

Village Flexible Execution Logic of the Current Minimum Guarantee Policy—a Case Study of A Village in GanSu Province

Mei JIN^{1,a}, Bai-Hong LI^{2,b,*} and Jin-Feng HE^{3,c}

^{1,2,3} School of Economics and Management, Lanzhou Jiaotong University ,Lanzhou 730070,China

^A15022059733@163.com

*Bai-Hong LI

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Abstract: Non-standard phenomenon of rural minimum guarantee policy during its execution is of common occurrence. Taking A village in GanSu province as example, this paper explored the cause of the flexible execution of the current minimum guarantee policy from the township government, village cadres and villagers these three viewpoints, by analyzing various flexible execution phenomenon in the process of minimum guarantee policy, and then put forward countermeasures for basic-level government to disposing the rural rural minimum guarantee policy better.

Introduction

Rural subsistence allowances refers to the families with low per capita monthly income less than the urban subsistence allowances and the families who enjoy the minimum living guarantee of the country. They mainly include four types of villagers and families: no economic source, no labor ability, no legal support or dependents Villagers; villagers who are still unemployed during the period of unemployment benefits or unemployed persons who are still unable to re-entertain their jobs; the average monthly income of their families who are still below the city's minimum standard after receiving wages or minimum wages and retirees ; other families per capita monthly income lower than the city minimum standard villagers[1].

The implementation of the rural subsistence allowances policy has played a positive role in improving the living conditions of the poor. However, in the process of implementing the top-down, it is difficult to implement these problems. In order to resolve these difficulties, it is necessary to carry out a certain degree of implementation of the subsistence allowances. The problem of this policy is mostly studied from two aspects, that is, the completeness of the policy of subsistence allowances and the environment for the implementation of subsistence allowances. Most of the former focus on the way to determine the income of farmers^[2], the latter is mainly from two levels to discuss, the first is from the view of township government, village cadres and villagers point to discuss the policy of the mechanism, the second is from the village itself Social and cultural characteristics to explore the reasons for policy changes^[3], and the second level of subjective strong, different regions of social and cultural characteristics of different guidance is not strong, in view of this article mainly from the first level to explore the policy of the implementation of the policy of subsistence allowances. Through combing A village low security in the grassroots implementation process of the implementation of the logic of the implementation of the grassroots effective implementation of the minimum protection of countermeasures and suggestions.

General Situation of Poverty Alleviation in A Village

A village is A rain-fed farming area along the Yellow River. In recent years, the town party committee and town government in accordance with the “to fight for the project actively, to improve the basic conditions industriously; to develop dry farming ,to ensure grain growth; to cultivate the characteristics of industry, to broaden the channels of income ;to expand labor transfer and increase the income of farmers” overall poverty alleviation ideas, big fight against poverty. By the end of 2014, A village Y community poor population of 29 households 145 people, including low-income

households accounted for 13 households 46 people, the basic situation in Table 1.

Table 1 low family home basic situation table in A village Y community

coding	Politics status	schooling	Population size	Number of labor	disease that seriously affects labor
DB1Wang	The masses	illiteracy	two	one	Wife multiple secondary disability
DB2Wang	The masses	Primary school	three	three	
DB3Yuan	The masses	Junior middle school	three	three	
DB4Yuan	The masses	Junior middle school	five	two	A daughter with a secondary limb disability
DB5Li	The masses	Primary school	three	three	
DB6Zhang	The masses	Primary school	three	three	
DB7Yan	The masses	Primary school	three	three	
DB8Wang	The masses	Primary school	four	four	
DB9Zhang	The masses	Primary school	five	three	grandchildren with a secondary spirit disability
DB10Yuan	The masses	high school	four	four	
DB11Wang	Party member	Junior middle school	five	five	
DB12Wang	The masses	Junior middle school	one	one	
DB13Wang	The masses	Junior middle school	five	four	Wife suffering from epilepsy

Data source: Government of A village in gansu province provides materials

A village Y community, the current subsistence policy focus is on the premise of reducing the total number of security, in accordance with the province in 2012 to improve the rural subsistence allowances system pilot summed up the "three plus one" approach (family members, family income, family property three basic data and democratic evaluation inverted sequence comprehensive weighted) to scientific assessment of subsistence allowances object. However, in the process of the investigation, it was found that the income of the peasants was difficult to calculate, they did not make a detailed statistical survey of the income of each applicant's family, so, after a simple understanding of the degree of family difficulties, they identified 13 households with low incomes. However, In accordance with the original policy of the national minimum insurance policy, A village Y community only four households are in line with the national subsistence allowances policy, which are the DB1 wangs, DB4 yuan, DB9 zhang and DB13 wang. The rest of the farmers at home have enough labor, and no serious disease affecting the labor force, such as DB11 Wang, is a party member, junior high school education, the family has five people, no disease affecting

work ,because there was a college student in the family in 2004, he was included in the low insurance, but in 2005 the college students have graduated, and can engage in labor subsidies for home, because the farmer family itself is not reported, there is no investigation in the village government ,so he is still in the subsistence allowances, which is unreasonable obviously .

