

Original Paper

Research on the Dilemmas and Solutions of Public Policy Implementation Supervision Models

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Abstract

Since the 18th National Congress of the Communist Party of China, China has entered a critical phase in modernizing its national governance system. One of the key elements of this reform is the establishment of an effective public policy implementation and supervision system, which is essential for ensuring the successful execution of national strategies and policies. This paper explores the importance of policy supervision, particularly in the context of achieving efficient and transparent governance. It identifies several key issues, including weak awareness of supervision among policy entities, lack of consensus between supervising and executing bodies, insufficient transparency in policy implementation, gaps in relevant legal frameworks, and the need for differentiated supervision approaches.

Through a review of existing literature, the paper examines both the value and challenges of policy information disclosure, as well as the issue of information asymmetry in public policy decision-making. The research highlights flaws in current supervisory systems and proposes a set of recommendations to address these issues. Key proposals include strengthening the supervisory awareness of policy entities, improving legal frameworks for supervision, enhancing the transparency of policy implementation, and developing a differentiated supervision model based on the importance and complexity of policies.

The paper concludes that a more structured and transparent supervision system is essential for improving the effectiveness of public policy execution and ensuring that the government can meet the expectations of the public. Establishing a dynamic feedback mechanism and defining clear levels of supervision are crucial steps towards building a more efficient and responsive governance system.

Keywords

Public Policy Supervision, Supervisory Entities, Policy Information Disclosure

1. Research Background and Problem Statement

After the 18th National Congress of the Communist Party of China (CPC), China entered a crucial phase in the modernization of its national governance system and capacity. The establishment of an effective public policy implementation system, aimed at ensuring the enforcement of national strategies

and policies, became an integral part of the government's broader governance reform efforts. This system is not only essential for the successful execution of policies but also serves as a fundamental guarantee for the sustainable development of China's governance framework. The 19th CPC Central Committee's Fourth Plenary Session made it clear that there is an urgent need to "improve an authoritative and efficient institutional execution mechanism, strengthen supervision of institutional execution, and resolutely eliminate selective enforcement, circumvention, and compromises" (CPC, 2019). This emphasis underscores the importance of policy supervision as a critical tool in promoting accountability, transparency, and effectiveness in public administration.

In this context, the role of supervision has gained increasing prominence in both theoretical and practical terms. Supervision is no longer viewed merely as a regulatory process but as a vital component of good governance that ensures the proper implementation of policies, minimizes administrative inefficiencies, and fosters public trust. The need for more refined and specific requirements for supervision and inspection across government departments has been highlighted, especially in terms of fostering "innovative approaches to supervision and inspection." These innovations are not limited to traditional methods of oversight but also include new strategies that incorporate technological advancements, participatory governance, and enhanced communication between the government and the public.

The central research question addressed in this paper revolves around how public policies can be more effectively verified and supervised across various policy entities. Traditional supervision models often struggle with inefficiencies due to their one-size-fits-all approach, which fails to account for the diverse nature of policy objectives and the specific needs of different sectors. The paper argues that a more effective supervision system should move beyond generic regulatory frameworks and instead develop a model that is both hierarchical and performance-driven. This approach aims to not only ensure compliance but also to incentivize improvement and accountability through clear, achievable goals.

To address the challenges faced by current supervision systems, this paper proposes the introduction of a new information supervision model based on trust and performance goals. This model emphasizes collaboration and transparency among all stakeholders, particularly between policy executors and supervisors. It seeks to build a robust, multi-layered supervision mechanism that can adapt to the complexities of modern governance. By incorporating both qualitative and quantitative performance indicators, the model aims to promote more precise and effective supervision, fostering an environment where public policies can be implemented with greater efficiency and responsiveness to changing needs.

Ultimately, the goal of this paper is to provide actionable insights that can contribute to the development of a more dynamic, nuanced, and results-oriented policy supervision system. This system will not only enhance the implementation of public policies but also reinforce the integrity and accountability of government actions, thus aligning with the broader objectives of China's governance modernization.

