

# Study on Obstacles and Strategies of Policy Termination of China's Mark Adding policy of College Entrance Examination-Based on Multiple Streams Framework of Policy Termination

Su Zhiying<sup>1</sup> & Feng Feng<sup>2</sup>

## Abstract

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Why China's mark adding policy of college entrance examination has realized only partial termination? Based on the multiple streams framework of policy termination, the factors affecting policy termination of incentive mark adding involve change of policy environment, intensified social contradictions for policy alienation and abuse of adding points, institutional defects, national mood pressure, ruling party ideology appealing for education justice, successful opening of window of opportunity, policy entrepreneurs' continuous soft-up and spillover effects of college enrollment and recommendation system reforms etc.; On the other side, the reasons for failure to enter into agenda setting of policy termination of compensatory mark adding are mainly undeveloped immature three streams, namely lack of experience in resolving critical issues, lack of feasible and advocating policy alternatives and appropriate political climate, thus fail to terminate due to difficult to achieve positive coupling of three streams. Additionally, compared with compensatory mark adding policy, incentive mark adding policy has more obvious and favorable evidence to promote the convergence of three streams, so as to open the window of opportunity. Due to the realization of partial termination, as well as termination obstacles including institutional, technological, and psychological factors, gradual termination could be proposed as the termination strategy.

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**Keywords:** China's mark adding policy of college entrance examination, policy termination, multiple streams framework, gradual termination

## 1. Proposition of Research Questions

China's mark adding policy of college entrance examination originated from 1950 for taking care of revolutionary cadres and minority students then developed both incentive and compensatory functions gradually. The objective of implementing mark adding policy of college entrance examination is to make up for the college entrance examination system, and overcome scores orientation, but non-standardized implementation process has made mark adding policy gradually alienate as the stepping-stone of children from powerful families access to higher education resource, the hot bed of fostering mark adding education and breeding education corruption, as well as accomplice of creating and increasing education gaps between eastern and western areas, which has seriously affected the policy performance<sup>1</sup>.

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<sup>1</sup> School of public affairs management, University of Science and Technology of China, Hefei 230026, China.

<sup>2</sup> School of public affairs management, University of Science and Technology of China, Hefei 230026, China

The occurrence of two large events about excellent physical students for fake identity happened to Henan and Liaoning provinces in July 2014 has become the trigger mechanism of promoting the major reform of mark adding policy of college entrance examination, even though limited to only particular provinces, and ultimately the Ministry of Education and other ministries issued <The suggestion on further reducing and standardizing items and points of mark adding policy of college entrance examination> (hereinafter referred to as suggestion on slimming mark adding) at the end of 2014.

However, the above suggestion just cancelled the national incentive mark adding policy which has lasted almost 30 years, involving students with sports talents, winners of Olympic game in middle school disciplines, science and technology competition, provincial outstanding students and students with outstanding political moral characters, and retained the compensatory mark adding policy, including minority candidates, children of martyrs and retired self-employment soldiers etc.. Throughout over 60 years' change process of mark adding policy of college entrance examination; incentive mark adding policy has undergone the change from scratch and then from something to nothing, but compensatory mark adding policy still change relatively stable in spite of more control that is stringent.

Therefore, from the outcome of policy change, mark adding policy just realized partial termination, that is to say, the cancellation of national incentive mark adding items and maintenance of compensatory mark adding items. In fact, the discussion on reservation or termination of mark adding policy of college entrance examination could be heard without end, the above which also belong to the significant part of reform of college examination system from the macro level, contributing to the promotion of education fairness and impartiality. At the meantime, the policy lasts long time, has large resistance, and involves many stakeholders, so achieving explosive termination is obviously not realistic.

In view of research literatures on mark adding policy of college entrance examination, most scholars are mainly concerned about policy formulation, implementation and supervision, including historical evolution, fairness, rationality and legality of mark adding policy as well as its alienation and governance etc., for example, Cheng Jiafu etc.<sup>ii</sup>(2011) explained the failure of the execution of mark adding policy and its rectifications; Yu cheng<sup>iii</sup> (2010), Zhuang Xiaogang<sup>iv</sup> (2013) etc. analyzed the fairness of mark adding policy of entrance college examination. However, the study on policy evaluation, change and termination of mark adding are paid less or almost no attention, for example, Ye Tiejiao<sup>v</sup> (2006), Zhao Xinliang<sup>vi</sup> etc. (2010) simply mentioned mark adding policy should be standardized, and lack discussions on why mark adding policy should exit, whether to exit and how to exit etc.. The disposal of above problems will contribute to cracking policy difficulties and predicting future direction.