A Village Subsistence Allowances Policy Implementation

During the investigation, A village Y society from the beginning of 2007 to implement the policy of subsistence allowances. As the pre-subsistence allowances are scarce resources, the range of guarantee is narrow, and the vast majority of villagers do not know the concept of subsistence allowances, so the early subsistence allowances is chosen from few difficult families. In 2015, in order to make the community and the building of a well-off society to adapt to the process of building a well-off society, government decided to included disability, chronic patients and other non-working capacity of the poor population into the rural subsistence allowances, that is, precision out of poverty. But there has emerged the flexible execution of policy in the implementation process, the reason is multifaceted, the following is three aspects of analysis from the government, village cadres and the villagers.

The Government Level

From 2007 to early 2016, Gansu Province and local governments introduced a series of subsistence allowances policy-related system measures to ensure the smooth operation of the subsistence allowances. But in actual operation, due to the irrationality of policy making itself and the operation deviation of the relevant departments, so that the subsistence allowances policy did not receive satisfactory results in the implementation of the process.

Low Standard for Rural Subsistence Allowances

Since the widening coverage of the subsistence allowances in 2009, the standard of protection has continued to rise, but the urban subsistence allowances and the rural subsistence allowances are quite different. Gansu Province, the city subsistence allowances standard, the monthly subsidy level reached 418 yuan and 361 yuan respectively. After improving rural subsistence allowances standard, a class of low-income households monthly subsidies were 285 yuan and 249 yuan. Rural third and fourth types of monthly subsistence allowance is 85 yuan and 58 yuan, the per capita annual subsidy is only 1020 yuan and 696 yuan, and it can not meet the basic needs of rural areas. Compared to A village per capita income of 2380 yuan ,third and fourth categories subsidy standard is too low. China's poverty line in 2015 was 2,800 yuan, while the rural first and second types of subsistence allowances standard annual subsidy were 3420 yuan and 2988 yuan, higher than the poverty line, resulting in a part of the people out of poverty. This year received a subsidy belong to the population , and next year can not receive subsidies belong to the poor population, which is contrary to the original intention of the policy. So the minimum standard should be lower than the poverty line^[4].

Confirmation of the Subsistence Allowances Is Unreasonable

Household income, household registration status and family property are the three basic conditions for the minimum living guarantee object in village A village of Y village. The method of operation is to quantify the weight of household income, household register and property (production material) Score, and then with the democratic evaluation score for the second weighted, and finally based on the weighted score to produce the object of the proposed. The sorting method is carried out using the down-score method, with the lowest score being the poorest. In the course of the specific operation, the household income score is divided into 100 points. Total household income = wage income + household income + property income + transfer income. 500 yuan less than 10 points; 501 yuan to 1,000 yuan records 20 points; 1001 yuan to 1907 yuan records 40 points; 1908 yuan to 2300 yuan records 80 points; 2301 yuan or more of the 100 points. Obviously, the difference between the

third and fourth ranks is not significant, but the score is too different. In addition to the total weighted score = three basic data total score (income, household registration, property) × weight 0.4 + democratic evaluation score × weight 0.6. Democratic appraisal accounted for 60%, which makes the assessment of subsistence allowances has strong subjectivity. Table 2 gives the relevant provisions of the classification of subsistence allowances in Gansu Province.