2. Literature Review

In recent years, academic research on public policy information has primarily concentrated on two major areas: the value and methods of policy information disclosure, and the problem of information asymmetry in policy formulation. Both of these topics play a crucial role in modern governance, particularly in enhancing transparency, accountability, and the overall effectiveness of public policies.

2.1 *The Value and Methods of Policy Information Disclosure*

The value of policy information disclosure has been a central topic in public administration studies. The research on this subject has underscored its role in strengthening democratic governance, enhancing transparency, and preventing corruption. Tu Si-yi (2010) argues that the core value of government information disclosure is its potential to reinforce democratic politics. Specifically, it ensures that citizens have access to government information, thus fostering greater public participation in governance and preventing administrative corruption. Tu also highlights the practical value of information—the daily utility that citizens derive from transparency—as a secondary but significant benefit of government openness.

In a similar vein, Sun Yu (2009) contends that government information disclosure must be based on public policy agendas. According to Sun, government websites have become essential platforms for converting public agendas into formal policy agendas. These websites not only disseminate information but also guide public opinion, thus playing a critical role in shaping public policy. Sun's work highlights how these platforms facilitate participatory governance by enabling citizens to access information and engage with policy debates, thereby influencing policy development. As a result, the importance of these digital tools in the policy process has gained increasing recognition in the academic community.

While the core benefits of information disclosure are well-established, scholars have also examined the methods through which information can be effectively disclosed. One such method is the creation of comprehensive regulatory frameworks, which ensure that information is made available in a manner that is both timely and accessible to the public. The establishment of standardized procedures for disclosing information can help mitigate challenges such as selective information release and misinformation, thereby improving the integrity of governance processes.

2.2 *The Problem of Information Asymmetry in Policy*

Another critical area of academic inquiry pertains to information asymmetry in public policy. This issue arises when certain stakeholders (such as government agencies or policymakers) possess information that is not accessible to the public or other relevant actors in the policy process. Information asymmetry creates an imbalance in decision-making power, leading to inefficiencies and potential policy distortions. The principal-agent theory provides a useful framework for understanding this phenomenon, where policymakers (the principals) delegate information-gathering tasks to specialized agencies (the agents), which often collect incomplete or biased data that serves their own interests.

The persistence of information asymmetry in public policy is influenced by several factors. One major

factor is the high cost of acquiring comprehensive, accurate information, which can deter policymakers from seeking out necessary data. Additionally, hierarchical barriers within government organizations often prevent the free flow of information, as information is often compartmentalized within different levels of administration. The personal interests of individuals involved in the policymaking process can also play a role in shaping the information they disclose, further exacerbating the asymmetry. Furthermore, individual capacity to process and analyze information varies, which can result in suboptimal decision-making.

Several scholars have suggested strategies for mitigating information asymmetry. For instance, organizational innovation in policy-making can promote greater information sharing and collaboration across agencies. Improving institutional frameworks for managing information, as well as enhancing the quality of personnel involved in the information collection process, can also help reduce asymmetries. Finally, information technology offers potential solutions by facilitating more efficient data collection and dissemination, thus enabling policymakers to make more informed decisions.

2.3 Supervision Governance

In recent years, a significant amount of scholarly attention has been devoted to understanding the role of supervision governance in public administration. Research in this area typically focuses on two key aspects: (1) the role of government functions as the basis for supervision, and (2) the challenges and paradoxes associated with supervision systems.

2.3.1 Government Functions as the Basis for Supervision

Supervision is increasingly seen as an essential governance mechanism that bridges the gap between policy goals and their implementation. Scholars have examined how supervisory mechanisms within hierarchical government structures function to ensure effective policy execution. One view is that supervision acts as a corrective mechanism during policy implementation, addressing issues such as information asymmetry, limited incentives, fragmented responsibilities, and policy vagueness. Tools such as accountability pressure, rule clarification, and organizational integration are often used to manage these challenges. By clarifying the roles and responsibilities of different stakeholders and ensuring compliance with established rules, supervision helps to improve the effectiveness of policy implementation.

