



The Property Right Delimitation and the Income Distribution Mechanism of Industrial Poverty Reduction Assets¹

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Abstract: Industrial poverty reduction has played a vital role in the poverty reduction battle. In the future, managing and utilizing the stock assets and incremental assets of industrial poverty reduction will have a significant impact on the sustainability of poverty reduction. We studied the photovoltaic, agricultural and tourism poverty reduction programs in Anhui and Sichuan and analyzed the formation types, management features, property right delimitation and income distribution mechanism of poverty reduction assets. Our discoveries include: grassroots industrial poverty reduction asset management is ill-formed; grassroots poverty reduction practitioners are afraid of the difficulty in precise asset management; the sources and input means of industrial poverty reduction funds are largely different; the capital leveraging and integration capacity is hard to improve; the formation paths and forms of industrial poverty reduction assets are varied; asset operation is not easy to regulate; there is an adequate basis for property right delimitation of industrial poverty reduction assets, but the delimitation need to be based on industrial characteristics and local realities; income distribution models of industrial poverty reduction assets are varied, but there is a lack of distribution standards and supervision systems. In the future, we should improve the top-level policy system framework and enhance interaction and coordination; we should make precise use of the industrial poverty reduction funds and increase the proportion of physical assets; we should clarify the ownership relations and expand poverty reduction path through asset income; we should regulate the asset income distribution plan and establish a dynamic regulation system for income distribution.

Key words: Industrial Poverty Reduction; Poverty Reduction Asset; Delimitation of Property Rights; Income Distribution

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I. Introduction

Industrial poverty reduction is the most important part of targeted poverty reduction, and it has played a key role in our poverty reduction battle. With the progress in industrial poverty reduction, local and central governments and other entities have increased their capital input into industrial poverty reduction. The fund channels have been expanded and the investment means have diversified. Statistics show that from 2013 to 2017, special poverty reduction funds earmarked by the central government have increased from 39.4 billion yuan (USD 5.7 billion) to 86.1 billion yuan (USD 12.4 billion), an increase of 22.7%; the total capital input has reached 282.2 billion yuan (USD 40.7 billion). Special poverty reduction funds earmarked by governments below provincial levels have also increased by a large margin². Though central and local governments have formulated fund management and performance evaluation regulations, some provinces and municipalities have established poverty reduction fund and program management regulations. These regulations cannot ensure systemic and precise management of poverty reduction funds. As a result, asset property rights are hard to be identified and the profit mechanism cannot be effectively linked. The central and provincial governments have also formulated regulations on asset income poverty reduction to retain and increase the value of agriculture-related funds and poverty reduction funds and increase the income of impoverished people. For example, Jiangsu, Shandong, Sichuan and Anhui, Jilin and other provinces have formulated the regulations on the management and income distribution of rural industrial poverty reduction assets. However, in the implementation process, the delimitation of property rights is not clear, and the income distribution mechanism is incomplete. Existing asset management policies cannot meet the needs of modern management of the huge and complicated poverty reduction assets. Therefore, we need to identify the asset delimitation and income distribution mechanism in the theoretical dimension and accelerate the development and improvement of the industrial poverty reduction asset management system, so as to ensure long-term effect of industrial poverty reduction funds and achieve sustainable poverty reduction.

² Gu Zhongyang. Writing a New Miracle of Poverty Reduction for Mankind (Winning the Poverty Reduction Battle), People's Daily, October 10, 2017, pp.1.

Industrial poverty reduction has always been the focus of the academic circle. Many scholars have analyzed the situation and effects of industrial poverty reduction from different perspectives and attempted to analyze its mechanism of action (Song et al., 2011; Zhang et al., 2013; Han, 2014; Liu and Zhan, 2016). There are few studies on the management of industrial poverty reduction funds, and they are mainly focused on the source, use and performance of poverty reduction funds (Xiao et al., 2006; Chen et al., 2007; Ran et al., 2008; Jiang, 2008; Shuai et al., 2008; Zhang, 2010; Zhang and Wang, 2013; Kou et al., 2014). At present, the research on industrial poverty reduction assets is rare, and relevant studies are focusing on the management of state-owned assets formed in integrated agricultural development programs (Chen et al., 1998; Mao, 2001; Fang; Liu, 2003; Xu and Diao, 2017; Wang et al., 2018; Zhang et al., 2018). There are a lot of studies on how to build a complete profit connection mechanism in industrial poverty reduction programs, but these studies all stress the income distribution and connection among enterprises, cooperatives and farmer households, and rarely discuss the income distribution from the perspective of fund sources and property rights (Bai and Zhao, 2015).

