

Policy-Making Report: New Policies on Releasing the “Double Reduction” Impact from the Perspective of Stakeholder Theory and Policy Network

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Abstract: The CPC Central Committee General Office and the State Council General Office jointly promulgated the Opinions on Further Reducing the Homework and Off-campus Training Burden of Compulsory Education Students in July 2021. The opinions makes it clear the hours of after-school service, and allow schools to coordinate teachers in the implementation of “working hours” in a flexible manner. Schools are thus required to make improvement in the after-class service quality, organize interest-cultivation groups and various club activities. However, this regulation change seem to create burden for several different interest groups in China. This study will concentrate on analyzing the underlying causes and contradictions in the process of policy implementation by combining the policy network theory and the relevant stakeholder analysis tools, and look for the optimization strategies meeting the interests and needs parties. Hence, it will certainly facilitate the implementation of after-school services in an all-around manner under the background of “double reduction” policy.

Keywords: Double Reduction; Educational Policy; Policy Network; Case Study

1. Introduction

Education is the development foundation of a nation. After-school services constitute an essential part of the school education. Mr. XI Jinping, the president of the ‘People’s public China, has emphasized repeatedly is the important role of after-school service in the national education development. In foreign countries, there is a wide application of after-school service. For instance, in developed countries like the United States, Britain and Japan, the custody service is deemed as a kind of public welfare and inclusive mode of education, and corresponding laws have been issued to ensure the implementation in the form of legislation (Zhang, 2022). Likewise, paying attention to heavy academic burden of students in elementary and secondary schools, the Chinese government has promulgated a series of policies on “burden reduction”. In the meantime, along with the community economy development, the quantity of dual-income families continue to increase, and the after-school services have thus turn into a demand ‘of the mass. In the year 2017, the Chinese Ministry of Education promulgated the Guiding Opinions on Doing a Good Job in After-school Services for Elementary and Secondary School Students. The file has given full swing to the role played by the after-school services. At the same time, it adheres to the principle of student-parents resources, fully utilizes school resources, strengthens school management, and prevents the after-school services from being presented in the form like “supplementary lessons” or collective teaching. The CPC Central Committee General Office and the State Council General Office jointly promulgated the Opinions on Further Reducing the Homework and Off-campus Training Burden of Compulsory Education Students in July 2021. The opinions makes it clear the hours of after-school service, and allow schools to coordinate teachers in the implementation of “working hours” in a flexible manner. Schools are thus required to make improvement in the after-class service quality, organize interest-cultivation groups and various club activities. On the whole, school teachers are after the main force to undertake after-school service. In addition, the opinions indicate that volunteers, qualified social professionals and retired teachers, can also be the subjects in offering after-school services. Furthermore, it is also necessary to protect teachers’ interests in the form like financial subsidies, service fees, etc.

However, with the promulgation of the “double reduction” policy, there is a negative impact on the personnel of after-school services. Particularly the teachers, their teaching initiative and enthusiasm are frustrated. This also affects the “double reduction” policy and questions whether it violates the original intention of education. In accordance with the research results of the Teacher Research Center of the Beijing Academy of Education Science, in Beijing compulsory education teachers work 56.8 hours per week on average. Since implementing the policy of “double reduction”, a lot of teachers even reflected that their working hours are longer (2022). Because of the insufficient school

faculty and educational administrative personnel, teachers have heavy workload. Hence, many schools are unable to implement the so-called “flexible working hours”. As a result, the long working hours have caused teachers to be mentally and physically exhausted, and they feel difficult to strike a balance between family and work. Moreover, after finishing the after-school services, a lot of teachers need to take care of their own children, which further aggravate their burden in both life and work. Secondly, pay is not proportional to gain. For instance, the unfavorable financial status of some local governments as well as the subsidy policies not yet implemented have all together led to inadequate incentives for teachers undertaking after-school services. All these have made teachers feel difficult to get legal labor remuneration in addition to salary (Ma & Zou, 2019). As for another group of after-school service practitioners, training institutions and off-campus education, also suffered far-reaching impact. At present, the institutions of after-school services has reduced from 124,000 to 9728, 92% less. Likewise, the number of online training platforms has also reduced from 263 to 34, dropping 87% (CCTV News, 2022). These figures reflect another phenomenon: since the implementation of the policy of “double reduction”, it has already brought great difficulties to those training institutions. Take the New Oriental Education & Technology Group as an example, it has dismissed 60000 employees and Gaotu Techedu Inc. plans to lay off one third of its employees(Huaon. News, 2022).

