Behavior Patterns of Rural Government in Product Structure Adjustment of Planting Industry —— A Case of Cangshan County in Shandong Province, China

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Abstract This paper introduces the three behavior relationship patterns between rural government and peasant household in the product structure adjustment of planting industry in China. Based on the investigation on the government behavior in product structure adjustment of Cangshan County of China, we summarize and evaluate the 5 representative types of rural government behavior. Analysis results show that the optimization of rural government behavior pattern in China is beneficial to the optimization of household behavior and the product structure of planting industry. Finally, we put forward related countermeasures for optimizing the rural government behavior.

Key words Planting industry of China; Product structure adjustment; Rural government behavior pattern

Research on rural government behavior is carried out under the background of the transformation from supervising administration to public-service administration. Service administration means that under the background of market economy, government administration pays more attention to the will of the public in the framework of the system of democracy and no-oercy. Government behavior more effectively responds to the needs and interests of citizens, which is closer to publicity, and becomes responsible for the public. Government behavior pattern refers to a relatively stable pattern of behavior in exerting the administrative power and performing public service in the scope of authority. China is now at the transformation stage from planned economy to market economy and from closed economy to open economy. Selection of government behavior pattern is mainly reflected in how to handle the relationship between the government and the market, that is, the relationship between visible hand and invisible hand. In the long run, selection of government behavior pattern will more be reflected in how to deal with the relationship among government, society and citizens, with the continuous development of social undertakings, the gradual transformation from urban and rural dualistic structure to the joint social system of urban and rural areas, and the continuous improvement of the systematization degree of citizen. Throughout the transformation period, feature of imbalance is very prominent due to the situation in different areas. Government behavior patterns in different areas and development stages are not the same, with significant characteristics of fast, changeable and multi-element coexistent.

1 Behavior relationship patterns between rural government and peasant household in product structure adjustment of planting industry

Product structure adjustment of planting industry in China in recent years mainly refers to the transformation from a free decentralized planting structure with the main characteristics of multi-species and small-scale production in the early stage of reform and opening up into the regional-scale production and industrial management structure with the main characteristics of the one main kind of product, and the integration of production, supply and marketing. It is a stage embodiment in the process of socialized mass production and agricultural industrialization development under market economy. According to the variation of market demand at home and abroad, we should develop the local characteristic economy, and gradually promote the large-scale of agricultural products, the standardization of management, the industrialization of operations, the socialization of organization, and the development of brand on the basis of the advantages in location, local resources, and traditional planting. Therefore, the market competitiveness of agricultural products can be enhanced, the rural economy can be developed, and peasants’ income can be improved. During the early stage of the promotion of regional scale production and industrial management, planting industry of China in general is facing problems such as small scale, small enterprises, low level of industrialization, poor market information, poor sales channels, low level of business management, and lack of capital investment. The phenomenon of market failure exists in the product structure adjustment of planning industry, as well as the peasants’ risk in rural system transformation brought by market imperfection. These objectively require for the public service functions of rural government, in order to guide and service the peasants, and to response to public demand of peasants.

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Meanwhile, government at all levels should play an active role in the public welfare of agricultural technical training, the public service system construction of agricultural products, the brand establishment of local agricultural products, and the credit policy support, on the basis of maintaining the food security strategy. Behavior relationship patterns between rural government and peasant household in product structure adjustment of planting industry at present can be divided into behavior relationship patterns based on planning, market, and both planning and market.

1. Behavior relationship pattern based on planning. Product structure adjustment of planting industry is regarded as a planning behavior. Government often promotes the peasant households to carry out product structure adjustment of planting industry by plans, orders and penalties. This pattern has ignored the dominant position of peasant household (the main body of the product structure adjustment of planting industry) in independent market, and the inevitable trend of continuous development of rural markets. Although the vast majority of the rural government can use public power to carry out their planned behavior, they can not afford the cost and consequences under the existing rural system. Therefore, bad consequences are easily caused in practice, such as the lost touch of government planned behavior with market behavior, arbitrary decisions of government planned behavior, and the tense relationship between the leaders and masses.

