



# Research on the Impact of Multidimensional Policy-Making Complexity on Achieving Sustainable Development in China

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**Abstract.** Public policymaking is an authoritative distribution of public interests in China, but the subject of leading public policymaking itself is not a highly homogeneous and inseparable organic whole. It is affected and restricted by many factors such as policy making cycle, policy-making process, and traditional culture. At present, the connections between social and public policies have changed greatly, from the links in the formation chain of the original single policy to the links between policy links at different levels. As the first of the 17 Sustainable Development Goals, poverty eradication is one of the important issues of sustainable development in the world today. This paper will examine how the different values that emerge from policymaking about poverty contradict each other and how policymakers balance these values. Taking poverty in China's rural development as the main research object, this paper discusses the complexity of multidimensional policymaking on poverty alleviation, and how public policy can adapt to the complexity of multidimensional policy.

**Keywords:** multidimensional policy making · sustainable development in China · the structure of policy formulation

## 1 Introduction

In the past two decades, with extensive reforms in public governance, China has also been on a quest to improve the formulation and implementation of public policies. Once the process of public policy formulation is specific to the real social and political life, the concept of the subject of public policy formulation contains profound internal split, contradiction, conflict and intricate complexity. In the past, our country's public policy research generally is from the emergence of the social phenomenon, policy question proposal, policy formulation, implementation, assessment, regulating administration and end of such a policy process, starting from the link, and also using some quantitative, qualitative or quantitative and the combination of the theoretical model to carry on the analysis. The formation of economies of scale makes new public problems emerge constantly. The single policy operation process has great limitations on policy analysis. Therefore, the construction and implementation of multi-dimensional

policies has become an inevitable way to construct public policies. The primary goal is to solve related complex problems and establish a multi-dimensional policy for sustainable development on this basis. In the past 40 years, China has always put the content of poverty alleviation policy in the first place. Comprehensive poverty alleviation is one of the important goals of sustainable development in China. Taking the cycle of China's poverty alleviation policy as the research background, through the analysis of relevant aspects of multi-dimensional policy, the application of multi-dimensional policy links in policy formulation is further reflected. It also provides suggestions and solutions to related complex problems.

## **2 Concept Review**

### **2.1 The Complexity of Public Policy Making**

#### **2.1.1 A Transformation of the Structure of Policy Making**

The overall crisis can be successfully solved by integrating historical growth with China's general social structure, which requires a thorough grasp of the policy formulation structure. The overall social structure contains four characteristics. First, the nation's human and material resources to achieve a particular national goal, particularly in economic building, glory projects, and crisis management, demonstrates the country's great capacity for social mobilization. Second, the lack of the role of the middle class, the state directly facing the masses, and the lack of buffer in the middle. Third, the social order completely depends on the strength of state control. When state control is weakened, society has a spontaneous anarchic and disorganized tendency. Fourth, the ability for social autonomy and self-organization is poor, the intermediate organization is underdeveloped, and the control system is not perfect. The emergence of a unified society effectively solves the problem of division in relevant departments of the state and the related problems of social integration [1]. The united society's structure of policymaking is one based on control, whereas the structure of public policymaking with public involvement is one based on contemporary social autonomy and contemporary politics – a social contract. Therefore, the transformation of policy structure formulation needs to be supported by the overall social transformation, which inevitably includes the transformation of the policy-making structure [2]. The unified society's policymaking structure is based on control, whereas the structure of public policymaking with public involvement is based on contemporary social autonomy and contemporary politics. Party organizations at all levels are made up of power elites from various administrative departments.

#### **2.2 An Analysis of the Complexity of Policy Making**

The decision-making process becomes more difficult as a consequence of the diverse viewpoints and opinions on education and comprehending concerns that each individual has, owing to the tendency of power elites to include their own beliefs, the chief will, and

behavioural patterns into the process [3]. Therefore, the process of public policy-making with public participation will be affected by the following factors:

- a. The process of formulating macro policies is heavily impacted by personification power and is a part of the multi-interactive mode of elites controlled by powerful leaders. The elite group serves as the primary conduit for the people's opinions to reach the person in control, who then combines their perspective with personal beliefs to form public policy. Therefore, it is difficult for the interests and opinions of the public to be faithfully conveyed and formulated by decision-makers. Further, the mistakes of decision-makers in the process are also difficult to be effectively supervised.
- b. There is a mismatch between policy-making authority and policy-making responsibility. Since policymaking is inherently prone to the separation of power and accountability due to the absence of strict responsibility constraints, this separation may exist. The current policy-making process is relatively more conducive to credit than fault.
- c. The government depends heavily on departments to create more detailed policies, which divides the government's authority and causes the departments' authority to be more closely aligned with the interests of those they serve. Some departments often put departmental interests above public interests in the process of policymaking, try their best to consolidate and expand departmental interests, and even try to obstruct public participation in public policymaking. Such power interests not only cause conflicts between policies but also become obstacles to public participation in the formulation of public policies in the actual political and administrative process.
- d. The constitutional review mechanism from the supervision of the state power department has not been established, and the ordinary judicial review from the public supervision is not in place, making it difficult for the public to supervise public policies from the legal aspect. There are many resistances to the public's supervision of policies. Therefore, although the relevant national laws have obvious principled requirements for the public to participate in the formulation of public policies, there are few practical implementation methods.

### **2.3 “Unspoken Rules” of Policy Enforcement**

In the process of policy implementation, we should not only focus on the formal rules and regulations and the formal organizational structure system, because different countries face different political systems, and for China, some “hidden rules” have become fixed. Sometimes, its importance even exceeds the formal rules and regulations [4]. Among them are not only the influence of traditional culture but also many human factors. Some of the most direct impacts on public participation in the formulation of public policies. These informal “hidden rules” all bring more complex and diversified challenges to the formulation of public policies and sustainable development [5].

## **3 Multidimensional Policy Network Management Theory**

### **3.1 Formation of Multidimensional Policy**

Any public policy has a development cycle from birth, development to termination, or replacement by new policies, manifested as a policy process and forms multiple policy links with internal logical relations, which together constitute the public policy system.

The so-called policy link refers to the subdivision of the public policy operation process and is also some relatively fixed process nodes in the process chain from the formation to the termination of public policy, such as the proposal of policy issues, the formulation of policy plans, implementation, Feedback, evaluation, adjustments, etc. In the book “Review of Public Policy Formulation”, Dror made a detailed classification of policy formulation and operation.

Through the interrelated adjustment of each link, or using some quantitative, qualitative, or quantitative and qualitative theories to analyze and finally formulate a reasonable public policy plan. However, with the continuous development of the socialist market economic system with Chinese characteristics, the continuous emergence of economies of scale has triggered new public problems, and the adjustment of policy links has also changed from one-dimensional to two-dimensional to multi-dimensional. The coordination of multi-dimensional policy links means the deepening of the social division of labor, the rapid development of science and technology, the comprehensiveness and diversification of social exchanges, the continuous improvement of various political systems in the country, and the emergence of public policies that affect all aspects of society [6]. Because of the identity of people and the public nature of social resources, public policies at all levels of society began to influence and even infiltrate each other, and new policies and old policies, high-level policies and low-level policies, and related policies were formed in frequent and rapid adjustments. The connection and interweaving of multi-faceted and multi-level policy links among policies constitute a multi-dimensional and three-dimensional public policy network formed to adjust various social and public interests. The formation of multi-dimensional policies integrates the policy network of the whole society and makes the partial policies from scattered and isolated to form a whole, which brings efficiency and convenience to the operation of social public policies, but at the same time, it is inclusive of policy operations. It will decrease accordingly, because a certain part of the policy cannot adapt to the development of society, which may have an impact on the implementation of the entire policy, and may seriously affect the stability of the entire public policy. The following two points have a greater impact on multidimensional policies: changes in the upper and lower policy links of the same policy will lead to policy problems; related policy changes may also produce a “butterfly effect”, which affects surrounding policies on a large scale, sometimes causing seemingly The implementation of irrelevant public policies is affected, and even has to be adjusted and dealt with accordingly, or forced into a paralyzed state of cessation of implementation [7].

### **3.2 Features and Models of Multidimensional Policy Networks**

The multidimensional policy network is composed of different policy links, and the policy links have multiple properties:

- a. Systematic: Public policies are inherently related, making them interconnected to form an open policy system with a certain structure, level, and function. The various policy links contained in the network also form a systemic dependent connection.
- b. Complexity: Due to the different policy goals in the public policy network, the hierarchical structure formed by each policy leads to different spans of policy links, so the relationship between the links is more complicated.

- c. Dynamics: Due to social development and changes in social needs, public policies are constantly produced and updated, making policy links also in a state of constant adjustment and improvement, which is obviously dynamic.
- d. Public need Oriented: public policy is produced based on the need for social management, and its essence is to ensure that citizens enjoy equal power and fair distribution of benefits in various fields such as national politics, economy, and culture. Therefore, the public policy link should be adjusted and reconstructed to meet the needs of the public.
- e. Intersection: Due to the intersectionality or identity of public policy adjustment objects, many policy networks form an intersection structure, and the intersectionality of policy links increases the difficulty of policy link coordination. Therefore, it is necessary to integrate policy resources to give full play to the role of public policy in guiding and serving social development and promoting coordinated development.