As results, this paper selects multiple streams framework (hereinafter referred to as MSF), namely the classic theory of public policy process theories, reconstructs the MSF combing with policy termination theory, and explains the case on partial termination of mark adding policy of college entrance examination, in order to put forward termination strategies based on relevant obstacles.

The MSF of policy termination is to analyze agenda setting and formation of policy termination, as for mark adding policy of college entrance examination, the core issue of this paper is to analyze why national incentive mark adding policy could terminate, and why compensatory mark adding policy has become the policy issue ignored by policy process and fail to enter into decision agenda, which led to partial termination. The expansion of above issue are as follows: (1) Why the two events of fraud mark adding occurred in Henan and Liaoning could become the window of opportunity of termination of incentive mark adding policy? (2) What roles played by each other for three streams in policy termination? (3) What are the differences in termination decision agenda setting between incentive mark adding policy and compensatory mark adding policy? (4) What are the similarities and differences of mark adding policy termination compared with past modes of policy change?

## **2. The applicability of MSF for partial termination of mark adding policy of college entrance examination**

### **2.1 The applicability of MSF for policy termination**

The prime problem of policy termination is to determine how outdated, invalid, or unnecessary policies are put on the termination agenda, and the MSF put forward by Kingdon can be used to explain agenda setting of policy termination, which is not only applicable to before-decision process, but also suitable to the interpretation of the whole process of policy formation <sup>vii</sup>(Robert F.Durant, Paul F.Diehl.1989; Nikolaos Zahariadis. 2004). Specific research contents are included as follows: how termination problem is concerned by government officials, how policy alternatives are generated, and how government agenda is built up etc. American scholar Iris Geva-May<sup>viii</sup> (2004) first discusses the feasibility of the MSF to explain policy termination. Because the MSF is used to explain the process that how the agenda could be evolved from alternatives to policy eventually, the new agenda or policy withdrawal shows the acceleration of old policy's withdrawal, and this policy replacement makes policy termination and agenda setting get coherence in time-space, endowed the MSF to explain the rationality of policy termination.

However, it shows the MSF is also suitable for the interpretation of policy replacement rather than direct termination, which both are belong to types of termination.

### **2.2 The applicability of MSF of policy termination for partial termination of mark adding policy of college entrance examination**

Since prof. Hong Kezhu, the representative of Tenth National People's Congress submitted the letter that <The recommendations about how to clear and standardize mark adding policy of college entrance examination>to the Standing Committee of the National People's Congress in August 2006, the discussion on reservation or termination of mark adding policy has been heard without end, which is also especially debated warmly by the National People's Congress (hereinafter called NPC) representatives and the Chinese People's Political Consultative Conference (hereinafter called CPPCC) members.

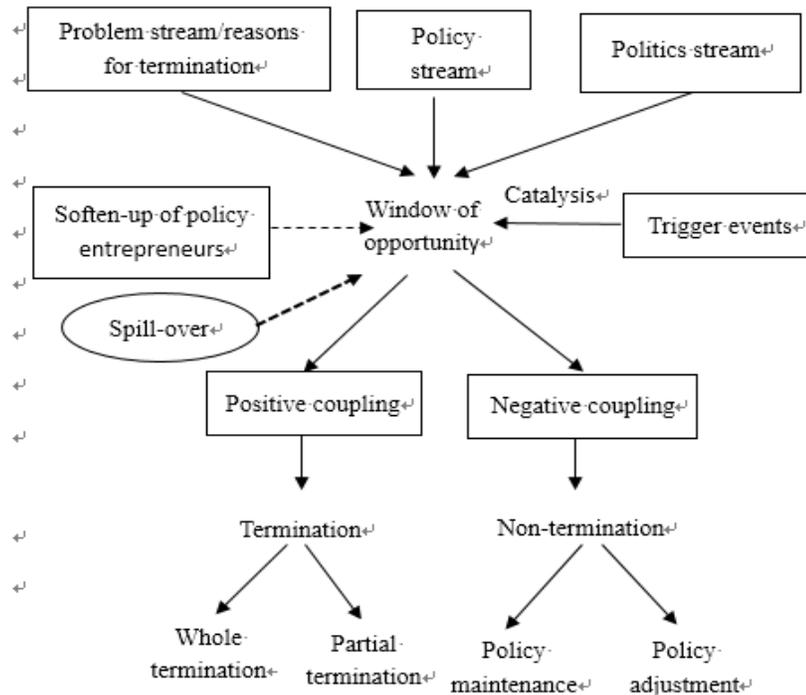
In 2009, the exposition of unfair incident about fraud aero-modeling of mark adding policy from Zhejiang province has aroused the query of public opinion. In 2010, the Ministry of Education and other ministries issued <The notice of adjusting part of items on mark adding and further strengthening their management>, where only a few items including Olympic games, science and technology competition and students with sports talents were adjusted rather than cancelled. Until July 2014, the whole large reports on two events of excellent physical students for fake identity from Henan and Liaoning, the passive problems on mark adding corruption have become inflated.