Moreover, supervision is regarded as a transformative management approach that not only ensures vertical compliance with higher-level decisions but also facilitates horizontal coordination across different government departments. This form of supervision ensures that various stakeholders collaborate effectively, thus promoting task delegation, problem-solving, and organizational efficiency. By aligning efforts across different levels of government, supervision helps to coordinate action, reduce inefficiencies, and promote the overall movement and function of hierarchical organizations.

2.3.2 The "Supervision Paradox"

Another important dimension of supervision governance involves the "supervision paradox"—a phenomenon in which the intensification of supervisory activities leads to unintended negative

consequences. While supervision is intended to enhance accountability and ensure effective policy execution, excessive focus on supervision can create bureaucratic inefficiencies, encourage formalism, and exacerbate conflicts between government officials and the public. Scholars have noted that these outcomes often result in a counterproductive cycle, where the increased frequency of supervision leads to a superficial compliance with rules, rather than meaningful improvements in governance.

This paradox highlights a critical issue: the overgeneralization of accountability and the formalization of supervision can detract from the substantive objectives of governance. The result is a system in which supervisory efforts appear successful on the surface but fail to address the underlying challenges of policy implementation.

2.4 Flaws in the Supervision System

Several scholars have identified key flaws in the supervision system, which hinder its effectiveness in ensuring good governance. These flaws include the misalignment of supervision methods with specific policy domains, bureaucratic inertia, and information system blockages.

1. **Misalignment of Supervision Methods with Specific Policy Domains:** One major flaw is the over-centralization of supervision methods, which fails to account for the specific needs and characteristics of different policy areas. A one-size-fits-all approach to supervision leads to inefficiencies, as it does not prioritize the most critical issues or tailor oversight mechanisms to the particular challenges of each domain.

2. **Bureaucratic Inertia:** Another key flaw in the supervision system is bureaucratic inertia, which can lead to the generalization and intensification of supervisory actions. This often results in superficial oversight that does not address the root causes of policy problems. Bureaucratic inertia can create a rigid supervisory framework that fails to adapt to changing circumstances or new information, reducing its overall effectiveness.

3. **Information System Blockages and Excessive Top-Down Control:** Finally, blockages in information systems and excessive top-down control limit the effectiveness of supervision efforts. When information is not freely shared across different levels of government, supervisors may lack the data they need to make informed decisions. Moreover, excessive centralization of control can stifle innovation and reduce the responsiveness of the supervisory system.

3. Conclusion

This literature review has highlighted several key challenges facing the field of public policy information and supervision governance. These challenges—ranging from information asymmetry and inadequate supervision mechanisms to bureaucratic inertia—must be addressed to improve policy implementation and enhance the effectiveness of governance. In particular, scholars emphasize the need for more targeted, flexible, and performance-driven supervision mechanisms that are better aligned with the specific goals of each policy domain. Additionally, leveraging information technology and enhancing institutional frameworks can help reduce information asymmetry and improve the

quality of governance. Moving forward, these insights can inform the development of more efficient, accountable, and responsive public administration systems.

4. Current State of Policy Implementation Supervision

4.1 Weak Awareness of Supervisory Bodies in the Policy System

Policy information supervision refers to the monitoring and review of the authenticity and effectiveness of the information resources generated within the policy system by various policy entities, with the aim of achieving public welfare objectives.

Supervisory bodies are primarily divided into two categories: one is the authoritative supervisory bodies, also known as official entities, including ruling parties, legislative bodies, higher administrative authorities, and judicial agencies. These entities are theoretically supposed to uphold the public interest. However, during policy implementation, conflicts often arise between their own interests and the public interest, resulting in the failure to achieve policy objectives. Moreover, due to the influence of "officialdom" and a mentality of "doing less is better," some personnel in administrative agencies exhibit a weak awareness of supervision, which undermines their ability to carry out reasonable, effective, and correct supervisory actions.

