Research on the Urban Community Construction in China from the Perspective of Policy Tools

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Abstract: With the establishment of the goal of modernization of China's governance system and governance capacity, more and more attention has been paid to urban grassroots governance. Community governance is the basic area of the national governance system. Community is the direct field of social management and public service, and the basic space for the implementation of public policies. This paper uses the content analysis method, the three-dimensional structure of policy tools, policy objectives and policy strength as the analysis framework, and uses Nvivo to interpret China's urban community construction policy in 1991-2018.This research to provide direction for the construction of urban communities in China.

1. Introduction

Policy tools, also known as government tools or governance tools, which can structure collective action to solve public problems, are the specific means and ways people use to solve a social problem or achieve a certain policy goal. [1] The classification of complex public action tools is the basic work of policy tool research. E. S. Kirschen, a Dutch economist, first tried to classify and study policy tools. Dahl and Lindblom, American scholars, divide complicated policy tools into mandatory tools and non-mandatory tools. On this basis, M. Howlett & M. Ramesh, Canadian public policy scholars, divide policy tools into mandatory, mixed and voluntary ones. According to policy objectives, L. M. McDonell & R. F. Elmore divides policy tools into imperative tools, incentive tools, capacity-building tools and system change tools. [2]

Under the traditional research paradigm of policy tools, scholars classify policy tools from different perspectives. Based on the views of Dahl, Lindblom, Howlett, Ramesh, Zhenming Chen and other scholars, this paper classifies policy tools into four types: mandatory type, guiding type, market type and voluntary type according to the degree of government intervention. The specific classification is shown in Table 1.

Table 1 Policy Tools In China's Urban Community Construction.

Classification of policy tools	Secondary tools
Mandatory tools	Direct government management; Supervision accountability; Laws and regulations; Budgetary allocations
Guiding tools	Publicity and education; Professional training; Promotional activities
Market tools	Government enterprise cooperation; Financial subsidy; Tax preference; User fees
Voluntary tools	Public participation; Participation of public organizations; Community autonomy; Information-open

2. The Source of Policy Text

In terms of the time when the policy was published, the Ministry of civil affairs put forward the concept of community construction in 1991, and issued the notice on listening to the ideas of community construction in the same year, marking that the community construction and urban management system reform have entered the exploratory stage. The study requires that the issuing

organ of policy text must be an authoritative and legal organ throughout the country, and select the policy text that guides the community construction and is highly related to the content of community construction. It should be noted that the failure policy is also included in the research framework.

The collection source of the text is mainly from the legal database of PKULAW, which is supplemented and verified by the retrieval information on the official website of the government agencies. After text collection and careful selection, 83 policy texts can be included in this study.

3. Three-Dimensional Analysis Framework of China's Urban Community Construction Policy

In order to study the validity of China's urban community construction policy more scientifically and reasonably, and reflect the characteristics of policy variables more accurately, this study intends to draw on the three-dimensional analysis framework of policy tools, policy objectives and policy strengths, [3] as shown in Figure 1.
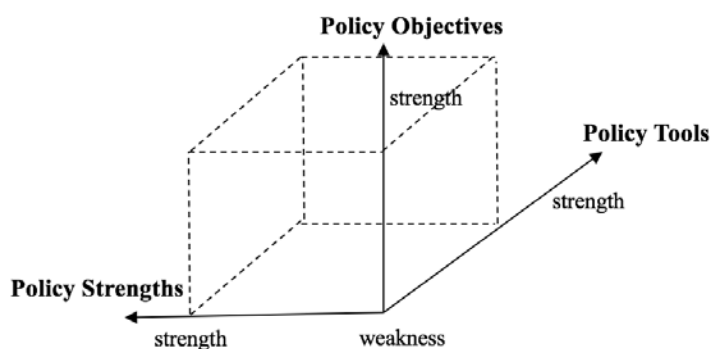

Fig.1 Three-Dimensional Analysis Framework of China's Urban Community Construction Policy.

3.1 Policy Tools Dimension

According to the description of policy instruments shall be given corresponding scores, including 3 scores for the contents with clear task division and detailed measures, 2 scores for the simple description of policy, and 1 score for the contents without measures. The coding analysis of policy documents shall be carried out by Nvivo, and the results are shown in Table 2.

