

Alternative Policy Implementation: Theoretical Explanation and Analysis of Local Government's Action Logic--- A Case Study of T City Y County

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Abstract: Since the reform and opening up, the local government has played a key role in promoting the economic and social development of our country, and the effective implementation of the local government has become an important research topic. Therefore, this article will be based on the literature on the basis of this related topics, through in-depth interviews, practice investigation and participation in the observation method, focusing on the implementation of special groups of social assistance policy, through the construction of municipal governments, county governments, The government and the rational choice of the theoretical framework to explain the status of local government implementation policies and behavior behind the mechanism and organizational structure. The study found that the local government was easy to choose a quantifiable policy to be implemented; there was a coexistence between the local government departments, the need to selectively meet the needs of special personnel; performance appraisal system power shift, local government behavior alienation for the pursuit of political promotion and Power as the center.

Keywords: Selective policy implementation; local government; organization;

1. INTRODUCTION

Since the 1990s, the local government has played a significant role in the development of social change. Many scholars began to explore the local government behavior logic and its institutional basis, such as Zhang Jing, Zhou Xueguang, Zhao Shukai, and Wang Hansheng and other scholars, but the above scholars involved in the local government and grass-roots government refers to Chinese cities, counties, Street) and other levels of government, but also more concerned about the local government in promoting the function of economic development, especially the county-level government and township-level political relations, less study of a public nature of the policy implementation and institutional constraints, Such as social assistance policy in the local government policy chain in the field.

Rong Jing and other scholars put forward the "pressure" system to explain the governance logic of the grassroots government, that is, higher-level government through political mobilization, administrative contracting way, gradually the economic development, market supervision,

public service and social management tasks assigned To the subordinate government or related units, and the implementation of the responsibility to the point or person's assessment mechanism to explore the hierarchical characteristics of our government organizational system; and Zhou Xueguang, Zhou Feizhou and other scholars from another perspective on the local government competition and game and The relationship between the local government and the central government, Zhou Xueguang clearly put forward the "political championship" system, he believes that higher levels of government to grasp the final assessment of performance and personnel promotion power, in the "multi-center mission", the local government behavior tends to some Easy to measure the implementation of indicators, and those with long-term goals of the policies and indicators were quantifiable tasks or indicators replaced, leading to the basic shortage of public services, he outlined the local government behavior and institutional logic of the picture; Zhou Fei Zhou Put forward the "administrative contract system", from the perspective of integrity To grasp the mechanism of Chinese administrative operation system and the "bar relations" of government organizations. The system tries to converge our decentralized regimes through the project. The higher-level governments, mainly the central government and the provincial government, And the final project assessment, and subordinate government "run the money into", and actively capture the package to achieve the objectives of government organizations, the formation of a bureaucratic project chain form.

Ou Bowen and Li Lianjiang in the study of Chinese rural policy implementation, put forward a classic concept, namely "selective policy implementation", expounded because of the type of policy differences, grassroots government autonomy has a lot of space, the interests of local governments Orientation will encourage it to select the policy type in the policy system and organize the implementation of the implementation of selective policy is derived from the target management responsibility of the cadre management system; and should be in the study of farmers petition phenomenon, found that grass-roots cadres in order to reduce grass-roots problems And conflict, generally in the "alternative" national policy and superior instructions to deal with and processing, and Zhou Xueguang in the study of Chinese grassroots

intergovernmental relations, summed up the "conspiracy" concept, used to explain the grassroots intergovernmental Behavior logic.

These studies have some theoretical and practical explanations through creative institutional and conceptual frameworks such as "stress system", "administrative contract system" and "selective policy implementation" and "conspiracy" phenomena between grassroots governments. However, this paper argues that the local government's implementation of the social security policy of special groups has not been effectively concerned and analyzed strongly, and the practical effect of this policy is very important, so the study of this is of great significance. The vitality of the policy lies in the implementation of the response to social needs and problem-oriented, and must also be targeted, sustainable, stable and viable, as Wilson said, "the general plan for government action is not administrative; These plans are administrative" so the implementation of the policy is the largest administration, but also reflects the best ability to verify the government. In China, to a certain extent, the higher levels of government, including the central government and provincial governments are policy makers and promoters and assessors, relatively speaking, the local government, mainly refers to the city (county) government and township government, It is a large number of policy "execution field", is to bear a huge policy implementation pressure and deal with the reality of the subject. Based on this, here, the local government mentioned in the article mainly refers to the municipal (county) government and township government level, through the construction of municipal government, county government, township government between the three logical and rational choice of theoretical framework. This paper analyzes the organizational basis and institutional roots of the implementation of county government policy by taking special social assistance policy of T County Y county government as a case.