The second category is the non-authoritative supervisory bodies, which generally include semi-official entities and civil society actors such as mass organizations, people's groups, civil research institutions, interest groups, media, and citizens. These bodies primarily supervise for the benefit of their own organizations or individual interests. Unlike authoritative bodies, these entities lack clear supervisory norms and systems, making it difficult to form a complete supervision channel. Furthermore, due to the lack of relevant legal provisions, these bodies often have insufficient awareness of their supervisory roles, leading many citizens to neglect their rights and duties as supervisors, assuming they have no qualification or obligation to engage in supervision.

4.2 Lack of Consensus between Policy Supervisory Bodies and Implementing Bodies

To reach a consensus on policy awareness, the supervising body must be able to listen openly and, to some extent, accept the targeted suggestions from the supervising entities. In actual practice, it is essential for leaders and officials to actively engage in effective interactions with supervising bodies, to consult with the public, the People's Congress, and the government, listen to suggestions, and provide timely feedback. Through this interaction, an atmosphere of respect, understanding, and inclusiveness should be cultivated, ultimately leading to an agreement between the supervisory and implementing bodies.

4.3 Lack of Transparency between Policy Supervisory Bodies and Implementing Bodies

During the supervision process, the supervising body must have a comprehensive understanding of the implementing activities in advance. This process is, to some extent, dependent on the implementing body, which must disclose necessary information to the supervising body to facilitate effective oversight. However, due to a lack of awareness and potential conflicts of interest, the implementing

body may conceal or obscure certain information during the governing process, failing to provide adequate information to the supervisory body. This results in the inability of the supervising body to conduct effective oversight within the limited information available. Despite the implementation of the "Government Information Disclosure Regulations," there remains considerable arbitrariness in the practice, and some government departments still only disclose routine, non-substantive information, rather than fully disclosing critical content.

4.4 Absence of Relevant Laws and Regulations

A sound and comprehensive legal framework is the prerequisite and foundation for ensuring the effectiveness of public policy implementation supervision. Currently, many laws and regulations have been enacted in China to guarantee the supervision of public policy implementation, such as the "Administrative Supervision Law" and the "Administrative Litigation Law." These laws provide a foundational basis for the supervision of public policy implementation, ensuring that such supervision is grounded in law. However, these laws only outline the fundamental principles of policy supervision, lacking specific implementation details. They do not clearly define the scope of authority, supervision procedures, methods, and approaches for supervisory bodies, leading to the lack of clear guidelines and operability for concrete policy implementation supervision activities.

4.5 Need for Distinction in Supervision Based on Variance

Supervisory resources are ultimately limited. In balancing supervisory input with outcomes, it is necessary to allocate and use the limited resources efficiently, avoiding a one-size-fits-all approach, in order to achieve better supervisory effects. Additionally, different policies and the various tasks they involve should be treated as distinct supervisory objects, with resources allocated on a differentiated basis. By matching limited resources more scientifically and rationally to supervisory tasks, oversight can be performed more precisely and effectively. Different groups should be supervised in different ways, with supervisory bodies performing their roles in appropriate contexts.

5. Recommendations and Countermeasures

5.1 Strengthening the Supervisory Awareness of Policy Supervisory Entities

First, it is essential to enhance the ideological awareness of the procuratorial authorities. As supervisory entities, national administrative agencies must consciously strengthen their political quality and integrity awareness, always remembering the principle of "serving the people wholeheartedly." In policy implementation, they should maintain integrity, avoid corruption, and gain the trust of the public by establishing a sound system of integrity, thereby creating a positive environment for supervision. External third-party entities should be encouraged to play an active role in supervision, maximizing their effectiveness in the process. Public awareness of their rights should be raised, emphasizing that the people are the masters of the state, and encouraging the public to actively participate in government decision-making and oversight.

