

# Research on the Collaborative Governance of Rural Public Services

## Based on the Collaborative Governance Model of Multiple Entities

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### ABSTRACT

Collaborative governance is an important part of the rural public service governance model, and the collaborative governance of multiple subjects is the core of promoting rural public service reform. However, the collaborative governance of rural public services in China still has many accumulated drawbacks, such as serious service supply differentiation, virtualized collaborative governance goals, and blocked participation of multiple subjects, which seriously hinder the improvement of the quality of rural public services. For this reason, based on the in-depth analysis and summary of China's rural public service management problems, proposed that only through the improvement of government functions, the autonomous organization innovation ability and implement multiple subject cooperative governance model to improve the quality of the supply of rural public service, realize the effective governance of the rural public service.

**Keywords:** *rural areas, Public services, multiple subjects, government*

## 1. INTRODUCTION

Rural public services are defined as comprehensive social services provided by local governments and other organizations or agencies to meet the needs of agricultural production, township economic development, and farmers' daily lives. It mainly involves public finance, education, medical care, social security and infrastructure. The No. 1 Central Document issued in 2019 "Several Opinions of the Central Committee of the Communist Party of China and the State Council on Adhering to Priority Development of Agriculture and Rural Areas to Do a Good Job in the "Three Rural" Work", and the No. 1 Central Document issued in 2020 "The Central Committee of the Communist Party of China and the State Council on Doing a Good Job in the Fields of "Three Rural" Opinions on Priority Work to Ensure an All-round Well-off Society as Scheduled, and the Opinions of the Central Committee of the Communist Party of China and the State Council on Comprehensively Promoting Rural Revitalization and Accelerating Agricultural and Rural Modernization promulgated by the Central Committee's No. 1 Document Actions to improve the basic public service capabilities in rural areas.

In 2020, my country has achieved a comprehensive victory in poverty alleviation. In 2021, my country's work on agriculture, rural areas and farmers has entered a new stage of comprehensively promoting rural revitalization. The most prominent feature of this stage is that the rural public service needs have undergone profound changes. However, the current single supply subject and supply model cannot meet the current individualized and diversified public service needs of rural residents. Therefore, according to the current rural public service demand situation, it is an inevitable trend to solve the current rural public service coordination problem to improve the diversified input mechanism of rural public services and build a villager public service feedback system.

## 2. PRACTICAL ISSUES OF COLLABORATIVE GOVERNANCE OF RURAL PUBLIC SERVICES

### 2.1. *There are still differences in service supply*

First, the precise supply of rural public services needs to be improved. In terms of rural education development, the difference between pre-school education and middle

school education students has not been fully considered, and there should be targeted and differentiated investments in funds, equipment, and attention. In terms of social security, it is not only necessary to develop industries to stimulate employment and increase the income of rural residents, but also to provide more refined assistance to poor labourers and people in deep poverty. In terms of medical care and elderly care, in addition to improving primary medical facilities and improving the medical security system, primary hospitals and nursing homes should also provide different services and equipment in a more precise manner based on the physical condition and ability of the patient or the elderly.

Secondly, there are also some problems in the equalization of public service supply. The problems of equalization of public service supply are mainly manifested in two aspects. One is the regional imbalance of public service supply. The second is the imbalance of public service supply in terms of service types. The unfairness of inter-regional supply mainly refers to the unfairness of rural public service supply between urban and rural areas and rural areas. Urban residents have not only sufficient numbers of public services such as education, medical care, and social security, but also low costs. On the other hand, after the tax reform in rural areas, most of the costs of public services have to be borne by themselves, and are restricted by fiscal funds and natural disasters.

## ***2.2. Collaborative governance goals are blurred***

The prerequisite for the multiple coordinated governance of rural public services is that each participant has consistency in the choice of goals and actions. However, in the actual practical activities of each subject, due to various reasons, the behaviour of deviating from the initial goal and ignoring the initial goal will cause the problem of rural public service management to become more complicated, and the actual needs of villagers in public services are even more difficult satisfy.

