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博士学位论文

我国欠发达农村地区  
公共服务提供机制与方式研究  
Study on Mechanisms and Means of Public  
Services Delivery in Underdeveloped Rural Areas

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## 内容提要

社会公平中的“起点公平”将作为本研究的逻辑起点，这也正与国家基本公共服务均等化策略相呼应。起点公平是人类获得生存发展权的基础性资源条件，因此，其一般通过政府代理或运用公权力对公共资源进行强制性配置的方式加以保障。它要求在国家干预和公共福利政策保证下，能使(一国内)所有公民从最初的社会生活开始就能享受到必需的资源提供，以便于跟同等条件下的其他人获得同等的竞争能力。中国自 1990 年代确立市场经济体制以来就如西方自 1930 年代以后那样，面临着一个共同的社会问题，也就是存在着严重的公共需求快速增长与公共服务供给短缺的矛盾，而欠发达农村地区的贫困现象更是加剧了这种状况。中国各级政府正履行着实现从经济建设型政府向服务型政府转型的历史使命，也就是公共服务职能的根本转型，或者按照“角色理论”假设的理解，就是所有政府官员实现传统角色向新角色的转换和多重角色融合。在我国欠发达农村地区，尤其是在那些多民族散居、杂居或聚居的偏远贫困山乡，村庄基本公共物品缺乏已经严重影响到村民的基本生活、生产和发展，一些基本的公共服务甚至处于零供给状态。他们都属于享有国籍的中国公民，在国家富强起来的时候，他们需要获得基本尊重和重点关怀。因此，在新农村建设的旗帜下，国家有责任、农村政府有义务保证这些地方基本公共服务的提供。

### (一)

在关于欠发达农村地区概念内涵的界定中，存在着几种不同的观点，如内容界定法、地域界定法、恩格尔系数法和 GDP 指标等。本文所指的欠发达农村地区主要就是我国中西部的老、少、边、穷地区。为了便于更为详尽的考察欠发达农村地区基本公共服务提供中的机制和方式的具体运作情况，依据考察前期的试调查问卷，本文将考察内容设定为三块：即农村合作医疗、农村基础设施建设和农村基础教育。在考察的地域层次上，本文力求突破传统的分析框架，将考察对象分为五个层级：即县级、乡镇、行政村、自然村和家庭。通过实地观察和学理性思考，本文有理由将家庭作为欠发达农村地区基本公共服务提供机制创建或创新研究的最小单元。

在研究的视角选择上，本文主要以个人行为作为分析单元，考察这些个人行为如何共同发挥作用，影响着欠发达农村地区基本公共服务提供的机制创建或提供绩效。因此，本研究引入一种理论假设——“角色人”假设。“角色理论”源于以布坎南为代表的公共选择理论中所提出的绝对“经济人”假设、奥斯特罗姆的“互惠人”假设和弗雷德里克森的“公民精神”假设。虽然这三种假设成功运用各自的理论分析范式，解析了社会政治公共生活中的个人行动选择和运行尺度，但由于它们分属于抽象意义上的单纯性行为模式，很难解释个人行动为什么要选择某种方式而不选择另一种方式行事，以及这些选择性个人行为与组织和社会存在着什么样的关系；在现实中，也很难找到绝对利己的经济人和绝对利他的具有崇高人格的公民或官员。因此，这三种假设都存在着缺陷，难以运用到具体带有公益性的集体行动实践分析中。而通过“角色理论”假设在实证研究中的分析运用，正好可以一定程度上弥补这种缺憾。它假设人和组织一样，就是一种存在。一个组织的社会作用就是组织内

多个个体扮演同类角色的网状交织，这种网状交织形成了一个“角色复合体”。利益主要不是目标而是手段，因为个体扮演角色的动机和动力受到多方因素的影响。而且，在一个良性运行的组织或社会里，任何一个角色的“非常态”扮演，都会引起“多米诺”效应。但由于每个人的资源、知识和能力结构不同，所产生的影响也就不一样。所以，在欠发达农村地区公共服务提供的机制创建或创新活动中，我们需要关注多种参与力量的要素搭配所产生的效果，更应当对那些主要角色，如乡土精英、关系资本、农村政府官员以及经济精英作用的重点关注。——正是他们各种角色的扮演，影响着欠发达农村地区基本公共服务生产与供应的运行轨迹。