Second, it is necessary to strengthen the legal awareness of the supervisory targets. We are a country

governed by the rule of law, and administrative agencies should be regulated by law. We reward lawful administrative behavior and impose severe penalties on officials who break the law. Strengthening the legal consciousness of administrative law enforcement entities helps ensure they exercise their powers and duties in accordance with the law, avoiding illegal actions.

Third, new media should be fully utilized. Citizen journalism in China is developing rapidly, and its influence is expanding. The communication channels are becoming increasingly broader. New media plays a crucial role in supporting government decision-making, monitoring the implementation process, improving the quality of implementation, and helping achieve policy objectives.

5.2 Building a Rigorous and Effective Network for Supervision

The diversification of supervisory entities necessitates the establishment of an independent, permanent institution responsible for supervision and coordination. During the supervision process, since supervisory entities often fail to cooperate, issues such as lack of oversight and shirking of responsibility arise. Therefore, there is a need to incorporate a dedicated working institution that is familiar with supervision procedures and understands administrative processes. Through effective guidance and coordination among supervisory entities, information sharing can be achieved, forming a strong collaborative force to promote lawful administration, ensure orderly supervision, and improve the accuracy of oversight. This can prevent waste of human, material, and financial resources during supervision and create a system of coordinated, cooperative supervision. However, to ensure the effectiveness of the supervisory coordination mechanism, it is critical to establish relevant laws and regulations to guarantee its independence, authority, and legality.

5.3 Improving the Formulation of Laws and Regulations

Laws and regulations for supervising public policy implementation should be established, defining the roles, responsibilities, scope, procedures, and methods of supervisory entities, as well as the rights and obligations between supervisory entities and the objects of policy implementation. This will create a comprehensive and multi-level public policy execution supervision network. Furthermore, a legal framework should be constructed and improved based on legislation, law-abiding behavior, and law enforcement. In the legislative process, clear legal norms should be established for the policy implementers, defining their functions and powers to facilitate lawful administration. In the process of law enforcement, efforts should be made to strengthen the legal awareness of the public policy implementers, ensuring they act in accordance with the law. Strict adherence to legal boundaries must be observed, and individuals who knowingly violate the law should be punished accordingly.

5.4 Enhancing the Transparency of Execution and Supervision Activities

First, the disclosure of information by administrative agencies must be reinforced. During policy implementation, there are often issues such as abuse of power for personal gain and illegal governance by the implementing entities. To effectively supervise policy execution, it is necessary to understand the basic situation of the implementing entities and monitor and regulate them at various levels to prevent such incidents from happening again.

Second, the transparency of policy implementation must be strengthened. Implementing entities often refuse to disclose materials that should be made public, citing state secrets as justification. The government has established the Regulations on Government Information Disclosure, which stipulates the information that must be made available to the public during policy implementation. These regulations also define the scope and process of disclosure and require timely publication of supervision and evaluation materials. During implementation, supervisory entities should assess both the implementing entities and the public, allowing law enforcement agencies to promptly correct flaws in their execution and better understand governance outcomes, thus ensuring the public's right to know. Finally, there should be innovation in the areas of news release, press conferences, and public information dissemination. Full use should be made of news media to distribute relevant information about policy implementation through official platforms such as government websites, Weibo, and other online channels.

5.5 Expanding Channels and Establishing a Positive Supervision Environment

First, it is necessary to improve relevant laws and regulations to guide public opinion supervision channels. Strengthening the development of public opinion channels and ensuring the confidentiality of whistleblowers' personal information are crucial to protecting their legal rights. This helps encourage various supervisory entities to actively participate in the process.

Second, the regulatory channels must be comprehensively implemented to ensure their effectiveness. Supervision methods include surveys, hearings, and public consultations. Government staff must deeply understand the meaning of supervision and strictly adhere to established procedures rather than merely paying lip service. It is essential to engage with the public directly, accept accountability, and listen to their opinions, thus creating a positive environment for public participation.