2. Behavior relationship pattern based on market. Peasant household behavior in product structure adjustment of planting industry is regarded as a general market behavior. Government indirectly impacts the behavior of peasant household by guiding the market. That is to say, the optimization of the behavior of peasant household is achieved by improving the market mechanism. But this mode has ignored that there is few or no joint scattered peasants in product structure adjustment of planting industry. And it is difficult to optimize the product structure of planting industry in short term by market mechanism and its own. There might have the absence of government behavior in the linkage of small-scale peasants and large-scale market.

3. Behavior relationship pattern based on both planning and market. Under the socialist market economy, behavior relationship pattern between rural government and peasant household should be defined as the behavior relationship pattern based on the organic combination of planning and market. This pattern considers that the product structure adjustment of planting industry has a certain attributes of quasi-public goods, and needs to be made up for the phenomenon of market failure by government behavior. In other words, behavior of peasant household is optimized by improving market regulation and adjusting government behavior, thus the optimization of product structure of planting industry is promoted. On the basis of regulating government behavior and enhancing the efficiency of government behavior, this pattern effectively promotes the behavior of peasant household and the product structure optimization of planting industry. Investigation has shown that peasants hate the unreasonable planned behavior of traditional rural government. Meanwhile, with the continuous development of rural market economy, peasants feel helpless when confronting improper behavior of government in public services. More and more peasants hope that the rural government plays an active role in the public information service, the adjustment of agricultural structure, the construction of public infrastructure, the public marketing of agricultural products, the supply of superior varieties, and the quality insurance of agricultural means of production.

2 Interview investigation and analysis on the government behavior pattern in product structure adjustment of planting industry in Cangshan County, Shandong Province

Since the year 2004, we have carried out many field investigations on some of the villages and towns in Cangshan County. We also have interviewed some officials, villagers and related government departments on the rural government behavior during product structure adjustment of planting industry. Relatively extensive first-hand information is obtained. Based on this, we sum up several representative patterns of government behavior in rural areas.

In the middle 1980s, government of Cangshan County encouraged the masses to develop the characteristic planting industry, and to plant characteristic products with certain brand popularity, such as "Cangshan garlic". Cangshan County took the leading development of greenhouse vegetable production, and obtained great success. Since the late 80s, county government has paid more attention to the integration system of production and marketing and the infrastructure construction of local agricultural products with advantages and characteristics. The "5·27 Garlic Stem Event" (impact on county government at May 27, 1987 in Cangshan County caused by overstock of garlic stem) promoted the government to adopt the following measures; effectively solve the difficult sales problem by relying on the vegetable base and setting up wholesale market of agricultural byproduct; improve the value added products by extending the industrial chain such as deep processing of agricultural products; promote out-of-season sales by constructing the constant temperature storage and cold storage factory; strengthen infrastructure construction including transportation and communication in order to obtain information of market demand timely and accurately. Gradually, Cangshan County won the reputation of "Shouguang covering the north while Cangshan leading the south". Focused on "fastening the superior industry, adhering to adjustment by depending on market", Cangshan County has started a new round of structure adjustment of farming products since 1997. The function and the role of government have eventually realized the transformation from administrative management to public services in policies, laws, demonstration, information, sales, science and technology.

During more than 20 years' development, several representative patterns of government behavior types in Cangshan County have appeared during the product structure adjustment of planting industry.
2.1 Government nonfeasance or basically nonfeasance type It is mainly manifested as the dispersed and free-type planting type of peasants, and the spontaneous capable person-push type under market condition. Characteristics of the dispersed and free-type planting type of peasants are the diversified planting species, the small scale, the vulnerability to market shocks, the lack of market information, the poor stability of planting species and scale, the over-supply or demand, and the poor anti-market risk. And the capable person-push type mainly refers to the realization of product structure adjustment of planting industry promoted by the farming experts or the management experts of agricultural products, who have the experiences, the sense of innovation, the strong concept of market, and good management. This mode is generally popular among the peasants, but needs a relatively long time adjustment and many times of repeat. Its ability to resist the market risk is very limited due to the absence of government intervention.