## (二)

本研究从“公共服务”的如下定义开始：它是指政府及其公共部门运用公共权力，通过多种机制和方式的灵活运用，以提供各种物质形态或非物质形态的公共物品为载体，达成维护公共利益目标的公共行为的总称。

在公共服务提供机制与方式研究的理论基础方面，目前已经形成了比较成熟的三种代表性机制，即政府代理机制、市场化机制和自愿机制，此外还有一种多中心体制下的混合型机制。政府代理机制源于主权代理学说、国家福利理论和市场外部性理论，它假定只有政府才具有代替公众行使公共服务生产和公共福利提供的权力和责任，其他形态的组织是难以完成这个使命的，并由此发展形成政府代理和垄断社会公共服务提供机制的制度性安排。但这种观点后来受到新自由主义和公共选择理论的质疑，包括官员的损公肥私、官僚惰性、财政赤字、寻租和权力扩张性导致的政府失败。这种观点倡导市场的优点，提倡用企业家精神重塑政府，将公共资产和公共服务生产通过民营化和市场化改革，以提高公共服务效率，从而保证公共福祉的实现。并由此推动起全球性新公共管理改革浪潮，公共物品生产外包的市场化机制也由此创建起来。然而，这种机制在诞生之初就受到质疑，因为显然的市场失败、信息不对称、道德风险、公共服务质量和责任归属等问题。由此，在全球化公民社会浪潮的影响下，一种辅助性机制诞生，亦即由第三部门活动而出现的自愿机制。自愿机制不仅体现为主动性和自助性价值，而且体现为互助、利他和慈善精神。自愿机制由于受其资质、信心和能力等的限制，主要限于解决那些准公共领域或者俱乐部型物品的生产问题。在民主社会，当多方共治的局面形成后，多中心就发展演变为一种体制性结构，由此派生出在一项公共服务提供活动中，多方因素共同发挥作用的混合型机制。

为了便于后面的案例研究，本文依据特定标准对欠发达农村地区的基本公共服务进行了分类，并对各种机制的可能影响因素进行了探讨。

## (三)

典型个案介绍和事件的微观描述是论文案例考察部分的主要理论分析工具或手段。在分析方法上，将“角色人”的理论假设嵌入集体行动分析之中，探讨其对于公共服务提供绩效的影响。论文分别从农村政府代理提供、市场化、民间自愿合作和混合型四种机制考察了我国欠发达农村地区公共服务的提供或公共物品的生产过程。尽管在实地蹲点和民间访谈中，研究者收集到的负面案例很多，但出于文章结

构和研究价值的考虑，笔者通过多方资源挖掘，尽量寻找和考察具有正面代表性的典型案例；当然，这并不排除，在恰当的时候采用负面案例提供证据支持的可能。

本文假设，是政治制度设计的传统价值、角色意识和政府责任成为了欠发达农村地区基本公共服务提供政府代理机制存在的现实基础和主要限制因素，而不是现代流行观点认为的由公共需求决定机制建构。在关于欠发达农村地区基本公共服务提供政府代理机制的案例研究中，主要考察对象和内容如下：一是湖北省巴东县下支坪村乡村修路事件中在政府领导下的多方利益博弈过程，观察了农村政府项目负责官员、村委、村庄集体行动以及返乡知识精英各自的角色扮演、活动能量及其对于公共服务产出的影响程度；二是通过对贵州省万山特区的农村合作医疗服务提供过程的透视，文章对政府代理机制中的融资、服务消费、规则设计与流程运转进行了详尽描述；三是在农村基础教育服务提供领域，研究者采信了湖南花垣县政府集中财力并动员社会力量共同新建边城高中，以及其品牌化办学战略在欠发达农村地区的部分推广价值，将其作为在教育落后地区政府代理提供的创新范例。随后对该种机制中的方式表现进行了归总。

