

Research on Poverty Alleviation Policy Implementation of Cultural Industry in Underdeveloped Areas of Western China Based on Smith Policy Implementation Model

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Abstract

In recent years, the state has paid more and more attention to the development of cultural industry, so the construction of the western underdeveloped areas has gradually begun to be put on the agenda. For the western underdeveloped areas, its unique advantage lies in the unique culture and products of the region. However, it is limited by the complexity of the geographical environment in the region and the weak social-economic development. As a result, the economic development of the region has lagged behind for a long time and has become one of the main battlefields for poverty alleviation in China. In this context, promoting the cultural industry has become the only way for the development of the underdeveloped western regions. With the strong support of the Party and the state's policies and principles, Governments at all levels in the underdeveloped western regions have formulated a number of poverty alleviation policies for cultural industries in the light of the development of cultural industries in their own provinces. It has effectively promoted the efficient driving role of the cultural industry in the region in poverty alleviation. This paper takes the implementation of the industrial policy of cultural poverty alleviation in the western underdeveloped areas as the main research object. Taking Smith's policy implementation model as the main analytical framework, The ideal policy itself, the implementing agency, the target group and the policy environment. This paper analyzes and summarizes the effectiveness of the implementation of the poverty alleviation policy for cultural industries in the underdeveloped western regions and the problems existing in the implementation process. This paper puts forward some countermeasures and suggestions to optimize the effective implementation of the poverty alleviation policy of cultural industry in the western underdeveloped areas.

Keywords

Underdeveloped western regions; Cultural industry; Smith's policy implementation model.

1. Introduction

Eliminating poverty, improving people's livelihood and gradually realizing common prosperity are the essential requirements of socialism with Chinese characteristics. It is also an important mission of the Communist Party of China. On January 6, 2023, the Ministry of Culture and Tourism and other six departments jointly launched the Opinions on Promoting Cultural Industry Enabling Rural Revitalization. "By 2025, an effective mechanism for cultural industry to enable rural revitalization will be basically established." We should gather and cultivate a group of enterprises, institutions and talents who actively participate in the revitalization of the rural areas enabled by the cultural industry. We will promote the implementation of a number of key projects for rural revitalization enabled by cultural industries with a strong driving role. A

number of distinctive cultural industry brands with market competitiveness have been formed. A number of towns and villages with distinctive cultural industry characteristics and outstanding advantages have been built. Several typical examples of cultural industry enabling rural revitalization with international influence were introduced. Excellent traditional local culture has been effectively activated, and rural cultural formats have been enriched and developed. Rural human and natural resources have been effectively protected and utilized, and rural primary, secondary and tertiary industries have been organically integrated. The comprehensive driving role of cultural industry in rural economic and social development is more significant. It plays a more prominent role in supporting the revitalization of rural culture. Since the Eighteenth National Congress of the Communist Party of China, under the strong leadership and support of the Party Central Committee with Comrade Xi Jinping as its core, The Xizangan-Qiang-Yi Cultural Industry Corridor has formulated various policies and regulations to promote the development of cultural industry, and has made some achievements. In August 2021, Gansu Province issued the "Implementation Plan for Cultural poverty alleviation", which put forward the idea of "promoting cultural poverty alleviation". Focus on the construction of comprehensive cultural service centers in poor villages (referred to as "rural stage"). Improve the overall level of public cultural service system construction in poor rural areas. In October 2021, the 14th Five-Year Plan for the Development of Culture and Tourism in Guizhou Province was issued. Cultural undertakings have flourished and developed, and significant progress has been made in the construction of a strong cultural province. Cultural undertakings, cultural industries and tourism have become a powerful driving force and important support for the province's economic and social development. In January 2023, the 14th Five-Year Plan for Cultural Development and Reform of Sichuan Province put forward the idea of "promoting the high-quality development of cultural industry". Closely around providing more high-quality cultural products to meet people's cultural needs and enhance people's spiritual strength. We should cultivate more, stronger and better cultural market players, and improve the modern cultural industry system and market system. Promote the cultural industry to become the highlight of the construction of a strong cultural province and an important pillar of the national economy. The guiding role of policy is reflected in the development of cultural industry. However, from a practical point of view, there is still a certain gap between the implementation effect of the relevant cultural industry poverty alleviation policies and the policy expectations. Based on this, from the perspective of public policy, this paper takes policy implementation as the starting point. This paper studies the implementation of cultural industry policy in western underdeveloped areas based on the framework of Smith's policy implementation model.

