

# Local Shoreline Management Policy Implementation Bias Generation and Mitigation

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**Abstract**—Policy implementation bias is prevalent in policy scenarios such as inter-governmental interaction and grassroots governance. The decision-making autonomy and discretionary space held by the implementation subject are important sources of implementation bias. Coastal zone management, as an important part of China's strategy of ocean power, aims to achieve rational protection and development of marine resources and to promote the symbiotic development of the economy and society. However, there are certain deviations in the implementation of this policy, such as the continuous occurrence of illegal reclamation and the need to strengthen the regulatory link. Based on the practice of local governments in coastal zone management, this study suggests that the implementation bias of this policy is manifested in the weakening of social attributes, over-emphasis on economic attributes, and "fragmentation" of policy information. Cost-based resource provision, benefit-based field interactions, and regulatory power from the centre and the public are the root causes of the implementation bias. In this regard, we should strengthen the effectiveness of the central government's supervision of localities, enhance public participation and control, strengthen the integrated use of land and sea resources, and optimize the performance appraisal mechanism to help eliminate the implementation bias of coastal zone management policies and modernize local governance.

**Keywords**— Coastal zone management; Implementation bias; Policy attributes

## I. INTRODUCTION

The complexity of social governance is embedded in the process of policy implementation. How to understand policy complexity and correctly deal with the contradictions between cooperation and competition, openness and closure, governability and flexibility, and responsibility and efficiency is an important issue for the modernisation of the national governance system and capacity, and is also the key to optimising the path of policy implementation and enhancing the effectiveness of policy implementation. The attributes of policies associated with public affairs often determine the choice of governance structure and implementation methods. Many policies in the marine field contain both economic and social attributes. From the perspective of final policy effectiveness, ecological environmental protection policies that favour social attributes often trigger negative incentive perceptions in the economic and political spheres of local governments due to low timeliness, leading to low willingness to adopt the policies and weakened implementation efforts. Economic development policies that favour economic attributes, as an important part of the local economic development system, often coincide with the "GDP-only" incentive for political promotion, and succeed in attracting the government's attention to the allocation and fast-tracking of the policy agenda and implementation. Among other things, coastal zone management is an important element of China's strategy to implement a strong marine power, aiming to resolve the conflicting demands of many interests, such as ecology, culture, history, aesthetics, as well as economic development, and emphasising the equal importance of regional resource environmental protection and economic and social development. On the one hand, the oceans are an important resource for human survival and development. According to the Statistical Bulletin of China's Marine Economy in 2021, China's total marine output value in 2021

exceeded 9 trillion yuan for the first time in 2021, and the contribution of the marine economy to the growth of the national economy accounted for nearly one-tenth of the total. The developed marine economy has become a new growth pole of the national economy.<sup>1</sup>On the other hand, compared with the basic requirements for high-quality development of the marine economy, China's coastal zone management practices are insufficient in terms of protective emphasis. The rough development of the marine economy and the inefficient exploitation and utilization of marine resources have led to the waste of marine resources and environmental degradation.<sup>2</sup>In economically underdeveloped and impoverished areas, economic and social development is disconnected from ecological and environmental protection.<sup>3</sup>To complete the task of poverty alleviation, some places even pursue regional economic development at the expense of the ecological environment.<sup>4</sup>All the signs show that China's marine ecological environment protection has been urgent. Based on China's national conditions, there are obvious implementation deviations in the management of China's coastal zone in the context of the strategy of a strong marine power. What are the main aspects of these deviations? How are the behavioural preferences and strategic choices of the implementation body formed around the coastal zone management policy? Under the background of the normalisation of central environmental protection inspections, why is the unauthorised reclamation carried out by local governments unceasing? What is the direction of the integrated coastal zone management policy? These questions need to be further explored.