对市场化机制的讨论是从欠发达农村地区是否具备市场化条件入手的，因为有一种流行的观点认为，我国欠发达农村地区尤其是贫困山乡已经被市场边缘化，不存在市场化和私人进入公共服务生产外包的条件。本研究认为这种观点经不得推敲，因为大量民间事务的市场化行为已经开展起来。在个案研究上，采纳了三方面案例：一是乡村社区集体性公益服务中的项目生产外包，如农田水利工程外包生产中的寻租和绩效悖论；二是家庭型服务提供中的有偿服务，如农林牧生产技术和牲畜检疫治疗技术服务以及“五改”工程项目合同式承包生产；三是基础教育服务提供中的市场化，如高中教育服务生产中的学校间竞争与“合同”租赁制、幼儿教育服务提供中的市场化与顾客竞争，以及义务教育服务提供中的“内部市场”和市场垄断。在此基础上，文章考察了市场化机制在欠发达农村地区基本公共服务提供中的具体表现方式。

欠发达农村地区基本公共服务提供民间自愿机制的建构涉及两个基本条件：一是乡村集体行动的可能性；二是社会组织化程度。有学者提出，贫困乡村的农民是最缺乏组织观念的。文章对偏远乡村社会是否存在公共服务生产民间自愿机制建构的可能进行了学理剖析，并引入一个发生于贵州某山村的案例对这种观点进行了反证。基于此，文章从两个方面对其进行个案分析：一是乡村公路修建中的民间合作机制，包括村庄公路支线俱乐部生产中的倾力合作、跨村公路修建中的“大型”合作与集体行动困境、村级公路的合作契约以及对搭便车者的惩罚措施；二是家庭型物品生产中的自愿合作机制，文章考查了湖北土家族“打花鼓”和“撒尔嘴”民族习俗、贫困农村鳏寡赡养中的民间利益交换机制和家庭农业生产中的选择性合作行为。最后对民间自愿合作机制运转中的表现方式进行了归总。

对混合型机制进行一个明确的内涵界定是较困难的，因为目前没有可参照的研究成果。本研究对混合型机制作出一个内涵界定，在此基础上对其产生和运用的相应条件进行分析。在案例选择上，研究者从两个方面提供了个案考察：一是以鄂西、

湘西的部分中学为例，考察了基础教育服务提供中的混合型机制的运作状况，包括生产主体的动机激励机制、办学中的社会影响传播机制、质量提高与仿市场竞争机制，以及政府放权与选择性干预机制；二是以贵州凯佐乡的 IDRC 项目为例，考察了农村基础设施建设和村庄合作发展项目服务中的混合型机制，包括“参与式”管理模式和草根民主运动、项目实施流程，以及小项目基金滚雪球发展模式。在此基础上，对混合型机制在欠发达农村地区公共服务提供的表现方式进行归纳。

#### (四)

理论的发现与创新其实可源于平常生活与细心观察思考；而这种源于生活细节的理论抽象，不仅可用于化解欠发达农村地区某些服务提供的困境，而且能为机制创新提供部分理论支持。

首先，在关于作为享有服务资质特权的学校(事业单位)承担农村基础教育生产责任方面，目前存在着极不规范的运作现象。尽管国家已经大张旗鼓地实施“两免一补”和现在的全免型教育，但一些乡村的小学和初中教育却另辟蹊径收取杂费，使得学生开支不减反增，影响了农村人力资源的后续培养。本文在理论溯源的基础上，依据这类现象的演变，提出了“第四种失灵”概念，并对其内涵和特征进行阐述。其次，在关于村庄集体合作行动问题上，一直是一个困扰着学术界和公共服务实践的难题。本研究引入一个在梵净山给游客提供代步服务的抬滑竿合作事件，通过观察总结了其合作行动得以成功的变量和机制运转流程，提出了“滑竿”原理，并通过对其机理的分析，试图破解那些外部干预为“零条件”的偏远村庄保证集体行动成功的机制构建策略。最后，由于偏远乡村在关于集体物品生产中最缺乏的融资问题，本研究提出“关系资本”概念，并将其作为欠发达农村地区基本公共服务提供机制重建的第五种力量。在界定其内涵的基础上，对其作用进行了实证分析。