2. Smith's policy implementation model

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Thomas Smith, American scholar (T. B.). In his book *The Process of Policy Implementation* published in 1973, Smith first proposed that policy implementation is a sustainable cycle. According to this theory, the implementation of public policy is mainly influenced and restricted by four factors: They are the ideal policy itself, the implementing agency, the target

group and the implementing environment. At the same time, when the policy continues to be implemented, in turn, it will have an impact on the four factors. The policy implementation process is shown in the figure below.

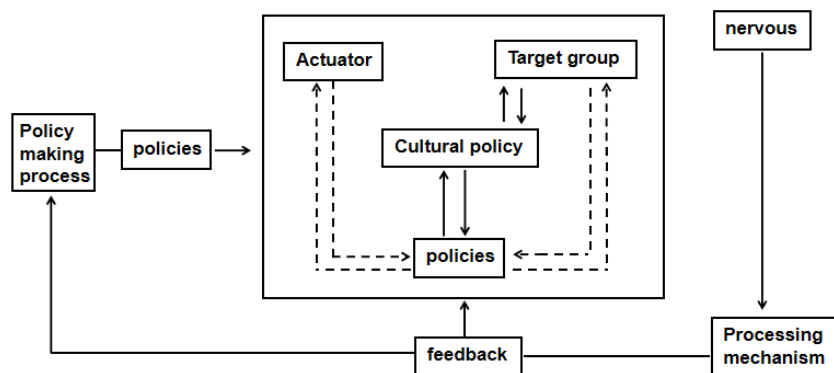


Figure : Smith's Policy Implementation Process Model

3. The Effect of the Implementation of the poverty alleviation Policy for the Cultural Industry in the Western Underdeveloped Area

3.1. The policy system of poverty alleviation in cultural industry has initially taken shape

The development of cultural industry needs real-time and dynamic policies. Poverty, as a problem that the country is still trying to solve, is the best choice for poverty-stricken areas in poverty alleviation through cultural industries. Since the 18th National Congress of the Communist Party of China, governments at all levels in the underdeveloped western regions have promulgated a series of policies and regulations on poverty alleviation in cultural industries according to local conditions. To guide the development of cultural industry and its role in poverty alleviation. These policies and regulations are based on the regional characteristics, development status and cultural characteristics of various regions. It has made norms and requirements from the aspects of overall objectives, guiding ideology, development trends and key tasks. It has initially formed a poverty alleviation policy system for cultural industries with high policy participation and wide coverage. It provides a solid and long-term policy support and guarantee for the poverty alleviation work of cultural industry in the underdeveloped areas of Western China.

3.2. The scale and quality of the main body of policy implementation are constantly improving.

Whether the poverty alleviation policy of cultural industry can be effectively implemented, one of the important factors is the main body of implementation. In 2018, Sichuan Province, Guizhou Province, Gansu Province, Yunnan Province, Shaanxi Province and Qinghai Province have set up new provincial cultural and tourism departments. It has a number of institutions, such as the Policy and Regulation Department, the Industrial Development Department, the Planning and Guidance Department and the Intangible Cultural Heritage Department. Each machine has clear functions, clear responsibilities and mutual cooperation. Including the formulation of local laws and regulations, development planning, construction of public service facilities, promotion and publicity, and protection of intangible cultural heritage. Work, information release, exchange and cooperation, supervision and approval, etc. At the same time, all regions in the region actively respond to the provincial cultural industry development strategy, set up cultural

departments, and develop cultural industries according to local conditions. It provides an important way to promote the realization of poverty alleviation.

