From Policy Promotion to Endogenous Development: How can Industrial Poverty Alleviation be Efficiently Empowered?

-- Based on the Field Investigation of P Village in Shanxi Province

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Abstract

In the post-poverty alleviation era, villages in underdeveloped areas are faced with new requirements of "poverty alleviation" and "poverty prevention". Based on the background of rural revitalization, through the investigation of P village in Shanxi Province, this paper evaluates its current operation mode of industrial poverty alleviation; By comparing the access and cognitive level of industrial poverty alleviation policies between poor households and non-poor households, we can construct the poverty targeting degree of industrial poverty alleviation. Further analyze their project participation behavior, income sources, income growth, etc., and measure the empowerment effectiveness of industrial poverty alleviation. It is found that the resource opportunities promoted by the previous industrial policies have eliminated absolute poverty, but there are still some practical problems, such as insufficient empowerment of knowledge, skills and values of some poverty-stricken households, poor effect of industrial development on poverty and unsustainability. Finally, it is found that the poverty alleviation cooperative model and the industry-driven employment model have the best effects of empowerment and sustainable poverty alleviation. Therefore, only by constructing the interest linkage mechanism of industrial poverty alleviation and sharing the dividends of industrial development can we achieve efficient empowerment, endogenous development and rural revitalization.

Keywords

Industrial Poverty Alleviation; Rural Revitalization; Empowerment Theory; Endogenous Development.

1. Ask Questions

In September 2018, the Central Committee of the Communist Party of China and the State Council issued the Strategic Plan for Rural Revitalization (2018-2022), which incorporated the rural revitalization strategy into the consideration of new rural construction in various regions. In 2020, China won a comprehensive victory in the fight against poverty and entered the "post-poverty-alleviation era". However, some underdeveloped areas have the problems of returning to poverty after poverty alleviation and lack of vitality for subsequent development. Even the poverty alleviation industry, which is regarded as the strongest "blood transfusion" ability among the five models of precision poverty alleviation, will inevitably encounter the challenge of sustainable poverty alleviation in grass-roots practice in underdeveloped areas. Different modes of industrial project selection and policy targeting, that is, the target group's identification and participation in the policy, all affect the contribution of industrial poverty alleviation policies to promoting endogenous development to a great extent, so it is indispensable to explore them.

2. Literature Review

Endogenous development theory began in 1980s, and was gradually put forward and developed by European scholars in the process of studying rural development strategy by reflecting on classical economics. In 1988, the United Nations "Endogenous Development Strategy" basically described its form and value orientation. "Endogenous development comes from within and serves the people" [1]. Lowe scholars believe that endogenous development should include three aspects: emphasizing the importance of local participation, promoting and cultivating local identity, and developing and utilizing rural resources [2]. Generally speaking, the concept of endogenous development seeks to make use of internal strength and resource advantages to achieve development on the basis of its own intrinsic value and development system, and respects the original social, economic and cultural development.

Amartya Sen believes that poverty does not simply mean low income, but that people's basic abilities are deprived and opportunities for development are lost.[1]Therefore, it can be inferred that the main factor causing the lack of farmers' subjectivity in the implementation of rural revitalization strategy may be the lack of farmers' rights and abilities. Empowerment is the process of increasing the assets or capabilities of individuals or groups, which becomes the endogenous basis for poor households to form sustainable livelihoods.[4]. Many scholars also regard poverty as a social construction problem, and solve the poverty problem from the perspective of empowerment theory, believing that it is conducive to promoting the improvement and innovation of the poverty governance system, so that the poor people can get rid of poverty and become rich smoothly.[5]. Combining Yang Qi and Li Xinyan[6]According to the views of scholars, this paper divides empowerment into three levels: resource opportunities, knowledge and skills, and values. The coordinated development of the three levels can continuously stimulate the endogenous power of rural revitalization.