在政策建议之前，本论主要以农民满意度问卷调查统计结果为依据，对基础教育、农村合作医疗和农村基础设施等领域的问题进行了深度剖析。农村合作医疗主要存在着政策目标导向定位问题，在公平与效率之间作出权衡，以真正保护参合农民利益，维护社会相对公正。农民对合作医疗不满意，主要在于合作医疗的实施并没有从根本上解决农民“因病致贫”问题；相反，由于对参与医疗服务提供的医院政策规制不力，医院利用信息隐匿单方提价且增加附加费用，提高服务消费进入门槛，由此使得许多患者放弃了服务进入资格。同时，报销比例偏低、个人账户基金太少以及对日常病治疗的漠视，实际上造成合作医疗只是实现了少数有钱人的利益，造成分部的不公平。农村基础设施的问题存在于三方面，即价格逆差、绩效悖论以及贫困乡村基本公共物品生产与维护中的难以持续性问题。价格逆差主观上是扶贫政策造成的，客观上地域条件和交通成本造成的；绩效悖论与农村基本公共服务生产的制度安排有直接关系，同时大致上与集体行动的规模成反比；村庄物品的不可持续性需要解决两个根本问题：一是集体行动中的小组任务负责制和村庄内主动维护精神的塑造；二是通过关系资本寻求资金支持。在基础教育方面，教育服务战略的缺乏或者教育目标的短视和过于工具性，是一个难以在短时期内得以解决的。加之服务失灵问题，使得农村基础教育服务提供也面临诸多挑战。

如此看来，包括农村政府官员在内的参与公共服务提供的所有主体，都应该转换角色，服务机制才能创新，服务绩效才能提高。当然，核心的还是农村政府官员的角色认知与恰当转换，因为在未来相当长一段时期，农村政府仍将作为欠发达农村地区公共服务提供的最重要主体。所以，结合 20 世纪 90 年代欧洲社会民主党人提出的“新治理”理念，本研究将农村政府的多重角色进行了理论上的阐释和实践中的考察，并提出官员复合型角色扮演的论点。在此基础上，依据前述三种基本的公共服务类型，将参与欠发达农村地区公共服务供给的七种力量进行了“角色”安排。

在关于机制创新问题的讨论中，首先是要处理好体制改革与机制创新的联动关系，由此，就有必要讨论体制改革与机制创新的相关性。在关于欠发达农村地区基本公共服务提供的机制创新策略中，可以尝试如下一些策略：一是包括政府在内的七种参与要素的多元化的协作机制；二是责任机制重构，即公共服务生产与供应系统的责任区分，生产系统包括准入条件、设备、生产标准和组织生产几个环节，供应系统包括资金供应系统重新设计、生产进度监督和瑕疵矫治、质量检验和受理消费者投诉等环节；三是政府公共服务流程再造，亦即政府间协作机制和信息透明机制的创制；四是建立起受益群体或弱势群体代表能参与的公共服务评价体系，亦即建立起有效的乡村基本公共服务提供的绩效评估机制。当然，任何政策建议都不排除某种乌托邦色彩，所以，政府应因地制宜制定出更好或更能体现绝大多数农民公共利益的公共政策，官员也应认识到自身的公共价值和责任；随着政府模式转型，如果每一位官员能做好活动角色的恰当转换和达成多角色融合，并与社会其他力量携手达成共识，那么，欠发达农村地区基本公共服务提供的机制创新与服务绩效提高就具备了重要推动力。

关键词：公共服务；机制(创新)；方式；欠发达农村地区



## Abstract

“Starting Line Equality” in Social fairness is regraded as a logic starting point for the study, which is working with the national equalization of basic public services strategy echoes. “Equality” is divided into three types :the starting point of equality, equality of opportunity and equality of results. In relation to equality of opportunity and equality of results, the starting point of equality is a human right to survival and development. People have reason to think that the national (Government) have the responsibility and obligation to provide the necessary conditions of every citizen to live a decent life. China since the 1990s as the West since the 1930s, faced with a common social problem, that is, there is a serious public demand and the rapid growth of the shortage of supply of public services contradictions, and the less developed rural areas poverty is exacerbated this situation. Guarantee social equity in a current national issues and resolve the rural underdeveloped problems are the main responsibility. Realization of the economic construction of a service-oriented government to the restructuring of the public service function is the fundamental restructuring, or in accordance with the hypothetical understanding of the Role Theory , all government officials must achieve the traditional roles into the new roles. Arrears in the rural areas, especially in those multi-ethnic diaspora, mixed or remote inhabited, the lack of basic public goods has been severely affected the basic livelihood of the villagers. They all belong to the nationality of Chinese citizens .When the country become rich and strong , they need to focus on and basic respect and care. Therefore, in the New Rural building Campaign, to ensure that these rural areas have basic public services provided is under the banner of national responsibility and the obligation.

