I C P M
2 0 1 6

Innovation in Regional Public Service for Sustainability

Fourth International Conference on Public Management 2016

July 15–17, 2016
Kunming, Yunnan, China

Edited by

Yan Xiong
Zou Zaijin
Patchanee Taraseina
Ali Rokhman
Li Yongkang

Aims and scope of the series

The proceedings series *Advances in Economics, Business and Management Research* (AEBMR) aims at publishing proceedings from conferences on the theories and methods in fields of economics, business and management.

Research areas covered include:

- e-business
- public management
- management science
- finance
- e-commerce
- business administration
- technology management
- knowledge management
- econometrics
- macro-economics
- micro-economics

Fourth International Conference on Public Management 2016 (ICPM 2016)

Innovation in Regional Public Service for Sustainability

Honorary Chair:

- Xia Shuzhang (Prof. Ph.D. Supervisor), Honorary Dean of the School of Government, Sun Yat-sen University, China. Honorary President of Chinese Public Administration Society. Honorary director, China Institute of Humanities and Social Sciences, Sun Yat-sen University, China Institute of Public Administration

General Chair:

- Gao Xiaoping (Prof. Ph.D. Supervisor), Executive vice president and general secretary of Chinese Public Administration Society. Members of the expert group in emergency management, the State Council of the People's Republic of China. The managing editor of China Emergency Management

General Vice-Chairs:

- Dong Keyong (Prof. Ph.D. Supervisor), General secretary of The National MPA Education Steering Committee. Former Dean of Public Management School, Renmin University of China
- Ritthikorn Siriprasertchok(Ph.D.), Vice president, Burapha University, Thailand

Organizing Chairs:

- Fu Runmin, Prof. Dr. Supervisor, President of Yunnan University of Finance and Economics, China
- Sompol Pongthai, Prof. MD., President of Burapha University, Thailand
- Achmad Iqbal, Assoc. Prof. Dr., President of Jenderal Soedirman University, Indonesia
- Yos Johan Utama, Professor, Dr., M. Hum, SH, President of University, Diponegoro University, Indonesia
- Ravik Karsidi, Prof. Dr. MS, President of University, Sebelas Maret University, Indonesia
- Muhdi Bin Ridwan Aziz, Prof. Dr., President of PGRI University Semarang, Indonesia
- Moh. Hasan, Drs., M.Sc. Ph.D, President of Jember University, Indonesia

Organizing Vice-Chairs:

- Patchanee Taraseina (Asst. Prof. Ph.D. Supervisor.), Dean GSPA, Burapha University, Thailand
- Ali Rokhman (Assoc. Prof. Ph.D.), Dean of Faculty of Social and Political Sciences, Jenderal Soedirman University, Indonesia
- Slamet Rosyadi (Assoc. Prof. Dr.), Chairman of Public Administration, Postgraduate Program, Faculty of Social and Political Sciences, Jenderal Soedirman University, Indonesia
- Akmal Tanjung (Ph.D.), Head of Cooperation and International Relation, University of PGRI Semarang, Indonesia
- Sunarto, M.Si. (Dr.), Dean of Faculty of Social and Political Sciences Diponegoro University, Indonesia
- Hary Yuswadi (Prof., Dr., MA), Dean of Faculty of Social and Political Sciences, Jember University, Indonesia
- Ismi Dwi Astuti Nurhaeni (Prof. Dr.), Dean of Faculty of Social and Political Science, Sebelas Maret University, Indonesia

- Yan Xiong (Prof. Ph.D.), Dean of Public Management School, Yunnan University of Finance and Economics, China
- Zou Zaijin (Prof. Ph.D.), Vice Dean of Public Management School, Yunnan University of Finance and Economics, China
- Han Quanfang (Prof. Ph.D.), Vice Dean of Public Management School, Yunnan University of Finance and Economics, China
- Bao Jili (Asst. Prof. Ph.D.), Secretary of the Party Committee of Public Management School, Yunnan University of Finance and Economics, China
- Yang Yanhong (Lecture), Deputy Secretary of the Party Committee of Public Management School, Yunnan University of Finance and Economics, China
- Li Yongkang (Assoc. Prof. Ph.D.), Assistant Dean of Public Management School, Yunnan University of Finance and Economics, China

Hosted by:

- Yunnan University of Finance and Economics, China
- Burapha University, Thailand
- Jenderal Soedirman University, Indonesia
- Diponegoro University, Indonesia
- Sebelas Maret University, Indonesia
- University of PGRI Semarang, Indonesia
- Jember University, Indonesia

Academic Committee Chair:

- Chen Hong (Prof. Dr.), Vice president of Yunnan University of Finance and Economics, Director of Accounting Society of China, Committee member of Chinese Society for the construction of accounting professional Steering Committee, Member of the International Academic Exchange Committee of the Chinese Accounting Society, Director of China Accounting Review, Director of Yunnan provincial accounting professional construction and steering committee

Academic Committee Vice-Chairs:

- Jeryl L. Mumpower (Prof., Dr. Supervisor), Professor and Joe R. and Teresa Lozano Long Chair, Head of Department of Public Service and Administration,The Bush School of Government and Public Service, Texas A&M University, USA
- Likhit Dhiravegin (Prof. Dr.), Fellow of the Royal Institute of Thailand in Political Science and Public Administratio, Thailand
- Zhu Lijia (Prof. Ph.D. Supervisor), Director of the discipline inspection and supervision department, Chinese Academy of Governance, China
- Zhu Liyan (Prof. Supervisor), Professor of Public Management School, Renmin University of China, Former General secretary of The National MPA Education Steering Committee
- Zhu Qianwei (Prof. Supervisor), Member of The National MPA Education Steering Committee, Professor of School of international relations and public affairs, Fudan University, China
- Bao Jing (Prof. Ph.D.), Deputy Secretary-General of Chinese Institute of Administrative Management, Director and general editor of Journal of Chinese Administrative Management, China
- Tang Renwu (Prof. Ph.D. Supervisor), Dean of Institute of government management, Beijing Normal University, China

- Sun Tao (Prof. Ph.D.), Vice Dean of Zhou Enlai School of government, Director of MPA Education Center, Nankai University, China
- Li Ruojian (Prof. Ph.D. Supervisor), Director of Institute of Population Research, Vice Dean of School of Sociology and Anthropology, Sun Yat-sen University, China

Academic Committee:

- Paulus Israwan (Prof. Dr.), Jenderal Soedirman University, Indonesia
- Sri Suwitri (Prof. Dr.), Director of Doctoral Program in Public Administration Diponegoro University, Indonesia
- Aokama (Prof. Ph.D.), Jember University, Indonesia
- Hedi Pudjo Santoso, M.Si. (Drs.), Vice Dean in Academic Affairs, Faculty of Social and Political Sciences, Diponegoro University, Indonesia
- Sunee Hongwiset (Dr.), Burapha University, Thailand
- Sudarmo (Ph.D.), Sebelas Maret University, Indonesia
- Rino Ardhian Nugroho (Ph.D.), Sebelas Maret University, Indonesia
- Denok Kurniasih (Dr.), Jenderal Soedirman University, Indonesia
- Himawan Bayu Patriadi (Ph.D.), University of Jember, Indonesia
- Djoko Poernomo (Dr.), University of Jember, Indonesia
- Supranoto, M.Si., University of Jember, Indonesia
- Xiao Ying (Prof. Ph.D. Supervisor), Tsinghua University, China
- Li Jiafu (Prof. Ph.D. Supervisor), Party secretary of School of public administration, Renmin University of China
- Zhang Xuedong (Prof. Ph.D. Supervisor), Chinese Institute of Administrative Management, China
- Gao Penghuai (Prof. Ph.D. Supervisor), Minzu University of China
- Liu Junsheng (Prof. Ph.D. Supervisor), China University of Political Science and Law, China
- Wang Dahai (Prof. Ph.D. Supervisor), School of government management, Beijing Normal University, China
- Fan Bo (Prof.), School of international relations and affairs, Shanghai Jiao Tong University, China
- Ma Baobin (Prof. Ph.D. Supervisor), School of administration, Jilin University, China
- Cui Yunwu (Prof. Ph.D. Supervisor),Yunnan University, China
- Fang Shengju (Prof. Ph.D. Supervisor), Yunnan University, China
- Ma Jinshu (Prof. Dr.), Vice president of Yunnan Administration College, China
- Zhang Xiong (Prof. Dr.), National Institute of Yunnan University of Nationalities, China
- Li Jing (Prof. Dr.), School of politics and public administration, Yunnan University of Nationalities, China
- Liu Wenguang (Prof.), Yunnan University of Nationalities, China
- Ma Guofang (Prof.), Yunnan University of Finance and Economics, China
- Yang Li (Prof. Dr.), Yunnan University of Finance and Economics, China
- Li Pengfei (Prof.), Yunnan University of Finance and Economics, China
- Gan Kaipeng (Prof. Dr.), Yunnan University of Finance and Economics, China

Preface

Public service is the core concept for public administration and government's reforms in 21st century. Economy globalization, diversity of citizens' needs, constant quality improvement of public lives have made the regional public service management in more problems, opportunities and challenges unprecedented. Regional public service is essential for the regional whole development. Refining the contents of public service, enhancing its supplies, perfecting its functions and making the public service management in innovation, have been the key ways for regional sustainable development. Communication in public service research for the experts from worldwide would play important role in theory and practice for current public service reform.

Under this background, the Graduate School of Public Administration, Burapha University from Thailand, Faculty of Social and Political Sciences, Jenderal Soedirman University, Public Administration Doctorate Program, Faculty of Social and Political Sciences, Diponegoro University, Department of Public Administration, Sebelas Maret University; Faculty of Economics, University of PGRI Semarang, Faculty of Social and Political Sciences, University of Jember from Indonesia, and School of Public Management, Yunnan University of Finance and Economics from China; all acted as the co-sponsor and co-organizer, to hold the 2016 International Conference on Public Management which theme is "Innovation in Regional Public Service for Sustainability" in Kunming, Yunnan, China. This conference is aimed at addressing innovations for regions of Asia Pacific in public service for sustainability.

ICPM 2016 Proceedings is a seriously reviewed and well-chosen conference publication, which includes about 144 papers and is published by Atlantis Press of France. Organizing Chair Fu Runmin (Prof. Dr.), President of Yunnan University of Finance and Economics, gives sincere hope to the editing and publication of the proceedings, and gives great concern and careful guidance in the overall process. Zeger Karssen, Publishing Director of Atlantis Press of France, Willie van Berkum, Project Manager of Atlantis Press, give great support to the publication of the proceedings. Dr. Wang Xiaofen, Dr. He Xiaobo, Dr. Xi Chunai, Dr. Gu He, Miss Jiang Ke, Assoc. Prof. Chenmeixia, Mr. Wang Xidong, Dr. Li Kun, Miss Zhao Junrong, Dr. Ludan, Dr. Zhao Shu Liang, Dr. Xiao Bin, Dr. Cui Maochong, Miss Rao Huang, Miss Yang Lijuan, Miss Yang Qian and Dr. Slamet Rosyadi, Dr. Ritthikorn Siriprasertchok, Dr. Sunee Hongwiset, etc., who participated in the editing directly, have made great contributions to the publication of the proceedings. We represent the organizers to express deep gratitude to their selfless devotion at the moment of the proceedings put into print. We apologizes for any mistake we might have made.

We also would like to thank all lecturers who were invited to attend this conference and members of the procedural committee. We are deeply grateful for enthusiastic support from all units and individuals, and we appreciate all teachers and students from School of Public Management, Yunnan University of Finance and Economics, who undertake preparation and reception services during the conference. We hereby extend our hearty thanks to Atlantis Press of France for its support to publish the proceedings, the successful conference owing to their excellent jobs and perfect cooperation. It is our honor to welcome the new partners of ICPM 2016 from Indonesia: Diponegoro University, Sebelas Maret University, University of PGRI Semarang, University of Jember.

We hope you benefit from the exchange of ideas and research at ICPM 2016 through discussions with colleagues, participants and conference sessions and activities. And we are sure you will have a wonderful stay while visiting and exploring Kunming–China's City of Eternal Spring.

ICPM 2016 Chairs

May 12, 2016

Table of Contents

Part I.   Regional Innovation for Public Service

viii

Part II.   Innovative Governance

xi

xii

Part III.   Innovational Public Finance for Sustainability

xiv

Part IV. Law Innovation

Part V. Culture Barrier and Public Service Innovation

Part VI.   Innovative Educational Standard for Sustainability

Part I

Regional Innovation for Public Service

The Relationship between Economic and Social Trust:

Taking Four Counties (Districts) in Guangdong as examples

Han Yingying
School of Public Management
South China University of Technology,SCUT
Guangzhou, China
Yingyinghan@126.com

Zhou Tingzhi
School of Public Management
South China University of Technology,SCUT
Guangzhou, China

Zhang Qiang
School of Political Science and Public Administration
South China Normal University
Guangzhou, China
Qzhang06@163.com

Xie Xiaojuan
School of Political Science and Public Administration
South China Normal University
Guangzhou, China

Abstract—**Four counties (districts) in Guangdong are the examples of the study. The study through reviewing literature, annual financial data, questionnaires and surveys reveals the relationship between economic development and social trust. Based on the study of the data, we found that the trust levels of the counties were mediocre; regional economic development level and the level of trust showed a certain degree positive correlation. Overall, some factors such as income, education, occupation had an impact on the trust, whether it is better for economic development or a relatively weak region. Besides, we found that economy have a strong impact on specific trust. General trust is not obvious, however. Within this context, we try to think about the relationship between the economic development and trust promotion and try to change the low trust level.**

Keywords—Regional economic development; individual income; social trust

I. RESEARCH QUESTIONS

Social intercourse activity between people is the essence of the constitution of society; while social trust is the basic condition and adhesive of social intercourse activity. Once two more people make exchanges voluntarily, there should also be social trust to certain degree. According to the study, as a social asset, social trust is promoting the economic development and with the enhancement of social trust, the general benefits of the whole society will also increase accordingly; Other researches suggest that economic development will also pose influence to social trust to a certain degree. Volcker Bonscher makes comparative researches to the social trust level and wealth in developed market economy country and emerging industrial country in the thesis *Culture and Politics in Economic Development* and holds that the more wealth a country owns, the higher its trust level will be; social trust level and wealth level develop consistently. " After 30-over years' reform and opening up, China's economic development witness amazing achievements around the world and people's economic and living standards realize an evident increase; Whereas, international society generally considers that China is a society lacking social trust resources. This thesis takes four counties (districts) in different development level in Guangdong as the subjects of the study to analyze the relations between county-level economic development, personal income and social trust and further discuss the strategy to enhance social trust.