The after-school services implemented in an all-around way plays an essential role in implementing “double reduction” policy. This study will concentrate on analyzing the underlying causes and contradictions in the process of policy implementation by combining the policy network theory and the relevant stakeholder analysis tools, and look for the optimization strategies meeting the interests and needs parties. Hence, it will certainly facilitate the implementation of after-school services in an all-around manner under the background of “double reduction” policy.

2. The theory of policy network

Since 1970s, the application of policy network theory has started in the field of public policy. The theory advocates that in policy development and implementation process, apart from government involvement and leadership, the participation of other subjects of interest as well as the relationships among them also exist. Rhodes (1986) holds that the policy field has a great variety of interrelated networks consisting of different organizations. According to him, “policy networks” is defined as a cluster or a gathering inter-connecting organizations via resource sharing in the interactions between their social roles and policy implementation status.

Rhodes R. A. (2006) believes that the policy networks, in essence, are connections between the government and formal institutions. They are built and shared by other inter actors with beliefs and negotiation interests in the formulation of public policies. The inter actors are interdependent and policies come into being in the process of interactions.” According to their membership composition, the degree of interdependence degree and the resource distribution among them, , Rhodes further specified such networks into five categories, namely, professional network, policy community, issue network and producer and intergovernmental network.

In contrast, due to the strict top-down governance model and single-party system, it is difficult to perform the argument of policy networks in China. Networks such as issue network, professional network, and producer network within the conceptual framework may have more constrained action space than that in democracies. Although the government takes the lead in policy making (Teets, 2018), they also pay attention to concerns and opinions of networks including producer network, professional network, and issue network in the process of policy-making. Policy formulation aims to attempt to address the outstanding problems among various networks(GE, 2017.).

Since we cannot get the answer of which group is the most serious and what we need to pay attention to in the educational double reduction from the policy network to the author of this paper attempts to scan and target the groups using the stakeholder theory.

3. Methodology: Specify the main contradictions with theoretical framework

Based on the previous analysis made by scholars, the formulation of a new policy depends on on the degree of public interest loss during the old policy implementation. The new policy is designed to make new profits for the targeted groups whilst minimize the interest loss in implementing old policies (R M Mthethwa,2012). The benefit distribution scopes of various education policies vary, and the involved stakeholders are also different (Zhang Guoqiang, 2014). Mitchell, a US scholar, recommended to distinguish stakeholders using a new method, which is primarily from three dimensions, including influence, legitimacy, and urgency. Among them, influence means the a ability,

status, and approaches that affects the organization. Legitimacy refers to whether stakeholders have legal power; and urgency stands for that the stakeholders' appeal can receive quick attention and be satisfied by decision-makers of the organizations. According to Mitchell, it is necessary for a cluster of stakeholders to meet one of the attributes mentioned above at least, otherwise they shall not be put into the category of organizational stakeholders (Zhang Wenjuan et al., 2018) (Zhang Guoqiang, 2014) (Chen Miao, 2021). On the basis of the three aforementioned attributes, stakeholders mainly fall into three categories, namely, the authoritative stakeholders (in possession of all three attributes), the prospective stakeholders (in possession of two attributes), and the potential stakeholders (in possession of one attribute). (Zhang Wenjuan et al., 2018). Among those stakeholders, authoritative stakeholders, dangerous stakeholders (urgency + influence), key stakeholders (legitimacy + influence), subordinate stakeholders (urgency + legitimacy) are usually the key point in educational policy. The rest three stakeholders types are often deemed as potential benefits. As for Zhang Guoqiang, key stakeholders authoritative stakeholders, and subordinate stakeholders constitute the three major stakeholder groups that need to be taken into account in making educational policies.(Zhang Guoqiang,2014)

