

Current Satisfaction With Government for Poverty Alleviation of the Wulingshan Region in China

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Abstract

From the perspective of the rural poverty regarding government's poverty-alleviation, this paper builds the evaluation index system of government's poverty alleviation satisfaction by Analytic Hierarchy Process (AHP) and then conducts a research into government's poverty alleviation satisfaction in Wulingshan Region by Fuzzy Comprehensive Evaluation (FCE) method. The result shows that satisfaction rate of poor people to government is comparatively high between fairly and general satisfaction, while their satisfaction of education and health is higher than that of culture, economy and grassroots construction respectively. The paper analyses the consequence and puts forward policy implications on how to develop the Wulingshan Region.

Key words: Wulingshan Region; Poverty alleviation; Satisfaction; Analytic hierarchy process (AHP); Fuzzy comprehensive evaluation (FCE)

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INTRODUCTION

It is pointed out in the Report of the 18th National Party Congress that China should promote the separation between government and enterprise, government and capital manager, and government and society, and build up a service-oriented government with scientific function, structure optimization, and honesty and high efficiency as well as public satisfaction in accordance with the administrative system with Chinese characteristics. From this we can see that the publicly satisfaction has become one of main dimensions to measure the service-oriented government. The pro-poor is an essential function of government, and the government has given the policy support and invested millions of currency for poverty alleviation activities. As a result, the effects of poverty-relief work become a concerned question. At the present stage, the evaluation of poor alleviation performance focuses on the poverty funds rather than the rural poor people. This paper believes that the ultimate beneficiaries of pro-poor are the masses of poor groups, so the paper intends to build the evaluation index system of government's poverty alleviation satisfaction from the perspective of the poor people, and analyses the government's poverty-relief work according to the satisfactory level, at last comes up with relevant policy suggestions of how to improve the government's behavior.

1. ASSESSMENT MODEL OF THE GOVERNMENT'S POVERTY ALLEVIATION SATISFACTION

1.1 Choice of Assessment Index

The Poverty Alleviation Satisfaction with government reflects the poor's satisfaction with the behavior of the government's poor-relief work. It is based on the

government behaviors, including the infrastructure construction, education and health investment, the coverage of social security and grass-roots organization construction. This paper, based on “China Rural Poverty Alleviation and Development Outline (2011-2020)”, selects five secondary indexes including culture, education, health, economy and grass-roots, and 15 three-level indexes to construct the assessment index.

1.2 Construction of the Government’s Poverty Alleviation Satisfaction Indexes

This paper adopts the AHP to determine the weight of evaluation indexes. AHP was put forward in 1970s by T. L. Satty, who was an operational research expert in Pittsburgh University. It is a decision making method which integrates both qualitative and quantitative. This method includes four main steps:

1.2.1 Foundation of Index System of Hierarchical Model

This step includes three layers: goal layer, rule layer and index layer. The goal layer is the poor’s satisfaction with the behavior of the government’s poor-relief work. The rule layer includes culture, education, health, economy and grass-roots. The culture layer is subdivided into cultural activities, cultural infrastructures and social morals. The education layer is subdivided into compulsory education, teachers’ resources and teachers’ quality. The health layer includes timely treatment, medical quality and medical cares. The economy layer includes economic development and employment expansion. The grass-roots layer includes process opening, discussion involved, question statement and supervision. The index layer means those objects for the selected (see Figure 1).