In December 2014, the Ministry of Education and other ministries eventually issued <The suggestions on slimming mark adding>, where national incentive mark adding has been abolished but retained compensatory mark adding, representing partial termination of mark adding policy.

From the process of partial policy termination, the release of the above suggestion replaced the old mark adding policy, belonging to policy replacement rather than direct termination, and satisfied the prerequisites of applicability of the MSF. Secondly, why the mark adding policy of college entrance examination just realize partial termination, namely why incentive mark adding policy could terminate and compensatory mark adding policy fail to terminate. After the fraud storm of mark adding in 2009 and 2014, the issue that why the policy aimed at partial termination has been released until the end of 2014 etc. is worthy of deep consideration. To study the above problems, they mainly involve contents related to the grasp of opportunity of policy termination, how to achieve policy termination, who are the termination advocators and what are the obstacles of entering into the stage of agenda setting, above which could be solved by the MSF. Accordingly, the MSF could be applied to explain the complicated problem of partial termination of mark adding policy of college entrance examination.

### **2.3 The construction of MSF of policy termination**

Kingdon's MSF point out the idea that policy formulation is the coupling process when the convergence of three streams including problem stream, policy stream and politics stream happen as well as policy window opens<sup>ix</sup>. In the realistic political life, policy problem not only occurs in the policy formulation, also can appear in the policy implementation. When the results of policy implementation deviate from expected objectives, negative impacts would be brought about and the new policy would come into being. Whether to terminate or how to end the outdated or invalid policy will become an urgent problem to be solved. As results, policy issues are the starting point of policy termination, and the problem stream converged by these issues is the logical starting point of policy termination. When the convergence of three streams happens, the opening or closing of the window of opportunity will determine whether policy termination occurs or not. The sketch map of the MSF of policy termination is as follows (See Figure 1 in details).



**Figure 1: MSF of policy termination**

### 3. Partial termination of mark adding policy of college entrance examination

#### 3.1 The termination of incentive mark adding policy of college entrance examination

##### 3.1.1 Problem stream: policy alienation and abuse of adding points intensified social contradictions

As regards problem stream, the serious negative effects of incentive mark adding policy is larger than its value of existence, whose alienation and abuse brought about many consequences so that policy issues can be prominent from problem stream. The confusion of incentive mark adding items and score values, mark adding education and corruption caused by its distortion of implementation, and institutional defects gradually emerged by mark adding policy, such as the double decision system of mark adding, which provides free space for local ministries of education, incomplete publicity system of mark adding, as well as lack of transparent and open procedures etc., form the problem stream of termination of incentive mark adding policy of college entrance examination.

Specifically, for example, one is the overflow and distortion of incentive mark adding items. According to the document of the Ministry of Education, incentive mark adding items were just five, while they has derived from dozens of items in local areas. On the other hand, different provincials have set different standards when faced with the same mark adding item and so on.

### 3.1.2 Policy stream: different policy community to promote and oppose termination

Policy stream mainly discusses who forms the policy community around mark adding policy of college entrance examination, and what policy options they hold. In the process of termination of incentive mark adding policy of college entrance examination, policy community members include the Ministry of Education (MOE), the State Ethnic Affairs Commission (SEAC) and other major relevant administrative ministries; the National People's Congress (NPC) and the Standing Committee of the National People's Congress, the Office of Legislative Affairs and other legislative ministries; NPC representatives and CPPCC members; education experts, scholars and policy research personnel; the media and Internet users etc., whose influences, roles, resources and interests exist differences, and hence affecting agenda setting or alternatives (See Table 1 in details).

Specially, MOE and SEAC etc. belong to inside of the political system, who propose policy recommendations and participate in policy drafting and hearing so as to affect alternatives; NPC and its Standing Committee etc. are to incorporate into plan of legislation and amendment of law, and then start-up both procedures, thus affecting agenda setting; NPC representatives and CPPCC members propose proposals and accept interviews to influence the agenda setting; Education experts, scholars and policy research personnel are belong to both inside and outside the political system, who publish papers and research reports, accept interviews or petition to take impacts on alternatives; the mode of action of the Media and Internet users is to report typical events, make comments on impacts of public opinion, also influencing agenda setting even though belong to both inside and outside the political system.

