

# Research on the Evolution Trend and Characteristics of Policy Tool Selection for Urban and Rural Community Services

## --Content analysis based on policy planning related to urban and rural community services

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### Abstract

Strengthening and perfecting urban and rural community service needs scientific and reasonable policy system to protect. Through the content analysis of 53 policy plans related to urban and rural community service during the 12th five-year Plan to the 14th five-year Plan period, this paper makes a statistical analysis of urban and rural community service policy from the four-dimensional perspective of "policy tools-policy objectives" combined with time and space. The research shows that the application of urban and rural community service policy tools in China shows obvious time preference, showing the combination trend of "carrot + stick". The use of policy tools is positively correlated with the local regional development level, and there is a structural imbalance between the use of policy tools and policy objectives. Therefore, we should strengthen the action model of multiple policy tools, the two-dimensional integration of policy tools and the value of policy objectives, and promote the construction of policy tools for the purpose of balanced and coordinated development among regions, so as to optimize the urban and rural community service policies.

### Keywords

Urban and rural communities, community services, public services, policy tools, evolution trends.

### 1. The origin of the study and the problems raised

Community is the "microcell" and "microunit" of society, and it is the "microfield" in which the party and the government connect and serve the masses. The construction of urban and rural communities is an important part of the current national development strategy. As an important location of direct communication between the state and society, urban and rural communities bear the basic role of public service and management transmission. Community service is of great significance to improve the quality of life of residents, expand employment, resolve social contradictions and promote the construction of a harmonious society. Since the Ministry of Civil Affairs advocated "community service" in 1986, community construction has been paid more and more attention by the party and the state. Community service has also changed from only one kind of welfare for workers to the basic service for social openness, and has expanded and extended to a wider field of social life.

National development strategies need to be materialized and implemented in the form of public policies. Public policy formulation has always been the main function of the rulers, the intention is to make use of the opportunity, overcome obstacles, in order to achieve the stated goals. Public policy is one of the important channels to connect the relationship between the state and the social relations. Earlier requirements for community services have been scattered in various policy documents, such as public services, civil affairs planning and so on. On December

27, 2021, the General Office of the State Council issued the 14th five-year Plan for the Construction of Urban and Rural Community Service system, which focuses on the service deficiency and bearing capacity of urban and rural communities to improve the service quality of the community, and carries on the comprehensive and systematic document request to the community service, which also marks the new development course of the urban and rural community service construction. Under the guidance of the central policy, each province has also issued a detailed urban and rural community service system construction plan according to its own actual situation, showing different provincial differences.

With the acceleration of the development of urban and rural community service, the policy of urban and rural community service has become a hot topic in academic circles. From the existing research results, we mainly pay attention to the following aspects: first, focus on the specific scope of community service, urban or rural communities to carry out special research on pension services, medical and health services, libraries and other cultural services, intelligent services, voluntary services and so on. Second, the overall analysis of community service policy, such as the fragmentation of community service[1], precision[2].The third is to analyze the relationship between community governance and community service from the perspective of community governance[2,3], such as a structural relationship, organizational empowerment[4], innovation mechanisms[5]. It can be seen that most of the attention to urban and rural community services is focused on a single field, and there is a lack of overall analysis and perspective of service policies, especially from the perspective of policy changes, and most of them are based on qualitative analysis. What is the development of community services in urban and rural areas? What are the evolution trends and stage characteristics? At present, there is a lack of detailed research on whether they are consistent with policy objectives. This study uses the content analysis method to analyze the types, stage characteristics and regional differences of urban and rural community governance policy texts according to the four dimensions of policy objectives, policy tools, time and space, and then sums up the evolution trend of urban and rural community service system construction in China.

## **2. Research methods and analytical framework**

### **2.1. Research methods and sample selection.**

**Research methods.** Taking the five-year plan of our country as the time scale, the author studies the public service planning and urban and rural community service planning and other related policy documents since the 12th five-year Plan. The objective, systematic and quantitative analysis of 53 planning documents is carried out by using content analysis method, and the relationship and law between qualitative and quantitative analysis are found, which makes our understanding of the "quality" of data content more profound and accurate. The general steps of content analysis mainly include determining the research goal, determining the analysis samples and units, determining the analysis category, determining the relevant coding elements according to the category and carrying on the coding, reliability test, and analyzing and explaining the results of the code passing through the test.