2.2 Behavior type promoted by village cadres It is a kind of mode to promote the product structure adjustment of planting industry. Collective consultation is carried out by the village cadres in order to plan the development projects of planting industry. According to the experiences of Gangshan County, this mode is easy to success. Peasants are prepared to accept this mode, and its effect is good. The prerequisite and key for the success of this mode are to have a creative, pragmatic and united village leadership group, who are willing to devote themselves and have the knowledge of economy. The specific approach for Caowan Village is as follows: carry out market research; select planting project; village organization is responsible for the capital construction; village cadres are taken as the typical model; introduce the excellent and new species; set up agricultural parks integrating ecology, tourism and demonstration; improve the scientific and technological content; enhance scientific cultivation; implement brand sales; form a joint-stock wholesale tomato market; promote the coordination of production, processing and sale. Under the lead of village cadres, Caowan Village has become the first specialized village of tomato production in Gangshan County. The product has passed through a national pollution-free agricultural products certification. Registered “Shuanglongwan” tomato firstly set an industrial brand of ecological agriculture in the whole county. The specific approach for Gengdun Village in Gangshan County is “good cadres + good idea”. Village cadres are dissatisfied with the traditional agricultural production patterns. They went out to visit and study. They also searched for information, made measures, carried out demonstrations, were engaged in service, and guided the villagers to adjust planting structure. Therefore, a good situation of “discussing adjustment, talking about development, willing for becoming rich” is formed, as well as the “cadres carrying out demonstration, the masses following the way of farming”. Party members and cadres take the lead in popularizing the new varieties, and in disseminating and promoting the vegetable growing technology. Demonstration field of about 4 hm² is set up. And more than 800 planting specialized households are born. Gengdun Village has become the “Specialized Village of Introduced Vegetable”.

2.3 Behavior type pushed by public service of government It is a peasants’ self-regulation mode of production structure of planting industry by government behavior of public service. In the long run, this mode is an effective form connecting planting household with market under a mature market economy. Meanwhile, it is also a highly promising mode in product structure adjustment of planting industry. Government of Gangshan County in Shandong Province guides the behavior of peasant household by the industrialization management of vegetables, so that the peasant becomes one of the links in the whole agricultural industrial chain. The specific driving forms are as follows: (1) Market radiation driving type. Government builds the agricultural byproducts specialized market and the agricultural products base, develops the agricultural marketing organizations to promote the peasants production. The type of agricultural product specialized market + base + peasant household + marketing organization is gradually formed. And the product structure adjustment of planting industry is promoted by the radiation power of market. (2) Leading enterprise driving type. Peasants are promoted by the leading enterprise or agricultural product base supported by government in order to form the type of leading enterprise (company) + base + peasant household. And the product structure adjustment of planting industry is promoted by the relevance of leading enterprise and agricultural product base. (3) Driving type of cooperative economic organizations. Agriculture-related enterprises and peasants are promoted by various agricultural cooperatives (professional associations) and agricultural product bases supported or built up by the government. The type of cooperatives (professional associations) + agriculture-related enterprises + base + peasant is formed. And the product structure adjustment of planting industry is promoted by the power of cooperatives. (4) Coordinated service type of intermediary organization. Peasants sign the production, processing and sale contract with intermediary organizations or agriculture-related enterprises supported or built up by the government. A type of intermediary organization + agriculture-related enterprises + peasant household is formed. And the product structure adjustment of planting industry is promoted by the power of intermediary organizations. (5) Specialized export type. Peasants are promoted by the overseas sales channels of export agriculture-related enterprises supported by the government. A type of export enterprise + overseas market + peasant is formed. (6) Leading industry driving type. Peasants are promoted by leading industry (organization) supported by the government. A type of leading industry (organization) + peasant is formed.