In the process of collaborative governance of rural public services, the government's main responsibility is the higher-level government and the villagers. Failure to account for the superior will directly lead to damage to personal interests and the official career will stop there. And the failure to account for the public will cause the government to lose the trust of the public, and damage to the public's interests will not cause damage to the government's direct interests. Therefore, in the provision of rural public services, there will be a tendency not to listen to the real needs of the masses. For the market entities participating in the management of rural public services, the purpose of their participation in the management of public services is to maximize their own economic interests. In the process of participating in governance, they require benefits and cost reduction at

every step, so they will no longer take into account the actual needs of rural residents in public services, which will result in damage to rural rights in rural public services. As the direct recipients and beneficiaries of rural public services, rural residents, in terms of the type of rural public service supply, hope to get more services in terms of medical and health, children's education, social security, and residents' elderly care. However, the diversified public service needs of rural residents in reality are very different from the traditional single service content provided by the government and the market for various reasons. The difference in goals and demands between government and market service providers and rural residents' service recipients makes it difficult for the problems of rural public services to be effectively resolved under the multi-cooperative governance model.

## ***2.3. Participation of multiple subjects is hindered***

Diversified subjects are hindered from participating in the management of rural public service supply. The subjects here refer to farmers with internal barriers, as well as rural organizations and market subjects with external barriers. Rural residents are one of the important subjects of rural public service related affairs, and they are also the direct influencers of rural public service issues. On the one hand, affected by the traditional backward concepts, the vast number of villagers lack sense of ownership in the management of rural public affairs, and rely excessively on the government in thought and behaviour, and cannot actively participate in the management of rural public services. On the other hand, the hollowing out phenomenon of rural society is serious. As young and middle-aged rural labourers who are well-educated, accepted advanced ideas, and have strong creative ability, they are gradually separated from the countryside due to the influence of the market economy and dual economy, leading to the ability to survive. There is a serious shortage of talents in the management of various affairs in rural areas.

On the one hand, affected by the urban-rural development gap, the loss of rural human resources, and the insufficient number of organizations that can participate in the management of rural public services, and most of the members of the organizations are the elderly and women, making rural organizations lack vitality in public service management. On the other hand, rural non-governmental autonomous organizations themselves are insufficiently developed and rely too much on formal organizations. The process of participating in rural public service management is still in the initial stage, and has not formed a strong and powerful main force in rural public services. First of all, market participation in public service management is subject to the level of development of the rural public

service supply market, especially the level of service and profitability of county and township enterprises and social organizations that provide public services to rural areas. Secondly, as the market is a rational economic subject, the pursuit of profit maximization is the goal of its production and development. In the absence of an effective supervision mechanism, it is difficult to provide high-quality public service content.

### **3. GOVERNANCE PATH: CONSTRUCTION OF A MODEL FOR COLLABORATIVE GOVERNANCE OF MULTIPLE SUBJECTS IN RURAL PUBLIC SERVICES**

#### ***3.1. Improve the functional structure of the government***

First of all, the government must change its governance concept in the management of rural public services, from focusing on management to focusing on villagers' service needs, and from a dominant concept to a sense of equality and cooperation. Service is one of the most important functions of the government. The government should consider their real needs from the perspective of villagers and provide them with more and better services. With the development of modernization, the government should improve the quality and quantity of rural services in a timely manner. Quantity, to provide villagers with personalized and targeted service content. The government must establish the governance concept of "delegating control and serving", transfer more governance powers of rural public services to society and the market, and form a diversified governance model centred on the government.

Secondly, the government needs to change its role and function, from a comprehensive administrator to a resource provider, a defender of people's interests, a coordinator of multiple collaborative relations, a supervisor of multiple collaborative governance and so on. Through policy encouragement, tax preference, decentralization, rules and regulations to attract, unite and maintain the supply mode of multiple subjects. Through the supervision mechanism to standardize the behaviour of each subject and improve the efficiency of the multi-element cooperative operation mechanism. Actively publicize the concept of public affairs management that everyone is responsible and everyone has rights in the vast rural areas, and actively establish a network platform or other channels with the functions of Civil Affairs exchange, rural public service opinion exchange, problem reflection and social supervision. After obtaining the power released by the government, enterprises, social organizations and mass individuals will actively participate in the management of rural public service supply affairs according to their own needs and advantages, greatly enrich the content of rural public services and improve the quality of rural service supply.