In comparison with the previous studies on policy making of local governments in China (Zhang Guoqiang, 2014), (Zhang Wenjuan et al),it can be found that the majority of the interest groups needing attention are the three major types pf stakeholders mentioned above. Bur when it comes to the policy of education, the central government is considered to be in the category of authoritative stakeholders, while school teachers and local governments are in the category ofkey stakeholders

Therefore, I wonder that whether we need to consider the same characters in the context of double reduction policy. That is, the central government is in the category of authoritative stakeholders, the school teachers and local governments are in the category of key stakeholders, whereas training institutions and students fall into the category of subordinate stakeholders. In terms of policy experts holding legitimacy only, we will not discuss their argue. In the context of stakeholder analysis, the post relationship dividing argue resembles the theory of policy network, and the discussion on the subsequent argument in the context of policy network theory will made according to the classification.

4. Viewpoint related to policy-making in China under four bargains

The six types of gambling include policy community gambling, intergovernmental network gambling, intergovernmental network and issue network gambling, intergovernmental network and producer network gambling, issue network and producer network gambling. This paper makes research on the policy community location and intergovernmental network, and also considers the contradictions among people.

4.1 Policy Community VS Intergovernmental Network (characteristics of Chinese governance)

4.1.1 The viewpoint of the policy community: the "top-down" and "decentralized" governance mode has been a prevailing mode in China.

The government responsibility division in China does not strictly follow the centralization principle. Actually, most of the public services in China, including the sectors with obvious spillover effects, such as education, medical and social insurance, environmental governance, have been subcontracted to the local governments. The central government is mainly responsible for formulating the strategic orientations (Cao Zhenghan ,2011). In this process, local governments take charge of implementing these strategic policies. In this way, the policy-makers just concentrate on deciding the strategic direction, the guidance of education policy, but they pay little attention to interfere with the details of implementation. The majority Chinese public services such as education are contracted to the network of governments at all levels.(Zhou Li'an, 2008). For instance, the State Council Central Committee & General Office promulgated the double reduction policy without making any provisions in detail(Chen Qingli, 2021). The local governments take charge of the policy improvement, implementation, and corresponding results. The file also makes clear 15 commissions and ministries as the policy participants such as the Ministry of Education but no provisions have ever been issued. (Chen, 2021). The network of policy makes a directive order to the relationship pf local government network. The local government will arrange the process when the desired results are obtained.

4.1.2 The intergovernmental Network's perspective: the intergovernmental network with limited vertical dependence

According to Zhou Li'an's analysis, in China, governance style of local government have the following three main characteristics:

1. The governance orientation is in strict compliance with the social development objectives and strategies developed by the upper level of government.

2. Based on the actual status, governments are granted the right in refining and conveying the strategic objectives to those at the following level.

3. With strong autonomy, local governments are capable of performing the works that are distributed by their superior level (Zhou Li'an, 2014).

4.1.3 The intergovernmental network's perspective: extensive opinions in the governmental networks

The intergovernmental connections are reflected in different functional departments. The practice of inter-sectoral coordination mechanism is subject to structural mechanisms. It horizontally completed collaborative governance by consensus decision-making, equal consultation, and joint regulation issuance among public departments with different functions. The business coordination of governmental connections between different functional departments truly exists in public sectors. This is also a primary characteristic of the autonomous implementation of tasks assigned by superiors (Li,2014). The joint actions the sharing of public sector resources and structures have made up for the inadequacies of the one-subject governance mode of the community, market and government. Hence, the barriers and conflicts can thus be eliminated, and the long-term interests of social stakeholders can thereby be achieved at the lowest cost. (Communist Party News, 2016)

4.2 The Intergovernmental Network VS Producer Network

4.2.1 Intergovernmental perspective

In accordance with “double reduction” policy, both the schools and teachers in China should address the problem of heavy academic burden of students in compulsory education of China. In addition, concerns should be given to the promotion of students' development in mental and physical aspect. (Wang Wenfang, Wang Tingting, 2022). During the practice “double reduction” policy, the influences on the producers can be into the points as follows:

1. School teachers are required to realize the desired results through the implementation of “double reduction” policy. (Wang Jun, 2022)

2. As required, schools need to pay attention to the teaching quality of the subjects that are considered “weak” before, thereby developing the idea of scientific education (Wang Jun, 2022), (Wang Wenfang, Wang Tingting, 2022).