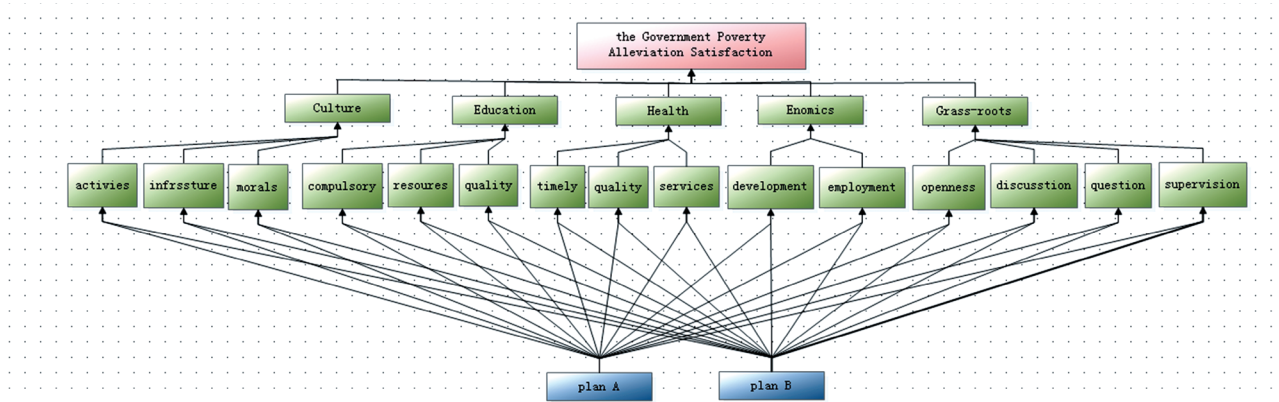


Figure 1 Structure Model of Government’s Poverty Alleviation Satisfaction Indexes

1.2.2 Establishing Judgment Matrix

$$\begin{bmatrix} 1 & \frac{1}{4} & \frac{1}{3} & \frac{1}{5} & \frac{1}{2} \\ 4 & 1 & 2 & \frac{1}{2} & 3 \\ 3 & \frac{1}{2} & 1 & \frac{1}{3} & 2 \\ 5 & 2 & 3 & 1 & 5 \\ 2 & \frac{1}{3} & \frac{1}{2} & \frac{1}{5} & 1 \end{bmatrix}$$

This step is to establish the judgment matrix according to the relationship between those factors which are in the same level. The comparison principle is that if the two factors are equally important, then it is one. If one factor is less important than the other, then it is three. If one factor is far more important than the other, then it is five. If one factor is obviously important than the other, then it is seven. If one factor is very strong important

than the other, then it is nine. It is two, four, six and eight respectively if it is situated between the two above. If a_{ij} means the ratio between factors i and j , the ratio between j and i is $a_{ji}=1/a_{ij}$. This paper chooses seven experts to confirm the importance ratio of these factors, and the second level index judgment matrix is shown as follows.

1.2.3 Calculating the Relative Weight of These Factors & Taking Consistent Examination According to Judgment Matrix

The method to take examination is to calculate the latent root and proper vector of the judgment matrix (A) according the formula $AW = \lambda_{max}W$. The λ_{max} is the greatest characteristic root of matrix A, and W is the proper vector correspond to λ_{max} . Consistent examination is to follow the formula $C.R.=C.I./R.I.$. the $C.I.=\lambda_{max}-n/n-1$ and R.I. is the mean random consistency index as Table 1. When $C.R.<0.1$, the consistent examination of the judgment matrix is acceptable. When $C.R.\geq 0.1$, it needs to make appropriate change for the judgment matrix.

Table 1
Value of R.I.

Order	1	2	3	4	5	6	7	8	9	10
R.I.	0	0	0.58	0.89	1.11	1.25	1.35	1.4	1.47	1.49

1.2.4 Calculating the Index Weight of the Index System

After all the judgment matrixes passing the consistency examination, the proper vector could be used for rank orderings. This paper calculates the weight of all the indexes by software yaahp (V6.0) and the result which passes the consistency examination is shown in Table 2.

Table 2
Index System and Weight of Government's Poverty Alleviation Satisfaction

First level index U	Second level index V	Weight of the first level index v_i	Third level index W	Weight of the second level index	Weight of the first level index w_{ij}
Government's poverty alleviation satisfaction	Culture	0.0606	Cultural activities	0.1634	0.0099
			Cultural infrastructures	0.5396	0.0327
			Social morals	0.2970	0.0180
	Education	0.2595	Compulsory education	0.1634	0.0424
			Teacher resources	0.2970	0.0771
			Teacher quality	0.5396	0.1400
	Health	0.1579	Timely treatment	0.1634	0.0258
			Medical treatment	0.2970	0.0469
			Medical cares	0.5396	0.0852
	Economy	0.4301	Economic development	0.6667	0.2867
			Employment expansion	0.3333	0.1434
	Grass-roots	0.0919	Process opening	0.3512	0.0323
			Discussion involved	0.3512	0.0323
			Question statement	0.1089	0.0100
				Supervision	0.1887

2. EMPIRICAL ANALYSIS OF GOVERNMENT'S POVERTY ALLEVIATION SATISFACTION IN WULINGSHAN

2.1 A General Description of the Wulingshan Region

The Wulingshan region includes 71 counties (cities, districts), converging the border areas of provinces of Hunan, Hubei, Guizhou and Chongqing city with a total area of 171,800 square kilometers, and the sea level is more than 1000 meters. It is one of the geological disaster areas in China. By the end of 2010, there had been 36.45 million people in total, the urban and the rural population reached 8.35 million and 27.92 million respectively. Rural per capita net income was only 3499 yuan, just occupying 59.1% of the national average.

