverty-stricken regions and different conditions of poor peasant households, China uses scientific and effective procedures to accurately identify, precisely help and precisely manage the poverty-stricken objects. As a key precise poverty alleviation area, Yunnan Province has implemented the special loan policy for poverty alleviation. By the end of June 2018, the balance of precise poverty alleviation loans in Yunnan Province had reached 280.588 billion yuan, an increase of 32.42% over the previous year, which is higher than the average growth rate of loans in the whole province by 23.72 percentage points. The number of poor people in service archives has reached 106.438 million. The audit of the implementation of the special loan policy for poverty alleviation is obvious. Especially important.

Current policy tracking audits include audits of policy implementation, financial funds, major projects, simplification and decentralization of government, industrial innovation, economic security and institutional norms. By the end of 2015, the Audit Office has issued 27 policy tracking audit announcements. At this stage, policy tracking audit in China has developed rapidly and diversified at the time of audit intervention. Since 2013, policy tracking audit has become normal. However, in the practice of auditing, it is also found that the standard system of auditing evaluation is not sound enough, mainly in the post-audit, and mainly in the implementation stage of the audit.

1.2 Research Meaning

The design of the current poverty alleviation system is defective. Many poverty alleviation projects are extensive "flooding" and not targeted. They are more "supporting the peasants" than "poverty alleviation". Article 1 of the Audit Law of the People's Republic of China states that the

objectives of the audit law are to strengthen supervision, maintain the national financial and economic order, improve the efficiency of the use of financial funds, promote the construction of a clean government, and ensure the steady development of the national economy and society. This is the purpose of the reform law, as well as the fundamental objective and foothold of the audit work. Follow-up audit of policy implementation refers to the audit supervision of the national macro-control policies by audit institutions to ensure the effective implementation of policies and promote the sound and balanced development of social economy. At the same time, in the process of supervision, restraining the behavior of state functionaries, establishing a good government image, and tracking the specific implementation of the policy are conducive to discovering new problems in operation and proposing improvement methods.

2. Research Methods and Contents

This paper takes the follow-up audit of poverty alleviation loan policy implementation in Yunnan Province as a case study. Based on the basic theory of policy follow-up audit, the main research methods are as follows:

(1)Document analysis. By collecting the literature related to policy tracking audit, this paper provides a reference for the writing of this article.

(2)Case analysis. Through the research and analysis of the process and results of the follow-up audit of the implementation of the poverty alleviation special loan policy in Yunnan Province, the paper finds out the problems and puts forward suggestions for improvement.

(3)Interview survey. According to the selected subjects and scope of the survey, field research was carried out in different areas. Through interviews with loan recipients, Township cadres, grass-roots credit institutions and other personnel, we can understand the situation of loan arrival, use, farmers' income increase and industrial development.

3. A Survey of Regional Poverty in Yunnan Province

3.1 Origin of Regional Poverty in Ethnic Areas

At present, China's overall poverty situation shows the regional characteristics of coexistence of "points (poor villages), patches (special poverty areas) and lines (along the border poverty zone)", showing a significant reduction in the number of poor people and a trend of concentration in the central and western regions and ethnic minority areas. Yunnan has four concentrated areas (Wumengshan Yunnan, Guizhou, rocky desertification, , western Yunnan and Diqing Tibetan) with 85 key counties and districts covering poverty alleviation and development, accounting for nearly three quarters of 129 counties (cities and districts) in the province, ranking first in the country. At the end of 2015, the number of poor people in Yunnan Province reached 4.71 million, ranking the second in China, second only to Guizhou. During the National "Two Sessions" in 2016, Yu Zhengsheng, chairman of the CPPCC National Committee, also pointed out that the Standing Committee of the CPPCC National Committee will continue to pay attention to regional overall poverty in 14 special areas such as Yunnan.

