

# Research on the Security System of Social Assistance in Rural China

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## ABSTRACT

China's rural social assistance security system is a national system that meets the basic survival needs of the rural poor, safeguards their rights to survival, and helps them get out of the survival crisis. It is the last layer of safety net to maintain social stability, promote rural economic development, and guarantee the basic living for peasants. China's rural social assistance security system has gone through decades of the development from emergency relief to guaranteed assistance, and many experts and scholars have conducted in-depth research and discussions on it. On the basis of fully searching for domestic and foreign literature, systematic reading of literature content, careful analysis and screening of experts' views, this paper classifies and summarizes the views and discussion of experts and scholars, trying to reflect the development of China's rural social assistance security system and running status. It can make readers further study China's rural social security system, at the same time, providing a reference for other developing countries in the world to improve the progress of social security.

## Introduction

In the history of human civilization, poverty is an issue of great concern to all countries in the world and a common challenge which faces by all countries in the world. UNICEF (2019) 2030 Sustainable Development Goals (SDG) proposed "Leave no one behind" to eliminate all forms of poverty around the world [1]. Around the globe, most nations make considerable economic progress, but the problem of poverty still plagues the entire international community, especially in developing countries. Poverty reduction remains a key task to be addressed now. China, the biggest developing country, which has the largest rural population. According to the standard international poverty line demarcated by the World Bank – one is considered poor with an income of less than \$1.90 per person per day. The proportion of the rural poor population in China was as high as 97.5% at the beginning of reform and opening up. After more than 40 years of unremitting efforts, China's rural population was all lifted out of poverty by 2020, eliminating absolute poverty, reducing the number of poor people by about 780 million, and contributing 70% to global poverty reduction (The National Bureau of Statistics, 2022, pp.137-138) [2].

As the most basic means of poverty reduction, the mechanism of social security exerts positive effect in ensuring the basic survival of the poor, reducing the number of poor, alleviating poverty levels, and eliminating poverty phenomena. It plays a significant role in the anti-poverty mechanism and is the "mesh-bottom" of the social security safety net. Many countries see it as a basic approach to the poverty reduction, and it receives widespread attention from scholars in all countries. Experts from different fields conduct various studies on the basic mechanism of social assistance from different perspectives and forms their own opinions. Most scholars reckon that social assistance has a positive anti-poverty effect. Dasong Deng and Yunhui Li (2019)'s research confirms that the social assistance system has a safeguard function, and can reduce the occurrence of poverty [3], Haomiao Zhang (2017) reckons that the social assistance system cannot only meet the assistance

objects' basic needs of life. It also needs to make the people who have been helped have development opportunities and ability, and make them associate in the society [4], Carter, D. J. et al. (2018) state that the main goal of social assistance is protecting vulnerable groups from vulnerability [5]. The United Nations (2019) demonstrate that social assistance programs played a vital role in addressing poverty, food security, and access to education and health [6]. Chunhong Su, & Solve Chalk (2015) and Xie, E. et al. (2018) reveal that social security reduced inequalities in rural areas [7-8]. On the other hand, some experts mention the opposite conclusion. Yunfan Chen (2017) reports that China's rural social assistance security system had problems such as the target deviation, poor population labelling and antagonism between social classes. Some poor people have long-term "subsistence allowance" [9]. According to Yongcai Xie & Jiading Ding (2015), it is difficult for China's rural social assistance security to maintain the basic survival of poor households [10]. Qiong Li & Yading Li (2018) implicate there was a problem of fairness in the target objects of China's rural social assistance [11]. Qi, D., & Wu, Y. (2018) proves that the system of social security hurt the mental health of the recipients [12]. Experts also had in-depth discussions on the system and implementation of social assistance and security services. This paper summarizes the views of experts and scholars from the aspects of the meaning and development process, main functions and characteristics, operation and security mechanism of China's rural social assistance system, in order to provide a reference for the further study of China's rural social assistance system. At the same time, it can also provide a reference for other developing countries in the world to carry out social assistance system.