## II. PROBLEMS IN COASTAL ZONE MANAGEMENT PRACTICE

Policy implementation, as the key process linking policy goals and policy outcomes, involves interaction between the idealised policy, the implementing agency, the target group and the environment. However, idealised policy implementation is not always smooth and unobstructed, and

implementers often choose to deviate from or go against their original policy objectives due to subjective and objective factors in the process of policy implementation. Policy implementation bias is common in China's unique policy scenarios of inter-governmental interaction and grassroots governance. Policy attributes, policy resources, and implementation structure are important factors affecting the effectiveness of policy implementation. There are many variables contributing to policy implementation bias, and combing through the existing literature, it is found that it is mainly based on three basic perspectives: first, the time dimension following the policy cycle. The time process of policy includes the stages of problem definition, agenda setting, programme formation, decision-making, implementation and evaluation, and the generation of implementation bias originates from the goal inducement in the front part of the policy process and the lack of correction in the back part. The poor appropriateness of policy goals in decision-making and the lack of acceptance in evaluation lead to the policy dilemma of implementation bias.<sup>5</sup>The second is the organisational dimension of the organisation as the main body of implementation and its interaction with the external environment. First, the "fragmented" structural design of the organisation has led to friction of interests between departments, resulting in policy distortion and implementation deviation.<sup>6</sup>Cross-organisational and cross-organisational policies have also led to policy distortion and implementation deviation.<sup>7</sup>Second, the negative effects of information asymmetry are exacerbated by the imbalance in the allocation of power, authority and responsibility in the executive branch under the vertical principal-agent relationship. The heterogeneous conflict between central and local objectives leads to selective implementation by local governments in response to the task of poverty eradication, and the poverty alleviation policies are superficial.<sup>8</sup>Misalignment of power and responsibility also leads to the blockage of the "last kilometre" of the implementation of the river management system.<sup>9</sup>Thirdly, it focuses on the interactive context of the actor network. Actor theory regards implementers as "rational economic beings", and the translation process of multiple actors tends to realise their self-interests, and the "tension" between policy goals and actors' values and demands leads to policy implementation bias.<sup>10</sup>

As mentioned above, existing policy implementation studies have provided rich analytical perspectives for exploring the generation of policy implementation bias from the dimensions of time, organisation and actors. This study will combine these perspectives with in-depth analyses of China's coastal zone management practices, so as to achieve the integration of theory and practice, eliminate policy implementation bias, and enhance the effectiveness of policy implementation.

#### *A. Tendency to weaken the social attributes of policies*

Policy attributes usually include economic and social attributes. Consideration and choice of policy attributes affects the intensity and effectiveness of implementation. Policy attributes also influence government behaviour and the effectiveness of policy implementation by intervening in the

incentive path. Local governments are more inclined to prioritise the adoption and promotion of policies that significantly enhance economic benefits, while neglecting or rejecting policies with strong social attributes. Positive externalities and spillovers in the environmental sector, as well as the time lag in visible performance and benefits, often trigger negative incentive perceptions in local governments, resulting in a lack of endogenous incentives for environmental governance.

Coastal zones usually refer to the interactive connection zone between the sea and the land, containing rich and unique ecological, biological, mineral, and landscape resources, which is not only a golden zone with conditions for high-speed economic development but also an area of high incidence of the most concentrated environmental conflicts. Strengthening the protection and use of marine resources and achieving sustainable development of the oceans and coastal zones are the target objectives of coastal zone management policies.

According to the current development situation, the importance of the concept and methodology of ecosystem management has been relatively neglected in the practice of local coastal zone management policies, and there is an urgent need for further improvement and implementation of the guiding ideology of marine biodiversity conservation and management, institutional mechanisms, management boundaries, evaluation, and conservation planning techniques. Pollution prevention and control in the coastal zone is ineffective, and the governance and ecological restoration projects for some sea areas and islands have not yet been well implemented. In addition, a series of irrational developments in coastal resources and the construction of coastal projects have further aggravated the already precarious environmental situation. According to the statistics of the State Oceanic Administration (SOA), during the period 1990 - 2008, the area of different reclamations in China increased at a rate of 285 km<sup>2</sup>a<sup>-1</sup>; by 2009, about 65 percent of mangrove forests had disappeared and about 80 percent of corals had been destroyed. High-intensity human activities, such as reclamation, port construction, and coastal heavy chemical development, carried out on a large scale in the coastal zone area, have damaged the natural attributes of the near-shore sea area and seriously interfered with the ecological balance that should be present in the coastal zone, leading to environmental pollution, resource destruction, increased risk of natural disasters, and negatively affecting the sustainable development of the coastal zone.<sup>11</sup>