II. LITERATURE REVIEW

As early as 1950s, trust had already drawn the attraction of foreign scholars. Georg Simmel pointed out in the book *The Philosophy of Money* that trust was an extremely important social force. Luhmann considers trust as the most important and simplified mechanism of the sophistication in the modern society and considers trust as the confidence to someone's expectation which simplifies sophistication. [3] The relation between social trust and economy also becomes the focus of scholars. Robert D. Rutnam points out that trust is the core of moral principles and plays a role in maintaining economy. [4] Francis Fukuyama points out trust's influence in economic benefits and economic growth and trust can promote economic growth. [5] Whiteley (2000)[6], Nike and Jevo (1996) [7] all make researches on trust's influence in economy under the social assets on the state level and find that the higher trust level a region owns, the higher the economic growth rate and investment volume will be. Jappelli & Pagano point out that the reverse choice and moral risks in trading will decline due to information sharing and the high trust level between trading parties will also promote economic development and the enlargement of loan scale. [8] Researches on the factors influencing social trust are mainly as follows: (1)Social trust is influenced by social structure. Scholar Luhman (1979) [9] points out that trust structure is correlated with the social vicissitudes and trust and lead to the appearance of the interpersonal trust and system trust; Zucker (1986) points out that the improvement of reputation, personal features and established legal and social systems will lead to a higher trust level [10]; Selgman (1997) expresses through researches that trust originates from social relations and social systems and accepts the integration and maintenance of both of them [11].

(2)Interpersonal relation is the guiding factor of trust, Lewis &Weigert et al. (1985) point out that the pattern of manifestation is determined by rational calculation and sensational factors in interpersonal relations;.[12] It is also found that personal experiences, social regulations [13] and national credibility [14] will also pose influences to trust.

The researches on social trust domestically are mainly concentrated in two aspects: (1)Researches on the relations between social trust and regional economy. Zhang Weiyang carries out that research on trust's influence in economy between units lower than provincial regional level. [15] Pan Fenghua and He Canfei make researches on the relations between them through the replacement index, the community and find that social trust is an important factor for regional economic development. [16] Wang Wensheng(2009)finds through reseaches on relevant data that compared with cities, rural areas have a higher trust level. [17] Furthermore, Zhang Junsheng (2005）[18] and Lu Yanping (2005) [19] point out that social assets are in the positive correlation to regional finance based on provincial-level data. (2)Researches on the factors influencing trust. Zhang Yunwu (2009) carries out researches through the features of interpersonal trust in different regions and scales and discusses the relation between the scale of social networks and trust.[20] Hu Rong and Li Jingya find that personal features of and community attendance of residents are the major factors influencing trust after researches; [21] Li Weimin and Liang Yucheng point out through investigations that although blood relationship is the major factor influencing the interpersonal trust of Chinese people, however emotional connotation also poses an important influence, instead of the prejudice of foreign scholars hold that blood relationship determines trust; [22] Moreover, other scholars point out that the social features of objectives like occupation, education level are also closely related to its trust level. [23][24]

As a conclusion, the recent researches are mainly concentrated on social trust's influence in economy or other factors' influence in social trust, while few researches focus on how economic factors influence social trust. Based on this, this thesis investigates the influence of county-level economic development and individual income in social trust from county society level.

III. RESEARCH DESIGN

A. Social trust.

There are many research achievements on the categories of social trust which mainly include the following aspects: Luhmann divides trust in interpersonal trust and system trust and points out that the prior one is based on emotional associations while the latter indicates the legal and systematic restrictions, [25] system provides basic framework for people's behavioral patterns and communication activities and the establishment of modern social system promotes the development of system trust. [26] Coleman and Robert D. Putnam consider trust as one of the three factors of social assets which is always analyzed with the connections among social assets, social networks and social relations. [27] Weber divides trust into special trust and generalized trust for research. [28] Rinca makes measurements and analysis on social credit

through the framework of interpersonal trust and system trust respectively. Lei Jinxing makes distinctions and measurements to trust from organization level and individual level. [29] Ji Jin discusses about interpersonal trust from family income and occupational variables, [30] Alan Walker constructs index from the aspect of social quality and defines social cohesion as trust, criteria of value, social networks and identity and further divide trust into general trust and specific trust, among which specific trust includes trust between familiar people, agency trust, common trust and occupational trust index. This thesis adopts Alan Walkers' division on the categories of social trust and carries out empirical research.

TABLE 1   MEASUREMENT INDEX OF SOCIAL TRUST

Region	Sub-region		Index
Social Trust	*General Trust*		1. The degree that most people can be trusted
	Specific Trust	Agency Trust	2. Trust level to the institutionalized agencies like the local government, media, public security bureau, court, bank, education and research agencies and medical agencies
		Trust among Familiar People	3. Trust level to families, friends and neighbors
		Common Trust	4. Trust level to strangers, believers and foreigners
		Occupational Trust	5.Trust level to occupational groups like doctor, businessman, employer, teacher and journalist

B. Economy Development.

Regional GDP is known as the optimum index to measure the national economic status, while average month income is known as the income with the strongest personal sensation which poses a sharper influence to trust. Therefore, in the aspect of regional economic development, gaining the regional GDP through looking up the statistical yearbook of China regional economy and consider per capita month income as the other economic factor. The data of this thesis mainly originates from the investigation data on Qingxin county, Yangdong county, Meixian county and Shunde county in the bidding subject " Innovative Study on the Social Management of Counties in Guangdong " of " Theoretical Cantonese Army " in 2013. These four counties are respectively in four regions of east Canton, west Canton, north Canton and Pearl River Delta in different development degrees which are representatives to a certain degree. 1500 questionnaires are totally delivered while 1458 are collected; 1340 of them are effective, an effectiveness as high as 91.9%. After the questionnaires are recorded into the SPSS system, we make examination on internal consistency of the subjects on trust and find that Cronbach's Alpha coefficient α is 0.702, which means a good trust.

IV. DISCOVERIES

A. The relation between Economic Development and Trust in County Level.

The study measures regional social trust through the analysis of mean value and variance and the statistics data show (Table-2) shows that, observe the difference between social trust of different types and regional economic development through value F. After treatment, it's find out that the trust of the same type between regions also faces remarkable difference (Table-2). Furthermore, the generalized trust in specific trust of different regions is lower than the trust of other trusts. Psychological repellence to the outside is still evident in different regions; evidently trust between acquainted people is higher than other kinds of trusts which are evidently caused by the acquaintances society environment in China; the degree of agency trust is higher than vocational trust, this may because people have evident trust to specific agencies, and will include their own emotions into the relevant agencies, instead of into the relation of vocational trust. As to single region, Shunde city owns the highest general trust while Qingxin district enjoys the highest acquaintances trust, vocational trust and agency trust. Meixian County with a poor economic development owns the highest generalized trust. Through overall comparisons we find that Qingxin district's overall trust is better instead of Shunde City which owns the highest economic development degree. Although the regional economic development is not necessary in positive correlation to its present in different types of trusts, through the addition of trust, it's found that the better the regional economic development is, the higher its social trust will be.

TABLE 2   ANALYSIS OF REGIONAL DEVELOPMENT AND TRUST VARIANCE

County	General Trust	Specific Trust			
	Most of People are Trustable	*Acquaintances Trust*	*Agency Trust*	*Generalized Trust*	*Vocational Trust*
Shunde	3.06	3.70	3.29	2.30	3.26
Qingxin	3.02	3.80	3.52	2.24	3.40
Yangdong	3.05	3.48	3.15	2.46	3.21
Meixian County	2.96	3.68	3.16	2.58	3.17
	F=9.050 Sig= 0.000	F= 28.099 Sig= 0.000	F= 52.381 Sig= 0.000	F= 29.012 Sig= 0.000	F= 19.877 Sig= 0.000

B. The relation between Personal Economic Status and Trust.

In the theory of exchange structure posed by Brao, he points out that social exchange is the internal attribute of interpersonal interaction and economic motive is an important invisible motive of social interaction. We can also think that economic status will also influence interpersonal interaction and interpersonal trust.

Many scholars point out that the higher socioeconomic status a person is in, the higher comprehensive social trust he or she owns, the stronger he or she will be to resist the potential risks caused by trust , the higher cost other people will spend to lose trust on him or her. They will be more opening and confident in interpersonal interaction and enjoy high trusts from the exterior environment. Scholars also pose the corresponding explanations on community-level that the average income rise in the community will enhance public trust and people with higher income will be more satisfied and optimistic, therefore they enjoy higher trust. [31] This can also partially explain the potential relation between economic income and social trust. In foreign countries, for instance the US, an annual investigation on general social survey points out that the education, income and employment status of residents will influence the social trust level on residents and the older, the higher educational background and the higher income of male residents who also participate in part-time jobs, the higher social trust they will enjoy. Income level is always an important factor influencing social trust, whether in foreign countries or in the provincial-level domestically where the data measurements are carried out. Then, will economic factors in counties pose remarkable influence to social trust? This subject will be tested. For the convenience of observing and analyzing economic factors' influence to trust, this thesis combines the three regions with weaker economies except Shunde and gets the KMO value 0.679 through factors analysis, namely combines acquaintances trust, agency trust, generalized trust with vocation trust , gains a new variable that is the specific trust to make the following analysis. The thesis examines the relations between the generalized trust and specific trust through regression model:

TABLE 3   ANALYSIS OF THE REGRESSION MODEL OF FACTORS INFLUENCING TRUST

Variables	Shunde		Other Regions	
	Generalized Trust	*Specific Trust*	*General-ized Trust*	*Specific Trust*
Sex	-.142 (.101)	-.033 (.061)	.074 (.064)	.026 (.045)
Political status	-.006 (.031)	.000 (.019)	-.014 (.021)	.006 (.015)
Educational background	.043 (.026)	.060 (.016) ***	.009 (.018)	.000 (.012)
Employment Status	-.042 (.054)	.046 (.033)	-.002 (.034)	.011 (.024)
Vocation	-.071 (.033)*	-.039 (.020)	-.005 (.025)	-.062 (.018) ***
Permanent resident population	.074 (.058)	.023 (.035)	.041 (.046)	-.005 (.032)
Monthly income Per Capita	.098 (.063)	.104 (.038) **	.051 (.047)	.113 (.033) ***
Monthly Consumption	.021 (.066)	-.051 (.039)	.056 (.044)	.045 (.031)

Per Capita				
Census Register Types	.037 (.079)	.137 (.047) **	.012 (.064)	0.96 (.045) *
Permanent Residence	-.106 (.073)	-.098 (.044)	-.075 (.069)	-.028 (.048)
Religion Tendency	.120 (.054) *	.106 (.033) **	-.071 (.041)	-.034 (.029)
Constant Term	2.299 (.463) ***	-1.011 (.280) ***	2.717 (.361) *	-.265 (.252)
R2	.107	.233	.028	.098
Adjustment of R2	.070	.200	.013	.084

Note: the coefficient is the non-standardized regression coefficient (B), the numbers within the brackets are standard errors.
*P<0.05；**P<0.01；***P<0.001

On the basis of controlling the objective background of residents, the thesis further considers social population's influence to residents' trust. Table 3 reports the corresponding regression results. The model is in an overall remarkable status and the highest explanation reaches 20%. Through regression analysis, it's found that 1. Factors like educational background, vocation, income, census register and religion of social population will pose influence to trust, whether the economy of that region is good or not. 2. Besides economic income, educational background and vocation also influence the trust of residents and their influence are sharper than that posed by census register or religion. 3. On trust type, the economic factor (monthly income) poses a stronger influence to specific trust while its function to generalized trust is not evident.

The appearances of numerous phenomena can be explained as follows: As education and vocation can greatly enhance individual's integrated cognitive competence, analysis ability and risk control ability after trust decision-making and tend to be compromising and trustful, therefore education and vocational factors will stimulate the social trust of individuals; from the aspect of religious faith, religion is involved with certain social regulations. Trust, understanding and giving way to others are usually seen in multiple doctrines, which will restrict and guide people's choices; census register aspect can be explained from the perspective of spatial differentiation in economics, which is represented by spatial differentiation that divided by census register in China, [32] social trust further enlarges under the influence between census register differentiation and peer effect. Why economy has such a sharp influence in specific trust? We can explain in this way: generalized trust and specific trust are formed when people face different interactive environment, generalized trust will always be influenced by primary effect and culture of acquaintances society, mutual trust depends more on the degree that behaviors can be observed. As people firstly survive in a closed relation, whether historical root or cultural tradition or negative externality all make low trust become a undisputable fact, which is mainly restricted by cultural or other factors, instead of economic factor.

The relation between specific trust and economic factor can actually be understood from the perspective of social asset.

Specific trust is different from generalized trust, which is more a trust on different interactive relations, a social network formed among acquaintances, agencies or vocations, official or not. The stock of social asset owned by the subject is influenced by the effective mobilization of relationship network. A person with more economic resources will accordingly owns a higher and more sophisticated social network, which means higher ability to gain resources. Moving from one network to a new one will enable the individual to gain resources and enhance its trust to the surroundings, and vice versa. Similarly, residents' economic income will determine the possibility of being respected and equally treated in different fields to a certain degree and grant the group with a stronger self-recognition. All the reasons above will pose greater influence to interpersonal trust in social interactions.

V.   CONCLUSION AND DISCUSSION

The conclusions of this paper include: (1) From the perspective of regional economic development, the higher the economic development is, the better the generalized trust and specific trust of a region will be. Meanwhile, different regions have their own features on the types of trust. Social and economic development enable people to own more space and opportunity to interact, therefore, more common spirit and interactive trust will be formed in civic engagement network or economic interactive network. The development of market economy further stimulates the appearance of new social networks, social trust will also form inadvertently which indicates why social trust in regions with higher economic development will be better. However, custom consciousness brought by acquaintances society, relation network and regional traditional culture will also regulate and guide people's attitude, which may explain why trust in different regions is featured distinctively; (2) Per capita monthly income also influences social trust remarkably as a factor that individual strongly touches and the influence is mainly reflected on specific trust, instead of on generalized trust. Specific trust is different from generalized trust, which is mainly measured by putting individuals in various membership credentials and in the modern utilitarian society, poor or rich is more determined by whether individuals will be excluded outside social networks, trust and interactivity will be strengthened or weakened in this process; (3) Generally speaking, overall social trust is still in the general state, whether generalized trust or specific trust, which the phenomenon is a necessary evolution of acquaintances society to strangers society, and the strong trust still remains among family members and other acquaintances relations; (4) From the overall situation of regions, besides economic factor, education, vocation, belief and census register will all influence trust in a multi-dimensional and mobile way.

