

To cite this article: Xiaojian Qiu and Yuanyin Lao (2025). INHIBITING FACTORS AND MITIGATION PATHS OF AFTER-SCHOOL SERVICE POLICIES IN PRIMARY AND SECONDARY SCHOOLS IN CHINA: AN ANALYSIS BASED ON SMITH'S POLICY IMPLEMENTATION MODEL, International Journal of Education and Social Science Research (IJESSR) 8 (6): 418-432 Article No. 1179, Sub Id 1771

INHIBITING FACTORS AND MITIGATION PATHS OF AFTER-SCHOOL SERVICE POLICIES IN PRIMARY AND SECONDARY SCHOOLS IN CHINA: AN ANALYSIS BASED ON SMITH'S POLICY IMPLEMENTATION MODEL

Xiaojian Qiu and Yuanyin Lao

School of Education Science, Gannan Normal University, Ganzhou, China

DOI : <https://doi.org/10.37500/IJESSR.2025.8619>

ABSTRACT

Based on the Smith's Policy Implementation Model, this paper explores the inhibitory factors and alleviation paths of the after-school service policy for primary and secondary schools in China from four dimensions: the idealized policy, the implementing organization, the target group, and the environmental factors. The research findings show that: in terms of the idealized policy, the ambiguity and incoherence of the policy lead to weakened policy implementation effectiveness; in terms of the implementing organization, the behavioral deviations of schools and teachers inhibit the policy implementation motivation; as for the target group, the cognitive deviations of students and parents affect the policy implementation efficiency; concerning of the environmental factors, the backdrop of exam-oriented education weakens the policy implementation foundation. To achieve the desired policy implementation effect, it is necessary to further improve the policy top-level design, enhance the management ability of the implementing agency, reconstruct the cognition of the target group, and optimize the policy implementation ecosystem.

KEYWORDS: After-school Service Policy; Smith's Policy Implementation Model; Inhibiting Factors; Mitigation Paths.

In February 2017, the Ministry of Education issued the "Guiding Opinions on Doing a Good Job in After-school Services for Primary and Secondary School Students" (hereinafter referred to as the "Opinions"), making after-school services officially a national policy. Subsequently, relevant policies and regulations on after-school services for primary and secondary schools have been continuously innovated and developed, providing an important foundation for its development. [1] On September 24, 2017, the General Office of the CPC Central Committee and the General Office of the State Council issued the "Opinions on Deepening the Reform of the Education System and Mechanism", which pointed out that the after-school service system should be improved and schools in various places should be encouraged to provide diversified after-school services based on the laws of students' physical and mental development and the needs of parents. [2] In 2018, the "Notice of the General Office of the Ministry of Education and other four departments on effectively reducing the

extracurricular burden of primary and secondary school students and carrying out special rectification actions on off-campus training institutions" and the "Notice of the Ministry of Education and other nine departments on printing and distributing measures to reduce the burden on primary and secondary school students" also met certain standards for the rectification and supervision of extracurricular tutoring classes. The society gradually has more expectations for the responsibility of schools to look after children after school. On July 24, 2021, the General Office of the CPC Central Committee and the General Office of the State Council officially announced the "Opinions on Further Reducing the Burden of Homework and Extracurricular Training for Students in Compulsory Education", referred to as the "double reduction" policy. It aimed at the problem of primary and secondary school students' physical and mental health growth being affected by excessive academic burdens, and carried out comprehensive and purposeful rectification. It substantially responded to the problem of reducing the burden on primary and secondary school students, which was of concern to the whole society but not completely solved. [3] In December 2023, the General Office of the Ministry of Education and other four departments issued the "Notice on Further Standardizing the Work Related to After-school Services for Compulsory Education", aiming to improve the quality and level of after-school services by standardizing after-school service work. [4] In the after-school services outside the school, we have ushered in an opportunity for standardized development. Under the background of "double reduction", the policy environment and governance norms are undergoing major changes.

