

A study on the implementation of precise poverty alleviation policies in Luotan Village, Zhangjiajie City, Xiangxi Province — A perspective based on the Mitt-Horn policy implementation system model

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Abstract: Since General Secretary Xi Jinping proposed the policy of precise poverty alleviation in 2014, localities have made sufficient preparations to actively promote the implementation of poverty alleviation policies. China gained a comprehensive victory in poverty eradication in 2020, and the experience process is worth studying as each region has developed poverty eradication policies with local characteristics and achieved good implementation results. This article uses the Mitt-Horn system model of the policy implementation process as a framework to study the implementation of the precision poverty reduction policy in Luotan Village, Zhangjiajie City, Xiangxi Province. The study shows that the implementation of poverty alleviation policies in Luotan village of Zhangjiajie City is closely related to the degree of coordination between the respective functions and interactions of six factors: policy goals and standards, policy resources, implementation methods, characteristics of policy implementation agencies, system environment, and values of policy implementation personnel. Therefore, with the help of this model, we can better understand how poverty alleviation policies are effectively implemented in Luotan village, and encourage the participation of multiple parties to broaden the path of rural economic development and stimulate the endogenous power of rural construction.

1 Introduction

In 2020, China achieved a comprehensive victory in the battle against poverty, with 98.99 million rural poor people under the current standard all out of poverty, 832 poor counties all removed from the hat, regional overall poverty was solved, and the arduous task of eliminating absolute poverty was completed. In order to achieve this goal, the country has promulgated a series of "precise poverty alleviation policies". In the process of goal achievement, policy formulation is important, but policy implementation is also a key factor. The American scholar Alison has clearly stated that the program identification function accounts for only 10% of the process of achieving policy goals, while the remaining 90% depends on the effective implementation of the policy.¹In their book "Policy Implementation Process - A Conceptual Framework", policy scholars Van Miett and Van Horn argue that there are many influencing factors between policy decisions and the transformation of policy effects, including the influence of the policy system itself and the policy environment. Therefore, the two scholars propose the famous Miett-Horn policy implementation system model to achieve further understanding of the whole process and elements of policy implementation in

conjunction with practical research. Considering that the implementation of poverty alleviation policies involves a wide range of subjects and is influenced by many factors, and its implementation process is relatively complex, this paper attempts to introduce the Mitt-Horn policy implementation system model in the study of precise poverty alleviation policy implementation, to explore the applicability of the system model and to enhance the explanatory power and persuasive power of some practical issues such as the future development orientation of the model²

2 Analytical framework of policy implementation system model and its applicability in China

A theoretical model to explain the effectiveness of policy implementation was proposed by Mitt and Horn in the article "The Policy Implementation Process: a Conceptual Framework". The model includes six factors that influence policy implementation. Among the factors are: first, policy goals and standards. That is, the ultimate goal to be achieved by formulating policies and taking corresponding actions to solve public problems, and a series of indicators and other measurement bases to test

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whether the goal is achieved are specified in the relevant documents. Compared with general laws and regulations, the policy objectives and targets are more detailed and specific, and more operable and practical. Second, policy resources, i.e., the sum of the various resources needed to ensure the effective implementation of policies³, The specific modalities can be the provision of technical advice and assistance, site visits, project reviews, feedback mechanisms, etc. Fourth, the characteristics of the policy implementation agency. This factor describes the attributes of the policy institution, such as the size of the institution, the capacity of the internal staff, the level of implementation, and the formal and informal links of the implementing agency with other institutions. Fifth, the system environment, most commonly the economic, political and social environment. For example, the overall development trend of the country, the level of economic development, the political climate, strategic opportunities, and the participation of society at large. It is important to emphasize here that the environmental factors in the model are not absolutely favorable, but also include unfavorable factors. Sixth, the value orientation of policy implementers. Policy implementers may be influenced in their ability and willingness to implement policies by their level of knowledge (knowledge or understanding) and attitude (acceptance, neutrality, or opposition) towards the policy. Implementers with positive attitudes toward policy will significantly increase the likelihood of successful implementation, while implementers with negative preferences for policy may try to surreptitiously divert attention from or even reject policy implementation, resulting in poor or even unimplementable policy implementation⁴The policy implementation model is shown in Figure 1.