2. THE CONCEPT OF SELECTIVE POLICY IMPLEMENTATION AND ITS ANALYTICAL FRAMEWORK

(1) The phenomenon of selective policy implementation and its concept

Local governments in the implementation of policy will be biased, this is a consensus understanding. In this paper, through the analysis of the status quo of the implementation of social assistance policy, we found that policy implementation and the original policy will deviate from the situation is widespread. The following is the policy found in the investigation "failure" phenomenon:

All in all, a well-designed and significant policy, its vitality lies in the implementation of the main implementation of the policy, but due to various force majeure reasons, resulting in the implementation of the policy is not satisfactory. Selective policy is the local government in the implementation of the policy process, there is no real sense in accordance with the original policy to practice and implementation, deviated from the original meaning and spirit of the policy, resulting in the implementation of the policy and the original policy of

missed phenomenon, it is so Several types: policy perfunctory, policy misinterpretation, policy attachment and policy stagnation. So what is the cause of this phenomenon? The following will be constructed through the analysis of theoretical perspectives, and the interpretation and demonstration of such phenomena.

(2) The theoretical explanation of local government action logic and its discussion

Mainly through the construction of municipal government, county government, township government between the three operational logic and rational choice of the theoretical framework of the T City Y county government to implement a special group of social assistance policy for empirical analysis.

Multi-center task under the local government biased in the implementation of quantifiable policy indicators task

For a long time, Chinese government system has formed the top-down operation ecology. The local government has undertaken the dual task of economic development and social stability, especially in the economic development, and has implemented one-vote veto system in social stability. Is the higher level of government attention is the most need to complete the work for the higher level of government departments for the transfer, less concerned about the transaction costs of governance and ignore the actual work needs. And those for the vulnerable groups of the support policy is difficult to be a strong implementation is to be able to explain, you can from the relevant functions of T City, the interview was presented:

HJZ said that the total population of T City is 365,000 people, the basic income of urban areas is 20,000 RMB, the city has a total of social welfare agencies 6, in 2015 self-examination of more than 5 million children, of which 4800 people involved in social security (Is a new type of rural cooperative medical insurance).

However, in the subsequent in-depth investigation found that the above text data information is only the surface of the data and there is no real problem of response. With the rapid development of T's economy, the social assistance system is also gradually follow up, but compared with the city's economic development level, the local government's attention and investment in this area is still not enough, like "empty shelf", no substantive Content. And that these public policy effects are difficult to measure because it is difficult to materialize policy indicators. Therefore, the local government in the face of multiple tasks will make a choice between the policy, select the local government favorable and measurable tasks or policy implementation, which is under the constraints of the system, a rational choice of the results, is the most consistent Local governments organize the path of interest.

Local government departments between the "conspiracy" phenomenon strengthened the interests of the chain

Under the current administrative system in our country, the government department has formed a closed operation system. The next level government is more like a branch of the next level. It has "corporatized" governance, and the subsystem belongs to the main system. Development

continues to strengthen the focus of its interests, making contact more and more closely. The case record made in Y County is a good example of this:

Case 1: Zhang had been suffering from other diseases and was accompanied by the diagnosis of HIV infection, his father working abroad, the construction industry, economic income is unstable, the mother migrant workers 2 years, now a government company to do cleaners, about 1,000 RMB / Month, Zhang's parents on HIV-related security policy is not clear, to 2014, Zhang was a certain amount of life subsidies and relief, that is 600 RMB / month and included in a class of low security, in the medical reimbursement process, Due to the relevant staff mistakes, did not give timely compensation to patients until the final reimbursement of 20,000 RMB.