In conclusion, domestic studies on the formation paths, property right delimitation and income distribution of poverty reduction assets are still at the theoretical analysis and problem posing level. The study dimension is singular, the analysis and understanding of the asset relations in industrial poverty reduction are unsorted, and the internal mechanism and logic of property right delimitation still need to be further analyzed and demonstrated. At the same time, the thinking frame that can solve existing problems, meet operation needs and can be promoted still need further analysis, so does the feasible methods on income distribution of different kinds of industrial poverty reduction assets.

This article investigates the photovoltaic, agricultural and tourism poverty reduction models in Anhui and Sichuan and mainly analyzes the asset formation and management of industrial poverty reduction assets. It clarifies the ownership, right of management, right to earnings and right of supervision and determines the income distribution relations between different



participants. The article also forms typical cases and experience for promotion in poverty reduction practices nationwide, and it provides case materials and measures for central departments to formulate industrial poverty reduction asset management policies and decisions.

II. Formation Types and Management Features of Industrial Poverty Reduction Assets

1. Sources of industrial poverty reduction funds

Based on the research results, the funds in photovoltaic, agricultural and tourism poverty reduction in typical areas still mainly come from governments' financial input, the proportion of which is high. Financial funds have weak capacity to leverage financial capital and social funds, and the leveraging method is singular. As a result, new-type agricultural business entities are less enthusiastic in participating in industrial poverty reduction. The source of photovoltaic poverty reduction funds is clearer; since the development features and industrial characteristics of different industries vary, the sources of funds are also varied. The input channels and methods of funds are diversified, and the funds input by the government, enterprises and impoverished households (ordinary farmer households) also diversify at different levels. For example, at the government level, the industrial poverty reduction funds are input directly, by substituting subsidies with rewards or by subsidies after construction. At the enterprise level, the funds are input directly or through shares, donation or profit surrender. At the impoverished household level, the funds are input directly or through shares.

2. Formation types of industrial poverty reduction assets

From the perspective of asset profitability, asset formed in industrial poverty reduction can be divided into business assets and non-profit assets. The assets formed in photovoltaic poverty reduction are mainly business assets, including different kinds of photovoltaic stations. Based on the source of funds, the funds can be classified into the assets owned by farmer households, the assets owned by rural collectives and the assets jointly owned by enterprise investors and farmer households. The assets formed in agricultural poverty

reduction are mainly business assets, supplemented by non-profit assets. Business assets include houses, buildings, machinery, equipment, instruments, agricultural infrastructure and intangible assets such as technology, brands and varieties; non-profit assets include roads, water conservancy facilities, farm product flow facilities and agricultural infrastructure such as forest network. The assets formed in tourism poverty reduction are mainly non-profit assets, with very few business assets. Public assets include service centers, roads, restrooms, parking lots and signboards, while the facilities in tourist attractions, home-stays and scenic areas are business assets. On certain conditions, the asset attributes can be transformed.

Table 1 Types of industrial poverty reduction assets

| Asset types | Photovoltaic poverty reduction | Agricultural poverty reduction | Tourism poverty reduction |
|-------------------|--------------------------------|---|---|
| Non-profit assets | — | Public agricultural infrastructure | Service centers, roads, restrooms, parking lots, signboards |
| Commercial assets | Photovoltaic power stations | Houses, buildings, machinery, equipment, instruments, agricultural infrastructure, liquid assets and intangible assets for business purpose | Facilities in agritainments, home-stays and scenic areas |