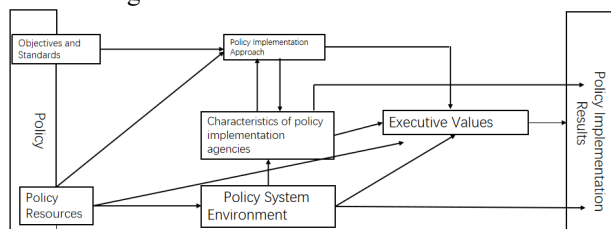


Figure 1 Mitt-Horn Policy Implementation Process Model

As an emerging discipline in China, public policy has been developed in China for a relatively short period of time. And the Mitt-Horn policy implementation system model was also proposed by Western academics and then introduced to China, and its research in the field of policy implementation in China is still immature. Although it has had success in applications in Western countries, But is it applicable to China, where the political system, economic system and even cultural habits are vastly different? In this regard, the author makes the following analysis. First, the model emphasizes the "top-down" leadership approach, which is fully consistent with the implementation of China's poverty alleviation policy, which was first proposed by the Party Central Committee and the State Council. The special position of the Communist Party of China in China has created a public policy implementation mechanism that is "party-led" and "embedded" between the party and the state, showing the characteristics of "high level promotion".⁵ In addition to this, there is a distinct

hierarchy of government departments at all levels, and as administrative organs, all levels of government, under the leadership of the State Council, promote the implementation of policies at all levels, creating a top-down political system. Therefore, the model is relevant for the study of precise poverty alleviation policy implementation in terms of the prerequisites used in the model. Second, from the domestic research in recent years, many scholars have applied the Mitt-Horn policy implementation system model in the fields of education, healthcare, artificial intelligence, and other policy implementation areas, and obtained better application conclusions or made adjustment suggestions to make the model more suitable for China's policy implementation characteristics. In summary, the Mitt-Horn policy implementation system model has a good fit for the analysis of pro-poor policy implementation performance in this case.

3 Analysis of the Mitt-Horn policy implementation system model

In the analysis of precise poverty alleviation policy implementation, Luotan village, as a typical representative of a mountainous area, inhabited by ethnic minority people and once a deep poverty village, has the ability to complete the task of poverty eradication in 2019, achieve "self-blood" and withstand the test of the epidemic without returning to poverty, its poverty alleviation policy implementation efficiency is undoubtedly worthy of our study.

3.1 Overview of Luotan Village

Luotan village is located in Zhangjiajie City, Hunan Province, Cili County, Sanguanshi Tujia Township, is located in Wulingyuan, Huanglong Cave and Zhangjiajie Grand Canyon, the intersection of three major scenic spots, is a typical remote mountainous areas, because of the closed terrain and closed information, the local people difficult to contact with the outside world, most of the low level of cultural quality, self-development ability is weak. At the same time, because most of the local villagers are ethnic minorities with unique ethnic customs and languages, it is difficult to popularize science and culture, the level of regional economic development is low, and the motivation is insufficient, making it a key poverty-stricken village in the province.

In order to achieve a well-off society, win the battle against poverty and gnaw the "hard bones", the Zhangjiajie Municipal Government even sent a task force across three levels to help the village directly to Luotan Village for point-to-point, one-to-one precision poverty alleviation. After the development of "Luotan Village Poverty Alleviation Plan", "Luotan Village Rural Tourism Industry Development Plan" and other documents to determine the development ideas, the municipal government has widely received funds to help alleviate poverty. By the end of 2019, a total of 24.05 million yuan has been invested in the construction of the countryside, and 10.2 kilometers of new and improved asphalt tourism

roads and other roads have been built to fully promote the tasks of poverty alleviation. After 4 years of precise poverty alleviation, Luotan Village completed the removal of poverty and passed the national acceptance in 2019, and successfully realized the perfect transformation from a provincial key poverty-stricken village to a national rural tourism key village. The success of poverty alleviation policy implementation in Luotan Village is not a coincidence, it is the inevitable result of the interconnection and interaction of various factors such as policy objectives, policy environment, implementing agencies, personnel and policy environment, and its successful experience is worth exploring.

In order to further systematically study and summarize the experience of Luotan village's poverty eradication, this paper uses the Mitt-Horn policy implementation system model to conduct a Chinese study, with a view to preserving the valuable experience of China's poverty eradication and for other regions to learn from.

