

Problems and Countermeasures of Targeted Poverty Alleviation Performance Evaluation

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Abstract—Under the background of new poverty situation and targeted poverty alleviation, how to further improve the performance evaluation system of poverty alleviation projects based on the performance evaluation of poverty alleviation projects is an urgent problem to be studied and solved. From the practical level, this work first established a poverty alleviation performance evaluation index system including five indicators, which are poverty alleviation targets, targeted measures to households, targeted funds usage, targeted projects arrangement, and targeted poverty alleviation effectiveness. Subsequently, this work analyzed problems existing in the poverty alleviation performance evaluation from the perspective of work mechanism. Finally, this work put forward specific measures to improve the quality of evaluation data and standardize third-party evaluation, so as to improve the performance evaluation mechanism of poverty alleviation projects and ensure the implementation of targeted poverty alleviation projects.

Keywords—Targeted Poverty Alleviation; Performance Evaluation; Evaluation System; Problems and Countermeasure

I. INTRODUCTION

In the work of poverty alleviation, whether or not there is a scientific evaluation system and method is an important measure to measure the effectiveness of poverty alleviation tasks. In the past, the performance evaluation of poverty alleviation projects was mostly carried out from the perspective

of "input-process-output-impact", that is the project management perspective, which has strong scientific nature and practical guidance. However, from the perspective of the use efficiency and the effectiveness of poverty reduction, the performance evaluation of poverty alleviation projects needs to be further improved. Under the background of new poverty situation and targeted poverty alleviation, how to establish an effective evaluation system to achieve targeted performance evaluation and explore the underlying causes that hinder performance improvement, and how to further improve the performance evaluation system of poverty alleviation projects based on the performance evaluation practice of poverty alleviation projects are issues that need to be studied and solved.

II. ESTABLISHMENT OF THE TARGETED POVERTY ALLEVIATION PERFORMANCE EVALUATION SYSTEM

Based on the content system and interpretation of the targeted poverty alleviation policy, including main ways of targeted poverty alleviation (six targets and a group of five measures) and combined with existing research results and actual evaluation needs, five first-level indicators system including poverty alleviation targets, targeted measures to households, targeted funds usage, targeted projects arrangement, and targeted poverty alleviation effectiveness can be identified (see Table I for specific indicators).

TABLE I. POVERTY ALLEVIATION PERFORMANCE EVALUATION INDICATOR SYSTEM FROM THE PERSPECTIVE OF TARGETED POVERTY ALLEVIATION

First-level indicators	Second-level indicators	Third-level indicators
Poverty alleviation targets	Selection methods of poverty alleviation targets	Is there a detailed implementation plan Whether the selection method is valid
	Targeted poverty alleviation at the village level	Proportion of poor villages in the project village Development capacity of project villages
	Target poverty alleviation population	Proportion of poor households in the project households The proportion of registered residents in the total poor population
Targeted measures to households	Assignment targeting based on villages	Average number of support staff per poor household (person) Target satisfaction
	Funds investment targeting	Proportion of funds from various sources (government, society, credit) The amount of funds from various sources compared with the planned investment
Targeted funds usage	Funds investment (alleviation methods targeting)	Proportion of financial poverty alleviation funds to villages Proportion of funds used by low-income households Proportion of funds used for relocation Proportion of funds used for ecological compensation
		Proportion of funds used to develop education Proportion of funds used to develop production
		Innovative use of poverty alleviation funds
		Time limits of funds using
	Time limits of funds using	Time limits for each source of funds in place

Cont. to TABLE I.