3.3. High participation of target groups

As of 2021, a total of 91 state-level cultural relics protection units have been found in the underdeveloped western regions. Among them, there are 36 in Sichuan, 7 in Guizhou, 12 in Yunnan, 4 in Gansu, 4 in Qinghai and 24 in Xizang Autonomous. As of 2022, there are 487 art performance groups and 271 art performance venues in the whole region (except Xizang Autonomous). There are 1197 museums, 720 public libraries, 8113 mass art galleries and cultural centers (stations). Breakthroughs have been made in the construction of public cultural service places year by year, and the public cultural service system has been gradually improved. With the increase of public participation, the development of cultural industry has achieved good social benefits.

3.4. Policies are well implemented

From "Notice on Vigorously Revitalizing Traditional Crafts in Poverty-stricken Areas to Promote targeted poverty alleviation", "On Promoting Cultural Industries to Enable Rural Revitalization" Since the promulgation of the national poverty alleviation policies for cultural industries, The western underdeveloped areas actively promote the overall and coordinated development of the region and the transformation of cultural heritage resources. The integration of culture and tourism promotes the innovative transformation and creative development of excellent national culture. Promote the development of public cultural services and cultural industries to go hand in hand, and enhance the driving capacity of cultural industries to other surrounding industries. At the same time, national culture has become an important link between social relations and economic behavior. Provinces continue to tap cultural resources with national characteristics and create cultural products and tourism products with provincial characteristics. We should strengthen the construction and publicity of cultural brands, promote cultural products to go out, introduce cultural enterprises, and expand the development scale of cultural industries. We will speed up the improvement of public infrastructure facilities, create distinctive cultural tourism brands, and expand the cultural influence of cultural tourism products in various regions. The cultural atmosphere is gradually strong, the scale of cultural industry is expanding, more jobs are created, and regional economic development is promoted. To provide a material basis for the realization of poverty alleviation.

4. Problems in the Implementation of poverty alleviation Policy for Cultural Industry in Western Underdeveloped Areas

4.1. Lack of sustained force of policy

There is no doubt that the policy should play a good guiding role in the early stage of formulation, and it should play a leading role in the later stage. It can play an exemplary role, especially in poverty alleviation through cultural industries. Although there is no lack of policy support for the poverty alleviation work of cultural industry in the underdeveloped areas of Western China, However, the existing poverty alleviation policies for cultural industries still lack continuous coordination. At present, the policies formulated mostly focus on the guiding ideology, basic principles and main objectives of the cultural industry. It is more from a holistic perspective that the poverty alleviation policy of regional cultural industry is put forward. These policies are relatively macro and do not play a strong role in guiding and guiding the follow-up work of poverty alleviation in cultural industries. For example, the formulation and issuance of policies for the protection and inheritance of intangible cultural heritage. It depends not only on the discussion and formulation of the policy research offices of relevant

provincial units, but also on the coordination of other government departments. Especially when the follow-up policy plays a role, it is more important to coordinate and integrate the forces of relevant departments through effective ways. Only in this way can we strengthen the sustained force of the policy.

4.2. The efficiency of policy implementation at the grass-roots level is not high

In the process of policy implementation, executive agencies and executives are the most important part. After all, the policy is people-centered and people-centered, and finally it is still a practical activity based on people. Complications must therefore be taken into account. The first is the executive body, as Buchanan, a scholar of public choice theory, said. The government administrative organs that provide public services are also composed of rational "economic men". There are also different interest demands among governments at all levels and their different departments. The same is true of the executive body of the policy. Each executive body will try its best to avoid the risks and losses caused by the implementation of policies in order to maximize its own interests. And then began to produce the phenomenon of "policies at the top and countermeasures at the bottom". The second is the executive staff. If the executive bodies and executives at the grass-roots level fail to accurately grasp the policy requirements in the process of policy implementation, they will be influenced by the "utilitarian view of political achievement", copy the policy mechanically, and only pay attention to superficial work; The development is relatively simple, formalized and non-innovative.