3.2 Specific analysis of the model

3.2.1 Policy goals and standards: hierarchical policy development goals lay down criteria for poverty alleviation effectiveness

Whether public policies can be effectively implemented cannot be separated from the rational formulation of their goals and standards. The American policy scientist Smith has highly valued the significance of policy objectives and standards, and even more directly regarded rational policy objectives and standards as the primary factors affecting policy implementation. The goal of public policy is the expected result of the implementation of the policy formulated by the government, which is the main line and direction of the whole policy implementation process. The policy criteria are the conditions for assessing whether the policy meets the pre-defined requirements, which are more objective and can be quantified.

Around 2013, the Central Committee of the Communist Party of China (CPC) and the State Council issued a series of national policy documents, such as "Implementation Plan for Establishing a Precise Poverty Alleviation Mechanism", "Opinions on Innovative Mechanisms to Promote Poverty Alleviation and Development in Rural Areas" and "Decision on Winning the Battle against Poverty", which clarified the poverty alleviation standard of "two no worries and three guarantees", with the ultimate goal of poverty alleviation, so as to achieve the ultimate goal of building a moderately prosperous society by 2020. National policies have laid a solid foundation for poverty alleviation in poor areas, but the poverty situation and the government's financial disposition vary from place to place. Therefore, based on national policies and consideration of its own actual situation, the Hunan Provincial Government adopted the Regulations on Rural Poverty Alleviation and Development in Hunan Province at the meeting of the Standing Committee of the Hunan Provincial People's Congress in December 2015 to further refine and

standardize the work of rural poverty alleviation and development in five major aspects, from the determination of poverty alleviation targets to poverty alleviation planning measures to supervision and assessment, in order to achieve the goal of increasing rural poverty alleviation and development, accelerating the pace of poverty alleviation and promoting the economic and social development of poor areas. Immediately afterwards, Zhangjiajie City, rooted in the actual local situation suitable for the development of tourism, formulated the "3+1 guarantee" and other related policies for precise poverty alleviation, forming a hierarchy of clear policy objectives and standards. After the central, provincial and municipal governments formulated relevant poverty alleviation policies, the people's government of Cili County further refined the policies based on the superior documents, and really different villages formulated to give for specific policies to get rid of poverty. Although the subjects of poverty eradication policies are different, the goals at all levels are highly consistent, and they are all committed to achieving the century-long goal of winning the battle against poverty and achieving the overall building of a moderately prosperous society. Thus, it can be seen that in the process of implementing precise poverty alleviation policies in Luotan Village of Cili County, the pioneering policy objectives and hard policy standards provide a leading role in the implementation of realistic poverty alleviation and point out the direction for all subsequent development, which greatly affects the development of poverty alleviation work in poor areas and the effectiveness of poverty alleviation policy implementation. Some of the relevant policies are listed in Table 1.

Table 1 Relevant documents and policies introduced

Issuance of documents	Generation time	Issuing unit
Implementation Plan for the Establishment of a Precise Poverty Alleviation Work Mechanism	May 2014	State Council Poverty Alleviation Office
Decision on Winning the War on Poverty Alleviation	November 2015	The State Council of the Central Committee of the Communist Party of China
Performance Management Approach for Poverty Alleviation Project Funds	May 2018	Ministry of Finance, State Council Poverty Alleviation Office, National Development and Reform Commission
Opinions on Realizing the Effective Interface between Consolidating and Expanding the Results of Poverty Alleviation and Rural Revitalization	March 2021	The State Council of the Central Committee of the Communist Party of China
Regulations on Rural Poverty Alleviation and Development in Hunan Province	December 2015	Hunan Provincial Government
Resolution on Implementing Precise Poverty Alleviation and Accelerating Poverty Alleviation and Development	August 2015	Hunan Provincial Committee of the Communist Party of China
Regulations on Rural Poverty Alleviation and Development in Hunan	July 2020	Hunan Provincial Government

Province		
The Action Plan of "Five Base Projects", the Action Plan of "Sunshine Three Guarantee Projects" and the Action Plan of "Vigorously Promoting Tourism Precise Poverty Alleviation" "1+3" series of documents	March 2016	Zhangjiajie Municipal Government
Cili County rural low income security and social security underwriting to get rid of poverty objects identified clean-up and rectification work program	June 2017	Cili County People's Government Office
Implementation Measures for the Relief and Support of Special Hardship Cases in Cili County	September 2017	Cili County People's Government Office
Cili County 2019 Implementation Plan for Consolidation and Enhancement of Poverty Alleviation in Chinese Herbal Medicine Industry	July 2020	Cili County People's Government Office

