

# Study on the Prevention of Returning to Poverty in Rural Areas

## -- Take H County, Province A as an Example

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### Abstract

Due to the fragility and complexity of poverty, we still need to pay attention to poverty after the comprehensive victory in the battle against poverty. At present, maintaining the bottom line of preventing large-scale poverty alleviation and consolidating the achievements of poverty alleviation are the focus and difficulty of current poverty control work. Taking H County in A province as an example, this paper analyzed the risk of poverty return of the population lifted out of poverty in H County under realistic conditions by reviewing the achievements of poverty alleviation work and historical experience, clarified the specific mechanism of poverty, and put forward countermeasures to prevent poverty return in rural areas on this basis.

### Keywords

Poverty-returning; Poverty Alleviation; Specific Mechanism of Poverty.

### 1. Foreword

In 2020, China achieved a comprehensive victory in poverty alleviation, eradicated regional and overall poverty, and accomplished the arduous task of eradicating absolute poverty. Due to the vulnerability of poverty, poor households are prone to fall back into poverty in the face of uncontrollable risks. In the centennial history of the founding of the CPC, it has become an important task to prevent the poor from returning to poverty. Prevention of returning to poverty is not only a continuation of the decisive battle against poverty, but also a necessary requirement to consolidate the achievements of poverty alleviation, and also a guarantee for rural revitalization.

The existing theories in the academic circle can be summarized as the causes of returning to poverty, including the lack of self-development ability of returning to poverty and the large fluctuation of risk. Poor people lack the ability to develop themselves, which leads to their inability to cope with market risks and their weak ability to recover after suffering risks. Risk volatility is reflected in the continuation of insufficient policies, large market fluctuations and natural disasters. In combination with the actual situation of poverty alleviation in China, domestic scholars have carried out various studies on the causes of returning to poverty, thus emphasizing the necessity of preventing it and proposing corresponding preventive measures according to the causes of returning to poverty. However, due to the vulnerability of poverty and the acceleration of social transformation, there is still much room for improvement in the prevention of returning to poverty and the consolidation of poverty alleviation. According to the goal of consolidating poverty alleviation in H County during the "14th Five-year Plan" period, accurately identify the potential risk of returning to poverty of the population out of poverty in H County, clarify the mechanism of risk factors leading to poverty, and put forward later development support strategies on this basis, which can effectively prevent the phenomenon of returning to poverty.

## 2. Review of Poverty Alleviation Achievements in H County

H County, located in the northern part of Anhui Province and running through the Huaihe River, is a key county in provincial poverty alleviation and development. Since 2014, more than 50,000 people have been lifted out of poverty. In 2016, all 51 poverty-stricken villages were listed. In 2017, H County was removed from the list of provincial-level poverty-stricken counties. In 2018, the poverty rate dropped to 0.96%; In 2019, the poverty rate dropped to 0.06 %, realizing the goal of removing the first four poverty-stricken counties in the province. In 2020, H County achieved a decisive victory in poverty alleviation and achieved remarkable results, see Table 1. To be specific, in addition to ensuring that the income of rural population under the current standard is higher than that of the national poverty-stricken county, the successful completion of poverty alleviation in H County makes the income level of the poverty-stricken group reach the standard, the increase of household income is guaranteed, and the livelihood capacity of the poverty-stricken group is improved.

**Table 1.** Population lifted out of poverty and poverty incidence rate in H County, 2016-2020

| YEAR | Poverty-returning | Poverty Incidence |
|------|-------------------|-------------------|
| 2016 | 16300             | /                 |
| 2017 | 10405             | 0.96              |
| 2018 | 6669              | 0.46              |
| 2019 | 4378              | 0.06              |
| 2020 | 645               | 0                 |

In terms of industry of poverty alleviation, H county adhere to anti-poverty engines combined with industries, vigorously develop new type of rural industrial policies, according to the resources endowment, combined with the actual development situation, aiming at characteristic agricultural industry advantage, the "one village one policy" diversified characteristic agriculture development, actively developing japonica glutinous rice, JianShuiOu characteristic industry, such as the low income farmers into the chain, We will comprehensively raise the income of low-income rural households. Since poverty alleviation, the tertiary industrial structure of H County has been further optimized, and the integration of secondary and tertiary industries has been further developed. In 2020, the proportion of secondary and tertiary industries in H County has risen to 83.5%, and the ratio of output value of agricultural processing industry to total agricultural output value has reached 2.4:1. In terms of employment and poverty alleviation, H County combines its own resource advantages to carry out incentive policies such as "Spring Breeze Action" and "school-enterprise cooperation" to transport talents for county enterprises and solve the employment problem of fresh graduates. Strengthen skills training, improve the employment ability of poor people, use "poverty alleviation workshop" to increase the employment rate of poor people, connect with enterprises inside and outside the county, help poor people find jobs nearby. In terms of poverty alleviation through education, college fees for children of low-income groups have been reduced or exempted, so that poor groups will no longer be driven to poverty by education. Carry out the "Rain and Dew Plan" vocational education subsidy plan, build vocational education parks, develop vocational education, effectively improve the living ability of the poor people, and effectively prevent the transmission of poverty between generations.

