

Analysis on Chinese Government Management Mode in the Perspective of Holistic Government and Its Path of Reform

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Abstract

In recent years, both safety problems worldwide and various domestic crisis events put forward new requirements on the reform of public sectors. Meanwhile, governments in countries around the world are trying to explore more positive and effective government management modes. In the perspective of the holistic government, the author analyses the existing problems of the current government management mode in China and further discusses the innovation path to the theory of Chinese government management mode—holistic government, namely, reshaping institutions, integrating information, restructuring the processes and shifting consciousness. It can achieve flexible collaboration among sector organizations, scientific and rational allocation of functions, smooth flow of information resources and service awareness of public servants so as to deal with public crisis, reduce the cost of public management and provide high-quality public service for the citizens.

Keywords: Holistic Government; Problem; the path of reform

1. THE CORE OF THE HOLISTIC GOVERNMENT

Since the 1970s, new public management movement has brought new administrative culture for countries; while improving administrative efficiency, the fragmented management gradually reveals many problems, resulting in heavy resistance faced by the government, more and more complaints from the public and deterioration of trust between the government and the public. Faced with increasingly prominent government management bottlenecks brought by the new public management movement, known as pioneers of new public management reform, the United Kingdom, Australia and New Zealand, whether in academia or government practice, have actively encouraged innovation and bold reforms, adopted collaborative and integrated planning ideas and then proposed the strategic vision to construct the "holistic government"; until the 1990s, the "holistic government" practice has got good effects; many countries in the Western society gradually adopted the model and launched a new government management reform.

"Holistic government" refers to cross-sectoral collaboration implemented by the public service institutions in order to accomplish common goals and joint organi-

zation measures taken to solve some specific problems.[1] The concept is an attempt mainly to solve problems of lack of cooperation and coordination between government departments, messy governance and egotism. Its purpose is to provide "one-stop" service with the means of cross-sectoral collaboration and the path of all-round integration. Overall, holistic government has the following characteristics: first, local correction of the department. Based on the new public management, holistic government makes partial adjustment to the government department which is not conducive to business development; Second, organization of collaborative work. Under the premise of specialization, carry on cross-sectoral collaboration to achieve public policy objectives; third, the sense of service. The core work of holistic government is to improve the sense of service of the government's public servants and provide integrated "one-stop" services for the public.

2. PROBLEMS OF CHINA'S CURRENT GOVERNMENT MANAGEMENT MODEL IN THE "HOLISTIC GOVERNMENT" PERSPECTIVE

Since reform and opening, several major administrative reforms have made great progress in the level of China's government management, but we also see that reform measures with too much emphasis on decentralization have made the serious situation of "fragmented" government management. Government management activities are not enough to form benign interaction between the state and the society; partial increase in the level of government management cannot conceal its helplessness facing a variety of problems or meet the social and economic development, people's happiness and the required high level of government management to achieve "Chinese Dream". In

terms of present "integrated" service demand, the Chinese traditional government management model is problematic.

2.1. Unreasonable division leads to fragmented workflow and rigid organization.

First of all, according to functions, our government management can be divided into many different departments. An administrative matter is under the jurisdiction of multiple departments simultaneously; a complete business process is divided into fragments and requires approval of different departments, so it's cumbersome, time-consuming and labor-intensive.[3] For example, Cao Zhiwei, President of Guangzhou New City Investment Holding Group disclosed in the way of "spontaneous detonation of family scandal" that to invest a project needs to go through 53 offices and center, 100 approval procedures and 108 chapters which takes about 799 work days. It is a true portrayal of process fragmentation. Secondly, in the Chinese administrative system, no matter whether it's necessary for the size of administrative regions, the local government is uniformly divided into four levels of province, city, county and township. Procedures with emphasis on centralization, submitting for approval and pending resolution cannot deal with local problems flexibly according to local conditions. Meanwhile, the rigid organization, in turn, leads to poor transmission of information between vertical departments; in the information feedback, what is not conducive to the department is filtered; alienation of policy implementation becomes common occurrences.

2.2. Too many departments cause selfishness and overall inefficiency

To some extent, the allocation of functions and functional distinction of departments in the administrative system of

Chinese government has improved administrative efficiency, but it is negative for the organization's overall efficiency. This is due to the misallocation of the power and public resources; budget reform results in the finance sector; departments only pay attention to responsibilities of the department on the principle of division of labor and work with the mind of "only caring for oneself". When carrying out tasks, the related parties often start from interests of individuals or the department to determine the behavior without intention to serve for people and ignore the entire organization's mission and even places department or personal goals above that of the whole society and the organization, which is called selfishness. Selfishness certainly leads to assuming responsibility based on profits, making the problems cannot be promptly resolved and the overall efficiency is affected. [4] For example, various loopholes and problems arise in China's food safety supervision, which are caused by the low effectiveness of supervision due to fragmented functions and too many departments.