3.2.2 Policy resources: participation of diverse elites amplifies the effectiveness of poverty alleviation

elites add to Luotan Village's poverty alleviation with outside streng According to Smith scholars' interpretation of policy resources, the supporting resources for successful policy implementation include: human resources, economic resources, organizational resources, intellectual resources, and information resources. It is true that any policy is just a piece of paper if it is not supported by certain supporting resources after designating policy objectives and standards.

From the poverty alleviation process of Luotan village, the advantages of human resources, economic resources and organizational resources are its most prominent features. The so-called human resources should include the number of people who implement policies, their education level, and their ability to be creative and practical. In the case of Luotan village, the unique composition of its people has led the author to divide its human resources into different categories in order to better distinguish and describe them. Of course, in the following different divisions, factors such as the quality of personnel and the number of people involved in poverty alleviation also play a crucial role, and these factors are all interlinked and complement each other thus maximizing the advantages of human resources. The types of human resources in Luotan village can be roughly divided into three categories: political elite, village elite, and social elite. There is no doubt that the first category of political elite is often referred to as the staff of government agencies and institutions. In the road to poverty alleviation the staff of the agency government is instrumental in leading and demonstrating the role. The Zhangjiajie Municipal Government assigned three-year resident poverty alleviation cadres to provide one-to-one, point-to-point assistance. Among the cadres stationed in the village, there is no shortage of old, middle-aged and young power, in addition to this, there is a constant stream of "mobile power" to supplement the power of various aspects. Zhangjiajie Municipal Government, together with

Zhangjiajie People's Hospital, Zhangjiajie Township Primary School, tour guide qualification training institutions and relevant technical institutes have provided medical, educational and technical support to Luotan Village, focusing on the construction of the "five bases" of village organization positions, promoting the construction of spiritual civilization and improving the comprehensive quality of farmers. During the poverty alleviation period, a number of leading cadres visited the village, talked with Du Xiufu, the secretary of the village party branch, and Yang Chunchu, the first secretary of the municipal government office in the village, and guided the poverty alleviation work, which greatly encouraged the work of the "political elite". The second category, "village elite", "village elite" is the characteristic human resource of Luotan village. As a village inhabited by ethnic minorities, the village has very dignified elders as well as young and forward-thinking villagers. Diverse village elites occupy specific advantageous resources and have certain influence. The elders have authority within the village and have a role in unifying the villagers' thinking and encouraging and supervising them to cooperate in the poverty alleviation work, which is difficult to be replaced by government agencies. At the same time, the village elders acted as a "softening agent" in some cases of cultural conflicts, mediating the conflicts and making the whole policy implementation smooth. The younger villagers are better at accepting new ideas and learning abilities than the older ones due to their education, so they have become the main force in promoting cultural tourism in Luotan Village and even in Cili County. In addition, young villagers have played a significant role in creating a special cross-shaped communication channel with upward dialogue with the government, downward communication with villagers, and horizontal use of social media software to promote the local area to foreign travelers. The last category: "social elites", which refers to external forces that are not directly involved in the village's poverty alleviation efforts, but contribute greatly to the development of the local economy. Based on the geographical advantage of Luotan village scenic spot "crossroads", the superior decided to develop tourism to alleviate poverty and launched a series of policies to attract business elites into the village. They grasp the highlights of rural leisure farming and ethnic culture experience, and develop a special tourism program of "climbing mountains, watching water and learning culture". Social th, undertake policy poverty alleviation projects with capital advantages, drive the development of special industries based on local characteristics, enhance the countryside's endogenous power, and achieve sustainable poverty alleviation development. The reality of the relevant data: the village's net per capita income of farmers in 2014 was 2,140 yuan, and by 2016 the village's net per capita income of farmers reached 6,580 yuan. Only the Hetianju Resort Hotel project and the Hetianju Valley Tourism Industry Chain project have increased villagers' employment income by nearly 4,250 yuan. The pluralistic and elite human resources provide the impetus for the implementation of poverty alleviation policies in Luotan Village and stimulate the intrinsic vitality of poverty alleviation, and the related participants are shown in

Figure 2.