### 1

In the definition of the concept of the less developed rural areas, there are several different viewpoints, such as subject defined, as defined, geographical limit, as defined by the environment, and the Engel's coefficient method GDP indicators. In fact, the less developed rural areas is a relatively areas, it is relative to the developed coastal rural areas, and will be limited to areas below the county level and the broad masses of the rural town. This paper refers to the less developed central and western rural areas. In order to facilitate more detailed inspection underdeveloped rural areas to provide basic public services in the specific mechanism and modalities of operation, according to the pre-trial inspection survey, we will examine the three contents: the rural cooperative medical care, rural infrastructure construction and rural basic education. During my inspection tour of the geographical level, the paper sought to break traditional analytical framework, the study will be divided into five levels: the county, townships, towns, administrative villages, villages and families. Through field observation and study rational thinking, we have ample reason to let the unit families as the smallest of the mechanism creation of basic public services provided.

In the perspective of research choice, the paper writing goes mainly from a personal action modules. Investigation of these individuals to play a role is how common, affecting underdeveloped rural areas to provide basic public services or to create a mechanism to provide performance. Therefore, it is necessary to introduce a theoretical hypothesis – “Role Theory” erection. “Role Theory” is a representative of Buchanan’s Public Choice Theory proposed by the absolute “Economic Man”. In a new book, Fred Likesen

assumptions and represented a new hypothesis “Civic Spirit” of new public administration. Although these two assumptions successfully applied their theoretical analysis paradigm, analysis of the social and political public life choices and actions of individuals operating scale, but because they belong to an abstract sense, the simple pattern of sexual behaviour, they’re difficult to explain why individual action select a certain way instead of another way to act, as well as personal action and selective organizations, and social existence of what kind of relationship in reality,they’re difficult to find the economic and absolute self absolute altruism with the noble personality citizens or officials. Therefore, these two assumptions exist defects. Through the “Role Theory”, an empirical study of assumptions in the analysis is used, and that can make up for deficiency. It assumes that the same people and organizations, is a presence. The social role of the organization is intertwined by similar roles mesh of many individual play, and this created a mesh intertwined interests of the community. Interests are not the main objective, because the role of the individual motivation is restricte by various factors. Moreover, in a benign operation of the organization or society, the role of any "abnormal" act will trigger a "domino" effect. However, because of everyone's resources, knowledge and ability are different, so the impact are not the same. Therefore, to create a mechanism innovation activities of basic public services provided in the less developed rural areas , we need to pay attention to a variety of elements with the participation of forces generated by the effect should be more of those major players, such as local elites, and the capital, rural government economic officials, as well as economic focus attention on the role of the elite.

## 2

In the current academic circles, the controversy of “Public Service” and its related concepts never stops. The study begins from the definition of “public service”: It refers that, the government and public sectors use public power ,through a variety of mechanisms and modalities for the use of flexible, to provide public goods by material form or substance form ,in an ongoing effort to respond to the community public demand preferences, and safeguarding the public interests. At the same time, the definition also tends to regatd“public goods” as “public service” activities of the main vector in the relations because the two are closely linked. In the public service delivery mechanisms and modalities on the basis of the theory, has formed a relatively mature of the three representative mechanism, the Government Agent Mechanism, and the Market Mechanism and Voluntary Mechanisms, in addition to a multi- center system, the Mixed Mechanism .

The Government Agent Mechanism comes from the state of external market theory and welfare theory, it is assumed that only the government has the authority and responsibility to provide public services and public welfare ,because other forms’organizations are difficult to accomplish this mission. However, this view was questioned by the new liberalism and the public choice theory, including officials of the moral Paradox, selfish thinking, bureaucratic inertia, the budget deficit, rentseeking and the expansion of their power of the government ,which caused the Government Failure. This view advocated the merits of the market, by promoting entrepreneurship Reinventing Government, public assets and public services through private production and marketization reform in order to improve the efficiency of public services, so as to ensure