The proposal of public policy is generally caused by social macro issues. Therefore, the policy is initially a macro policy goal formed for a certain problem. It is a thick-line design. On this basis, the mutual matching between multiple links is constructed, and multiple goals are combined with each other, to develop a system of supporting public policies to solve a series of similar problems. A variety of target policy systems work together to form an interrelated body, and due to the different levels of understanding of macro phenomena, the sensitivity of the signals conveyed by each level is inconsistent, the complexity of the needs of the adjusted objects, or the limitation of public policy resources, leading to incoordination between various policy links [8]. To effectively solve the problems in the multi-dimensional policy link in the public policy network, a multi-dimensional policy network management model based on integrated thinking is established through the integration of public management concepts.

## 4 Case Studies

### 4.1 Research on Poverty Alleviation Policy in ‘Wangmo’ County, Guizhou Province

In May 2015, the Guizhou Provincial Party Committee and the Provincial Government put forward the concept of open poverty alleviation at the poverty alleviation conference, that is, poverty alleviation with the participation of the public. Before this, my country’s government-led special poverty alleviation, industrial poverty alleviation, and counterpart assistance were the main undertakers and responsibilities for poverty reduction and development. Although “social poverty alleviation” was also advocated, but the relative closedness of the system and mechanism, the government-led or even extended to the leading cover in the practice of poverty alleviation, bottom-up and social horizontal interaction, governance-based poverty reduction mechanisms and platforms are far from being established. In this sense, large-scale state-owned enterprises and the public’s initiatives and responsive measures to help extremely poor counties will open up a gap in open poverty alleviation, allowing social forces and corporate social responsibilities to have a multi-dimensional institutional channel. The main battlefield for poverty alleviation and development.

Of course, there are many complex problems in the process of formulating poverty alleviation policies:

- (1) There is a serious lack of professionalism among poverty alleviation departments, grassroots government employees, and party-building poverty alleviation staff. Poverty alleviation projects require scientific decision-making and governance, which calls for not only highly effective technical tools and capabilities but also creative concepts and operational procedures.
- (2) The growth of industry is the main objective of poverty alleviation efforts, and the outcomes of industrial development finally need to be assessed by the market. Agricultural production, especially large-scale livestock breeding, and the value of economic forest species often have a long cycle, and face high market uncertainty. Coupled with factors such as information and transportation restrictions in poor rural areas, and the lack of market capabilities of poor groups, the market for rural industry development; the risk is often higher, which is an important reason why many industrial poverty alleviation projects are difficult to achieve results.
- (3) Lack of support for capacity growth of poor groups, lack of comprehensive consideration of rural social governance and community collaboration, and lack of measures and methods to support rural social innovation are difficult to fundamentally solve the vulnerability of farmers' development capacity.
- (4) Poverty alleviation projects seriously neglect rural social services: Existing poverty-reduction initiatives are largely absent from supporting rural social services, enhancing rural community cooperation and solidarity, and promoting rural public life. Some initiatives even threaten to divide and disintegrate rural communities' capacity for cooperation, which calls for our vigilance and calls for a reexamination.

To solve the relevant problems encountered in poverty alleviation, Wangmo County has formulated new poverty alleviation policies to promote rural social governance innovation, realize the equalization of urban and rural public services, and achieve economic, social, and cultural sustainability. The following perspectives are required to focus on the choice of a new development path:

- (1) Governance perspective: Poverty alleviation needs to focus on how to improve farmers' development and community participation capabilities, lower the threshold for farmers' public participation, increase farmers' participation motivation, reduce their participation costs, ensure the participation benefits of different groups in poverty alleviation projects and rural community development participation, and build community.
- (2) Capabilities and Vulnerabilities Perspectives: Promoting poverty alleviation work from the perspective of improving capabilities, reducing vulnerable links, and reducing vulnerability can make the goals of poverty alleviation work clearer, the management of poverty alleviation work more systematic, the effectiveness of poverty alleviation work more monitorable, and poverty alleviation projects more flexible and targeted. While developing the industry, it will focus more on the construction of a comprehensive capacity system for rural development.
- (3) Macro market and micro project perspective: The demand for agricultural products is often reflected in rigid demand, and the blindness of small-scale production often

leads to great risks in the agricultural products market except for grain and oil products. However, the production of large grain and oil crops cannot solve the problem of income increase in the south, especially in the impoverished mountainous areas of Guizhou. Industrial poverty alleviation projects that lack local excellent quality and high-tech quality, even if they succeed in micro-projects, often fail miserably in the macro market once they are replicated. From the perspective of the development of poverty alleviation industries in Guizhou, the new industrial planning should avoid the competition of common agricultural products, establish the production process management and brand operation support mechanism of ecological brands, and rebuild the market support system with the thinking of “the government creates the market”.

