

Study on Attention Allocation of Chinese Government in Promoting Rural Governance Based on the Contents Analysis of No.1 Central Document

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Abstract. Only when the villages can be effectively governed can the people live and work in peace and the country can develop steadily. Rural governance is the cornerstone of national governance and the foundation for rural revitalization. Under the leadership of the party, the concept of rural governance in our country has been continuously innovated, the rural governance system has been gradually improved, and the ability of rural governance has improved significantly. The paper adopts the government attention theory, uses text analysis methods and combined with ROST CM6 analysis tools to study the attention allocation of rural governance in the 23 Central No. 1 documents issued by the Central Committee of the Communist Party of China and the State Council. It is found that the text of the document reflects the changing trend of "the party and the government's efforts to promote rural governance are deepening, and the areas of attention allocated to them are expanding" in rural governance. This not only reflects the macro guidance of the party and the government on the reform of rural governance, but also reflects the practical needs of the transformation of rural governance. The intensity and breadth of the party and government's attention to rural governance are not only the key influencing factors in the supply of resources in rural governance, but also an important supporting force for improving the rural governance system and building the cornerstone of rural revitalization.

Keywords: Rural governance; Government attention; No.1 central document; Text analysis.

1. Introduction

"The nation must be rejuvenated, and the countryside must be rejuvenated." In the face of the new situation and new situation, the Party Central Committee put forward the rural revitalization strategy in a timely manner, and raised the rural revitalization strategy to the height of the national strategy. China is a big agricultural country, and "rural" is the background color of Chinese society. Rural governance is not only an important part of national governance, but also a key link in promoting the successful completion of the rural revitalization strategy. The "Central No. 1 Document" issued by Xinhua News Agency at the beginning of each year has continued to focus on rural governance, clarified the key points and pointed out the development direction for solving agricultural and rural farmers' problems, which reflects the CPC Central Committee's close attention and great attention to agricultural and rural issues.

With the development of rural society, the research results on rural governance are quite fruitful, and scholars have conducted in-depth discussions on rural governance from different perspectives. By reviewing the current literature, it is found that the current academic research on rural governance mainly focuses on the following four levels: First, the research on rural governance from the national level.[1] This view holds that state power is actively sinking and infiltrating into the countryside, constantly influencing rural governance through policies and measures such as political parties going to the countryside, democracy going to the countryside, urban-rural integration, new rural construction, and the construction of township-level governments. The second is to discuss rural governance from the social level. Research at this level believes that some rural civil organizations such as the powerful class[2], clan organizations[3], the Peace Association[4], economic talents[5], new land elites[6], Xinxiang Xian Council[7] and other new social organizations can connect the government and villagers more effectively. Therefore, it is suggested to embed the key force of social organization in rural governance to help rural governance. The third is to conduct research on rural

governance from the perspective of rural autonomy. The third is to conduct research on rural governance from the perspective of rural autonomy. This view holds that rural governance should "come from the masses and go to the masses", and to consolidate the solid foundation of villagers' democratic management, so that villagers can reflect their true demands in the formulation of policies at the central and local levels.[8] The fourth is the study of the "three-in-one" governance model. Research at this level believes that in order to achieve effective rural governance, we cannot rely solely on "going to the countryside by law", but must also "go to the countryside and follow the customs", effectively combining autonomy, rule of law and rule of virtue.[9]

Throughout the research on rural governance, it can be found that many researchers have explored and analyzed rural governance from different focuses, and the content of the research is also very specific and detailed. Based on the research of existing scholars, this paper attempts to start from the perspective of the government's attention, that is, the focus of the government on rural governance in various periods. By systematically sorting out 24 Central No. 1 documents from 1986 to 2022, we can measure and analyze the government's attention distribution on promoting rural governance and the evolution of its policies. In order to better understand the development direction and policy arrangement of rural governance, it can provide reference ideas for optimizing rural governance in my country.

2. Theoretical Basis and Research Design

The government's attention allocation is a reflection of how much policy makers attach to a particular issue. American political scientist Brian Jones first introduced the attention theory into the process of government policy formulation, and constructed an "attention-driven policy choice model". This model regards the process of public policy formulation as driven by the limited attention of the government. The government is often limited by bounded rationality, and it is often difficult to allocate resources equally to each issue when faced with complex issues. Government policy makers are required to prioritize numerous issues and make decisions about scientific allocation of limited resources. And when policymakers focus their limited resources on something, it doesn't mean that policymakers prefer that thing, but that policymakers notice them.[10] Therefore, by sorting out the public policy texts as the carrier of the government's governance concept, this paper applies the attention theory to observe the distribution of the party's and the government's attention to rural governance at different stages and the focus of their work.