Based on these discoveries, we think the following aspects can be considered to enhance social trust level: (1) Regional economic development: Firstly, stimulating the balanced development of regional economy through the integration of regional resources and realize the improvement of trust. For instance, adjusting the industrial structures among regions or between urban and rural areas, strengthening the integration

and utilization of regional energies and resources and the implementation of inter-regional coordination strategy, realizing horizontal interaction between regions and the coexistence among interests, interests pursuit and social trust with the guidance of the government, society and enterprise and gradually internalizing them into a trust value. Secondly, external system balances regional economic behaviors and realizes the simultaneous maintenance of economy and trust. Multiple reasons like the acceleration of urbanization, expansion of market scope and strengthening population flow make that social trust has to be built on the basis of generalized trust, which needs external system's guarantee on regional economic interaction. Strict information disclosure system and legal punishment system can restrict mistrustful market behaviors and increase the potential trading cost. Therefore, it is can realize the self-control of regional internal economic development and guarantee market trust. (2) Per capita income: Firstly, maintaining the employment posts, safeguarding the basic economic demands of the underprivileged and building the foundation of social trust. Maintaining the employment and the basic living demands are an important measures to achieve the bottom trust, while enhancing bottom agreement and trust is the basis of coordinating everything, therefore, the establishment of basic public service system can be pushed by maintaining the basic employment status of regional residents and expenditures allocation and make the underprivileged attracted and gain the trust of bottom society. Secondly, maintaining the overall realization of social trust through the balanced development of regional per capita income. Economic complementation brings a more direct trust maintenance function. Undoubtedly, realizing trust maintenance through economic development is an important path to improve social trust. Urbanization and marketization are both important factors influencing the expansion of income gap, so government and society are obliged to weaken the income distribution gaps within cities, rural areas and among different lines so as to avoid from consolidation of rich and poor disparity which leads to the appearance of social trust consolidation. Furthermore, declining the fiscal or financial preferential policies to rural areas or low-income population, for example, guaranteeing the timely delivery of bottom people's salary and assistance , improving survival ability and income of the underprivileged as well as guaranteeing the raise of social trust when narrowing gaps.

The shortage of this thesis is that: Being restricted from study conditions, only relations between economy and social trust in four counties (regions) with different development degrees are investigated and the research conclusion may not necessarily suitable for other provinces across the country.

REFERENCES

[1] Volker Bornschier, Culture and Politics in Economic Development. 2007.

[2] G. Simmel,The Philosophy of money，London: routledge，1978，pp.178－179.

[3] Niklas Lu man. Trust: a simplified mechanism of social complexity [M]. Translated by Li Qiang, Qu Tiepeng. Shanghai: Shanghai people's publishing house, 2005:3.

[4] Robert D. Putnam, Hairong Lai: "Making Democracy Work", Translated by Wang lie, Jiangxi people's publishing house, 2001 edition. Page 200.

[5] Francis Fukuyama, "trust: social virtues and create economic prosperity", Translated by Peng Zhihua: Hainan Publishing House, 2001 edition, page 61.

[6] Whiteley P.F., "Economic Growth and Social Capital" ，Political Studies，2000，（48）：pp.443－466.

[7] Knack S.and Keefer P.,"Does Social Capital Have an Economic Payoff: A Cross country Investigation", The Quarterly Journal of Economics,1996,112(4): pp.1251－1264.

[8] JappelliTullio & Marco Pagano. Information Sharing, Lending and Defaults: Cross-Country Evidence, CSEF Working Paper,2000,22.

[9] Luhmann,N.1979,Trust and Power.New York:John Wiley.

[10] Zucker,L.G.1986,"Production of Trust : Institutional Sources of Economic Structure, 1840-1920." In B.M.Staw & L.L.Cummings(eds.), Research in Organizational Behavior ,Greenwich ,CT :JAIPress.

[11] Seligman,A.1997,The Problem ofTrust.Princeton,New Jersey:Princeton University Press.

[12] Lewis,J.D.&A.Weigert 1985,"Trust as a Social Reality." Social Forces 63(4).

[13] Putnam. Bowling Alone: The decline and revival of American community [M]. Jirong Yan, Bo Liu. Beijing: Peking University Press, 2011.151-154.

[14] Eric uslaner :The moral basis of trust[M]. Zhang Dunmin. The Social Science of China Press, 2006.21.23.

[15] Weiying Zhang: "Trust and it's interpretation: From the analysis of inter provincial Chinese ", "Economic Research Journal, 2002(10).

[16] Fenghua Pan, Canfei He: "social capital and regional economic development", "study and exploration", 2010(4).

[17] Wensheng Wang. Analysis of urban and rural differences in the level of residents' trust [J]. Journal of Zhongnan University of Economics and Law, 2009 (3), 174:68-72.

[18] Junsheng Zhang, Yamin Zeng: "Social capital and regional financial development", "financial research", 2005(4).

[19] Yanping Lu: "Empirical research on social capital and financial development", "Statistical Research", 2005(8).

[20] Yunwu Zhang. Interpersonal trust and social interaction of residents in different scale regions [J]. sociological research, 2009 (7), 112-130.

[21] Rong Hu, Jingya Li. The composition and influence factors of urban residents' trust (J). Society, 2006 (6); 46-47.

[22] Weimin Li, Yucheng Liang. Special trust and general trust: Structure and characteristics of Chinese Trust (J). Sociological research, 2002 (3): 11-22.

[23] Rong Hu. Social trust of rural residents in China (J). Journal of the Party School of Tianjin Municipal Committee of CPC, 2005 (2): 46-51.

[24] Shaoguang Wang, Xin Liu. The foundation of trust: a rational explanation[J]. Sociological research, 2002 (3): 23-29.

[25] Jin Yue, Haiping Tian. The academic logic of trust research -- path of study on trust test [J]. Social Sciences in Nanjing, 2004, (6).

[26] Zhilan Tao, Huan Wang. Historical change of trust model -- from interpersonal trust to institutional trust [J]. Journal of Beijing University of Posts and Telecommunications (SOCIAL SCIENCE EDITION), 2006, (2).

[27] Bin Liu. Review of the research on trust issues [J]. theory preface, 2004, (4).

[28] Weber,M., 1964, The Religion of China: Confucianism and Taoism, New York: Charles Scribner's Sons.

[29] Jinxing Lei. Social trust research in Guangxi [D]. Guangxi: Guangxi Normal University, 2006:18-25.

[30] Jun Ji, an empirical study on the relationship between interpersonal trust and family income and job characteristics [D]. Southwest jiaotong University, 2012:10-22.

[31] Ming Lu, Shuang Zhang: "the impact of labor mobility on the" Chinese rural public trust, "World Economic Forum", 2008(4).

[32] Zhigang Li, Fulong Wu and Hanlong Lu: The social spatial differentiation of contemporary Chinese Metropolis: An Empirical Study of three communities in Shanghai City, [J], 2004, (6).

Perception of Syahadatain Community to Social Cohesion as Capital to Realize Unity

Abdul Rohman

Faculty of Social Science and Political Science, Jenderal Soedirman University

Purwokerto, Central Java, Indonesia

E-mail : rohman_mudis@yahoo.com

Abstract-**This study entitled : Perception Syahadatain Community on Social Cohesion as Capital to Realize Unity . The objective of this study are to determine Syahadatain community in building social cohesion and attempt to achieve unity in society.**

Based on the study conducted , it could be concluded : 1) that the teaching of Islam has provided the basics of formation of social cohesion that is universal and leads to the values of truth ; 2) In building social cohesion in the community Syahadatain more influenced by their teachers ; and 3) In an effort to achieve unity with based on the construction of social cohesion , community Syahadatain easier and lighter. Becouse they have some teacher as the respected person.

Keywords-Perception; Syahadatain ; social cohesion;community

I. BACKGROUND

Indonesia is a country made up of diverse ethnic, cultural , and religious . Nation trip is quite long , from the fight against colonialism , the independence and the struggle for reforms that occurred in 1998. The tides turns. Now, in an atmosphere of post-reform era , Indonesia is still struggling to achieve progress in all fields , whether social , political , governmental , cultural and religious , in order to maintain national stability as one of the key staple in realizing the ideals of a prosperous society , prosperous and spiritually can be achieved. However , the dynamics of the emergence of certain groups, both political and religious trough continue coloring of this nation .

In the late development of religious denominations in Indonesia , particularly in the Muslim community is deeply felt , like a stream of Islam Jama'ah , Jama'ah Islamiyah , Ahmad Mushoddiq Group , Lia Aminudin Group, Ahmadiyah Group, the Islamic Defenders Front, Syahadatain, Gafatar, etc. This illustrates to describe that some groups to get sympathy and followed by most Muslims . It is as one of the effects of the opening of the freedom to appreciate the spiritual needs of the various religious dimension .

The growth of religious groups in the pasca reformation, their movement are radical and some persuasive - exclusive in its activities and teaching approach to get sympathy of adherents.

The Islamic Defenders Front (FPI) is a group of religious beliefs, which movement in performing commanding the good and forbidding abomination radically. Meanwhile, other groups such as Nahdlatul Ulama and Muhammadiyah , can be categorized as Islamic groups representing the movement groups through persuasive way . Then Islam Jama'ah groups and other minority groups, such as " Syahadatain " movement is dominated by persuasion - exclusive

In Islam there are three terms in religion, namely in terms of *Muamalat* (social interaction) , ' *Ubudiyyat* (Ritual) and *Ilahiyyat* (Theology) . In terms *muamalat* can not be separated from the imaging aspect of religion . Imaging religious groups arise regarding the worldview which underlies the understanding and religious attitudes , also in associated with the personality style of adherents society where personality will give to tolerance and moderation values. But in other respects , a personality that tends to limit themselves in their interaction will make which tend to limit themselves in their interactions will make the harsh attitudes and fanatical blind.

Normatively Islam is a mercy religion, uphold justice , humanity and equality . There are no barriers of cultural, social, and specially ideological separating social interaction. In the open social interaction will be to make faithful and religious community well . Islamic person is not disturbed , but they can worship in peace, and their faithful is also not disturbed others . Society will be harmonious with the attitude and life tolerant , peaceful and open to the neighbors , without prejudice and without suspicion. Even in building social cohesion, religious groups tends to be stronger in the holding rules which given by their teachers (Drs. Ahmadi , spokesman Syahadatain Banyumas)

Islam is loves peace (Q.S. 8:61), humanely (Q.S. 17:70), independence in choosing a religion (Q.S. 2 : 256), and realize the unity (Q.S. 3 : 103). In the social interaction, the community encouraged to be able to sort the problem, that are profane humanity with theological matters of faith and the matters of sacred. All issues including social relations between human beings should not only be measured by the theological perspectives and the sacred dimension of monotheism alone . The Prophet declared: "that you are better understood in the

affairs of your world" . This is that man was entrusted by God to organize and foster creativity in social reality according to the context of each matters. Social cohesion built of Syahadatain group is a social reality on the response of the circumstances surrounding community .

II. FORMULATION ISSUE

Based on the background of the problem, so there are three aspects of this study, namely:
  a. How the base of social cohesion that was built by the Syahadatain community ?
  b. What are the factors affecting the Syahadatain community in building social cohesion?
  c. How the perception of the Syahadatain community to social cohesion as capital to realize unity ?

III. SYAHADATAIN COMMUNITY AND SOCIAL COHESION

A. Social Cohesion

The meaning cohesion actually departing from physics problems, which means: the gravitational pull between two (2) sections adjacent in the ingredients; or attractive forces between like molecules, derived from the electric force of the electric charge in the molecule or atom. While the attractive forces between the molecules of a type not referred to adhesion (Shadily, 1987). In public life, social cohesion can be defined as adhesion was built by a community based bond family, clan and genealogy in the frame ethnicity. In typological, social cohesion can be categorized into two types, namely intra-community, and social cohesion between communities. The historically of social cohesion intra community formed through a socio-cultural formation mechanism in a single community or single society, which in general occupies an area resident or several areas of habitation but maintained systems of etics and social order are the same, as the guide interact.

If social cohesion in intra community formed through social interaction mechanism driven by a sense of kinship , the social cohesion between communities formed more on the pragmatic - economic mechanism. As for the theologically - cultural , social cohesion between communities derived from religious texts . At this level, social cohesion can actually be seen in two perspectives. First , social cohesion is an adhesive that is functionally an exact condensation or crystallization of the similarity of the family, clan, ethnic, similarity fate, occupation, cultural orientation , and social goals. Second , social cohesion is " major cause " for the formation of the community itself (http : // www. Scribd.com/doc/4568418/Kohesi Social , downloaded, April 7, 2013)

Related problems of social cohesion, Durkheim in Ritzer (2009) stated that the collective representation of society was made   public, or at least through religious ritual. Therefore, religion is something that connects communities and individuals, because it is through ritual to which sacred, social categories

became the basis for the concept of the individual. Then Giddens in Ritzer (2009) also state that the transformation of intimacy that continually leads to a movement toward " pure relationship " in order to survive, the social relations must be entered by each person of closeness continuously with the others; and which will continue to be maintained if the proximity was seen both sides can to give satisfaction enough to make them want to continue to survive in its. Giddens more emphasis on inner satisfaction factor when the relationships with others.

Then according to Alfred Schutz in Ritzer (2011), that human actions into a single social relationships when people give a certain meaning to his actions, and other human understand his actions as something meaningful. Subjectively understanding of the action is very important for the continuation of the process of social interaction. Understanding to social cohesion in the religious perspective is the manifestation of the belief in the truth of the religion itself. Every religion has a congregation who became his followers. Members of the congregation have considerable faith in the truth of religion that followed. What comes out of religion, either side of the faith, the holy book, way of worship, the all was believed to be the basic of life that brings happiness. That became a cornerstone of their guidelines for the whole community of the bond, and it is very strong to social cohesion.

Wach in Hendropuspito (1989), that the religion is a belief system, has a system of rules that binds his adherents or worship which has a system of rules that binds its adherents or worship and have a relationship system and social interactions. In this case the religion is not only viewed as a set of absolute rule that comes from God, but in view of the existing rules in the middle of the community. Therefore, every believer will have a strong cohesion of religion that followed. Religion becomes binding force for unity.

Wach opinion is in line with the opinion of Durkheim argued that religion becomes an essential factor for the identity and integration of society. Religion is a system of collective self-interpretation. For Malinowski, that "wholeness would happen if an area is strongly based on the life of the mutual benefits 'reciprocity' principles of legal"   Then, according to Allport, that person feels included members of a group when he participates in activities and group behavior. For H.Carrier, there are four elements that can embody religious cohesion. They are the perception of the members about the state of their interdependent (interdependence); motivation; prestige group; and position in society. The expert opinion is strengthened by J. Thibaut, after conducting research on the cohesion of the poorest groups, and he came to the conclusion that the group has a high status in the community has a strong cohesion, being a marginal religious groups have low cohesion on its members. However, if the group is marginal vengeful and hatred towards a high group, then the influence of a sense to protest and antipathy that make them establish a sense of unity better (Hendropuspito, 1989).

Opinion Allport , H. Carrier , M. Deutsch and J.Thibaut, that cohesion are mutually reinforcing that religious groups were more influenced by the socio-cultural comparison to the influence of religion. Those opinions actually when it was confirmed by a group of Islamic religious currents, becoming weaker. It is as disclosed Abdul Rohman, et al (2008), that groups such as the Islamic Jama'ah which has now become the Indonesian Islamic Propagation Institute, or Ahmadiyya is a group that has a sense of stream is very strong group cohesion, they do not have to participate actively in the some activities or has a high prestige in their group.