3.2 Contents of Special Loan Policy for Poverty Alleviation

It is understood that Yunnan covers 91 counties in 4 districts, 59 old revolutionary districts and 25 border counties. The incidence of poverty is generally over 15%. Among them, the incidence of poverty in 3 cities is higher than 20%. Among them, the incidence of poverty in Nujiang Lisu Autonomous Prefecture is 33%.

Border minority areas are located in remote areas, with many ethnic minorities, diverse cultures and religious beliefs. Poverty presents the characteristics of group poverty and regional poverty. Yunnan Province is involved in four special poverty-stricken areas, with prominent regional and overall poverty problems.

The Central Committee and Yunnan Province have issued a series of precise poverty alleviation policies, which bring policies, funds and manpower to villages and households, and bring important

opportunities for solving regional overall poverty. The Fifth Plenary Session of the Eighteenth Central Committee of the Communist Party of China pointed out that the goal of building a well-off society in an all-round way by 2020 is to lift the poor out of poverty in rural areas under the current standards. In accordance with the deployment and requirements of the Central Committee and the Yunnan Provincial Party Committee, all ethnic groups should build a well-off society in step with the whole country. It is time-consuming and task-intensive for ethnic and regional poverty alleviation. Through the preliminary household survey, farmers whose per capita net income is lower than the poverty line can complete the examination and approval process and set up the files of poor households through individual application, evaluation by the villagers' congress, public announcement by village committees and townships, and examination and approval by the county government. With the support of the current poverty alleviation policy, by focusing on individual poverty through precise poverty alleviation, implementing "five batches" and "six precisions", realizing the benign interaction and coordinated development between individual precise poverty alleviation and regional precise poverty alleviation, and establishing a long-term mechanism for peasant households' poverty alleviation and regional poverty alleviation, all ethnic groups can build a well-off society synchronously with the whole province and the whole country.

4. Case Selection: Taking Xishuangbanna Dai Autonomous Prefecture and Nujiang Lisu Autonomous Prefecture as Research Objects

4.1 General Situation of Xishuangbanna Dai Autonomous Prefecture

Xishuangbanna Dai Autonomous Prefecture has 966.3 kilometers of border line, bordering Myanmar and Laos, and mountains and rivers of Thailand. There are 2 concentrated and connected special poverty counties, 6 poverty-stricken townships, 46 poverty-stricken administrative villages, 146 poverty-stricken village groups and 49467 poverty-stricken people. Due to the special geographic relationship, there are 13 villages along the border, 48 border villages and 20 poverty-stricken villages in the whole prefecture. It can be seen that poverty-stricken villages are mostly concentrated along the border. In 2016, the targets of poverty alleviation in Xishuangbanna Dai Autonomous Prefecture have been basically accurate.

4.2 General Situation of Nujiang Autonomous Prefecture

Nujiang Prefecture is bounded by Tibet Autonomous Region in the north, Diqing Tibetan Autonomous Prefecture in the northeast, Lijiang City in the east, Dali Bai Autonomous Prefecture in the southwest, Baoshan City in the south, and Liuku Town in Lushui County by the government. Nujiang Prefecture covers a total area of 14 703 square kilometers with a population of 520,000. The proportion of ethnic minorities in Nujiang Prefecture accounts for 92.2% of the total population, of which Lisu is 51.6%. Lisu is one of the four extremely poor ethnic groups in Yunnan Province. Taking Nujiang Prefecture as an example, the average education period is only 7.6 years. About 40% of the people do not speak Chinese, the quality of the labor force is low, they lack the skills and skills to become rich, teachers and doctors are scarce, and so on.

5. Problems and Causes in Multi-Ethnic Concentration and Striking out of Poverty

For a long time, China's poverty alleviation and development is essentially a low-quality, inefficient and extensive poverty alleviation. Problems such as the unknown number of poor people, the unclear situation, the weak pertinence of poverty alleviation measures, the inaccurate direction of poverty alleviation funds and projects are widespread, and a series of social problems have arisen. By summarizing and sorting out, the main problems are as follows:

5.1 Problems in Accurate Recognition

At present, there are two types of discrimination and targeting deviation: one is that some poor people are not covered by poverty alleviation resources; the other is that non-poor people are included in the social policies aiming at anti-poverty.