Table 2 Policy Tools Of Urban Community Construction in China.

Types	Policy tools	Number	Scores	Average score	Total quantity	Proportion of quantity
Mandatory tools	Direct government management ;Supervision accountability; Laws and regulations; Budgetary allocations	328 178 69 57	437 221 91 96	1.33 1.24 1.31 1.68	632	64.09%
Guiding tools	Publicity and education; Professional training; Promotional activities	52 40 37	84 68 52	1.62 1.69 1.39	129	13.08%
Market tools	Government enterprise cooperation; Financial subsidy; Tax preference; User fees	44 38 14 8	55 62 24 14	1.24 1.63 1.73 1.67	104	10.56%
Voluntary tools	Public participation; Public organization; Community autonomy; Information-open	52 32 21 16	67 38 25 22	1.28 1.20 1.17 1.35	121	12.27%

3.2 Policy Objectives Dimension

This study intends to use four dimensions of resource input(a), community service ability(b), community service network(c) and environment construction(d) as the first level indicators, and assign corresponding scores according to the use and expression of policy objectives. Three points shall be given for the contents with clear task division and detailed measures, two points for the policy description, and one point for the contents without measures. Policy goal A scored 105 points, policy goal B 62 points, policy goal C 57 points and policy goal D 81 points.

3.3 Policy Strengths Dimension

According to the level of the issuing department and the type of policy text, the documents are assigned points, and the results are shown in Table 3.

Table 3 Policy Strength Of Urban Community Construction in China.

Policy release level	Scores	Policy quantity	Proportion of quantity
Laws and regulations promulgated by the National People's Congress	5	1	1.20%
Guiding opinions, decisions and resolutions issued by the State Council	4	9	10.84%
Circular issued by the State Council, regulations and provisions of state departments	3	19	22.89%
Opinions, methods and interim provisions of state departments	2	18	21.69%
Notice and announcement	1	36	43.38%

4. Existing Problems and Countermeasures of Urban Community Construction Policy in China

4.1 The Existing Problems of Urban Community Construction Policy in China

Through the score statistics of policy tools in China's urban community construction policy, it is found that the proportion of mandatory tools is as high as 64.09%. The number of direct government management tools is up to 328 times, while the number of policy tools such as tax preference, user payment and information disclosure is less than 20 times. This shows that the current urban community construction policy in China is still based on the government led, direct management of the mandatory tools as the core, the use of other policy tools is still very weak. The interpretation of policy objectives is vague. It only emphasizes the importance and necessity of resources investment, environment construction, ability improvement, networking and other objectives, but seldom mentions the specific contents and detailed measures of the objectives. As shown in Table 4, the policy type with the largest proportion is department notice and announcement, with 36 policies accounting for 43.38%. However, there is only one law, regulation and strategic outline with the highest policy strength. The decline of the average policy strength and the low policy strength will lead to the problems of insufficient effectiveness and guidance of public policy.

4.2 The Optimization Path of Urban Community Construction Policy in China

4.2.1 Adjust the Structure of Policy Tools

Comprehensive and reasonable allocation of policy tools is the premise of effective implementation of policies. [4] It is an inevitable choice for promoting the level of urban community construction in China and promoting the sustainable development of urban communities to comprehensively use the compulsory, guiding, market-oriented and voluntary policy tools and reasonably allocate the proportion of various policy tools.

4.2.2 Enrich the Content of Policy Objectives

Policy goal is an important indicator to measure whether a policy is complete and judge the degree of policy response to public issues. Based on improving the description of the overall policy content,

we should focus on improving the level of urban community service, the degree of urban community service networking and other aspects of policy description. In the future policy-making, we should pay attention to enrich and improve the language of policy tools, clarify the division of responsibilities, and give full play to the role of policy tools.

4.2.3 Improve Policy Strength

Many public policies have low level of effectiveness, which leads to weak policy strength and lack of enforcement. Although opinions, notices, methods and other documents as the main types of policies have the same legal effect, the policies issued by the departments may exist in the case of contradictions in the basic laws and regulations, resulting in the weakening of the policy effect. Therefore, to ensure the effective implementation of the policy, we should increase the promulgation and revision of relevant laws and regulations to improve the effectiveness of the policy.

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