B . Syahadatain Community and Effort to Realize Unity

The community in social and religious life is often identified with the group stream. While the group is a people gathered into a single unit. Then is meant by the group is a group whose existence stream in society are relatively smaller members than the other communities, especially in the Islamic religious community.

"Syahadatain" is a community that has a belief in the truth of Islamic teachings according to their interpretation. Therefore, this community has its own characteristics when compared with other Islamic groups, such as Nahdlatul Ulama and Muhammadiyah. The characteristic of them is not on the principle (aqidah) or in the conduct of worship, (eg. prayer), but more on the issue of worship branches namely in doing the wird (prase to God), tawassul (the relationship with God through prayer) and how to dress.

Syahadatain community are groups that live in the lives of other Muslims. In conducting worship, the Syhadatain group is " isolate " themselves. They do not conduct together with other groups of Islam. Model of worship is due to the belief, that the group believed that the teachings of the exercise as a truth. In the district of Banyumas denominational Syahadatain community followed by about 100 followers . This majority group in the District of Kembaran. This group has not spread as well as other Islamic religious groups.

In the building social cohesion Syahadatain group insists on the ideals of their teachers. Syahadatain community strongly adhere to the rules taught by Allah, the Prophet Muhammad SAW and their teachers. The teachings of Allah and His Messenger are represented in the form of instructions given by the teachers. Thus the position of the teachers being very central. Therefore the social cohesion that grows in the community Syahadatain not escape the influence of his teachers, either through lectures or through his behavior.

As the position of teachers in the Syahadatain community it is very central, so the effort to achieve unity in the life of society, the group also remains stressed and follow the instructions of their teachers. Thus efforts to achieve unity easier and lighter. This is caused by the influence of the strength of their teachers.

IV.CONCLUSION

Based on the above description can be concluded :

a. Islamic teachings have provided the basics of formation of social cohesion that is universal and leads to truth values. The cornerstone is the basic for the group Syahadatain in building social cohesion.
b. Syahadatain community in building social cohesion is more influenced by the teachings and the exemplary their teachers.
c. Based on the capital of social cohesion, Syahadatain community easier to achieve unity in a diverse society.

REFERENCE

[1] Bachtiar, Harsya W., *Agama Dan Perubahan Sosial Di Indonesia,* dalam Bulletin "Dialog " Edisi No. 17, Jakarta, Badan Litbang Agama, 1984.
[2] Durkheim, Emile, 1947, *The Elementary Form of The Religious Life,* tranlated by Joseph Ward Swaim, Free Press, New York
[3] George Ritzer, Douglas J. Goodman, 2009, *Teori Sosiologi*, terjemahan, Kreasi Wacana, Yogyakarta.
[4] George Ritzer, 2011, *Sosiologi Ilmu Berparadigma Ganda*, Raja Grafindo Persada, Jakarta
[5] Hendro Puspito, 1984 O.C. dalam *Sosiologi Agama*, Kanisius, Malang.
[6] Johson, Doyle Paul, 1986, *Teori Sosiologi Klasik Dan Moderen*, penterjemah Robert M.Z., Lawang, Gramedia, Jakarta
[7] Shadily, Hassan ,1987, *Ensiklopedi Indonesia*, PT Ichtiar Baaru Van Hoeve, Jakarta, hal. 1806
[8] Wach, Joachim, *Sociology Of Religio,* The University Of Cichago Press*,* London, 1964.
[9] Internet:http://www. scribd.com/doc/4568418/Kohesi Sosial, （diunduh, 7 April 2013）

Research on the Confirmation of Rural Land Rights from the Perspective of Urbanization

Tang Genli
China West Normal University
Nanchong ,China
(15651792206 @163.com)

Zhao Pengcheng
China West Normal University
Nanchong ,China
(zpc996@163.com)

Abstract—**This paper tries to put forward pertinence suggestions and feasibility countermeasures for the problems of the confirmation of rural land rights in the process of urbanization. Through field research, literature review and case analysis, the paper found some issues, such as: the confirmation of rural land rights lacks manpower and talents; the higher degree of urbanization, the more disputes of land ownership; the confirmation of rural land rights pulls out the rural marginal man. The paper puts forward four suggestions, such as: Promoting the mechanism of return of talents and the mechanism of integration of urban and rural development; enhancing the capability of grass-roots government in public services and strengthening the propaganda service; Supporting the villagers' autonomy; Governing nail households.**

Keywords—rural land rights confirmation; urbanization; disputes of land ownership; suggestions and solutions

I. INTRODUCTION

There is almost no research on "rural land rights confirmation" in the west. But this paper is to comb some research about foreign land, in order to understand the status of foreign rural land, learn some experience from them and break through the current plight of rural land reform and agricultural modernization in China. The land rights of Britain are mainly different forms of land tenure and it tends to ensure that the renter continue to have the right of using land [1]. In the United States, the government continuously defines and perfects various relationships of rural land from the legal aspect [2]. In Russia, the government established the privatization of property rights of rural land by laws and then promoted the reform of property rights of rural land [3].

The rural land rights confirmation has been the attention of Chinese academia. Studies mainly divided into three categories: First, analyzing and combing the history of land rights confirmation, involving the significance, principle, scheme of rural land rights confirmation [4]. Second, the research on problems, causes and countermeasures of rural land rights confirmation. The studies on problems are more about the disputes of land ownership [5]. Third, the research on the leaders in the rural land reform [6]. But the studies about rural land rights confirmation from the perspective of urbanization are limited, and these research focus on the

development of urbanization and the importance of land rights confirmation to the urbanization [7].

II. THE PROBLEM OF RURAL LAND RIGHTS CONFORMATION IN THE PROCESS OF URBANIZATION

A. Rural land rights confirmation lacks manpower and talents in the process of urbanization

In the process of urbanization, the development of the city is like a giant magnetic field, attracting all kinds of resources. In terms of human resources, rural middle-aged labor for life work in the city, making contributions to urbanization; the college graduates don't want to return to the countryside-they want to work in cities, although they are from rural areas. These lead to the hollowing out of rural population and brain drain in the countryside. Therefore, rural land rights confirmation lacks professional staff, and there is no hard core to cooperate with the work of land rights confirmation in the village.

B. Rural land rights confirmation triggers social conflicts in the process of urbanization

The disputes of land rights confirmation tend to occur in the area where the urbanization level is higher. Take Panshi town, Dazhou city as an example, land rights confirmation of Shuang village is fairly smoothly, because it isn't in the key area of the city's construction plan and there is no investment projects in this village. On the contrary, the disputes of land rights confirmation are relatively more in the Wang village, because it is in the key area of the city's construction plan.

1) The contradictions between farmers and grass-roots government cadres

The rural land rights confirmation exist the phenomenon of charging fees. However, the government and company don't give farmers results and certificates after confirmation. The farmers think they are purely to take their money. The policies aren't interpreted to farmers in detail, and the results of rights confirmation aren't timely feedback, which trigger a wide sense of distrust in the grass-roots government officials and rural cadres. The grass-roots government and cadres don't pay enough attention to these phenomenon and they don't take

proper approaches to deal with rural land disputes, which cause the peasant petition.

2) Disputes of land ownership between farmers and farmers

The government will expropriate the rural land for building public infrastructure in the process of urbanization, involving the farmers' residential land and the fields. However, building public foundation construction will not expropriate all families' land in the village. This produces contradictions and disputes between villagers whose land isn't expropriated and villagers whose land is expropriated, especially about the compensation scheme.

3) Disputes of land ownership among the members of family

The advancement of urbanization makes people regard the interests as more important things, so there are disputes of land ownership even within the family. No matter who owns the house and land, all the family members can live in the house and farm the land in the past. However, under the development of urbanization, people focus on the monetary compensation rather than affection. There are several disputes of land ownership among members of the family in Wang village, which typically are the disputes of house ownership between adopted son and uncles.

C. The emergence of nail households

Facing with the interests of urbanization, many villagers' behavior is blind, pursuing their own interests beyond reason and jurisprudence. Therefore, the villagers stuck with his unreasonable interests without taking the many years local friendship and the majesty of the law into account. Such people are gradually emerging in the process of rural land rights confirmation under the background of urbanization.

III. The Relationship of Urbanization and the Rural Land Rights Confirmation

The most important carrier of urbanization is land. The rural land rights confirmation is a foundational engineering and a prerequisite for the advancement of urbanization. Rural land rights confirmation can better ensure realize the local urbanization of farmers, rural urbanization; the accelerated development of rural urbanization can promote the work of rural land rights confirmation and clear rural land property rights as soon as possible.

Most of the villagers will be welcome to land rights confirmation, thinking land rights confirmation is significant in a remote village whose urbanization level is not high. These won't be too much questioning and controversy in the process of land rights confirmation under the simple background.

However, it is much easier to produce disputes in suburban areas where the economic development is higher and the development of urbanization is rapid, especially involved provincial and municipal construction plan. The farmers are aware of the value and benefit of their land, and they compete for the size of land area and the ownership. It is inevitably to produce disputes in these areas .Therefore, the level of urbanization has become important factors to influence the confirmation of rural land rights.

IV. The Reasons for the Problems of Rural Land Rights Confirmation in the Process of Urbanization

A. Human nature - the drive of the economic interests

In the countryside, the land is the most basic safeguard for farmers. In the face of economic benefits brought by the rapid development of urbanization, every villager has the psychology of becoming the "nouveau riche" by house demolition and land expropriation. Even if they haven't immediately become a "lucky", now every mile of land in the competition for success is the guarantee of the future based on the consideration of appreciation in the future.

B. Incomplete propaganda makes farmers misunderstand the policy

Some farmers understand some policies of land rights confirmation in other provinces that they once worked. They put forward why the policies of local land rights confirmation are different from other provinces', thus they think the local policy is false. This is because our policies aren't propagandized in place and understood completely by farmers.

C. The public services of rural community are seriously lagging behind

Though some things are identified as public goods in the urban, some haven't the nature of public goods in the countryside, so farmers have more expenditure of public services to bear8. If the rural social insurance and medical security system is complete, the villagers wouldn't have the burden for this spending. In addition, the inputs of construction and maintenance of public facilities are also imperfect. The lack of public products and public services intensify the conflicts in the countryside.

D. Laws are being challenged, the governments compromise to people

The most prominent performance is the disputes of land ownership among the members of family. The adopted son and uncles for adoptive father's house has gone to court, and the court also has ruled in the ownership of the house. Then uncles appealed to the intermediate court, but it was still the original judgment. However he still disobeyed the court, continuing to cause disputes. The laws are being challenged. Whether people's interest demands are in line with the policy and law, this needs the government to deal with.

V. The Solution to the Problems of Rural Land Rights Confirmation in the Process of Urbanization

A. Improving the mechanism of brain gain and the mechanism of integration of urban and rural development

Improving the mechanism of brain gain between urban and rural areas, increasing the financial inputs in rural human

capital and realizing the local urbanization of farmers can keep human resources in the countryside. At the same time, medical insurance and pension security are urban residents' living allowances. However, land is the only guarantee of farmers. Realizing the integration of urban and rural development, focusing on the development of rural economy, increasing farmers' non-agricultural income and giving farmers more property rights are fundamental ways to reduce farmers' disputes.

B. Optimizing the functions of the grass-roots government, strengthening the policy propaganda of rural land rights confirmation

Most of the township governments are pleased to see the rapid development of urbanization in order to the performance evaluation. Some actions are adverse to protect the land rights and interests of farmers. To redefine the basic functions of the government, correctly handle the relationships between government, market and society, realize the transformation of basic functions of the government and emphasis on social management and public service functions. Policy service is one of the main services that grass-roots governments supply for the rural. Therefore, the governments should strengthen the land policy propaganda deeply and in detail through various channels.

C. The villagers' autonomy: playing the role of the village committee and cadres in the mediation

The work of rural land rights confirmation must depends on the rural agents .Village organizations and cadres must play their roles of mediation in the disputes of land ownership. They deal with farmers every day, understanding the villagers and have strong emotions with villagers, so they master the solutions to the contradictions. If there are no these agents, the disputes of land ownership will be more, because land rights confirmation involves the economic interests of the farmers, especially under the background of urbanization.

D. Governing nail households

The first land rights confirmation should be a policy issue related to the social stability, an effective method to resolve the contradictions among the people. The second is the administrative problems. Mediation is useless for the nail households, such as: "cunning persons", "slippery fellows" and "rogues", so we can "shelve disputes". Let both the sides of the disputes mediate themselves. If they come to an agreement, they will start the next step. In this way, both sides will realize that continued controversial state isn't good for them, so it is advantageous to handle the disputes.

VI. CONCLUSION

This article describes the problems of rural land rights confirmation, such as: lacking manpower and talents, the more disputes of land ownership and the emergence of marginalized people under the background of urbanization. It also explores the relationship between urbanization and land rights confirmation and deeply analyses the social impacts generated by the relationship. Under the background of urbanization, we find that when we deal with the affairs involved in farmers' vital interests, we must enable the villagers' autonomy, strengthen the function of grass-roots government in public services and improve the mechanism of integration of urban and rural development. Moreover, democracy and "autocracy" are inseparable, governing rural nail households strictly in accordance with the law. Only then, can we accomplish the project of rural land rights confirmation and comprehensively promote the healthy development of a new socialist countryside.

REFERENCES

[1] Shen Han, "History of the British Land System," Shanghai: Xuelin Publishing House, 2005, pp.2-3,327-328. (In Chinese)

[2] Lin Muxuan, "American Land Management System and its Enlightenment," Land & Resources Herald, 2011, (Z1), pp.68-71. (In Chinese)

[3] Zvi Lerma, Natalya Shagaida, and Zhang di, "Land Policies and Agriculture Land Markets in Russia," Land and Resources Information, 2007, (3), pp.16-19. (In Chinese)

[4] Yu Jianrong and Shi Fengyou, "Several Important Problems about the Current Rural Land Rights Confirmation in Chinese," Southeast Academic Research, 2012, (4), pp.4-11.(In Chinese)

[5] Yu Lina, "The Treatments of Disputes of Collective Land Ownership," China Land, 2010, (6), pp.36-37. (In Chinese)

[6] Cai Ruilin, Chen Wanming and Ye Lin, "The Position and Function of Autonomous Grass-roots Organizations in Advancing Confirmation of Rural Land Right," Reform of Economic System, 2015, (4), pp.4-11. (In Chinese)

[7] Liang Shuang, "Issue on Rural Land Right Verification under the Background of New-type Urbanization," Journal of Shanxi Agricultural Sciences, 2015, 43(10), pp.1359-1362. (In Chinese)

[8] Wang Liwen and Yang Bing, "The Problems of Mechanism of Grass-roots Governance in the New Urbanization," South China Rural Area, 2014, (12), pp.12-15. (In Chinese)

The Establishment and Improvement of Yunnan Regional Economic Multilevel Medical Security System

Youyang You

Regional Economics PhD Graduate Student in School of Public Finance and Economics / Lecturer in International Business School,

Yunnan university of Finance and Economics

KunMing, China

85621767@qq.com

Abstract—**The establishment and improvement of Yunnan regional economic multilevel medical security system, should base on the problems existed in the current Yunnan regional economics. The suggestions should be not only for the multiple needs to the people ,but also for an increase aging population. After all, establish and improve Yunnan multilevel medical insurance system has the necessity and feasibility in Yunnan.**

Key words--Multilevel; Medical; Security system; Regional economic

I. INTRODUCTION

In Yunnan the Twelfth Five-year Plan, the Suggestion of Urban and rural overall planning social security system should be gradually established and improved is proposed, which include improving the basic medical security level, basic medical insurance, medical assistance, complementary medical insurance and the commercial health insurance etc. All of the above belong to the multilevel medical security system. Now the health care reform in China is in an important transition period, establishing a multilevel medical security system under the current national medical security system is inevitable. Establishing multilevel medical security system is a direction for medical insurance system reform afterwards, since single type of medical security system could not support the whole national medical care requirement.