After the victory in the battle against poverty in H County in 2020, the phenomenon and treatment of returning to poverty became its focus. H County adopted a series of measures to consolidate the achievements of poverty alleviation. In addition to carry out the policy of "not

to take off poverty" requirements, H county also integrated the actual situation of the development of plotting a series of Chinese prevention measures, to ensure the stability of the poverty population out of poverty, continue to existing funding a 51, twenty thousand households poor monitoring, through the "application for farmers, the villagers, village public deliberations, a township (town) audit, at the county level for the record," the way of determining poverty monitoring objects. We will implement the poverty alleviation policy of ensuring that subsistence allowances are paid to those in need, see Table 2.

**Table 2.** Policies and measures for poverty alleviation in H County

| <b>poverty relief policy</b>      | <b>concrete measures</b>   |
|-----------------------------------|--|
| Employment of poverty alleviation | Develop public service jobs, "Spring Breeze Action", "School-enterprise Cooperation"   |
| The industrial development        | Industrial policy for new agricultural operation, "One village, one policy"  |
| Education poverty alleviation     | "Rain and Dew Project" Vocational education subsidy, Education funding   |
| Poor security prevention          | Centralized investigation work, strengthen the visit; Support policies for subsistence allowances; Double contract responsibility system |

### 3. Analysis of Possible Causes of Returning to Poverty in H County

#### 3.1. The Income of the Poor is Unstable and the Resistance to Stress is not Strong

In the stage of poverty alleviation, the impoverished population has been lifted out of poverty through various means such as industrial poverty alleviation and social security. The unstable income of poor groups is the primary factor leading to poverty return. In the post-poverty era, those who have been lifted out of poverty still face numerous external risks. First of all, unstable market factors such as industry adjustment and supply and demand change have an impact on the poverty alleviation industry, reducing the number of people who rely on poverty alleviation industry or even losing their income source directly. Secondly, the occurrence of natural disasters such as floods and typhoons and the outbreak of large-scale public health events have directly affected the development of the tertiary industry, resulting in the reduction of income from labor and production and operation. Finally, unexpected injuries and illness of family members, as well as special events such as weddings and funerals, and the birth of children, impose a heavy economic burden on those returning to poverty. For those who have just been lifted out of poverty in the vulnerable period, their knowledge and skills and employability are still in the development stage, so they have weak resistance to these irresistible risks and are easy to fall into the mire of poverty again.

Among the extremely poor population and low-income population with basic security, transfer income accounts for a large proportion of their income, and most of them are lifted out of poverty through subsistence allowances, temporary subsidies and other external means. Moreover, poverty alleviation industries in H county are mostly carried out by means of government discount interest, and their sustainable development capacity is weak. At the same time, some poverty-stricken households still have the ideology of "waiting, relying on and wanting" and are highly dependent on policies. Once anti-poverty intervention is weakened and policy cohesion lags behind, risk factors of returning to poverty will be triggered, leading to poverty. Once social security is cut off, people in the vulnerable period of poverty will easily fall into poverty again.

### 3.2. Insufficient Industrial Development and Lack of Driving Effect

In the process of poverty alleviation, H county has developed some industrial projects aiming at the characteristics of local agriculture in combination with the actual situation. With the strong support of self-development and pairing assistance in the industry, the overall industry is developing in a good trend, but with the deepening of high-quality economic development, the challenges it faces are gradually increasing. First is the size of the industry base and the industry is insufficient, the new agricultural cooperative economic organization grow slowly, "one village one policy", for the unit with the village in a short period of time developed characteristic industry, scale operation quality and homogeneity serious, because there is no market and consumer test for a long period of time, new industries face risks such as product competition and sales channel is not stable. At the same time, in the early stage of development, these new industries mostly rely on the help of poverty alleviation cadres, and there is a phenomenon of disharmony between the industry and the poor labor force, and the industrial development is not strong enough.

### 3.3. Ecological Compensation in Flood Detention District

H county is close to Huaihe River, and there is a flood detention district J with an area of 72.1 square kilometers and a cultivated area of 86,000 mu. flood detention district refers to the excess flood is discharged into lakes and depressions, or into other rivers, or directly into the sea, or bypass the protected areas and return to the original river downstream. Flood diversion is a measure to save the whole world at the expense of local areas. The change of production conditions caused by flood discharge, such as the decrease of land resources and the deterioration of quality, reduces the sustainable development ability of flood discharge area. Due to its specific ecological functions, the economic development level of flood detention district J is lower than the overall level of County H, with insufficient infrastructure such as roads and toilets, incomplete public services such as tap water purification and garbage disposal, and high incidence of poverty. In 2020, H County started flood detention district J as required by the superior, involving a total population of 99,330 people, including 965 people from 350 poor households. Due to the relatively special characteristics of poverty in flood detention district, their self-development ability will become a short board restricting their development for a period of time, and they will face a high risk of returning to poverty in the post-poverty era.

