

全国中文核心期刊

中文社会科学引文索引(CSSCI)来源期刊

中国人文社会科学期刊AMI综合评价(A刊)核心期刊

理论粤军·教育部在粤人文社科重点研究基地建设资助项目

2021.6

VOL.14 NO.6

# 公共行政 评论

2021年  
第6期

公共行政  
评论

总第  
84期

JPA  
Journal of Public Administration

● 专栏：理解中国场景的应急管理政策与实践

专栏导语：新冠疫情中的危机研究者：挑战与机会

..... 吕孝礼 1

危机干预如何修复政府信任？

——风险沟通与社区支持的调节作用

..... 方敏 张华 4

学习与竞争：重大突发事件如何触发政策变迁的文献述评

..... 刘一弘 钟开斌 24

● 论文

清代省区分等与国家治理的逻辑

——基于清中前期督抚数据的研究

..... 钟灵娜 谢芳 44

女性何以增进社区治理效能? ——基于 Q 市三个社区的案例研究 .....	王印红 李 莉	66
从“去机构化”到“再机构化”:文化契合性如何影响社区精神康复共同体的公共性 .....	吴 莹 胥 璇	85
相机执行:一个基于情境理性的基层政府政策执行分析框架 .....	徐建牛 施高键	104
生态政策的地方实践:场域、策略及效果 ——基于 J 湖国家湿地公园建设的实证分析 .....	吴 森 郭瑞莲	124
低保赡养费核算如何平衡家庭义务与国家责任 ——基于浙江省赡养费核算改革案例的研究 .....	方 珂 张 翔	144
组织权威下的讨价还价何以可能? ——机构垂直管理改革中的上下级博弈 .....	庄玉乙 刘 硕	162
<b>●理论述评</b>		
国家推动技术进步何以可能? ——关于技术追赶和创新中的国家角色分析 .....	刘万群	181
<b>●英文目录与摘要</b> .....		
<b>●年度总结</b>		
《公共行政评论》2021 年年度总结 .....		201
《公共行政评论》2021 年评审人、专栏导语和编者按作者名单 .....		208
《公共行政评论》2021 年总目录 .....		210

● **SYMPOSIUM: Understand Emergency Management Policy and Practice in Chinese Context**

Introduction: Crisis Researchers in the COVID-19: Challenges and Opportunities

..... Xiaoli Li

Can Crisis Intervention Repair Government Trust? The Moderation Effects of Risk Communication and Community Support

..... Min Fang & Hua Zhang

**Abstract** During a major public health crisis the public's trust in the government is usually damaged because of uncertainty. However, the Chinese government's interventions in response to COVID-19 have changed this outcome. So, is trust repair possible? This paper presents a process model for government trust repair during a crisis. Using online survey data, this study explores initial trust levels, emotional reactions, crisis interventions, and the relationship between government trust during a crisis to clarify the impaired mechanism and the repair mechanism of government trust. This study has three main findings. (1) As a crisis approaches, the public's anxiety harms trust in government. That trust can be repaired by the government's crisis interventions. This is mainly caused by the protection effect of the public's initial trust and the regulation effect of crisis interventions. (2) Crisis interventions can enhance trust-in-government trust as well as reduce the damage done to it by public anxiety. The higher the quality of the government's risk communications to the public, the lower the impairment of trust in the central government caused by public anxiety. The higher the public's satisfaction with community support efforts, the smaller the damage done to trust in local government caused by the crisis. (3) The spillover effect of trust repair depends on whether the impact of crisis interventions to government trust is higher than that of anxiety damage. Stated another way, trust-in-government during a crisis can be repaired and improved. This paper enriches the structural theory of trust repair, and provides empirical evidence that crisis governance during a pandemic can provide beneficial enlightenment about collective action.

