

Analysis of Reasons for Chinese Civil Servants Resigning from Office

Li Yongkang

School of Public Management, Yunnan University of Finance and Economics, Kunming, P.R.China 650221

(E-mail: 121651831@qq.com)

Abstract

This paper adopts the methods of literature and case study to analyse the reasons deeply for Chinese CSRO according to the data since 1978. The analysis result shows that there are 4 perspectives including 11 reasons to impact on CSRO. Perspective 1, the environment of political and economic, including the pull factors of the policies of economic construction and reform and opening up, the push factors of institutional reform and cut redundant personnel, and the establishment of diversified values. Perspective 2, institutional reasons for CSRO, including the resignation system supplies the legitimacy to resign, and the social security system related to resign has been perfected. Perspective 3, incentive system failure, including the lower salary, the "ceiling" of promotion and unfair treatment. Perspective 4, individual reasons, including willing to try challenging work or do what one likes, job burnout and the change of family relationships.

Keywords: Civil Servants Resigning from Office(CSRO), Reason, China

1. Introduction

China civil servants refers to all public staff who perform official duties according to law, and gain national administrative identification, whose salary and benefits burden with national finance (NPC,2005). Civil Servants Resigning from Office(CSRO) is a right of civil servants, refers to the action or process that a civil service voluntary applies according to the law, after approved by the appointment and removal organ, stops one's job and gives up the civil servant status. It is one form of Civil Servants Resignation, another is Civil Servants Resigned Leadership(CSRL).

Since October 1993, the State Council in China has promulgated "Provisional Regulations on State Civil Servants", there is a clear basis for CSRO management. According to the statistics,"from 1996

to the end of 2003, the total number of CSRO is 32549."(Yearbook of people's Republic of China, 2004) From 1998 to 2002, the proportion of CSRO in China is 0.5‰, 0.6‰, 0.8‰, 1.1‰,1.1‰, resigned number ratio increased year by year, the 2002 CSRO number is 5585.(Pan Chenguang,2005).

Since 2006 the implementation of civil servant law, some new changes have been taking place for CSRO, civil servants who own stronger professional become the object of enterprise to dug talent. The anti tax avoidance expert of tax system has resigned to be tax venture partner of international accounting firm(Wang Chao,2012). The CSRC officials resign to join stock company. According to the statistics of fund company open recruitment instructions, there have been nearly 50

securities civil servants to resign to be the fund company executive(2012). "2013 work report of Supreme People's Court" mentioned that, in the past 5 years, some judges of local courts loss seriously(Wang Shengjun,2013). From 2008 to 2013 of five years, there are more than 500 judges resigned and mobilized to leave in Beijing court system(Li Tianji,2014). According to an official of politics department of Supreme People's court in charge estimation, 5% judge will leave the team of judges before their retirement age in China(Shen Nianzu,2014).

What are the reasons for CSRO? Based on the data of CSRO since reform and opening up, this article adopts the method of literature and case study to deep analysis of the reasons for contemporary CSRO in China.

Due to lack of thinking or underestimates of the vital interests of the broad masses, major projects often become the fuse of group events in China. Major projects' social stability risk is a branch of social stability risk, specifically referring to social unrest, disorder, and other phenomena induced by major project-related elements. Social stability risk assessment on major projects is an important part of projects' social impact assessment system and an important institutional measure to guard against social risks.

2. Literature Review

Through combing the literature, the author finds that domestic and foreign scholars had studied the reasons of CSRO from different angles.

Huang Renzong (2001) summarized the reasons of CSRO to be the fundamental factor and specific reason from the perspective of senior officials.