#### ***3.2. Promote the integration and development of mechanisms***

In terms of the provision of rural public services, promote the integration of the rule of law mechanism and the government's administrative mechanism. In order to realize the system city and effectiveness of the multiple cooperative entities in the provision of rural public services, it is necessary to improve relevant laws and regulations to regulate and guarantee the rights of multiple entities to participate in the management of rural public services. There must be specific laws to clarify every detail of governance, and specify in detail the legal and illegal behaviours of the government and non-governmental organizations in the governance process, so that the activities of multiple subjects have laws to follow and violations must be investigated. In the relevant laws on the supply of rural public services, it is necessary to emphasize the public's right to participate and supervise, and to include the government, enterprises, and social organizations into the scope of supervision and mutual supervision.

The market is one of the diversified supply of rural public services. However, due to the small market demand for rural public services and low profits, it is inconsistent with the market entities' pursuit of profit maximization. Therefore, the government's role should be brought into play under the guidance of the theory of multiple collaborative governance. The integration of administrative mechanism and market mechanism. First, simplify the procedures for the market to enter the field of rural public service supply, and give preferential policies in terms of financial subsidies, loans, taxes, and land acquisition. Secondly, low profit is an important factor for market entities not willing to participate in the management of rural public service supply. On the one hand, the government must increase capital investment in the rural public service market to promote the development and growth of the rural public service supply market. On the other hand, the power to supply rural public services such as road construction, power facilities, communication facilities, and water conservancy and irrigation facilities in rural areas is transferred to market entities in the form of contracts.

#### ***3.3. Stimulate the innovative and dynamic value of autonomous organizations***

The rule of law and the way of autonomy in rural public services are both distinct and interrelated. First of all, autonomy is the foundation and development motivation of the rule of law. Specific manifestations are as follows: First, the government has long occupied an absolute advantage and dominant position in the supply of rural public services. The development and growth of rural autonomy power can effectively decentralize and contain the government's authoritarian power in rural public services, and promote the effective development

of democratic politics in rural areas. Second, the development of autonomous organizations in rural areas can promote the extensive application and promotion of multiple coordinated management systems in rural areas, and create social conditions for the realization of legal management in rural areas. Third, formed by self-management and restraint of autonomous organizations, contract rules, distribution methods, and autonomous capabilities are both effective mechanisms for maintaining social stability and enriching the content of rule of law.

Second, the rule of law is an effective guarantee for the realization of autonomy. It is mainly reflected in the following: First, my country has clear laws and regulations that villagers have equal access to services in rural public affairs and the basic right to independently participate in the management of public affairs. And through relevant laws to limit state power and forms to ensure that the majority of residents have enough freedom and the most true power to participate in the management of rural affairs. Second, the rule of law establishes a series of legal rules for organizational autonomy, enabling the state to effectively regulate and manage obstacles and conflicts encountered by autonomous organizations in management activities, and prevent autonomous organizations from being passive or disadvantaged.

Villager autonomy, the rule of law, and the government's administrative governance are all important components of the diversified and coordinated governance of rural public service supply, and they play an irreplaceable role in the rural public service supply. The national rule of law can regulate and restrict the behaviour of autonomous organizations and government administrative governance, and can also provide a stable environment and a good order of activities for autonomous organizations and government governance. The rule of law and autonomy can supervise and decentralize part of the government's power, so that the government's important role in the supply of rural public services can be effectively brought into play. Autonomous organizations are organized by villagers spontaneously. They are different from government and market entities. They are non-profit, creative, and flexible, with the goal of safeguarding villagers' interests and protecting villagers' rights. Through the villagers' self-government organization, we can understand the real needs of the villagers, and we can also gather the wisdom and strength of the people through the self-government organization. It can not only realize the saving of human, material, financial and other resources in the supply of rural public services, but also provide the rural areas with high Quality and more satisfactory service content.

## 4. CONCLUSION

This paper summarizes the current situation and existing problems of China's rural public service governance and puts forward corresponding countermeasures and suggestions according to the actual situation by improving government functions, playing the role of market regulation, combining the innovation of autonomous organizations and farmers, who are the recipients of rural public service. High quality rural public service supply needs to further improve the rural multi-body collaborative governance model. At present, the single main body governance model of rural public service governance has been unable to meet the realistic needs of diversified villagers, and the establishment of multi-main body collaborative governance model is not only a new exploration of rural public service governance but also an inevitable choice to meet the diversified needs of villagers for public service.

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