Policy targeting means paying attention to how the government's poverty reduction plan can effectively transfer resources to the poor, which mainly includes two parts: target targeting in advance and demand targeting in the process.[10]. Some scholars have made an empirical analysis on the targeting effect of China's rural minimum living security policy, and come to the conclusion that the targeting rate of rural minimum living security is very low according to the income poverty standard.[7]Some scholars also mentioned that "poverty alleviation resources are aiming at missing targets"[8]And "elite capture phenomenon"[9]. Xu Xian proposed to measure policy targeting by comparing poor households and non-poor households' cognitive level, willingness to participate, participation behavior and consistency of participation in industrial poverty alleviation projects.[10]This paper mainly uses this model for reference to design research activities.

The industrial poverty alleviation in this paper is a market-oriented, economic benefit-centered, industrial chain system-based approach, which implements regional layout, integrated management and specialized services for the economy of poverty-stricken areas, and forms a community of interests to promote regional sustainable poverty reduction. Poverty alleviation by industry is not only the pursuit of the size of industrial scale and the amount of income and profits at the economic level, but also the consideration should be made from the perspective of the development ability of poor households in the market. In terms of industrial management mode, the combination of farmers and agricultural enterprises is more conducive to improving the subjective status of farmers, thus enhancing their professional ability and realizing the empowerment of the poor [12].

Therefore, we can build a logical chain of "efficient empowerment-endogenous development-industrial prosperity".

3. Research Design

1.Research sample

Yangqu County, Shanxi Province is located in Xinzhou and Jinzhong,the backbone of the basin, with traffic congestion, poor people and backward economy for many years, was once a key county for poverty alleviation and development at the provincial level. There were 43 poverty-stricken villages, and 8,830 households with 20,822 people were registered as poverty-stricken people. Village P, Y Township, Yang County, covers an area of 24.13 square kilometers. It was once a provincial poverty-stricken village in Shanxi Province, and it has two natural villages, Village P and Village S, which belong to mountainous areas. Since the implementation of China's precise poverty alleviation policy, Yangqu County has made great efforts in terms of "industrial development, ecological construction, employment training, village collective economic growth, promotion of poor villages, policy backing, and stimulating endogenous motivation" according to local conditions, forming an industrial poverty alleviation model of "one village, one product and one subject". In 2017, the whole village of P was lifted out of poverty. In 2019, all the poverty-stricken households in the whole village were lifted out of poverty, and the poverty alleviation industrial projects were outstanding in construction and complete in types, which had typicality and research value.

2.Research method

Considering the education level and average age of the rural residents, in order to ensure the quality of the questionnaire, this paper randomly sampled the villagers on the main roads of the village, distributed and filled out the questionnaire, and collected it on the spot. The questionnaire mainly includes 14 indicators at three levels: the basic situation of the respondents, the targeting of industrial poverty alleviation policies and the income increase of industrial poverty alleviation. The specific contents are shown in Table 1. Among them, on the scale selection of policy targeting, Likert's five-point scale is selected, and the scores from "very ignorant" to "very knowledgeable" correspond to 1-5 points respectively. The higher the score, the deeper the poor households know about the poverty alleviation policies in related industries.

A total of 76 questionnaires were distributed, 73 were valid, and the sample effective rate was 96.05%. Among them, the proportion of poor households is larger than that of non-poor households; The heads of households are older, mainly rural left-behind elderly people over 60 years old, followed by middle-aged people aged 40-60, and young people aged 25-40 are few, which reflects the loss of local young labor force and affects the accuracy of the results to some extent. The general education level of the investigated population is extremely low, and the vast majority of them are primary school education level; The top three poverty-causing factors are lack of funds, labor and technology.

In this paper, four poverty-stricken households, two non-poor households, one township-level poverty-stricken cadre and four village-level poverty-stricken cadres (11 people in total) were selected to conduct semi-structured interviews, so as to learn about the implementation of the central policies and the major problems faced by the grass-roots units in the investigated areas from multiple dimensions.