Song Bin, Bao Jing and Xie Xin(2005) summed up the reasons of CSRO as "eight no": creativity cannot be played; self realization is not met; treatment not to enjoy; not get the promotion opportunities; lack of attention to interpersonal relations; not harmonious; work and life difficult unresolved;cannot display. Wu Bo(2005)had a survey about the flow of China talent to do, a total of 1652 copies of valid questionnaires and 8 types of occupations, including 112 civil servants. The result shows that when civil servants turnover, the first four factors to be considered are salary, career development, the ability to play, work environment;

The last four factors are: promotion opportunity, appropriate post, personnel mechanism, prospect of organization. Li Xiaoyu, Gao Dongdong and Gao Feng(2007) conducted a questionnaire survey on job burnout and turnover intention of Party and government cadres, the results shows that there is a significant positive correlation between job burnout and turnover intention, and job burnout can directly or indirectly affect turnover intention. Liu

Junsheng(2009) concluded the reasons of CSRO: Be not interested in the public administration; Be engaged in an occupation not related to one's training and difficult to adjust and adapt; Capacity constraints leads to not get promotion; Personality; Interpersonal relationship problems, Negligent behavior and health status. Cui Peng(2011) argues that the promotion process is held in all kinds of "unspoken rule", which eventually causes some civil servants to resign. Zhang Fuqiang(2012) thinks that the reasons for CSRO include three dimensions of society, government and individual. Foreign scholars in recent years are also carried out empirical research on the cause of CSRO. Kim, Soonhee (2012) studies on how government IT employee turnover intention influences on human resource management, the results show that the promotion and development opportunities, training and development, management, communication system, pay satisfaction and family friendly policies are important variables influencing government IT employee turnover intentions. Huffman, Ann H. (2014) using samples of 5505 army officer from U.S., assess the spouse career support four years to some extent to influence employee job satisfaction and turnover behavior, the results show that the spouse career support can reduce the possibility of a departure. Watty - Benjamin, Wynant and Udechukwu Ikwukananne(2014) research whether

the human resource management practice is related to organizational citizenship behavior and turnover intention according to the case of public sector of Virgin island in the United States. The results of multiple regression analysis show that human resource management practices cannot predict organizational citizenship behavior and turnover intention.

3. Analysis of the Reasons of CSRO in China

Due to the particularity of Chinese social environment and institutional environment, the cause of CSRO has its own characteristics. Based on the research of scholars above, this paper will analyse the reasons for CSRO from 4 perspectives: the environment of political and economic, the functions of the resignation management system ,incentive system failure and individual reason.

3.1. The Environment of Political and Economic

3.1.1. The Policies of Economic Construction and Reform and Opening up Are the Pull Factors of CSRO

China's economic development policy began in 1978. Socialist market economy system construction began in the 14th congress of CPC in 1992. Became a member of WTO in 2001. China economy has been sustained and developed rapidly, and becomes the world's second largest economic

entity in 2011. Economic achievement is due to on one hand, the hardworking spirit of Chinese people and a large number of entrepreneurs. On the other hand, before 21 century, Chinese talent is not only small number, but reasonable structure. The talents in Party and government organs are relative surplus. Under the background of reform and opening-up, the dreams of the enterprise of industry serving country and creating wealth have been attracting a few civil servants of party and government organs to resign to do some business. Most of civil servants resigning are young and full of dreams, and know economy and policy. Today dozens of well-known enterprises in

China, such as Vanke, Dalian Wanda, HC, Cathay Pacific, Taikang life-insurance, etc., are founded by the civil servants who resigned at that time. So it can be said that the human resources competition brought by the economic construction promotes the talents to optimal allocation, which is the pull factors of contemporary civil servants to resign. This phenomenon appears to be the loss of government talents, actually many management talents choose a more suitable job to do, the result is both enterprises get profit and government increases income.

Table 1 The number of redundant civil servants were cut in the 4 reforms of 1982-1998 in Chinese State Council

Year	The number before reform	The number after reform	The number is cut	Proportion
1982	51,000	38,300	12,700	15%
1988	52,800	44,800	8,000	15%
1993	50,000	30,000	20,000	40%
1998	32,000	16,000	16,000	50%

3.1.2. Institutional Reform and Cut Redundant Personnel Are the Push Factors of CSRO

Since 1982, China has experienced 6 major institutional reforms. Especially the 4 reforms before 1998, each must cut a large number of redundant workers (Table 1). Every time

thousands of civil servants of the state council is cut nearly, the number include governments at all levels is hundreds of thousands. Some of them retired, or went to the state-owned enterprises and public institutions to work, or studied in university at home and abroad, and some of them resigned of

course. It is concluded that when some civil servants still hesitated with the temptation of the reform tide, the institutional reform gave them a wake-up-kick to help them to resign.