4.3. In terms of target groups

The implementation of poverty alleviation policies in grass-roots industries involves the interactive game among multiple actors, such as companies, large households, rich and capable people and poor households. These actors uphold different interests, beliefs and values. As a result, the implementation of industrial poverty alleviation policy contains multiple institutional logic such as administration, market and ethics, and has strong institutional complexity. From the perspective of the target group of the poverty alleviation policy of cultural industry, there are mainly the following problems. First, the communication between the main bodies is not smooth. At present, the policy communication in most underdeveloped areas in the western region mainly adopts the traditional mode of documents and office meetings. Type to convey the transmission. The policy of such transmission is easy to cause the asymmetry of information in communication, the low efficiency of transmission, and the difficulty of accurate grasp of the recipient. Second, some poor families live deep in the mountains, have a low level of social civilization development, and still maintain conservative concepts. They lack a certain degree of creative transformation ability in poverty alleviation. They tend to stick to their original way of life and lose the self-development of taking risks and trying new things.

4.4. Policy environment

System theory points out that the promulgation of a public policy is the product of the environment. Demands for policy action arise from problems and conflicts in the environment. The corresponding implementation should focus on the impact and constraints of its environment, which is the basis of policy implementation and needs the strong support of the environment. At present, the poverty alleviation policy has helped the poverty-stricken areas to achieve poverty alleviation and eliminate absolute poverty. However, its effect is still subject to the local natural conditions, infrastructure, poverty and the level of economic and social development. This is especially true in the underdeveloped western region, which is one of the regions with the most obvious characteristics of vertical regional differentiation. Geographical environment genes are diverse, natural resources are abundant, and national cultural and ecological forms are abundant. The implementation environment of its poverty alleviation policy for cultural industries is relatively inadequate. There are

differences in the strength of social and economic development among provinces and cities in different regions. As a result, it is difficult for the cultural industries in various regions to develop in a balanced way, as well as the organizational management and infrastructure for the implementation of poverty alleviation policies for cultural industries. A series of normative legal systems, such as construction, corresponding rewards and punishments, are imperfect, which makes it difficult to form a policy management system for poverty alleviation in cultural industries.

5. Countermeasures and Suggestions for the Effective Implementation of Cultural Industry Policies in the Underdeveloped Western Regions

5.1. Improve the sustained force of policy

To enhance the sustained force of the policy, it is necessary to determine the requirements of high standards when formulating the poverty alleviation policy for cultural industries. As far as the implementation of the poverty alleviation policy of cultural industry is concerned, the overall regulation and control of the central government should be taken as the macro level. It takes the specific formulation of local governments at all levels as the medium level, and the practical implementation of cultural industry profession as the micro level. To build this holistic project together, the policy itself is the main line running through it. In order to make the poverty alleviation policy of cultural industry more reasonable in the transformation from the original task of poverty alleviation to the task of rural revitalization, an important requirement is to form scientific and democratic standards. Among them, scientific decision-making activities should conform to the realistic requirements of objective laws and regulations. Democratization, on the other hand, guarantees the rights and interests of all parties in the implementation of policies. Therefore, to optimize the effectiveness of the poverty alleviation policy of cultural industry under the goal of common prosperity, we need to further improve its top-level design. It is necessary not only to follow the general guiding principles, but also to make a concrete analysis of specific problems. Special consideration should be given to multiple factors such as adapting measures to local conditions and different situations.