NPC representatives, CPPCC members, academics representatives and some officials put forward policy proposals and suggestions from different perspectives. On the whole, there are three views around the rationality and fairness of mark adding policy, namely cancellation view, maintenance view and improvement view of mark adding policy (See Table 2 in details). Hackling the views of the above table, it is not difficult to get the conclusion that the majority of policy community members support the cancellation of incentive mark adding policy, while the majority of members hold a view of maintenance or improvement aiming at compensatory mark adding policy.

**Table 1: Policy community of mark adding policy change**

Participants of policy process	MOE, SEAC , other administrative ministries	NPC and Standing Committee, Office of Legislative Affairs, other legislative ministries	NPC representatives, CPPCC members	Education experts, scholars, policy research personnel	the Media, Internet users
Inside / outside the political system	Inside	Inside	Inside	Both inside and outside	Both inside and outside
Main influencing objectives	alternatives	agenda setting	agenda setting	alternatives	agenda setting
Mode of action	Propose policy recommendations, participate in policy drafting and hearing	Incorporate into plan of legislation and amendment of law, start- up both procedures	Propose proposals, accept interviews	Publish papers or research reports, accept interviews or petition	Report typical events, make comments on impacts of public opinion
Available resources	Responsible for policy implementation, familiar with relevant policies, and relationship with legislative branch	Responsible for policy legislation, relationship with executive branch and think tank	Identity of peoples representatives and some officials, social reputation	Discipline background and academic expertise, social reputation	Credibility, communication channels, and relationship with government and think tank
Interests	Reform contributes to education equity and improve government legitimacy	Policy replacement means to raise support of public opinion	Social prestige, career development	Social reputation, career development, but may encounter retaliation	Advertising revenue caused by brand effect, career development, but may encounter revenge

**Table 2: Relevant propositions of policy community members**

Policy alternatives	Time	Presenter	Concrete proposition
Cancellation View	2008	NPC representative Da Jianwen	Cancel mark adding policy, otherwise it will be an obstacle to implement quality education
	2009	CPPCC member and scholar HouJianyi	Mark adding policy has been alienated in some places, becoming the tools of abuse of power for part of people
	NPC & CPPCC of 2010	NPC representatives HeiXinwen, Zhao Linzhong, Liu Xiping	Fraud identity of athletes; cancel provincial outstanding student cadres and merit students; except for relatives of martyrs, minorities and other policies should be gradually cancelled etc.
	2011	NPC representative and scholar Wang Meizhen; Dean of Research Institute of Education Development in 21st Century Yang Dongping and Vice-dean XiongBingqi	Recommend the unified termination of national incentive mark adding policy
Maintenance View	2009	Scholar Zhangjing	Incentive mark adding is the beneficial complement and exploration to get rid of past examination system that settle once life long
	2010	CPPCC members and scholars Luo Lixiong, Lu Anhuai; Prof. Lao Laisheng, Beijing Normal University; Prof. Mao Shoulong, Renmin University of China	Mark adding system is the important complement to college entrance examination system, as well as the important remedies for its defects
Improvement View	2006	NPC Deputy Hong Kezhu	Adhere to compensatory mark adding policy including minority candidates, children of martyrs etc. while clean up some incentive mark adding and impartial policy-based mark adding against education fairness and justice
		Dean of school of Institute of Education, Xiamen University, Liu Haifeng	Compensatory mark adding policy is an important aspect of social relief, should insist on

### 3.1.3 Politics stream: national mood and ideology of ruling party

The national mood is embodied in the form of public opinion, which exert pressure on government, becoming the impetus of policy termination. Through combing, the public opinion surveys of mark adding policy (See table 3 in details), to cancel and even reduce mark adding items is to achieve good governance of protecting education fairness and achieving public opinion. The proposition of Scientific Development Concept on the Third Plenary Session of the Party's Sixteenth National Central Committee in October 2003, the idea that "put the promotion of fairness as the national basic education policy" extracted from <National education reform and development of long-term planning programs (2010-2020)> in July 2010, and re-emphasize of people oriented on the Fifth Plenary Session of the Party's Seventeenth National Central Committee in October 2010, illustrate promoting education fairness development has become an important mission for education career development. However, the frequent mark adding counterfeit and corruption currently are clearly contrary to fairness and justice of education development, as well as against the ruling ideology, including people oriented, fairness, and justice advocated by the current ruling party.