#### *B. Over-emphasis on the economic attributes of policies*

The sustainable development of coastal zones requires that integrated coastal zone management strike a balance among environmental, economic, social, and cultural aspects.<sup>12</sup>However, local governments often pay more attention to the economic development function of coastal zone resources, and there are outstanding problems of "disorder, imbalance, and imbalance" in the process of policy implementation. Taking reclamation as an example, reclamation, as a kind of development activity that changes the natural properties of the sea, is an important means for

human beings to expand the space for survival and development in the sea, which effectively slows down the pressure on the land supply and has a positive effect on the promotion of national economic development. Compared with other policies, reclamation is an economic activity with low input costs but rich benefits, which easily induces positive incentives for local governments and thus can be quickly incorporated into the government's priority policy areas. However, excessive reclamation can also bring about a series of adverse consequences to the coastal ecosystem, such as the destruction of mudflat wetlands, the siltation of navigation channels, red tide pollution, etc., which can seriously disrupt the normal lives of people.

Although the Circular on Strengthening the Protection of Coastal Wetlands and Strictly Controlling Reclamation was issued in July 2008, clearly stating the requirement of cancelling the local planning targets, before that, local governments still retained a strong initiative in the approval and implementation of reclamation projects. While promoting local economic development, reclamation projects have also become an important source of revenue for local governments. In reality, to stand out in the "GDP-only assessment", local governments often hold the policy tendency to emphasize the economy over environmental protection and give more resources to reclamation projects and symbiotic shelters in the policy planning practice. For example, in the second batch of marine inspectors' feedback reclamation related issues, Jiangsu, Tianjin, Shanghai, Shandong, Guangdong, Zhejiang, and other provinces and municipalities generally exist in the reclamation policy regulations and planning implementation is not in place, the reclamation project approval is not standardized, the supervision is not in place and other common problems. Behind the intensifying illegal reclamation behaviour, there are many implicit political and corporate conspiracies based on common economic interests, and local protectionism is still difficult to eradicate.

#### *C. "Fragmentation" of information on coastal zone management policies*

Firstly, integrated coastal zone management encompasses both land and sea areas, and the policies are complicated and scattered in several rules, regulations, and documents. The implementation of the policy involves several government departments, such as the Oceanic Bureau, the Transport Commission, the Land Bureau, the Water Resources Bureau, the Housing and Construction Commission, the Planning Bureau, the Development and Reform Commission, and the Environmental Protection Bureau, and is prone to problems such as poor system integration, duplication of formalities, omission of the scope of protection, and inefficiency in management. For example, according to the Land Management Law, mudflats are land resources, and the Land Bureau may grant land use approvals for them by the procedural requirements, but the Water Resources Bureau also holds the approval authority for mudflat reclamation projects, which is prone to duplication of approvals or shirking of responsibilities. Another example is that the Ocean and Fisheries Bureau, the Transportation Commission (Port Authority), and the Water Resources Bureau all have the

authority to plan for the functions of the sea area, which can easily lead to "multiple management" of the same sea area, and it is difficult to clarify the attribution of the dominant authority. The management system of the departments involved in coastal zone management is huge, and the fuzzy boundaries of management authority have led to certain interest games between departments, serious shirking of responsibilities, and some policy issues that remain unresolved.