the realization of the wellbeing of the public. And thus promote the global new wave of public management reform movement, public goods production outsourcing market mechanisms which create up. However, such a mechanism in the early days of the birth challenged, because obviously the market failure, information asymmetry, moral hazard, the quality of public services and accountability, and other issues. Thus, in the wave of globalization of civil society under the influence, bear out complementary mechanisms, that is, from the third sector activities and the production of voluntary cooperation mechanism. But limited by intelligence voluntary mechanism, confidence and ability restrictions, it's difficult to solve the quasi-public areas of the club or the supply of goods. In a democratic society, when the situation of multi-rule after the formation of multi-center on the development and evolution as a kind of institutional structure, thus derived, in a public service providers activities, various factors play a role in mixed mechanism.

Public service and public goods despite close contact, but, after all, belong to different areas, so their classification is different. In this paper, basic public services classification is made up of four standards in less developed rural areas. Rural production by the decentralization of public services extent, to be divided entirely on public services, on the scale of public services, community-focused public services and fragmented public services. This classification will help us more conducive to observe the operation of the mechanism or choose of basic public services provided in the underdeveloped rural areas.

### 3

Typical cases on the microscopic description of the incident and the paper is part of the main means of case study. In the analysis methods, "Role Theory" starts with the assumption that embedded actions of individuals, organizations and the public and affect the performance of service providers. From rural government agent production and supply, market-oriented, civil cooperation and multiple factors are mixed inspected the mechanism underdeveloped rural areas, the paper gives the provision of basic public services or public goods production process. Despite an extended stay in the field of civil and interviews, the researchers collected many cases negative, but for the article on the structure and value of the consideration, the author tries to find a positive representative inspected a typical case of course, this does not rule out the use of negative if it needs evidence to support the case in right time.

The assumption is that the agency mechanism based on the reality of the existence and the main constraint, rather than modern view of the popular demand which decides the mechanism. In the case studies of the government agent mechanism of public services provided in the less developed rural areas, it is mainly on the subject and content as follows: First, the incident about village branch road in Badong County in Hubei Province, under the leadership of the multi-stakeholder Game process; Second, through the rural cooperative medical service delivery perspective in Wanshan of Guizhou Province, in the financing, consumer services, process design and operation rules the article gives a detailed description to the Government Agent; The third is basic education services provided in the rural areas, the researcher believes Huayuan County in Hunan Government, which concentrates financial resources and mobilizes social forces to build up Biancheng Senior Middle School, as well as its brand strategy of sponsoring

underdeveloped rural areas in the part of the promotion value, as the the innovative example in rural education. Then the way and the mechanisms of performance is described.

The market mechanism is discussed from underdeveloped rural areas, the availability of market conditions start with, because there is a popular view, especially in underdeveloped rural areas has been taken to the edge of the market, there is no market and the private sector to enter public services outsourcing of production conditions. Through analysis, this study should not think that this view by weighing, because a large number of civil affairs of the market behavior has been carried out. And on this basis, it describes the performance characteristics to less developed rural areas of the public service market mechanisms. In the case studies, to adopt a three-pronged case: First, the rural community of the collective public service projects in the outsourcing of production, water conservancy projects; Second, family services delivery paid, such as forestry, animal husbandry and livestock production technologies for technical services; Third, the provision of basic education services in the market, such as high school education services in the production, competition and their customers, competition, as well as compulsory education in the delivery of services “internal market” and the monopolization of the market. On this basis, the article inspects the market mechanism in the less developed rural areas.

In underdeveloped rural areas ,it provides basic public services private voluntary mechanisms involved in the construction based on two basic conditions: First, the possibility of rural collective action; Second, the degree of social organization. Some scholars have such concept ,that poor rural farmers have no organizations. The article finds the possibility of civil voluntary mechanisms produced on remote villages. Shortly afterward, it comes from the following two aspects of the case: First, the construction of rural roads in the civil cooperation mechanisms; Second, the production of the family in the voluntary cooperation mechanism. Finally, it analyses the form performance of civil operation of the mechanisms.

