

Analysis the Causes and Countermeasures of Negative Events in “Village Merge” Policy

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Abstract: *The causes of negative events in the implementation of “Village Merge” policy include the negative impact of the policy itself; the policy implementation subject’s deviation in policy understanding, unreasonable implementation methods, and interest preferences; The object of policy implementation has low participation degree, interest expression block and information asymmetry in the process of policy formulation. It is recommended to formulate the “Village Merge” policy in a scientific and democratic way, improve the policy information communication mechanism and standardize the implementation of “Village Merge” policy, and establish an implementation supervision mechanism to help the implementation of the policy.*

Keywords: *Village Merge Policy; Policy Implementation; Policy Formulation*

1. Introduction

“Village Merge” policy is to reform the backward rural structure and management system improve the production and living environment of the masses, and better intensive land development in certain areas of my country under the background of accelerating the process of urbanization and the construction of new socialist countryside. A comprehensive reform and exploration of integrating several nearby natural villages to establish rural communities. The purpose of the policy is obviously good, but why are there so many negative incidents in the process of implementation? The common reasons for such incidents are worthy of our consideration.

2. Overview the “Village Merge” policy

The cohabitation of “Village Merge” policy is actually an abstract expression of the operation method in the practice of the concept of "linking the increase and decrease of urban and rural construction land" proposed by the state, which is in response to the national "rural revitalization" strategy and the background of the country’s new urbanization. The main form of intensive land use practice is the “consolidation of village construction land for centralized residence” proposed below.

It can be seen that the expected goal of the Village Merge policy is undoubtedly with a positive vision. In terms of resource allocation, the implementation of "Village Merge" policy can effectively save homesteads and realize the link between increase and decrease in urban and rural construction land. It also facilitates the provision of public goods, and can better realize the coordinated development of rural communities and towns. "From the perspective of rural infrastructure construction and farmers’ quality of life, merging the originally scattered villages is not only conducive to unified planning before construction, but also effective conducive to improving the original infrastructure construction in rural areas, so that farmers’ living environment and quality of life after cohabitation can be improved. At the same time, the merger of the villages reduces the marginal cost and reduces the difficulty of improving rural infrastructure construction. But things have two sides. In social news reports, group incidents caused by the Village Merge policy have also occurred frequently. The reasons behind this are worth pondering.

3. Analysis of the reasons for the negative incidents in the implementation of Village Merge policy

David Easton defines public policy as the authoritative distribution of social value. “Public policy is a code of conduct formulated by the government in the process of selecting, integrating, distributing and implementing social public interests based on the goals of a specific period. "Public policy includes

different processes such as the formulation, implementation, evaluation, adjustment and termination of public policy. The implementation of public policy is the key link that gives life to public policy.

Although the co-occupation of villages has good policy expectations and a positive impact on the development of rural agriculture, there have been some negative incidents in the implementation of the policy. The author will discuss the main body of the co-habitation policy and the co-habitation policy of the village. The implementation subject and the Village Merge policy implementation object are analyzed in three aspects.

3.1. The main body of the Village Merge policy

The positive impacts of Village Merge policy are usually macroscopic, such as the promotion of resource integration, agricultural scale, etc. But the negative impacts are often more microscopic and direct. It is easier to touch the interests of the implementation object of the policy and thus trigger the resistance of the implementation object, increasing the difficulty of the implementation of the policy. The negative impact of the policy itself is mainly reflected in:

3.1.1. Unreasonable compensation mechanism for demolition

The demolition compensation mechanism in the Village Merge policy is to compensate the area of the houses owned by the villagers in the demolition village in accordance with the national land acquisition standards, and then replace the buildings of the same area in the co-residential site or give the same economic compensation. In some areas, only the area of the house is calculated without compensation based on the area of the house site. Due to the housing price, the demolition compensation received by the demolished villagers often appears because the compensation is insufficient to cover the cost of the new house. In addition, because the land in the villages before the merger was collectively owned by the village, the resettlement houses after the merger are usually collective land ownership certificates. If the villagers want to list the resettlement houses for trading, they need to pay a certain amount of land transfer. This is yet another obstacle to cash-strapped villagers' attempts to cash in on their economic fortunes.

3.1.2. Decrease in villagers' identity and psychological belonging

As Mr. Fei Xiaotong said, the relationship between people in the village constitutes a characteristic society, which is a "familiar society, and a society without strangers." The Village Merge policy makes the co-located. The peasants in China entered an environment surrounded by many unfamiliar people, and the original "acquaintance society" was broken. The peasants who live in the buildings are not as close to the land as they used to be. They seem to be living the lives of urban people but they don't have the skills and habits that match the lives of urban people. They seem to be between the countryside and the city. Dissociation in the crevices, over time will inevitably bring about the identity of identity and the ambiguity and lack of psychological belonging.