Secondly, the authority for comprehensive coastal zone planning is unclear. Currently, China's sectoral marine planning and management system tends to be fragmented, with the unclear division of authority leading to inertia in horizontal and vertical inter-departmental coordination, and constant contradictions and conflicts between upper and lower-level planning and parallel planning, resulting in the absence of or conflict between some of the key policy contents in the policy design process, and unclear bases for implementation, which makes the comprehensive management of coastal zones more difficult. In addition, although the strategy of land-sea integration stipulates that the planning and management of coastal zones should follow the principle of symbiotic development of the land and the sea, the management of coastal zones has not yet been included in the mandatory content of land planning, and the functional correlation between the sea and the land is low. Of the three major marine plans that have been publicly released, the coastal protection and use plan focuses mostly on the sea area component, while the land area component, which is closely related to the coastal zone area, is relatively lacking in targeted management measures.<sup>13</sup>

Finally, public awareness and participation rates are insufficient. Many people do not know or understand the specifics of coastal zone management policies and marine ecological environmental protection, nor do they know how to use legal weapons to safeguard their own ecological and environmental rights and interests. In addition, although the government now has an EIA demonstration procedure for reclamation projects, the "fragmentation" of expert participation in the validation process has led to results that need to be further examined.

### III. LOGIC OF IMPLEMENTATION BIAS IN COASTAL ZONE MANAGEMENT POLICIES

#### *A. Cost-based logic of resource provision*

Adequate resources are key to policy implementation. Resources are usually sourced through the following two paths: first, the supply of resources based on a principal-agent relationship, where resources and responsibilities are supplied in parallel. The second is to draw and integrate resources from the environment on their own, and through resource mobilisation efforts to get rid of resource constraints and promote the smooth implementation of policies. When there is a conflict between policy objectives based on attributes and resources, the lower level government will reassess and adjust the policy objectives set by the higher level government according to the resources it can mobilise. Therefore, the lack of resource availability is an important constraint on

government behaviour. The relative shortage of resources will constrain the fulfilment of social functions, prompting lower-level governments to weigh the benefits of the policy from the perspective of economic interests, i.e., whether the implementation of the policy can lead to the growth of local revenues and promote economic development in the short term.

With the increase in population and rapid economic development, the demand for land resources in coastal cities is growing, and land resources are getting tighter and tighter, so people are beginning to shift their attention to the sea, and asking for land from the sea has become a new choice for economic development in coastal areas. To solve the predicament of continuous depletion of land construction space, reclamation is undoubtedly an important means of expanding development space and easing the contradiction between people and land. The reason why local governments have the impulse to "ask for land from the sea" is that, on the one hand, the central government continues to release the policy signal of "The amount of additional construction land is under strict control and construction land revitalization" and the construction land index is constantly tightened under macro control, and the country's annual land quota for each city is very small. The annual land quota allocated by the central government to each city is limited, but the pursuit of economic development by local governments under the performance appraisal system is unlimited. Local governments' financial strength has been weakened under the reform of the tax-sharing system, so land finance, which is a short-term profit-seeking business, has become more favourable to local governments. How to obtain more land for development to promote rapid economic development often becomes the primary goal of local governments in implementing their policies.

On the other hand, land innovation often involves urban centers in terms of land development and operating costs, which requires complex and complex interests in the process of coastal management and the optimization of the marine environment management system, and if not properly coordinated, can easily lead to serious social conflicts and clashes, and the huge amount of compensation takes up most of the local government's financial expenditures, which is prone to triggering the local government's perception of negative incentives. On the other hand, reclamation, which focuses on expanding new land, is relatively free from the risk of inducing social conflicts, and the cost of reclamation is generally much lower than the cost of a land grant, and the approval process is fast, which is widely favoured by local governments and property developers.

### *B. Benefit-based logic of field interaction*

Policy implementers can be identified as rational human beings who are both "economic beings" and "social beings", with a certain degree of relative autonomy and mobility, and the tension that exists between their policy orientations shapes the policy implementation process. The behavioural shifts of the executing subject cannot be completely divorced from the field of interaction in which he or she finds himself or herself. Under the target-responsibility mechanism, lower levels of

government usually face the pressure of performance appraisal linked to promotion, and higher levels of government often use "yardstick races" and "tournaments" to create strong political incentives, determining promotions based on relative performance rankings. Governments at the bottom of the list face mandatory accountability from higher levels of government. Under this mechanism, the set of actors in the same domain space tends to compete for limited value resources, and the information on policy adoption and implementation among governments at the same level is perceived and transformed into an invisible pressure of inter-governmental competition, which then triggers resonance, changes the original policy perceptions, and influences the government's behaviour.