3. In March 2022, the number of offline off-campus training institutions in the compulsory education period decreased from the 124,000 to 9,728, dropping 92.14%. At the same time, the number of the online platforms of off-campus training decreased to 34, decreasing 87.07%. At last, the ratio of “business to non-business” was completed as 100%. The supervision of pre-charge has almost covered all corners, with a total amount of over RMB13 billion. The standard for government guidance has been made by provinces separately. Comparing with the prices before the introduction of the policy , the fees have cut over 40%. Moreover, the rectification and restructuring of the 25 listed companies has already been completed. They will on longer participate in the subject training in the Chinese compulsory education stage(Announcement of the Ministry of Education, 2022).

4.2.2 The Perspective of Producer Network

Firstly, it is by no means easy to protect the ‘interests and rights of teachers by governments. Secondly, it is difficulty to motivate teachers by governmental policies. Thirdly, teachers have great difficulties in striking a balance between their work and family life. Fourthly, there are contradictions between after-school services and voluntary works. However, in some schools, the choice of after-school service made by teachers has been turned into the obligatory work.

4.3 Intergovernmental Network Versus Issue Network

4.3.1 Intergovernmental network' perspective

The “double reduction” policy has already produced an impact on the interest of the issue network, particularly for students and parents in the stage of compulsory education. In fact, the “double reduction” policy is designed to ease the parents' anxiety for the education of their children. However, it seemed that there is still a big gap to realize this goal (Chen,2021). During the implementation, local governments en-

courage both parents and relevant stakeholders to discard their previous view of being centered by academic scores, and pay more attention to the children's mental development(Wang Wenfang, Wang Tingting, 2022).

4.3.2 The perspective of issue network: dual interests targeted by local governments

In terms of implementing the double reduction policy, the local governments are in pursuit of public interests in regions. In the meantime, the governments also focus on the interests of them. The purpose of such interests is to enhance the education quality in as the regions and satisfy the public needs of educational resource. Meanwhile, they are aspire to finish the targets and missions designated by the central government(Shusheng & Dehua, 2022).

4.3.3 Parents' main concern

For the "double reduction", students and parents are the primary social stakeholders directly under the influence. Compulsory education students are the objectives of the double reduction policy. Since students in primary and secondary school are young and have inadequate judgment ability, so the choices made by them are mainly subject to their parents via economic and emotional approaches, and their parents even decide their academic interests in school.

4.3.4 Educational anxieties

From the parental perspective, they are most concerned with their children's academic performance and future enrollment to the higher institution of education. When implementing the "double reduction" policy, students have less course load and exams at schools. In addition, training institutions of after-school services have reduced rapidly. The two factors altogether have aggravated the educational anxieties of parents (Shusheng & Dehua, 2022). Moreover, 'parents felt worried about their children's weakening "examination ability", because the Chinese system of university entrance examination has not been cancelled and college admission still subject to scores. Faced with such an examination system stressing "top university admission" and "high academic scores", as well the talent assessment system based on "academic degree", parents cannot help caring about whether their children could achieve higher to facilitate their access to top universities. At the same time, they also expects their children to make steady progress and achieve their ultimate life objective of rising to upper classes with good academic results.

4.3.5 Pressures suffered by off-campus training institutions in the transformation process: (The cooperation intention is deemed as an external resource)

Fundamental changes have been caused by the double reduction policy to the off-campus training ecology and industry. Because of the banning of capitalized operations in educational and off-campus training industries, strict regulations on enterprise nature, teaching contents, the access thresholds of the educational and off-campus training industry have to make transformation for survival in the context of - the policy of double reduction Since the independence of the educational training industry from the discipline education, it is forced to find out new business arenas within the rules and regulations. The quality education, like adult education, hobby cultivation classes (PE, art, etc.), studying abroad education, and vocational education may be the new directions of most training companies. (The change of role: from the producer network to the issue network)

Even in this background, the educational and training industry is still faced with a transformational dilemma. First of all, the scale of other parts. Compared with the subject education such as the proportion of quality education is much smaller. In general, the K-12 (Kindergarten to 12th Grade) education has three segments, including English training, after-school training (subject education), and quality education.

