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# Implementing Subject and Its Dynamic Mechanism in New Countryside Construction

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**Abstract** The necessity of taking government as the implementing subject in the construction of new countryside was analyzed from the aspects such as narrowing urban-rural gap, government's responsibility, connotation and complexity of new countryside construction. Dynamic mechanism of government in the construction of new countryside was discussed, and some problems were introduced. The basic reason of these problems was the deficiency of government's publicity. Firstly, self-interest of government led to the deviation of public target. Secondly, government was controlled by superior groups, thus benefits of vulnerable groups can't be ensured. On this basis, establishing an incentive and constraint mechanism for government officers was put forward. It was essential to make full play of government's self-interest, establish a scientific system and mechanism for assessing political achievements, regulate government's behaviors and implement extensive socialization supervision of public rights.

**Key words** New countryside construction; Implementing subject; Dynamic mechanism; China

In recent years, rural reform is pushed all-round and developed in depth. Periodic breakthrough is obtained in some aspects. But comparing with the requirements of new countryside construction, the task of deepening reform is very difficult, which is only in the beginning at present. New countryside construction, a key link of Chinese modernization, is correlated with the implementation of harmonious society. This paper takes the implementing subject and its dynamic mechanism in new countryside construction as the starting points, so as to provide reference for making relevant decisions.

## 1 Implementing subject of new countryside construction——government

**1.1 Narrowing the increasing urban-rural gap requires efforts from government** New countryside construction covers a wide range of subjects, and one of its goals is to narrow urban-rural gap and the gap between workers and farmers so as to realize social harmony, which requires the efforts from government. Some scholars believe that the present new countryside construction has no longer purely depended on the government input<sup>[1]</sup>. This judgment isn't in accordance with the actual conditions of rural areas. Due to the long-term supporting policies for industry and city, not only the material and cultural life of farmers is in lower level, but also the agricultural production and rural economy lack the sustained development ability. There is a large gap between cities and rural areas in the aspects of per capita income and per capital public service level. And the gap is widening gradually. Since the reform and opening-up, the urban and rural per capita income ratio was 2.57:1 in 1978, 3.33:1 in 2007, and 3.36:1 in 2008. The ratio shows an increasing trend. Besides income disparity, the gap in public goods provided by government for farmers is even larger, such

as in education, hygiene and culture. According to the calculation of National Bureau of Statistics, national financial revenue amounted to 3 000 billion yuan in 2005, and central financing capital that used for rural infrastructure amounted to 29.3 billion yuan, accounting for less than 1% of financial income. Meanwhile, urban infrastructure investment amounted to more than 2 000 billion yuan<sup>[2]</sup>. If the difference between urban-rural social welfare is considered, the actual urban and rural per capita income ratio is about 1:6, urban and rural social security coverage ratio is 22:1, and per capita social security cost ratio is 24:1. About one fifth households who enjoy five guarantees in rural areas can't be fed<sup>[3]</sup>. As the main provider of public goods, government did a lot of effective work in narrowing urban-rural gap, improving rural productive conditions and increasing farmers' income, such as the "sunshine project" for training migrant workers, and the "reaching every village" project for improving rural communication and transportation facilities. But it's still insufficient by comparison to cities. If present supply systems of rural public goods and social welfare are unaltered, that is to say, the level of public service and personal social welfare provided for farmers is only promoted by charging for use. Rural people, especially the poor people could hardly obtain basic public service and social welfare. Hence, their basic rights of existence and development can hardly be ensured. International experience proves that the coordinated development between workers and farmers as well as between cities and rural areas is the key of modernization construction. The most important point in constructing harmonious society is balancing benefit relations and adjusting income distribution structure so as to narrow the urban-rural income disparity. Form the view of developed countries' practices, the role of government is vital in solving the problem.