There are many minority nationalities in Yunnan Province. They have various languages, languages, cultures and religious beliefs. The members of poverty alleviation teams in villages do not master minority languages, which leads to language barriers in household economic income interviews. Many of the respondents are not clear. They can only use conversion and estimation methods, but also easily lead to the ambiguity of the income of the poor. According to the third-party evaluation of the effectiveness of poverty alleviation and development in 2016, the accuracy of identification of the poor in Yunnan Province is 0.96 percentage points lower than the national average, and the rate of missing evaluation of the poor is 0.71 percentage points higher than that of the whole country. Because the satisfaction of the people working in the village-based household assistance is lower than the national average, the accuracy of exit of the poor is 3.92 percentage points lower than the national average.

5.2 Precision Policy Implementation

Because of the simplicity of household-based policy, hierarchical and classified policy-making methods and measures, there is a mismatch between the help measures and the causes of poverty. In the survey, it was found that there were problems such as excess of relocated households and excess of newly built housing area. At the same time, the balanced development of compulsory education still needs to be further improved, and problems such as road traffic safety and protection of dangerous sections are not in place.

5.3 Stimulating Endogenous Dynamics

The poverty-stricken people have poor self-awareness of poverty alleviation, and the thought of "waiting for the key" is still serious. There is no mechanism for poverty alleviation by assets income. In the survey, it was found that some poor households said they were restful people and worried about risks in the development of breeding industry. It can be seen that the willingness and motivation to develop production are insufficient. On the one hand, it is related to the insufficient publicity and guidance of rural cadres and poverty alleviation teams stationed in villages. Rural cadres and members of poverty alleviation teams in villages do not have close ties with the masses, do not do a good job in policy propaganda, support the will and wisdom of the masses, and open the door for the development of the masses to become rich, which leads to the problems of weak subjective consciousness, development will and insufficient endogenous motivation of the masses. Some people also reflected that the poor households who set up archives and set up cards had policy support, which encouraged them to be lazy. On the other hand, rural cadres and cadres stationed in villages may also neglect or even abandon the cultivation of the development willingness and motivation of poor households because of the lack of endogenous motivation of poor households, resulting in the difficulty of precise poverty alleviation and precise poverty alleviation.

6. Ways to Solve Regional Poverty in Ethnic Minority Areas

6.1 Accurate Identification is the Premise of Solving Regional Overall Poverty in Ethnic Minority Areas

Accurate identification is to distinguish which is the poor, which should be given full support, which is the non-poor, to prevent the policy deviation of the non-poor, the size and distribution of the poor. Accurate identification of the poor is to allocate more resources to the poorest groups of the population, which not only improves the self-development ability of the poor, but also improves the efficiency and level of precise poverty alleviation.

6.1.1 Visit and Verification of Poverty Alleviation Task Force Members in Villages

On the basis of accurate identification in the past, poor villagers need to submit their own applications to become poor households of archiving and licensing cards. They need to be evaluated by villagers' group congresses, publicized by village committees, declared by villages and towns, examined and approved by county and municipal poverty alleviation offices to become poor households of archiving and licensing cards. Therefore, poverty identification requires rural cadres

and poverty alleviation team members to conduct household survey on family income. With the poverty line as the standard, under the poverty line, poor households submit applications and input them into the big data platform through evaluation, announcement, publicity and audit.

6.1.2 Re-Investigation of the Poor Population

Rural cadres and members of the poverty relief team in villages conducted a thorough investigation of the poverty-stricken population again, so as to make sure that they did not record five things, five things (income, housing, family property, family members' structure, production and living conditions), five things (organic motor vehicles, new housing, urban commercial housing, public officials and larger real estate).

6.2 Precision Assistance is the Key to Solve Regional Poverty

6.2.1 "Five Batches of Assistance"

Developing production to lift off poverty, relocating to other places to lift off poverty, eco-compensation to lift off poverty, education to lift off poverty and social security to the bottom.