In 2020, because of the outbreak of COVID-19, K-12 educational training suffered huge loss. From the data of 2017-2019 , we can see that the Chinese K-12 education (2019) has a potential market of RMB 800 billion, it is anticipated be up to RMB1.4 trillion in 2025. The proportion of the after-school service market division is as high as 60% (Oliver Wyman, 2020). Next, the market share of quality education and English training is expected to be RMB 80 billion and RMB250 billion respectively, accounting for the 40 % (Oliver Wyman, 2020). In the meantime, different types of subject education, training contents, such as the quality education, are actually non-rigid demands, and t a mature industrial layout has already existed. Consequently, new entrants is faced with high marketing costs and fierce competition.

4.3.6 Unemployment Tide (adequate specialized external resources)

The top educational training institutions have already shut down their business in bottom-tier cities because of the shrinking institu-

tional and business scale. In addition, the relatively smaller scale of the educational training industry in these cities is unable to withstand the policy pressures. As a result, the sudden drop of off-campus educational training companies has given rise to a “tide of unemployment”. The laid off employees from the educational training industry are faced with the situation of re-employment. As indicated by the report of “Chinese Entrepreneur”, over 10 million employees were laid off in Chinese off-campus training company after the issuance of the double reduction. In the first-tier cities, the resignation rate of the educational training industry is up to 46.3%, while the number is as high as 57% in the fourth-tier cities, and the rate soared to 58.3% in the fifth-tier cities (Zhaopin, 2021). As for the ratio of employee resignation, the ratio in low-tier cities is significantly higher than that in first-tier cities.

4.4 Product Network Versus Issue Network

4.4.1 After-school services satisfy the needs of parents for childcare

The hosting needs (particularly double-income families) can solve the issue of time between children’s end of school and their parents’ getting off work. Moreover, after-school services play the role of taking care of and ensuring students’ safety.

Basic requirements: with the tutoring of after-school service teachers, students are able to finish their homework with high quality. In this way, schools can also offer tutoring services to improve students’ academic performance. And the tutoring services can also give students more possibilities for their all-around development. In addition, student will get a lot of learning opportunities (including literature art, reading, labor, sports and other interest groups, etc.), which will greatly reduce the cost for customized education.

In the first place, parents feel worried about the homework guidance made by the school, after-school services and other resources available. Higher-level demand: Parents request that schools provide rich and abundant learning opportunities for their children in different areas ranging from reading, sports, literature and art, labor, to various interest groups, so as to expand the children’s learning space, and thus offer greater possibilities to the students’ all-round development. At the same time, such practice can also reduce the family’s investment in the children’s customized education.

Secondly, although the policy of double reduction also aims to replace the off-campus training by on-campus after-school services, it is still difficult to change the deeply-rooted concept of exam-oriented education of parents within a short term, where parents’ educational anxiety still prevail. In response to this, some parents even consider “one-to-one” counseling and “high-end housekeeping”. As a result, the illegal training still has some market. This also enlarges the gap of educational resources between various social groups. For instance, rich families can afford private tutoring services at high costs, whereas poor families are unable to afford. It will also lead to regional gaps, such as the gap of resources between urban and rural areas, and give rise to new gaps in extracurricular tutoring services (Hui, 2021).

4.4.2 The conflicts between the Issue Network and the Producer Network

The first is the conflicts between the autonomy of teachers and their social responsibilities. The second is the conflicts between the responsibilities of teachers and those of parents. The third is the conflicts between the students’ demand for after-school services and the quality of after-school services. The fourth is the issue of insufficient teachers. The fifth is the teachers’ lack of energy and excessive workload.

In general, the gambling is designed to find out the most contradictory parties, the product network and the intergovernmental network (conflict: the teachers are required by the government to be responsible for implementing the policy of double reduction, but teachers encountered great difficulties in the implementation), the issue network and intergovernmental network (the educational training institutions are the original members of producer network. However, after the implementation of double reduction policy, they turned into the issue network. This was not desired by the educational training institutions, because they wish to be a member of the producer network.)