1. Problem Statement

As an important tool to ensure the effectiveness of the "double reduction" policy, after-school services are of great significance, but improving the quality of after-school services has become a new requirement based on extensive implementation. When promoting the "double reduction" policy, various places have formulated work policy documents to ensure and improve local primary and secondary school after-school services, and have also introduced many policy measures tailored to local conditions, aiming to improve the overall effect of after-school services and promote the balanced and coordinated development of basic education quality. However, the connotation of the policy process is far more than the policy introduction stage, but also includes the implementation of the policy and the effectiveness of the policy. The good implementation of the policy can achieve the goals of the policy. If problems arise during the implementation process, it will not only fail to solve existing social problems, but may also cause some serious consequences and problems. [5] The current dilemma faced by after-school services, through a survey of 11,403 questionnaires on principals, teachers, students and parents of 83 primary and secondary schools in 25 districts and counties in 7 provinces in the east, west, south, north and central my country, shows that the implementation quality of after-school service policy in primary and secondary schools is at a relatively poor level. [6] It can be seen that how to transform the goals of after-school service policy into effects requires the promotion of effective implementation of policy, which is of great significance for exerting the effectiveness and function of policies and promoting the improvement of policy implementation effects, and is also a new issue to be studied.

2. Analytical Framework for the Implementation of After-school Service Policy

In the 1970s, when the Western policy implementation research paradigm shifted, Smith's policy implementation model was a comprehensive consideration of the variables interacting in four dimensions, covering policy factors (the feasibility, legality and rationality of the policy), implementers (including government organizations and personnel who implement the policy, coordination within the organization, leadership style and employee work attitude, etc.), target groups (including their cognitive methods and participation) and policy environment (including the political, economic and social environment of the policy environment). Smith believes that policy implementation is a process that is affected by these four types of variables at the same time. In this policy implementation process, there are "tense" situations and conflicts. The "handling" method of "tense" policy implementation is to "give 'timely feedback' to the situation that occurs", and the "system" of the policy indirectly "feeds back" on the situation. The "feedback" of policy implementation forms the consideration of formulating new policies, forming a continuous cycle of policies.[7]

As a complex public policy with multiple stakeholders, the after-school service policy can refer to the Smith policy implementation model in the practice of policy implementation. The multivariate policy implementation theory model, that is, multiple variables affect the adequacy and efficiency of policy implementation under the joint action, is an effective explanatory perspective in classroom practice. It analyzes the process of policy implementation deviation by decomposing the policy implementation elements. Based on this, the author designed an analytical model for the implementation of after-school service policies in primary and secondary schools in my country based on the Smith policy implementation model (Figure 1). Based on the Smith policy implementation model, this paper conducts policy analysis on four variables, and discusses the difficulties in the implementation of the after-school service policy for primary and secondary schools from four aspects: the after-school service policy itself, the policy implementation subject, the policy implementation target object, and the policy implementation environment. This reveals the inhibitory factors in the implementation of the after-school service policy for primary and secondary schools, and finally proposes effective response strategies to strengthen the coupling effect of policy implementation, ensure the effective implementation of the after-school service policy in the policy field of primary and secondary school students, and ultimately promote the realization of the value goals of policy design.

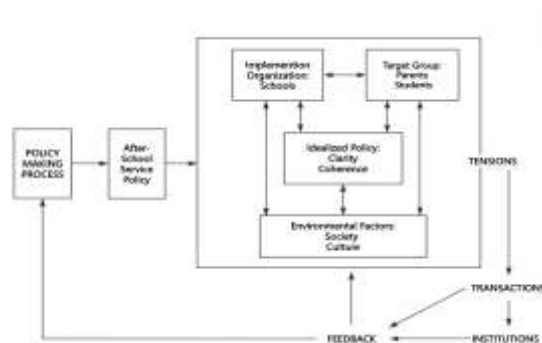


Figure 1: After-school service policy implementation analysis framework

3. Inhibiting factors in the implementation of after-school service policies

Based on the modification of Smith's policy implementation process model in Figure 1, this paper studies the impact of idealized policy, policy implementation organization, policy target group and policy environmental factors on after-school extended services in primary and secondary schools from four aspects: policy content, implementers, policy affected and policy environment.

a. Intrinsic limitations of the policy itself weaken its implementation effectiveness

Smith pointed out that ideal policies are at the center of policy implementation, and policy quality affects policy implementation. High-quality policies are often scientific, reasonable, clear and specific. The ambiguity and incoherence of my country's after-school service policy for primary and secondary schools directly led to the ineffectiveness of the policy, which was also restricted to a certain extent by the quality and level of the policy.