- (4) Welfare society perspective: The problem of poverty is first a social issue, then a structural issue, and finally an economic issue. The sense of relative deprivation, social injustice, and insufficient supply of opportunities are the biggest reasons why poverty has become a social problem. It is difficult for China to follow the social policy model of the Western welfare state, but the long-term stability, sustainable development of Chinese society, and the great rejuvenation of the Chinese nation require the construction of a Chinese social policy system, that is, a welfare system in a broad sense. The welfare society model is the development of China’s socialist welfare system. Important directions to consider. The welfare society emphasizes that the government and the society cooperate to produce welfare together. If society can cooperate with the government to produce welfare, society must have the ability and vitality.
- (5) Land and labor perspective: The per capita arable land in poverty-stricken mountainous areas of Guizhou is small, and agricultural production in many places is not enough to support the sustainable livelihood of farmers and their families. The degree of rural labor force mobility is high, and the rural social structure is unbalanced, which in turn leads to serious land loss and lower agricultural production output in poverty-stricken areas; Except for a small number of elites, most of the immobile farmers are relatively disadvantaged groups who cannot migrate due to various reasons; the status quo of more “semi-labor” in rural areas cannot meet the requirements of large-scale and farm-oriented agricultural production for industrial workers. From the perspective of resource-population relationship, the natural resources in rural areas are no longer able to sustain the sustainable life of all rural populations, and it is definitely unrealistic to push migrant workers back to their hometowns on a large scale. Under such a premise, new poverty alleviation projects need to face the contradictions between rural labor force, natural resources per capita, the status quo of left-behind groups and industrial poverty alleviation projects and better promote the effective combination of existing rural land resources and labor resources.
- (6) Sustainable environment and sustainable society perspective: The implementation of the policies of “converting farmland to forest” and “natural forest protection” as water conservation and soil and water conservation projects will, to a large extent, restrict the use of land resources and other natural resources for the development of

rural industries in poor mountainous areas. This requires promoting poverty alleviation and development work based on not only considering the protection of cultivated land but also considering the sustainability of resources and the environment. Therefore, the construction of rural community self-discipline and mutual discipline mechanism based on the development of community common interests, the sustainable development of rural society and the construction of farmers' self-restraint mechanism, and the sustainable use of natural resources and the growth of ability are crucial to Guizhou's agricultural development at the macro level.

- (7) Capacity building and an action research perspective: As far as the poverty alleviation and development work in Wangmo, Guizhou, and even the whole of China is concerned, the important issue now is not what to do, but how to do it. Here, strategies for action research on poverty reduction need to be established. The so-called poverty alleviation action research is not that poverty alleviation personnel do research while helping the poor, nor is it that researchers carry out research tasks to do poverty alleviation. Poverty alleviation action research must be a process of generating new mechanisms. Action research is an important means of poverty alleviation innovation, and it is also a new strategy that can be adopted in poverty alleviation and development work innovation to meet new challenges under the new normal.

Through the implementation of multi-dimensional and multi-perspective policies, the GDP of 'Wangmo' County in 2014 was 3.616 billion CNY, a year-on-year increase of 13%; the per capita GDP was 14,545 CNY; the investment in fixed assets was 4.009 billion CNY. The total retail sales of consumer goods reached 350 million CNY, a year-on-year increase of 12.1%; the added value of industries above designated size reached 413 million CNY, a year-on-year increase of 20.6%; the per capita disposable income of urban residents was 19,360 CNY, a year-on-year increase of 10.9%; The per capita disposable income of rural residents was 5,206 CNY, a year-on-year increase of 13.1%; the total fiscal revenue was 421 million CNY, a year-on-year increase of 8.9%, of which the public finance budget revenue was 245 million CNY, a year-on-year increase of 22.51%; the public finance budget expenditure was 2.309 billion CNY, an increase of 15.28% year-on-year; the balance of CNY deposits and loans of financial institutions was 4.719b CNY and 2.353b CNY, an increase of 14.4% and 21.6% respectively. By 2020, the annual GDP of the county was 10.04b CNY, a year-on-year increase of 5.3%; the per capita disposable income of urban residents was 33,226 CNY, a year-on-year increase of 5.8%; the per capita disposable income of rural residents was 9,778 CNY, a year-on-year increase of 8.9%; The total revenue was 683m CNY, an increase of 262 million CNY compared to 2014. Therefore, at the end of 2020, 'Wangmo' County will be completely lifted out of poverty.

