

Study on the Implementation Dilemma and Improvement Path Faced by Local Governments in the Context of the Policy of Citizenship of the Agricultural Transfer Population

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Abstract: In recent years, in order to meet the development needs of new urbanisation, the State has required all departments to make it a priority to vigorously promote the citizenship of the agricultural transfer population. However, studies have shown that local governments are still facing a number of urgent problems in the implementation of the policy. As some local governments are lagging behind in development, it is difficult for them to continue to afford the benefits arising from the inflow of the agricultural transfer population to the cities under the existing financial pressure, which has led to difficulties in the implementation of the policy and impeded the advancement of the citizenship of the agricultural transfer population. Based on the fact that there are few studies on local governments as the main body, the research adopts the literature analysis method and interdisciplinary analysis method, finds that the difficulties of local governments are mainly concentrated in the economic field, summarises the difficulties of local government departments as the main body of the implementation of relevant central government policies, and discusses how to help local government departments to break through their difficulties from the perspective of policies to promote the citizenship of the agricultural transferring population. The discussion is about how to help local government departments break through their difficulties from the policy perspective to promote the citizenship of agricultural transfer. Policy recommendations are also given to promote the improvement of policy implementation.

Keywords: citizenship of the agricultural transfer population, local government, implementation dilemma

1. Introduction

On March 10, 2022, the National Development and Reform Commission issued the Key Tasks for New Urbanization and Urban-Rural Integration Development 2022, which requires all units and departments to insist on promoting the citizenship of the agricultural transfer population as the primary task of new urbanization, and to improve the level of integration of the agricultural transfer

population into the city. It can be seen that the state attaches importance to the citizenship of the agricultural transfer population at this stage. According to the National Bureau of Statistics, the total number of rural migrant workers in the country in 2022 was 295.62 million, an increase of 3.11 million, or 1.1%, over the previous year. The number of urban migrant workers living in towns at the end of the year even reached 132.56 million [1]. Therefore, the study of the citizenship of the agricultural transfer population fits the fundamental requirements of China's current urbanization development strategy and is of great significance to the early completion of China's socialist modernization. However, in the process of policy implementation, a large number of population transfers will lead to a huge demand for funds, which puts extremely heavy pressure on the government's financial funds [2]. The financial and material resources of many local governments are difficult to afford the interests arising from the influx of a large number of rural migrant workers into the city, and due to the administrative benefits of the citizenship of the agricultural transfer population for the local government there is a slow effect, the cycle is long and so on, but also to make some economically underdeveloped areas suffer from the policy dilemma of not being able to meet the expenditure for a long period. Part of the local government the integration of the agricultural transfer population there is a trade-off psychology, not willing to sacrifice their development as a prerequisite to promote the promotion of policy, so the relevant policies in the implementation of the process have been affected. At the same time, the research on the issue of the citizenship of the agricultural transfer population is seldom discussed from the perspective of the government as the main body, and this study can fill the gap of the lack of local government departments in the perspective of the research, which has a certain value of practical innovation and practical significance. Based on this, this study tries to use the method of literature analysis, combined with the previous generalization of the literature, to refine the diversity of views in the academic community on this research direction, and to form its viewpoints in the process of analyzing and researching. This research provides an in-depth study of the implementation dilemmas faced by local governments in promoting the urbanisation of the rural transfer population. The research aims to propose strategies to cope with the challenges and provide opportunities for the development of new urbanisation. In addition, the research also aims to promote the high-quality implementation of policies to promote the citizenship of the rural transfer population.