Table 2 Provisions on subsistence allowances category in Gansu Province

subsistence allowances	category			
	a class	Second class	Third class	Forth class
2009	The loss of the main labor force or the loss of labor capacity of the main labor force of the family	The main labor force basically lost its ability to work	Due to illness or other causes of family difficulties	no
2010	Severe disability, lack of labor; illness in a long time; single parent families because of accidental or accidental	Family planning and family supporting of college students which Life is difficult and need support	Family members are disabled or sick, life is difficult	Other difficult families that are difficult to maintain basic life
2013	Loss of major labor: the main labor force sick for many years and the burden of economic burden; single parent families	The lack of labor for families who can not go out to work; the heavy burden of expenditure; the one-child households, two women and single-parent families	Third class and below: Other causes of lower income, in the local are obviously difficult families	

Source: Gansu Provincial Civil Affairs Department website (www.gsmz.gov.cn)

From Table 2 can be seen the second class of low-income households that the main criteria is the lack of labor in the rural areas. Rural third and forth types of subsistence allowances determined of the greater flexibility, which is likely to cause disputes between villagers. Village cadres would default turns of subsistence allowances phenomenon in order to management of the village better.

Lack of Effective Supervision

A village low security implementation process was linear, the process is as follows: the head of the application, the village group thoroughly sorted, the village organization first instance to the township audit, and finally the county civil affairs department household survey, stamped with official seal approval. And in this process, there is no subsidy for the use of subsistence allowances to follow the survey. The lack of effective supervision makes the village appeared "demolition of households" phenomenon. For example, DB12 Wangmou, is a 66-year-old "living alone", although the account is independent, but the basic life are in the second son of Wangmou home, that is, legal support. But because the account is independent, so each year he will apply for subsistence allowances, and the subsistence allowances all turned over to the second son of a family to subsidize.

From the government level, grass-roots subsistence allowances policy to implement flexible ,the

main reasons are two points: First, the subsistence allowances standard determined unreasonably, third and fourth rural subsistence allowances is too low, and that the program is vague, so that easy to produce black box operation phenomenon; Second, subsistence allowances staff lack of effective incentives, and can not strictly implement the policy, resulting in rural subsistence allowances dynamic supervision mechanism in name only.

The Village Cadres Level

The village organization is the key to the effective implementation of the subsistence allowances policy in the countryside. In the process of the actual implementation, the village cadres have changed the operation method, so that the subsistence allowances policy deviates from the original goal^[5].

The Means of Village Governance

As the rural third and fourth low-cost standard is low, not like the rural first and second low-cost standard is no dispute, so there has been "turns the rural subsistence allowances" phenomenon. In the survey, the villagers said:

There are physical condition is not good, take the low security policy of the second category, three or four files of the family economic situation are similar, relatively large mobility, take the low take care.

Although the purpose of the rural minimum living security system is to go out of poverty, but in the actual implementation process, far from simple, because the third and fourth category of subsistence allowances to determine the standard is not clear, in addition to the village is particularly difficult to that few households, the rest farmers home economic conditions are similar. Subsistence allowances to anyone who is not satisfied would make trouble in village, gradually the unwritten rules would be formed, villagers take turns every year to get subsistence allowances, this year your home, next year our family, so villagers have no opinion, the village cadres can also better carry out the village's usual governance work.

The Lack of Effective Dynamic Management

The dynamic management mechanism mainly refers to the withdrawal and entry mechanism of the rural subsistence allowances, and the family members who continue to receive the subsistence allowances for each year because of their marriages, while employment and death and long-term outings can not provide proof of income. Accidents that are in urgent need of emergency can be included in the subsistence allowances [6]. DB11 Wang, his home has college students, so apply for a minimum. When the students have graduated, and have income in 2015, their home is still getting subsistence allowances. Village cadres in the assessment of low-income households when the investigation of the family situation at that time, but then did not track the family's economic situation and family members of the changes, resulting in a lot of villagers should not get subsistence allowances. There is no quota for the villagers, so it is necessary to establish an effective dynamic management mechanism for the subsistence allowances.

Subsistence Allowances Security Staff Shortage

To understanding the A village to engage in subsistence allowances related to the lack of personnel in the interview process. For example, Y society in fact the annual management of subsistence allowances work is only one staff, age 41, when encounter low security application and information to fill in the registration, he will seconded staff from other community to help. Usually they have their own work to do, so in the work of low security seems powerless, in the interview he said:

I work on a person, there are many chores to do, there is no time to follow up the situation of low-income households, almost tube on the line.

From the village cadres level, the minimal assurance policy and other policy system have no obvious distinction. In order to balance the interests of the villagers, the village cadres are often implement the policy of subsistence allow ancespromote so as to the harmony of the village. In

addition, the lack of subsistence allowances, resulting in village cadres to better complete their work to simplify the various policies of the implementation of subsistence allowances, and low-income distribution of resources unreasonable, the village cadres in order to simplify work, usually superfluous of the subsistence allowances in the village equally, which is one of the reasons for the formation of rotation subsistence allowances.