Table 1. Definition and description of questionnaire indicators

Class A index	Secondary index		Definition and description
Basic information of survey object	Are poor households?		Yes =1, no =2
	Causes of poverty (illness/disability/study/lack of skills/labor/funds)		Deletion =-2, first order =1, second order =2, third order =3, fourth order =4
	Family situation	Age of head of household, years of education, total family population, number of elderly people over 65 years old, number of minors under 16 years old, number of families who have lost labor force (due to illness or disability), number of families who go out to work or do business, number of families with high school education or above.	Self-filling
	Society status	Whether there are civil servants or village cadres at home (if so, the specific number); Are there any party members in the family (if so, the specific number)	Yes =1, no = 2; Self-filling
Targeting of industrial poverty alleviation policies	Ways to understand the industrial poverty alleviation policy of our village		TV/village radio =1, mobile phone/computer =2, helping cadres/village cadres =3, and village assembly =4.
	Understand degree	Understanding of the measures to help share dividends. Knowledge of cooperative-related policies Understanding of individual breeding assistance measures Understanding of employment and entrepreneurship assistance measures Knowledge of infrastructure construction assistance measures Knowledge of technical assistance measures. Knowledge of financial assistance measures Knowledge of material assistance measures	Very little knowledge =1, 2, 3, 4, 5.

	Participate in degree	Whether to participate in the dividend assistance measures? Participate in cooperative related policies? Whether to participate in individual breeding assistance measures Whether to participate in employment and entrepreneurship assistance measures Whether to participate in infrastructure construction assistance measures? Are you involved in technical assistance measures? Whether to participate in financial assistance measures? Participate in material assistance measures?	Not participating =0, participating =1
Industrial poverty alleviation and income increase		Family net income (net income refers to the total income obtained from various sources, and the total income after deducting the expenses incurred in obtaining the income accordingly)	Self-filling
	Income source channel	Income comes from planting; Breeding industry; Doing business; Income from working; Life support funds provided by the government; Local industrial poverty alleviation funds	No =0, yes =1
	Industry-related benefits	Beneficial amount of photovoltaic industry poverty alleviation project, alpaca industry poverty alleviation project, alpaca industry poverty alleviation project, cooperative participation, post employment provided by enterprises for poor households, individual self-employed industry, and other industry poverty alleviation projects.	Self-filling
		Since the implementation of the precise poverty alleviation policy, the average annual increase of household income	Self-filling

Table 2. Descriptive statistics of sample

Variable name	Variables	Frequency/number	Frequency/%
Establish a card for poor households	be	59	80.8
	no	14	19.2
Age of head of household	Under 25 years old	0	0
	25-40 years old	forty-four	5.50%
	40-60 years old	27	37.00%
	Over 60 years old	forty-two	57.50%
Educational level of householder	primary school	55	75.30%
	junior school	14	19.20%
	High school and above	four	5.50%
The cause of the first poverty	due to illness	one	1.69%
	Due to disability	one	1.69%
	Cause study	0	0.00%
	Lack of technology	eight	13.56%
	Lack of labor	eight	13.56%
	Lack of funds	41	69.50%

4. Investigation and Analysis

4.1. Policy Targeting and its Impact Analysis

1. There is a big age difference in villagers' acquisition and cognition of poverty policy.

The survey found that farmers mainly get information about industrial poverty alleviation projects by helping cadres and villagers' assemblies, accounting for 76.7%; The proportion of information about industrial poverty alleviation projects obtained through new media, agricultural cooperatives, neighbors, relatives and friends and other other other channels is almost non-existent. Such a single source of information can easily lead to differences in the cognitive level of industrial poverty alleviation projects.

Generally speaking, the industrial poverty alleviation projects in this village cover a wide range and have a good poverty targeting effect. However, after controlling the two variables of "whether it is a poor household" and "years of education", it can be seen that there are age cognitive differences in the targeting degree of poverty policies, and the younger you are, the deeper you know about relevant policies. Only financial assistance measures and material assistance measures do not conform to the relevant relationship. It may be that local financial assistance and material assistance measures basically achieve full coverage of the audience. The above results show that there are still blind spots in industrial poverty alleviation, some farmers lack corresponding cognition, their participation enthusiasm is not high, their willingness to participate is out of touch with their participation behavior, and poor households participate passively.