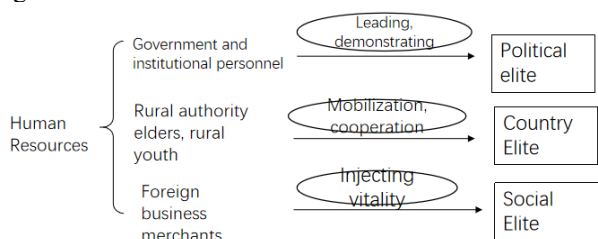


Figure 2 Human Resource Advantage of Multiple Subject Composition

3.2.3 Implementation approach: multi-subject communication

Poverty alleviation in poor areas has always been considered a "hard nut to crack", so a lot of human and material resources are often invested in poor areas. At this point, it also makes it possible for different implementing agencies and executives to work together to alleviate poverty. In order to make the poverty alleviation work go smoothly, close cooperation among agencies is especially important. Among them, timely communication and exchange becomes an important way to connect various subjects. In addition to the communication and collaboration between implementing organizations and organizations, it also includes the coordination and interaction between implementers and poverty alleviation targets, and the communication between external social forces and implementers as well as target audiences. The task of poverty alleviation and poverty eradication in Luotan Village is complex and arduous, and the implementation activities of precise poverty alleviation policies require the cooperation of various institutions such as the government, villagers, and enterprises, etc. Inter-organizational communication becomes the window linking the poverty alleviation policies with the target people, and its related links are shown in Figure 3.

(1) Interaction between implementing agencies. The Commune Party Committee actively develops party members, gradually establishes and perfects the organization of grassroots party committees and has developed dozens of party members. At the same time, the Zhangjiajie Municipal Government has sent a poverty alleviation team to the village, the Poverty Alleviation Office has visited the village from time to time for guidance and inspection, and other institutions and departments have participated in large projects to alleviate poverty, thus constituting a cross-sectoral and cross-level working linkage mechanism of "party committee leadership, government leadership, mass participation and social assistance", and striving to promote the development of employment poverty alleviation work in a concerted manner. The party government uses special poverty alleviation funds to increase investment in rural infrastructure construction and create public service projects in the direction of creating a modern leisure and vacation tourism industry. At the same time focus on attracting investment, through extensive publicity and tax relief preferential policies to attract foreign enterprises, especially the hotel resort type enterprises stationed in

Luotan Village. The county government and the village committee of Luotan Village focus on improving villagers' skills and literacy, integrating a variety of training resources, inviting a number of experts to discuss and analyze, and organizing poor people to participate in pre-employment training and job skills upgrading training to improve the employment competitiveness of the poor. One of the exemplary examples of employment driven by enterprises is that Hotanju Group has created Hotanju Valley Leisure Experience Farm, introduced Zhangjiajie Runhui Agricultural Company, which operates and manages Peach Garden, Yangmei Garden and Wajiaobao Diner, etc. This has realized friendly communication between outside social forces and villagers internally, and greatly improved the income level of villagers.

(2) Interaction between the performer and the target population. Policy implementation requires not only inter-agency communication, but also communication between policy implementers and target groups. The understanding and support of the poor people directly determine the effectiveness of the implementation of precise poverty alleviation policies. To ensure that each villager understands the poverty alleviation policy, Luotan Village insists on taking the mass route, simplifies the villagers' feedback process, increases the frequency of communication between poverty alleviation cadres in the village, builds a file and card for the villagers, understands the villagers' family situation in depth, organizes learning technology if it is suitable for cultivating skills, provides funds and relevant training conditions if it is suitable for developing farm caravans, and does propaganda and work in different categories according to the actual situation of each family and the villagers' requirements to ensure that the villagers understand the help policy and help measures, and ensures the poor people's support and cooperation with the poverty alleviation work.

(3) Communication of external social forces with the executors and the target population. In order to open up the tourism market and broaden the source of funds for poverty alleviation, the municipal government has taken the initiative to take the lead in attracting investment and providing policy support for enterprises that carry out business activities in Luotan Village. Attracted by the government's tax exemption and good market prospect, foreign enterprises recruit local people to work in Luotan Village, providing them with education and training in the service industry and considerable income, while local villagers join the enterprises under the attraction of good working environment and income, and participate in poverty alleviation work invisibly while realizing their personal value. Since then, external social forces, implementing agencies and target people have formed a communication mechanism that can provide two-way feedback and response, building up strength for the development of the village's tertiary industry.