## **The Development Process and Meaning of Rural Social Assistance in China**

China's rural social assistance was originally only a social relief system. After decades of development, a relatively complete system of social assistance and social security has gradually formed. In general, China's rural social assistance system has gone from "encouraging self-reliance, focusing on self-help and self-rescue, and implementing emergency temporary relief measures in the face of urgent survival problems", to "binding to collective welfare, from emergency temporary assistance to regular assistance" (Yalin Kuang, & Fei Liang) [13]. It gradually designs systems of the minimum social security, establishes education, employment, health care, housing, and temporary social assistance, from keeping basic, wide coverage to maintain basic, full coverage, from passive relief to rescue of positive development oriented (Sibin Wang, 2017) [14]. At present, it has three categories: basic living assistance for people of minimum guarantee or extreme poverty, special assistance including medical care, education, housing, employment, and disaster relief, as well as temporary assistance and assistance for vagrants and beggars (Keqing Han et al., 2022) [15].

With the historical evolution of social assistance in rural China, many experts and scholars present their views on the connotation of rural social assistance in China. Congbin Jiang (2017) discovers that China's rural social assistance security is the security of minimum living for rural residents who live at the bottom of society and cannot obtain a source of income through self-efforts [16]. Zhongda Yuan (2021) credits that rural social assistance is the material assistance and service provided by the state and society to farmers who are in trouble, to meet their basic living needs [17]. Xiping Guan (2021) mentions that social assistance is directly providing necessary assistance to people in need, making them overcome the difficulties and get rid of poverty [18]. Yip, P. et al. (2021) suggest that the rural social assistance guarantee aims at improving the income level of rural low-income groups and meeting basic needs [19]. Xuan Wang et al. (2021) explain that the social security in rural areas is that the government directly provides survival security which is indispensable and material assistance for poor families in rural areas, to improve the living standards of the recipients by alleviating material poverty and getting out of the difficulty in the short term [20]. Mingang Lin (2018) points out that rural social assistance is a basic arrangement to protect people's livelihoods and promote fairness [21]. Yijun Meng (2018) maintains that China's rural social assistance guarantee is the state and society to provide rural

residents living below the security line of minimum living to meet the minimum standard [22]. Qing Li (2019) provides that social assistance in rural areas is an economic institution which is crucial for the country to ensure the basic living needs of rural residents, and it is an instrumental method for rural poverty reduction and development [23]. Guangfu Han and Yuan Xin (2021) suggests that rural social assistance is the last line of defense to help the poorest of the poor against and solve the most difficult problems, which plays an indispensable role in solving rural absolute poverty [24].

According to most scholars, China's rural social security is a guaranteed basic need system which includes the Chinese government's effort to provide rural families with the necessary material security to survive, raise their income level, meet their basic needs, and lift them out of poverty. It is a critical mean to tackle rural poverty in China, and it is often considered the responsibility and obligation of the government to help rural poor families out of their existential crises.