2.4 Government policy-dominated type It is a kind of government behavior through public policy. Development direction of local superior industry and the product structure adjustment of planting industry are guided according to the principle of comparative advantage. And the development pattern of “One Industry for Each Village”, “Several Industries for Each Village” and “One Product for Each Village” are formed. After many years’ development, Government policy-dominated in-
dustry with local superior industry have achieved high effectiveness in Cangshan County. A total of 21 villages and towns in the county have focused on the development of vegetable industries. They all have characteristic products and superior industries which accord with local situation. For example, Xingming Village in Cangshan County is famous for tomato and wax gourd; Ermei is the hometown of ginkgo; Shengshan is the hometown of garlic; and Dazhong is the hometown of ginger and honeysuckle. Zhuangwu has changed from the "food store" of Cangshan to the "introduced vegetable garden of Shandong" mainly planting the Burdock and other export vegetables. Zhuangwu was named as the "hometown of Burdock in China" in the year 2004 by the National Specialty Committee of China. During the processes of "One Industry for Each Village", "Several Industries for Each Village" and "One Product for Each Village", Cangshan County has particularly emphasized on the planning and coordination between county government and township government as well as the implementation of coordination between peasants and rural governments.

2.5 Government power type It is a kind of mode forcing peasants to carry out product structure adjustment of planting industry by the planning and instruction of the government. For example, the specific implementation of the forest and fruit base in a given village is determined by the government, such as planning and decision-making, planting projects, purchase of seeds and seedlings, and technical supply. However, the specific production and marketing are implemented by each household. This type will easily lead to the so-called image projects of government. Government power type rarely listens to the sound of peasants during planning and decision-making, the implementation might meet with resistance from peasants, the direct interest party. If there are no significant short-term benefits, it is easy to cause the confrontation between the peasants and government, and to make the adjustment into a fruitless situation. Government power type not only causes the great waste of human, material and financial resources, but also influences the credibility and rallying point of government.

3 Evaluation on the behavior patterns of government in the product structure adjustment of planting industry in Cangshan County of Shandong Province

3.1 Peasant evaluation Since the year 2004, we have carried out random investigations on 200 peasant households in Cangshan County of Shandong Province. The aim is to find out the peasants' view on government behavior at all levels of Cangshan County. The survey focuses on the comprehensive degree of peasants to the government’s policy implementation and structural adjustment policy of planting industry, and the acceptance or demand degree of peasants to the government behavior.

In the question of "How is your comprehensive degree of the national policy about planting industry"?, only 4.5% peasants chose "Very well", 35.0% chose "A little, but not very clear", 38.5% selected "Little", and almost 22.0% selected "Do not know". When answering the question of "How is your option on the local government in implementing the related policies of planting industry"?, 32.5%, 21.5% and 46.0% peasants chose "Good", "Bad" and "Hard to say", respectively. Data show that the Cangshan government has done some work to promote and implement the national farming policy, but obviously these works are not enough. This reflects that the reasonable degree of Cangshan County still needs to be improved when implementing the national farming policies. In the future, the government should agrandize propaganda, find out the demand of planting household and their view on government behavior, which are used as an important basis for government decision making. Investigation shows that the product structure adjustment of planting industry in Cangshan County has begun to take shape, but is not completed. In the question of "What government behavior do you want in product structure adjustment of planting industry?" (multiple choice), 89 peasants selected "Offering financial support", 94 peasants selected "Providing information services", 22 chose "Offering policy support", 94 chose "Providing technical services", and 98 peasants wanted "Strengthening the water conservancy, transportation, marketing and so on". Demand degree of peasants for "Providing technical services" and "Providing information services" took the second place, reflecting that the peasants in Cangshan County paid much attention to the agricultural technique and information under the development pattern of "One Industry for Each Village" and "One Product for Each Village". Demand degree of peasants for "Strengthening the water conservancy, transportation, marketing and so on" was the highest, and that for "Offering financial support" was relatively high, indicating that government at all levels of Cangshan County still has considerable space to improve it. Investigation shows that a vast majority of peasants hold "very welcome" attitude on the "government abolishes the agricultural tax, and implements the direct subsidy in food production". And peasants generally have high identification degree. Peasants with low identification degree mainly hope that the government improve the amount of subsidy and keeps the continuity of policy.