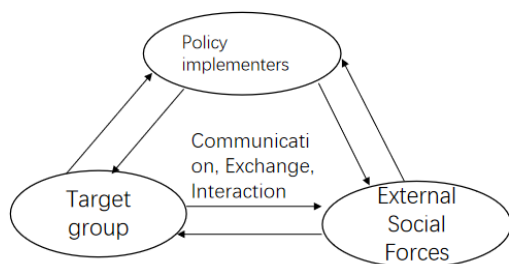


Figure 3 Three-party subject communication model

3.2.4 Policy implementation agency characteristics: distinct layers and interlocking

No policy can be implemented without people to implement it, and the best way to manage and dispatch people is for the organization to perform the implementation. The implementation of pro-poor policies cannot be separated from the implementation of organizational behavior, and the reasonable division of labor in the organization largely affects the efficiency and effectiveness of implementation. In the practice of poverty alleviation in Luotan Village, the government, grass-roots party committees, enterprises, etc. are both learning and summarizing their experiences in the practice of poverty alleviation nationwide, and exploring and innovating the paths suitable for their own development. In the process of poverty alleviation through tourism, the municipal party committees and governments take the lead in promoting the villages to attract capital, cooperate with banks to take out loans to build infrastructure, reasonably coordinate the "UNESCO" support work in the construction of rural civilization, transfer land to share dividends, and implement the decisions of higher-level organizations from top to bottom. Village level party committees and party members demonstrate leadership, take the initiative to participate in education and training efforts, and implement poverty eradication programs and frequent field visits to confirm each household. The tourism enterprises of the hotels support the "selection of enterprises and capital into the village", and strive to provide employment, which greatly improves the level of income of the villagers. Luotan Village's tourism poverty alleviation development model encourages a top-down, multi-body participation, internal and external cooperation poverty alleviation mechanism to ensure stability and long-term implementation of precise poverty alleviation policies.

3.2.5 System environment: excellent environment to strengthen the foundation of poverty eradication

Policy implementation involves not only "policy insiders" but also links to the outside world. That is to say, the implementation of the policy in the social environment, the effective implementation of the policy can not be separated from the excellent policy environment. The systemic environment of a common policy in general contains social, economic, and political aspects. For the implementation of poverty alleviation policies in Luotan village, the role of economic and political environment is

more direct and even plays a decisive role.

From the perspective of economic environment, at present and for a long period of time in the future, the financial investment of national governments at all levels for poverty alleviation policies will not be reduced, the market attractiveness of Luotan village is gradually growing, and the overall economic situation is favorable. From a macro point of view, China's rapid economic development, the total amount continues to break new highs, even during the epidemic economic growth has slowed down but still considerable, in 2017 and 2018 China's GDP exceeded 80 trillion yuan, 90 trillion yuan, the total economic volume for two consecutive years to reach a new level, and steadily ranked second in the world⁶. The momentum of "good and fast" economic development has laid a solid foundation for guaranteeing financial expenditure for poverty alleviation, and the stable and positive domestic economic environment has enhanced the confidence of the masses to get out of poverty. From the micro environment, in recent years, Zhangjiajie City has spent more than 10 billion yuan in enhancing people's livelihood. Cili County "fine" poverty alleviation funds, and constantly improve the utilization rate of funds, poverty alleviation in the past five years, the county invested financial special poverty alleviation funds amounted to 230 million yuan. Since 2015, under the arrangement of the "four bases project" for poverty alleviation, an 8,000-meter tourism road to the village was opened, two famous enterprises were stationed in Luotan, and the special livestock breeding and rural tourism projects helped to alleviate poverty precisely. Compared with the end of 2014, the per capita net income of farmers in Luotan village increased from 2140 yuan to 3570 yuan in 2015, and the poverty-stricken population decreased from 253 people to 164 people⁷. The internal and external economic environment has solidified the economic foundation for poverty alleviation in poor areas. The development of Luotan village further confirms that a positive economic environment has a direct impact on the implementation of poverty alleviation policies. The dynamics of the internal economy and the dynamics of the external economy provide fertile economic ground suitable for the development of Luotan Village.