II. MULTILEVEL MEDICAL SECURITY SYSTEM AND ITS FUNCTION.

Multilevel medical security system is based on the basic medical insurance, replenished by Medicaid, Medicaid for civil servants, Enterprise supplementary medical insurance, social medical aid, commercial medical insurance, mutual medical insurance for employees, and the new rural cooperation medical care system. It is an all direction medical security system, and also the most well-run medical security system in China nowadays. The basic thought and main framework of establishing the current multilevel medical security system is "taking the basic social medical insurance as the main body, subsiding by the commercial medical insurance, supporting by the medical aid". Actively establishing the multilevel medical security system could promote the basic medical insurance; meet the needs of different group for the different kind of Medicare consumption. Meanwhile, the multilevel medical insurance system also has the following functions:

A. Ensure the labor health, promote the production development

Medical security is the inevitable outcome of social improvement and production enhancement, the establishment and improvement of medical security could further promote the social improvement and production enhancement. Medical security ensured the labor health both physically and mentally, then further insured re-production, enhance productivity,

promote production development.

B. *Implement the income redistribution, improve the social fair*

Medical security could implement the income re-distribution according to collecting the medical premium and reimbursement the medical service fee; it adjusts the income and life difference between labors, as well as an important social mechanism to adjust social relationship and social confliction. According to this mechanism, the fairness of distribution could be realized in certain degree, and then the unfairness because of market distribution could be offset. In this case, the stability development of social economy is maintained.

C. *Implement the medical security, maintain social stability*

Medical security provides economic aid for the sick labor; alleviate the economic burden because of sickness and maintain their life standards. Moreover, medical security could also eliminate the social unstable factors because of illness, thus, the implements of social medical security system by the government, will benefit the basic medical service of the labors, and benefit the socialism market economic market system and the healthy development of national economy. For all, it benefits the social stability.

D. *Enhance the health consciousness; promote the health development of hygiene.*

The premium sharing mechanism under the medical security system is good for enhancing the consciousness of health care, self-ability for medical security and the consciousness of saving. Since the premium is sharing by the countries, companies and individual, the public medical hygiene service utility is increased, which benefit the healthy development promotion for the hygienic industry. According to improve the needs for the medical service market, the rational distribution for the medical resource is promoted, which guide the medical service market adjusting the service arrangement and service structure, increase service quality, made the medical hygienic industry moving towards a healthy develop way.

III. THE PROBLEMS EXISTING IN THE YUNNAN REGIONAL MEDICAL SECURITY SYSTEM

Nowadays, the establishment of Chinese characterized multilevel labor's medical security system is proposed. The current medical security system is constituted by social basic medical insurance, commercial medical insurance, enterprise supplementary medical insurance and rural cooperative medical insurance.

Yunnan is located in the undeveloped South-west region in China; the average income there is comparatively low. But as the development of Yunnan economy, investment for the hygiene service and industry is enhanced fiscally, which provided the foundation for Yunnan medical security physically and technically. Nowadays, the labor insured in Yunnan cities and towns increased annually, the medical fund enlarged continuously; utilization ratio for the new rural cooperative medical service raising money increased, hence, the beneficiary increase further.

But above all, the reform progress for Yunnan medical security development left much to be desired. The main questions for Yunnan medical security system are:

A. *Medical security coverage scope structurally unbalanced*

Most of the people in Yunnan is covered by the medical insurance, but from the structure, the main coverage of the basic medical insurance are the labors from the state owned-enterprises and some authority institution, the labors from the other type of institution like part-time worker, vulnerable groups(low-income or laid-off worker, unemployment or disabled, the old and infirm, rural migrant workers, etc.) are not been covered. On the whole, the coverage for Yunnan current medical insurance system is limited, most of the social members do not have the institutional medical coverage. According to the statistics in Yunnan health department, in the overall expenditure of Yunnan hygiene, most of which are the individual expenditure for the medical service, this indicate that the basic national medical security coverage is insufficient.

B. *The medical hygienic system reform and the medical insurance system reform unmatched*

The medical hygienic system reform is related to the

establish of basic medical security system. Nowadays, government compensation for the state-owned hospital is less. In order to solve the problems of medical compensation insufficient, the medical institution was allowed to get no less than 15% of the drug selling price. Driven by the profit pursuit, the hospital normally include expensive implore imported drugs in the prescription. According to the statistics, in the state-owned hospital in Yunnan, the drug selling profit took no less than 40% of the overall profit. Because of the problems in drug production and drug circulation, artificially high price exists, which seriously affects the consumer's interests. The hospital compensation system of "raising the doctor by medicine", and drug production, circulation system brought strike for the basic medical insurance system.

C. Medical insurance fund accumulation and expenditure enlarged constantly, and the expenditure increase is larger than the accumulation

The reason for the large increase of the expenditure than the income in hospital is because of the moral risk. Every 3 years, the incidence of hospitalization which actually contains illness is far less than the incidence of hospitalization., the partial reason is because of the artificially increase of the incidence of hospitalization.

Another reason of the artificial increase in the incidence of hospitalization is because of the individual medical accounts. Take an example of the 2007 Kunming medical center individual accounts, designated retail pharmacies supposed to be the place where the main medical individual accounts should consume, but according to the calculation of illness incidence, the money flowed to the medical expenses supposed less than the money flowed to the designated retail pharmacies. The reason is because of the designated pharmacies provided the other consumption by the individual medical accounts than the medicine. People use the designated pharmacies cash the individual medical accounts.

D. Irrational differences exists between urban and rural medical security

Since the urban and rural dual structure in China, there's differences in the urban and rural medical insurance. The urban medical insurance coverage is comparatively higher than the rural medical insurance coverage, and the urban

medical service level is higher than the rural medical service level. Compare to the urban medical insurance, the coverage for the new rural cooperation medical is still low. In 2010, the average urban reimbursement ratio for the medical insurance is 75%, but the average rural reimbursement ratio for the new rural medical insurance service is only 50%.

E. The contradiction between the daily increase medical needs and deficiency of medical resource supply.

In one hand, as the improvement of individual income and enhancement of the personal life, the needs for the medical service is increased too. Those needs not only for the medical service content, but also for the medical scope and level. In the other hand, as the number of labor increased and the aging population increased. The needs for the medical resource is increased too. Comparatively, the supply for the medical service is far less to reach the increasing needs.

IV. SUGGESTIONS TO ESTABLISH THE MULTILEVEL MEDICAL INSURANCE SYSTEM

In order to establish and improve the medical insurance system, corresponding to Yunnan insurance system, according to the questions above, the suggestions are as the following:

A. Increase the capital investment for the medical service area, provide a solid foundation for the medical insurance system to effectively operation

The reason why the government should invest the capital is because firstly, increase properly the fiscal aid ratio, could change the operation model of "raising doctors by medicine", then for the other medical insurance system, the government investment could replenish the basic medical insurance.

B. Reform the medical insurance, medical service and medicine at the same time, create a good environment for the medical insurance system implement.

Firstly, reform the current medical institution, build corresponding medical intuition system. Since the tertiary hospitals is favored by most of the Chinese, the initial diagnose should be designated, two-way referral, then the medical resource could be rationally distributed, which controlled the medical insurance fund expenditure.

Then, the government should make decisions to resolve totally the problems in the medicine production and circulation, separate the doctor and medicine operation, reverse the situation of artificial high medicine price.

Thirdly, Adjust the supply, need, and insurance interest. Try to develop the medical assist for the vulnerable social group.

C. Develop the community hygienic industry, make a good arrangement of the medical hygienic service system

D. Increase legislation for the social medical insurance, provide a good legislation prove for the medical insurance system

E. Supporting the commercial medical insurance development, forming the real multilevel medical insurance system

F. Pay attention to the establish the labor's serious illness insurance system.

G. Actively build the medical mutual fund and special fund.

H. Establish an scientific medical insurance assessment system, create an sustainable development condition for the medical insurance system

V. CONCLUSION

Establish and improve Yunnan multilevel medical insurance system has the necessity and feasibility in Yunnan, not only for the multiple needs to the people ,but also for an increase aging population. The basic medical insurance in China is far less than enough to meet the needs of the people. An multilevel medical insurance system could meet the needs to build a better China.

ACKNOWLEDGEMENT

REFERENCE

[1] Chen Xiaoming, Medical insurance, Fudan university press.(in Chinese)

[2] Zeng Yu, The new use guide for the health insurance, China building industry press.(in Chinese)

[3] Shi Dexiang, The development of Chinese medical insurance, China price index press.(in Chinese)

[4] KunMing medical insurance center. The report of Kunming medical insurance system operation.(in Chinese)

[5] Zhang Dingqiong. The location of Commercial medical insurance for the multilevel medical security system.(in Chinese)

Literature Review on the Mode of Community Governance

Wang Zhihui
Yunnan university of finance and economics
Kun Ming, China
328608635@qq.com

Cui Yuan
Yunnan university of finance and economics,
Kun Ming, China
1213293873@qq.com

Abstract—**community governance plays an important role in the social development, there were three typical modes in western countries: government-led mode, community autonomy mode and mixed mode. These three modes had well-established community management system, including complete law, convenient facilities, high-quality and professional services providers. International experience showed that the development of community governance mode corresponded to a country's fundamental political system. In contrast, Chinese community governance was still in the stage of exploration in both the urban and rural areas, most of community governance were the government-led mode. According to present situation, Chinese community governance still dominated by government. This literature review hackled the typical modes of community governance, considered that China should reform the community governance modes and change the powers allocation. Chinese government should improve the diversified co-governance system to promote the development of community autonomy governance.**

Key words—communities; governance; mode

I.Basic Theories of Community Governance

A. Basic Concepts of Communities

Community was proposed by British scholar Maine H.S. in 1871.

In 1887, German sociologist Ferdinand Tennis elaborated community for the first time in his *Society and community*. He held that a community was a regional social community with similar common values and cultural characteristics. Community referred to a group that was formed within a certain specific region by the people who mutually realize the diversified goals.

Robert M. Parker, a sociologist at the American University of Chicago argued that a community was "an assemblage of the groups that occupy a more or less specified area"."A community is not only an assemblage of people, but it is also the assemblage of the organizational systems".

In the 1930s, Fei Xiaotong translated the works of Ferdinand Tennis, and introduced the word "communities" into China. In 1984, he expressed a community as "a big collection that is formed by the assemblage of several social groups or social organizations in a certain areas that is mutually associated in living".

In his book *New theories of community*, Fang Ming pointed out that: "a community refers a social group or social organization that assembles within a certain geographical domain. It is a social entity that is based on a set of norms and system."

Most of the scholars generally agreed that a community referred to the social community, it was composed of concentrated in certain region within the scope of the people.

B. An Overview of Community Governance

The word "governance" originated from the ancient Latin or ancient Greek "steering", which means control, guide and manipulate. Governance is the exercise of authority within a certain scope. The global governance committee defined it as: governance was a collection of the multiple modes, for the management of the same affairs by the public or private individuals and institutions. Governance is a process that mediates the conflicts. Governance includes the right to compel people to abide by the formal charters and rules as well as various kinds of informal arrangements. All these must agreed and granted power by the people and institutions.

Hu Xiang approved that community governance does not only has the one entity of the government, community autonomy organizations, third party departments, private departments solved the mutually concerned public affairs on their own resources and advantages, they were mutually dependent and formed a cooperative partnership.

Based on the characteristics of "governance", Chen Binhui defined community governance as the activities in which government,community autonomy organizations, non-profit and non-government organizations govern the community and residents mutually. Community governance features the following characteristics: (1) the diversification of the community power entities. (2) diversification of the means and modes of the community governance. (3) the voluntary participation of the community governance. (4) the networking of the community governance.

II. Practice of the Chinese and International Community Governance Modes

A.Practice of the International Urban Community Governance Mode

Based on the different degrees of associations of the government and communities, international urban community governance has formed three typical modes：

- Government-led mode. Government and the communities are closely associated. Take Singapore as an example, the basic units of the social administration are the communities. Housing

Development Board (HDB) was especially established which was responsible for the community administration from top to bottom. The leading members of the community organizations were not produced by civil elections, but were appointed or recommended by the parliament members in the voting sections they are in. Therefore, the residents rarely take the initiatives to participate in the community administration, leading to poor democratic concepts of the community residents. In addition，various facilities of the resident committees were constructed with government investments. The government was responsible for over 90% of the community infrastructure construction cost and 50% of the daily operational cost. [1]

- Community autonomy mode. Richard Box called the community governance mode of the US as "citizen-centered intellectual structure ". The roles of the institutions of public powers were just an auxiliary assistance. To various states, municipalities and townships of the federation have basically adopted the operational mode "government being responsible for planning and guidance and financial supports, while community organization are responsible for the concrete implementations". The specific affairs were handed to the community organizations and non-governmental organizations. The residents can indirectly impact the community's public affairs through community elections or party elections, and they can also directly decide on the community's public policies.

- Mixed mode. In this mode, the government and community autonomy organization management community together and the sources of funds are diversified. For example, in Japan, On one hand, it was the official "regional center", as the administrative management institution of a certain region, its functions were unitary, its duties were clarified. The administrative management institution focused on the management of the local affairs and serviced for the local residents. On the other hand, it was the civil "Collaborative council of the residential areas", which was a mass autonomy organization of public affair administration. The residents voluntarily participate in them and conduct democratic administration. The autonomy organizations can coordinate, enhance and balance the work in communities. [2]

B.Practice of International Rural Community Governance Mode

The governance mode of international rural communities correspond to their urban community governance：

The government-led Singapore, by 2010, through the promotion of the HDB housing plan for communities, the urbanization rate of Singapore had reached 100%.

The US, in an autonomy type mode, the Villagers' Committee was the power institution of the rural autonomy with the decision-making rights and certain legislative powers. The community villagers were the entity of the community management, the village governance institution only needs to be responsible for all villagers. In some developed nations or federal states, rural community

governance is also such a mode, such as in Britain, Germany and Finland.