3.2. The main body of the implementation of Village Merge policy

The subject of policy implementation refers to the person or organization responsible for the implementation of the policy content. The subject of policy implementation often has a crucial influence on the effective implementation of the policy. Problems in the implementation of the policy are mainly caused by the following factors:

3.2.1. Cognitive obstruction caused by policy understanding deviation

Only if the subject of policy implementation has a correct and systematic understanding of the policy and supports the policy can it be possible to achieve the expected goal effect of the implemented policy. If not, there may be a cognitive obstruction of the policy.

As a national public policy, Village Merge policy is implemented by local governments. Depending on the level of the local government, the policy will be passed down from one level to the next, and the implementation subject directly facing the vast number of villagers is the government and staff at the township level. If the high-level executor may have advantages in personnel quality and other aspects, their understanding and cognition of the policy is close to the policy expectation of the policy maker, then the lower the executor's understanding and cognition of the policy is more likely to have some deviation.

3.2.2. Conflict of interest restricts policy implementation

"The process of policy formation is actually a process in which various interest groups put their own interest requirements into the policy-making system, and the policy subjects adjust the complex interest relationships according to their own interests." Therefore, in the process of policy implementation, when the implementation subjects are confronted with the complicated confirmation and redistribution of social public interests, local interests and personal interests, the civil servants of the administrative organs holding the decision-making power at the above stages have operational space for rent-seeking.

When the policy has to go through more links in its implementation, the more conflicts of interest may be faced, and the more likely it is that interests will be "filtered" by layers. Village Merge policy not only includes the land acquisition and demolition of the original villages, but also the bidding and construction of new houses and the resettlement of villagers. Therefore, conflicts of interest in the implementation of the policy restrict the implementation of the policy due to the multi-link implementation.

3.2.3. Unreasonable implementation methods affect policy implementation

Only appropriate means and methods of implementation can be accepted by the public, which also helps to promote the public to cooperate with the implementation of the policy. But it has become a political task when the policy falls to the grass-roots township people's government. One advantage of political tasks is that the administrative bodies receiving them must carry them out with determination, which is why the first impetus for the policy of village integration is extended by the higher authorities. Distributed down and the government at a higher level of political task often is not a general or conventional political task, but needs to be done creating it grass-roots government at a lower level of political task, the task became the center of the people's governments at the grass-roots level in a certain period of work, this will inevitably make the grass-roots government to spend a lot of manpower and financial resources when finish the task, focus on the implementation and implementation of the center's work. However, sometimes the radical working mode makes the villagers' resistance to the policy ontology accumulated due to the improper implementation of the implementation subject, which affects the implementation of the policy.

3.3. The implementation object of the Village Merge policy

The object of the policy implementation is the villagers of the demolished village. The degree of the acceptance and cooperation of the villagers to the policy directly determines the cost and effect of the implementation of the policy. The conflict and disobedience to the policy will naturally arise when the policy of co-housing causes uneven distribution of interests or damages and cannot be solved. The reasons for the blocked expression of villagers' interests are as follows:

3.3.1. Asymmetry of policy information

Policy makers and policy implementers are at the top of the information source often have an advantageous position in the acquisition of information, while the target groups of policies are often at the end of the information source, and in many cases are in a disadvantaged position of passive acquisition of information. The township government, as the grass-roots implementer of the Village Merge policy, is actually in a relatively low position in terms of information compared to its upper government, but it is still in an advantageous position compared to the target group of villagers. Coupled with the simplistic publicity method adopted by the township government on the Village Merge policy, few or no other methods have been adopted to further publicize the Village Merge policy that concerns the vital interests of the villagers, and it is limited by the villagers' own knowledge. Limited by villagers' own knowledge level, their ability to obtain and understand information is already limited, which aggravates the negative impact of such information asymmetry, resulting in villagers' lack of in-depth understanding of the policy or even misunderstanding of the policy, which brings resistance to the implementation of the policy.

3.3.2. Low participation in the policy making process

There are generally two modes for raising policy issues. One is that the request of the people arouses the government's attention and then rises to a policy issue, or the government takes the initiative to discover the issue. Most of the public policy issues in our country are raised in the second mode mentioned above, which leads to the fact that the target groups of the policy often have difficulty or rarely participate in the policy formulation stage, which makes it possible to ignore the target in the policy formulation. As a result, the interest appeal of target groups may be ignored in policy making. In

the Village Merge policy making, due to be involved in the number of villages and the villagers in the number of large, coupled with the need to balance the bigger social and public interests, as well as the interests of the villagers to participate in the expression ability is limited, there is little or no often involved in the relationship to the village and the village and the policy formulation process, after the policy is difficult to be accepted and support.