6.2.2 Stimulate the Individual Development Willingness and Ability of Poor Villages and Households.

We should fully mobilize the enthusiasm and creativity of cadres and masses in poverty-stricken areas, pay attention to helping the poor first, and enhance the self-development ability of the poor.

The relevant departments of Xishuangbanna Dai Autonomous Prefecture organized a group of "directly through ethnic" poor households to visit and stimulate the development will and motivation.

6.3 Precision Management is the Guarantee to Solve the Problem of Regional Poverty

In April 2016, general secretary Xi Jinping inspects the work of helping the poor in Jinzhai County of Anhui Province, especially emphasizing that we should take measures to stabilize poverty alleviation and establish a long-term poverty alleviation mechanism, so as to lay stress on poverty alleviation.

Combining with the rich natural ecological resources and national cultural resources in the border ethnic areas, it has the conditions of developing border tourism, transnational tourism, Pu'er tea culture tourism, tropical rain forest tourism and characteristic residential quarters. The government cooperates with tourism enterprises and poor households in many ways to form a model of "government + tourism enterprises + poor households". The government provides policy loans to develop tourism enterprises, and tourism enterprises provide management and technology and participation of poor households. In order to achieve sustainable development, the income of tourism enterprises is 80% in the first three years and that of poor households is 20%. After three years, poor households not only learn management technology and increase their income, but also effectively consolidate the effectiveness of poverty alleviation and effectively curb the return to poverty.

6.4 Precise Supervision is the Key to Solve Regional Poverty in Ethnic Minority Areas

With the leadership of the Standing Committee of the People's Congress at all levels and the Discipline Commission, the discipline inspection and supervision departments regularly organize special supervision on the precise eradication of poverty. The objects of supervision are the progress and efficiency of the use of poverty alleviation funds, the progress of projects and the effectiveness of poverty alleviation. The special supervision organized by relevant departments such as finance, poverty alleviation, housing construction, development and reform, agriculture and so on is not only conducive to improving the progress and efficiency of poverty alleviation, but also can strengthen the use and supervision of poverty alleviation funds by various departments and improve the efficiency of the use of poverty alleviation funds.

7. Conclusion

"Ethnic minority areas are the shortest board for building a well-off society in an all-round way, and development is the key to solving various problems in ethnic minority areas." Border minority areas are located in remote areas with long borders and numerous ethnic minorities. Taking Yunnan Province as an example, the poor population tends to concentrate in ethnic areas, old revolutionary areas and border areas. Accurate poverty alleviation should return to a series of questions such as "who is the poverty alleviation population, where is the distribution of the poverty-stricken population, what is the cause of poverty, what are the measures for poverty alleviation, and what changes have taken place through assistance".

At present, precise poverty alleviation and precise poverty alleviation in multi-ethnic border areas have entered a decisive stage, with unprecedented opportunities and challenges. Through the following measures, such as fixed-point poverty alleviation, cadres' assistance in villages and social assistance, the target of poverty alleviation can be accurately identified, poverty alleviation projects can be accurately identified, funds can be accurately used, poverty alleviation measures can be accurately taken, assistance in villages can be precise, and poverty alleviation effect can be precise. Combining with the relevant actual situation, Yunnan Province involves four special poverty-stricken areas with concentrated links. To tackle the regional and overall poverty problems, it is necessary to find the right industries according to local conditions. For example, we should vigorously develop tourism in Dali, Lijiang, Yunnan Province, and promote the development of local economy, such as the development of Pu'er tea and other characteristic industries, and stimulate the enthusiasm of poor households to develop production through the demonstration effect of the rural rich leaders in developing characteristic industries. In short, around the issues of "who to support", "who to support" and "how to support", we should establish and improve a long-term mechanism for stabilizing poverty alleviation, so that all ethnic groups and the whole province and the whole country can build a well-off society in an all-round way.

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