As the typical representatives of the mixed mode, the entities of the Japanese rural community governance had tended to be diversified. The mode were participated by various kinds of civil and social organizations and citizens. In the duplicate interactions between the government and the citizens, the job divisions were clarified. The government provided supports of policies, technologies and funds. The community residents were responsible for daily affairs. Italy, France, and Korea also adopt this mode.

C. Practice of Chinese Urban Community Governance Mode

The Chinese research on community governance mode is mainly conducted around the various kinds of typical modes.

"Shanghai mode" positioned the communities on the Sub-district level and formed the "Sub-district communities", which combined the community governance with the reform of the urban administration system featuring "two-level governments, three-level administration, and four-level networks". In this mode, the Street Agency was the main body, strengthened the administrative power and administrative efficiency in the level of street. [3]

"Shenyang mode" involved the handover to the communities the powers of community administrations, including the autonomy power, initial review power, and the supervision power. A Community Administration Committee was established, which was produced by the elections through voluntary voting, the committee replaced the original Sub-district Committees. It was responsible for the jobs of the community education, services, administration and supervision. Meanwhile, a Community Deliberation Commission formed by the community representatives, CPPC Committee members, eminent persons and residents, the commission also put forward suggestions for the community management. [4]

Shenzhen City introduced the market mechanism and formed an enterprise-led mode. The real estate management companies proposed the management tenet of "Providing property owners with zero-flaw services". Companies became a "universal"community server and administrators. The Sub-district Offices were liberated from the original affairs. [5] Shenzhen introduced professional service powers as the social workers. Currently, among the community service center teams, the proportion of professional social workers is no less than 50%. Meanwhile Shenzhen pioneered the community funds, and a total of 16 community foundations or funds had been established. [6]

Hanjiang Community of Wuhan City redefined communities, it based on a scale of 1000-3000 households, Hanjiang community defined the communities as the new communities between "smaller than the neighborhood, but bigger that the Sub-district offices". Original 227 Sub-district Offices were adjusted into 112 new communities. This mode straighten out the relationship between the neighborhood and the communities, redefined the responsibilities of the various departments and

communities organizations. Sub-district Offices returned the community fund disposal rights and the community asset management rights to the communities. [7]

Shangcheng District of Hangzhou City conducted creation of the community governance mode. It created community CPC construction work, thoroughly sorted out the relationships among the community CPC Party Committee, the Sub-district Committee and the Public Service Station. Shangcheng District clarified their respective functions and reformed the system of social workers, regarding the payments of the social workers. Shangcheng District explored the establishment of the Status-of-wage system, also created a platform of communication network and entered a new era of "Internet+community livelihood services so as to solve the problems of the residents. Shangcheng District implemented a "333+x" service system, which leaded by the CPC Party Committee Branch, government and diversified entities. [8]

Recently, the community governance mode of Tongling has aroused broad concerns nationwide, its practice was: the Sub-district offices were abolished, the original sub-districts and communities were integrated into a big community. The community CPC Party Affairs Committee, Sub-district Committee and public service center (community services center) are established. The personnel of the original offices are lowered to the communities, thus reduced the administrative layers and the government administration. [9]

D.The Practice of Chinese Rural Community Governance Mode

The construction of Chinese rural communities is still at the exploration stage, and various kinds of modes have not taken shape. Xiang Jiquan divided the rural communities into five modes from the establishments and boundaries of the rural communities: (1)"one village one community", only one community was established in one village. (2)"multiple communities for one village". (3)"One community for multiple villages". (4)"Concentrated establishment of communities", in which communities were set up in the newly planned residential quarters with concentrated dwellings of the farmers. (5)"Quarters are established in communities". In"one village one community", "quarters" were established with the villager groups or the natural villages as the units, in"multiple village and one community", quarters were established with the villages as units. A community service center was established for the community.

Various regions have conducted proactive explorations on the rural community autonomy:

- Elite (capable persons) autonomy governance mode.
  It was prevalent in the developed economies, where the elite's personal ability was outstanding, they had outstanding talents in terms of economic or social activities, the capable persons play a leading role in the rural affairs. However, due to the worship of the elite, people neglected the supervisions on their powers.

- Regulation autonomy mode.
  Regulations were produced through the mass discussion and mass resolution. Within the current legal framework, it refined operational mechanism of the village affairs and provided democratic rights for farmers. The regulations supplemented the blind spots in the polices and laws. On one hand, this mode effectively curbed such problems as elections illegal campaigning and family sectarian forces. On the other hand, the mode had enriched the voting modes of the villagers. [10]

III.Summary

In view of the history of the community governance mode and the transformation process, there were three modes: government-led , mixed and community autonomy. International experience showed that the development of community governance mode corresponded to a country's fundamental political system. Most of developed countries had well-established community management system, including complete law, convenient facilities, high-quality and professional services providers. Chinese community governance mode both in urban and rural were the combination of the government and communities. Some developed regions had conducted positive explorations on community autonomy. On the whole, it still needed a long course for Chinese community governance to develop from the mode to the community autonomy mode. China should reform community governance modes, change the powers allocation and bring into market resources. The government should improve the diversified co-governance governance system. It is also noteworthy that even in the European nations and the US with higher degrees of autonomy, the government strength has never been withdrawn, this is an alert to position the government role in Chinese community governance. In the process of community governance, the government departments should encourage the social and civil participation. But, the government should not discard its due responsibilities and release its powers without limitations. Meanwhile, the government should attach greater importance to the scientific and informational governance means. Government, community autonomy organizations, non-profit and non-government organizations all need participate the community governance and do their best to satisfy people's diversified demands.

REFERENCES

[1] Wang Yuqing: Comparative research of the domestic and overseas community governance modes, [D]. 2009, p 28. (In Chinese)

[2] Xie Shouhong, Xie Shuangxi . Comparisons and references of the overseas community management modes [J] Social scientist ,2004（1）(In Chinese)

[3] Li le．Current status and the explorations of problems for the new era community governance modes in Shanghai [J]. Modern communities , 2003(1）(In Chinese)

[4] Niu Junbin . Research of the participations of community governance by the social organizations of Shenyang City [J]. Journal of Liaoning University, 2011 (In Chinese)

[5] Huang Anxin . Research on the creative new type community governance modes during the process of urbanization [J]. Journal of Guangzhou Radio and TV University, 2011, 11(4):56－63 (In Chinese)

[6] Dong Xiu . Creations of the civil society, civil governance and urban community governance modes—analysis of the theories and practices of the governance mode based on the linkage between the social workers and volunteers in Shenzhen City [J] . Journal of Hubei Administration Institute, 2009(1）(In Chinese)

[7] Chen Weidong. Transformations of the social administration system of the urban grass-roots level ： the transformation of unit management mode into the community governance mode—the innovations of the construction goal mode of Jianghan District of Wuhan City and its feasibility research [J]. Theory Monthly, 2000(12) (In Chinese)

[8] Yu Yanyan . Innovation of the government service modes and the practices by the local governance—Survey on the compound service governance mode of Shangcheng District of Hangzhou City [J] . Selected works of the achievements of Beijing Municipal philosophy and social science research. 2013 （2nd） : 3-11 (In Chinese)

[9] Xie Baofu. Tongling mode of urban community governance [J]. New Chongqing, 2015(1）(In Chinese)

[10] Ren Zhian. Exploration of the rural community governance mode – with the two modes in rural Shaoxing area as the case studies [J]. Heilongjiang Social Science, 2007(6）(In Chinese)

The New Industrial Structure of Manufacturing Village and Social Relations Changes in Minority Areas

---A Case on Village Xinhua in Yunnan

He Xiaobo

Yunnan University of Finance and Economics

Kunming, P.R. China 650221

hexiaobo921@hotmail.com

Abstract—**Manufacturing village in minority areas is a new development mode of social community and regional economy based on traditional and outstanding handicraft of ethnic group its own. Because of handicraft industry, the village's service industry can be developed rapidly. So it not only broke the agricultural economy in minority areas but also met the need of market development by means of minority handcrafts. In this development mode, the villagers have become richer, the village has become more beautiful. Meanwhile, in new era it has improved the ethnic group cultures developed and mixed. The village's basic authority, family generation relations, neighbor relations in social community and so on have been transformed greatly.**

Keywords— minority culture; manufacturing village;new industrial structure; social relations

Origin of Case—Case of Yunnan University of Finance and Economics, "Research in Manufacturing Village in Minority Areas--- Set Xinhua As An Example."

Most ethnic groups lie in the west of China, and some of them in the border of several countries. Because of poor natural resources, low economy level, undeveloped information, unsound talent flow, the whole social production level is poor and undeveloped. But in the region, almost each minority village has formed it outstanding cultures for hundreds of years. It is significant to do research in these villages rather than general rural villages. Manufacturing village is a new development mode of regional economy and social community. It is based on traditional handicraft to change the traditional farming economy into manufacturing and service industry. Consequently, the economic structure has changed from tradition into modernization and original social relations also into new and modern transformation.

I. INTRODUCTION OF VILLAGE XINHUA

Village Xinhua lies to Fenghuang Mountain,4 Kms away from North Heqing Country in Yunnan Province. It is 12 Kms away from Lijiang Airport and 118 Kms away from Xiaguang. It has 16.88 square Kms, including 3 smaller villages as Nanyi, Beiyi and Gangchanghe. It has 1256 families and the population is amount to 5716. 98.5% of them are Bai people,and more than 90% families are engaging silver handicraft. Xinhua is richly endowed by nature such as landscape, water and wetland. Besides, it's also rich in various ethnic customs and distinctive handcrafts which are full of Bai ethnic group cultures. Xinhua is an example mode for villages in Yunnan province to explore and protect ethnic group culture, so it is one of "10 The Most Famous Minority Villages in Yunnan ". In 2010, the arable land for each farmer is only 330 square meters. The direct income from farming is only 1248.8 yuan which is far away from the local villagers' average income 9216 yuan.

In 1950s, the villagers in Xinhua were away from their hometown to other regions to make silver handicraft for

other minorities, ranging from Yunnan to Sichuan, Xizang, and Gansu province. They felt at home wherever they went. They survived themselves with silver handicraft. Xinhua village has a long history of more than 10,00 years to manufacture silver handicraft. Other ethnic group people regarded them as "Tinker". After 1979, with the enforcement of reform and opening-up policy, government encouraged market economy and expected villagers rich. The tinkers working outside were more willing to go back hometown to open silver stores. They survive with their traditional silver handicraft and also they protect and explore well in silver handicraft. When one steps into the village, he can see each family is a workshop to make silver handicrafts. So the phenomenon of Xinhua is that each family is silver workshop and each villager is good at silver manufacturing. Due to the ancient and traditional handicrafts. Xinhua silver manufacturing applied World Cultural Heritage successfully, and also it is regarded as "The Last Primary Handcraft Inheritance in the World". By the end of 2005, 901 families engaged in silver handicrafts manufacturing in the total of 1121 families. 80.37% population is referred into the industry and service department. In 2010, the income from silver manufacturing in Xinhua was amount to 42,49,00,00 yuan. Each family was 700,00 yuan. The average income for each villager was 8830 yuan which was father than 3896 on average in Heqing County. In 2011, Xinhua Village's income was amount to 170000000 yuan, and the income grew 14.7% from a year ago.[1] In 1998, Village Xinhua is stepping into modernization and worldwide.

II. TRAITS OF INDUSTRIAL VILLAGE

A. Manufacturing Is Main Industry

Industrial village holds that a certain scale of people amount should engage silver manufacturing, and its handicraft has a long history and famous in local region, and the handicraft has influenced a lot to native people. So these are the typical and distinctive traits between rural village and industrial village. Village Xinhua is a minority village for Bai People with more than 1000 years history. Almost each person in the village can do silver manufacturing full of Bai cultures. The origin for Xinhua villagers to make silver handicrafts, can be back to Ming Dynasty. Until now the skill for silver manufacturing has been passed down from generation to generation. Silver manufacturing has been the logo for other people and places to know about Village

Xinhua. So far more than 90% villagers in Xinhua engage in silver manufacturing and its referring industry such as salesman, driver, guide, handicrafts-man, custom performance and so on. The distinctive industry phenomenon is one handicraft manufacturing in a village, each family is a workshop, each workshop has a trademark for silver handicraft, and the front of house is shop, and the behind is workshop. All people among different ages are referring the handicraft manufacturing. It is not only the technique for villagers to survive but also the phenomenon to the development of local economy and minority cultures.

B. Regarded Family as Manufacturing Unit

Industrial village is not township enterprise, rural factory or industrial park, for the new village has these traits: the villagers' household register is rural village, the villagers are peasants, and regard, family as productive unit. In the new village, almost each villagers are engaging the same handicraft. Nobody can declare who is the first person to create the technique in that they have the common ancestors. Nobody has the right to apply silver manufacturing patent in that each silver handicraft has been made by hand. Even the only person can make the product only one. Each family has their label and style. Each family members are clear in their specific division of labor. Family is regarded as the only manufacturing unit. Some shops are operated by couples, brothers, sisters, parents with children.

C. Developing Service Industry Based on Manufacturing

The new industrial structure in Village Xinhua regards silver manufacturing as main industry and farming economy as the second industry which is far less important than manufacturing. The silver handicrafts in Xinhua have distinctive and outstanding Bai cultures and tradition, which meets the need of market well. Silver has been the label and name card for Xinhua. Because so many people engage in the silver industry, some service industry such as salesman, dining, hotel, driving, tourism, guide, performance of folk customs can be developed rapidly and greatly. Consequently, when someone steps into Village Xinhua, it looks as if standing in a tourism spot. The village is full of tourists. Facility of traveling in the village is sounded.

D. Double Identities for Villagers

Industrial village means villagers are peasants. They are not city dwellers. They live in countryside and rural

areas.They have not given up farming. However, farming is not the only or the main income structure. Handicraft has become the main income or referring service industry. With the change of industrial structure, it has influenced a lot toward villagers' living environment, productive styles, living methods, social relations, attitudes and so on. The former peasants has got rid off the traditional farming roles. For one thing, they keep the peasants identity all the same. For example, when they fill in the form, the identity should be peasant. When they fill in the form, the identity should be peasant. When their children take the entrance exam for university enrollment, they should be rural students. For another, the occupation for the villagers should be handicrafts-man. Most villagers are called boss, teacher, artist and so on rather than peasants.

III. NEW INDUSTRIAL STRUCTURE IN MANUFACTURING VILLAGE FROM THE PERSPECTIVE OF TRADITION-MODERNIZATION

A.Transformation of Industrial Structure

China has a long history of farming. Agriculture has being been the first industry for Chinese people all the time. Among 1.4 billion population of China, 0.8 billion are peasants. With the modernization and urbanization, more and more peasants go into city to be workers. They buy apartment in city to be city dweller. Industry replaces agriculture to be the most important income structure, which has been regarded as the outcome of successful modernization and urbanization.[2] In village Xinhua, the average arable land is only 330 square meters, which determines the villagers have to find other jobs for income. They can not survive if the villagers just rely on farming. The villagers' income mainly comes from 4 parts: the first part income is from silver manufacturing; the second part income is from tourism; the third part income is from business or working outside; the last part income is from farming. According to the date from village authority, more than 80% villagers in Xinhua engage in non-farming. The elementary status of agricultural has been replace fully by manufacturing and tourism. In 90% families, income from non-farming is less than 10% of their total income.