## 5 A Comparative Analysis of China's Poverty Alleviation Policies in the Past Forty Years

From the rural poverty alleviation policy (2011–2020) promulgated by the Central Committee of the Communist Party of China and the State Council, several key elements are proposed:

- (1) My country is still in the primary stage of socialism and will remain so for a long time to come. The overall level of economic and social development is not high, the problem of unbalanced regional development is prominent, and deep-seated contradictions restricting the development of poor areas still exist. The scale of poverty alleviation targets is large, the problem of relative poverty is prominent, and the phenomenon of returning to poverty occurs from time to time. The development of poverty-stricken areas, especially concentrated contiguous areas with special difficulties (hereinafter referred to as contiguous areas with extreme poverty) is relatively lagging behind, and the task of poverty alleviation and development is still very arduous. Simultaneously, industrialization, informatization, urbanization, marketization, and internationalization have continued to deepen, the economic development mode has accelerated, the national economy has maintained steady and rapid development, the overall national strength has increased significantly, and the social security system has gradually improved, creating favorable conditions for poverty alleviation and development. Poverty alleviation and development have shifted from a stage where food and clothing is the main task to a new stage of consolidating food and clothing achievements, accelerating poverty alleviation, improving the ecological environment, improving development capabilities, and narrowing the development gap.
- (2) Poverty alleviation and development are related to consolidating the party's ruling foundation, to the long-term stability of the country, and to the overall situation of socialist modernization. Building socialism with Chinese characteristics requires comprehensively implementing the Scientific Outlook on Development, which is inherently impossible without intensive promotion of poverty alleviation and development. It also necessitates carefully coordinating regional development in the urban and rural areas, ensuring, improving people's livelihoods, and limiting the scope of development. Building a peaceful socialist society and an all-around prosperous society are important needs.

It can be seen from this that poverty alleviation projects are a long-term process that requires sustainable development, as shown in the Table 1, through the analysis of China's main poverty alleviation policies from 1982 to 2020.

It can be seen from the figure that from the beginning of reform and opening up to the present, China's rural areas have experienced changes from universal absolute poverty to partial absolute poverty. The main body, main practices and achievements have gradually shown the characteristics of horizontal expansion and vertical expansion over time, and

**Table 1.** Overview of China's major poverty alleviation policies from 1982 to 2020

| Stage   | Main Poverty Alleviation Policies  | Main ways of poverty alleviation  |   |  |   |
|---|--|---|---|--|---|
|   |  | Infrastructure construction   | Industrial development  | Employment support   | Other supporting policies   |
| 1982–1993: Focus on relief poverty alleviation                | ‘Notice of The State Council on Conscientiously Helping Poor Rural Households’, ‘The CPC Central Committee and The State Council issued a circular on helping poverty-stricken areas change their appearance as soon as possible’, ‘Circular of The State Council on Strengthening the Economic Development of Poverty-stricken Areas’ | We will improve energy, transportation and other infrastructure, and support the development of rural industries and commodity distribution | Improving living conditions, developing township enterprises and various household industries   | Work relief, labor export, set up rural poverty alleviation economic entity  | Agricultural policy, education policy   |
| 1994–2000: Development-oriented poverty alleviation (Phase I) | ‘The Eighth - seventh National Poverty Alleviation Plan  | We will provide people and animals with drinking water, build roads, and ensure electricity   | The development of planting and breeding industry, the development of famous rare and excellent products, the development of township enterprises, and development of immigration | Work relief, employment training, labor export, support township enterprises to give priority to hiring poor labor, etc. | Financial policies, fiscal and tax policies, preferential policies for economic development |