## **The Function and Characteristics of Social Assistance in Rural China**

The rural social assistance guarantee is the most basic part of China's social security system, and its functions and characteristics are diverse. Most scholars assert that China's rural social assistance plays an indispensable role in resolving the most basic, direct, and realistic survival interests of the rural poor population (Piming Gong and Pihong Gong, 2017) [25]. Yujiao Jia and Hao Song (2020) claims that there are significant differences in the level, content, target groups, and functions of social assistance in different historical periods and different political, economic, and social development levels [26]. Yafang Ning (2016) interprets that the rural social assistance system can better guarantee the basic life of rural residents, to alleviate expenditure-based poverty [27]. Yanchun Cao (2016)'s research shows that social assistance in rural areas can significantly improve the living standards of beneficiary groups [28]. Xiaohong Pu and Mi Xu (2021) illustrates that China's rural social assistance and the security system narrows the income gap between farmers and produces an effect of poverty reduction which is positive [29]. Xiaomin Liu (2015) exhibits that China's rural assistance and the security system can effectively reduce the incidence of poverty in rural families, decreasing the depth and intensity of poverty, poverty reduction effect in ethnic minority areas is even more significant [30]. Chen, K. et al. (2018) emphasize that social assistance in rural China reduced the incidence of rural poverty by 6.4% [31]. According to the study conducted by Huawei Han and Qin Gao (2017), social assistance in rural China has reduced the incidence rate of poor rural families by 11.47%, and decreased the incidence of rural poor households in central and western China by 35.74% [32]. Attah et al. (2016) show that social assistance can relieve the pressure of living on poor residents and help them to engage more gracefully in social activities, improving their subjective social status and confidence in the future [33]. Studies by Zhou Zuo and Weizhou Xu (2020) find that social assistance has played a momentous role in poverty in China's rural areas [34]. Qing Duo (2015) thinks that social assistance in rural China plays a considerable role in ensuring the basic living needs of the rural poor [35]. Ying Luo & Zhongshu Li (2015) accounts that the rural social assistance security system can greatly improve the feasible capacity of the poor population [36]. Yunfang Xu & Shanshan Meng (2020) regards that China's social assistance and the security system can adjust residents' income distribution, maintain social stability, and boost economic development [37]. Huawei Han and Xuebin Xu (2014) proves that rural social assistance has reduced the poverty level of subsidized families and their members [38]. Yu Guo & Yiwen Zhang (2018) finds that receiving social assistance increases the ability of the recipients to obtain social capital, and increased the inner sense of gain [39]. Huawei Han & Qin Gao (2020) deems that after receiving rural social assistance recipients, their well-being which based on subjective feeling will significantly increase [40]. Some experts, however, disagree. Shengji Li et al. (2014) show that the social assistance and a security system in China's rural areas not only failed to achieve the effect of poverty reduction but also caused the "negative incentive effect" [41]. Yafang Ning et al. (2014) express that the poverty reduction effect of social assistance in rural China is limited [42]. The research results of E Xie (2015) find that China's rural social assistance and the

security system not only does not reduce the poverty level of the elderly, but it actually increases it [43]. Bochi Sun and Zhimin Duan (2020) shows that China's rural assistance security system does not reduce the poverty vulnerability of relief families [44]. Chao Xu and Lin Li (2017) rate that the poverty reduction effect of social assistance in China's rural areas is poor, poor families may fall into poverty again in the future [45]. Jinhua Wang (2016) finds that social assistance in rural China leads to the social exclusion of the rescued and causes the welfare paradox phenomenon [46]. Bochi Sun and Jinglin Cao (2020) shows that the "welfare dependence" phenomenon, including reduce working time, weakens their confidence to make forward progress, and lower subjective social status [47]. Some experts conclude that social assistance creates psychological, physical, and dignity problems for the victims. Yip P. et al. (2020) argue that the transitional dependence on social assistance makes many rescuers feel frustrated and moral degradation [48]. Wu S. et al. (2018) and Shao, S. et al. (2008) show that the implementation of social assistance hurts the health of residents [49-50].

Apart from the characteristics of the poor population, experts believe that the rural social assistance guarantee mechanism also has many characteristics. Xinbang Cao (2014) maintains that social assistance and a security system is led by the national government, which is determined based on a judgment of social value, the coordination mechanism of the interest groups, and the political model of the system formulation, which has attributes of national politics that is typical [51]. Jianping Yao (2018) believes that the social assistance system has a political function, which is a tool to achieve various political goals of the country [52]. Haomiao Zhang (2019) believes that social assistance is a basic right of citizens, and a responsibility of the government [53]. Yiguang Liao (2009) believes that social assistance can solve the poverty or emergency difficulties of the recipients, with a short-term time limit, and the social assistance funds mainly come from the national finance, which has strong single source of funds [54]. Degang Li (2013) points out that China's social assistance and the security system embodies freedom and equality [55]. Jinmei Geng (2020) proves that the nature of social assistance policies determines that they have stronger social and economic effects, and can more effectively narrow the income gap between residents, which reflects social equity [56]. Xiping Guan (2014) points out that the goal of social assistance is not only to meet the immediate needs of the poor but to increase their ability to re-enter society [57]. Jintang Pan and Yan Zhang (2015) regards that system of the social security has equal diversity and relatively fairness [58]. Yanjie Li (2018) thinks that social assistance needs to have the characteristics of protecting the dignity and rights of the rescued people [59].