In fact, the policy level has been related to the policy, but there are two main reasons, resulting in patients without timely relief, increase the family financial burden. On the one hand, the government chooses not to work in place; on the other hand, as an individual, because of taking into account the trouble of the procedure and personal information, choose not to apply for subsidies. However, on the whole, mainly because the government-related work is not done, resulting in the loss of people's property and the spirit and psychological can not get care, serious may increase instability, but increase the difficulty of government governance. Therefore, the benefits of mutual benefit between departments will increase the difficulty of government implementation plans and policies is not conducive to promoting the implementation of policies, can not focus on the needs of society.

3. Under the pressure system under the county government and township government to selectively cope with the interests of residents demand

Responding to the real demands of citizens is the responsibility and obligation of local governments, but also the source of local government to consolidate legitimacy and win credibility. However, this idea is only an idealized state, in the actual government behavior is not always from the interests of citizens and the reality of demand, on the contrary in the pressure system to pursue the interests of government departments and personal positions and rank promotion. In the process of handling social security policies for special groups to highlight the problem of lack of awareness, lack of work enthusiasm and shirk responsibility phenomenon, the specific performance can be obtained through the following data analysis.

Case 2: Hwang's parents are infected with AIDS, his father Zhang is infected, in the process of handling Hwang, due to changes in his father's household registration, coupled with Yuxian relevant functional departments are not as chaos as illegal In fact, once also occurred in the functional department heads to inquire about and disclose the patient's information, etc., from October 2014, Hwang was received 600 RMB / month of protection. But as of now, the bailout in 2015 did not promptly into the designated account and there is a timely rescue problem.

In the work of the need to coordinate the situation of the various departments, the original should be the need for cooperation between the two government departments, but in the treatment of medical assistance to Zhang did not get effective to practice, but repeatedly urge the parents of the yellow repeated " Two run ", the final benefit was given Hwang, but in the follow-up tracking management process, the behavior of government departments was lagging behind, affecting the basic living security of yellow. Under the pressure system, the local government should be the scope of its work responsibilities but did not better implement the policy to meet the needs of citizens, with selective characteristics, not the effective implementation of the policy.

3. T CITY Y COUNTY GOVERNMENT TO IMPLEMENT A SPECIAL GROUP OF SOCIAL ASSISTANCE POLICY EMPIRICAL ANALYSIS

(1) The assignment or distribution of policy enforcement tasks

National and provincial governments to AIDS affected children to develop a corresponding security policy, through the contract and other forms of local government to the specific implementation of the formation of a whole policy of the system, and ultimately fell to the local government level. City and county levels of government and once again to refine and re-plan, layers of overweight, making the relationship between the various levels of government relations, interests in a weaving. At the county level government is mainly by the civil affairs departments and county CDC is responsible for the business carried out, according to an interview with a person in charge, found Y County CDC made a useful exploration.

HZR said: The special group of children affected by AIDS, we want to classify them, one is infected by both parents, children affected, the second is infected children; and then on the basis of the distinction between the object of special funding , We have raised funds through various channels, in addition to the nature of government policy protection, there are other organizations active cooperation, such as cooperation with the China Children's Fund and Shanghai Roche Group, these projects have been going on for 5 to 6 years. In addition, the new rural cooperative medical expenses in proportion to reimbursement, the rest by the civil affairs departments to solve, for the cost of not more than 1,000 RMB, the first follow-up management.

In addition to the assistance provided by the state in accordance with the provisions of the state, on the current actual situation, the other rescue channels are extremely simple, grassroots community commitment to major rescue channels is mainly the new rural cooperative medical insurance, many infected families have access to But in the follow-up research, the medical expenses by the new rural cooperative reimbursement after the rest of the civil affairs department is almost difficult to be implemented, the application process is extremely cumbersome, people overstuffed, local government selective treatment, which appears The policy deviation.

(2) The local government economic rationality of the

implementation of social assistance policy

From the perspective of public choice theory, local governments are also "economic people" in the measurement of policies, taking into account the interests of their own organizations, each policy is the result of rational choice, more easily biased towards policy promotion of economic development, and The attitude towards those long-term policies that are open to the public and benefit society is clearly different, leading to the policy protection that could have been applied for, and because of the lack of vigorous publicity and limited policy benefits.