3. Management features of industrial poverty reduction assets

The management of industrial poverty reduction assets mainly includes asset operation and asset supervision, and it differs in different industries. In terms of operation, photovoltaic poverty reduction assets require high expertise, and are generally managed and maintained by the constructor. The programs generally select enterprises through tendering and the successful bidder is responsible for the maintenance of photovoltaic stations and facilities. The operation of agricultural poverty reduction assets includes multiple market participants such as impoverished households, the collective economy, farmers' professional cooperatives and enterprises. In practice, the management is enhanced through equity quantification, categorized account keeping and incentives. Tourism poverty reduction



assets are mainly non-profit assets, and are maintained and managed by the county or village. In terms of supervision, the poverty reduction office and relevant departments are the main supervisors of poverty reduction assets. The supervision of photovoltaic poverty reduction assets and tourism poverty reduction assets are comparatively singular, with clear responsibilities; the programs of agricultural poverty reduction involves many entities and are hard to supervise, there is no complete asset supervision system in this area so far. All areas have actively explored industrial poverty reduction asset management, but there are still some shortcomings in the operation and supervision of poverty reduction assets, such as the lack of top-level guidance and local supervision. The phenomenon that industrial poverty reduction assets are operated but not supervised is prevalent.

III. Basis, Range and Methods for the Property Right Delimitation of Industrial Poverty Reduction Assets

1. Basis for the Property Right Delimitation of Industrial Poverty Reduction Assets

From the theoretical perspective, property rights are used to determine the economic and social relation of each person to use rare resources. Property rights are exclusive, free, limited, decomposable and tradable. The theory of property right dates back to the traditional school in early 1820s. The Nature of the Firm and The Problem of Social Cost published by 1991 Nobel Prize Winner Coase, in 1937 and 1960 respectively, are regarded as the founding works of the western property right theory. Other scholars of the new neo-institutional school, such as Alchian, Demsetz, Williamson, Furuborn and Pejovich have enriched and developed the theory. Property rights are divided into the collective, the state-owned and the private based on their “completeness” .

From the legal perspective, the Budget Law of the PRC and the Property Law of the PRC are the legal basis for determining the property rights of industrial poverty reduction assets. They are important because the former involves the source of financial funds that forms industrial poverty reduction assets, and the legal nature of fund sources determines the property rights of the assets; the latter regulates and defines the right relations of the assets formed by central financial poverty reduction funds from the perspective of utilization and

attribution of things.

From the policy perspective, the Decision of the CCCPC and the State Council on Winning the Poverty Reduction Battle printed and issued on November 29, 2015 clarified that we will “make development plans for featured industries in impoverished areas, formulate special policies to make coordinated use of agriculture-related funds” , and we will develop plantation, traditional handicraft, farm product processing and rural tourism and exploit water, power, coal, gas and oil resources in impoverished areas. The Ministry of Finance printed and issued the Notice on Using Financial Pro-agricultural Funds to Support Asset Income Poverty Reduction (cainong [2017] No.52), but the delimitation of property rights is not clear enough. Some provinces have comparatively clear delamination of industrial poverty reduction assets, such as Jiangsu and Shandong. The two provinces stipulate that the ownership of assets belongs to the collective except for those belonging to specific households and individuals; the right of operation belongs to excellent new-type agricultural business entities or village collectives; the right to earnings belongs to impoverished people and villages; the right of supervision belongs to the county poverty reduction leading group and the management departments of the rural collective funds and assets.

2. Range and Methods for the Property Right Delimitation of Industrial Poverty Reduction Assets

The property right delimitation of industrial poverty reduction assets belongs to wealth delimitation, and it is a necessary procedure for industrial poverty reduction assets to clarify its ownership, enter the market for transaction and change its owner. The basic principles of the delimitation include the principle that the investor owns the property right, the principle of respecting history and facts and the principle of focusing on the future, enhancing management and properly handling historical problems. The delimitation should be done based on rules and laws in a pragmatic, fair and just manner.

Based on the attribute of industrial poverty reduction funds, the property right delimitation of industrial poverty reduction assets can be classified into four categories: the impoverished



household category, the new business entity category, the rural collective category and the rural government category.

On the basis of the delimitation of property rights of assets formed by different poverty reduction models:

(1) In terms of the photovoltaic poverty reduction, the income generated by village-level photovoltaic stations form the village collective economy, and are used for non-profit positions, small non-profit programs and awards and subsidies. The income distribution plan must be submitted to the villagers' congress for approval, and then to the county or town government for review, and to county (municipal, district) poverty reduction office for filing. The plan is then published to all villagers as the basis for income distribution.