First, the clarity of the policy is a key element in its implementation. [8] However, China's after-school service policy has long been trapped in the institutional rut of "strategic ambiguity": First, the directional expression of the policy text is vague. A study of after-school service policy documents from 2017 to 2023 shows that the policy frequently uses words such as "encourage", "advocate", and "appropriate" that lack mandatory meaning. For example, the "Opinions" recommends that primary and secondary schools cooperate with off-campus activity venues to organize comprehensive practical activities for students." and "advocate for students with individual learning difficulties..." The "Double Reduction" policy states that "schools can reasonably arrange consolidation exercises in school"; second, the implementation details of the policy are not clear enough. For example, the "Opinions" and "Double Reduction" policies mention that "appropriate subsidies should be given to schools, units and teachers participating in after-school services" and "strengthen the funding guarantee for after-school services in schools", but there is no specific explanation of how the relevant departments should provide subsidies. What are the subsidy standards? The survey shows that 63.9% of the 83 schools said they had insufficient funds, 77.8% said they lacked venues and equipment, and only 68.4% of the teachers who participated in after-school services said they had received financial

subsidies. [9] For example, although the "Notice" stipulates that "it is strictly forbidden to disguise after-school services as collective teaching", it does not clarify the practical boundaries between "collective teaching" and "academic counseling", nor does it clarify the target orientation, coverage and hierarchical structure of the course content, resulting in most teachers only being able to provide superficial services - "completing homework and answering questions" . [10]

Secondly, the existing policies on after-school services in China are not well connected. First, the vertical connection is not strong. From 2017 to 2023, some documents issued at the national level seem to have macro-policy support for the promotion of after-school services, but there is no progressive connection between these documents. The introduction of new policies is not an extension of previous policies, but only a specific reaffirmation of previous policies. For example, both the "Opinions" and the "Notice" repeat that "after-school services must fully respect the wishes of parents"; the "Opinions" and the 2021 "Notice on Further Improving the Work of After-school Services for Compulsory Education" both put forward repetitive content such as "strictly prohibiting random charges in the name of after-school services." [11] Second, the supporting policies are not well connected. Taking after-school physical education as an example, according to the requirements of the "Opinions", the basic items of after-school services include arranging students to complete homework, independent reading, carrying out cultural and sports activities, and participating in clubs and interest group activities. According to the requirements of the "Notice", cultural and sports activities should also be included in the after-school service content, and a rich variety of moral education, physical education, aesthetic education, labor, reading, science and technology, interest groups and club activities should be opened up. However, this is only a principled statement and lacks detailed specific implementation procedures and supporting implementation measures.

b. Behavioral deviations of the implementation organization inhibit its implementation motivation

The implementing units are the effective implementation subjects of public policies. The effective implementation of any public policy requires many implementing subjects to make it concrete according to the policy requirements at the national level. The "double reduction" focuses on "strengthening the role of school education as the main battlefield". Primary and secondary schools, as the main channel for after-school services, are the main implementing subjects of student after-school services. Their implementation deformation has a direct impact on the degree to which the "double reduction" policy is implemented.

As for school administrators, some schools lack a dedicated management agency for after-school services. Whether it is the chaos in the process of task assignment and task execution, or the unclear arrangement of after-school service time and the formulation of after-school service content, the effect of after-school services is poor. The "Double Reduction" and the "Opinions" have made provisions for after-school services from two aspects: organizing students to do homework and read independently, and organizing students to carry out sports, science popularization, clubs, interest groups and other

after-school activities to promote the comprehensive development of students' physical, intellectual, moral, aesthetic and labor. However, they are unable to provide a comprehensive and systematic explanation of the scale, management system, specific facilities and venues, and teacher allocation for the implementation of after-school services in schools. Many physical education teachers are unable to correctly recognize the special nature of after-school service work and the difference between daily sports skills teaching work, and still teach students in the way of normal physical education classroom teaching. [12] It can be seen from this that it is crucial for schools to truly assume the management responsibility of after-school services, clarify their own service scope and objects in combination with the higher-level education policies, and formulate and implement school after-school service management systems according to local conditions. In addition, some schools have formulated strict after-school service management systems for the convenience of management. For example, they require that after-school service items be decided at the beginning of each semester, and that students must insist on completing the after-school service in this semester if they do not withdraw. This does not take into account the flexibility to change according to students' interests, physical conditions and other specific circumstances. As a result, some parents and students are worried that once they join, they will want to withdraw midway, and they are afraid that they will not be able to withdraw and that they will embarrass others. With such concerns, they will hesitate to participate in after-school services, which will lead to resistance and not actively participating in after-school services.