The high level of spatial resource exploitation and competition in China's coastal areas has become a major problem in the implementation of China's strategy of becoming a "strong maritime State". The lack of spatial resources and the spillover of spatial functions have led to inevitable conflicts over the use of space in the coastal zone. Overall, the strategic importance of the oceans and seas, together with the declining land stock, the relatively low cost of reclamation, and the need for economic restructuring, have contributed to the increase in reclamation practices. To stand out from the "GDP-only" promotion incentive system, local governments tend to put more effort into policy design. According to the logic of differential rent, the location, quality and surrounding environment of land directly determine the productivity of the land.

Most of the new sites opened up by reclamation are located in coastal areas with beautiful ecological environments, rich land values and huge development potentials. Therefore, local governments are more inclined to carry out large-scale reclamation to obtain new land for commercialisation, multiply the differential rent obtain high financial returns, and thus gain a favourable position in the performance appraisal.

There is nothing wrong with reclamation projects, but the over-exploitation of coastal areas will lead to the weakening of the ecosystem function of coastal areas, the continuous depletion of resources, and frequent conflicts between interest groups. High-density and homogeneous reclamation projects have become a symptom of excessive competition among local governments. Local governments focus only on the pursuit of magnificent index data in coastal zone management practice but relatively neglect the ecological and environmental problems behind excessive reclamation.

Local governments' proactive policy construction for coastal zone management is based on the logic of economic growth and inter-city competition. Coastal zone management policies that contain economic development attributes are often given priority attention by local governments. The external field of disorderly competition under performance orientation tends to stimulate local governments to over-pursuing the economic attributes of coastal zone management, breaking the balance of the original attribute cognition and inducing them to selectively neglect ecological protection so that the local practice of the policy focuses on a certain



productive logic, which deviates from the protective tendency emphasised by the central government.

### *C. Inadequate regulatory capacity of the centre and the public*

At the central level, the State has a system of marine inspectors who, through the dispatch of national marine inspection teams, effectively examine the implementation and enforcement of local government policies. In a sense, the process of national ocean inspection is a parallel process of information communication and pressure transfer between the central and local governments. On the one hand, on behalf of the State Council, the State Ocean Inspection Team is stationed directly at the provincial level, and through field investigations, individual interviews, seminars, and access to information, it learns about the major problems that exist in the process of using and managing the sea and obtains real-time information and feedback on the policies on the management of the marine environment. On the other hand, through the inspection of the main responsibility of the provincial government, the State Ocean Inspection System transfers the pressure of remedying illegal land reclamation to the prefectural and municipal governments and relevant departments below the provincial level, thus shaping the relationship between the central government and the land, departmental relationship, regional relationship, and On the other hand, land innovation often involves urban centers in terms of land development and operating costs, which requires complex and complex interests in the process of coastal management and the optimization of the marine environment management system.

From the perspective of the practice of the national marine inspection system, there are certain limitations in the administrative inspection of localities by the central authorities, and the effectiveness of the inspections needs to be improved. Mainly reflected in the following aspects: First, the legitimacy of the State Oceanic Inspection from the central authority, but not the rational authority, the relevant policy documents are mostly found in the work regulations, programmes, etc., the level of the rule of law needs to be strengthened.<sup>14</sup>Secondly, the inspection channels have not been opened. National marine inspection to enhance the effectiveness of the need to do: smooth "up" channels, communication horizontal channels, open social channels, open channels of accountability, linked to the "party and government with the Governor. Different channels are interconnected and complementary in practice. However, the State Oceanic Inspectorate lacks supervision and inspection of the local party committees and does not insist on the party and government being held equally responsible. Third, enforcement of the law is inadequate and not fully punished. The economic and political costs of non-compliance are still within the affordable range of local governments, which is one of the reasons for the repeated and cyclical occurrence of violations. Fourthly, the staffing level of the State Oceanic Inspectorate is not high, and there is a lack of strong supervision of the State Oceanic Inspectorate itself, which can easily lead to abuse of power and corruption.