(2) In terms of tourism poverty reduction, the ownership and usufruct of business assets in agritainments, hotels, restaurants and scenic areas belong to the authoritative department or the program implementation department (enterprises, village collectives and farmer households). The ownership and usufruct of fixed assets formed by special tourism poverty reduction funds belong to the village committee. The ownership and usufruct of non-profit assets such as visitor service centers, roads, restrooms, parking lots and signboards belong to the county and town people's government.

(3) In terms of agricultural poverty reduction, the ownership and usufruct of business assets (such as machinery and instruments) formed by small poverty reduction loans, subsidies, grants and industrial development funds belong to the impoverished households. The ownership and usufruct of business assets (such as houses and buildings for commercial purposes, agricultural infrastructure and intangible assets) formed by financial pro-agriculture funds and industrial poverty reduction funds belong to the village collectives. The ownership and usufruct of non-profit assets such as agricultural public infrastructure belong to the village collectives.

IV. The Income Distribution Mechanism of Industrial Poverty Reduction Assets and its Improvement Dilemma

1. The income distribution mechanism of industrial poverty reduction assets

a. The formation of a differentiated asset income distribution policy system framework. All areas actively fulfill the requirement of targeted poverty reduction. They give priority to impoverished villages and households in formulating the asset income distribution plan, and have established incentive mechanism to encourage impoverished households to work to get rid of poverty. The measures taken include the village collectives' establishment of public welfare positions and enterprises' provision of jobs for impoverished households to earn income. Apart from tourism poverty reductions, all kinds of industrial poverty reduction all give priority to impoverished villages and households in income distribution, and encourage the inclination to households with poor or no labor capacity and households with handicapped persons.

b. The establishment of a dynamic beneficiary adjustment mechanism. When making the industrial poverty reduction asset income distribution plan, all areas consider dynamic adjustment of beneficiaries. If an impoverished household is defined as one that has got rid of poverty through review, it can no longer enjoy the preferential policy. The spare right to yields will be distributed to other impoverished households or used for village public welfare programs. For example, In Jinzhai County, impoverished households can invest 5000 yuan (USD 720.8) with small loans or self-raised funds, and every year, they can earn 3000 yuan (USD 432.5) of dividend. After 4 years, they can get rid of poverty and repay the principal of the loans. In Sanlin Village of Shimen Town, Cangxi County, after the impoverish village got rid of poverty, the poverty reduction shares were transformed into pro-poor shares to establish the pro-poor fund.

c. The formation of typical models of asset income distribution that match the features of different industries. After long-term practice, all industries have formed their typical asset income distribution models based on the features of each industry. For example, the photovoltaic station program in Jinzhai Village (Anhui Province) has developed the "dividend



sharing plus public welfare position development” model, and the agricultural poverty reduction program in Cangxi County (Sichuan Province) has adopted the “guaranteed return plus contribution-based dividend sharing” model. Though the tourism poverty reduction income in Qingchuan County (Sichuan Province) is indirect income, and the income distribution mechanism is singular, it has also explored the “A-level scenic area plus poverty reduction” model.

2. The improvement dilemma of the income distribution mechanism of industrial poverty reduction assets

Though we have formed a series of experience and practices in the design of the income distribution mechanism of industrial poverty reduction assets, we are still faced with some difficulty, both on the macro and the micro levels.

a. On the Macro level. First, there is a lack of coordinated top-level design. The income distribution mechanisms of different kinds of industrial poverty reduction assets are largely different. Industrial poverty reduction involves several sectors, such as energy, agriculture and tourism, and the organization department of each sector cannot organize and coordinate other departments to design the income distribution mechanism of the industrial poverty reduction assets in each industry. Second, there is a lack of reasonable policy support. So far, there is only the Notice on Using Financial Pro-agricultural Funds to Support Asset Income Poverty Reduction issued by the Ministry of Finance, Ministry of Agriculture and the CPAD. This document is only a guidance document and does not categorize the industries. Third, the historical assets are not easy to sort out. The property rights of the historical assets are not clearly identified, and the stock and ownership of such assets are unclear. At present, the total increment of such assets is still increasing, making it more difficult to figure out the limit between historical assets and incremental assets.

b. On the micro level. First, there is no unified standard for the equity ratio. The equity distribution plans at the basic level are diversified and ill-formed. In most cases, the equity distribution is determined through negotiation among village officials and business entities.