5.2. Enhance the efficiency of implementing policies at the grass-roots level

Marx once said, Power is "a certain, inevitable and independent relationship between people in the social production of their own lives". The essence of power lies in its publicity. The above value expectation of its publicity mainly depends on the personnel of the entities engaged in policy implementation. The public resources they own have the possibility of power evolution in their domination. Therefore, in order to improve the efficiency of policy implementation at the grass-roots level, we must first improve the comprehensive quality of the executives of various institutions. To some extent, the process of policy implementation is a process of re-division of interests. Therefore, the personnel of the implementing agencies themselves need to have good moral character and positive values. Secondly, we should clearly define the relationship between the rights and responsibilities of local governments at all levels. The promotion of poverty alleviation policy in cultural industry needs to clarify the specific tasks of poverty alleviation and the corresponding responsibilities of various departments. Provide institutional basis for the specific implementation of relevant departments, and form a unified policy implementation plan and principles. Under the corresponding steps, we should clarify the interests and responsibilities of governments at all levels and form a joint effort of all parties to crack the "thousands of lines on the top". The action dilemma of "one needle below" improves the efficiency of policy implementation.

5.3. Optimize the communication mechanism of target groups

First, we should further improve the direct communication and coordination mechanism among government departments at all levels and make use of modern information technology such as the Internet and new media. Broaden the channels of communication, For example, the video function, the work group, the online communication and other functions of communication platforms such as the WeChat and the nail are utilized, Establish online work communication channels, break the barriers of conventional communication methods of "document issuance" and "office meeting". From the perspective of target groups, we should realize the effective exchange of policy information and consultation and decision-making. Enhance the consistency and tacit understanding among the staff of all government departments at all levels. Secondly, we should publicize the poverty alleviation policy of cultural industry by means of radio and television, mobile phone tremolo and fast-hand short video. Set up professional channels and programs to interpret the content and significance of poverty alleviation in cultural industries, and improve the awareness of target groups; They can also send staff to the grass-roots level to understand the participation status of the target groups through regular surveys and visits. Collect opinions and suggestions so that more grassroots people can receive and understand the poverty alleviation policy of cultural industry.

5.4. Optimize the environment and implement policies

First of all, we should speed up the construction of infrastructure in the underdeveloped western regions. The construction and improvement of infrastructure has three main functions: one is to attract foreign visitors. Relatively convenient transportation and relatively modern lifestyle will make foreign visitors tend to come to the underdeveloped areas of the western region for shopping. The second is to serve the residents of the region. Relatively high-quality medical and educational services can improve the quality of the labor force in the region from two aspects of physical quality and scientific and cultural quality. Third, infrastructure construction also plays a supporting role in industrial development. Access rate, electrification rate, labor quality, heating system, WiFi and other factors are important contents to promote industrial development. Therefore, we should absorb and broaden the sustainable investment of public cultural infrastructure funds to strengthen the construction of public cultural infrastructure. We should scientifically promote the popularization of culture throughout the province, improve public cultural infrastructure such as libraries and museums, and establish and improve the public service system; To stimulate the enthusiasm of the people of the province for the cultural industry. Secondly, we should promote the development of cultural industry to be more balanced and optimize the regional layout through multiple channels, directions and levels. Relying on the characteristic resources of local cultural industries, we should give full play to the guiding role of policies and build "high-speed rail lines" for poverty alleviation in cultural industries; We will increase support for the cultural industry and strive to build a "high-speed railway station" on the road to the development of the cultural industry.

6. Conclusion

Based on Smith's policy implementation model, From the four aspects of the ideal policy itself, the implementing agency, the target group and the policy environment, This paper analyzes the problems existing in the implementation of the poverty alleviation policy of cultural industry in the underdeveloped areas of Western China. Combined with the political, economic, legal, environmental and other factors, the paper puts forward the countermeasures for the effective implementation of the cultural industry policy in the western underdeveloped areas. The proposal tries to reduce the resistance and obstacles to the implementation of cultural industry policies in the underdeveloped western regions. In order to promote the progress of rural revitalization and social development in an all-round way.

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