**Table 3 Public opinion surveys of mark adding policy**

Time	Survey Unit	Respondent	Findings
2009	Social Investigation Center of China Youth Daily	2952 people from 30 provinces, cities and districts	58.7%:Serious education unfairness; 76.93%: Return to support naked examination
July, 2014	China Education Newspaper and China Education News Network	Parents from 6 provinces	91.47%: compress mark adding items, and reduce points; 44.35%: easy to power rent-seeking
October, 2014	Education Research Institute of 21stCentury and Tencent Education	9791 Internet users	61.12%: agree to reduce points; 57.28%:overabundance mark adding items; 47.78%:cancel incentive mark adding items

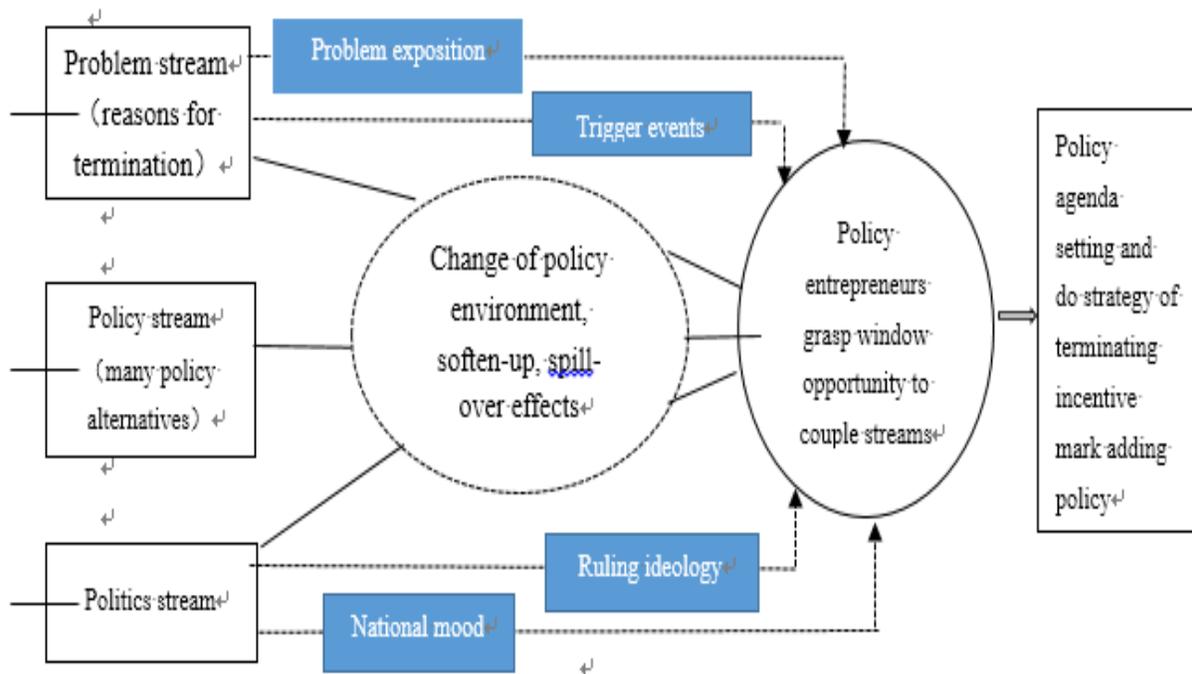
### 3.1.4 Positive coupling of three streams

In July 2014, the occurrence of two large events about excellent physical students for fake identity from Henan and Liaoning province appears the massive trend, arousing widely discussion on many issues including fraud mark adding, items and points, mark adding validity as well as existence and abolition etc.

Before two fraud mark adding incidents were exposed, Sichuan, Hainan, Hunan, Zhejiang and other provincials have been exposed for fake points, involving martial arts, shooting, swimming, tri-mode and three electrics etc.. Why the two fraud events could become the window of opportunity of major reform of mark adding policy. The first is the produce of policy termination suggestions need meet relevant criteria, such as technical feasibility, value acceptance and public recognition etc., which is gradually mature process; secondly, the opening of window of opportunity is accidental, only the event that has deep effect, wide range and long duration could improve the possibility of window of opportunity by attention focus, policy community, change of national mood and formation of policy forces.

Finally, to reach the consensus in the policy stream for policy community, the soften-up process of policy termination is much longer compared with policy agenda setting and policy formation.