**Key Words** Trust Repair; Crisis Intervention; Risk Communication; Community Support; Spillover Effect

Learning and Competition: A Literature Review of Crisis-induced Policy Changes

..... Yihong Liu & Kaibing Zhong

**Abstract** Crisis-induced learning is a common topic for both emergency management and public administration in China and abroad. From the perspective of policy research, crisis-induced learning can be interpreted as a mechanism of the external impetus that triggers policy changes. In other words, how lessons can be drawn from crises through the policy changes meant to combat the crisis. Based on the current research in public policy and crisis management, there are three core issues—reasons, mechanisms, consequences—in the relationship between crises and policy changes. The mechanisms that guide the process from crisis to policy changes are attention, idea, discourse, and mobilization. A crisis triggers a “window of opportunity” for policy change. Within that, knowledge and information-based learning follow the basic principles of policy process theory. Policy actors and decision-makers learn through their continuous attention and changes in their policy beliefs. Additionally, the politics of the crisis provide room for competition. Policy actors change the structure and resources of policymaking through narrative and mobilization mechanisms depending on their cognitive variances about the crisis. Further research in emergency management could consider connecting normal governance systems with policy theory that is not limited by accident and operational management theory. This could build a coordinated institutional arrangement for development and security.

**Key Word** Crisis Politics; Crisis Learning; Crisis Discourse; Policy Change

● **ARTICLES**

The Ranking of Provinces and the Logic of Governance in the Qing Dynasty: Evidence from Inspectors and Governors in the Middle and Early Qing Dynasty

..... Lingna Zhong & Fang Xie

**Abstract** Ranking administrative regions was a tradition of government management in ancient China. The formal regulations only existed in the grassroots governments, such as the county-level. Higher

levels were rarely if ever discussed. In this article, we construct the ranking of provinces in the middle and early Qing dynasty by using the average official rank of their leaders' prior positions. By combining this ranking with other datasets such as protests, wars, and revenue, we discover how these factors drove each region's status. The empirical results suggest both risk and revenue were essential for state governing, but maintaining rule was the top issue for the Qing emperor. Importantly, the emperor established parallel positions, the inspector and governor, to control the local governments, which improved the efficiency of governance. What we found in the Qing dynasty is crucial to understanding cadre management in modern China. The stratifications of positions in the same administrative level provide hidden promotion ladders as well as signals for the cultivation of the cadres. Also, the structure of leadership in Party and government is similar to that of inspectors and governors, which requires division of their duties to deal with conflicted aims of governance.

**Key Words** The Ranking of Administrative Regions; Governance; Aims of Governance; Inspectors and Governors

How Do Women Improve the Effectiveness of Community Governance? A Case Study of Three Communities in Q City

..... Yin hong Wang & Li Li

**Abstract** Fuzziness is a basic aspect of community governance. Technology governance, system governance, and law governance each focus on a precise "Target Number". Despite their praiseworthy intentions, these targets are powerless in the face of life's interactions and the emotions they generate in grassroots society. Those paper do not discuss how females increase community governance effectiveness in terms of scientific principles or the law. Instead, using observations from three communities in Q city, this paper explores the flexible factors such as "empathy, carefulness, patience, warmth and enthusiasm" and discusses how the fuzzy community governance scene interacts with governance. This research finds flexible factors are more suited to a fuzzy community governance scene. Because the community is the "administrative end", it has administrative responsibility as well as the responsibility to establish close ties between the Party, the government, and the masses. In emotional interactions with the public, through the quadruple flexible mechanism of "driving, moving, refinement and trust", the dual value pursuit of "social stability" and "people's satisfaction" is achieved. The fuzziness focuses on emotion interaction, cultural edification, and understanding. A flexible mechanism is an effective supplement to systems, laws, or technologies that are meant to establish a system of satisfactory government. It also creates good governance effects, which explains why females are superior in current community governance. In China's current community governance scene cultural force, emotional force, and governance value should be further examined.