The Villager Level

Due to the limitations of their own quality and government propaganda is not in place, the villagers on the policy cognition of subsistence allowances is vague. Most of the villagers think that getting subsistence allowances is equivalent to getting relief in the interview process. And most of the villagers do not feel that getting subsistence allowances is a matter of self-esteem, but in the investigation to exaggerate their own family difficulties^[7], such as DB7 Yan said in an interview:

Subsistence allowances is for the home of the difficulties, like our family ,a total of three people, my body condition is not good, only my husband to make money. We rely on taking the low security to solve the difficulties.

From the other villagers learned that their son has been working in the other county, because they can not prove income, so they has been getting subsistence allowances. Their son every year will send home money, their normal living conditions are not bad. This is the unique logic of the survival of farmers, they feel that it may be helpful to deliberately exaggerate the real situation, so be sympathy and gain benefits. In the survey also found that almost all third and forth categories of subsistence allowances are used for living allowance, rather than life necessities. Such as DB2 Wang will get third types of subsistence allowances for the new furniture.

From the villagers level, the main question is the lack of propaganda and the depth of subsistence allowances, leading to the villagers lack of awareness of the policy, the subsistence allowances and other social subsidies confused, making the minimum policy aside from the original intention.

The Basic Conclusion

Based on the analysis and combing of the implementation of the subsistence allowances policy in A village, it is found that the rural subsistence allowances policy has become a phenomenon that deviates from the original intention of the policy, due to various reasons, so that the rural subsistence allowances policy has become tools that village cadres govern rural and the welfare of the villagers' eyes. This article from the grassroots government how to better deal with the rural low security point, put forward the following countermeasures for reference.

First, strengthen policy advocacy efforts, enrich the policy publicity methods. Owing to villagers' the fuzzy understanding of the policy on the subsistence allowances, there are various problems that exaggerate the degree of family difficulty. Village organizations should increase the intensity of publicity policies, held a variety of lectures on rural subsistence allowances, knowledge contest in the village and so on, for the purpose of popularizing rural low-protection policies for farmers.

Second, the low subsistant policy is strictly separated from other forms of policy. Make full use of the country's various security resources, so that poor villagers of varying degrees can get corresponding relief. There are not many poor people and families in rural areas that meet the needs of subsistence allowances. Most of them can meet the basic needs of life and have family labor. Only need to develop the economy through further development, so as to improve the living standard.

Third, adjust the standard of rural subsistence allowances, improve the rural subsistence allowances system. To develop a more reasonable minimum insurance assessment standards, improve the overall minimum standard. By reducing the proportion of democratic appraisal in the total weighted score, reducing the subjective factors in the evaluation process, make the assessment of the subsistence allowances more objective and impartial. In addition, cancel the rural three or four kinds of subsistence allowances standards, improve the two types of subsistence allowances standards, elastic space of Rural three or four kinds subsistence standard is too large, the

villagers cannot understand the true purpose of the policy correctly, the amount of subsidy is too small, cannot help the poor people really, but gave birth to a number of village governance problems, so cancel rural three or four categories of standards, improve the rural one or two types of subsistence allowances, which can achieve the goal of subsistence allowances policy.

Fourth, effectively encourage human resources to join in the work of grassroots level subsistence allowances, make the dynamic monitoring mechanism to run effectively. The lack of effective dynamic monitoring mechanism is also one of the important issues in the implementation of rural subsistence allowances. In the village organization to establish a minimum supervisor of the dynamic monitoring mechanism, timely find out that the farmers should quit and rejoin the low-protection farmers due to the change of conditions. In order to make the effective operation of the supervision mechanism, also need the strong support of human resources, should effectively encourage staff to participate in grass-roots subsistence allowances work. In addition, professional social workers can be introduced to form a bridge between the villagers and the government and village organizations, as well as avoid the problem of central operation. At the same time, it can play a supervisory role to ensure the effective operation of the dynamic monitoring mechanism, and avoid the means of turning the subsistence allowances policy into rural governance.

Fifth, encourage the exploration of local subsistence allowances practices within the policy that are suitable for the local government.[8]The current subsistence allowances policy is still divided by administrative regions the proportion of the population, which resulted in some areas of scarce resources, the rescue of people who cannot be guaranteed, and some areas have excess resources, village organizations implement the policy of subsistence allowances in order to digest resources, resulting waste of national resources. Therefore, local governments should be encouraged to develop flexible response programs with with full consideration of local conditions.

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