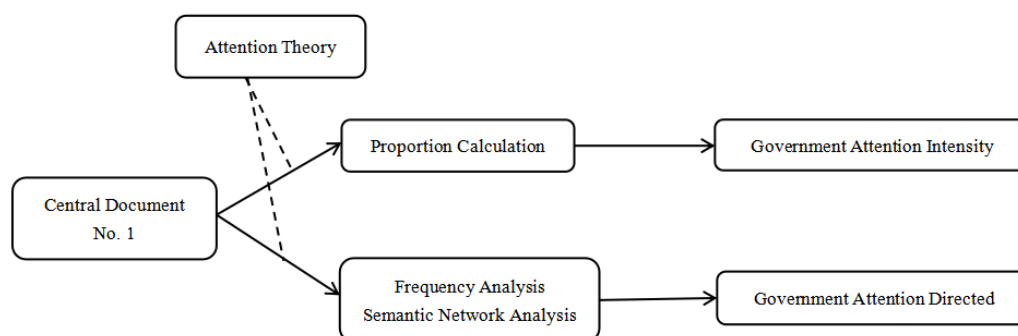


Figure 1.research framework

Among them, the "No. 1 Central Document" is a programmatic document that embodies the Party and the country's policy. It is the first document issued by the Central Committee of the Communist Party of China and the State Council that concerns new rural construction, farmers' income, and agricultural development. A leading and authoritative document on how to develop rural areas. Although the "No. 1 Central Document" has not systematically issued policies on rural governance, it has important guiding significance for the development of rural governance, and is also the most authentic and reliable sample source for interpreting rural governance. Based on this, this paper uses ROST CM6 software to analyze the content of "Central No. 1 Document" by means of word

frequency statistics and semantic network analysis, and mine the text information. This paper firstly calculates the proportion of the number of words related to rural governance in the "No. 1 Central Document" to the total number of words in the document, in order to measure the intensity of the Party and the government's attention to rural governance; then this paper will capture the high frequency in the document words, and carry out semantic network analysis, so as to draw the attention of the party and the government on rural governance.

3. The Party and the Government's Attention Intensity in Promoting Rural Governance and Its Changes

Based on the current research results on rural governance, this paper divides rural governance into five dimensions: rural political construction, rural economic construction, rural cultural construction, rural ecological construction and rural social construction, and calculates the texts related to the five dimensions each year. The number accounts for the proportion of the total number of words in the "Central No. 1 Document" in that year, and finally the intensity of the Party and the government's attention on rural governance and the intensity trend are visualized in the form of a line graph (as shown in Figure 2).

In the first place, there are stratified differences in the intensity of the government's attention to rural governance. Specifically, the government's attention to each dimension of rural governance is, from strong to weak, rural economic construction, rural social construction, rural political construction, rural ecological construction, and rural cultural construction. And compared with other dimensions, rural economic construction has become the dimension with the highest proportion of attention intensity in the same period, which shows that the government has put more energy on economic construction. The actual situation of the Party and the National Work Center is consistent. Secondly, the intensity of the government's attention to rural governance shows the characteristics of correlation. On the one hand, the attention intensity of rural economic construction is negatively correlated with the attention intensity of rural ecological construction. This shows that rural economic development and rural ecological protection are actually a dialectical and unified relationship. From a short-term perspective, strengthening the protection of rural ecological environment may put certain pressure on rural economic development, but in the long run, rural areas The improvement of ecological environment quality and the formation of green production and lifestyle can provide a larger and more benign development space for economic development. On the other hand, there is a positive correlation between the attention intensity of rural political construction and rural social construction. This just shows that promoting the upgrading of rural infrastructure and strengthening the construction of rural social security system requires upholding and improving the leadership of grass-roots party organizations to provide strong political and organizational guarantees for rural social construction. At last, the intensity of government attention in rural governance shows a trend of volatility. The government's attention intensity for rural economic construction fluctuates greatly and decreases slightly in the fluctuation, while the attention intensity for rural political construction, cultural construction and social construction fluctuates less overall, and rises slightly in the fluctuation.

In general, the government's attention intensity varies at different stages, reflecting the differences in resource allocation determined by the limited government resources. It is worth noting that the fact that the government's attention intensity for rural economic construction is decreasing year by year does not mean that the government does not pay attention to rural economic construction, but reflects the gradual improvement and phased saturation of the allocation of attention to rural economic construction. , which leads to an increase in the allocation of government attention in other diverse fields. It also reflects from the side that there is a certain relationship between the many goals and tasks of rural governance, which has the characteristics of synchronization.