**Key Words** Community Governance; Gender Perspective; Fuzziness; Flexible Factor; Flexible Mechanism

From "De-institutionalization" to "Re-institutionalization": How Cultural Fit Affects the Publicity of the Mental Rehabilitation Community

..... Ying Wu & Xuan Xu

**Abstract** "De-institutionalization" and the construction of community care could be effective ways to deal with many disadvantages of the bio-medical mental rehabilitation model. However, in the Chinese context, cultural mismatch has become an obstacle to the mental rehabilitation community. After three years of observations and interviews, we analyzed a community mental rehabilitation practice project that had been implemented for nearly 10 years. In this paper, we discussed the project's evolution from the "de-institutionalization" concept which initially advocated multi-agent participation and diversified occupational rehabilitation mode, to the process of "re-institutionalization" of single service, the homogeneity of objects, the weakening of diversified occupational rehabilitation, and the cultural influences at work throughout these changes. We analyzed the importance of cultural fit from the perspectives of institutional and social culture. In the practice of community mental rehabilitation, institutional culture showed a tendency of strong control and insufficient service; social culture showed compartmentalized community culture and authoritative parental culture. Several cultures jointly hindered the publicity of a community mental rehabilitation. We explored the resistance encountered in the "de-medicalization" of local mental rehabilitation practice in the Chinese context and the ways to

improve it. We also suggested that cultural fit is important for the “de-institutionalization” of community mental rehabilitation in China, and found culture to be functional in community governance.

**Key Words** Mental Rehabilitation Community; De-institutionalization; Re-institutionalization; Cultural Fit; Publicity

The System of Differential Coping: A Context-Bounded Rationally-Based Framework for Analyzing Policy Implementation in Grassroots Government

..... Jianniu Xu & Gaojian Shi

**Abstract** After a critical review of the existing research, we propose the concept of “differential coping” as an analytical framework for policy implementation. In the process of implementation, the grassroots government is both the agent of the higher-level government and the actor pursuing its own interests. It will adopt different strategies to cope with higher-level policy pressures through interest alignment. Our comparative research of the “three blocks” pilot reform case study shows grassroots governments have different coping characteristics during policy implementation. The comparative independence of local government interests provides behavior incentives for grassroots governments to implement higher-level policies strategically, which is the micro-foundation of differential coping. Decision-making reduction is an operational mode of implementation negotiation that provides space for the grassroots governments to deal with differential coping in the process of policy translation and implementation. The internal differentiation of hierarchical organizations and unorganized social interests provide the organizational conditions for the different coping strategies among grassroots governments. Strengthening the internal coordination of hierarchical organizations and improving the organization of social interests are the primary means of improving policy implementation.

**Key Words** Differential Coping; Interest Alignment; Implementation Pressure; Policy Implementation; Context Bounded Rationality

Fields, Strategies, and Effects in the Local Practice of Ecological Policies: An Empirical Analysis of the Construction of J Lake National Wetland Park

..... Miao Wu & Ruilian Guo

**Abstract** Given the importance of the environment and the particularity of ecological policies, implementation has attracted greater attention in academic circles. However, most of the existing research on the implementation of ecological policies is viewed through the framework of “policy implementation deviation”. What’s missing is the in-depth discussion of the multifaceted policy practices and the complex strategies of local governments. This paper constructs an analysis framework of “multiple institutional logic-organizational response” based on the perspective of institutional complexity. This single case study analyzes the construction of “J Lake National Wetland Park” program through field observation and in-depth interviews. After investigating various qualitative data including interview materials, government documents, and media reports, this paper leads a pioneering discussion on the complexity of the local practice of ecological policy. The major findings are as follows: (1) Ambiguous ecological policies may complicate the organizational field of a local government which was originally dynamic and inconsistent. (2) Embedded in various patterns of institutional complexity, a local government will have different understanding and cognition of, and positions on, ecological policies and therefore may adopt situational strategies. (3) The attachability of ecological policy in local practice has a complex impact on the policy results. The study’s results further show that national ecological policies provide opportunities for local development. However, the ambiguity of ecological policy may also make it difficult to achieve some of, or even the core, policy objectives. This paper enriches the research on the diversity of local practices of ecological policy, helps to deepen the understanding of local government behavior, and also provides a reference for the reflection and reconstruction of ambiguous ecological policies.