2. Aging of industrial empowerment objects

Village has a small family size, with 1-4 family members, more elderly people over 65 years old, and one third of the population goes out to work or do business. The influx of young labor force into the city has made the population of this village more aging than that of cities and towns, and the age of the actual empowerment targets of policies is generally higher than that of the target groups in the policy design, which leads to the fact that the empowerment effect of poverty alleviation policies in many industries is lower than expected.

Table 3. Correlation analysis between age of head of household and targeting of poverty policy

Control variable			Age of head of household
Excuse me, are you a poverty-stricken household? & years of education (years)	Age of head of household	correlation	1.000
		Saliency (two tails)	.000
		freedom	0
	Do you know the measures to help our village share dividends?	correlation	-.676
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the relevant measures of the village cooperative?	correlation	-.644
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the supporting measures for individual breeding in this village?	correlation	-.663
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the employment and entrepreneurship assistance measures in this village?	correlation	-.551
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the supporting measures for infrastructure construction in our village?	correlation	-.557
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the technical assistance measures in this village?	correlation	-.541
		Saliency (two tails)	.000
		freedom	sixty-nine
	Do you know the financial assistance measures in our village?	correlation	-.028
		Saliency (two tails)	.818
		freedom	sixty-nine
	Do you know the material assistance measures in our village?	correlation	-.499
		Saliency (two tails)	.000
		freedom	sixty-nine
A. The cell contains zero-order (Pearson) correlation.			

It can be seen from Table 4 that although the village has developed various poverty alleviation industries, the villagers still focus on planting. On the one hand, it is based on the present situation of "everyone owns land" in the village, and on the other hand, it also reflects the problem that some cooperatives or breeding assistance policies are not obvious in increasing income caused by the loss of village labor force. "It's not that we don't help, and some families don't have labor force. At first, the village helped them to apply for lambs and chickens for breeding assistance and industrial start-up. However, after two days of breeding, some elderly people felt that they couldn't support themselves if they couldn't, so they sold them. In this way,

although they got a one-time income, the subsequent growth was weak, and they could only cultivate land. Gradually, there are only a few large breeders and cooperatives that have really started breeding and increased their income significantly. " The poverty alleviation cadre b3 mentioned that P village lacked labor force, which led to the situation that "the big family is rich, but the small family has nothing" in the aquaculture project.

Table 4. Main sources of income of villagers

		Respond	
		Number of cases	Percentage
Main sources of income	Income planting	55	29.7%
	Income breeding industry	11	5.9%
	Income business	one	0.5%
	Labor income	24	13.0%
	Life support funds provided by the government	38	20.5%
	Local industrial poverty alleviation funds	fifty-six	30.3%
Amount to		185	100.0%
A. The value 1 is used to tabulate two groups.			

3. Poor households have the idea of "waiting for need"

In the process of industrial poverty alleviation, the core goal of both enterprises and poor households is to increase their respective income, but there is a paradox: in the vast underdeveloped rural areas, which are typically represented by the survey places, the industrial policies of external poverty alleviation are conceived and developed with the mission of precise poverty alleviation, and there is a lack of standardized and effective interest linkage mechanism between poverty alleviation projects and poor households. Once the local government has the idea of "short, flat and fast" in the selection of industrial poverty alleviation projects, it may lead to insufficient investment in innovative elements and insufficient talent reserve. In the later period, if the state guides the direction of relevant poverty alleviation policies to change, it will be easy to suffer from insufficient blood supply and weak growth, and it is likely that there will be a short-term poverty alleviation and then return to poverty.

In addition, the investment and shareholding mode with the largest income increase, the most stable income increase, and the widest participation of villagers has less empowerment. Poor households have no sense of participation in this kind of industry, and wait for dividends every year, which is extremely easy to cause the idea of "waiting for the need", which is not conducive to improving the self-development of poor households. Poor households generally lack confidence in the future sustainability of the income of repaying interest by borrowing money, quantifying shares and making small interest-free loans. Especially for the poor households who have partially or completely lost their labor force due to old age, weakness, illness, disability and other reasons, they mainly rely on the government to "cover the bottom". Industrial poverty alleviation is not enough to empower this part of the population, which makes it easy to become a blind spot in policy.