As far as teachers are concerned, teachers of compulsory education are not very motivated in the process of implementing policies. According to current relevant policies in China, front-line teachers in schools are the main force in promoting after-school services, and the willingness of teachers to participate in after-school services is the key factor and important guarantee for the continuous promotion of after-school services. On the one hand, objectively, in the current "5+2" after-school service model, teachers need to increase their working time by two hours every day and 10 hours of after-school service time every week. Primary and secondary school teachers face problems such as extended working hours and heavy teaching tasks. [13] Teachers not only need to prepare courses, teach and correct homework, but also have to devote a lot of time to home-school communication, teaching research and training, and handling temporary administrative affairs. In addition, after-school services take up teachers' normal rest time. During the after-school service period, some teachers may need to be responsible for multiple classes at the same time, which undoubtedly increases their burden and has a certain degree of impact on teachers' work and life. [14] On the other hand, subjectively, teachers' attitudes, such as their evaluation and feelings about the value, necessity and role of after-school services, will indirectly affect their enthusiasm for participating in after-school services. Teachers' attitudes towards after-school services are significantly positively correlated with their enthusiasm for participation. However, research shows that the overall level of willingness of primary and secondary school teachers to participate in after-school services is average. [15] Therefore, how to motivate teachers to actively participate in after-school services and promote the effective implementation of after-school services is still an important issue that needs to be solved urgently.

c. Cognitive bias of the target group affects its participation

The target groups of curriculum services are parents and students. Although they are passive recipients of policies, policy formulation cannot violate their needs in order to be effectively implemented. However, current parents and students lack awareness of policy implementation and policy effects in curriculum services, which makes them insufficiently involved in policy services, thus affecting the effectiveness of curriculum service policies.

Parents' cognitive bias is mainly reflected in three aspects: anxiety about students' academic performance, low satisfaction with after-school services, and high expectations for the substantive content of after-school services. According to the China Education Tracking Survey organized by the China Survey and Data Center of Renmin University of China in the fall semester of 2021, 29.8% of parents are dissatisfied or unsatisfied with after-school services. [16] Some parents believe that after-school services should be based on the principle of "universal benefit". On the basis of ensuring the personal safety of students, they can not only provide academic tutoring and teach students in accordance with their aptitude, but also realize the enlightenment of diversified interests and personalities. However, the after-school services of schools are still in the exploratory stage, and an effective service system and a complete curriculum form have not been formed. As a result, the actual effect of the after-school services of schools has not met their expectations. In addition, a small number of parents do not have a detailed understanding of the time, personnel, content, and form of the school's after-school services, and do not know or measure its substantive effect. They also make negative comments on the school's insufficient publicity of after-school services and the inconvenience of reflecting opinions and suggestions to the school. In addition, due to the long-term academic competition pressure, some parents pay more attention to whether their students' academic performance can be improved, and they cannot understand and agree with the substantive content of after-school services. In short, the effect of after-school services in schools at this stage has not met the expectations of parents, resulting in their lack of enthusiasm for participating in after-school services and the inability to effectively continue the number of participation.

Students' cognitive bias is mainly reflected in the fact that after-school services fail to fully meet students' diversified development needs. Students' satisfaction with after-school services is significantly dependent on their willingness to participate, the design and arrangement of various contents of after-school services, etc. [17] The research team of the National Institute of Education Governance of Central China Normal University conducted a field survey in six provinces (cities), and found that about 40% of students were dissatisfied with after-school services in nearly 130 primary and secondary schools. [18] "Double reduction" proposes that schools should enrich the attractiveness of after-school services and provide students with after-school activities that meet different needs, such as science, art, labor, sports, and interest groups, to meet students' diversified needs. However, there is still a large regional imbalance in China's social economy. In the central and western regions, remote mountainous areas still have certain deficiencies in teaching staff, construction material conditions,

and social support, resulting in less after-school services in some schools, which cannot allow students to have diverse choices and cannot meet more personalized after-school needs.