This region is one of the largest inlands across the provincial border, the most populous ethnic minority area and the joint zone of the Great Western Development and the Rising Strategy of the Central Region which covers the provinces of Hubei, Hunan, Jiangxi, Anhui, Henan and Shanxi. It is rich in ecological resources, biological resources, mineral resources, as well as ethnic cultural resources. However, affected by factors such as

geographical location, natural and historical conditions, the level of economic and social development lags behind the other regions and it becomes one of the 14 contiguous destitute areas in China.

2.2 Data Collection & Validity Analysis

This paper adopts the FCE to assess the Government's Poverty Alleviation Satisfaction of the Wulingshan Region. The data comes from the random sample investigation in the areas of the Wulingshan, Liupanshui and Yuannan-Guizhou-Guangxi, held in August, 2012, sponsored by the National Social Science Key Projects entitled "A Study on Poverty Alleviation and Development Mode of Growth Inclusive In Contiguous Poor Regions of China". The paper selects 610 valid samples in Wulingshan Region and tests the cronbach coefficient by software SPSS16.0. The result shows the cronbach coefficient is 0.83, greater than 0.7. It proves that the questionnaire has a high internal consistency and good stability with strong credibility.

2.3 Evaluation of the Government's Poverty Alleviation Satisfaction in the Wulingshan Region

From the former analysis it is known that the indicator (U) of Government's Poverty Alleviation Satisfaction including five second level index, namely $U=(V_i)$

($i=1,2,3,4,5$). Each V_i consists of three level index, namely $V_i=W_{ij}$. The evaluation index $r=(r_1,r_2,r_3,r_4,r_5)=($ Complete satisfied, satisfied, average, less satisfied, completely dissatisfied $)=(5,4,3,2,1)$, thus the evaluation matrix is $R=(r_{ij})$. According to the percentage of data in the Wulingshan Region, R_1,R_2,R_3,R_4,R_5 represents the evaluation matrix of culture, education, health, economy and grass-roots respectively, as shown below:

$$R_1 = \begin{bmatrix} 0.02 & 0.08 & 0.51 & 0.30 & 0.09 \\ 0.02 & 0.02 & 0.42 & 0.36 & 0.15 \\ 0.16 & 0.56 & 0.20 & 0.06 & 0.02 \end{bmatrix}$$

$$R_2 = \begin{bmatrix} 0.13 & 0.44 & 0.31 & 0.10 & 0.03 \\ 0.08 & 0.48 & 0.35 & 0.08 & 0.01 \\ 0.06 & 0.45 & 0.35 & 0.11 & 0.03 \end{bmatrix}$$

$$R_3 = \begin{bmatrix} 0.14 & 0.39 & 0.30 & 0.14 & 0.03 \\ 0.04 & 0.26 & 0.45 & 0.21 & 0.04 \\ 0.05 & 0.26 & 0.45 & 0.19 & 0.05 \end{bmatrix}$$

$$R_4 = \begin{bmatrix} 0.03 & 0.19 & 0.52 & 0.22 & 0.04 \\ 0.02 & 0.18 & 0.51 & 0.26 & 0.03 \end{bmatrix}$$

$$R_5 = \begin{bmatrix} 0.03 & 0.09 & 0.21 & 0.49 & 0.17 \\ 0.01 & 0.09 & 0.17 & 0.50 & 0.23 \\ 0.02 & 0.08 & 0.19 & 0.48 & 0.23 \\ 0.02 & 0.07 & 0.17 & 0.51 & 0.24 \end{bmatrix}$$

According to the formula $V_{ij}=w_{ij} \cdot R_{ij}$, we could compute the weight of the third level index and get the evaluation matrix of the second level index.

$$C = \begin{bmatrix} 0.0616 & 0.2064 & 0.3694 & 0.2611 & 0.1016 \\ 0.0774 & 0.4573 & 0.3435 & 0.0995 & 0.0241 \\ 0.0617 & 0.2812 & 0.4255 & 0.1878 & 0.0438 \\ 0.0267 & 0.1867 & 0.5167 & 0.2333 & 0.0367 \\ 0.0200 & 0.0851 & 0.1862 & 0.4962 & 0.2108 \end{bmatrix}$$