At the public level, the degree of participation of the public and interest subjects will also affect the final implementation effect of the policy, and public participation can form a certain

social pressure and public opinion pressure, and then form a certain social supervision effect on the implementation of local government policies. As ecological issues are of immediate concern to the public, they should have a higher concern and demand for coastal zone management policies. The reasons for the weak public control are as follows: first, the policy information is inaccessible or slow to be received. The subjective factor is that many people do not have the willingness to learn real-time information about the policy, and the objective factor is that the government has not made enough efforts to publicise the policy, and the government and the public have not set up an efficient information communication mechanism, and the depth of the interface is insufficient. Secondly, there is a gap in the design of the policy where responsibilities are intertwined. On the one hand, the fragmentation of laws and regulations on coastal zone management and the lack of a basic coastal zone law and a higher law have made it impossible to resolve conflicts over coastal zone management. On the other hand, there is a lack of clarity in the definition of rights and responsibilities within the policy system, as well as cross-functionality and shirking of responsibilities among departments, resulting in an overlap or "vacuum" in management, and leaving the public with no way to lodge complaints in the event of problems.

### IV. STRATEGIES FOR MITIGATING DEVIATIONS IN THE IMPLEMENTATION OF COASTAL ZONE MANAGEMENT POLICIES

In the future, to continue to promote the strategy of a strong ocean state, the key to alleviate the implementation bias of the comprehensive coastal zone management policy lies in the construction of a development concept in which economic attributes are accompanied by social attributes, the optimisation of the policy and institutional design and resource allocation mechanism, the creation of an orderly ecology of inter-governmental competition, and the enhancement of the policy audience's comprehension and regulatory power, which will help eliminate implementation bias, and effectively empower the modernization of governmental governance. At the same time, the scale of development and carrying capacity of coastal cities are different, and the implementation of coastal zone management policies should be tailored to the local conditions and precise landing.

#### *A. Strengthening the effectiveness of central to local inspections*

The effectiveness of inspection is the foundation of the inspectorate. Enhancing the effectiveness of inspectors is the most important thing. How to use advanced inspection techniques to detect illegal problems and improve the effectiveness of inspection is still a topic worthy of in-depth study. First of all, from the institutional level to establish and improve the assessment mechanism for local governments to use the sea and manage the sea, with the national ocean inspection as an opportunity, relying on the central authority of the high level to promote, strictly by the law to order and supervise the local government to rectify the situation, and to reverse the inertia of the local government's mindset of focusing on development but not on protection, as well as to

the sea to ask for land. Secondly, there should also be a specialised agency higher than and independent of the State Oceanic Inspection Group, and the Central Commission for Discipline Inspection and Supervision of the State Supervision Committee of the Ministry of Natural Resources, to optimise the special staffing of the State Oceanic Inspection, to strengthen the supervision of the implementation of the main body of the ocean inspection, and to eliminate the capriciousness of the power and corruption from the root.

#### *B. Enhancing public participation and regulatory capacity in society*

As an important area of social governance, ecological governance urgently needs the intrinsic recognition and active participation of the public. Ecological and environmental governance must stimulate and strengthen the public's sense of ownership. Specific measures are as follows: First, implement a clear policy information disclosure system to ensure that the public has the right to full information on the ecological and social impacts of specific block planning and reclamation projects in the management of coastal zones and that corrective actions are promptly disclosed to the public. Secondly, improve and expand the channels for public participation in the whole process of comprehensive coastal zone management, establish and improve relevant laws and regulations, and guide the construction of a multi-channel dialogue and consultation mechanism. Ensure that there is sufficient public participation in the whole process of demonstration, planning and implementation of coastal zone management projects.