		Cont. to TABLE I.	
Targeted projects arrangement	Project checking and accounting	Situation of project checking	
		Funds accounting rate	
	Project progress	Time limits of funds accounting	
Annual project construction progress			
Targeted poverty alleviation effectiveness	Policy effectiveness in poverty reduction	General project construction progress	
		The number of poor population reduction in rural areas	
	Social poverty reduction	Poverty returning rate	
		Highway rate	
		Safe drinking water rate	
		New rural cooperative participation ratio	
		Children enrollment rate	
		Labor illiteracy rate	
		Per capita housing area rate	
		Per capita net income of poverty alleviation targets	
		Comparison of income between urban and rural residents	
Effectiveness in poverty reduction	Based on specialty circumstances		

A. Poverty alleviation targets

The first difficulty in targeted poverty alleviation is that accurate identification cannot be realized. In the actual operation, there is an operational risk that the objective data is unscientific and subjective, and the target of poverty alleviation has a certain degree of the off-target phenomenon. Based on the existing research foundation and actual situation, the evaluation of poverty alleviation targets can be started from the following aspects: First, whether the selection method of poverty alleviation targets is reasonable, and whether the selection results of the project on village-level objects and household-level objects are reasonable, focusing on the poor households targeting in the project households. In the selection of poverty alleviation targets, it is mainly to evaluate whether there is a detailed implementation plan, whether the selection method is effective (that is, whether it is open, fair, and scientific). At the village level, it is subdivided into the proportion of poor villages in the project villages and the development capacity of the project village. The specific content of the project village development capacity can be determined according to the specific project category or theme in actual operation, such as livestock industry poverty alleviation project; village-level project development capability includes the proportion of migrant workers, the current labor force age structure and health conditions; household level is subdivided into the proportion of poor households in the project households and the proportion of registered population in poor population [1].

B. Targets measures to households

Ten targeted poverty alleviation to households refers to policy propaganda to households, industrial support to households, employment poverty alleviation to households, ecological immigration to households, social security to households, education poverty alleviation to households, financial poverty alleviation to households, infrastructure to households, renovation of dangerous buildings to households and partner assistance to households. Based on the types of resources provided by poverty alleviation agencies, they are mainly divided into funds to households and support staff to households. Therefore, the first-level indicators are divided into two second-level indicators, that is, assignment targeting based on villages and funds investment targeting. Assignment targeting based on villages can be divided into two third-level indicators, that is, the average number of support staff per poor

household (person) and targets satisfaction. Targets satisfaction can be divided into personal satisfaction and social satisfaction. Funds investment targeting can be divided into three third-level indicators, that is, the proportion of funds from various sources (government, society, credit), the number of funds from various sources compared with the planned investment, and the proportion of financial poverty alleviation funds to villages. By calculating the proportion of funds from various sources of poverty alleviation projects, it is reasonable to examine whether the entire structure of funds is reasonable; by comparing the actual fund-raising amount of each source of funds with the planned fund-raising amount, it can evaluate whether the fund-raising of poverty alleviation projects is realized as planned; the proportion of financial poverty alleviation funds to villages is mainly used to examine the proportion of financial poverty alleviation funds to the poor targets.

C. Targeted funds usage

Fund usage of poverty alleviation projects emphasizes its "accuracy", that is, the situation of using poverty alleviation project funds, especially the financial poverty alleviation funds directly for the poor, composed mainly by three second-level indications, which are funds investment (alleviation methods targeting), funds using methods, and funds using efficiency. Funds investment (alleviation methods targeting) can determine the proportion of funds used by low-income households, the proportion of funds used for relocation, the proportion of funds used for ecological compensation, the proportion of funds used to develop education, and the funds used to develop proportion through tracking the location and purpose of funds, so as to see if its use is reasonable, whether it is effective to target poor people, and whether it meets the needs of poverty alleviation. The way of funds usage mainly refers to the innovative use of poverty alleviation funds, evaluating the exploration of encouraging to use poverty alleviation funds in the form of awards, subsidies first and subsidies later mainly from the qualitative perspective. Third-level indicators of the time limits is the time limits for the availability of funds from each source, that is, the ratio of the actual amount of funds in each source to the planned investment amount, the actual annual arrival time of each source of funds and the planning time, so as to examine the availability of funds and use efficiency.