D. Environmental Factors of policy implementation weaken its basis

The complexity of after-school services is also reflected in its complex environmental conditions. Smith's policy implementation model also found that environmental conditions significantly affect the implementation effect of policies. The complexity of after-school services in primary and secondary schools is determined by the complexity of the following two aspects of the environment: one is the social and cultural environment. The other is the public opinion environment. Although after-school services have achieved remarkable results in the past two years, they cannot cover up the basic fact that their implementation foundation is not solid.

First, in the traditional Chinese education concept, values such as "study hard and become an official" and "score-only theory" have long dominated, resulting in the education evaluation system being highly dependent on standardized tests. This cultural inertia has alienated the policy goal of after-school services into "a second classroom for subject expansion." According to a survey conducted by the Ministry of Education in 2022 in 31 provinces across the country, 76.3% of junior high schools use after-school services for homework tutoring or subject expansion; a survey by the Chinese Academy of Sciences in 2021 showed that 63.7% of families prefer after-school service projects that are "directly related to further education." This alienation phenomenon reflects the society's single-minded understanding of the function of education, that is, education only serves the competition for further education, rather than the development of individual potential. The deeper impact of the test-oriented culture is that it has exacerbated the class differentiation of educational resources. The "shadow market" spawned by the anxiety of education among middle-class families has led to the elimination of the universal goal of after-school services, and families have fallen into a prisoner's dilemma of "reducing the burden in school and increasing the burden outside school." The effect of the policy burden reduction has been greatly reduced due to the pressure of social competition. Secondly, some media have policy cognitive biases, which has led to a loss of focus in public opinion guidance. First, in terms of policy interpretation, the focus is unilaterally on the issue of fees while ignoring the system design. For example, some media outlets directly characterize the fees for after-school services that comply with the regulations as "arbitrary fees" without combining them with the explicit provisions in the policy documents that "appropriate fees are allowed" (for example, Guangdong Province clearly states that after-school services can adopt a combination of financial subsidies and reasonable fees). This type of labeling has exacerbated the implementation difficulties of schools, leading to a vicious cycle of "not daring to charge fees - reduced services - parents' dissatisfaction" in some areas. Second, there is a tendency to report in a moral kidnapping manner, ignoring the protection of teachers' rights and interests. Some media outlets have made a lot of publicity with titles such as "Teachers should selflessly dedicate themselves to the cause of education without seeking rewards" and deliberately avoided the labor remuneration demands of teachers participating in after-school services. [19] Third, other related erroneous reports are used to dispel the after-school

service policy. For example, in response to the issue of the rationality of after-school services, which has attracted much attention, some media outlets have even spread rumors such as "after-school services will be completely cancelled" and "schools will refund all fees".

4. Mitigation paths of after-school service policies

a. Improve the top-level policy design: enhance the clarity of policy texts

At present, the value of after-school services is constantly moving towards reducing the burden of academic work, cultivating students' comprehensive qualities, and practicing quality education. It is imperative to strengthen the top-level design and to provide specific implementation plans, and the problem should be solved from the source. First, refine the implementation content. In the process of formulating after-school service policies, we should avoid ambiguous content expressions, and strengthen the regulation of policy orientation on the implementation subject by re-analyzing, re-strengthening, and redesigning content expressions. For example, in the selection of after-school service content and the time of participation, the original "advocacy" is changed to "regulation" that schools need to offer interest classes in art, music, physical education and other courses; for example, in terms of after-school service safety risks, the safety prevention policy for after-school services is promulgated and refined to improve the ability of teachers and students to identify, prevent and avoid after-school service risks. Secondly, strengthen the vertical and horizontal connection between policies. In order to avoid duplication of the content of later policies and previous policies, the formulation of after-school service policies needs to refer to the relevant policies of previous after-school services, and take the goals that have not been achieved in the previous policies as the focus of the later policy goals, forming a trend of connection and development. Furthermore, refine the policy implementation plan. For issues such as how schools should provide after-school services, effective implementation plans should be clearly proposed in the promulgation of policies to provide reference for schools. Taking after-school sports services as an example, after-school sports services should be carried out in accordance with the school's sports goals and the characteristics of students of different age groups, with the lower grades focusing on cultivating sports interests and the upper grades teaching sports skills. For example, Sichuan Tianfu New District adopts a class-based sports sharing curriculum model, where primary school and junior high school students can choose projects of different skill levels that they are interested in, such as skipping rope and rhythmic gymnastics for lower grades, basketball, volleyball or running races for higher grades, etc. At the same time, local governments must formulate realistic and operational after-school service implementation plans based on the economic development levels of different counties and cities under the guidance of central policies, and specify the preparation of after-school service funds in the implementation plans, such as preparing implementation plans according to the central government's financial allocations, local financial matching, and social sponsorship funds, such as 2:3:5 for developed areas and 5:3:2 for underdeveloped areas.