2. Theoretical Framework

The research combined the research problem, the rational decision-making model as the theoretical framework of the research, rational decision-making model originated from the traditional economic theory, the traditional economic theory of the assumption of the "economic man" as the premise, discarded some minor variables, so that the analysis of the problem can be simplified to form an effective analytical framework, can be used to explain the phenomena in economics. It can be used to explain many phenomena in economics. Through the study of the implementation difficulties of local governments in the process of the citizenship of the agricultural transfer population, the author believes that the main obstacle faced by local governments at this stage lies in the lack of finances, and the lack of funds caused by the lack of income is one of the core dilemmas faced by the existing local governments, based on which, the rational decision-making model can help the author to carry out a more profound study in the level of economics, and give effective policy recommendations to solve the problems faced by local governments in the process of the citizenship of the agricultural transfer population, based on the assumptions of rationality. The rational decision-making model can help the author to study more profoundly at the economic level and give effective policy suggestions in the analysis of rational assumptions to solve the financial dilemma of local governments in the process of policy implementation. And because the local government is in the decision-making process, the local government in pursuit of the highest

administrative gains at the same time also tries to reduce the administrative costs it pays as much as possible, such local government behavior shows self-interest is the local government's behavior and its decision-making mechanism in one of the important characteristics [3]. The rational decision-making model can also provide help for local governments to make optimal decisions on how to achieve a balance between maintaining their development and implementing national policies.

3. The Dilemma of Local Governments in Implementing Policies

In the context of the policy of the citizenship of the agricultural transfer population, a large number of rural populations have flocked to the cities and made their relevant claims on the city's interests. The author summarizes them in the research process. First of all, the influx of a large number of agricultural transfer population into the city puts forward a major test of the city's public resource supply and public services, in the context of urbanization, the urban population grows dramatically, the population scale is gradually huge, and the governance capacity of the city, as well as the quality of the services that the city can provide, also puts forward a different from the previous and more biased towards the actualization of the requirements [4]. Secondly, the government has been asked to strengthen the control and guidance of population movement in various regions, towns and cities, and in urban and rural areas, and to ensure industrial upgrading while promoting population transfer and gathering to provide sufficient employment opportunities for the transferring populations, to achieve high-quality citizenship for the agricultural transferring populations, and to steadily strengthen the construction of the public service system to ensure that basic public services can benefit all the agricultural transferring populations. public services can benefit all of the agricultural transfer population, and guarantee that the supply of basic public services can be covered equally, to promote the sharing of the new fruits of socialist modernization and construction by all members within the towns and cities, so that the citizenship of the agricultural transfer population and the modernization of the urban and rural construction complement each other and make progress together [5]. Finally, in response to the policy requirement of the citizenship of the agricultural transfer population, the local government also needs to strengthen the effective control of social security funds for urban and rural areas, and make efficient use of the social security funds, not only to guarantee the financial needs arising from the process of the transfer of the agricultural population, but also to get rid of the unnecessary implementation costs, and reduce the social security expenditures in the process of the citizenship of the agricultural transfer population as much as possible. Social security expenditures in the process of agricultural population transfer [2].

Based on the above analysis of the demands for promoting the urban integration of migrant workers and realizing the citizenship of the agricultural transfer population, many of the demands can only be realized on the premise of increasing the government's economic input. Therefore, this has led to some economically underdeveloped areas of government in the implementation of the policy process of the dilemma. The process of new urbanization construction requires a large amount of government investment, which is not the same as traditional urbanization construction, and some local governments with weak economic strength and insufficient financial resources have already been responsible for the investment and financing of infrastructure construction and basic public service provision before the implementation of the requirements of new urbanization, therefore, the further increase of financial expenditure in the process of new urbanization objectively increases the risk of blind debt financing by local governments. Therefore, the further increase of financial expenditure in the process of new urbanization will objectively increase the risk of blind debt financing of local governments [6]. Some local governments increase debt financing to achieve the policy landing, which has a great negative impact on the local government,

even if the government finally forces the policy about the urban integration of rural migrant workers to land, it will cause great risks. To a large extent, it has hindered the process of urbanization of the agricultural transfer population in some less developed regions. At the same time, based on the previously mentioned strengthening of public facilities construction, in terms of return on inputs, terms of economic efficiency, the upfront investment in infrastructure construction is high, but the actual return on income takes a longer period, and at the same time, because public services are generally biased towards non-profit-making mode, it is difficult for local governments to make profits from them. This all objectively leads to the local financial income is not enough to cover the expenditure, and the government is difficulty to long-term investment in sufficient funds to support the construction of urbanization” [7]. This reflects that after the local government is burdened with huge economic expenditure pressure, even if it can give enough upfront inputs at one time, due to the long payback cycle, it is difficult for the government to make it sustainable in the mid-term and later inputs, which may lead to the implementation of the policy in the process of the local government to appear in the early enough, the mid-term lack of power, the later powerlessness This may lead to a situation in which the policies are implemented by local governments with sufficient strength in the early stage, weak in the middle stage, and weak in the later stage, making it difficult to form a long-term implementation mechanism, which objectively hampers the integration of migrant workers into cities. At the same time, this has aggravated the implementation difficulties of the local governments, which have been plunged into a financial quagmire.