**Sample selection.** From the point of view of the issuers of urban and rural community service policies, there are not only the State Council, but also provincial units and so on. From the point of view of the sending area, the number of provinces contained in the eastern, central and western regions is different, and the relevant information that can be accessed is also incomplete. From the point of view of the content of the text, there are programmatic instructions and relatively specific measures containing the content of community service. Therefore, in order to avoid the research deviation caused by the differences and fragmentation of different urban and rural community service policies in terms of value demands, policy objectives, policy tools and so on, this paper selects the public service planning and urban and

rural community service planning since the 12th five-year Plan, and selects the specific provinces which are relatively balanced in the three regions of East and West in the regional distribution, and selects a total of 53 documents, as shown in Table 1. On the one hand, the public service planning and urban and rural community service planning are selected as the objects of analysis, which can carefully and consistently understand the development of urban and rural community service, and the document is authoritative, which is an effective expression in line with the development of the community at that time. On the other hand, through the analysis of the central land policy and the planning situation of different regions, we can better understand the spatial characteristics of the region, so that the text analysis according to the integrity.

Table 1 Policy text library for the Construction of Urban and Rural Community

Policy text type	Eastern region		Central region		Western region		Total
	Number	Quantity	Number	Quantity	Number	Quantity	
Planning for the Construction of Urban and Rural Community Service system in the 14th five-year Plan	East A	2	Middle A	3	West A	3	8
Public Service Planning for the 14th five-year Plan	East B	5	Middle B	5	West B	5	15
The 13th five-year Plan to promote the Equalization of basic Public Services	East C	5	Middle C	5	West C	5	15
The 12th five-year Plan of the basic Public Service system	East D	5	Middle D	5	West D	5	15
Total		17		18		18	53

## 2.2. Analytical framework.

Most of the existing policy content analysis frameworks are to select two or more dimensions from the dimensions of policy purpose, policy subject, policy tools, policy content, release time and so on, but the introduction of spatial geographical characteristics can understand the regional differences of different levels of development within the region. Therefore, this paper introduces spatial geography into the dimension of policy analysis. The analysis framework of urban and rural community service policy system is constructed from four dimensions: policy tool, policy purpose, policy time and policy space.

Policy tool dimension. Policy tool is one of the important ways to study and analyze public policy. As a necessary means for the government to achieve the policy objectives, it plays an important role in the implementation of the policy. According to the research background or purpose, the academic community divides the policy tools into voluntary, mandatory and hybrid (Machael.Howlette,2006). According to the difference of government resources, policy tools are divided into information category, authority category, finance category and organization category (C. Hood, 1983). According to the results of policy impact, policy tools are divided into supply type, environment type and demand type (Rothwell,Zegveld,1985). According to the

different policy objectives, the types of tools are divided into command type, incentive type, capacity building type, system transformation type, persuasion type (L.M. McDonell and R.F. Elmore, 1987). According to the No. 1 document of the Central Committee over the years, there are some differences in policy objectives in different years, and the differences in policy objectives lead to changes in policy tools. Based on this, this paper attempts to use L.M. McDonell and R.F. Elmore classification standard for policy tools.

Imperative tools are mainly mandatory and normative policy tools, which can be reflected by "implementation", "establishment and improvement", "at least" and other keywords with the purpose of normative enforcement. Incentive tools encourage or suppress certain behaviors mainly through rewards and punishments, including incentive keywords such as "support", "encourage" and "support". Capacity-building tools are mainly the capacity-building and upgrading role of policy tools, corresponding to "improvement." The key words of capacity building and enabling significance, such as "cultivating" and "vigorously developing", etc. Persuasive tools can achieve policy objectives mainly by advising, guiding or motivating individuals or institutions to take certain actions, which can be reflected through keywords such as "guiding", "publicizing", "popularizing" and so on, with the influence of the idea of popularizing information. Systemic transformational tools achieve policy objectives mainly by changing the structures, institutions and rules in the social, economic and political systems to "advance." Reform "system optimization". Structure "and other key words of promoting development through reform.