Specifically, it can be carried out through the conduct of hearings, public opinion surveys, setting up reporting telephone and mailboxes, etc., to fully listen to the public's aspirations, absorb the public's suggestions, increase the weight of the people's livelihood needs, and crack the problem of the public's pro-sea. Third, increase policy publicity to ensure the accessibility of policy information. Local governments should actively publicise the policy content, law enforcement system, ecological protection knowledge and specific participation paths to the public, multi-dimensionally enhance the public's level of knowledge of coastal zone management and rights awareness, consciously and proactively reflecting the social impact of the bad reclamation, coastline destruction and other issues, to enhance the public's supervision of the local government to protect the public's ecological rights and interests practically.

#### *C. Strengthening the integration of land and sea resources*

First, efforts should be made to effectively revitalise and make use of existing land resources. Under the increasingly tightening constraints on land resources, finding the optimal solution for land resource allocation and maximising the benefits of land use is the key to achieving high-quality development. In different ways, according to local conditions, reconsider the use of inefficient land resources to expand the space of urban development, and actively to the "land stock" to "development increment", to "optimise the allocation of To "land stock" to "development increment", to "optimise the allocation" to "development quality", to promote the land use

mode from the crude to the saving and intensive change, really let the idle land new vitality. Secondly, carry out reclamation projects in an orderly manner, and strictly abide by the bottom line of resource security. Promote inter-departmental collaboration among development and reform, land, environmental protection and other departments, gradually improve China's comprehensive coastal zone management mechanism, carry out integrated management of coastal zone space, strengthen the guidance and constraints of territorial spatial planning, coordinate the development of shoreline resources with the optimal use of land and sea space, and promote the establishment of a new pattern of interactive and coordinated development of land and sea resources, industries and space. In addition, in accordance with the principles of conservation priority, moderate development, land and sea integration, and economical use, adhere to the law, ecological management of the sea, strengthen the integrated management of the ecological environment of the land and sea areas, and strictly abide by the ecological red line, and at the same time, rationally develop and efficiently configure new land resources. Adhering to the concept of system, overall planning, systematic layout, and holistic promotion, we will solve the relationship between development and protection in an integrated manner, and seek and achieve a benign interaction between high-level resource security and high-quality development among multiple objectives.

#### *D. Improving the performance appraisal mechanism*

While economic development is important, ecological security should not be overlooked. Comprehensive management of coastal zones emphasises both economic development and ecological protection, which requires local governments to establish a correct concept of performance, adhere to the principle of coordinated development of the economy, society and the environment, and promote the sustainable development of the marine economy and the ecological environment. In the context of the local financial decentralisation system, local governments are bound to have inter-governmental competition for human and financial resources in pursuit of local economic development. The disorderly inter-governmental game under the "GDP-only" appraisal orientation is an important cause of the imbalance in the perception of the attributes of local governments. For this reason, in the establishment of the performance appraisal index system, coastal zone protection should be incorporated into the economic and social development planning of each region, marine resources environmental protection should be included in the performance appraisal of local officials and its proportion should be increased, and strict accountability should be imposed on the behaviours that have caused significant damage to the marine ecological environment.<sup>15</sup>

Secondly, it is important to promote orderly competition and cooperation, create healthy inter-governmental relations, and integrate and promote coordinated coastal zone governance. Local governments should uphold the development concept of "orderly competition and multi-party cooperation", and jointly coordinate to solve the remaining problems in the coastal zone, avoiding "fragmented" jurisdiction and "fragmented" governance of the coastal zone.

It will avoid "fragmented" jurisdiction and "fragmented governance" of the coastal zone, create an orderly policy implementation area, and realise shared risks and win-win benefits. In addition to optimising and improving the horizontal cooperation mechanism between governments, it is also necessary to coordinate the vertical relations of governments, including the relations between the state and local governments and the relations between various levels of government for the comprehensive management of China's coasts.