Hence, a policy is issued to solve the contradictions between the producer network and the intergovernmental network as well as between the issue network and the intergovernmental network.

5. Result: Analysis new shape of policy feasibility

In reality, can it be solved? Through information access, in what way should the cooperation between social institutions and the government proceed? According to two scholars, two models can be used to achieved such. In China, the policy formulation should meet the four

conditions as follows.

1. The policy maker offers and orientation and issue a policy to indicate that this can be done (being result-oriented). The details are offered by the system of intergovernmental network.
2. When a policy is formulated by the intergovernmental network, it can be jointly administrated by different governmental departments.
3. In order to make development, private enterprises or individuals are subject to the guidance ideological management and examination of the Party.
4. The Party will be responsible for dealing with the sensitive social issues.

5.1 The mode of cooperation between the private sector and the government

In the Chinese governance system, the development of economy will certainly lead to the emergence of social groups with various interests, all of them have the appealing for the expansion of interest and right. This has given rise to the political reform pressure to the system of governance. Before, political scientists proposed two opinions and recommendations in response to the pressure, which have been adopted by governments:

1. The strategy of providing public goods selectively (advocate public goods that are good for economic development, such as increasing infrastructure, banning of politically coordinated measures, such as investing fewer public services in non-governmental organizations) has been applied in promoting economic development and maintaining social stability(de Mesquita □Downs, 2005).
2. The absorption strategy” implemented by the authoritative government system. This indicates that it is difficult for the middle class to unify their political interests if the government includes some of the private sectors into its governmental and party organizations at different levels (Dickson, 2003, 2007).

That is to say, private sectors can transfer the public goods investment from their political connections. Another approach is to incorporate private sectors into the Party’s organization system before making the investment of public goods. If so they need to receive the party’s administration and restrictions (Cao Zhenghan, 2011).

5.2 The policy-making terms of after-school services with external forces

Because of the dominant position occupied by the policy community and governmental network in China, the terms of external labor forces in Shenzhen that participate in after-school services can be summarized as the following points, which are consistent with the feasibility analysis framework.

1. The policy community implements the macro strategic policy, and the next-level functional governmental institutions conduct creative practices and develop experimental policies based on the regional conditions.
2. The policy community implements macro strategic policy, and the next-level functional governmental institutions coordinate the governance with functional departments like the fiscal bureau.
3. As private companies, the external forces are subject to the management, command, and restriction of the Party when incorporating into the Party organizations.
4. The purpose of formulation of policy is to solve the contradictions among the networks.

5.3 Competition Conditions in the CPC’s 20th National Congress

After the end of the 20th National Congress, the guideline of “Making Education to the ‘People’s Satisfaction” proposed by the CPC Central Committee and a series of education-related policies were issued by the functional departments of the State Council. The one situation and three newly developed policies dealing with the conditions of the external forces in the implementation of after-school services.

Firstly, the educational system of Shenzhen Municipal Education Bureau has well conveyed and implemented the spirit of the 20th CPC National Congress The system stressed that “we should unswervingly strengthen the Party’s guidance on education. It is necessary to

uphold the Party's educational principle, and steadily implement the combination of the education chain with industry chain, talent chain and innovation chain" (Information of Shenzhen Municipal Education Bureau, 2022). At the same time, the external forces like the social education industry and teachers, which is the combination of the industry chain and off-campus training, can be incorporated into the public education sector under the guidance of the Party.

Second, the guiding opinions of the Ministry of Finance on promoting Shenzhen as a central city exploring and innovating the system of management and system of financial policy indicated that "we should speed up the construction of educational investment system that can ensure the financial support for the compulsory education stage, afford the cost of non-compulsory education, standardize the educational investment system to advocate external forces to take part in school running, and thereby setting up and enhancing the security of educational funding system "(Policy issued by the Ministry of Finance, 2022). This reflects that the policy has endorsed the social educational industry's investment in the educational system and the support for the educational development of Shenzhen.