4. The goal of endogenous development and pro-poor growth has not been achieved.

With the continuous improvement of the poverty line, the marginal benefit of industrial poverty alleviation is gradually decreasing, and a single and homogeneous industrial poverty alleviation project is difficult to meet the needs of farmers to get rid of poverty and become rich. Under-developed poverty-stricken areas are subject to natural conditions, and often focus on poverty alleviation projects in industries such as seed breeding and millet grain processing, and the

homogenization trend is serious. The nominal participation rate of poor village households in breeding industry projects exceeds 80%. However, due to the lack of standardized actual management process, the application scope of science and technology is limited, resulting in lower benefits for farmers.

Beneficial growth is a new concept of development economics. It pays attention to the relationship among economic growth, inequality and poverty, and emphasizes that the growth ratio of economic growth to the poor should be greater than the average growth rate. The village industry poverty alleviation project has obvious poverty alleviation, that is, there is a moderate positive correlation between the average annual growth of household income and whether the poverty-stricken households set up files or not. However, once the immediate and one-off industrial development policy subsidy is deducted, there is no obvious difference between the two in the benefits of industrial poverty alleviation projects, and endogenous development and pro-poor growth still need to be pursued as long-term goals.

4.2. Industrial Poverty Alleviation Practice and its Empowerment Effect Analysis

At the county level, Yangqu County cultivates leading industries, develops county economy and increases capital accumulation capacity; In villages and towns, P village increases public investment, improves infrastructure and cultivates industrial environment; At the level of poor households, Village P provides jobs, promotes human capital, and actively participates in all links of the industrial value chain. Various industrial poverty alleviation policies have actually increased the income of villagers, but their empowering effects and promoting effects on endogenous development are different.

1.Investment and shareholding mode

The village government supports the development of local leading enterprises by taking the village collective funds as shares, and at the same time obtains dividends from poverty alleviation funds. In 2016, the government invested 1.7 million yuan in Fengshan Alpaca Breeding Base, implemented the policy of repaying interest by borrowing money, and received 140,000 interest per year for poverty alleviation funds; In 2018, the government added an additional 2.04 million yuan to the base in the form of stock conversion and quantification, and received more than 160,000 yuan of poverty alleviation funds every year. At the same time, the village government also participates in the photovoltaic power generation industry project organized by Yangqu County, and gets 20,000 to 40,000 dividends every year for poverty alleviation funds.

Such projects have large dividends and definite income increase, but for poor households, their participation is low, which only gives them resource opportunities, and their self-development ability has not been improved.

2.Poverty alleviation model

There are eight large cattle farmers in the village, and four professional breeding cooperatives. The breeding techniques such as green feed storage, combination of captive and free-range breeding have been basically covered. "At first, I didn't know anything, had no money, and didn't know how to raise it. The village sent lambs and chickens, and invited outside intellectuals to give us lectures. Village cadres often visited the breeding grounds, and gradually everyone became skilled. The breeding mortality rate went down, and the income came up. " A2, a poverty-stricken household who has benefited from running a breeding cooperative, said that the income of the cooperative now ranges from 300,000 to 500,000 per year.

The income of this model is relatively stable. For poor households, the participation is high, which endows them with resource opportunities, knowledge and skills, indirectly enhances their values, and promotes the self-development ability of poor households.

3.Individual independent management mode

For some poor households with low capital and low willingness to cooperate, the village committee will join hands with the Federation of Trade Unions to provide chickens/breeding sheep for villagers to develop individual small-scale aquaculture, or provide free machine cultivated land, seeds and technical services for the whole village to develop potato, corn and other planting industries, so as to help individual businesses increase their income.

Although the income of this model is low and unstable, the poor households fully participate in the market, gain resource opportunities, knowledge and skills, indirectly enhance their values and promote their self-development ability.