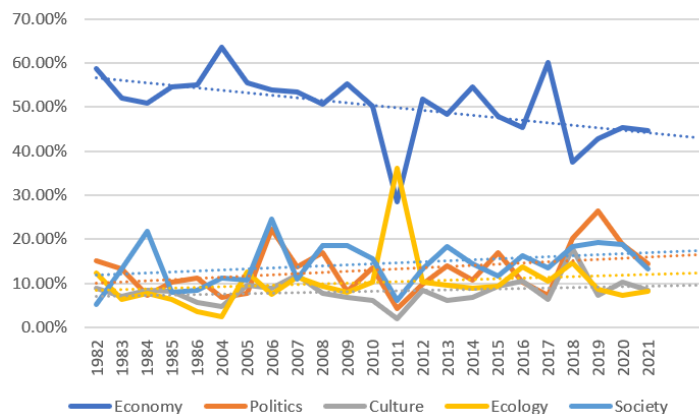


Figure 2. changes in the intensity of rural governance attention in the central No. 1 document over the years

4. The Party and the Government's Attention Direction and Changes in Promoting Rural Governance

The keywords with high frequency in the policy text should be the content that the government repeatedly emphasizes to attract enough attention. In order to facilitate the analysis, this paper divides the party and the government to promote rural governance into three stages: the first stage is from 1982 to 1986, which is the period of reform and exploration of rural governance; the second stage is from 2004 to 2016, which is the period of new rural construction; the third stage is from 2017 to the present, which is the period of rural revitalization.

Table 1. Statistics of high-Frequency words in rural governance in the central No. 1 document at each stage

the first stage (1982~1986)	rural areas (60), economy (31), farmers (23), masses (23), organizations (18), agriculture (12), grassroots (11), party committees (10)
the second stage (2004~2016)	rural grassroots (62), the masses (49), village cadres (46), party committees (43), education (27), grass-roots party organizations (22), new rural construction (22), self-government (20), governance (15), income increase (15), regulations (11), party style (8)
the third stage (2017~present)	rural revitalization (60), rural grassroots organizations (41), the masses (36), party organizations (29), self-governance (15), governance (14), supervision (13), culture (12), rule of law (11), education (11), ideology and politics (10), public security (9), morality (7), security (6), spiritual civilization (5), openness of government affairs (5)

4.1 1982~1986: the period of reform and exploration

Based on semantic network analysis, it was found that in the Central No. 1 document from 1982 to 1986, “peasants”, “mass”, “grass-roots level”, “organization”, “leadership”, “management” and “economy” were used as high-frequency words. From the perspective of feature word correlation, “rural and mass”, “rural and society”, “peasant and leadership”, “organization and leadership”, “peasant and policy”, and “rural and economy” are the basic feature associations. Therefore, it can be concluded that the attention of the party and the government in promoting rural governance at this stage is mainly based on “village autonomy” as a high-frequency feature dimension. The reason is that with the opening of China's reform and opening up by 18 farmers in Xiaogang Village, Fengyang, Anhui in 1978, my country's economic system has undergone tremendous changes. Against this background, the “No. 1 Central Document” at this stage emphasized that the villagers committee is a grass-roots mass self-governing organization for villagers to self-manage, educate and serve themselves. Since then, the villager self-governance system has been gradually formed nationwide, and the township-level government has been established. The institutional construction of rural

governance in this period generally showed the core feature of "autonomy", indicating that the party and the government paid more and more attention to the independent creativity of society, and effectively played the enthusiasm of farmers through autonomy. Villager autonomy marks that my country's rural governance practice has entered a new historical stage.

4.2 2004~2016: The period of new rural construction

In the 2004-2016 "Central No. 1", the high-frequency words mainly used "rural grassroots", "the masses", "party committees", "village cadres", "grassroots party organizations", "new rural construction", "education" and "governance". From the perspective of feature word correlation, "rural and grassroots organizations", "rural areas and the masses", "peasants and democracy", "peasants and education", and "grassroots organizations and education" are the main feature correlations. It can be seen that the government further promotes rural governance by strengthening the construction of rural grass-roots organizations, and mobilizes the enthusiasm of the broad masses of farmers and fully absorbs the energy of all sectors of society to promote the construction of new rural areas. At this stage, the "No. 1 Central Document" emphasized the need for more in-depth villagers' participation in rural governance, and clearly stated that the construction of grassroots organizations should be strengthened to continuously enhance the function of rural social autonomy; It also encourages social organizations to actively participate in the governance process, and further improves a vibrant grass-roots self-governance system. During this period, the party and the government were committed to injecting modern elements into rural governance, encouraging knowledge to go to the countryside, increasing the selection of village party committee secretaries from college graduates, enterprises and institutions, and attaching importance to the training of rural grassroots cadres Education, to improve the awareness of serving the people for the grass-roots party organizations, and consolidate the ability of grass-roots cadres to govern. At the same time, it also promotes the sustainable development of rural governance through measures such as cultural, educational, legal, and capital to the countryside.