In the dilemma caused by the above external situation, the government’s dilemma is also derived, i.e., when local governments are faced with the risk of uncertainty, many of them choose to avoid the risk based on the rational decision-making model, weighing the payoffs and rewards from the perspective of the ‘economic man’. Therefore, local governments are hesitant or even back down when comparing the huge expenditure required in the process of new urbanization with the meager returns in comparison. Specifically, when judging whether to cooperate in the governance to solve the problems related to the citizenship of the rural transferred population, the local government will give priority to analyzing the comparative situation of the increase and decrease of the number of rural migrant workers in the area under its management, how much governance costs it has to bear in the governance, how much benefit it will get based on the cost, and whether the return can be equated with the payoffs [8].

In the decision-making process of local governments, they also pursue the highest administrative benefits and also crave the lowest administrative costs, and such self-interested decision-making performance can also lead to the phenomenon of alienation of the implementation of new urbanization policies by local governments [3]. These studies reflect that in the process of policy implementation, the government, based on the perspective of rational decision-making, still wants to maximize benefits as the benchmark, and to a certain extent presents a rejection mentality towards the agricultural transfer population, which is not conducive to the realization of the policy objectives.

4. Analysis of the Causes of the Dilemma

4.1. Increased Demand for Funds

Because of the wide-ranging nature of new urbanization, the demand for capital will inevitably take on a diversified character. China’s new urbanization emphasizes “taking the urbanization of people as the core”, which will make the demand for funds focus on finance, real estate, infrastructure construction, public service provision, and industrial development [9]. Compared to developed regions, the financial resources of less developed regions are more limited. These regions have a weaker economic base in terms of tax revenues and local finances, so they cannot easily afford

large-scale capital investment, and the governments of underdeveloped regions usually bear the main responsibility for infrastructure construction and public service provision. This means that they need to invest a large amount of money in the construction and operation and maintenance of infrastructure such as roads, bridges, water and electricity supply, etc. At the same time, the local governments also need to provide basic public services such as education, medical care, social security, etc., which also need to be matched by financial expenditure. Therefore, these local governments have difficulties in facing the financial needs of new urbanization construction.

4.2. Pressure to Realize Policies on the Ground

At present, local finances are generally facing the double pressure of declining effective tax sources and increasing expenditures for stable growth, making it difficult to effectively realize some of the financing supporting policies introduced by local governments in the previous period [10]. Especially in the urban integration of migrant workers. To achieve the policy objectives, they may take the form of debt financing to increase investment in the economy and promote the implementation of policies, although the government adopts the policy of “forced landing” to make migrant workers enter the cities and towns, with the acceleration of the urbanization process, the social welfare system and the decentralized financial system continue to be sound, reflecting the long-term nature of the local government’s debt financing. The long-term nature of local government debt financing [11]. But it also brings certain negative impacts to local governments. The problems that debt financing may lead to are twofold. First, the debt burden increases, with the local government’s investment in public utilities, making it in debt repayment there is a certain pressure, especially in the case of insufficient financial funds, debt financing is more likely to aggravate the debt burden. Secondly, it is to increase the repayment pressure, the local government debt maturity mismatch problem is prominent, the source of debt repayment mainly relies on borrowing debt, and the government’s financial revenue depends on economic development and GDP growth to a certain extent, which also makes the local government is facing a greater financial pressure.