Table 2 Explanation of indicators for policy tools

Dimension	Type	Main way	Keywords
Policy tools	Imperative type	Regulations, standards	Require, implement, implement, establish and improve, at least, etc
	Incentive type	Incentive, reward and punishment	Support, encourage, support, etc
	Capacity building type	Cultivation, empowerment, education	To improve. Ability, cultivation, development, etc
	Persuasive type	Inform information and guide propaganda	Guide, publicize, popularize, etc
	System reform type	Organizational change	Push forward. Reform, system optimization... Structure, etc

Policy goal dimension. In the selection of policy objectives, Jiang Xiaoping (2022) [6]. Others think that the basic public service policy of our country has gone through the ladder evolution path of perfecting the system to benefit the people, promoting equality to achieve fairness, high quality development to promote quality sharing, and the new development stage to optimize the resource layout around the key goal of achieving common prosperity. Urban and rural community services are interrelated and interdependent with basic public services and urban and rural community services. The provision of urban and rural community services needs the support of basic public services, and the implementation of basic public services needs to be implemented at the community level through urban and rural community services. The two complement each other, jointly construct the grass-roots social governance and public service system, and provide the people with comprehensive, convenient and high-quality services. According to the stage course of urban and rural community service development, the service objectives can be defined as high quality development, service equality and common prosperity, and improving the satisfaction, happiness and sense of security of the people have always been the unremitting pursuit of the party and the state to improve the quality of life of the people.

Therefore, this paper defines the objectives of urban and rural community service as four aspects: people's three senses, high quality development, service equality and common prosperity. It is worth noting that because the selection of policy objectives has the characteristics of the time dimension and the unity of the goal and the central government in the whole country, it does not carry out the temporal and spatial analysis of the goal dimension. Time dimension. Time series, as a key index reflecting the evolution of policy development, can be used to analyze the transformation of the value orientation of policymakers and the change in the use of policy tools. The demand and provision of urban and rural community services usually change with time, and show a certain trend and periodicity. Through time series analysis, we can identify and analyze these trends and periodicity, and help decision makers to better understand the development direction and change mode of urban and rural community services. At the same time, based on historical data, it provides a reference for the future planning of urban and rural community services. Therefore, this paper will five years as a time stage, to explore the evolution trend of urban and rural community service policy during the 12th five-year Plan to the 14th five-year Plan period.

Spatial dimension. From the perspective of spatial dimension, China has a vast territory, and there are differences in the natural geographical environment, economic development and policy emphasis dimensions in each region. In the construction of urban and rural community service system, different provincial administrative units pay more attention to the service objectives, policy tools and so on. Therefore, this paper divides the space into three regions: the east, the middle and the west.

### **3. Research implementation and Analysis of Research results**

#### **3.1. Policy text coding.**

Nvivo qualitative analysis software is suitable for interview, literature, policy, table, audio, video and other unstructured data. It has powerful data coding and theoretical model construction functions. It can efficiently and accurately retrieve and code data materials under the system science program, and present visual results, which is helpful to improve the scientific and preciseness of qualitative research. In this paper, 68 policy texts of urban and rural community service in 2012 / 2022 are encoded and analyzed by using Nvivo qualitative analysis software.

Generally speaking, there are two ways of coding, one is a bottom-up free coding method (pre-supposition theory) The other is a top-down coding method (based on the relevant theories of the research topic). Because the coding subject of this paper is the policy text, its content has certain standardization and internal logic. In order to ensure the validity of the coding science and research, this paper adopts the top-down coding method and constructs the coding framework based on the policy tool theory. In order to ensure the credibility and effectiveness of the coding results, the two researchers randomly selected the files not in the policy text library in the east, middle and west regions to code, and used the software "coding comparison query" function to test the consistency. The results show that the kappa coefficients of coding consistency percentage and coding coverage are above 0.6, and the consistency percentage is 73% . Therefore, the coding of this paper is effective and reliable.

#### **3.2. Statistics of reference points and their ratios**

After all the coding work is completed, the ratio of each node to the total coding can be calculated. The higher the ratio, the more reference points, the clearer the relevant policy statements, the stronger the preference for the choice of policy tools, and vice versa.