*(continued)*

**Table 1.** (continued)

| Stage   | Main Poverty Alleviation Policies   | Main ways of poverty alleviation  |   |  |  |
|---|---|---|---|--|--|
|   |   | Infrastructure construction   | Industrial development  | Employment support   | Other supporting policies  |
| 2001–2010: Development-oriented poverty alleviation (Phase II)  | ‘Outline of Poverty Alleviation and Development in Rural China (2001–2010)’ | To solve the problem of drinking water for people and animals, electricity, roads, postal, telephone, radio and television, the construction of health centers and clinics, and the construction of wholesale markets for agricultural products | Industrial development and industrial management, poverty alleviation through science and technology, education, voluntary relocation, investment, etc.                     | Work relief, job training, labor export, and policy support for enterprises that can employ poor workers | Fiscal policy, financial policy, western development strategy-related development policies                           |
| 2011–2014: Development-oriented poverty alleviation (Phase III) | ‘Outline of Poverty Alleviation and Development in Rural China (2011–2020)’ | Land consolidation, farmland water conservancy construction project, drinking water safety project, transportation construction, logistics system construction, power grid upgrading, cable TV, telephone, Internet project, etc.               | Poverty alleviation by relocation from inhospitable areas, promotion of whole villages, poverty alleviation by industry, science and technology, education and health, etc. | Employment training, labor export, work relief   | Fiscal and taxation policies, social security policies, financial policies, industrial policies, land policies, etc. |

(continued)

**Table 1.** (continued)

| Stage   | Main Poverty Alleviation Policies   | Main ways of poverty alleviation  |  |  |  |
|---|---|---|--|--|--|
|   |   | Infrastructure construction   | Industrial development   | Employment support   | Other supporting policies  |
| 2015–2020: Targeted poverty alleviation (In 2014, the CPC Central Committee began to study and promote the implementation of targeted poverty alleviation strategy) | ‘Decision of the CPC Central Committee and The State Council on Winning the Battle against Poverty’, ‘Guidelines of the CPC Central Committee and The State Council on Winning the Three-year Campaign against Poverty’ | Land construction, farmland water conservancy construction project, drinking water safety project, transportation construction, logistics system construction, power grid upgrading, cable TV, telephone and Internet project for every village, renovation of dilapidated houses and improvement of living environment, mobile application software and intelligent terminal development | Poverty alleviation by relocation from inhospitable areas, whole village promotion, industrial poverty alleviation, science and technology poverty alleviation, education poverty alleviation, health poverty alleviation, network poverty alleviation, e-commerce poverty alleviation, voluntary action, East-West cooperation, fixed-point poverty alleviation, social poverty alleviation and consumption poverty alleviation | Employment training, labor export, work relief, set up poverty alleviation factories | Fiscal and tax policies, financial policies, land policies, talent and science and technology support policies, etc. |

at the same time, a more comprehensive multi-dimensional policy network system has been established.

### **Horizontal evolution:**

- The main participants in the initial relief-style poverty governance are the government and the poor. From the new policy promulgated in 1987, it was established that the poverty alleviation work in rural areas has completed a fundamental transformation from simple relief to economic development. In 2013, General Secretary Xi Jinping first proposed the concept of “precise poverty alleviation”. This policy expanded its coverage to cover government departments, public institutions, state-owned and private enterprises, charities, and the poor. So far, poverty governance has formed a large-scale poverty alleviation pattern led by the government and widely participated by the whole society.
- The inclusion of infrastructure construction in the poverty governance system began in the stage of development-oriented poverty alleviation. With the rapid development of China’s economy, the coverage of infrastructure construction in rural poverty-stricken areas has gradually changed from partial to universal, and the construction characteristics have shown a transformation from “none” to “yes” and then to “improving quality and efficiency”. In 1987, infrastructure construction in poverty-stricken areas mainly covered two major fields: transportation and energy; In 1994, my country included the water conservancy field into the infrastructure design and construction of poor areas and put forward the requirement of comprehensive electrification in county-level cities. In 2001, the coverage of transportation, energy and water conservancy construction was expanded, and infrastructure construction was extended to the field of communication engineering (most administrative villages have access to post, telephone, and radio and television) and the field of public health (most poor villages have Health centers, poor villages have clinics). In 2011, the infrastructure construction in rural poverty-stricken areas in my country added land consolidation, logistics system construction, Internet construction, information service popularization, and further upgraded the goal of “basically solving the drinking water problem for humans and animals” to “safe drinking water project”, “The goal of solving the problem of electricity consumption has been further developed into” renovation and upgrading of rural power grids, urban and rural power consumption on the same grid and the same price”. From 2015 to 2018, the scope of infrastructure construction will be further expanded, and infrastructure construction in the fields of transportation, energy, and water conservancy will be further expanded.
- Industrial development is one of the core contents of poverty governance, aiming to enhance the self-development capabilities of the poor. The rudiments of industrial development poverty alleviation policies have emerged in the stage of relief-style poverty alleviation. In 1982, the “Notice on Conscientiously Doing a Good Job in Supporting Poor Rural Households” jointly issued by the central government pointed out that it is necessary to do everything possible to help poor households do a good job in diversification, but did not propose more specific measures. In 1994, the industrial development poverty alleviation policy included fiscal, taxation, financial and