5.6 Defining the Intensity Levels of Supervision Methods

Supervision levels can be designed and categorized, emphasizing key areas, improving the focus of supervision, and creating the most appropriate supervision models. This will maximize the effectiveness of existing supervisory resources and improve the efficiency of supervision.

Graded supervision is a common method in management theory, based on categorizing and focusing on key areas. This management model reflects a scientific, efficient, and intensive approach to modern management. It involves a complete and unique management philosophy, including goals, principles, and methods. Adopting a graded supervision model for scientific and technological projects is more beneficial for focusing on key supervisory targets, rationally allocating supervision resources, and reducing supervision costs.

Table 1. Classification Supervision

Level of Supervision	Supervision Pattern	Frequency of Supervision (f, times/year)	Regulatory Coverage (g, %)
Grade 1	lax supervision	f_1	g_1
Grade 2	general supervision	f_2	g_2
Grade 3	strict supervision	f_3	g_3
Grade 4	key supervision	f_4	g_4

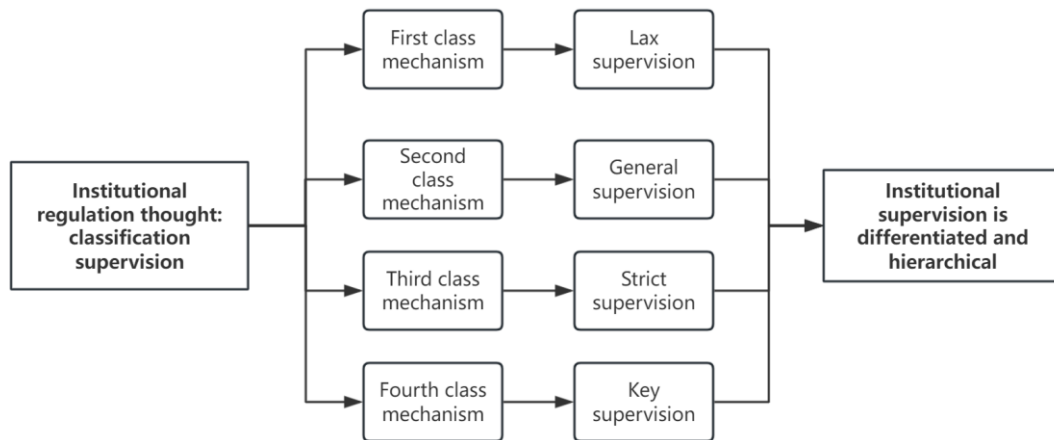


Figure 1. Basic Concept of Hierarchical Supervision

$$\begin{cases} f_1 = 1 & f_2 = 1 & f_3 = 2 & f_4 = 3 \\ g_1 = 5\% & g_2 = 30\% & g_3 = 70\% & g_4 = 100\% \end{cases}$$

From the reference values provided in Formula 1, it can be seen that the intensity of supervision increases significantly from Level 1 to Level 4. Level 4 supervision achieves 100% full coverage, with the highest frequency of supervision; Level 3 supervision achieves a 70% coverage rate; and Level 1 supervision has the lowest intensity, primarily based on random spot checks, with a small proportion (e.g., 5%) of processes selected for supervision annually.

The concept of coverage rate can be interpreted in two ways: one is based on existing supervisory measures, and the other is based on all policy execution processes. If we assume that supervision measures are necessary for each process, then both interpretations align. If there is a discrepancy, the interpretation should be inclined towards covering all policy execution processes. Moreover, the targets of supervision at different levels may exhibit different performances in various research stages, and the supervision of policy tasks with different levels of importance should be tailored accordingly at different stages.

5.7 Establishing a Dynamic Feedback Mechanism for Supervision Results

To assess and continuously improve the effectiveness of the supervision model, it is necessary to establish a feedback mechanism before implementing supervision. This mechanism primarily involves adjusting the feedback process during supervision based on the specific conditions of the supervisory unit and the needs of the supervising agencies.

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