

Research on the Performance of Rural Public Sports Products Supply and Its Innovation Path

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Abstract—Through literature review and field investigation, the paper studies the supply performance of rural public sports service from the aspects of fairness, efficiency and effect. It is found that the overall supply performance of rural public sports supply is poor, which is reflected in the still large gap between the total supply and demand, the lack of fairness between urban and rural areas, the low efficiency of rural public sports product supply, and the unsatisfying supply effect. Therefore, it's necessary to construct a polycentric supply mechanism in order to improve the supply performance. Government, market and social organizations are all indispensable suppliers of public goods, with their own characteristics and different positions and functions in the supply of public sports. In the supply of urban and rural public sports products, a polycentric supply mode that is government-based with market and social organizations as a supplement should be formed according to the characteristics of different public sports products.

Keywords—rural area; public sports; performance; polycentric governance

I. INTRODUCTION

The construction and development of rural public sports service is an important part of basic public service. After the development of production and the great progress of life, the farmers that are just beginning to get rich urgently need to have their higher needs met. The construction and development of public sports products has not only become a main way to meet the needs of farmers in the new era, but also an important part of the construction of ethos civilization, which should be the next development focus of new rural construction.

II. ANALYSIS ON THE SUPPLY PERFORMANCE OF RURAL PUBLIC SPORTS PRODUCTS IN CHINA

A. *The Total Supply of Rural Public Sports Is Seriously Insufficient Remaining a Big Gap with the Demand*

Public sports products have long been supplied by the government mainly. While the urban government has abundant financial resources and can invest some resources into the construction of public sports, the construction of public products in rural areas has been neglected for a long time. According to the data of the sixth sports census, by the

end of 2013, there were 679,700 sports venues distributed in rural areas, accounting for 41.39% of the country, and the area of sports venues was 612 million square meters, accounting for 31.39% of the country's total [2]. Compared with the data of the fifth national sports census ten years ago, it can be found that the supply of public sports facilities in rural areas has achieved a significant increase with the venue area accounting for over the one-third of the total national area.

B. *The Supply Efficiency of Rural Public Sports Products Is Low*

According to the investigation of the research group, the supply efficiency of rural public sports products needs to be improved. In terms of time efficiency, the supply of rural public sports products tends to take a long time. In the current situation, the supply of rural public sports products is mainly completed by bureaucratic organizations, which may involve multiple departments and layers of government. Therefore, in the process of decision-making and implementation, the information transmission from top to bottom takes more time due to the characteristics of hierarchical control, resulting in low supply efficiency. From the perspective of material input efficiency, since the input of bureaucratic organizations is borne by public finance, the supply cost is likely to be too high due to the lack of supply competition and regulatory measures, resulting in substantial waste of public finance.

C. *The Supply Effect of Rural Public Sports Services Needs to Be Improved*

According to the investigation of public sports products in some rural areas, the research group found that the supply effect of rural public sports products needs to be improved. For example, the utilization rate of public sports products in rural areas is not high, and some sports facilities will be abandoned after a short period of time. Some places only pay attention to the new site, while being less willing to maintain the original sites. The main reason for these situations is the defects of the supply model of public sports service. For a long time, China has been pursuing a "supply-oriented" public sports service supply mode from top to bottom. In this mode, farmers can only consume what the bureaucratic organization supply without any right to know and choose. Some rural public sports facilities that have been built with a lot of financial resources have been abandoned. This not only

causes the waste of investment, but also objectively increases the opportunity for officials to seek rent.

III. THE THEORY OF THE POLYCENTRIC SUPPLY OF PUBLIC PRODUCTS

Through the examination of the supply performance of rural public products, it is found that the single supplying subject of rural public sports products have much to do with the main problems affecting the supply performance of rural public sports in China. At present, China's rural public goods supply mainly depends on the government and the market and social organizations play a weak role.

The polycentric governance theory holds that there are some limitations on relying on the government alone to supply public products. The cost of government to organize information collection is high and the action is restricted by the system of hierarchical power, therefore the efficiency of its public goods supply is low. Secondly, with the development of society, the patterned public goods provided by a single organization can hardly meet people's increasingly diversified needs. Third, the financial resources required to supply public goods are huge, and the public finance will be overwhelmed if all the pressure is put on government. With this understanding, the polycentric governance school has broken through the limitation of the "government-centered theory". It believes that government, market and social organizations have different positions and functions in the supply of public goods and this work cannot be solely undertaken by the government. The school proposes to establish a public affairs governance model in which government, market and social organization rely on each other and cooperate with each other.