As for the political environment, this paper has already mentioned several times the importance of the state to the cause of poverty alleviation and the care of the Hunan Provincial and Zhangjiajie Municipal governments for the poor areas of Cili County, so I will not repeat it here.

3.2.6 Policy implementers' value orientation: never return until poverty is broken

The implementation of the policy is ultimately down to the people, so the degree of understanding and perception of the policy, the responsibility and motivation of the task by the implementers all affect the effectiveness of the implementation of the poverty alleviation policy. In order to clarify the division of responsibilities and delineate uniform requirements, in October 2016 the CPC Central Committee and the State Council formulated the "Implementation Measures of the Responsibility System

for Poverty Alleviation" to combat poverty in accordance with the central coordination, the province is responsible for the overall responsibility, cities and counties to grasp the implementation of the work mechanism, to build a clear responsibility, each responsible for their own, joint efforts to attack the responsibility system. According to the instructions of the state, departments at all levels will also divide the power and responsibility to individuals at each level.

The introduction of the approach document is a hard requirement for the executives in the poverty alleviation policy, while the spontaneous feelings of each participant in poverty alleviation is the source of motivation to promote the policy implementation. With the deepening of poverty eradication in Luotan Village, one group after another of grassroots workers speak their hearts and souls into it, taking leading villagers out of poverty and getting rich as their greatest pursuit. Since the poverty alleviation team has been stationed in the village, the team has been eating, living and working with the villagers, taking advantage of the location, finding the scientific path of tourism poverty alleviation, and formulating the "Luotan Village Poverty Alleviation Plan" and "Luotan Village Rural Tourism Industry Development Plan". Raising and integrating funds in many ways, repairing village roads, laying pipe networks and renovating dangerous houses not only solved the old problems of difficult travel, drinking water, electricity and housing for villagers, but also met the high standard demand of rural tourism industry for basic environment, which injected full vitality for the development of Luotan village. Poverty alleviation members actively develop new ideas of tourism, the local government and Hetianju Group jointly create "Hetianju Valley", taking the "characteristic park + famous scenic spot supporting industry" model has been recognized by the central, provincial and municipal governments. At the same time for Luotan village to create a new industrial development model, take the "company + village collective + farmers" industrial development model, farmers with land shares to participate in the dividend, the company accounted for 79% of the shares, the village collective shares accounted for 17%, farmers accounted for 4% of the shares. As participants, villagers have also taken the initiative to join in, actively participating in personal skills training, giving up their land for transfer, and even using online platforms to create a "net red Luotan" to cooperate with the government to promote their hometown. This new model of poverty alleviation and development, with the party organization as the core, farmers participating in management, and entrepreneurial operation, allows land to become equity and farmers to become shareholders, all reflecting the seriousness and responsibility of grassroots poverty alleviation personnel for their work and the high level of trust of villagers in the policy. There is no doubt that in the process of policy poverty alleviation in Luotan village, the executive staff is always full of enthusiasm, the villagers trust and cooperate, and the high recognition and conscious implementation of the policy continuously improves the level of Luotan's economic development.

4 Conclusion and Discussion

Comprehensive analysis of the above, the reason why Luotan Village in Cili County has always been able to lead the villagers out of poverty and become rich and guaranteeing the effective implementation of precise poverty alleviation policies and obtaining the expected benefits. Its success story fits highly with the inner logic of the Mitt-Horn policy implementation system model. The six factors in the model are all reasonably verified in the process of poverty alleviation policy implementation, which also proves the explanatory power of Mitt-Horn's system model for the study of poverty alleviation policy implementation in China. Although the policy implementation model originated in Western countries and was developed and first applied in an environment different from that of China, the essential connotations of the model still have important implications for policy implementation in China. The Mitt-Horn policy implementation system model integrates and analyzes the complex factors and multiple actors involved in the implementation of poverty alleviation policies in Luotan Village, Cili County, so that the whole process of policy implementation is not only shown as much as possible to provide reference for other poverty alleviation-related departments, but also plays an important role in the development of the "Chineseization" of the system model. The policy application in the field of poverty alleviation also provides more possibilities for the model to be studied in other fields, which is what the academic community is continuously working on.

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