Second, there is a lack of standardizing system for the selection of equity distribution subjects. In designing the income distribution plan, the basic-level department give priority to impoverished households and villages, but whether the village collectives, the enterprises established by village collectives, business entities and ordinary farmer households are beneficiaries is unclear, and which impoverished households to receive the profits are unknown. Third, there is no effective supervision system for the operation of enterprises established by village collectives. At the basic level, many village collectives have established enterprises to manage collective assets. But without a clear legal basis, their legal position is not guaranteed, and there is a lack of supervisors to supervise the development direction, operation, financial status and income distribution of the enterprises. Fourth, there is a lack of market selection mechanism to determine the industrial programs and business entities. When the basic-level villages select the poverty reduction industries, they tend to develop the “vanity project” for political performance. There is a lack of democratic decision-making and market selection mechanism to choose the implementation entities.

V. Conclusion and Policy Suggestions

The study finds that the sources and input methods of China’s industrial poverty reduction funds are markedly different; the capital leverage and integration capacity is hard to improve; asset formation paths and models are diversified, and asset operation management is difficult; the income distribution models of industrial poverty reduction assets are diversified, but there is a lack of standards and supervision systems; basic-level industrial poverty reduction asset management is unstandardized, and there is fear for the difficulty of precise asset management. Therefore, we present the following policy suggestions:

1. Optimizing the top-level policy system framework and enhancing coordination and interaction

We should focus on improving the quality and sustainability of poverty reduction assets, sort out, manage and vitalize the large stock and increment of industrial poverty reduction assets and straighten out, improve and innovate the poverty reduction asset income distribution system. We should accelerate the formulation of the guidelines on industrial poverty



reduction asset management and income distribution, and incorporate poverty reduction asset management and effect into the program evaluation work. We should enhance the interaction of relevant functional departments, make clear of the guiding and coordinating functions of the poverty reduction department in poverty reduction asset management, and establish a normalized joint system among departments to promote the effective operation of the poverty reduction asset management system. We should enhance coordination among governments at all levels and establish a poverty reduction asset ledger management system at county, town and village levels.

2. Making precise use of industrial poverty reduction funds and increasing the proportion of physical assets

We should establish a precise retrospect system of industrial poverty reduction funds and develop a big data platform that integrates, uses and supervises financial funds, industrial poverty reduction funds, financial credit poverty reduction funds and social poverty reduction funds. We should carry out categorized, hierarchical and dynamic management of industrial poverty reduction funds, match programs with funds, and form a situation in which funds come from precise channels, responsibilities for fund use are clear and fund use is well supervised. While keeping the funds' purpose unchanged, we should encourage the use of funds for fixed asset investment and production material purchase for impoverished households, rural collectives and new-type agricultural business entities. We should increase the proportion of verifiable and appreciable physical assets.

3. Clarifying the ownership of asset property rights and expanding asset income channels for poverty reduction

We should sort out, register, and properly handle historical poverty reduction assets and confirm their property rights. We should also trace and make clear of their ownership. For industrial poverty reduction programs that are under construction or to be constructed, we should clarify their ownership and property rights based on the principle of "clarifying ownership, vitalizing the right of management, ensuring the right to yields and implementing the right of supervision". On the basis of "precise capital use, clear property rights and

higher physical asset proportion", we should encourage all kinds of funds and capitalizable resources and assets to engage in programs or organize substantive organizations, or joint eligible economic organizations as equity for asset income poverty reduction.

4. Regulating asset income distribution plans and developing a dynamic beneficiary adjustment mechanism

We should enable poverty reduction assets consisting of financial funds and funds owned by business entities, village collectives and farmer households to create income, and distribute the income based on the principle of "same right for same shares". We should encourage the model featuring "guaranteed return + contribution-based dividend sharing", and elaborate on the income distribution plan. During the crucial poverty reduction period, we should dynamically adjust the beneficiaries to ensure all poverty reduction targets can benefit. After the crucial poverty reduction period, we will ensure that these assets still serve for poverty reduction, and enable that their profits can be used to improve the living and production conditions for the poor group and support key areas of rural revitalization, such as village public programs and non-profit undertakings.



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