Table 3 Number of nodes and ratios of policy tools

Policy tools	Reference points	Percentage
Incentive type	770	20.71%
Imperative type	1689	45.43%
Capacity building type	776	20.87%
Persuasive type	213	5.73%
System reform type	270	7.26%
Incentive type	770	20.71%

At the level of policy tools used in urban and rural community services, there is a clear tendency to choose imperative tools, accounting for 45.43%, which indicates that the government is more inclined to use this mandatory, command and authoritative policy tool in urban and rural community services. This also reflects the importance of public service supply in urban and rural communities as to meet the needs of the people and ensure the lives of the people, as well as the large number of public service supply and regional differences need the unified command of the government, in order to improve the efficiency of service supply and reduce the cost of policy implementation.

From the level of policy objectives applicable to urban and rural community services, the pursuit of high-quality development and service equalization has always been the key task of the party and the state in urban and rural community service planning. The government hopes to strive to improve the basic public service level of urban and rural communities, protect the basic rights and interests of the people, narrow the gap between urban and rural areas, promote the high quality development of urban and rural communities, improve the living standards of the people, and enhance regional economic strength and overall competitiveness by optimizing the allocation of resources. As the development goal of our country since the new era, the number of references to common prosperity has a certain time limit, so the proportion is not high.

Table 4 Number of nodes and ratios of policy objectives

Policy tools	Reference points	Percentage
Three senses of the people	880	20.05%
prosperity for all	174	3.96%
High quality development	1868	42.55%
Service Equalization	1468	33.44%
Three senses of the people	880	20.05%

From the time dimension, in the policy formulation of urban and rural community service, the government's preference for different policy tools has changed, from the initial command-based tools to the use of more diversified policy tools, including incentive, capacity-building, persuasion and system reform tools. Imperative policy tools have always been the most commonly used way to promote urban and rural community services in all stages, and the overall downward trend. The policy tools of capacity-building and persuasion have changed little, while the system reform has been gradually widely used.

Table 5 Ratio of policy tools in the time dimension

policy tools	The twelfth five-year plan	The thirteenth five-year plan	Fourteen five-year Plan
Imperative type	54.37%	37.52%	40.68%
Incentive type	13.01%	25.14%	21.27%
Capacity building type	22.52%	28.95%	23.03%
Persuasive type	8.16%	4.00%	6.25%
System reform type	1.94%	4.38%	8.77%
Imperative type	54.37%	37.52%	40.68%

In terms of spatial dimension, the proportion of command tools in the three regions is the highest, especially in the central and western regions. In the eastern region, the use of tools is more balanced, and incentive and capacity-building tools account for more. Persuasive and systematic reform tools accounted for less, with all three regions below 10 per cent.

Table 6 Ratio of policy tools to spatial dimensions

	Eastern part	Middle part	West
Command tool	432 31.26%	524 50.58%	715 52.69%
Incentive tool	385 27.86%	204 19.69%	192 14.15%
Capacity-building tools	340 24.60%	172 16.60%	304 22.40%
Persuasive tool	83 6.01%	80 7.72%	71 5.23%
System transformation tool	142 10.27%	56 5.41%	75 5.53%
Total	1382	1036	1357

### 3.3. Analysis of three-dimensional results

Analysis on the time Dimension of Policy tools. The application of policy tools shows obvious time preference, showing the combination trend of "carrot + stick". Command type occupies the dominant position in all kinds of policy tools, followed by incentive type and capacity building type, which shows that the urban and rural community service mainly adopts the measure of "carrot + stick", puts the policy goal always on the residents' pursuit of a better life, and realizes the value rationality through the instrumental rationality of the policy. Specifically, during the period from the 12th five-year Plan to the 13th five-year Plan and the 14th five-year Plan, the proportion of imperative tools decreased, indicating that in the early five-year plan, the government preferred to use mandatory and command policy tools, while in the follow-up plans, this tendency decreased. In contrast, the increase of incentive tools is mostly carried out in the form of the combination of grace and kindness. From the 12th five-year Plan to the 13th five-year Plan to the 14th five-year Plan, with the development of economy and society, the government has gradually realized that it is difficult to meet the increasingly diversified and individualized needs of the people by relying solely on administrative means. Attention should be paid to the use of market mechanisms and community autonomy forces to better adapt to the needs of different communities and groups. In addition to the change of concept, it is also related to the service content provided by community service, that is, the content of community