As a result, China's rural social assistance security system is to provide security of survival that is basic for rural residents who lack materials on basic survival, to meet their minimum or basic living needs. But at present, it only provides the lowest level of material support for them to solve problems of their most basic survival. In addition to the most basic living security characteristics, the system of social security also has the national and political attributes of the system, the limitation of the aid object, the unidirectional nature of the rights and obligations, the short-term time of the assistance, the single source of funds, and the diversity of relief modes and the development characteristics that need to be continuously improved.

## **The Operation Mechanism of Rural Social Assistance Guarantee in China**

Social assistance in rural China is the bottom line of people's livelihood from the system (Xitang Liu, 2019) [60], which is a mechanism that exempts every citizen's survival crisis and maintains justice governance (Gongcheng Zheng, 2015) [61]. It is the last method used by the Chinese government to ensure that China's rural population gets rid of poverty, resolutely fighting the last resort to battle poverty (Shuxian Huang, 2018) [62]. If we want to give full play to the efficiency of social assistance, we must have a matching mechanism (Chao Zhong, 2021) [63]. Therefore, many experts and scholars have discussed it.

## Preparation of Guarantee Standards

Xiaolan Yu & Jiajie He (2021) believes that the rural social assistance guarantee standards in China have a limited range of recipients and a low risk of resisting poverty, which cannot meet the realistic demands of the poor [64]. Lili Liu and Dongmei Xie (2017) reflects that the scientific and reasonable determination of the standard of rural social assistance is an important link in the implementation of the rural social assistance security system, which directly affects the degree of security, coverage, and how much money is needed for poor families [65]. It is the premise of identifying the poor population, determining the target of poverty alleviation, and analyzing the poverty situation (Yang He and Chengwu Lou, 2020) [66]. Jianping Yao (2021) suggests that China's social assistance standards consist of subsistence allowances, low-income standards, support standards for people in extreme poverty, standards of special assistance, and standards of temporary assistance [67]. Keqing Han (2018) divides the standards for social assistance in China into two ways: one is expenses of the minimum living as the standard. Second, according to the average income of a certain proportion to determine the standard of the local security [68], Ting Zuo et al. (2017) find that standard of the relief is determined by the government according to the cost of food, clothing, water, electricity, and other expenses necessary to maintain the basic life of local rural residents. When the per capita household income is below the local minimum living allowance standard and gives its balance of cash relief, making their family per capita income meets the standard of social security guarantee [69]. Mengbing Zhu et al (2019) proposes that the standard of social assistance should be changed from a single standard to a multi-dimensional poverty standard [70].

## The Target of Aid

According to Yangming Hu and Yingjun Wu (2020), social assistance targeting is the primary link of social assistance and a prerequisite for the effective development of other relief activities [71]. Anyong Gong and Li Rong (2016) agrees that the target of assistance is the key point and difficulty in the work of social assistance in rural China [72]. Hongyin Liu and Qin Li (2017) studies that the identification of rural assistance objects is not scientific, household income is difficult to verify, and verification information is not smooth [73]. The study of Long Yang et al. (2015) shows that there is a deviation of 37% to 50% between the poor population in rural China who enjoys social assistance and the poor population available under the policy provisions [74]. Fengqin Liu and Xuebin Xu (2016) finds that the proportion of Chinese rural poor people receiving social assistance resources was only 31.86% [75]. Regarding the reason for the wrong targets of the aid object, Huawei Han & Qin Gao (2018) research that the main reason is the identification standard inappropriately adopted in the process of targeting the target [76]. Kai Liu (2013) and Jiannong Luo (2013) argues that there is no unified and standardized operating system for the definition of rural assistance objects, which causes an identification procedure irregularly [77-78]. Lixiong Yang (2018) holds that the method of the object identification with income and property as the main indicators have poor accuracy [79]. Lixia Tang (2016) discusses that indicators of economic income only focus on family status, which can lead to an inaccurate and incomplete assessment of family status [80]. Fen Li et al. (2014) consider that the fundamental cause of the identification of subsistence allowance object bias is the little concept of the rule of law and the distortion of basic values [81]. Huawei Han (2021) maintains that it should gradually introduce the method of survey of the agent planning to replace the current rural subsistence allowance targeting method [82]. Lei Wang and Guoyong Wu (2016) reckons the principle of moral priority, promoting the quantitative identification targeting method [83]. Zhengang Li (2016) suggests the established mechanism of target positioning with an identity category as the core [84]. Yanjun Li (2013) mentions building a proxy wealth review system, improving the poverty target targeting efficiency [85].