According to the formula $U=v_i \cdot C_{ij}$, we could get the evaluation matrix of the first level index:

$$U=(0.0469,0.2637,0.4181,0.4496,0.0545)$$

According to the formula $EZ = 5U_1+4U_2+3U_3+2U_4+U_5$ and $E_{ij}=5V_{ij}+4V_{ij}+3V_{ij}+2V_{ij}+V_{ij}$, we could get the evaluation performance of the Government's Poverty Alleviation Satisfaction in Wulingshan Region (see Table 3).

Table 3
Evaluation Performance of the Government's Poverty Alleviation Satisfaction in Wulingshan Region

Government's poverty alleviation satisfaction	Complete satisfied	Satisfied	Average	Less satisfied	Completely dissatisfied	Total score
Culture	0.0616	0.2064	0.3694	0.2611	0.1016	2.8653
Education	0.0744	0.4573	0.3435	0.995	0.0241	3.4694
Health	0.0617	0.2812	0.4255	0.1878	0.0438	3.1294
Economy	0.0267	0.1867	0.5167	0.2333	0.0367	2.9333
Grass-roots	0.02	0.0851	0.1862	0.4962	0.2108	2.2024
Evaluation performance	0.0469	0.2637	0.4181	0.4496	0.0545	3.4917

3. DISCUSSION

3.1 Performance of the Government's Poverty Alleviation Satisfaction in the Wulingshan Region In-Between Satisfaction and Average

This is closely related to the government's appreciation and investment. Wulingshan Region is one of the largest inlands across the provincial border and the most populous ethnic minority areas. In order to guarantee the local poor relief work. First, the government increases the support strength. For example, in 2011, the government specially introduced a policy which set this area as the national poor relief demonstration plot and inter-provincial collaboration innovation plot, and the central government took measures that the add sections of the national special aid-the-poor funds should title to contiguous poor regions including Wulingshan Region. Second, the related provinces and cities cooperate closely, join forces, and draw up relevant

policies to guide the industry development to combat the poverty alleviation. At last the cooperation between central government and local government at all levels creates the inclusive development chances to meet the needs of those poor people. Once those poor people benefit from it, they will trust the poor relief work and join it voluntarily.

3.2 Satisfaction of Education and Health in the Wulingshan Region: Higher than That of Culture and Economy Respectively

The reason why the satisfaction of education and health is higher mainly benefits from the national policy support. The Wulingshan Region is always the important spot of the fighting poverty with education. The universalization "Nine-year compulsory Education" policy and the "Two Exemptions and One Subsidy" policy expand the coverage rate of the compulsory education. In terms of the public services, the public health service project and new

type of rural cooperative medical care system succeeded initially and the ordinary people gained benefit. As the Wulingshan Region is located in transition spot from plain to the Yunnan-Guizhou Plateau, its hinterland is full of horizontal sloping ravine and halting road. Although it is rich in natural resources, the inconvenient transportation, information occlusion and old concept restrict local economy and culture development in this area. General public expect too much about spiritual and cultural life, to gain more satisfaction, the government in the Wulingshan should pay more attention to local economic development, and explore distinctive industries according to local conditions, and enhance the self-blood function.

3.3 Unsatisfaction With the Grass-Roots Construction

The poor groups' satisfaction with the grass-roots construction in the Wulingshan is very low. It has both subjective reason and object reasons to explain this situation. From the subject aspect, the first reason is the absent of the grass-roots construction, namely the system deficiencies. Even if there are rules to obey, many of them cannot be executed effectively. Second, the cronyism and the phenomenon about gaining petty advantages among few officials cause the distrust among the common people. Third, the lack of basic participation right causes the shortage of sound basis for national policies. From objective aspect, first, as literate young people immigrate for work, those left are old people with low cultural level, they take short views. As a result, if they get more, the satisfaction level is high, and vice versa. Second, insufficient policy propaganda and asymmetry of information always lead to the prejudice against the grass-roots officials. Then the widespread social negative emotions affect what the residents thought of the officials. The priority following is that the grass-roots organization at different levels should give more publicity upon the poverty alleviation policy, mobilize the mass to participate in the movements actively and develop the farmers' initial spirits.