In the termination of national incentive mark adding policy of college entrance examination, policy entrepreneurs include NPC representatives and CPPCC members, education experts, scholars and media personnel etc., whose advanced soften-up on alternatives is the key to accelerate the opening of window of opportunity. In addition, the spillover effects of adjacent policies, such as college enrollment and recommendation system reforms etc. contribute to the opening of window of opportunity, thus made MOE and other ministries issued < The suggestion on slimming mark adding > in December 2014.



**Figure 2: MSF of policy termination of incentive mark adding policy of college entrance examination**

### 3.2 Analysis of non-termination of compensatory mark adding policy

From the MSF of policy termination, incentive mark adding policy failed to enter into decision-making agenda of termination, due to lack of experience in resolving critical issues, lack of appropriate political climate as well as feasible and advocating policy alternatives, thus difficult to achieve the coupling of three streams. Below is the specific analysis.

#### 3.2.1 Lack of experience in resolving critical issues

Compared with incentive mark adding policy, the value of compensatory mark adding policy is still greater than its negative effects, despite the mass media exposure of fraud minority identity. In general, the extent of compensatory mark adding policy is relatively stable, and the change of points is relatively small. Certainly, there are differences among provinces. Take the index as an example, the problem has not yet reached the demands concentrated by policy makers, fail to arouse the enough attention of decision-makers. Additionally, values, beliefs, ideologies, interests and prejudice etc. also affect the perception of decision-makers.

For example, events of fraud minority identity is only the local problem, and impacts of their scope and duration are limited; compensatory mark adding to special groups including children of martyrs etc. also involve values and ideologies so that the problem has not serious enough to be solved by policy cancellation.

#### 3.2.2 Lack of feasible and advocating policy alternatives

In policy adjustment of compensatory mark adding policy, it's not only the policy alternatives proposed by the loose policy community cannot meet relevant criteria, such as decision maker's value preferences, access to public recognition and support etc., but also policy actors exert limited impacts on the agenda setting of policy termination. For example, if compensatory mark adding policy is cancelled, what kinds of alternative measures should be taken to compensate to vested interest losers.

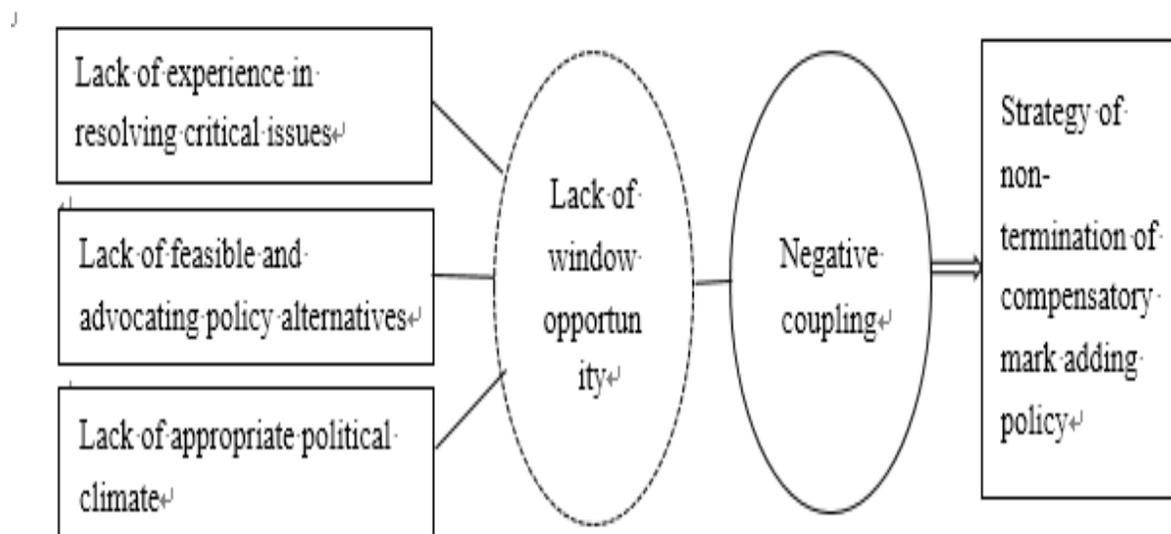
Taking adding points to minorities as an example, if the cancellation of this policy happens, how to reflect the compensation to minority candidates, who really grasp the minority language and culture and contribute to cultural diversities. So far, although some scholars (Liu Yanfei<sup>x</sup>, 2012; Bai Hongmei<sup>xi</sup>, 2015) proposed the condition of adding points that replace "minority identity" with "regional characteristics" or "cultural contribution". However, whether these opinions and suggestions are feasible as well as reach the consensus still lack field study, and need follow-up inspection. Additionally, main policy advocates including NPC representatives and CPPCC members fail to input appeal for policy termination into decision-making center.