**Key Words** Ecological Policies; Organizational Fields; Multiple Institutional Logics; Local Practices

How to Weigh Family Obligations and State Responsibilities in the Maintenance Accounting of *Dibao*: Case Study of Zhejiang Province

..... Ke Fang & Xiang Zhang

**Abstract** The maintenance accounting policy for the qualification of *Dibao* involves a trade-off

between family obligations and state responsibilities. Based on the case of Zhejiang Province, we analyzed how accounting policy can balance family obligations and state responsibilities. We found the maintenance accounting system reform emphasized family obligations. Restricted by the strict accounting policy, two groups of people, those whose children are not willing to fulfill their maintenance obligations and those whose children are not actually able to provide support, may encounter the risk of “leakage”. The grassroots civil affairs department adopted the local maintenance accounting policy and the local social assistance joint conference mechanism to adjust the process of policy implementation, and strived to reduce the risk of “leakage”. Based on the case study, it is suggested the principle of “family obligations first, and state responsibilities as the bottom line” could be adopted to balance family obligations and state responsibilities, the deduction threshold for maintenance accounting should be increased appropriately, and discretionary powers on the calculation of maintenance for those with special difficulties should be granted to local governments. Future research should focus on the relationship between ensuring basic needs and advocating filial piety as well as perfecting the pension insurance system or the welfare system for the elderly outside the social assistance system.

**Key Words** *Dibao*; Maintenance; Family Obligations; State Responsibilities; Welfare Values

How Could Bargains under Authority Relations Be Possible? Understanding Negotiations Between Supervising and Subordinate Agencies in Vertical Management Reform

..... Yuyi Zhuang & Shuo Liu

**Abstract** Vertical management reforms profoundly restructure *Tiao/Kuai* authority relations, and they adjust interests in intergovernmental negotiations. China recently launched vertical management reforms of environmental protection organizations. This paper investigates how vertical intergovernmental bargains proceed by carefully tracing and examining a case of negotiations between a city and the provincial government for the personnel and salaries of reform-involved officials. The municipal government respected the provincial’s legitimate authority over it, but the two parties also used the central governments’ documents to negotiate, thereby respecting the center’s authority. This model of “Restricted Bargaining under the Authority Relations” has its distinct logics, strategies, and characteristics. Under given authority relations, the subordinate agency, supervising agency, and reform-involved officials effectively make use of the bargaining room authorized by the center’s documents and apply some practical strategies to accomplish the reform.

**Key Words** Administrative Institution Reform; Intergovernmental Bargain; Vertical Management; Environmental Protection

## ● THEORETICAL REVIEWS

How Does the State Contribute to Technological Development? A Review of the Role of the State in Technological Catch-up and Innovation

..... Wanqun Liu

**Abstract** This article reveals the common state infrastructure and different state intervention model for technological catch-up and technological innovation. First, the state infrastructure necessary for technological development includes state capacity and state autonomy. The former requires an effective state agency responsible for technology, effective policies based on information and knowledge, and good state-business relationships. The latter refers to strong development willingness, political support, and maintaining state autonomy while overcoming politicized resistance from the bureaucracy and interest groups. Second, the form of the state intervention model should change as the nation passes through the different stages of technology imitation and innovation. This paper discusses how the state can promote technological development, not in opposition to the market, but through a stronger state infrastructure and a more appropriate intervention model to accommodate and enhance the market. This paper also provides policy enlightenments for latecomers interested in technological development. Strong state will is an important guarantee for latecomers to promote technological development, so they can overcome pressure from home and abroad, and continuously promote state capacity building. The state must also adjust its role and intervention model in time to adapt to the complexities that will arise as the nation passes through the technological catch-up stage to the innovation stage.

**Key Words** Technology Catch-up; Technology Innovation; State Capacity; Intervention Model; Political Economy