4. SUGGESTION TO ENHANCE GOVERNMENT'S POVERTY ALLEVIATION SATISFACTION IN THE WULINGSHAN REGION

4.1 Maximizing the Effect of the Public Policy & Improving the Transparency of Policy

Awareness of the poverty alleviation affects the government's poverty alleviation satisfaction directly. Therefore, to improve the satisfaction, the promotion power of the public policy should be maximized. First, the government at different levels should emancipate the minds, change their concepts, and pay high attention

to poverty alleviation. For example, the government should communicate the national poverty relief policy to everyone by the activities of "walking in grass-root units, changing working style, correcting writing style", to ensure the farmers' right to know and enhance their initiatives and consciousness to join the poverty relief work. Second, establish the poverty alleviation notification system. Besides holding a mass meeting on major issues, the government should disclose the poverty alleviation work information by government bulletin board to improve the transparency of policy, especially let the public know the source, sum, channel, property, usage, support objects, range and criterion of the funds to help the poor. Third, the publicity should adopt the forms enjoyed by people, such as writing and directing by themselves, case propaganda, group meeting and talk with the poor, so as to send the policy to the doorstep. Fourth, to enhance the common people's enthusiasm to participate in poverty alleviation, the advanced representative demonstration regions, representative villages, representative spots and representative figures ought to be discovered and summarized.

4.2 Relying on Resources Endowments & Developing Characteristic Industry

Characteristic industry is an important pillar of the regional economic development, a booster to develop local economy and raise the living standards of people. The Wulingshan Region, which is very rich in natural sources and human landscape, has the unique advantages to develop the local economy. Relying on these resources to develop the characteristic industry would not only facilitate promoting the industry transformation and upgrading, enhance the region core competence, but also increase job opportunities and income of the poor people, thereby improving common people's satisfaction with the government.

At first, emphasis should be put on building tourism service industry. Tourism is the state major support industry. Wulingshan Region has substantial tourism resources and special human landscape, some of which have good reputation all over the world and strong appeal. However, with the infrastructure separation and administrative division, the tourist resources in the Wulingshan haven't formed the bulk effects and overall image yet. Therefore, in the first step, an inter-provincial tourist regulation cooperation institution should be established and the tourism resources in this area should be assessed, excavated and planned. On the basis of this, building the resources of these provinces and unifying marketing to expand the total image of the region. In the second step, establishing the Three Gorges Dam-Zhangjiajie-Fenghua tourist route, and escalating expose to other landscape in this area to form the real minority ethnic culture, red culture and ecological recreational culture. In the third step, exploiting the tourist market to stimulate

the related industry development, such as restaurant and accommodation industry, and creating sufficient position and help those poor people achieve full employment.

Second, biological medicine industry and medical chemistry industry should be promoted on the basis of regional preeminence resources, such as Coptischinensis in Lichuan, honeysuckle in Longhui, lily in Longshan, nutgall in Zhangjiajie, Eucommia in Cili and artemisinin in Youyang. Then to make use of the bio-extraction technology to establish the prepared slices of Chinese crude drugs and pharmaceutical intermediate extraction production line, to actively promote the new drug research and development.

Third, the manganese, iron, mercury mineral and deep processing industry ought to be developed, and technology investment should be increased to fulfill the mineral resources comprehensive utilization, extend the industry chain and enhance the resources' additional value.

Fourth, the government should develop characteristic agriculture. Local agricultural products such as Camellia, tea, cocoon, flue-cured tobacco, mountain vegetable, and mandarin, dry nut and meat should be managed intensively in village or small groups. Moreover, the government should help to establish relevant agricultural base, strengthen the agricultural research, and construct the multi-layered agricultural market system in major centers, connect the agricultural market and production factors market, drive the agricultural modernization, and promote the sound and orderly development of medium and small towns.

4.3 Stabilizing the Livelihood Project & Strengthening the Self-Blood Functions

The livelihood project is fateful to thousands of households, and relates to whether the elderly would be looked after properly, whether the students would be taught, and whether the patient would be cured. The livelihood project is a safety valve for the poor, and the insurance to reduce the poor's vulnerability and strengthen the poor's self-development ability. Therefore, to win more support and high satisfaction, the government in the Wulingshan should insist on people-oriented, stabilize public opinion by doing livelihood project and strengthen the poor's self-blood function.