IV. ANALYSIS OF ADVANTAGES AND DISADVANTAGES OF POLYCENTRIC SUPPLIERS

A. *Advantages and Disadvantages of the Government in Supplying Rural Public Sports Products*

The government supplying public products means that the government provides public goods by authoritative means with organizational coercive force and public finance as guarantee. In all kinds of organizations, the government has the strongest mandatory force and nature of public welfare. The public goods it provides can benefit or harm almost everyone within a certain range. The advantage of this method is that it can guarantee the fairness of public goods supply to a certain extent. At the same time, as long as the financial resources it controls allow, it has relatively secure fund since the supply of its products is supported by the public finance. However, the weakness of government supply is also obvious, that is, the lack of response to farmers' demand for public sports may cause supply deviation; the form of supply is relatively single, which cannot meet diversified demand; the efficiency of the supply of bureaucratic organization is not as high as that of the market; and some areas that are not rich are under great financial pressure.

B. *Advantages and Disadvantages of Market in Supplying Rural Public Sports*

Private and local public goods with partial exclusivity can be provided by the market. On the one hand, with the development of social economy, the demand of farmers is increasingly diversified, and the pure government supply cannot meet their diversified demand. On the other hand, some farmers already have certain economic strength and are willing to buy products in line with their own requirements in the market. As long as this part of products has certain exclusivity which allows the market to make a profit by providing such products, it will have sufficient motivation to provide such products. The advantage of the market mechanism is that it has high supply efficiency and can quickly respond to such demands. In addition, it can make profit by providing a wide variety of public goods through market competition to meet farmers' various demands. However, there are also disadvantages. This supply mode lacks fairness and can only provide partly exclusive sports products.

C. *Advantages and Disadvantages of Social Organizations in Supplying Rural Public Sports*

Social organizations realize public interests by voluntary or semi-voluntary means, which is the "third institutional arrangement" besides the market mechanism of enterprise voluntariness and the compulsory administrative mechanism of government. It is non-governmental, non-profit and has the nature of public welfare.

The supply of public goods by social organizations refers to the mode in which social organizations (the third sector) play their functional advantages in the supply of public goods not for benefit. The advantage of this mode is that the members of social organizations are grass-roots, and know more clearly the real needs of farmers, so they can make targeted supply. The performance of supply in this mode is better than that of the government mode, and the fairness better than that of the market mode [3], which can solve the problems of "government failure" and "market failure" in the supply of public goods to a large extent. However, its defects are also obvious, that is, the difficulty in high-quality talents recruitment and fund raising greatly restricts the ability of organizations to operate and provide public goods.

V. POLYCENTRIC CONSTRUCTION IN THE EQUALIZATION OF PUBLIC SPORTS IN URBAN AND RURAL AREAS

A. *Clarifying the Basic Role of the Government in Rural Public Sports Supply*

Among the three major mechanisms of government, market and society, government has organizational advantage, financial advantage and authority. Therefore it plays multiple roles in the supply of public sports in rural areas with its fundamental influence.

1) *The government can be the direct provider of rural public sports:* Public sports products can be divided into basic public sports services and developmental public sports

services. The former is of strong commonweal and sociality. The provision of such products is directly undertaken by the government in the production of public sports by the allocating the local finance directly to support the development of rural public sports. Some areas with weak financial strength require some transfer payments of certain degree. At this time, the government plays the dual role of producer and arranger.

In this role arrangement, the government should establish the public sports financial security system. First of all, the government should try its best to ensure the public finance invest at all levels in rural public sports development, which requires it put people's livelihood as the core of its work. Secondly, it should improve the financial transfer payment mechanism. Governments at all levels have different financial resources, and the grass-roots government tends to have weaker financial strength. Therefore, it is necessary to improve the existing financial transfer payment mechanism, and give the grassroots government certain financial compensation in rural public sports construction, so that it has certain power to build rural public sports products. Third, the government should deepen the reform of the budget management system to improve the effectiveness and economy of the use of fiscal funds. In this respect, not only the rural public sports input, but also the output, should be considered. The combination of qualitative and quantitative, unity and professionalism, rural reality and farmers' demand and financial input should be taken as important performance measurement standards.

2) *The government is the arranger of rural public sports supply*: The government not only directly organizes the production of public sports, but also should be the arranger of public sports construction system. In other words, the more important responsibility of the government is to make certain institutional arrangements, formulate corresponding rules and put them into practice. It should mobilize various forces, including the market and social organizations, and meet diversified public sports demands of farmers through contract outsourcing, franchising, subsidies and vouchers [4]. In this course, the government needs to protect the fairness of the supply process and the legitimate interests of each supplier within the system rules.