other policy guarantees, the development of planting and breeding industries, processing industries, the establishment of rural poverty alleviation economic entities, and technological poverty alleviation. In detail, the regulations on agricultural industrialization management have been added, and the specific methods of scientific and technological poverty alleviation have also been elaborated in more detail. by 2011, industrial poverty alleviation policies will be embedded in relocation for poverty alleviation, whole village promotion, East-West collaboration. In multiple poverty alleviation systems such as fixed-point poverty alleviation, social poverty alleviation, and technological poverty alleviation, different industrial development policies are implemented according to different causes of poverty and the coverage of resources in different regions, which reflects the idea of divide and conquer, and the relevant policy guarantees are also more complete; 2015–2019. The industrial poverty alleviation system has added content such as “Internet+” poverty alleviation, asset income poverty alleviation, and employment poverty alleviation, and industrial assistance measures have become more diversified, covering multiple links such as production, circulation, and sales.

- The public service poverty alleviation policy system mainly includes education, public health, public cultural services, and social security. In 1982, the public service poverty alleviation policy only involved education, public health and social security. Part of the content, the form of poverty alleviation is relatively simple; In 1994, the public service poverty alleviation policy began to touch the cultural field, and corresponding provisions were made on the construction of cultural facilities and the improvement of the cultural life of the masses. “The poverty alleviation policy in the field of public health has changed to “improving medical and health conditions and improving the three-level medical prevention and health care network in poverty-stricken areas, etc.”” The poverty alleviation policy in the field of social security has been changed to “establishing a sound social security system, etc.”. In 2001, the combination of agriculture, science and education, adult education, and vocational education were included in the poverty alleviation work in the field of education, and the poverty alleviation goals in the field of public health were more detailed (requiring most poor towns to have health centers and poor villages to have clinics, and basic control of poverty in poor areas. major endemic diseases) [9]. In 2011, poverty alleviation policies in the fields of education, public health, public cultural services and social security began to form their own systems, health poverty alleviation, social security coverage, cultural poverty alleviation together constitute the public service poverty alleviation policy system has made the poverty alleviation goals clearer.

### **Vertical evolution (increasing depth):**

- From the perspective of policy supply, it is mainly reflected in the changes in the organizational form of poverty governance, that is, the overall planning unit for poverty governance has risen from the relevant central departments to the Party Central Committee, and the targets of poverty alleviation gradually extend from impoverished counties to all impoverished villages and all impoverished households.

- With the transformation of the leading poverty alleviation method, the means of assistance have also experienced a gradual progression from material assistance, capacity building and rights protection to spiritual poverty alleviation. The main approach in the stage of relief-style poverty alleviation is material assistance, that is, to distribute certain materials to poor households for life and production; after entering the stage of development-style poverty alleviation, the main means of assistance focus more on economic development to drive poor households out of poverty and become rich [10]. Assistance began to go deep into rights protection and capacity building; at the stage of targeted poverty alleviation, under the sound poverty alleviation policy system, welfare dependence began to become one of the important factors hindering the effectiveness of poverty alleviation, and the importance of spiritual poverty alleviation became increasingly prominent. The ideological education action of spiritual poverty alleviation has begun to become an important part of the poverty governance system, which marks that poverty governance has officially penetrated into the spiritual level [11].

Under the combination of multi-faceted and multi-dimensional policies, in 2020, the country's rural poor population will be reduced by 98.99 million, with an average annual reduction of 12.37 million people, and the average annual poverty incidence rate will drop by 1.3 percentage points. In 2020, in the face of the sudden outbreak of the new crown pneumonia epidemic, all regions and departments, following the decisions and deployments of the Party Central Committee and the State Council, organized poor labor force to go out to work, launched consumption poverty alleviation actions, and implemented basic living guarantees. The remaining 5.51 million rural poor people at the beginning of the year were all lifted out of poverty, completed the arduous task of eradicating absolute poverty as scheduled. At the same time, China has contributed more than 70% to global poverty reduction. Since the reform and opening up, according to the World Bank's international poverty standard of US\$1.9 per person per day, my country's poverty reduction population accounted for more than 70% of the global poverty reduction population during the same period; according to the World Bank's public data, the incidence of poverty in my country has dropped from 88.3% at the end of 1981 to 2016 0.5% at the end of the year, a cumulative decrease of 87.8 percentage points, an average annual decrease of 2.5 percentage points, and the global poverty incidence rate dropped from 42.7% to 9.7% in the same period, a cumulative decrease of 33.0 percentage points, an average annual decrease of 0.9 percentage points, my country's poverty reduction speed is obvious faster than the global average, and the incidence of poverty is also much lower than the global average. It can be seen that the implementation of China's poverty alleviation policy has achieved significant results.