service is gradually developing from basic public service to inclusive public service, life service and so on. In the early days, community services may focus more on meeting the basic living needs of residents, such as infrastructure construction, environmental health protection and so on. These basic and public problems can be solved more effectively under mandatory and normative tools. With the development of society, people's demand for community services is becoming more and more diversified, including education, medical care, culture, sports and other aspects. The government has also begun to pay attention to meet these needs, through incentive tools to guide the market and community forces to provide these services, so as to meet the needs of different groups of people. In addition, there are some higher level of service demand, such as tourism, leisure, fitness and so on, these services not only need the guidance and support of the government, but also need the active participation of the market. The government can encourage and support enterprises to develop these services by formulating relevant policies and optimizing the business environment, so as to meet the needs of people at a higher level. At this time, a more flexible and diversified policy tool is the most efficient solution.

**Analysis on the Spatial Dimension of Policy tools.** The use of policy tools is positively correlated with the level of local regional development. The eastern provinces pay attention to the use of incentive and systematic transformational policy tools, showing a more balanced situation of the use of policy tools as a whole. The central provinces and the western provinces have stronger local characteristics, focusing on the use of mandatory, normative and command tools. From east to west, the number of command tools is gradually increased, and the number of incentive tools is gradually reduced. Compared with the east, the central and western regions prefer to use imperative tools, through mandatory standardization of policy tools, require to achieve a certain target or follow the institutional norms and other policy objectives to achieve, while the eastern region more use incentive and system reform tools to encourage and support to stimulate a variety of forces to participate in the community public service supply, with system reform to drive the overall innovation vitality. Secondly, the west also emphasizes the use of capacity-building tools, focusing on enhancing the capacity of service providers in order to improve the quality and efficiency of services. For the eastern provinces, the use of incentive and systemic transformational policy tools can better stimulate the vitality and creativity of the community and promote the diversification and efficiency of service supply. The relatively perfect market mechanism and rule of law environment in the eastern provinces also provide better conditions for the implementation of incentive and systematic transformational policy tools. Because of the relatively low level of local community development in the central and western provinces, the central and western provinces are more inclined to guide and regulate community behavior and improve the quality and efficiency of services through mandatory and normative means. In addition, because the development of the western region lags behind, the ability of service providers is relatively weak, through the use of capacity-building tools, the government can better improve the ability and quality of service providers, improve service quality and efficiency, so the western region also attaches great importance to capacity-building policy tools.

**An Analysis of the goal Dimension of Policy tools.** Policy tools and policy objectives show obvious differences with the change of policy issuance time and regional changes, so is there the same situation between policy tools and policy objectives? From the statistical results, there is a structural imbalance between the use of policy tools and policy objectives (see table 7).

Table 7 Policy tools-Policy objectives

	Command tool	Incentive tool	Capacity-building tools	Persuasive tool	System transformation tool
Three senses of the people prosperity for all	349	237	163	55	76
High quality development	49	39	55	14	17
Service Equalization	817	331	469	122	129
Total	771	247	307	71	72
	3356	1482	1681	434	470

First of all, we can see from the data that there is a certain structural imbalance between the objectives and tools of urban and rural community services. Command-based tools have a great advantage in all goals, while capacity-building tools are relatively scarce. From the overall trend of the data, although the frequency of the use of capacity-building policy tools is on the rise, it is still in a weak position. This may be due to the fact that governments, in promoting urban and rural community services, pay more attention to the use of mandatory and command-oriented tools, while neglecting the importance of enhancing the capacity of service providers. Therefore, in order to achieve the balanced development of urban and rural community services, the government needs to strengthen the use of capacity-building tools in order to improve the ability and quality of service providers, so as to improve the quality and efficiency of services.

Secondly, the policy tools used by different objectives have different structural preferences. In order to promote high quality development, service equalization and common prosperity, the government has adopted different policy tools and strategies in urban and rural community services. Imperative policy tools are often used to ensure the achievement and quality of objectives. High-quality development and service equalization need to achieve clear objectives within a certain time frame, and effective measures need to be taken to promote the process. As a result, governments often use imperative policy tools, such as the formulation of policies and regulations, the issuance of instructions, the establishment of target tasks, etc., to strengthen the management and supervision of urban and rural community services to ensure the quality and coverage of services. Through the combination of "carrot and stick", the government not only emphasizes the need to fulfill its responsibilities and provide public services, but also provides incentive mechanisms, such as incentive mechanism, competition mechanism and so on, in order to encourage social forces to participate in and improve urban and rural community services, thus improving people's satisfaction, happiness and sense of security. In promoting common prosperity, more attention should be paid to the comprehensive consideration of various factors and the adoption of balanced policy mix measures.