3.1.3. The Establishment of Diversified Values

The value orientation of Chinese tradition is "A good scholar will make an official", which still has a strong impact. However, since China's reform and opening up, people's professional values have been changing quietly with the influence of the classic sayings of "One may distinguish himself in any trade" "Whether a white cat or a black cat, a good cat catches mice" "Place a stall, is better than a county magistrate, horn rang, don't do county magistrate" "Industrial patriotic". During the process of contacting with enterprises and research institutions, some stronger professional civil servants gradually realize their own interests. Therefore they choose to resign to do business, or go to universities or research institutions to work.

3.2. Institutional Reasons for CSRO

3.2.1. The Resignation System Supplies the Legitimacy to Resign

The target of CSRO system is to clear the civil service exports, which gives civil service opportunity to adjust occupation career again. Before 1984, there is the absence of resignation system, and almost no phenomenon of cadres resignation. The first generation of doing business in the 1980s is not

general civil servants, and most of them did not resign completely. In 1984, "Decision on Central Committee of CCP, the State Council Forbid Cadres of Party and Government Organs to Do Business" stipulated that "in-service cadres of party and government organs, if one requests to resign from office to manage individual or collective company, should be agreed". From that time, CSRO finally has the legal basis but there is strict limit condition. Both Provisional Regulations on State Civil Servants in 1993 and The Civil Servant Law of the People's Republic of China in 2005 make clear a regulation that "resignation is a right of civil servants", which is the legal protection of civil servants resign. At the same time in order to complete the task of institutional reform and develop economy, many local governments have introduced preferential measures to encourage civil servants to resign to do business. Therefore it is concluded that resignation system and encourage local regulation induce some civil servants to resign.

3.2.2 . The Social Security System Related to Resign Has Been Improved

The professional attraction of Civil servants is stable, good welfare and pension. However, national health system, pension system and social welfare system have been perfecting gradually in China. As long as you make more money when

you work, you can buy all kinds of insurances for you and your family. After retirement, you can enjoy better welfare than a civil servant. The social welfare system eliminate the welfare gap between different career, and remove the trouble after CSRO. A high official (ting ji) named Xu Gang was opposed by his family for two questions when he was going to resign. Firstly, "after resigning, what is your retirement security in the future?" He told his family that he could buy more insurance without retirement pay, and would receive RMB5,000 per month at the age of 60. Secondly, "there is no free medical care, how to do?" He said he could deposit 1000,000 for medical care. (Yang Ming, Zhang Lu, 2010) More and more perfect social security system provides strong guarantee for the civil servants resignation.

3.3. Incentive System Failure

3.3.1. The Lower Salary

It is a consensus that civil servants' working environment is stable, and there are some recessive welfare. However, it is an indisputable fact that civil servants are dissatisfied with wages level, the time limit of increase the wages and the rationality of pay in China. Compared with the average salary of the whole society, the average salary for civil servants do not low. However, we cannot hard to find that civil servants are elites of university graduates and society through the civil service exam hot hundreds or thousands of people compete a

position. With their education investment, ability is concerned, they should get more considerable income in other jobs. Therefore one of target of civil servants, especially leading cadres to resign is to earn more income with their own ability, and to improve the living standards of their family. Especially most of leading cadres resigned to enterprise almost got a higher position and salary. While the resignation of ordinary civil servants does not increase salary at once, but hope to improve income in future.

3.3.2. The "Ceiling" of Promotion

According to the personnel department statistics, the leadership above the grade of county magistrate or department director (xian chu ji) is only 8% of the total number of civil servants. Most of civil servants are still section head (zhu ren ke yuan) when their retirement. The higher of leadership grades, the fewer jobs. Therefore leading cadres always meet the "ceiling" of promotion, to a certain leadership level, there is no space of promotion. Wu Minyi, a former vice mayor of Wenzhou talked about the resignation reason: "now that to be a leader, of course, one hopes to have a higher stage which is matched with one's own ability. However, the promotion opportunity is not decided by oneself. Knowing that, you are not stubbornly and will make your choice" (Zhang Jingping, 2004). One of resignation of reason can be

summarized that the space of leadership promotion is limited, Changing another stage can play one's advantage.