4.3. Long Return Cycle of Infrastructure Construction

Infrastructure construction projects are mostly public welfare projects, which usually require huge capital investment, large project scale, long construction cycle, and slow capital recovery, and it is difficult to fine-tune the management of various flows of complex costs and expenditures, thus infrastructure investment generates a low return, while its return cycle is long. This means that after investing a large amount of money in infrastructure construction, local governments may have a certain pressure on the financial situation, and in the long run, it will have a huge role in promoting social progress, but it is difficult to show obvious economic benefits in the short term [12].

4.4. Difficulties to Find a Profit Model for Public Services

It is often difficult to realize the profitability of public services through the market mechanism. When the government provides public services, it usually considers factors such as cost, efficiency, and service quality, while the market mechanism can effectively solve these problems. However, in practice, there are often factors that prevent market mechanisms from working. For example, factors such as insufficient competition in the market, information asymmetry, and excessive transaction costs will all affect the functioning of the market mechanism. The main purpose of public services is to provide necessary services for the community, rather than the pursuit of economic profits, and the main body of the public service supply has not yet achieved real diversification, the government, enterprises and individuals, and other multi-principal “co-operative” supply has not yet been fully

achieved [13]. This has made it difficult for local governments to find a profit model for the provision of public services, further increasing the financial burden.

5. Suggestions

5.1. Formulation of Fiscal Policies for Long-term Development

The provision of appropriate public services and social security, such as housing, education, health care, and employment, as part of the policy of urban integration of rural migrant workers requires financial support, which may lead to a debt crisis if the local government, in the process of promoting the policy of urban integration, puts too much financial pressure on the local government, borrows too much, or mismanages the debt.

To prevent the accumulation of debt, local governments must ensure that the risk of indebtedness is controlled within a tolerable range, some scholars believe that all levels of government and the financial sector in the full use of local debt funds at the same time, but also on the effective prevention of local debt risk, and actively explore the new use of special bond funds is to use the funds of the local debt is one of the important ways [14]. At the same time, for the government of the economic boom area, it is necessary to appropriately adjust the areas of investment expenditure of financial funds, to improve the efficiency of the allocation of funds, optimize the structure of the local economy, improve the potential for economic growth, and lay a solid foundation for future sustainable development, such as increasing investment in the construction of employment and entrepreneurship, smart cities, ecological environment, sustainable development, sewage system, innovation, and research and development.

Secondly, the degree of impact of different types of debt on local government debt risk should be actively studied and given different weights to establish a more effective early warning system for local government debt risk. When the central financial allocation is insufficient, local governments often choose to self-finance through platform company loans, which is difficult to get accurate statistics, so when estimating the bottom of the debt scale, it is a good choice to start from the direction of the government's debt, reverse arithmetic, reasonably estimate the bottom of the debt, and then unfold it in different categories and break it down one by one in dissolving the stock [15].

Finally, governments at all levels should make local government debt management an important part of the work of their governments. Under the deployment and requirements of the higher level government, they should establish and improve the debt management system, strictly control the new debts brought about by the disorderly expansion of investment and financing platforms, and endeavor to resolve the existing debt problems by the specific conditions of the region, which requires governments at all levels to remain vigilant in the process of debt management and to ensure that the debt risks are identified promptly and effectively controlled.

5.2. Developing Diversified Financing Channels

At the time of the "14th Five-Year" New Urbanisation Implementation Plan, China's new urbanization construction has made a series of historic achievements, including a 130 million agricultural transfer population. This large-scale population transfer will inevitably bring huge capital demand, and at the same time will also bring unprecedented pressure on the government's financial resources. Therefore, in the face of the new situation, local government departments need to actively develop financing channels and make use of diversified financing methods to provide effective funds for urbanization construction, to better accelerate the process and development of China's urbanization and rural migrant workers' urban integration policy.

From the perspective of local governments, their main job is to meet the funds needed for government construction through various local financing tools, so these institutional departments

can actively follow up on the changes in financing preferences from the local government level, guide and inhibit the relevant financing behaviors on time by the specific conditions of different regions, and regulate the local government's choices and use of financing methods [16].