D. Scheduling and management of targeted poverty alleviation

The evaluation of the arrangement and management of the precision poverty alleviation project aims to find out the shortcomings and defects in the management process, and then give feedback to relevant departments to make timely adjustments, which is a major difficulty in the accurate poverty alleviation evaluation work. Indicators for targeted project arrangement and management are mainly divided into two second-level indicators: project checking and accounting, and project progress. Project checking and accounting can be subdivided into project checking situation, funds accounting rate and time limits of funds accounting. Project checking situation is to examine whether the construction project is completed according to the regulations and whether the completion acceptance procedure is complete by consulting the completion report of each construction project provided by the department; the fund accounting rate is to examine whether the project accounting is in accordance with regulations by calculating the proportion of the actual accounting amount to the payable amount; the time limits for funds accounting is to check the funds accounting situation and use efficiency through checking the accounting period of the project funds. The project progress is subdivided into the annual project construction progress and the general project construction progress, which is used to check whether the project is completed on time with high quality based on effective management. The annual project construction progress is the proportion of the completed construction projects amount in the current year to the planned completion amount; the general project construction progress is the proportion of the completed construction projects amount in this year to the total amount of planned completion of the total project cycle.

III. MECHANISM PROBLEMS EXISTING IN THE TARGETED POVERTY ALLEVIATION EVALUATION SYSTEM

According to the above indicator system, it is found in empirical research that the main difficulty in the performance evaluation of targeted poverty alleviation lies in the fairness of data acquisition and evaluation.

A. Missing evaluation data

The research method of quantitative analysis in poverty alleviation performance evaluation is inevitable, which requires a large amount of data support. However, in actual research, obtaining and processing data has become the biggest problem, which directly affects the performance evaluation. The main reasons for the lack of data are as follows: First, some information data is temporarily unavailable, such as the poverty returning rate indicator. The poverty returning rate refers to the proportion of people falling back into poverty who have been lifted out of poverty [2]. At present, there is no relevant statistics on the number of people who have fallen into poverty again, and it also involves a time problem, that is, the time limit for these people is not uniform. Second, some information is omitted, which may be caused by the fault that the record is considered unimportant, forgotten to fill in, misunderstood and omitted, or it may be due to some man-made reasons in the process of data collection, storage and transmission. For example, the highway rate, children

enrollment rate and per capita housing area rate can hardly be found in the research, and is rarely mentioned in poverty alleviation work report summary; third, the information obtained is not accurate, which means that data statistics of the index are contradictory through different obtaining ways. For example, the number of poor households and the number of poor people. Although the poverty alleviation department has established a file of poor people, it lacks scientific and dynamic management methods, therefore, some of them were poor households, but they are out of poverty through entrepreneurship, and they did not withdraw from poverty files in time, and some of them were not poor households, but they are not able to file in time due to illness and other reasons.

B. Lack of evaluation agency

At present, there are two main ways to implement the performance evaluation of poverty alleviation projects. One is the multiple agencies joint, which is monitored and evaluated by the approval department, namely the provincial and county poverty alleviation offices combined with other agencies such as statistical departments and local governments; the other is the poverty alleviation project implementation department, namely the local government's organizational finance, auditing, etc. It can be seen that there is no professional and independent system for poverty alleviation project evaluation agencies from the national to the provincial level to the local level. The lack of implementing agencies leads to the lack of poverty alleviation evaluation systems, plans, methods and related functions, which will hinder the formation of functional improvement evaluation systems [3]. In order to solve this problem, it is imperative to introduce a third-party evaluation mechanism. The third-party evaluation is an important form of government performance management, and its core meaning lies in objectivity, fairness and independence. As a necessary and effective external checks and balances mechanism, it compensates for the defects of traditional government self-evaluation and plays an irreplaceable role in promoting the construction of service-oriented government. However, at present, China's independent third-party policy evaluation agencies are still in a fragmented and spontaneous stage [4]. There are still some shortcomings in their own development, such as the lack of professional talents, the lack of standardization of evaluation, quantitative evaluation methods and evaluation criteria. Therefore, its authority on policy evaluation is not enough, which affects the degree of social recognition to a large extent.