**1.2 Government's responsibility determines that new countryside construction needs the push of government** Most scholars believe that the subject of new countryside construction

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is farmers, and government plays a leading role in new countryside construction. This paper considers that this formulation confused the boundary of construction subject and implementing subject, which isn't favorable for determining the responsibility of government in new countryside construction. New countryside construction requires the widely participation of farmers and its beneficiary is farmers. But due to the natural defects in self-organization, the implementing responsibility should be taken by government. The formulation that government only plays a leading role in new countryside construction couldn't define the full responsibility of government in theory, and it's inevitable for government to shirk its responsibility in practices. "From the perspective of government's essential attribute, providing usual, indistinctive and effective public services in mediator's position are the obligatory responsibility of government as the spokesman of public rights<sup>[4]</sup>." Government, especially the government at prefecture level or above should be the direct promoter and main investor in new countryside construction. At present, whether the construction of living facilities such as road, electricity, water and gas, and social undertakings such as education, hygiene and culture, or the agricultural productivity construction such as farmland, water conservancy, science and technology, whether the improvement of village's environmental appearance, or the system innovation of rural governance, both require the government to exert its key role.

**1.3 Realizing modernization requires that government should be the implementing subject in new countryside construction** From the view of international experience, when the industrialization and urbanization had developed into a certain stage, most of the countries took the path of re-feeding agriculture by industry and supporting rural areas by cities. Korea, Japan and America are the typical ones. "At present, the contradictions in the reform are more and more complicated, interest relations that need to be adjusted are more and more profound, and the difficulties in overcoming the barriers are greater and greater. Whether the reform could acquire breakthrough depends on the substantial breakthroughs in various reforms such as the reform of administrative system, the transformation of government function, and the reform of rural governance structure to a large extent. New socialist countryside construction is a part and an insurmountable link of socialist modernization construction in essence. Based on modern principles of democracy and fair as well as the goal of harmonious socialist society, rural residents should have the equal rights as urban residents do. According to the general rule that the modernization of developing countries was dominated by government, the success of new countryside construction mainly lies on the input and executive ability of government.

**1.4 Connotation of new countryside construction determines that government should exert its role of implementing subject** Fundamentally, the construction of new socialist countryside is a reasonable adjustment for seriously unbalanced urban-rural interest relationship, and a reasonable compensation to rural areas and farmers for long-term debt. Also, it aims to promote the modernization of rural areas, agriculture and

farmers, narrow the gap of survival and development between cities and rural areas, agriculture and non-agricultural industries as well as rural residents and urban residents due to various factors such as unreasonable system, policy arrangement, productivity allocation and natural environment, realize their coordinated development and ensure the interest of rural residents finally by means of rural productivity development, optimization of production relationships and evolution of production mode. Only if the essence of new countryside construction can be apprehended and mastered, present new countryside construction can maintain the correct development direction and become the century project for benefiting farmers, which won't be a political movement or vanity project. In addition, structural features of political system in China also determine the importance of government. Due to regime structural form of combined legislative and executive powers, as well as unitary state structural form and centralized government's form with hierarchy in China, government has stronger power, which could allocate resources with its strong organizational network and provide public goods and services for new countryside construction. Therefore, government's pushes become the unavoidable theoretical problems and important practical problems in building new socialist countryside. Basically, it's decided by the nature of people's government.

**1.5 The complexity of new countryside construction requires the effects of government as the implementing subject** New countryside construction is a complicated systematic project, including various aspects such as "production development, affluent life, rural civilization, neat appearance of village and democratic management". This requires government to provide public goods and services for rural construction. Efforts should be devoted not only to strengthen the construction of rural infrastructure such as farmland, water conservancy, traffic and communication, but also to accelerate the development of rural compulsory education and social undertakings, carry out skill training for rural labors in scale, develop rural health service positively and set up rural social security system gradually. These can't be completed with dispersive forces, In order to solve some problems, government should lay equal stress on deepening rural reform and macroscopic reform so as to realize the coordinated interaction of urban-rural reform. Therefore, new countryside construction should rely on the power of government and exert the driving effects of government.