In the discussion with the Y County civil affairs department staff, due to the occurrence of drug users before the collision of civil affairs departments, resulting in the subsequent business work on the affected children's policy is not timely publicity and communication, a competent leadership that "now we are not Dare to advertise what policy of this part of the policy can be rescued, worried that other social workers to make trouble again, "but rather by the civil affairs department responsible for the transfer to the CDC, and the civil affairs is only responsible for funding, which both increase the work of CDC The amount of points, there is no decomposition of civil affairs should be the responsibility.

The practice of the county Civil Affairs Bureau is mainly from a rational point of view to think, not to clarify the division of government functions, did not assume the duties of the Government, but blindly rely on other departments, did not carry out creative functions, resulting in special personnel did not get the material And spiritual care, the implementation of the policy effect and policy development contrary to the original, is not conducive to social stability and social harmony.

(3) The county government in the implementation of social assistance policy in the "anomie" behavior

Under the existing policy, the special personnel needs to be rescued and helped to provide relevant information, the administrative department to be recognized and approved. However, due to the lack of institutional mechanisms, the public sector of the lack of public spirit, Y County in the implementation of special personnel assistance policy occurred in the phenomenon of staff chaos, special staff and families have had a huge impact. Zhang's parents are infected with AIDS, Zhang is also infected. Parents began to avoid the application for a monthly subsidy of 600 RMB, because in the civil affairs department to fill out the application, the above indicated some of the processes and conditions, such as the need to publicity in the township, in order to maintain their own information, it did not apply for, Also did not enjoy the minimum; ultimately in the basic life is difficult to sustain, Zhang's parents apply for, but given the staff after the Zhang told the neighbors there, resulting in the family and the child's psychological burden and Life stress.

In essence, it reflects the imperfect system and system of special personnel, the special personnel to rescue must be strictly confidential work, to maintain a good citizen of the various information and rights, but also must respect

the principle of voluntary. However, in the actual work, the concept of the requirements and institutional management has not been practiced, and finally led to the rescue of the staff did not apply and then the significance of the policy is doubtful. The implementation of a less restrictive policy requires the staff's sense of responsibility and sense of responsibility as well as institutional mechanisms.

4. CONCLUSION

The implementation of selective policy must be an objective phenomenon, the local government as one of the main implementation of the policy, especially the implementation of special groups of social assistance policy, selective implementation of the policy behavior of the most obvious. As an informal organization, why it occurs and how it occurs has a solid organizational foundation and institutional roots. The study found that the local government is easy to choose to quantify the implementation of policy indicators and tasks, and relatively insignificant to those who can not effectively measure the implementation of the policy; Second, there is a win-win between local government departments, the decision of the higher government The performance of the performance appraisal system, the local government behavior logic must not be problem-oriented but obey the superior, the pursuit of political promotion and the pursuit of political progress, Power as the center. At the same time, the research of this paper also stimulated the following thinking:

First, the relationship between policy and the actual interaction. In fact, the local government is not without new ideas, but because of many policy restrictions and risk or cost options, can not be flexible according to the actual situation, the introduction of higher levels of government policy and the actual situation of the grassroots government more conflict, leading to policy Of the superposition and cross and contradictions, so that its local government at a loss.

Second, the relationship between the central and local governments. In our country, the local government can not have a greater autonomy, since the reform of the tax system, leading to the reorganization of the relationship between the central government, the central government's power more and more powerful, and local government power activities more narrow, , The local government has a huge responsibility, but the corresponding power allocation is unbalanced.

Third, the effective functioning of government functions in transition. China is dealing with big changes, great transformation period, all kinds of contradictions and problems focused on the outbreak. In this context, what role our government should play is worthy of further study. In general, the government functions should shift from a regulated government to a service-oriented government, pay more attention to economic and social development, social stability and provide public services, clarify the functional boundaries and effectively play the role of government.

ACKNOWLEDGEMENT

Fundamental Project: National Natural Science

Foundation of China, "Mechanism Analysis and Policy System Design of Poverty Intervene Intervention Complex Structure" (71774027); National Natural Science Foundation of China "Research on Poverty Dynamic Analysis Method and Its Intervention Mechanism Based on Disaster Risk under Provincial Scale" (71273041); National Natural Science Foundation "middle managers 'strategic significance generation" - to the Fu' behavior on the organizational reform of the impact of the effect and mechanism of action "(71472027) stage results.

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