

The Reform of Social Governance and Civil Service System in Shenzhen

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Different countries have different national conditions and social situation, with different paths of development, but a common guideline is: a healthy society depends on the balance of the three forces of government, market and society. As is known to all, triangle is the most stable structure in the world, the European countries and America promotes the checks and balances of legislative, executive, and judicial branches; and in modern enterprises there usually exist the checks and balances of the board of directors, board of supervisors, and the general manager. As for local governance, it is the same. As long as it keeps the balance of the triangle which is formed by the government, market, and social structure, it will be a stable society.

Here I would like to introduce the basic situation and work in Shenzhen.

First, the basic situation of Shenzhen

Shenzhen Special Economic Zone, with a total area of 1,991.64 square kilometers, actually manages a population over 18 million. Its main features are as follows: First, it is an international metropolis, adjacent to Hong Kong, with nearly 500,000 foreign people. It is one of the largest port cities of entry and exit, which is also the fourth largest container port in the world. 180 of the world's top 500 have invested and set up enterprises in Shenzhen. Second, it is a city of immigrants, with only 315,000 former residents. Most residents are immigrants, with an annual turnover rate of 33% and basically the people there will be totally changed every three years. Third, it is a young city which has just been built for 35 years. The average age of the population is 33.6 years, and postmodern values are demonstrated owing to the large number of young people. Fourth, the population, area and industry of each district vary greatly. The most populous community has 250,000 people, while the least populous community has only 3,000 people. There is obvious polarization, as some people live in luxury house worth 300,000 Yuan per square meter, while some people live on the minimum living security of 800 Yuan per month. Therefore, there is great variety in people's demand for material, culture, life and work.

These changes make us deeply realize several things: first, there will be no human services without delicacy management; second, where there are benefits, there should be democracy; third, grassroots governance should keep internationalization, rule by law, market-orientation,

socialization, and informationization into consideration, and promote top-level design, systematic design, dynamic design, and differentiated design.

Two, the Basic Situation of Social Governance in Shenzhen

During its 30 years of development, Shenzhen has been focusing on keeping the stability of the system, trying to promote the balance of the government, market and society. As the pioneer of the grassroots governance innovation in Shenzhen, Nanshan District has conducted continuous exploration and practice, carrying out the community governance of “one core with multi-variant”, which has been enhanced as the Shenzhen model. The so-called “one core with multi-variant”, referred as “1 + 3 + N”, is to take the Party Organization of the community as the core, depending on the community committee, community station and community service center, so as to promote community harmony. It has set up many brand projects such as the harmonious enterprise workroom, service center for builders coming to Shenzhen, incubation base for social organizations, and the communication station for the representatives of the National People’s Congress; it is committed to theoretical research and issued the *Social Construction Standards System* and the *Development Index*, which have become the baton, barometer and supervision instrument of social governance; it has published *China's Social Construction Dictionary*, which has filled the gaps in the research in the field of social construction; it has achieved innovation in the “two-way interaction” system of harmonious community construction and won the fourth China Local Government Innovation Award.

(1) The Government plays a leading role in social governance

We believe that in social governance, the government’s function is mainly reflected in four aspects: setting rules, transferring space, building a platform, and providing protection.

The first is to set rules, managing in accordance with international rules and practices. Shenzhen is a city with the most numerous local legislation in China, which has formulated 213 local regulations including *Regulations of Shenzhen Special Economic Zone on Social Construction Promotion*, and 40% of them belong to legislation in the field of social governance.

It implements statutory responsibilities, clarifies matters such as administrative examination and approval, and administrative licensing, to ensure law-based administration. For example, Nanshan District has issued a “power list”, involving a total number of 8373 items of departmental responsibility and 5295 items of sub-district responsibility.

The second is to transfer space. Respect for the laws of social development, and decentralize power to the society. Decentralize the power to the market and society where they play a role. In 2014, 65 items were cancelled or changed in way of management; 108 items were delegated to lower levels of government departments.

The third is to build a platform. Nanshan District has set up five platforms of autonomous community consultations and residents' self-help and mutual assistance according to features of different categories, different levels, and different groups, providing system arrangement for communicating public opinion, democratic consultation, and promoting consensus. For instance, in 2005, it set up the first the communication station for the deputies of the National People's Congress, and the full-time liaison officer helped the deputies to gather public opinion and feedback, which enabled the grassroots democracy to have a foothold. In 2008, the Hong Kong government had planned to build a landfill in TuenMun. The deputies organized a group of residents who were enthusiastic about environmental protection to go to Hong Kong to express their demands to the Government, which was considered as the most sincere event expressing public opinion. As a result, Hong Kong changed to another place in 2011.