To define a clear connotation to the Mixed Mechanism is more difficult, because there is no reference to the research results. The mixed system is in an attempt to define a meaning , analysis the corresponding conditions on the basis of its production. In case selection, there are two cases provided for the study: First, western Hubei, the Xiangxi some secondary schools as an example, the study of basic education services in the mixed state of the operation of the mechanism; Second, the rural Guizhou Kaizuo IDRC project as an example, inspects the building of rural infrastructure and villages cooperation in development projects in the service of Mixed Mechanisms. On this basis, the performance of the mixed mechanism of public service provided in the less developed rural areas is summarized.

#### 4

The discovery and innovation theory can, in fact, comes from ordinary life and thinking carefully observed, and it is trying to make some progress in this research.

First, in the enjoyment of services as a qualified privilege schools to shoulder responsibility for the production of basic education in rural areas, there is a very non-standard operation of the phenomenon. Although the state has been implemented in a

big way and now the free-education, in some villages the primary and lower secondary education opens a new path to collect miscellaneous fees, affecting the follow-up of human resources in rural areas Training. Based on the theory of Origin, the evolution of this phenomenon, this paper founds "Fourth Failure" concept, and its content and features elaborate. Secondly, on the issue of village collective action, it has been a plague academia and the practice of public service problems. The introduction of a study to provide tourists in the Fanjing Mountain, the wake of Guguang tourism travel services cooperation, through observation summed up the cooperative action of its variables and the success of the operation mechanism of processes, proposed a "Guguang principle". Finally, because of the lack of financing in the production of the most collective in remote villages, the study points out "relationship capital" concept, which is regarded as the fifth force of mechanisms redevelopment. And so on.

Rural infrastructure problems exist in three areas, namely trade deficit price, performance and impoverished villages Paradox basic public goods in the production and maintenance of the continuing difficult issues. Price deficit subjective propoor policies is the result of geographical conditions and objectively the transport costs; performance Paradox and basic public services in rural areas of production is directly related to institutional arrangements, and generally inversely proportional to the size of collective action; villages items unsustainable need to be resolved two fundamental questions: First, the collective action of the mandate and responsibility of the villages within the spirit of the initiative maintain shape; Second, through capital relations seek funding support. In the area of basic education, education services, or the lack of strategic objective of education and too short-sighted tool, and it is a difficult in the short term can be resolved. If you heard that the school run hot, this is not to say that rural schools in the number of specialists in agriculture or agricultural wealth of technical experts, but as the city schools, and obtain the number of Qinghua University. In addition service failures, basic education services provided in rural areas also face many challenges.

In view of this, including in rural government officials, the involvement of basic public services production and supply of all the main, they should switch roles, service mechanism to innovation, service performance can be improved. Of course, the core of government officials or rural cognition and the role of appropriate conversion, because in the future for a long period of time, the government will continue as public service providers in rural underdeveloped rural areas is an important subject. Therefore, form "New Governance" concept, this study will concern the Government's multiple roles in rural areas in the practical application and interpretation, and officials raised complex role-playing points. On this basis, the basis of the aforementioned three types of basic public services, will participate in underdeveloped rural areas of public services produced or provided by these forces carried out the "role" arrangement.

On the mechanism innovation in the discussions, the first properly handle the relationship between reform and the mechanism, the linkage between this innovation, reform and innovation in mechanism between the theoretical expositions became necessary. In the less developed rural areas of basic public services provided by the mechanism innovation strategy, we can try the following strategy: First, including the government of the seven elements involved in the diversification of the coordination

mechanism; Second, reconstruction responsibility mechanism, that is, public services production and supply system the responsibility of distinction, production systems including access conditions, equipment, production standards and organizing production several parts supply system, quality inspection and acceptance of such consumer complaints; the third is the government's public service process reengineering, which is the intergovernmental coordination mechanisms and information transparent mechanism created; the fourth is set up to benefit groups or representatives of disadvantaged groups to participate in the evaluation system of public services, that is, establishing an effective rural public services provided by the performance evaluation mechanism. Of course, any policy proposals do not exclude some kind of utopia color. Therefore, the government develops better adapted to local conditions or the public can better embody the interests of the overwhelming majority of farmers public policy, officials recognized that their own values and responsibilities, with the model of government restructuring, do a good job in its role conversion and integration of multirole. With other social forces to work together to reach a tacit understanding, the less developed rural areas of basic public services provide a mechanism for multiple innovations.

**Key words:** Public Services; Mechanism (Innovation); Means; Underdeveloped Rural Areas.

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