B. Transformation of Living Styles

In traditional farming society, Chinese live on lands. Their living style is formed due to the unique farming affairs.

The peasants go to work at sunrise and go home at sunset. So agricultural labor, of course, traditionally has no time clocks in the fields. The living standard and life -style of Chinese people also have greatly changes, people's expect for life is also higher and higher, which is no longer meet the daily life of the necessary needs and the monotonous life. Especially in industrial village, farming economy is no longer the main income for villagers. Most of them engage in handicraft manufacturing. So they treat their business as nine-to-five jobs. After work, they walks in the park, they chat with neighbors. Their lives can not be influenced by the change of seasons and direct farming. On the contrary, their life is influenced almost by market. For example, in holidays and vacations, the shop owners would be busy in the golden period of tourism. However in slack season such as winter for most shops, they just work to enjoy life. In the impact of urbanization, all aspects of daily life are increasingly demanding. The villagers live in countryside or villages, but their quality of life is almost as high as the city dwellers.

C.Transformation of Concepts and Attitudes toward Manufacturing

Because of long history of wandering outside for business, there is a business concept appeared in Xinhua villagers' mind which is going out and broadening vision. In traditional farming society, peasants economic activity is restricted into the land. Each peasant or each farming can do its farming activity by itself. Villagers are not included into competitive affairs. However, in manufacturing village, villagers' concept and attitude to become richer is more urgent. Most villagers engage in the same business affairs as silver handicraft or sales. So they are not just the neighbors living in the same village but also the competitive businessman. Bu sometime for the same profit, they can be partners. They are willing to learn more techniques and knowledge to make better silver handicraft. They are good at learning from scholars. They actively invite outstanding and famous artists to give speech or teach techniques for the villagers. They have the strong concept to explore and protect Bai culture in manufacturing. They lay much emphasis on emancipating thinking and vision. They are innovative and full of teamwork. They know how to propaganda Bai culture to the outside. Consequently, Village Xinhua is not a traditional farming rural village. Villagers in industrial village is new peasant and modern businessman.

IV. TRANSFORMATION OF NEW INDUSTRIAL STRUCTURE AND SOCIAL COMMUNITY RELATIONS

A. The Elementary Village Authority Values Economy More than Political Affairs

According to the rules, elementary village authority in China must be political. Political power means village committee has the highest leading status. The most important affairs such as electing committee representatives, deciding the key events of village should be chatted and decided by all villagers. However, due to its manufacturing village, most villagers are not peasants only but also businessman. They do not care enough about political affairs of the village, but they play much emphasis on company, factory, industrial association, social folk organization to serve better for the villagers.

B. The Generation Relations Are Not Only Blooding but also Occupation Affairs

It is no doubt that the most important connection for generations of a family is blood. So the network to set up based on bloody connection is so fasten and fixed that can not be broken down easily. The generation relations of a family in manufacturing village has the same above trait. However, most shops, workshops, companies of factories are operated by couples, brothers, sisters, parents with children. So they are not only family members but also business partners. Most parents are teachers for children to learn handicraft techniques. Their labor decision is clear and distinctive.

C. Less Neighbor Economics, More Competitive and Cooperative

In traditional farming society, the neighbor's emotions and connections are so important for villager. So there is a Chinese old saying goes, "A near neighbor is better than a distant cousin", villagers engage in the same handicraft manufacturing and sales. To some extent, they are competitive. They all want to earn more money than others. They are all eager be be rich. Occasionally, because they have the same business, they would have the common profits. So they would cooperate with each other. Their relations and connections can be fastened or weaken based on profits not emotions.

D. Close Consciousness of Patriarchal Clan

Although the connection among neighbors based on emotions in village has been broken down, the consciousness of patriarchal clan is close all the same. Even some important social differentiation is decided according to these, such as income differentiation, social status differentiation, activity differentiation and so on. Elite family also plays an important role in villagers' life and village's development.

E. Higher Women Social Status and Rights

In the minority culture of Bai People, women play an important role in daily life and farming activity. So women have high social status and rights. In the new industrial structure of manufacturing village, women do more effect in ordinary life and business. They not only look after well each family member but also make handicraft and operate workshop. So they are so independent in economic activity. Economic place decides social status. So high economic status has them confident in family daily life and external relations.

All in all, from the above we can safely come to the conclusion that, the first, urbanization and industrialization do not means the over rural labors must go into city for job-hunting. Industrial village is also a good platform for peasants to display their ability and survive. The second, the development mode of industrial village not only has the villagers rich but also explore and protect wonderful minority cultures. The last but not the least, the development mode of industrial village has make social relations among villagers in large social differentiation. Some is good and some is bad. Anyway, we should try to make and enforce policies to develop village society.

REFERENCES

[1] Date from Xinhua Village Committee in 2012.

[2] Tong Xing, Development Sociology and Modernization in China, Beijing University Press [M] 2002

[3] Ma Rong, Ethnosociology: Research on Ethnic Group Relations in Sociology, [M] Beijing: Beijing University Press, 2004.

[4] Paul Bairoch, Disparities in Economic Development Since the Industrial Revolution, [M] New York, 1981

[5] Wang Yueping, Ritual Reconstruction and Social Integration: A Case on Village Y in Border of China and Vietnam, [J] Journal of Guanxi University for Nationalities, 2011(9).

[6] Yuan Fang, Transformation of Chinese Social Structure, [M] Beijing: Social Science Academic Press, 1998

Research on Integration Conception of Urban and Rural Endowment Insurance System

Wu Yuanyuan
Department of Law and Administration, HEBEI GEO
UNIVERSITY
Shijiazhuang, China
wyy1408@sina.com

Yuan Yuan
Department of Law and Administration, HEBEI GEO
UNIVERSITY
Shijiazhuang, China
yuanyuan_3007@126.com

Abstract—**China's pension system mainly includes Civil Servant Pension System, the Endowment Insurance of Urban Workers and Endowment Insurance for Urban and Rural Residents, which is a fragmented state. This article hopes to establish a step-by-step integration of the endowment insurance system, in which the pension benefits of different regions and different occupation personnel only are related to labor input, so as to realize social fairness. The integration of the endowment insurance system consists of state pension, the employee pension and employment annuity system and personal saving pension.**

Keywords—*The Endowment Insurance System; Integration; The Four Pillar; Fragmentation*

I. INTRODUCTION

The process of urbanization is depended on the support of social security system, while endowment insurance is the most important part of the social security, so the integration of urban about rural endowment insurance is extremely important for the process of urbanization The integration of the endowment insurance system consists of state pension, the employee pension and employment annuity system and personal saving pension. This article analyses the present problems existed in our country's endowment insurance system, and proposes the ideas and suggestions to establish an integration of the endowment insurance system step-by-step.

II. SITUATION ANALYSIS OF ENDOWMENT INSURANCE SYSTEM

China's pension system mainly includes the Civil Servant Pension System, the Endowment Insurance of Urban Workers and the Endowment Insurance for Urban and Rural Residents.

A. Introduction of Three Endowment Insurance System

In our pension system, the Endowment Insurance of Urban Workers is the largest part, which mainly covers all kinds of urban enterprises workers and some flexible town employees. Urban workers pension contribution is divided into two parts, one part is 8% of employees' salaries, which is paid by individuals and incorporated into personal accounts; the other part is 20% of employees' salaries, which is paid by companies monthly and incorporated into social pooling accounts.

The Civil Servant Pension System covers most of the employees of government agencies and institutions. On Jan. 14, 2015, the State Council issued the file of "Decision on The Reform of Endowment Insurance System for Civil Servant Staff", which preludes to the reform of Civil Servant Pension System. The reformed Endowment Insurance System is basically the same to the endowment insurance of urban workers, which have the same contribution rate, calculated method and the establishment of occupational pension, but differ in regulatory agencies and coordinating bodies.

B. Difference Analysis of Three Endowment Insurance System

From the point of view of system operating mode, Civil Servant Pension System is in the transfer stage from PAYG (pay-as-you-go) system to partially funded system. The Endowment Insurance of Urban Workers adopts the partially funded system, which is the integration of completely accumulation of individual account and PAYG of social pooling account. While Endowment Insurance for Urban and Rural Residents can be viewed as a fully accumulated system because the ultimate pension is determined primarily by the individual account.

From the point of view of financial support, enterprise payment is the main part of the Endowment Insurance of Urban Workers, government will not bear the financial subsidies responsibility of payment link, only serves as the last line of defense. That is to say government finance only acts as an implicit responsibility in the Endowment Insurance of Urban Workers. In the urban and rural residents pension system, payment uses a non-proportional system, which supplies different grade level of payments for urban and rural residents to choose based on their own conditions, then the government will give different subsidies to different level of payments, which will be deposited into the personal accounts of urban and rural residents, obviously the government finance provides a large number of subsidies for the urban and rural residents pension.

In terms of payment of pensions, retirement pension of enterprise employees is calculated on the basis of social average salary, then paid according to the basic pension for enterprise employees and individual accounts pension. While urban and rural residents' pension benefits paid by the state basic pension and individual accounts pension.

III. DEFECT ANALYSIS OF ENDOWMENT INSURANCE SYSTEM

Defects of the pension system mainly exist in two aspects: Firstly, the difference between the treatment of the system is relatively large; secondly, it is difficult to transfer connection.

A. Big Difference Exits in Treatment of Systems

Differences in treatment cause by calculated method is the main reason why treatment differs big between the three pension systems in our country. The pension level of civil servants is high before the system reformation, which is much higher than other pension systems in treatment, although substantial reforms is carried out, but its effect remains to be tested.

Pooling account of basic pension of urban workers is 50% of the average value of social average salary and worker mean monthly wage that is indexed. Individual account annuities is provided based on the accumulate savings of pension in personal account divided by the calculated month. Personal pension level is determined by individual contributions and social average wages.

For urban and rural residents, their pension is almost entirely composed of individual pension accounts, the treatment is highly correlated with the individual contributions. But in reality, urban and rural residents choose the lower grade insurance that results in lower accumulation in their personal savings account, furthermore, pension will be affected by its limited ability to increase or keep the value and inflation, when reaching the age to draw the pension, urban and rural residents are not well protected.

B. Difficult Transfer between Different Systems

The file named "Basic Pension Relation Transfer and Connection Interim Measures for Urban Enterprise Workers" provides that: if insured worker flows at cross-regional then his basic pension insurance relation should be transferred to the new insured region, payment time is calculated together, the balance of individual account is calculated accumulatively, pooling funds transferred by the sum of 12%. Such a transfer connection measures will bring the game problem between move out place and move in place. As for the former, people move out will alleviate pressure on local pension and will have 8% extra income to make up the overall pension funds of the region, for the latter, only 12% of overall funds to be transferred into its account, while local government will have to assume pension provision and administration responsibility for the people who move in, which does not have any interest. Therefore, it is easy to move out but difficult to move in for the pension relation, even some cities refuse to accept older workers' pension insurance relation under various pretexts, which restricts the normal orderly flow of labor to some extent.

IV. INTEGRATION OF URBAN AND RURAL ENDOWMENT INSURANCE SYSTEM

Through above analyses, whether the difference between the treatment system or transfer and renewing problem is because there is no uniform system, so it is important to build a unified pension system step by step. The so-called endowment integration is not to provide the exactly same level of pension for all different labor, the final level of pension will be determined by different labor value, different social contribution and so on. The integrated endowment system we want to build is to make different groups of people in society can obtain the fair pension with their social contribution under the same endowment system.

A. The First Step: Establishment of Social Insurance Information System

To introduce a national social insurance card and establish the national social insurance information database is the first and key step of establishing an integrated pension system. Firstly, a national database of insured persons and the database of urban and rural residents should be established, which can be realized in two steps, first, to establish the database of province, then to interconnect all the database of province. The national network of social insurance information database can help the laborers to find out their corresponding pension insurance no matter where they are and what department they are in, which will lay a solid foundation for the next step to realize national co-ordination.

B. The Second Step: Pension Calculation with Classification Segment and Accumulation

To establish the integrative pension system, the interior problem of each branch should be treated better. Therefore, the second step, so-called double insurance brought by pension relation transfer and connection should be solved well. A person may be engaged in the different occupations in many places in his lifetime. As for the highly mobile insured people, the kind of insurance may be various when they are engaged in the different job, that is to say the double insurance is inevitable, but the accumulation of count treatment is not contradictory. If a person who has been paid Civil Servant Pension and the Endowment Insurance of Urban Workers all for at least 15 years, then his pension should be provided by Civil Servant Pension and the Endowment Insurance of Urban Workers together rather than integrated calculation after transfer the benefits and funds from a kind of insurance to another, which will be a loss of insurance for insured people.

Therefore, the best way to calculate pension is to adopt method of classification, segment and accumulation, specifically to improve information systems and based on it to calculate the benefits of different pensions separately and provide pension according to the types of insurance rather than merger the different insurance generally. Upon reaching pension conditions, the pension fund will be remitted into the account where the final pension relationship located in according to the percentage of contributions in different areas on personal total contributions by the local social insurance agencies. In this way not only the status of the coexistence of the three pension system is respected to ensure the relative independence of their own funds, but also the unfairness issues caused by payment years conversion can be avoided.

C. The Third Step: Pension System Reform according to the "Four Pillars"

Now a "Four Pillars" pension model are widely used in the world, in this system, every member who reaches legal and emeritus age in a society, whether or not participated in social work, are entitled to general protection of the first pillar - the State Pension. If he participates in social work, he can enjoy the second pillar - employee pensions, which is run by the state and associated with work.

Moreover, social workers can also enjoy the third pillar - Occupational pension (supplementary pension insurance), which is undertaken by the vocational foundations, corporate foundations or insurance company for the industry or enterprise. The fourth pillar is called individual savings pension insurance which is accumulated by Personal accumulation. The "Four Pillars" pension model is reasonable relatively, China should establish an integrated endowment system by using this mode.

1) Construction of the National Pension for Everyone

State pension for everyone is supplied by the state for every old person, which is the responsibility of the government's commitment to the people, paid by the government guarantee. To ensure the continuity of the system, the amount of this kind of pension need not very big, only to meet the basic living needs of retirees. Basic old-age pension in the Endowment Insurance for Urban and Rural Residents is entirely borne by the State and with the nature of the state pension, but the amount of this part is too little to meet the pension requirements. The lack of the pension system of direct national responsibility is one of the most important drawbacks, which will be the key point of the development of the integration of pension system in the future.