In the question of "Do you want government participation in product structure adjustment of planting industry?", 50%, 15% and 35% peasants selected "Yes", "No" and "Hard to say". Peasants selecting "Yes" believed in the government. And they thought that if there was any problem, government would deal with it. Therefore the risk was relatively small. Peasants answering "No" usually took a sceptical attitude, those choosing "Hard to say" mainly believed that the implementation of government policy was relatively effective some times. When answering the "What's your attitude when the government calls for the use of a variety or a planting technique?", 66.9% peasants selected "Active response". In the question of "What's your attitude towards the construction of XX Science and Technology Parks and XX Specialized Village by government?", 65.0%, 11.5% and 23.5% peasants chose "Agree", "Disagree" and "Do not care", respectively. Peas-
ants answering "Agree" believed that government would make efforts to support the variety supply, market, construction, and policy when constructing a project. Thus peasants shall rest easy. Peasants selecting "Disagree" were mostly planting experts. They believed that they had a better choice than the government. Peasants answering "Do not care" lacked the understanding of market, or were not dominated by farming. In general, peasants' identification degree towards Cangshan government has increased year by year, indicating that the guidance and public services of government are gradually accepted by peasants in product structure adjustment of planting industry. Investigation shows that most of the peasants have changed their attitudes towards rural grass-roots government behavior from disagreement, or even hostility, to paying more attention. The influence of the government behavior is increasing. Administrative interference of government in product structure adjustment of planting industry is decreasing. And the peasants' confidence in the government is gradually enhanced.

3.2 Theoretical evaluation on the government behavior pattern in the product structure adjustment of planting industry in Cangshan County

In the government nonfeasance type, peasant behavior in the product structure adjustment of planting industry belongs to the market-oriented model, which is a typical supply behavior of private goods based on market. Government does not assume the responsibility of guidance and public service that it should have assumed. Therefore, there is a lack of the public service behavior of government. The behavior type promoted by village cadres, the behavior type pushed by public service of government, and the government policy-dominated type all belong to the government guidance and the public service model. Under normal circumstances, government policy-dominated type is suitable for the rational distribution and adjustment of product structure in planting industry, guarantee for its basic conditions and so on. The behavior type pushed by public service of government is suitable for establishing and improving the connecting mechanism between peasant and market, for ensuring the policy and system of planting industry adjustment. The behavior type promoted by village cadres is more suitable for the specific operation of public services, and product structure adjustment of planting industry. In the government guidance and the public service type, product structure adjustment of planting industry is the organic combination of the peasant behavior and the rural government behavior based on market. It is also the organic combination of planning and market. And the government behavior has the attribute of quasi-public products. In the government power type, government behavior in product structure adjustment of planting industry basically belongs to the plan-oriented type. Mode of operation is usually inefficient taking the plan and instruction as the basis. Tensions between cadres and the masses have made it hard to meet the needs of economic development in rural market.

4 Conclusion and suggestion

4.1 Research conclusion

(1) Optimization of rural government behavior mode can help to promote the optimization of peasants' behavior and product structure in planting industry, and to enhance the peasants' income. (2) With the deepening of product structure adjustment in planting industry, the optimization of peasants' behavior becomes greatly dependent on the optimization of government behavior. Demand degree of peasants for the public service behavior is increasing, which has great significance in guiding the adjustment of government functions in rural areas, and in establishing a perfect supply system for rural public service. (3) Relation pattern between government behavior and peasants behavior should be built on the organic combination of planning and market. Government should not only bear the responsibility of public service, but also should effectively protect the independent subjective position and legal rights of peasants in market.