3.3.3. Unfair Treatment

The forms of unfair treatment in China include injustice promotion, injustice pay, Leadership unfair, injustice dispose, sexual harassment, etc. C.E. Rusbult (1988) argued that the first reaction or action is to leave the organization and forget it after employees suffering from unfair treatment. Therefore unfair treatment is one of reasons to cause CSRO.

3.4. Individual Reasons

3.4.1. Willing to Try Challenging Work or Do What One Likes

Research results show that to be engaged in the work one loves or to do certain challenging work really can stimulate individual's working enthusiasm and working potential. Most of civil servants have the idea of resignation, but dare not resign because of being afraid of difficulty. However, a few with management potential and entrepreneurial spirit choose to resign and start again for their interesting. It is hard to understand some resignation behavior because of their better position and condition in government. Why to resign? The answer is to do what one wants to do. Jiang Chongzhou, a high grade leadership (ting ji), in an interview with the southern metropolis daily,

concluded his resignation reason: "Anyway I am going to do what I want. Whether you are good at it or not, you should go to give it a try, do not leave regret" (Zhang Jingping, 2004). More than 30 years, many resigned civil servants have been holding their ideal of doing business, although most of them did not make expected success, but they gain rich experience.

3.4.2. Job Burnout

"Job Burnout" is put forward earliest by Freudenberger in 1974. Maslach and Jackson (1975) put forward the concept of job burnout of multidimensional, namely emotion exhaustion, depersonalization, reduced personal accomplishment from the perspective of social psychology. The situation of the civil servant's job burnout: an investigation in September 2007 for civil servants from Wenzhou showed that "50% of civil servants think mechanization of work, feel tired and stressed; and 40% has obvious job burnout, only 10% feels to own passion and specific goals". Another investigation in 2007 from Guangdong province showed that "50.3% of young civil servants often feel pressure, 31.2% feel too tired, sometimes even 11.6% think of suicide". (Zhang peng, Sun Guoguang, 2008) One of the results of job burnout is to cause some civil servants to resign. For example, Xiao Zhao, female, 31 years old, graduate student, worked in a

government department for five years, then resign to go to an university as a civil servant training manager, and feel satisfied with work now. Her resignation reason is that the work of the government is not very busy, but she still feels tired and hopeless (Liu Yaochen, Wang Jian,2011).

3.4.3. The Change of Family Relationships

Such as one of a spouse working in different places resigns to solve living apart in two places. Or divorce may leads to resign. In the interviews, a provincial civil servant told me that he rarely heard the phenomenon of CSRO. But in his impression, a female civil servant in his organization resigned because a traffic accident killed her boyfriend and she had no way to go out the sorrow environment. Finally she had to resign from the sad environment to start a new life. In the situation, the reason of

resignation has no relation with work, only the change of family relationships.

4. Conclusions

The reasons of CSRO in this paper can be concluded 4 perspectives and 11 specific reasons(table 2) which will impact on the tendency of Chinese CSRO in future. Especially since the 18th congress of the Communist Party of China in 2012, the new central government continues to deepen market economy construction and promote the reform of the administrative system. And a series of rules and prohibits have been implemented to regulate public behavior of civil servants. In this context, the phenomenon of CSRO will increase. Therefore, on the basis of the above 4 perspectives 11 reasons, it is very necessary to strengthen research, and take some measures to govern the trend of CSRO.

Table 2 The Reason of CSRO in China

Perspectives	The Specific Reasons
The environment of political and economic	The policies of economic construction and reform and opening up are the pull factors of CSRO
	Institutional reform and cut redundant personnel are the push factors of CSRO
	The establishment of diversified values
Institutional reasons for CSRO	The resignation system supplies the legitimacy to resign
	The social security system related to resign has been improved
Incentive system failure	The lower salary
	The "ceiling" of promotion
	Unfair treatment
Individual Reasons	Willing to try challenging work or do what one likes
	Job Burnout
	The change of family relationships

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