In addition, to cope with the social security expenditures brought about by the urban integration of rural migrant workers, the central and local governments need to share the responsibility, and they should strengthen the function of guidance and actively introduce risk funds and insurance funds into the rural factor market, to mitigate the decision-making and business risks of rural migrant workers. This will not only provide more financial security for the construction of urbanization but also better attract the agricultural transfer population and truly achieve the goal of synergistic development of urban and rural areas.

5.3. Reform of the Performance Appraisal System

The current performance appraisal mechanism is oriented to GDP growth, and local governments usually focus on indicators such as regional GDP per capita when introducing industries and pay attention to corporate tax payments rather than the number of labor force absorbed and the improvement of workers' incomes. Therefore, in the performance appraisal process, Annual appraisal, term appraisal, ordinary appraisal, special appraisal and other ways should be emphasized, combined with comprehensive inspections, inspections, audits and other information on the leadership team and leading cadres to have a comprehensive understanding and assessment of the work performance, and have preferential policies for the optimization of the development zones or key development zones in the land, industry, taxation and environmental protection, and other aspects of the reasonable requirements to increase the size of the population that absorbs non-urban residents such as migrant workers [17].

5.4. Co-ordinated Management and Improvement of Urban-Rural Social Security Transfer Policies

A systematic social security system has not yet been formed in rural areas, which has caused many problems for the social security of the agricultural transfer population and will further increase social conflicts. In particular, the social pension insurance for the transfer of the agricultural population to the city requires effective articulation and transition, and the relevant state departments should also do a good job in the top-level design and institutional framework to solve the problem of system fragmentation among various departments, and to improve the integrity and effectiveness of the social security system [18]. Secondly, the establishment of unified urban and rural social security standards and charges should be accelerated, and the rural social security system should be improved in terms of the difference arising from the process of the citizenship of the agricultural transfer population, and the government should give financial funding support. In addition, the operation and management of urban and rural social security funds should be actively implemented to improve the efficiency of the use of social security funds. Effective financial guarantees should be provided for the transfer of the agricultural population to effectively reduce social security expenditures in the process of the citizenship of the agricultural transfer population.

6. Conclusion

In summary, the implementation dilemmas faced by local governments in the context of urban integration policies for migrant workers and the paths to improvement show that: firstly, the policy research departments of local governments need to formulate a relevant planning and indicator system for the integration of migrant workers into the cities, to oversee the innovations in the system, institutional mechanisms, management, finance, and functions. Second, local governments

need to further strengthen a series of management innovations in the administrative management system, social management system, and basic public service guarantee system, to create a service-oriented management model with pluralistic participation, and to promote benign interactions between rural migrant workers and citizens with the value orientation of social equity. Thirdly, local governments at all levels need to take into account the actual situation of their localities, and based on the causes of the lack of governmental responsibility, construct a public policy support system conducive to promoting the integration of rural migrant workers into the cities through active institutional innovation and policy adjustment, which will play an important role in comprehensively promoting the integration of rural migrant workers into the cities and making them coordinated and mutually reinforcing with China's industrialization, urbanization and modernization, thus facilitating the economic and social development of China.

The innovation of this paper is that it takes local government departments as the center of the study, researches the policy implementation dilemmas faced by local government departments in the process of migrant workers' policy integration, analyses how these dilemmas hinder the process of migrant workers' urban integration, and then proposes effective reform paths and policy recommendations. The research perspective is different from that of previous scholars, which to a certain extent fills the research gap. It is conducive to local government departments to play a greater role in promoting the implementation of policies to achieve the policy goal of urban integration of migrant workers at an early date and has certain practical innovation value and practical significance.

In the process of research, it is difficult to obtain data on specific local governments, and multidisciplinary research is more cross-cutting and involves a wide range of contents, which is difficult to be covered in this paper in depth and comprehensively. Concerning the problems related to the urban integration of migrant workers, each region has different development conditions and faces different problems, but all of them have their unique advantages and disadvantages, so it is difficult to summarize the general recommendations and paths, and some of the problems remain at the theoretical level, so it is necessary to be more systematic and comprehensive.

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