The fourth is to provide protection. It takes social governance and urban planning and construction into synchronous consideration. Before the city planning, it considers the economic, social, environmental elements, and carries out system design, dynamic design, differentiated design according to features of different groups of people. For instance, it emphasizes administration according to law in the villages inside the city; in the commercial and residential areas, it emphasizes more on services; while in the high-grade residential areas with perfect property management, it emphasizes autonomy. In the past five years, Shenzhen's investment in people's livelihood areas has increased year by year, and the annual average growth rate of investment in education, health, social insurance, employment and housing has reached 22.36%. With a total cumulative expenditures of 499.9 billion Yuan in five years, it has been in the leading place among the sub-provincial cities in China. The 65 items involving local powers in the Twelfth Five-year Plan have been fully implemented in Shenzhen. In addition, it carried another 15 items by itself.

(II) Social cooperative governance is the only way to achieve the goal of good governance

Social governance is not only the matter of the government, but also needs to guide and stimulate various social organizations and residents to participate in actively.

The first is inclusive development. As China's largest city of

immigrants, we establish a concept of “being a Shenzhen citizen as soon as arriving here”, and enables everyone to develop freely and share the achievements of reform and development. For example, when we were making social management plan for the Qianhai Free Trade Zone at Shekou, we planned an international school which conducted dual system of teaching. Comprehensive hospitals and community health centers would be built according to the standard of the integration of Shenzhen and Hong Kong, so as to let the residents in the FTA enjoy international medical services. Construction of various facilities and providing a variety of services would enable people of different national customs, different cultural backgrounds, and different religions to get along equally.

The second is citizen-like integration. Vigorously promote the equalization of basic public services, such as the implementation of points system for household, which is similar to the US “green card”. Promote the development of education and enable equal access to compulsory education. In 2014, 58.7% of public school places were available to the students of non-Shenzhen household registration; a “foreigner community service station” has been set up in Yanshan Community, which is the largest residential area of foreigners in Shenzhen, which provides legal advice, lease registration, life guidance and other services for more than 2700 people from 54 countries and regions.

The third is social collaboration. In social governance, the social effect of $1+1>2$ can only be produced if the property management company, the units within the management area and the various social organizations shoulder more responsibility. For example, the Overseas Chinese Town Group built a 1200-square-meter center to serve the Chinese Communist Party members and the general public, with the multi-media room, dance room, fitness room, free to the public. The annual reception of residents reached 20,000 people. During holidays, the city’s school sports facilities are all open to the public free of charge.

The fourth is that the residents are the masters of their own affairs, which is the common pursuit of people around the world. In our social governance, it has basically formed autonomy system of multi-levels and multi-forms, including the neighborhood-based residents autonomy, the owners’ autonomy through the owners’ committee, and the social organizations’ autonomy by the social communities and industry associations. For instance, Shenzhen set aside 2 million RMB for each community to promote “micro things of community service”, so as to solve the most urgent problems. All the matters are the residents’ own decision, from collecting ideas, selection, to supervision. In 2015, Nanshan District plans to invest 11.87 billion Yuan to do 45 things of

livelihood, and all are open to the public for selection.

(III) Allow the market to stimulate social forces to participate in social governance

Shenzhen's social governance follows the laws of the market and let the market play a decisive role in the allocation of resources, so as to achieve maximum efficiency and fairness and justice.

First, to promote the government's procurement of services. From 1994, Shenzhen began to explore the practice of government procurement of services, including afforestation, environmental protection and so on. In 2014, Shenzhen issued the "Opinions on Government's Procurement of services", clearly defining 240 items of services of government purchase.

For example, there were more than 2,000 maintenance workers and more than 300 civil servants in the green management office in the past, but now only about 100 civil servants are left as the services of more than 400 companies are purchased.