b. Reshape the effectiveness of the implementation entity: improve its management capabilities

For school management, it is necessary to start from the two aspects of system design and mechanism innovation to build a systematic and scientific management system. On the one hand, improve the after-school service management organization and system. The school should set up an independent after-school service management office to coordinate curriculum planning, teacher allocation, facility guarantee and quality supervision, clarify the division of labor and coordination mechanism of administrative, teaching, logistics and other departments, avoid confusion in implementation caused by overlapping responsibilities, and achieve the goal of guiding the direction of reform with systems and promoting the deepening of reform with measures [20]. For example, establish a "three-level linkage" management organization (school-level leaders-middle-level departments-grade groups), refine the "After-school Service Management Manual", cover service time arrangements, teacher responsibility lists, student safety rules and other core standards, and effectively improve management standardization. On the other hand, innovate service models and dynamic adjustment mechanisms. The "discipline + club" combination model can be adopted, combined with the requirements of "five-education integration", and a dynamic adjustment mechanism can be established to break the rigid management strategy of "one size fits all" at the beginning of the semester. For example, develop a digital course selection platform to support students to adjust projects in real time according to changes in interests and physical conditions, and set up trial periods and transition plans. For teachers, we need to start with humanistic care and value guidance. On the one hand, we need to improve the teacher participation mechanism and rights protection system. Schools should establish regular channels for collecting opinions, and dynamically obtain teachers' feedback on the length, frequency and form of service through questionnaires, special seminars, etc., and formulate scientific implementation plans based on this, such as implementing a "flexible work system" to allow teachers to flexibly adjust service time according to teaching tasks and life needs, and set participation gradients (such as core/rotational/voluntary positions) to avoid compulsory assignment. On the other hand, we need to strengthen value recognition and professional empowerment. Through policy interpretation training, we can deepen teachers' understanding of the connotation of "double reduction" and guide them to regard after-school services as an important carrier of teaching innovation and teaching and research practice. For example, Xicheng District, Beijing, has carried out a "service case workshop" to promote teachers to reflect on the development strategy of generative educational resources in the service process. Through the two-way interaction of system optimization and cognitive reconstruction, we can realize the role transformation of teachers from "passive executors" to "active constructors", thereby improving the quality of policy implementation. [21]

c. Reconstruct the target group's cognition: establish demand-responsive service supply

The cognitive bias of the target group first stems from the blockage of publicity channels. To this end, provincial education administrative departments need to build a normalized policy interpretation mechanism to eliminate the cognitive gap of the target group on after-school service policies. Based on the interactive framework of the Smith policy implementation model, a step-by-step publicity system is established: the initial focus is on policy legitimacy and goal interpretation, and the implementation period focuses on service processes and the definition of rights and responsibilities.