Third, during the service implementation, the CPC is in a restrictive and guiding position. First, it is necessary to avoid other education systems from taking shape through the political supervision. We need to be conscious that the education sovereignty is at the risk of fading, which may pose a threat to the security of the nation.(ifeng news, 2022). Second, the report of the 20th CPC National Congress has made it clear that "we must uphold that education is for the party and the nation, and we need to comprehensively improve the quality of talent training "(The Political Party Report, 2022) . This reflects that the introduction of foreign teachers or the adoption of non-communist educational concepts will subject to the Party's approval and restrictions, which is not allowed to reach the "bottom line".

At last, the "double reduction" policy has produced a huge negative impact on practitioners of the after-school services in both the issue network and producer network. In the first place, under the serious impact of the policy, teachers have undertaken over-burdened workload and also worked under high mental pressure, which is a result of the dual predicaments from the society (Huang, 2022). Secondly, since the issuing of "double reduction" policy, social training institutions have encountered many difficulties. For example, the New Oriental laid off 60,000 employees, and Gaotu planned to lay off about one-third of its employees (Huajing Intelligence Network, 2022). Since the implementation of the double reduction policy, many faculties of the training institutions lost their job, which lead to a higher rate of unemployment (Tencent News, 2021).

6. Conclusion& Shape of New Policy Solutions

Based on the above analyses with four limitations, we have the reason to believe that the new policy on after-school services with external labor forces, which is known as the Bolin Policy will be issued. This policy has the following five parts of detailed requirements:

The first is "the policy form". According to the new policy, schools are allowed to buy the services from off-campus institutions and "teachers as the external services". Schools are the party responsible for the services, and they are obliged to ensure the quality and safety of this new services. School principals and faculty can return home and take rest after working 8 hours. The teaching quality and safety can be ensured by external labor forces by means of online and offline management, online remote supervision through job rotating system in offline schools. In this way, teachers and off campus institutions are allowed to get the corresponding commissions.

The second is the output. Those qualified off-campus institutions complete the teaching and administration in replace of the school teachers work after the 8-hour school service to achieve the labor output. The output consists of study output and administrative output.

The off-campus study output mainly includes lesson make-up, homework correction, academic content consultation, implementation of other academic instructions etc. Meanwhile, the off-campus teaching personnel should also accept the management and supervision from the teachers, schools, and government. Under the supervision of social participants and parents, the time for study output shall not be more than 2 hours.

The administrative outputs mainly include the government document preparation, financial work verification, data statistics normalization of COVID-19 etc. The off-campus institutions use the system of 8-hour work from 6 p.m. to 2 a.m and accept the school and government's online and offline supervision.

The third is the demand for the quality of study output. The purpose of teaching should be for the guidance of party and n loyalty of the

nation.(Political party report, 2022). Another reason is that the output quality should satisfy the needs of “double reduction” (Wang Tingting, Wang Wenfang, 2022). Supplementary training aiming to strike a balance between morality and knowledge learning should be conducted(Official Supplemental report, 2022).

The fourth is the political guidance. Off-campus institutions need to accept the observation, training and ideological guidance the local education bureau, the Communist Party Disciplinary Committee, and the school’s Communist Party Committee. The premise is not to accept foreigners as teachers. In addition, the aforementioned output of teaching and administrative work should be consistent with the guiding lines and policies of the CPC and the government, and also abide by the relevant laws and regulations of the People’s Republic of China. The off-campus institutions are not allowed to touch the political “bottom line” for teaching and administration. Aside from obtaining the corresponding technical abilities, teaching and administrative personnel must subject to “the education and assessment of politics and assessment” and receive the political qualifications.

The final one is the political supervision and review. Beside the quality guarantee of academic and administrative work, teachers and institutions outside the school are also required to have high political ideology. First of all, they need to obey the policy directions under any circumstances. Second, they must always follow changes in political ideology, advocate the leadership of CPC and the government. The the teachers and off-campus institutions must accept the administration and supervision of the authoritative departments and schools. If any off-campus institution violates the rules, it will receive legal punishment. Furthermore, the parents, other relevant individuals and social organizations may also exert the supervision over the off-campus institutions.

Conflict of Interest

No conflict of interest has been declared by the authors.

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