## 4. Prevention of Returning to Poverty in H County Grassroots Government Governance Countermeasures

### 4.1. Strengthening the Basic Early Warning of Prevention of Returning to Poverty

Preventing and resolving the risk of falling back into poverty and strengthening the basic work of early warning are the premise of reducing the vulnerability of returning to poverty. Grassroots governments should focus on early warning of poverty return when dealing with poverty return. First of all, we should establish and improve the risk prevention and monitoring system, move the pass forward, and timely predict and identify the risk of returning to poverty. Expand the object and content of risk identification, according to the quantitative standard of per capita income proportion and the qualitative requirement of "two not worrying about three security", and combined with the actual development situation of H County, classify and manage the new objects of help for urban and rural residents, and set the increasing standard that is higher than the subsistence allowance year by year. We will focus on monitoring changes in their income and expenditure levels as well as their production and operation, and ensure the bottom line of basic education, basic medical care, housing safety and drinking water

safety. Establish index system for disease, unemployment and other emergencies, establish measures to help. Secondly, it is necessary to improve the organization for the prevention of returning to poverty, build a monitoring big data platform for the prevention of returning to poverty, strengthen inter-departmental linkage, and gradually expand and realize information exchange among civil affairs, education, medical insurance and other departments. We should implement and improve basic databases, form a big data support system, monitor groups vulnerable to returning to poverty, marginalized households and other difficult groups, and make full use of technical means to improve the accuracy of monitoring.

#### **4.2. Consolidate the Foundation for Development and Promote Industrial Upgrading**

Practice has proved that industrial poverty alleviation can significantly reduce poverty vulnerability. Therefore, to improve the mechanism of sustainable income increase, one is to optimize the industrial structure, dynamically adjust the industrial poverty alleviation policies according to regional advantages, further promote the scale and branding of characteristic industries, promote the low-income groups to deeply integrate into the industry, and improve the income level of the poor groups. On the basis of industrial poverty alleviation, maintain stable capital investment, innovate and improve the benefit distribution mechanism of industrial development, ensure the sustainability of industrial development, and increase the backwardness of H county's development. Secondly, it should rely on "endogenous" development to closely link industrial development with income and dividends of the poverty-stricken households, so as to improve the enthusiasm and initiative of the poverty-stricken households to participate in the market and enhance their self-development ability in the market. At the same time, starting from market demand, enhance the participation of farmers in the industry, realize the transformation to "blood making", and ensure the long-term development of the industry. It is to standardize the use of poverty alleviation income, to ensure the maximum benefit of poverty alleviation assets at the same time to reasonably distribute poverty alleviation income, enhance the collective economic strength of the village and the ability to guarantee poverty alleviation.

#### **4.3. Strengthen Ecological Compensation in Flood Discharge Areas**

flood detention district J bears specific ecological functions in County H. In response to natural disasters, timely use flood detention district can ensure the safety of a large range of people's property from damage, but its own development will be restricted to a certain extent, which can be described as "giving up small family for everyone". In the new era, ecological compensation should be strengthened in the flood detention district. First, it is necessary to do a good job in the resettlement project and the construction of necessary living facilities for residents in the flood storage area, improve the infrastructure conditions in the flood storage area, and enhance the public service capacity. Second, we should improve water conservancy conditions, develop new forms and models of agriculture based on their own advantages, stimulate people's aspiration with their ecological endowment, encourage the development of new forms of agriculture with compensation, support and encourage the development of new forms of agriculture, and guide the inflow of capital through the optimization of the development environment, so as to solve the problem of poverty alleviation at the same time.

#### **4.4. Strengthen Policy Coordination with Rural Vitalization**

Poverty alleviation and rural revitalization strategies have the same theoretical basis and the same goal guidance, and their fundamental purpose is to promote balanced development, meet people's yearning for a better life, and achieve common prosperity. Consolidating the existing achievements in poverty alleviation and preventing large-scale poverty return is the basic content of rural revitalization. In the stage of consolidation and poverty alleviation, poverty



issues are more personalized and differentiated. We need to make our policies more targeted and effective, reduce loopholes and idle resources, and improve the efficiency of policy operation. The prevention of returning to poverty and the long-term and stable development of those who have been lifted out of poverty should be linked with rural vitalization, and policies for rural vitalization should be linked with social security, rural living environment construction and basic public services, so as to form an integrated and efficient rural governance system and plan. In preventing poverty from returning to poverty, we need to improve the evaluation mechanism, make poverty prevention an important indicator for promoting comprehensive rural revitalization, and give greater weight to government performance evaluation.

## 5. Conclusion

At present, China's rural poverty control from absolute poverty control to relative poverty control, prevention of poverty is an important link not to be ignored. Grassroots governments should do a good job in early warning and basic work, accurately identify those vulnerable to returning to poverty and those marginalized by poverty, and focus on their income level. At the same time, a favorable environment for industrial development and market will be created to enhance the ability of the poor to resist risks in the market. Finally, poverty control should be combined with the rural revitalization strategy to achieve long-term and stable development of the targets of poverty alleviation in the rural revitalization work.

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