2.3. Specialization of labor leads to single skills and poor adaptability of staffs

The current public management model with emphasis on specialization of labor divides a complete business process into multiple segments; in addition to increased communication work between the various business units and greatly increased transaction costs, it also leads to increasingly single skills of public servants who become one-side developed components.[5] The excessive emphasis on specialized division of tasks makes public servants face a large number of monotonous and mechanical operations every day, which limits the personal initiative and creativity, making public servants like standardized products and have

no humane opportunities to play their personality. Even if they have the idea of proactive work, they finally will be defeated by bureaucratic thinking such as "being afraid of making mistakes", "no power to assuming responsibility" and "final decision by leaders". Therefore, they have to face a bunch of rules and regulations without thinking and innovation and behave themselves in their respective areas of responsibility by repeating a certain kind or class of monotonous work. In today's constantly changing society, demands of citizens for public services are more subtle and diverse, so single skills is often presented to be incompetent in a complex environment and it is difficult to adapt to the complex and changing society.

2.4. Official selfishness leads to low service awareness and poor service performance

On the one hand, the mentality of serious "official selfishness" exists in China's current government management model, which results in that in the management activities of public affairs, public servants of various departments consider themselves as superior "officials" and often unconsciously keep up appearances to show their own importance; they arbitrarily provide the public with varying quality of public services deviating from goals with weak service awareness; while the public in charge of non-power have no choice for the services provided by government departments.[6] On the other hand, various government agencies adhere to the basic principles of the act regulated by the central or higher organizations, but they still have a lot of autonomy and have its own rules and regulations, behavior and work requirements; there lack valid articulation arrangements among departments; to deal with business, the public have to face different business process rules every time and go through countless departments to handle tedious

and complicated procedures; the relevant departments then act in accordance with the internal approval process one by one; this process completely ignores the convenience of the public as for access to the public service. In addition, in China's current management mode, the public have always played the role of "asking for help". They have no choice for public services provided by the government but accept them totally, let alone enjoy the personalized service. The government departments have cumbersome procedures and low efficiency, which increasingly deepens the public's distrust of government departments [7].

3. VIEWS ON CHINESE GOVERNMENT MANAGEMENT INNOVATION BASED ON THE "HOLISTIC GOVERNMENT" THEORY

In the recent Ya'an earthquake, all types of caring volunteers ran toward the disaster area, but were stuck in stagnation halfway; thus they not only failed to provide services for the affected areas, but "blocked" the road. In reality, there're abound examples about the apparent mismatch between the government and society. Untimely transmission of information and the lack of sufficient communication lead to useless efforts out of kind heart as well as lots of misinterpretation between the government and the society. The core essence of "holistic government" is: to exclude conflicting and destructing policy situations, to make better joint use of scarce resources, to promote solidarity and cooperation of different stakeholders in a policy[8] and to provide citizens with convenient and thoughtful service. Pelly Hicks considers that to build overall government needs three aspects of preparation: first, use powerful IT to support online governance model;

second, build flexible and interactive organization structure; third, build active civil servant team. These three aspects can form the technological foundation, organizational foundation and personnel base needed to construct the holistic government. Inspired by it, the paper plans to elaborate on integrating government work from the organization, information resources, business processes, services and communication channels and other aspects.

3.1. Reshape institutions: establish the benign and interacted joint organizational structure

China's administrative system takes facilitating the work as a starting point for functional separation; it leads to governing in their own ways among departments and organizations and mutual buck-passing, which seriously affects the efficiency of administrative work. The joint-based holistic government with emphasis on division of work is more conducive to effective implementation of the administrative work. First, optimize the allocation of functions. The society is developing and therefore division of functions among departments should also be optimized with needs of the society to follow the trend. Merge the scattered functions; split too concentrated functions and transfer cumbersome functions to the department needed to achieve integration of horizontal government functions and restructuring and coordination between organizational departments; implement unified performance objectives and performance evaluation criteria to coordinate the interests between departments and develop cross-sectoral coordination and cooperation mechanisms. Secondly, organizations of the "holistic government" emphasize joint. Inter-departmental joint is needed to fairly achieve higher social goals; it can be mutual collaboration between various functional departments within the

government and also include the cooperative partnership between the government and non-profit organizations, private companies or communities. For example, develop appropriate principles of commitment between the organizations needing joint collaboration; once an agreement on cooperation matters is made, the parties must work together to implement it; or follow the Canadian government to set up independent informal consultations; encourage interactive activities across government organizations and strengthen cooperation and exchanges between communities, businesses, academia and government organizations so as to gather more information for making and implementation of policies.[9]