Through multiple forms such as home-school joint workshops and digital push of policy manuals, parents' path dependence on "after-school tutoring" is systematically corrected, and the cognitive schema of "literacy development-based" is reconstructed. Secondly, the survey shows that school after-school services have a significant positive impact on parents' educational anxiety. The more the school's after-school services can meet the needs, the more parents' educational anxiety can be alleviated. Therefore, to eliminate parents' cognitive bias and alleviate parents' anxiety, we must start with the content of after-school services. As a carrier for realizing the value of school after-school services, only when the content fully meets the growth needs of students can after-school services be popular. [22] To optimize the design and arrangement of after-school service content, on the one hand, we need to strengthen the construction of after-school service teaching staff. Since students have a great demand to participate in club activities, it is necessary to expand the corresponding teaching team according to the individual development needs of students, such as professional teachers of music, art and physical education; we can also re-employ retired teachers, invite college student volunteers, and introduce professional teachers from non-disciplinary off-campus training institutions to participate in after-school services. We can also cooperate with schools and let parents participate in after-school services. This can not only allow parents to understand the development of after-school services in real time, but also facilitate communication and exchanges between parents and teachers to form an educational synergy. On the other hand, we should take advantage of resources and effectively implement various after-school service education activities. For example, in terms of venues, we can not only make full use of on-campus venue resources, but also establish after-school service off-campus bases with museums, art galleries, memorial halls, children's palaces, etc. near the school to expand the development space of after-school services.

D. Optimize the policy implementation ecosystem: reshape culture and public opinion guidance

A good cultural atmosphere and public opinion environment will create a good environment and lay a good foundation for the development of after-school services in primary and secondary schools. [23] On the one hand, we need to change the concept of education, reform the traditional education evaluation system, and create a cultural environment that emphasizes the integration of the five aspects of education. As an extension of compulsory education, the fundamental value of after-school services lies in cultivating students' interests and specialties, meeting students' personalized, differentiated, and practical development needs, promoting students' all-round development, and making education better return to the original intention of establishing morality and cultivating people, thereby highlighting the educational function of after-school services. [24] In this context, reducing students' academic burden, changing the concept of exam-oriented education, and liberating the thinking constraints brought about by competition and "only scores are heroes" are the goals of after-school service policies and the driving force for the effective implementation of after-school service policies. Policy implementers should clarify the purpose and objectives of after-school service policies, that is, to establish morality and cultivate people as the fundamental task and promote the all-round development of students, rather than alienating its original intention with political achievements and utilitarian purposes, and promote the implementation of after-school service policies as an important task. On the other hand, we need

to give full play to the positive role of the media in guiding public opinion. Actively publicize the significance and requirements of education policies, enhance the public's awareness and understanding of after-school services, and create a cultural environment that values after-school services for students. For example, Quanzhou announced the fourth batch of typical cases of after-school services, fully affirmed the effectiveness of excellent cases, and created a favorable environment and conditions for policy implementation.

REFERENCES

- [1] Ministry of Education of the People's Republic of China. Guiding Opinions of the General Office of the Ministry of Education on Providing After-school Services for Primary and Secondary School Students [EB/OL]. [2017].
- [2] The General Office of the CPC Central Committee and the General Office of the State Council issued the "Opinions on Deepening the Reform of the Education System and Mechanism"[EB/OL].[2017].
- [3] General Office of the CPC Central Committee and the General Office of the State Council. Opinions on Further Reducing the Burden of Homework and Off-campus Training for Students in Compulsory Education[EB/OL].[2021].
- [4] General Office of the Ministry of Education and other four departments. Notice on further standardizing the work related to after-school services for compulsory education[EB/OL].[2023].
- [5] Yang Cheng. Constraints and solutions for the implementation of the policy of classified management of private education - an analysis based on Smith's policy implementation process model[J]. Journal of Henan University (Social Science Edition), 2019, 59(05):121-127.
- [6][9]Gao Wei, Yang Genbo, Gong Xin. Research on the implementation quality of after-school services in primary and secondary schools under the "double reduction" policy - an empirical survey based on 25 districts and counties in 7 provinces[J]. Macro Quality Research, 2023, 11(06):120-128.
- [7] Smith, T.B., The policy implementation process[J].Policy Sciences, 1973, 4(2): 197-209.
- [8] Yan Qiang. Public Policy[M]. Beijing: Social Sciences Academic Press, 2008: 213.
- [10] Wei Yali. The current dilemma and solution of after-school service policy implementation in rural schools in my country - a qualitative analysis based on interviews with primary and secondary school teachers in Henan Province[J]. Modern Basic Education Research, 2024, 55(03): 49-53.
- [11] Tan Yading, Wang Guojun, Gao Ning. Review and adjustment of after-school sports services in primary and secondary schools - based on the analysis of Smith's policy implementation process model[J]. Sports Culture Guide, 2024, (04): 90-97.
- [12] Yi Jian,Wu Xiaohua,Xu Qiangmin. Implementation dilemma and breakthrough of after-school sports services in primary schools[J].Teaching and Management,2024, (17):18-21.