4.2 Suggestions

(1) In order to cultivate the responsible administration and citizen standard, leading cadres should start form the actual situation in rural areas, be better handle the relationship between cadres and peasants from the perspective of peasants, gradually establish the effective interest expression mechanism, the democratic decision-making mechanism, the interest coordination mechanisms, and the conflicts dissolving mechanism for peasants. They should also improve the satisfaction degree of peasants, and cultivate new peasants and peasant organizations [2]. (2) We should further improve the government's awareness and capability of public services, introduce market competition appropriately, further improve the government’s credibility and reputation, and strengthen the government behavior in preferential funds and credit policies, the public information and technical services of agricultural products, the local brand construction of agricultural products, and the small and medium-sized water conservancy facilities. (3) Government should make efforts to strengthen arable land management, and ecological environment construction in rural areas. Due to the limited per capita arable land, government should handle with the relationship between the basic rights and interest protection of peasants and the product structure adjustment of planting industry under the constraint of land resources. (4) We should promote the relative stratification of the government function in counties, towns and villages. County government is mainly responsible for the planning, policy and institutional support, investment protection, agricultural public infrastructure construction, connection of peasants and market, and basic security system construction during product structure adjustment in planting industry. While the governments of towns and villages are mainly responsible for the public services of technique, the market and information, the implementation and management of product structure adjustment of planting industry.

References


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4 Conclusion
In a word, we should take the crisis as an opportunity to promote the reform of rural economy and society in China, and to make China's economic development leap to a new level. We should also fully attain the potential of county economy, improve the overall national strength of China, and continuously improve the modernization level of China in order to achieve the great rejuvenation of Chinese nation.

References

经济危机：中国乡村经济变革的契机

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摘要 介绍了中国乡村经济的发展现状，即工业不能反哺农业，城市不能辐射农村。发达的工业和传统落后的农业并存，现代化的城市与落后的农村并存，城乡割裂的“二元结构”进一步强化，无法实现城乡一体化发展。中国城市 GDP 增长，但三产 GDP 贡献比例仍不足 40%。农业劳动力比例大幅下降，但比例相对较高，农业生产效益低下。分析了在全球危机的大背景下，中国乡村经济发展的契机。①中国经济的持续发展必须以经济结构的升级和优化调整为前提，关键在于扩大内需，主要是扩大国内市场和公共消费需求，尤其是要改善农村基础设施，构建农民社会保障体系。②中国出台了一系列有利于“三农”的政策，为中国经济改革提供了政策支持，为农村改革以及农村社会体制和政策改革提供了契机。③城镇化经济发展，城市政府的公共服务与引导作用；④优化产业结构，提高农业竞争力。⑤有效实现城乡居民经济发展的平衡，突出政府的服务引导作用；⑥重点发展第三产业，扩大人口失业率，提高经济发展的平衡。

关键词 经济危机；中国乡村经济；县城经济；契机

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种植业产品结构调整的农村政府行为模式研究

——基于中国山东省苍山县的调查

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摘要 介绍了中国种植业产品结构调整中农村政府与农户行为关系的 3 种模式。分别为：基于计划的行为关系模式，通过计划、命令和惩罚等方式来推动种植业产品结构的调整；但容易产生政府行为与市场行为的脱节；基于市场行为关系模式，政府通过引导市场来间接影响农户行为，但容易产生政府决策现象；基于计划与市场相结合的行为关系模式，通过完善市场机制和行政作为来共同引导农户行为，这种模式在规范政府行为和提高政府行为效率的基础上，可以有效推动种植业产品结构的优化。在中国山东省苍山县种植业产品结构调整中政府行为模式调查的基础上，分析了苍山县具有代表性的 5 种种植业产品行为模式，政府不作为或基本不作为；政府被动作为；政府公共服务型政府；政府主导型政府；政府政府型政府。政府行为类型，调整了山东省苍山县种植业产品结构调整中政府行为模式。研究结果表明：政府行为模式的优化有利于推动政府行为，种植业产品结构的优化以及农民收入水平的提高。随着种植业产品结构调整的不断深入，农户对政府公共服务行为的需求程度在不断提高，政府购买实际行为其承担的公共服务责任，又注重维护农民独立的市场主体地位和合法权益。最后，提出了优化政府行为的对策建议。

关键词 种植业；产品结构调整；农村政府行为模式