## 2 Dynamic mechanism of government in new countryside construction

As the century project that benefits farmers, new countryside construction is welcomed by farmers and highly praised by the public. In order to obtain effective results from the project, a strong dynamic mechanism which could push the governments at all levels to construct new countryside should be formed. Dynamic mechanism of government in new countryside construction denotes that in the process of new countryside construction, government could push the development of various forces and their correlations. In these forces, the motive

forces in new countryside construction are the poor situation of rural areas, the requirement of narrowing social disparity, nature and responsibility of people's government, and the requirement of modernization. But these forces are not crucial. The crucial force is the intrinsic motivation that pushes the government to construct new countryside, which is the very thing needed at present. At the level of central government, it's reflected as the deficient planning and investment in new countryside construction. The behaviors of local governments are not necessarily in accordance with public benefit, i. e. "talking much and doing little". In the decentralization reform, the relationship between centre and local areas lacks the institutionalization, which is not defined by legislating as *Relationship Law between Centre and Local Areas*, so the efficiency of policy implementation is low and the effects are poor.

The basic reasons of above questions lie in the deficiency of government's public characteristic. Firstly, it lies in the self-interest of government. Economics believes that people are self-interested, and aspiring for interest is the rational behavior of each man. Government is organized by human beings, thus government behaviors surely lie on the government official's behaviors, which leads to the deviation from public goals and forms a tension for new countryside construction. Secondly, government which is controlled by superior groups represents their own benefits. Hence, benefits of vulnerable groups can't be ensured. According to the human development report of World Bank, "In almost all societies, the demands and preferences of the rich is fully reflected in government's goals and prior consideration. But it's very rare for the poor who are struggling for being respected by the authority and the people at the fringes of society. Therefore, these people and other groups with weak influence can't be benefited from public policies and services, although they should be"<sup>[5]</sup>.

### 3 Conclusion

In order to solve the deficiency of government's public characteristic, a reasonable system arrangement is required, that is to say, an incentive-constraint mechanism for officers should be set up. "The arrangement of incentive mechanism

should not only take the material requirement of the human into account, but also consider their social and psychological goals such as aspiring for reputation, respect and friendship"<sup>[6]</sup>. The key point lies in making full use of government's self-interest while setting up a scientific and effective evaluation system and mechanism of government's performance. The indices concerning new countryside construction should be brought into the evaluation system so as to regulate the behaviors of leaders and governments at all levels. Meanwhile, widely socialized supervision of government's public rights should be carried out.

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## 新农村建设: 实施主体及动力机制

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**摘要** 以新农村建设的实施主体和动力机制为切入点进行了相关研究。认为新农村建设的实施主体只能是政府, 原因在于: 缩小日益扩大的城乡差距要求政府发挥关键作用; 从政府的责任看, 新农村建设的实施主体只能是政府; 实现现代化要求政府必须成为新农村建设的实施主体; 新农村建设的内涵决定了政府必须发挥实施主体作用; 新农村建设的复杂性要求政府发挥实施主体的作用。探讨了政府在新农村建设中的动力机制, 这一机制是指在新农村建设过程中, 政府能够推进新农村建设进程的各种力量及其之间的相互关系。介绍了目前新农村建设中存在的一些问题: 在中央层面, 缺乏对新农村建设的规划、投资过少; 在地方层面, 政府行为不能符合公共利益; 中央和地方关系缺乏制度化构建, 执行效率低、效果差。分析了产生这些问题的根本原因——政府公共性的缺失: 一是政府的自利性, 使得政府偏离公共性的目标; 二是政府受强势群体的支配, 使弱势群体的利益难以得到保障。基于此, 提出建立对政府官员的激励—约束机制, 充分利用政府的自利性, 建立科学有效的政绩考核体系与机制, 规范政府行为, 并实施政府公共权力的广泛社会化监督。

**关键词** 新农村建设; 实施主体; 动力机制