#### 4. Research conclusions and Enlightenment

In terms of operational models, break the path dependence of existing policy tools. We should actively optimize the pattern of the use of policy tools dominated by authority over pluralistic co-governance, and we should improve the combined use of pluralistic policy tools so as to enhance the targeting accuracy of policies. In essence, behind the policy tools implies the metaphor of the role of the government, the theoretical assumptions of the relationship between the government, society and the market, and the action model of the government to

achieve the goal of public governance. There are obvious unbalanced characteristics in the use of urban and rural community service policy tools in China, the use of compulsory policy tools is overflowing, the structure of incentive and capacity-building tools is unreasonable, the use of persuasive and systematic reform policy tools is insufficient, and the evolution of policy tools as a whole presents a development trend from single, unbalanced to pluralistic and balanced. Therefore, in order to further optimize the supply quality of urban and rural community services, we should strengthen social participation and pluralistic governance, optimize the relationship model between government and society and market, through advocating and supporting the participation of community residents, non-governmental organizations and market subjects, establish a mechanism of multi-party participation and collaborative governance, form a benign interaction among the government, society and the market, and improve the quality and efficiency of urban and rural community services. At the same time, by optimizing the overall structure and convergence mechanism of the policy, the various policy tools can be linked organically, form the overall effectiveness of the policy, promote the reform of the policy system, and optimize the matching and synergy of the policy.

In the policy combination, we should pay attention to the two-dimensional integration of policy tools and policy objectives. Generally speaking, it can be regarded as an effective policy tool only when one side of the policy tool matches the policy environment, the policy objective and the two sides of the policy object to the other. Therefore, the choice of urban and rural community service policy tools should be in line with the policy objectives of urban and rural community service. Specifically: first, the choice of policy tools should adapt to the overall goal of urban and rural community service policy, the implementation of policy tools should not only focus on a certain link or field of urban and rural community service, but should be based on the overall realization of virtuous circle of urban and rural community service, while ensuring the basic public services, to achieve the overall development and qualitative improvement. Second, the choice of policy tools should comprehensively consider the policy objectives of urban and rural community services at different stages of development, and choose the types of policy tools that are conducive to the realization of policy objectives. Because urban and rural community service has different governance problems and realistic characteristics in different stages of development, it is impossible for the government to formulate the goal value orientation of urban and rural community service policy, and the management methods and means of government governance of urban and rural community service will also change accordingly. Therefore, the implementation of policy tools must fully consider the characteristics of the value of these two kinds of policy objectives, pay more attention to promoting the coordination of different stages of policy core key points, and improve the scientific application of policy tools.

In terms of regional coordination, the construction of policy tools aimed at promoting balanced and coordinated development among regions should be strengthened. From the previous analysis results, due to the differences in service supply level and service value concept in the eastern and western regions, the selected policy tools have strong regional differences. In this regard, we need to strengthen regional cooperation, optimize the combination of policy tools, strengthen regional cooperation and improve regional development policies from the perspective of regional coordination and regional support, so as to promote the coordinated development of urban and rural community services. First, regional coordination mechanisms can be strengthened, and regions can strengthen communication and cooperation, share experiences and best practices, and form integrated planning and actions for the use of policy tools in order to optimize the allocation of resources and refine services in the region. The eastern provinces should continue to give full play to their economic advantages and provide support to other regions through the use of incentive and systemic transformational policy tools. At the same time, the central and western provinces should also give full play to their own

advantages, through the use of mandatory, normative, command and other policy tools to promote the development of local characteristics and local economy. Second, according to the types of regional problems at different regional spatial levels, the implementation of regional differentiation and precision of the national balanced and coordinated assistance policy. We will strengthen regional cooperation to help realize resource sharing, complementary advantages, mutual benefit and win-win results, jointly promote the equal and high-quality development of urban and rural community services in China, improve people's satisfaction, happiness, and safety, and promote the construction process of China's common prosperity.

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