## 6 Conclusion and Implications

### 6.1 Policy Discussions on Sustainable Development

The success of policy implementation also depends on sustainable development. After 38 years of poverty alleviation challenges, China's poverty alleviation actions have achieved great results. To prevent the phenomenon of returning to poverty, the sustainability of policies has also become a goal that must be considered. complex issues

and formulate multidimensional policies to achieve the important goals of sustainable development.

By applying an integrated public policy network management model to the policy system, there must first be an overall design, rather than a simple list of individual public policy goals. What the public policy system needs to solve are social public problems, and public problems are multi-faceted and multi-level. Therefore, based on formulating a reasonable social public policy system and conducting a comprehensive and systematic analysis of social problems, the relationship between various public policy objectives should be studied, and the coordination of various policy objectives should be taken into account when the policy is constructed. The coordination should reflect the overall principle of prioritizing interests, avoiding the idea of prioritizing individual or departmental interests, focusing on the interconnection and interaction between the whole and parts, structure and hierarchy, structure and function, system and environment, etc., to analyze social problems or events and their possible changes.

In the process of implementing public policies, due to the relevance of basic information, multiple departments often collect and sort out the same type of information, each with its own focus, crossing each other, and the information is incomplete and incomplete. shared situation. Due to the lack of an integrated information database suitable for network management, on the one hand, the same type or the same kind of information forms information crossing among various departments, repeated construction and information reserves have their own defects; on the other hand, when relevant information is needed in daily management It is also necessary to rely on the management of the counterparty to repeatedly provide various certificates and verifications, which will cause unnecessary troubles to the parties concerned. However, with the continuous advancement of technology, it should be used to build a relatively complete integrated information database and do a good job in the synthesis of information from all relevant departments. and integration, establish an information sharing system for multiple public service departments, so that all administrative departments can jointly maintain relevant information through a reasonable division of labor, reduce unnecessary work links, reduce administrative costs, improve administrative efficiency, and obtain true and complete public decision-making information.

After the policy is formulated, the most important task is to ensure its implementation, and the guarantee of implementation is the existing government departments at all levels. However, at present, the work of all levels and various government functional departments responsible for the implementation of public policies has not formed an effective connection, and a collaborative implementation team has not been established. Many departments still lack effective communication and coordination in policy sharing and joint interaction. cooperate. In the face of the new problems emerging in the rapid development of the current society and the instability of the administrative environment, the large increase in unconventional problems, and the accurate and rapid access to information caused by the development of science and technology, it is necessary to ensure the integrity and effectiveness of policies for implementation, simply relying on the original set of long-term stable and seemingly complete organizational systems is tough. To adapt to this change in the environment. The organizational system for implementing policies is required to adapt to the status quo of policy network associations and

carry out corresponding organizational system reconstruction, increase the awareness of collaborative teams, give full play to their respective advantages, and strengthen work alliances. Organizations for public policy implementation should be united to form a collaborative executive team, which requires smooth information and quick action in the implementation of policies, so that the implementation process tends to be more flexible and flexible. This requires that in the public policy decision-making and execution system within the government, efforts should be made to establish a new type of organization that is moderately decentralized in decision-making power, has its own responsibilities in execution, can be effectively linked, and has strong autonomy. Flexible organizations that work collaboratively will gradually replace standardized rigid organizations characterized by mechanical execution, and ensure the realization of policy goals based on minimizing policy costs and reducing policy friction.

At present, the performance evaluation methods of public policy implementation in our country are still relatively vague. Fuzziness and simplification, a relatively complete set of policy implementation assessment performance evaluation has not been established for the public policy network system. It is necessary to establish an effective performance evaluation system that is suitable for the stability of the policy network, aiming at a series of targeted measures to clarify the content of the policy implementation process and results, reasonably quantify the evaluation indicators, and consider the relationship between various evaluation indicators. evaluate. Make various departments establish a correct view of political achievements, and communicate with the public according to changes in public needs. According to the diversified requirements of its own needs, pay attention to the implementation cost and overall effect of each link of policy implementation, so as to promote the mutual cooperation and coordination of public policy links among various departments and fields in the policy network. Avoid the situation where individual departments and leaders only pursue local and current interests in the past.

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