IV. SUGGESTIONS FOR IMPROVING THE PERFORMANCE EVALUATION SYSTEM OF TARGETED POVERTY ALLEVIATION

A. Clarifying indicator requirements and improving data quality

Data quality is the basis for ensuring data application. Its evaluation criteria mainly include four aspects: integrity, consistency, accuracy and timeliness. Evaluating whether the data meets the expected quality requirements can be judged by these four aspects. The lack of evaluation data is mainly because the poverty alleviation managers do not do the data statistics and collation work since they do not understand the specific requirements of the evaluation indicators. Therefore, establishing a systematic monitoring index system based on the

requirements of project management and performance is the priority for the improvement of the data quality. In addition, based on the data needs of indicators, corresponding data should be collected and accumulated from the base period of project execution, and the data should be analyzed. Only when the indicators are clear, managers can organize the relevant data accurately and without missing. Furthermore, the organization of data information is an ongoing process, which needs repeated measurement and collection of data for a long time. Therefore, it is necessary to improve the professional training for evaluation standards, evaluation methods, information collection, result feedback and application for poverty alleviation managers, so as to enhance the standardization and scientificity of poverty alleviation performance evaluation practices.

B. Improving the performance evaluation mechanism and standardizing third-party evaluation

At present, the evaluation mechanism of poverty alleviation performance in China is still not perfect, and the scientific evaluation system has not yet been established. Due to the lack of specialized organizations and mechanisms, the current poverty alleviation performance evaluation method has not yet formed a systematic method system. In February 2016, in order to ensure the solid progress of poverty alleviation work, the Central Office and the State Council issued the *Measures for the Evaluation of the Effectiveness of Provincial Party Committees and Government Poverty Alleviation and Development Work*. Its biggest highlight is to clarify that the data sources of evaluation indicators need to introduce the third-party evaluation in addition to "official" data such as poverty alleviation and development information system and the national monitoring of rural poverty. Third-party evaluation, as a major measure of innovative management methods in the new era, has become an important basis for objectively judging the accuracy of the party committee and government's poverty alleviation and development work, and the satisfaction of the masses. It has also become an "optimizer" to help precision poverty alleviation. To standardize the development of third-party evaluation work, it is necessary to first strengthen the construction of third-party evaluation agencies. The third-party evaluator should be composed mainly of experts and scholars, who are not policymakers or performers, so as to ensure their professionalism and independence. In addition, the government should increase policy support for independent evaluation agencies, introduce relevant policies, grant funding support from third-party evaluation agencies, improve information disclosure systems, strengthen training for evaluation professionals, and promote their development. Finally, independent third-party policy evaluation should be included in the rule of law, reducing the situation fundamentally of the government evaluating itself [5]. In addition, it is necessary to establish a sound evaluation result application mechanism and an evaluation result inspection

mechanism. The problems revealed by the third-party evaluation will be rectified and implemented by the relevant responsible departments, so as to ensure that the third-party evaluation agencies will truly play their role. Through the public evaluation results and social supervision, the social credibility of the third-party can be guaranteed.

V. SUMMARY

"Eliminating poverty, improving people's livelihood and achieving common prosperity" is the essential requirement of socialism and an important condition for achieving social stability and harmonious development. Performance evaluation is an important part of poverty alleviation work [6]. Based on the in-depth analysis of poverty alleviation performance, this work constructed a targeted evaluation index system and improved the related indicators of targeted poverty alleviation, especially from the perspective of targeting, so that the poverty alleviation performance evaluation is more targeted. However, the poverty alleviation performance evaluation system is a complex system, especially in the context of the continuous development and changes of the social economy in the new era, the poverty characteristics tend to be diversified, the distribution of benefits involved in poverty alleviation becomes more difficult, and the nature of poverty alleviation performance is deepened. The exploration of the poverty alleviation mechanism and the mining of poverty alleviation nature will be the focus of further research in the future.

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