## Implementation of Social Assistance

After determining the standard of social security and aiming at objects of assistance, the implementation effect of social assistance largely depends on the formulation and implementation of the social security program (Yuqi Long et al., 2020) [86]. There are some discussions about this among experts and scholars at home, which can be summarized in the following ideas.

First, the system is not perfect. It should establish a rescue mechanism in line with the concept and goal of the times and goals. China's social assistance security system does not pay enough attention to the development needs of the recipients and the effective integration of social resources in terms of concepts about assistance, value selection, and target positioning, it is increasingly difficult to meet the new needs of social security practice (Shaoxiang Yu, 2022) [87]. Yingying Wang & Gang Tu (2018) considers that the design of the social security system is unreasonable, which makes it difficult for the recipients to help themselves and has the negative impact of "raising lazy people" [88]. Hongyin Li & Qin Li (2017) reckons that the existing rural social assistance security system takes the people below standard of the security as the object of assistance. It induces the cognitive bias which people earn more but have less compensation. [89]. Therefore, Huamin Peng (2015) suggests establishing a positive concept of social assistance [90]. Haomiao Zhang (2019) points out that social assistance should pay attention to social fairness and justice, which needs to inject more humanistic care, increasing people's sense of happiness and gain [91]. Pu Wei (2015) provides that mechanism of the social security should be adjusted to the factors, characteristics, and development conditions that cause poverty [92]. Haomiao Zhang (2017) proposes that the recipients should be given development opportunities and capabilities, making them have better integration into society [4]. Yanzhong Wang and Junxia Wang (2015) discovers that providing sustainable income of finance for objects of assistance is necessary, which can make them avoid the economic distress [93]. Yanzhong Wang & Junxia Wang (2022) mentions that the social assistance and a security system not only reflects the state's duty of protecting citizens' right to survive, but also indicates the concept of personal self-responsibility [94]. Jian Lan (2018) stresses that social assistance should coordinate the relationship between fairness and efficiency, improving the quality and ability of the recipients themselves, and getting out of the dependency dilemma [95]. Chenhong Peng, et al. (2019) hold that special attention should be paid to social assistance for inter-generational poverty [96]. Mingsuo Zhang and Cancan Wang (2018) proposes that we should adhere to the two concepts of "fair sharing" and "equal opportunity", to safeguard the dignity and social justice of the rescued [97]. Caiyun Cao (2020) proposes that the fairness of the operation of the social security system and the sense of fairness of rural residents should be improved [98]. Haomiao Zhang and Chao Zhong (2020) mentions that the goals and tasks of social assistance should be determined to accord the level of economy and social development in different historical periods and the social risks faced by the citizens [99].