#### *E. Creating Good Intergovernmental Relations*

The key to policy effectiveness lies in the sharing of values and the formation of implementation synergies between upper and lower levels of government. In the face of the multi-level governance and multi-attribute governance problems in the process of policy implementation, we should combine vertical high-level promotion with horizontal coordination at intermediate levels, strengthen coordination between the central, provincial, municipal and district levels of government as well as the relevant functional departments, and form an up-and-down, left-right synergistic policy implementation network, so as to ensure the consistency and coherence of the implementation of the policy and reduce the ambiguities and conflicts caused by the asymmetric information and unclear powers and responsibilities among the levels or departments. It ensures the coherence and consistency of policy implementation, and reduces the ambiguity and conflict caused by asymmetric information, authority and responsibility between levels or departments. The policy implementation network for shoreline management is mainly manifested in the vertical dimension between the central, provincial, municipal and district governments, and the horizontal dimension between the functional departments of the government. The policy synergy in the vertical dimension mainly consists of the top-level design of the policy constructed by the upper-level leading departments, which clarifies the objectives, principles and standards of the policy implementation, and co-ordinates and arranges the various tasks of the coastal zone management. Policy synergy among government departments is usually manifested in the close collaboration of all relevant units in accordance with the division of labour to jointly promote the implementation of policies. In addition, it is also important to promote orderly competition and cooperation among local governments, so as to create a healthy inter-governmental relationship and promote coordinated coastal zone management in an integrated manner. Local governments should uphold the development concept of "orderly competition and multi-party co-operation", and jointly co-ordinate to solve the remaining problems in the coastal zone, avoiding "fragmented" jurisdiction and "fragmented" governance, and creating an orderly policy implementation. Avoid "fragmented" jurisdiction and "fragmented" governance of the coastal zone, create an orderly policy implementation field, and achieve shared risks and win-win benefits.

#### V. CONCLUSION AND DISCUSSION

Against the backdrop of the strategy of a strong maritime State, the importance of comprehensive management of China's coastal zone is self-evident. Optimising integrated coastal zone management is an inevitable choice for achieving high-quality development in the marine sector. At present, there are still implementation deviations in China's integrated coastal zone management, such as imperfect management system, imbalance in development concept, insufficient public participation, and unsound supervision mechanism. The study suggests that the reason for implementation bias lies in the perception of the implementation body of the resources required for the policy, the competitive field and the external structure. Policies with different attributes have different resource requirements. When the structural constraints imposed by the central government on local governments are not strong enough, local governments are prone to break through the single structural correlation of "appraisal-response", and give preference to policies with low policy costs and high policy benefits. However, the implementation of coastal zone management policies emphasises the balance between economic and social attributes. When there is a conflict between the policy objectives constructed on the basis of attributes and resources, the lower level government will measure its own resources according to the policy objectives set by the higher level. The relative shortage of resources and the lack of synergies may constrain the fulfilment of social functions, which may lead to implementation bias. At the same time, the release of strong competition signals around limited economic and political resources makes the lower-level governments, under the pressure of competition from their peers, more inclined to pursue sufficient policy space and complete the performance appraisal, and may be interfered by the noise information in the field, which may reverse their original correct development concepts, strengthen the cognition of economic attributes, reduce the proportion of social attribute resource inputs, and weaken the perceived risk of response to the target group. In general, rational institutional design, efficient resource provision and an interactive field of orderly competition and cooperation are necessary conditions for the effective implementation of coastal zone management policies.

Therefore, grasping the balance of policy attributes is the key to the implementation of shoreline management policies. Based on this, the improvement of coastline management policy requires institutional innovation and mechanism optimisation to resolve the contradiction between economic development and ecological protection, correct the local performance view of pursuing short-term economic growth, and achieve holistic governance of the policy. At the same time, it is also necessary to enhance public participation and the effectiveness of central supervision, with a view to achieving the sustainable use of marine resources and the long-term protection of the coastal zone, and ultimately promoting the enhancement of the effectiveness of local governance and the realisation of the strategic goal of a strong marine nation.

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