### 3.2.3 Lack of appropriate political climate

As far as China's decision-making system is concerned, the political stream is in the core of three streams. Lack of appropriate political climate, the positive coupling of three streams is also difficult to achieve, even if the two conditions namely the serious problem and feasibility of policy alternatives are met, thus led to the close of window of opportunity. In particular, owing that policy output is more reflected value preferences of decision-makers; they still support compensatory mark adding policy. For example, on August 17<sup>th</sup>, 2015, MOE has also released <The decision on accelerating the development of national education for the State Council>, where to retain and improve the adding points to minority, as well as optimize the layout and structure of higher education in ethnic areas are proposed. Mao Liti, the director of the Minority Education Division of MOE, said preferential policy of adding points to minority from the frontier, mountainous, pastoral and minority areas would continue to be retained and further studied and reformed on the contrary. Besides, public opinion polls show the voice of support abolition of incentive mark adding policy is significantly greater than compensatory mark adding policy. After all, the political atmosphere of terminating the above policy has not yet formed.

### 3.2.4 Lack powerful window of opportunity to couple three streams

The termination of incentive mark adding policy ultimately depends on the opening of window of opportunity and political support of decision-makers. Compared with the above policies, the trigger potential of compensatory mark adding policy is rather weak, difficult to reach policy consensus, and fail to attract enough attention of decision-makers, resulting that three streams cannot be positively coupled and the policy window was eventually closed.



**Figure 3: MSF of policy termination of compensatory mark adding policy of college entrance examination**

#### 4. Comparison of agenda setting of incentive mark adding policy termination and compensatory mark adding policy termination

Based on the above analysis, the following table compared agenda setting of policy termination of both policies (See table 4 in details). The results show there is more obvious and favorable evidence to support the positive coupling of three streams for incentive mark adding policy, so as to promote the opening of window of opportunity, and achieve agenda setting of policy termination.

**Table 4: Comparison of agenda setting of incentive mark adding policy termination and compensatory mark adding policy**

Streams		Incentive mark adding policy	Compensatory mark adding policy
Problem stream	Index	strong	weak
	Focus event	strong	weak
	Feedback	strong	middle
Policy stream	Technical feasibility	strong	weak
	Affordable cost	middle	weak
	Value acceptability	strong	middle
Politics stream	National mood	strong	middle
	Interest action	middle	middle
	Policyentrepreneurs	middle	weak

Notes: Strong means obvious and strong evidence show the variable supports the opening of policy window of opportunity; middle means there is some evidence that the variable supports not to inhibit the opening of policy window of opportunity at least; weak means little or no evidence that this variable supports the opening of policy window of opportunity.

#### 5. Partial termination of mark adding policy

Compared with change of other policies, the cancellation of mark adding policy of college entrance examination seems slow-moving development, which concerns amounts of stakeholders, whose objectives are smaller than high-level political goals, such as harmony and stability. Besides, long brewing and discussion of mark adding policy cannot achieve the consensus of all stakeholders. As results, mark adding policy has just realized the partial termination. Nevertheless, the similarity is the coupling between three streams and window of opportunity compared with past modes of policy termination. Therefore, considering that various government departments have pushed many relevant policies about fairness of the college entrance examination, exploring the whole termination of mark adding policy will help the government reassessment the actual situation after the implementation of other relevant policies, thus make timely response in the future policy planning.

## **6. Strategy choice of policy termination of China's mark adding policy of college entrance examination**

After analysis of reasons, difficulties and deep obstacles of partial termination of China's mark adding policy of college entrance examination based on the MSF of policy termination, it's not difficult to conclude that the whole termination of China's mark adding policy of college entrance examination cannot be completed in a short period of time. The obstacles of its termination not only include institutional obstacles, such as the unbalanced allocation of education resources, the double decision-making system and single talent evaluation system and way of admission etc., but also lack of feasible termination alternative, that is to say, there are still some technical barriers need to be considered and solved, as well as the issue of opportunity cost. At the same time, the resistance and reluctance from part of members due to vested interests in the policy community cannot be ignored. As results, gradual termination that to promote policy termination through a moderate and uninterrupted way without clear termination timetable so as to reduce adverse impacts of policy termination is put forward as a termination strategy.