4.3.1 Giving Priority to Education

First, the governments at all levels should increase investments and supports to education, especially accelerating upgrade of school building. To distribute the rural new campus in the light of actual situation, improve the educational information infrastructure, enhance the educational modernization level, consolidate the elementary education, and gradually achieve the urban-rural education integration. Second, to advance vocational education rigorously, encourage the local universities to organize the skill training for the farmers, support the vocational and technical school to train practical

talents, improve the workers' survival and development skill. Third, to strengthen the faculty construction, take more favorable policies to attract the normal college graduates to work in this contiguous area, strengthen the contacts and cooperation with universities, organize the postgraduates and Ph.D. volunteer teachers to work in the Wulingshan regularly, disseminate the advanced idea, help improve the teaching quality. Add more teachers and improve the faculty structure.

4.3.2 Improving the Medical and Health Service Ability

First, the government should reinforce the medical infrastructure construction, deepen the medical system reform, strengthen the local three level medical and health service system, increase the reimbursement range and proportion of medical insurance, intensify the train and supervise of the local medical workers, improve their whole quality and service ability, guarantee that the farmers could see a doctor, afford the bill and recover from the ill. Second, conduct the free medical treatment, such as health guidance for the old, health care services for the pregnancies, free vaccinations for the children and regular inspection of chronic diseases, to win satisfaction and support from those poor people. Expand the coverage of the new type of rural cooperative medical care system (NRCMS), increase the subsidy level of the local finance and achieve the distance reimbursement regulations for the NRCMS.

4.3.3 Enforcing the Cultural Poverty Alleviation

First, to strengthen the cultural infrastructure of the Wulingshan, construct the cultural center, cultural plaza, rural libraries, and digital screening room, perfect the public culture service system to meet the people's cultural needs. Second, to organize the cultural countryside regularly, carry out the ethnic culture tourism festival based on local major festivals and abundant ethnic minority cultural resources to enrich people's cultural life, expand the horizon, change concepts and seek for new pro-poor support. Third, to improve the "reaching all villages" project coverage, promote the information communication with outside, disseminate the positive cultural idea, eliminate the cultural closure, change their concept and one-side view on government.

4.4 Establishing People-Oriented Idea & Constructing Powerful Grass-Roots Organization

People-oriented idea is the essence of the traditional Chinese culture, and the starting point for government to carry out poverty alleviation activities. Therefore the government should insist on the guiding position of the people-oriented, which could win the satisfaction of the common people. Grass-roots organization, as the organizer and leader, should strengthen the people-oriented idea; make efforts to solve the most practical problems of the greatest and most direct and immediate concern to the general public.

First, tighten the grass-roots organization construction. Governments should strengthen the leadership over grass-roots organization; help those understand the policy most and care the general public most in the key positions; enable them to fully utilize their talents and abilities; to set up a good image for the grass-roots. Second, constructing the grass-roots organization; perfect the help the poor operational mechanism. Create new forms to get rid of poverty and become better off by constructing agricultural cooperatives, ecological agriculture park and self-product organization. Third, perfect the village Party organization and Village Committee operational system, convention rule, decision-making process and supervision system. Make village affairs more transparent; safeguard the farmers' right to know, to participate, to decide and to monitor; confirm the poor people's subject position in poverty alleviation activity. At last, the grass-roots organization should improve their execution power, solve the salient issues reflected by the poor people; do more practical and good things for them; enable them to feel the change that the grass-roots organization brings, and get their support and advocacy in turn.

CONCLUSION

With deepening of the service-oriented government idea and the reform of administrative system, people's satisfaction has become a criterion to evaluate the government service achievements. Wulingshan, included in the national poor relief demonstration plot and inter-provincial collaboration innovation plot, should put its goal to construct service government and people's satisfaction with government in a salient position, and carry out bold innovation to fumble experience for the contiguous poverty alleviation battle. This paper conducts the empirical research of the Wulingshan by building measure model, and put forward some suggestions on

how to solve the problems reflected by the examination. Government should play a deterring and leading role in poor relief work: increase transparency and strengthen public credibility to win the people's confidence and satisfaction; implement the poverty alleviation by industrialization, expand the productive employment and re-employment, and enable those poor people to share the social wealth equally. At the same time, consolidating the livelihood project to improve their self-blood functions, and enable them to get rid of poverty by themselves and live a decent and dignified life. Besides, the government satisfaction assessment system constructed is an intentional try; it needs constantly improvements in later research and practice.

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