3.3.3. Smallholder political thought and imperfect institutionalized communication mechanism

The political consciousness and ideology of worshipping authority and not competing with officials are particularly prominent among the vast rural farmers whose smallholder consciousness is the main body, which profoundly affects the expression of villagers' self-interest in the implementation stage of the Village Merge policy. When the interests of individuals are affected, most of the villagers are unwilling to express their interest demands as the "prominent bird" after weighing the gains and losses brought about by the implementation of the resistance policy and the tolerance and submission policy. In addition, because the institutionalized channels for citizen participation in the policy implementation stage have not yet been perfected, the cost of institutionalized participation is relatively high, which further hinders the expression of villagers' interests.

4. Suggestions for improving the implementation of the Village Merge policy

In the context of the "rural revitalization" strategy proposed in the report of the 19th National Congress of the Communist Party of China, the current policy of co-occupation with villages is still a public policy to be implemented for a certain period of time. How to ensure that the cohabitation policy can be more efficiently and smoothly promoted during the implementation process and closer to the policy expectations at the beginning of the policy formulation. We need to make the following improvements in the causes of obstacles in the implementation of policy subject, implementation subject and implementation object.

4.1. Formulate the Village Merge policy in accordance with scientific and democratic procedures

Democracy in the process of formulating the Village Merge policy is embodied in the importance of the participation of the villagers involved. In the process of formulating the Village Merge policy, it is necessary to have a deep understanding of the people's conditions and fully reflect the public opinion. This is related to the vital interests of the villagers. It is necessary to involve relevant interests collectively to express opinions, and to actively adopt traditional methods such as contact visits, letter feedback, questionnaire surveys, mayor's hotline, and the use of the new media to listen to opinions and Enhance villagers' participation in the policy-making process and ensure their right to know and participate. At the same time, it is necessary to establish and improve the decision-making hearing and social publicity system in the policy formulation process to ensure the democratic nature of the policy.

4.2. Improve the policy information communication mechanism

The comprehensive and full grasp of the information in the formulation of the Village Merge policy is helpful to promote the practical and scientific nature of the policy formulation. To establish and improve the information channel and search guarantee and village and the relevant information from channels unblocked truthfully provide policymakers for consultation, on the improvement of the information communication mechanism should pay attention to the continuity of time, ensure information communication throughout the process. In terms of information communication objects, attention should be paid to the double-channel information communication objects, one is between the government, the other is between the government and the villagers. Information communication between government to government at a lower level in the government at a higher level on the direction of the transfer is mainly in order to guarantee policy in downward transmission of value orientation and expectations, and the unity of the connotation of the policy, to ensure that policy makers to the final between executives "keep the shape", to reduce executive main body understanding deviation caused by the village and policy implementation in the block. In the direction of the information reported by lower-level governments to higher-level governments, the main purpose is to convey to the higher-level governments the problems in the implementation of the policy and the interests of villagers, so as to serve the adjustment of the policy.

4.3. Standardize the implementation of the Village Merge policy and establish an implementation supervision mechanism

Although China currently has multiple forms of administrative supervision, including top-down administrative supervision, internal supervision and external supervision, general supervision and special department supervision, etc. Besides, political parties, administrative agencies, social organizations, individual citizens, and media both can participate in the process of administrative supervision, but in the implementation of the Village Merge policy supervision is often weak. The higher-level government shields the problems in the implementation process due to the concealment of the lower-level government, and the villagers are afraid of being affected by the enforcer. Retaliation does not dare to exercise supervisory power, and other supervisory bodies often fail to form a joint supervisory force with a non-institutionalized supervisory linkage mechanism, which leads to the emergence of "mass incidents—news media attention—government intervention in investigation—relevant personnel sanctions".

It is necessary to change the useless state of multiple supervision brought about by the existing multiple supervision system, unify the redundant supervision channels into a top-down vertical leadership model, and actively mobilize the supervision power of the grassroots masses to provide adequate supply to the villagers. Under the premise of safeguarding interests, establish a multi-channel and multi-faceted supervision network, take the initiative to disclose the dynamic information of the implementation process of the Village Merge policy, and publish it in real time in a way that can be known to the public, resolutely rectify acts of violence and retaliation. The implementation of policies will be linked with the evaluation and assessment of political achievements of relevant competent cadres, so as to promote the active operation of supervision from the top to the bottom.

5. Conclusions

In fact, the Central Committee of the Communist Party of China has demanded that with economic and social development, some villages will gather more people, and some natural villages will gradually die out. This is in line with the law of village evolution and development. The key is to make planning first. Which villages are retained, which villages are renovated, which villages are reduced, and which villages are enlarged, must be scientifically demonstrated. The policy of co-occupation with villages must be formulated in a scientific and democratic way, and the policy information communication mechanism must be improved. Standardize the implementation of the combined-village cohabitation policy, and establish an implementation supervision mechanism to reduce the probability of negative incidents during the implementation of the combined-village cohabitation policy.

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