### **6.1 Strategies of mark adding policy termination from problem stream**

To terminate the mark adding policy, following measures could be taken in the problem stream to make objects of policy termination clear, and then highlight the necessities of policy termination. (1) To do subentry evaluation of negative effects of mark adding policy of college entrance examination, especially compensatory mark adding policy and adding points of local areas, as well as to invite external agencies to issue neutral evaluation reports on reasons and specific data of policy termination, while their evaluation process and results would be open under the public supervision; (2) Factors including differences in the level of economic development, cultural tradition and education resources will lead to differences of mark adding policy in different places, so it's necessary to make full investigations on problems of stock and increment by dividing areas to carry out the field research since mark adding policy is implemented.

For example, scholars can constitute investigation groups with the help of the government, and carry out a comprehensive assessment and re-combing of policy around the country by gathering the strength of social organizations. Taking policy of adding points to minorities as an example, on one hand, sufficient data and the use of scientific and effective metering methods are necessary; one the other hand, it also need compare policies divided by districts and groups so as to get specific understanding of diversification. If the policy of adding points to minorities is not suitable for local development for particular areas, it should be terminated without doubt. On the contrary, if the policy of adding points to minorities could still be used to maintain the education balance for some areas, its objectives and purposes must be made clear, and then need accurate and timely adjustment according to the actual situation; (3) To pay more attention to the public communication and support, build up sensitively efficient and fast information collection and reporting channels, and timely collect reflections of policy termination and give feedback to the public for their support.

## **6.2 Strategies of mark adding policy termination from policy stream**

As regards policy stream, it's crucial to increase the survival of policy termination alternative, that is to say, to focus on survival criteria that alternatives should meet, specific measures could be taken as follows: (1) To compare costs and benefits of termination alternatives, and then reduce termination cost as possible, including explicit costs and implicit costs.

For example, costs may involve the ease of contradictions between group with adding points and group without adding points, the level and ability to bear policy termination implemented by local admission departments; (2) To crack technological barriers of policy termination of mark adding policy, for example, how to build up effective interest compensation system so as to make up for vested interest beneficiaries, the cohesion with other policies and equitable distribution of education resources etc., above which need further study and then form their specific solutions; (3) Advocators' roles in policy termination should be played, and to improve value acceptance of policy community members, which can take measures step by step, the first is to merge similar items according to level of national education resources and economic development, and then to pilot in the most representative province selected from areas with the same item, and eventually to do promotion around the country after accumulated sufficient experience; (4) When deciding compensatory mark adding policy and adding points of local areas as termination objectives, a sense of narrowing the scope and content of policy termination should be cultivated in light of termination resistance, inertia constraints and other factors etc.. The first is to terminate badly policy while decision-makers need be aware of the premise that they should know the baseline of policy termination, thus increasing the smooth occurrence of termination, as well as reducing termination costs.

## **6.3 Strategies of mark adding policy termination from politics stream**

From the perspective of politics stream, in order to achieve the termination of compensatory mark adding policy and adding points of local areas, the grasp of the direction of public opinion is very important. (1) Toput policy advocacy in advance, propagate the negative effects of old policy, make the necessity and importance of termination timely deliver to the public, strengthen public awareness and education and eliminate conflicts of policy termination from the public; (2) To use and guide the network media fully. When propagating policy termination, the regulation of the mainstream of network media and the network public opinion should be grasped, so as to control the direction of network public opinion and promote the process of policy termination; (3)To establish public opinion research and analysis system, study the structures and preferences of public opinion acceptors, put the research results as the important references of policy termination, so as to disseminate positive effects of policy termination aiming at different groups, eventually creating beneficial public opinion atmosphere for policy termination.

#### 6.4 The coupling of three streams by seizing the window of opportunity

The opening of window of opportunity would create chances for positive coupling of three streams, but its opening has been full with occasion and temporary, and then need make enough preparations in order to seize chances for the first time. Therefore, to achieve termination of mark adding policy, it's necessary to make preparations in advance: (1) To strengthen propaganda and guidance of public opinion, and get more acceptance of supporters; (2) To prepare adequate resources so as to quickly carry out relevant work when chances come; (3) To make preparations for proposals better so as to get the attention of relevant ministries, and then come up with useful comments and suggestions with the coming of window of opportunity; (4) To grasp the opportunities of summitting proposals. For example, NPC and CPPCC, the Political Consultative Conference, the Council of the State Council etc. are likely to be the window of opportunity, so these meetings could be seized to submit proposals, which are easy to cause a wide range of attention and the window of opportunity is much easier to open.

It is considered in this paper that there is yet a long way to go for a low-carbon city in Taiwan, all depending on the attitude of Taichung City Government.

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