Second, we need to make full use of existing resources, innovate assistance models, and better leverage the effectiveness of social assistance. Mingsuo Zhang and Cancan Wang (2018) deems that encourages the participation of social power and educe the synergistic role of the government and society, reinforcing the coordination of various social security systems, and forming the institutional resultant force [100]. Hengxin Zhou (2021) suggests boosting the participation of social forces and solving the outstanding problems of individuation in social assistance [101]. Mingang Lin (2019) proposes to strengthen the application of new technologies and new business forms such as cloud computing, big data, and smart city in the field of assistance, which can promote relief information connectivity [102]. Jinguo Ye et al. (2015) hold that the financial level of rural social assistance should be gradually improved, increasing the central government's financial subsidies to poor areas [103]. Qiuna Chi and Yuhui Guo (2018) proposes to pay special attention to expenditure-based poverty [104]. Guohong Wang (2016) researches that the social security system should be connected with other systems in the precise poverty alleviation work [105]. Yiyong Yang and Xintong Han (2019) suggests that the social security system should be connected with the employment policy, to increase the willingness for employment among the recipients [106]. Zengwen Wang and Dasong Deng (2012) suggests that financial relief, in-

kind relief, and service relief should be effectively combined, giving full play to the role which can support and reduce the "rescue dependence" phenomenon comprehensively [107]. Some scholars have also put forward a variety of models which are innovative rescue. For example, Yunyun Yao and Jinliang Liu (2015) proposes the bottom-line fair welfare model [108]. Jiaming Xu (2018) suggests the inclusive and moderate social welfare model [109], and Fang Liu and Xingwen Xu (2019) provides the development-oriented social assistance model [110].

Third, we should speed up the legalization of the social assistance guarantee system and strengthen the supervision and verification in the implementation process. Hongyin Liu and Qin Li (2017) suggests that the implementation of the rural social assistance security system needs to use laws to achieve normative operation and constraint [73]. Lian Hu and Sangui Wang (2017) finds that Chinese rural families with close contact with grassroots government staff had priority access to social assistance information and the opportunity to apply for social assistance, which means the "Elite capture" phenomenon is serious [111]. Jiancheng Ding & Lin Guo (2013) finds that balancing the responsibilities and rights of all parties involved in social assistance can improve the hierarchical system of social assistance [112]. Yingsheng Li and Quangran Li (2015) proposes to improve the verification mechanism for social assistance, by introducing third-party supervision [113]. Mingang Lin (2018) thinks that the social security system should introduce the concept of active assistance, which accelerates the process of legalization [21]. Peiwei Liu (2014) proposes that the legal level of social assistance should be improved and have detailed legal provisions [114]. Zhimin He & Xiaogang Xiong (2015), Yafang Ning (2015) both suggests strengthening the supervision of the implementation process of the system and increasing the cost of illegal activities [115-116].

As can be seen from the above analysis, experts have different views on the criteria, methods of targeting, the formulation, and implementation of assistance systems. These are related to the political, economic, scientific, and technological developments of the era. It is the consensus of experts to appropriately raise the standard of social assistance, strengthen the accuracy of the target, establish the concept of equality, fairness, activity, and social security efficiently, constantly improve the social assistance system, optimize the allocation of assistance resources, accelerate the process of legalization, and enhance the development ability of the rescued.

## Conclusion

With the continuous improvement of China's political system reform and the development of economy and culture, China's rural social assistance and the security system have played a momentous role in China's rural poverty governance and the total poverty alleviation by 2020. In the past ten years, the Chinese government increased its efforts to provide social assistance to rural areas, ensuring that hundreds of millions of rural poor people can live a basic life of "Two Guarantees, Three Ensuring" (guarantee the basic needs of food and clothing for those living in poverty and ensure that they have proper access to compulsory education, medical care, and safe housing) in the form of minimum guarantees, and eliminating the absolute poverty of the rural population in China. Experts and scholars make profound studies on the definition and connotation, function and characteristics, operation and guarantee mechanism of rural social assistance guarantee in China from different perspectives, which also forms many views and dissertations with practical guiding significantly. Thereafter, social assistance will continue to play a role in the progress of alleviating and eliminating the relative poverty in China's rural areas. Based on the searching domestic and foreign literature comprehensively, reading the literature content systematically, analyzing and checking the opinions of experts carefully. To some extent, this paper summarizes the opinions and discussions of experts, trying to reflect the development and operation of China's rural social assistance and the security system in a more comprehensive way, in order to provide a reference for readers to further study China's rural social assistance and security system.

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