3.2. Integrate information: form efficient and convenient information operation mechanism

Since China's "Government Online Project" was carried out, the local government with suitable conditions have actively built portals; they are more used for releasing government information and pay less attention for the comprehensive utilization of information; as intersectoral information systems are mutually unintelligible, the database cannot be shared; even universal basic data still needs various departments to repeat the construction. Governmental information resources integration needs to change the current clutter and scattered state of information; under the guidance of meeting social demands, adopt scientific management methods and achieve the full-range sharing and optimal developing efficiency of government information resources, so that the whole process of government information services is systematized and standardized. First, establish the basic system of information management. Unite standards for management, collection, storage, recall, keeping and updating of government information resources to

ensure that information resources flow smoothly in different sectors with effective convergence. Secondly, establish the underlying database. Whether the public or businesses, when dealing with the government, they are bound to design the basic identification data; it requires to form the basis of the database according to a variety of different service demands, such as population base information database and corporate units base information database. When the public need to apply the appropriate business, the relevant departments can recall the information to confirm without the need to repeatedly filling out various forms. Moreover, achieve sharing of information resources within the government. For basic data in multi-sectoral needs, establish a shared database and unify data management; when a department needs to use it, it can directly go into the database to recall the information, thus avoiding duplicated acquisition and development of information resource; it will inevitably reduce administrative costs and improve administrative efficiency.[10]

3.3. Restructure the processes: form collaborative and interacted administrative processes

Chinese government management mode takes functions as the center and thus the business process is divided into different segments in accordance with the different functions; half-electronic work mode also affects the overall efficiency. The management model of "holistic government" requires both breaking the barriers between departments and collaborative electronic work, thus greatly reducing the waiting time of the public to deal with business. First, change the situation of too many departments. Process reengineering is process-centric and breaks the status of too many departments with the pursuit of overall sound interaction. Break the previous artificially divided business order

and arrange based on government business processes; make an efficient use of timely and synchronized operational advantages of network to achieve vertical integration and networked collaborative work among the various government departments. Secondly, undertake electronic work to achieve coordination work. Response to service requests is the core making the government process possible and also the basis for governmental coordinated business. Public service request is data request and the Government's response is the data response, once the public a service request, the system will automatically distribute the request to the relevant departments, the relevant departments in accordance with their respective functions and privileges simultaneously on the same service request response. This can simplify the complex relationships between departments in the past, so that the business relationship between the upper and lower levels and the departments within the government becomes equal coordination based on the public service. Government departments, the higher and lower levels and various positions form collaborative and interacted service bands. Each department or individual gives a timely response within the specified time after receiving service request. Service chain achieves networked coordination work on the basis of data resource sharing and achieves the overall coherence of the business process, and then the public do not have to go back and forth between windows, which can not only save time but also can reduce the friction between the public and the government.[11]

3.4. Shift of consciousness: build a comprehensive high-quality public services

Compared to the static organization, the civil servants are greater variables and act on the self-made operation, so the core of

the success of and the key to government reform is public servants. In China, there has always been the idea that a good scholar will make an official; therefore, official selfishness is prevalent in the hearts of public servants, resulting in placing themselves above duties with the lack of a sense of service. The management model of "holistic government" is precisely against it; with the sound assessment mechanism for civil servants as the security, it encourages civil servants to act as waiters in the public service and make the serve level for the public as the standard for self-assessment. In the Chinese "holistic government" reform, first of all, public servants should establish the value of serving for the public. Give full play to the role of Party school to carry on educational ideology, strengthen progressive lifelong vocational training of public servants, change "bureaucratic" style of work as well as "self-interest" oriented behaviors and establish work norms to "serve the people and serve the community"; gradually update knowledge of civil servants and train their excellent business process skills.[12] Second, improve the incentive system. In addition to provide good-quality public services for the public on behalf of the government, public servants also need intrinsic motivation. As for material incentives, provide reasonable incentives for civil servants who have made outstanding contributions and innovative in the process of service, so that his payment gets reserved benefits, such as monetary rewards, job promotion and so on. For mental stimulation, give spiritual reward and honor to those civil servants who truly practice the idea of public service, and publicize those deeds with positive power to guide and encourage the behavior of other civil servants. Third, increase the punishment for civil servants with dereliction of duty; criticize and educate civil servants with abuse of power, little patience for public

service and poor attitude; make timely adjustments or punishment to those with seriously bad performance. These three approaches will help to establish a proactive team of civil servants and promote construction of service-oriented government.

In the complex social environment, it has become the new target of administration reform for countries in the world to eliminate barriers among government organizations, break self-enclosed state among departments, establish a "one-stop" service platform, facilitate the flow and sharing of government information resources and enhance service awareness of civil servants, in order to build effective and efficient holistic government. Chinese government has done a lot of efforts in management reform; since the 18th National People's Congress, the reform has been further carried out, such as the reform of the railway sector of great concern and the license management reform in "383" program will put forward in the Third Plenary Session of the 18th National People's Congress. It's a useful attempt to build a "holistic government". The "holistic government" building involves many departments and stakeholders with multiple difficulties and obstacles to overcome. However, it's imperative to explore the government management mode and it requires us to embrace hope with continuous exploration and innovation.

4. REFERENCES

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