- [13] Ministry of Education: Promote the "5+2" model of after-school service, at least 2 hours a day, 5 days a week[EB/OL].(2021-07-13)[2024-06-21].
- [14] Zhou Hongyu, Qi Yanlei. Implementation of the "Double Reduction" policy: focus, difficulties and suggestions [J]. Journal of Xinjiang Normal University (Philosophy and Social Sciences Edition), 2022, 43(01):69-78.
- [15] Huang Ruyan, Sang Guoyuan, Ye Bixin, et al. After-school service for primary and secondary school teachers under the background of "double reduction" Research on willingness to participate in services and influencing factors [J]. Modern Basic Education Research, 2024, 55(03): 43-48.
- [16] Yun Xin. Dilemma and countermeasures of after-school service implementation under the background of "double reduction" [J]. Modern Commerce, 2024, 45(05): 241-243.
- [17] Fu Weidong, Zhou Wei, Liu Jie. Analysis of satisfaction and influencing factors of after-school services in primary and secondary schools - Based on a survey of 32 counties (districts) in 6 provinces (regions) in the east, middle and west [J]. China Audio-visual Education, 2021, (10): 8-16.
- [18] Zhou Hongyu, Wang Huibo. How to optimize the after-school service functions of primary and secondary schools-Based on the perspective of system theory [J]. Modern Education Management, 2022, (08): 1-10.
- [19] Deng Liang, Tang Hongying. Constraints and paths for the implementation of provincial after-school service policies in my country Selection [J]. Teaching and Management, 2023, (10): 10-14.
- [20] Li Youmei. On the reverse pressure mechanism in reform and opening up [N]. People's Daily, 2018-10-24 (7).
- [21] Chen Xiangmei, Ning Bentao. The impact mechanism of school after-school services on parents' education anxiety - an empirical analysis based on the propensity score matching method [J]. Fudan Education Forum, 2024, 22 (03): 58-67.
- [22] Luo Shengquan, Bian Hanyan. The value orientation of after-school services for primary and secondary school students and the optimization of school responsibilities and powers [J]. Chinese Moral Education, 2021 (18): 24-30.
- [23] Cui Liming, Liu Yan, Wang Jiahong. Influencing factors and action mechanisms of effective implementation of after-school services for primary and secondary school physical education [J]. Journal of Wuhan Institute of Physical Education, 2023, 57 (10): 92-100.

Author Profile

Qiu Xiaojian the dean of the School of Education Science at Gannan Normal University, holds a doctorate and is a professor. He is also an adjunct doctoral supervisor at East China Normal University, Central China Normal University and other institutions. He is a standing director of the China Council of Education Economics and the director of the Ganzhou Center of the Institute of Basic Education Reform and Development, a key research base of the Ministry of Education Humanities and Social Sciences, at East China Normal University. He is a middle-aged and young backbone teacher in Jiangxi Province's colleges and universities, a member of the Jiangxi Provincial Teaching Steering Committee for Education, and the person in charge of the first-class education major in Jiangxi Province during the "14th Five-Year Plan" period. He is currently leading one national general project of the National Education Science Planning, and has completed one project funded by the National Social Science Foundation of China for later support in education, one project of the National Education Science Planning, and one project of the Ministry of Education Humanities and Social Sciences. He has led ten provincial-level projects. He has published over 100 academic papers in authoritative CSSCI journals such as the Journal of East China Normal University (Education Science Edition) and other academic journals. He has authored four academic monographs and one textbook. His research achievements, written either independently or as the first author, have won six provincial-level outstanding research results awards in Jiangxi Province. The course "History of Chinese Education" he led has been recognized as a provincial-level excellent resource-sharing course for undergraduate education in Jiangxi Province, and the course "History of Chinese and Foreign Education" he led has been selected as a provincial-level high-quality course (academic degree) construction project for postgraduate education in Jiangxi Province.





Lao Yuanyin graduated with a bachelor's degree from Guangdong University of Finance, a master's student at the School of Education Science of Gannan Normal University, specializing in research on educational principles.