According to the dynamic relationship among arrangers, producers and consumers, the ways of providing public products can be divided into four categories, as shown in "Table I":

TABLE I. ROLE ARRANGEMENT OF PUBLIC SERVICE SUPPLY

| arranger | public sector | private sector |
|-----------------------|--|---|
| producer | | |
| <i>public sector</i> | governmental service; inter-governmental agreement | The government sells |
| <i>private sector</i> | contracting-out; franchising; subsidies | Free market and voluntary service; self-service; voucher system |

In this arrangement, the government's role is "steering, not rowing", that is, it is the arranger, instead of implementer. The idea should be abandoned that all public goods should be supplied by the government, and the government's responsibility of public service should be focused on the formulation of the quantity and quality standards of public service supply. Firstly, it should be determined which public sports services can be provided by the market or social organizations, and which should be completed by the government itself. In this way, some competitive and exclusive public products directly provided by the government are transferred to the market or social organizations, which not only improves the efficiency and quality of public sports supply, but also optimizes the allocation of public resources. And the implementation of the user reimbursement model can attract market players to participate in the supply of public sports, so as to achieve the competition in supply and supply balance, and realize the effective combination of efficiency and fairness to a certain extent.

3) *The government is the nurturer of other suppliers*: Both the market and social organizations should be an important part in the supply of public goods. However, at the present stage, the involvement of market and social organizations in the supply of public goods seriously lags behind the social demand, which makes the government monopolize the supply of public sports in rural China. This not only causes great pressure on government finance, but also leads to the disconnection between supply and demand due to the "top-down" supply mode, so the supply performance of rural public sports products is poor. So the government is also the nurturer of other suppliers.

In this role arrangement, the government should transform from omnipotent government to limited-potent government, from ruling government to service government, and actively cultivate multiple supply subjects including market organizations and social organizations, so as to reduce their own burden and improve the supply efficiency. The most effective way to attract social capital is to relax administrative examination and approval and market control, which is also a typical institutional financing method. It's necessary to lower the threshold of access to social funds, relax the conditions of access, and encourage various forces to participate in rural public sports construction in various forms, so as to form a financing pattern of government-led, mixed economic structure and public-private cooperation should be formed.

B. Making It Clear That Market Subjects Are the Main Suppliers of "Developmental" Public Sports Services

Some developmental public sports services, such as sports recreation and sports performance, belong to the category of "club goods", and the problem of competition and exclusiveness may arise after the consumption of such products reaches the "point of congestion". These products can be provided by market mechanisms. First of all, since competition and exclusiveness exist in the consumption of these products, the market can profit from the supply of such goods, so it has the incentive. Secondly, such goods are not indispensable basic public goods. Therefore in the selection of fairness and efficiency, efficiency can be appropriately paid more attention. The supply of such public sports products by the market will relieve the financial pressure of the government and promote the more efficient use of resources. Therefore, the market is an effective component in public sports service supply and it plays an important role in promoting the development of public sports.

In the current circumstances, difficulties exist in the marketization of the public sports service supply. So it's necessary for the government to giving support in relaxing regulations and lowering the threshold of market access to encourage market players to enter the supply of public sports services. In this way can the market develop products and allocates resources by itself according to demands and its actual conditions, so that the enthusiasm of market subjects can be fully mobilized.

C. Making It Clear That Voluntary Subjects Are a Powerful Supplement to Public Sports Services

In the process of public goods supply, there is a ubiquitous problem of "free-riding", which is difficult to be solved. In addition to government power and market private property rights, cooperative organizations can be established to solve this problem in the supply of public goods.

At the present stage of China, another way of producing some public sports products by farmers themselves can be adopt in the supply of rural public sports service. With the help of governments at higher levels or civil affairs departments, various sports associations shall be established in rural areas and various public sports activities shall be organized by making use of existing rural forces. This not only promotes the vigorous development of rural public sports, but also changes the supply mode of public sports from "supply leading" to "demand leading", so that farmers can participate in the supply of rural public sports products as participants, beneficiaries and supervisors. Such a supply mode has strong pertinence, which can meet the real needs of farmers, reflect the wishes of farmers, and improve the quality of rural public sports supply.

In this mode, the public sports organization of farmers should firstly be really non-governmental and can reflect the real public sports needs of farmers, instead of being a subsidiary or an agent of a government department. Secondly, it is necessary to for the peasant sports associations to play a certain role in providing public sports services so that they can develop and grow in the supply of rural public sports

services. Third, generally speaking, it's difficult for such organizations at the initial stage, and they need to give necessary support to farmers' autonomous public sports organizations in terms of organization and finance by means of taxation and manpower supply.

VI. CONCLUSION

The limitation of a single supplier leads to the low performance of rural public sports service supply. This not only causes the lack of fairness and low satisfaction of the supply results of public sports products, but also leads to the waste of public financial resources to some extent. It is of positive significance to introduce the theory of polycentric governance into the supply of public sports service to solve the defects of rural public sports service supply. The construction of polycentric subjects will establish government subjects, market subjects and voluntary subjects of rural public sports supply, and require them to cooperate with each other to carry out multi-directional institutional arrangement of public sports service supply. This will greatly improve the supply performance of rural public sports services and meet the multi-level public sports demand.

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