Second, foster the development of social organization. Deepen the reform of the registration system, to expand the scope of direct registration to 8 categories of social organizations including charity, social welfare, and community service, and achieve new breakthroughs in 6 aspects including loosening up entry conditions and inter-regional formation. For instance, there are 1,031 social organizations and the number of social organizations for each 10,000 people was 10, the number of licensed social workers among each 10,000 people was 5. The "incubation bases for social organization" have been built at the district and neighborhood level, which entrusts some part of public service affairs to the society. In 2014, it purchased 30 major items of public services and invested in 1.01 billion Yuan, accounting for 9.2% of the district's total financial expenditure in livelihood.

Third, social undertakings should be undertaken by the society. It has issued a series of reform documents such as *Guidance of Deepening Investment and Financing System Reform in Shenzhen* and *Approval Method for Shenzhen Social Investment Project*. All the investment in the business area are open to social investment, except for those that are limited by state policies, laws and regulations. Especially for those fields of business infrastructure that has never been opened in the past, including water, public transport, gas, electricity, environmental protection, rail transportation, and culture, and education, and other social welfare projects, all kinds of capital can participate.

Fourth, to explore smart city construction. Like many other cities in the world, Shenzhen is faced with challenges of environmental pollution, traffic congestion, energy shortages and other aspects. Under such circumstances, we take full advantage of the "Internet +" concept, promote the construction of "net-weaving", build one database

(information resource database), two systems (information collection system and decision analysis system), break all departments' "island of information", unify administrative service processes for public, and provide all-round service, and make public government information, online approval of investment projects, online handling of social affairs, and online monitoring of government efficiency. For example, we can push the weather, the environment, transportation and other information to the residents through the micro-channel, micro blogging. The residents can access through APP timely to check the school place, hospital beds, and the progress of administrative examination and approval. The Government departments can carry out comprehensive analysis of supporting facilities such as area schools, community health, pension beds, commercial and other facilities comprehensive analysis, and conduct scientific distribution, push the service initiative, thus further enhance the government's level of social management and public service.

Third, Shenzhen civil service reform

A high-quality civil service staff is an important guarantee for the modernization of national governance. Judging from past experience, category management and appointment of civil servants management are main methods adopted in developed countries and regions around the world. In 2008, Shenzhen, as China's only pilot city for civil service reform, began to explore actively.

I. The Practice

First is the implementation of category management. There are 45,000 civil servants in the City, serving more than 18 million people, their work load exceeds that in developed countries and cities, such as Hong Kong, Singapore and Tokyo. Our civil servants are classified as "Integrated Management", "administrative law enforcement", "professional and technical servants." Administrative law enforcement servants refers to the fulfillment, punishment, inspectors and other duties of office, such as public safety, labor supervision; professional and technical servants refers to the number of highly specialized jobs, such as weather warning, information networks. About 24,000 persons belong to these two types of civil servants, and the remaining 21,000 persons are integrated management servants.

Second is to separate of treatment with administrative position. There are different sequences of promotion between Administrative law enforcement servants and professional technical servant. Treatment and promotion depends on their accumulated seniority and job performance. With a 22-year-old recruited civil servant, for example, if he/she keep a normal speed of promotion, it will take 22 - 25 years, his/her

remuneration will not be less than that of integrated management cadre of director. Third is to expand the appointment. All newly enrolled civil servants are of appointment, after 2010, breaking the traditional model of tenure. With certain conditions, the appointment of civil servants, and the employment contract may be terminated by the employing authority. If the examination result for two consecutive years is incompetent, the employing authority shall terminate the employment contract.

II. The real result

The first, it broadens the civil service promotion channel. All along, there is a "glass ceiling" phenomenon and narrow space in the promotion of junior civil servants, due to the limited number of leadership positions. For instance, some offices have only a few leadership positions, but hundreds of civil servants, to whom not to mention promotion even their level of salary would not increase. After the classification reform, it will further improve the civil service salary system.

The Second, is to break the civil servants' "secure job" In China, the civil service has been a popular stable job because of lack of competition in "survival of the fittest". After the implementation of appointment, it broke the "Generalized System of Preferences", and inspired the vitality and creativity of the whole team.

The third is to enhance the civil service "professional." After the classification reform, civil servants can follow their personal inclination, special expertise to plan their own career prospects, to fully display their talent. And the civil servant team has a clearer division of labor, to maximize individual value.

Practice has proved that Shenzhen has forged a clean and efficient team of grassroots civil service, through the civil service reform, which provides a powerful driving force for innovation and a steady stream of personnel security for the social governance.