4.3 2017 to present: Rural revitalization period

From the perspective of the semantic feature related word network from 2017 to the present, the "No. 1 Central Document" mainly refers to "rural revitalization", "rural grass-roots organizations", "party organizations", "mass", "autonomy", "rule of law", "supervision", "morality", "public security" "Security", "governance", "ideology", "culture" and "open government affairs" are high-frequency words. From the perspective of feature correlation, "rural areas and the masses", "rural areas and society", "rural areas and grass-roots organizations", "cadres and the masses", and "leaders and grass-roots organizations" are key characteristic correlations. It can be seen from this that the party and the government still focus on villager self-governance and the construction of grassroots organizations under the leadership of the party in the promotion of rural governance, but their attention has gradually diversified. The construction of rural grassroots organizations is no longer the only focus of the party and government to promote rural governance. Throughout this period, the Party and the government paid attention to rural governance. Effective governance is not only an important part of rural governance, but also a political guarantee for rural revitalization. From the "administrative democracy" emphasized in the past to the "effective governance" emphasized in the past, the rural governance under rural revitalization has undergone profound changes from the inside out. It highlights the integration role of the state, and further strengthens the concept of co-governance of the "three-in-one" governance of autonomy, rule of law and rule of virtue. Moreover, in the rural governance system, more emphasis is placed on the pluralism and balance of the governance structure, which not only balances the party's leadership and villager autonomy, but also balances the construction of grass-roots political organizations and the supply of public services. Through governance and revitalization of existing resources, the ideological and moral cultivation of the villagers will be improved, and a peaceful and clean village will be created, and a road of good rural governance that meets the needs of rural revitalization will be continuously explored.

To sum up, since the 1980s, thanks to the spring breeze of reform and opening up, our country's rural governance has undergone earth-shaking changes. It can be said that China's rural governance has formed a development model and governance path that is different from other countries through continuous attempts. In essence, our country's rural governance is a complex project, and it is also a systematic and comprehensive practice process. The government's attention allocation on rural governance has gradually developed a clear trend: the subject of rural governance is changing to "multiple governance units", the object of rural governance is changing to "diversified", the mode of rural governance is changing to "combination of three governance", the relationship of rural governance is changing to "giving type", the process of rural governance is changing to the transformation of "collaboration" and the goal of rural governance is changing to "modernization". These changes collectively reflect the party and the government's change in the concept of rural development and the overall thinking of rural issues, and reflect the party and the government's original intention and determination to promote the modernization of rural governance.

5. Conclusion

From rural construction to rural revitalization, under the leadership of the Communist Party of China, the practice of rural governance in my country is constantly enriched and advancing with the times. Based on the attention theory, this paper selects 24 Central No. 1 documents as the inspection objects, measures and analyzes the attention allocation of the party and the government on rural governance, and summarizes the changes in the attention allocation of the party and the government in rural governance. direction. Although this paper uses the proportion of relevant words and the frequency of relevant words to measure the government's attention intensity and direction, it is a little rough, but it can also be seen from the change law and development of rural governance. Through the evolution process of rural governance attention, it can roughly reflect the basic situation of rural political system, society, economy and culture in different historical periods, and it can also reflect the change of rural governance subjects from "monopoly" to "multiple", and the rural governance objects from The evolution of "simple" to "complex" and the relationship between rural governance from "absorbing" to "giving".

The changes in rural governance include not only the "following the trend" of the party and the government with the changes in the rural environment under different historical backgrounds, but also the "active attack" of the party and the government in the face of new situations and challenges. The change of village governance is not only a process of gradually improving the rural governance system by the party and the government based on a new historical starting point, but also a reform process of continuously deepening the modernization of the national governance system and governance capacity. In the process of agricultural and rural modernization, the party and the government should integrate resources from multiple sources, further balance the proportion of resource allocation in multiple dimensions, and rationally plan and distribute development resources in various fields in the countryside on the basis of improving the overall intensity of attention allocation in rural governance, so as to get out of the Chinese rule of rural revitalization.

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