4.Industry drives employment mode

The village continues to hold weekend schools, carry out knowledge and skill training with various forms and rich contents, publicize employment assistance policies to villagers, teach breeding techniques, and skills and knowledge such as e-commerce and agricultural machinery maintenance to meet market demand. At the same time, give full play to the advantages of ecological environment and natural resources in poverty-stricken areas, popularize advanced and applicable technologies, increase the support of leading enterprises, cultivate and expand industries with distinctive advantages, strive for public welfare posts for poor households, publish employment information through WeChat/bulletin boards and other channels, and assist villagers with certain technical skills to contact with each other, so as to achieve a win-win situation for poor households and enterprises.

This model has a moderate and stable income, which can increase the income of poor households, increase the regional employment rate, and long-term persistence is expected to achieve the full empowerment of resource opportunities, knowledge and skills, and values.

5. Policy Advice

1.Accurate publicity of policy target groups

Some villagers in the village, especially middle-aged and elderly people, have a low understanding of the industrial poverty alleviation policies they are involved in. Village cadres should combine centralized propaganda with normalized propaganda: on the one hand, they should make full use of village radio, WeChat official account and other media to carry out policy propaganda continuously, and interpret policy documents in popular language, so that villagers with low education level can easily accept it and expand the awareness of industrial poverty alleviation policies. On the other hand, it is necessary to make use of the strength of helping cadres in villages, etc., to regularly carry out the industrial poverty alleviation policy and then publicize it at home, so as to "reach people from home to home". Understand the public opinion in time, grasp the people's feelings, and improve the villagers' sense of acquisition, satisfaction, and well-being.

2.Establish and improve the rural talent introduction mechanism.

The prosperity of rural industry needs talents. Faced with the serious aging phenomenon of rural resident population, in order to enhance the rural development stamina, the government should give policy support, encourage college graduates to return to their hometowns to start businesses, and migrant workers to bring their skills back to their hometowns to start businesses. By consolidating the achievements in poverty alleviation, stabilizing the existing team of helping talents, improving the long-term encouraging mechanism, striving to keep helping talents in rural areas, increasing efforts to train local talents and industrial development leaders in poor villages, and continuing to contribute to rural revitalization.

3.Double support of "ambition" and "intelligence"

The National Rural Revitalization Strategic Plan (2018-2022) emphasizes that the basic principle of implementing the rural revitalization strategy is to adhere to the dominant position of farmers, fully respect their subjective wishes and fully mobilize their initiative. It is necessary to further strengthen farmers' ideological education, and help farmers establish the value concept of actively participating in rural revitalization. At the same time, it provides agricultural skills training and vocational training, and "teaches them to fish" to improve the quality of the masses and cultivate local talents. In the "post-poverty alleviation era", we should strengthen the governance of returning to poverty, pay attention to the "ambition" and "wisdom" support of the poor groups, further realize the empowerment of knowledge, skills and values, and promote sustainable poverty reduction.

4.Cultivate a new format of rural agriculture

The development of characteristic industries should change from exogenous "blood transfusion" to endogenous "hematopoiesis" to provide kinetic energy for the long-term revitalization of poverty-stricken areas. All localities should adhere to local conditions and village policies to establish a modern rural characteristic industrial system. On the one hand, it closely focuses on local characteristic agricultural products (millet and miscellaneous grains), forming a "production-processing-sales" industrial development model of the whole chain; Actively cultivate and incubate characteristic products with market, brand and benefit. On the other hand, we should also develop and support new rural financial products (small amount and low-interest loans) to effectively broaden farmers' financing channels.

5.Constructing the Interest Linkage Mechanism of Industrial Poverty Alleviation

Under the existing mode, we should cultivate and develop the interest linkage mode of "leading enterprises + cooperatives + farmers", highlight the leading role of leading enterprises and cooperatives, and explore "enclave economy". Through interest repayment, stock conversion quantification and public welfare posts, industrial assistance will be carried out to realize "industry in front of the door, employment at the door", so that people can enjoy the dividends of industrial development. In addition, it is also possible to speed up the development of rural tourism, leisure agriculture and other related industries, broaden farmers' employment channels, realize the vision of increasing farmers' income, and effectively share the dividends of industrial development by combining the existing virgin forest, alpaca base, state-level historical relics and other resources of P village through new modes such as "internet plus".

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