2) Rationalization of the Employee Pension

Whether enterprise workers or staff of government organizations and institutions, they are members of social workers, participate in social work and create social wealth, and should be provided pension by national non-discriminatory pension system. Social workers in different professions, different sectors or different regions should participate in a unified pension system, which has the same system design, the same contribution rate, and the same plan hair method, the situation of fragmental pension system will be ended completely.

As a second pillar of pension system, the unified employee pension system will facilitate the rational flow of human resources, reduce pension management costs significantly, increase sense of fairness of members in society and promote the society stabilization and development.

3) Strengthen the Employment Annuity System

The Employment Annuity System is supplementary pension that is dominated by the employer and established for the laborer of organization, which is the third pillar of the entire pension system. Development of China's supplementary pension is relatively slowly, the employment annuity system is only carried on in a few large companies, while the implementation framework of the employment annuity system is only formulated recently for government organizations and institutions. In the future, the Employment Annuity System will be combined and called occupational pension based on its existing development, then all the various types of workers will be included into the security areas, legislation will be improved, the minimum contribution rate of employees and employers will be set, management style will be limited, the favorable tax is maximized to promote the rapid development of the third pillar (Occupational Pension) and increase its proportion in the whole pension system.

4) Encouragement of Personal Saving Pension

As a pillar of the endowment insurance system, China's personal saving pension only remains in the preliminary stage of personal spontaneous saving, it is advocated in our country but without any practical measures to encourage. To make personal saving pension truly become a major pillar of the pension insurance system, the state must introduce commercial insurance legislation in social security, strengthen the management of commercial insurance companies, specify the investment scope of the individual pension, risk-sharing mechanisms and liability reserves. When setting up such pension system (the Fourth Pillar Pension System) , can we make people willing to transfer money from bank to commercial pension insurance in order to obtain a higher income.

REFERENCES

[1] Bingwen Zheng, "Social Security Development and Challenges of Chinese Migrants during the 30 Years of Reform and Opening up," Chinese Journal of Population Sciences, 2014, (1), pp. 45-58.

[2] Gongcheng Zheng, "Social Security-Concept, System, Practice and Speculation," The Commercial Press, Beijing, China, 2012, pp. 1-478.

[3] Heng Xi, Shaoguo Zhai, "from Ideal Model to Top-level Design: Reflections on China's Pension System Reform," Journal of Wuhan University of Science and Technology (Social Sciences), 2012, (12), pp. 581-583.

[4] Huaizhong Mu, "International Comparison of Social Security (2nd Edition)," China Labor and Social Security Publishing House, Beijing, China, 2012, pp. 169-191.

[5] Robert Pogson, "China's Pension System Reform," Globalization, 2014, (1), pp. 48-58.

[6] Zhen Li, "Social Security Theory (Second Edition)," China Labor and Social Security Publishing House, Beijing, China, 2012, pp. 3-173.

Social Anthropological Research on Urban Ethnic Groups

Mu Wei

School of Public Management

Yunnan University of Finance and Economics

Kunming, P. R. China

weimuzsu@163.com

*Abstract —***This paper provides theoretical reviews on the urban ethnic studies from the social anthro-pological perspective . It also provides the possible directions and the methods on the urban ethnic studies.This paper points out that there are at least three kinds of studying areas on the urban ethnic studies in China . One is the representing study of overseas Chinese ethnic identity，cultural identity and national identity in Chinese cities; another is the representing study of minority ethnic groups，cultural and social identities after their blending in the big cities; and the third is the study of regional ethnic identities after the new migrants entering the cities.The author thinks that in research，we should pay attention to all these problems of primordialism，ethnogenesis，rational choice of ethnic identity and the function of historic memory in construct．**

Key Words —social anthropology; ethnic identity; urban ethnic groups

I. Introduction

Study of ethnic groups is currently one of the hottest fields of study about social anthropology around the world. Anthropological, ethnological and sociological researches on ethnic groups, ethnic group identity, cultural identity etc. in China mainly focus on ethnic minorities. Although studies of ethnic groups about metropolises have been carried out for a long time, yet there is not adequate attention on the whole. Some scholars simply regard studies of ethnic groups as the republication of "ethnic studies" and even believe that "studies of ethnic groups" is just another name for "ethnic studies". As a matter of fact, as discussed by many scholars, there is overlap between the concepts of "ethnic groups" and "nations", but they are not equivalent to each other (Harrell 2002; Chen Zhiming 2002; Fan Ke 2003; Hao Shiyuan 2002; Ruan Xihu 2004). Chinese researches on urban ethnic groups cover three fields: 1. Researches on the ethnic group identity, cultural identity and national identity of overseas Chinese people in Chinese metropolises. The research objects include Canadian Chinese, Singaporean Chinese, Hong Kong people, Taiwan people, Macao people etc.; 2 Researches on ethnic group identity, cultural and social identity of ethnic minorities while integrating into metropolises. The research objects mainly include Tibetan people in Shanghai Tibet Middle School, Uygur and Yi people in Beijing etc.; 3 Researches on ethnic regional identity of new migrants after entering metropolises. The research objects include Wenzhou people in Beijing, Ningbo and Fujian people in Shanghai etc.

Since the 1960s and the 1970s, the theoretical orientation of social anthropology mainly explores the practice of subjective identity rather than emphasizes objective identity. For example, Tai Lue people are identical with Thai people in culture, but they subjectively think that they are ethnic groups different from Thai people (Moerman 1965). Peranakan in Malaysia and Singapore are offspring of Chinese in the earlier stage, most of them have accepted local cultures but they still strongly identify with Chinese subjectively (Tan 1988). "Imagined Community", the concept put forward by the American scholar Anderson, has a far-reaching influence on ethnic group and social identity which are established on the basis of "imagination" to some extent.

As for the explanatory model of ethnic group and social identity, modern social anthropology usually adopts the constructionist approach which can be dated back to Weber's definition of "ethnic group" in 1922 (Weber 1978: 335 — 396). In 1948, the American sociologist Hughes pointed out the differences between ins and outs, which have a huge impact on the subsequent constructionist approach. From the theoretical development venation, Weber and Hughes already put forward the viewpoint about the constructive model in last century. In 1954, the British anthropologist Leach expressed the interaction between ethnic groups in the Burmese highlands and promoted Kachin's construction of ethnic identity. In 1969, the Swedish anthropologist Fredrik Barth proposed the concept of "Ethnic Group Boundaries", pointed out that ethnic groups are "social organizations affected with cultural differences" (Barth 1969), ethnic group boundaries are subjectively constructed in most cases. In 1977, the concept of "ritual" in Pierre Bourdi-eu's practical theory is extremely important in explaining the

constructivism of ethnic groups and social identity (Bourdieu1977). In 1987, the American anthropologist Carter G. Bentley explained the identity construction of the Maranao ethnic group in the Philippines (Bentley 1987: 29). On the whole, the constructionist approach of the anthropological theory about ethnic group is directly affected by scholars like Weber, Barth etc. (Jenkins1997; Chen Zhiming 2002, 2005).

II. RESEARCH ON IDENTITY CONSTRUCTION

From the perspective of academic significance, featured by subjective identity and the constructionist approach, research fields like inner feelings of ethnic groups, the formation process of ethnic groups, the rational choice theory, historical memory etc. have become the mainstream research paradigm about ethnic group identity in the contemporary European and American society. On the premise of deeply studying urban ethnic groups in Chinese metropolises, Chinese scholars in the field of social anthropology have worked out an ethnic group identity form with Chinese characteristics by comparing them with European and American study cases. Research content about urban ethnic groups roughly covers the following aspects:

A. Research on Identity Construction

The construction of ethnic group identity and social identity of different ethnic groups in contemporary Chinese metropolises includes the formation process of the consciousness of urban ethnic groups, the boundary of urban ethnic groups, urban ethnic relations etc. For instance, Ma Qiang (2006) describes that as a Muslim from the northwest, he wanted to land a job in Guangzhou when he graduated in 1994, but he found that there was indeed no shadow of any religious sect in Guangzhou, so he believed that he definitely should not find a job in Guangzhou. However, eight years later, when he went to Guangzhou for the second time, he found Islamic activities. The author wrote that the Jumah held in the Huaisheng Mosque presents a diversified social culture. Muslims from all over the world go to church in the same one Mosque. The author was greatly shocked by the numerous people and large scale. The scene featured by multiple ethnic groups and diversified culture is very rare in Chinese mainland. For a person who has never seen so many foreign Muslims in different colors who speak different languages, the "cultural shock" brought by such a close contact are quite huge (Ma Qiang 2006:2).

B. Research on Cultural Expression

The paper systemizes cultural changes and development of metropolises and analyzes the cultural expression forms of different ethnic groups in contemporary Chinese metropolises from the perspectives of acculturation, enculturation etc. With Shanghai as an example, Shanghai is a city which is constantly absorbing foreign cultures of different ethnic groups and Shanghai culture is also changing all the time. In the 1950s and the 1960s, more than 100,000 Shanghai young people were dispatched to work in the Xinjiang Production and Construction Corps. Gradually, they have accepted some local culture in Xinjiang, especially the culture of some local minorities. Twenty or thirty years later, some people came back to Shanghai. At that time, with an identity of "re-migrants", their culture was different from the original Shanghai culture to some extent. Meanwhile, after coming back to Shanghai, they expressed their identity with Xinjiang culture through "ethnic cultural capital" and tried to reconstruct a new social identity (Wu Da 2011).

C. Research on the Formation Process of Metropolitans' Consciousness and Identity

The paper explores how people from different ethnic groups express the "identity of metropolitan" so as to mark out an "ethnic group boundary" between local people and "others" (outsiders). Different ethnic groups express the same "identity of metropolitan" so as to form a new ethnic regional identity group, for instance, the identity of "Shanghai people" relative to "outsiders" and "Subei people" (derogatory). "Shanghai people" consist of new and old migrants from all over the country and the world. Migrants and their offspring in different periods of time have their own unique cultural and ethnic characteristics. Corresponding to other metropolises, the nature of Shanghai people's consciousness has already been regarded as an entirety with regional ethnic consciousness and is expressed by culture. According to the concept put forward by Anderson (1983), metropolitans' ethnicity and ethnic consciousness are realized by the community of imagination. Metropolitans' consciousness is a product of the constructionist approach in nature. The formation of metropolitans' ethnic consciousness and the maintenance of ethnic group boundary together form the cultural landscape about contemporary metropolitans' ethnic consciousness (Wu Da 2010b).

From the perspective of the research method, social anthropological researches on urban ethnic group identity need to be accomplished by the traditional participant observation method and the in-depth interview method. In the meantime, importance should also be attached to written materials like oral history, historical archives, family tree etc. Relevant historical archives and data should be collected as much as possible for reference and research. Participation in the observation means keeping an eye on various manifestation patterns about the ethnic group identity of the research objects whenever and wherever possible, timely record the observed results, systemize, summary and explain the observed content, adjust, increase or decrease the inspection content at any time. As for the interviewees, a

certain number of typical members with different ages, genders, educational backgrounds, native places and ethnic groups should be selected to be interviewed. Besides, a part of them should be selected to participate in the autobiographical in-depth interview.

III. URBAN ETHNIC GROUP IDENTITY

Social anthropology can study urban ethnic group identity from various theoretical perspectives such as inner feeling of ethnic groups, the formation process of ethnic groups, rational choice of identity, the function of historical memory in the construction of identity, which are briefly explained as follows:

A. Inner Feeling of Ethnic Groups

While discussing the constructionist approach of ethnic group identity, we need to face "primordialists" which is also known as primordialism. After the Second World War, original colonial countries became independent one after another. Facing ethnic group identity and national identity construction presented by emerging independent countries, the American anthropologist Geertz successfully uses "primordialists" to explain the psychological and cultural foundation of their identity construction (Geertz 1963). Affected by Geertz, other ethnic group research experts also admit that the construction of ethnic identity implies "ethnic group inner feeling" relationship among people in the ethnic groups. As a type about the nature of human being's identity, "ethnicity" exists in all types of societies, including the industrial society and non-industrial society (Keys 1981).

One of the important steps to reveal the ethnic group and identity problem of contemporary Chinese metropolises is to observe the inner feelings of overseas Chinese, ethnic minorities and new migrants living together in the same one metropolis.

B. The Formation Process of Ethnic Groups

The process for new migrants, including overseas Chinese and ethnic minorities, to integrate into the metropolis is the process for this metropolis to cultivate its townsfolk consciousness and identity, and the process for it to form its ethnic regional identity group. Such a phenomenon can be explained by the ethnogenesis theory. Studies show that political and economic changes usually lead to changes in ethnic consciousness and identity. For instance, during the Republic of China era, the Minjia people in Dali, Yunnan regarded themselves as Han people rather than a minority group (Hsu 1948). However, in the 1980s, those who used to call themselves Minjia people in the past regarded themselves as the minority group ─ the Bai nationality, and actively constructs an identity towards "the Bai nationality" (Wu 1989). As pointed out by the American scholar Katherine Palmer Kaup in her book Creating the Zhuang: Ethnic Politics in China, the Zhuang identity in China was "created" later (Kaup 2000: 3). All those researches imply that consciousness and identity of ethnic groups are dynamic rather than invariable.

In contemporary Chinese metropolises, apart from local people who have already had local registered permanent residence, some overseas Chinese, ethnic minorities and new immigrant groups gradually get closer to local residents in political, economic and cultural aspects through obtaining "residence permits". Their consciousness also gradually forms ethnic regional identity named after the city, for example, Shanghai people. Corresponding to the generation of the ethnic group, "Subei people" (Han Qilan 1992), the formation process of the concept of "Shanghai people" is actually "the formation process of an ethnic group". By studying the ethnic group and social identity performance of overseas Chinese, ethnic minorities and new migrants, we can probe into the formation process of common ethnic regional identity in contemporary Chinese metropolises.

C. Rational Choice of Identity

Overseas Chinese, ethnic minorities and new migrants living in metropolises express ethnic group inner feelings towards their birthplaces in the cultural aspect, but they also have identity towards the metropolises where they are living. Such a situation can be explained by "the rational choice theory". The rational choice theory is usually explained as the individual behavior to gain the maximum interests, thus, ethnic group and social identity behaviors usually seem to be irrational (Hechter 1986: 264). The rational choice theory emphasizes that what the behaviors of the actors pursue is the maximization of value and material gain (Coleman 1990:15). The British scholar Michael Banton is the one to introduce the rational choice theory into the field of social anthropology (Banton 1985). From the perspective of the rational choice theory, one person chooses to identify one metropolis for his own purpose and utilitarian idea; similarly, if a person refuses to identify with one metropolis, he also has his own purpose and idea, which is also for maximizing his individual interests. Different ethnic groups in contemporary Chinese metropolises are diversified in the choices they make in ethnic group and social identity. Exploring those phenomena with the rational choice theory is a relatively concise research method.

D. The Function of Historical Memory in the Construction of Identity

Memory is a necessary element for every individual or collective identity (Le Goff 1992: 98). Historical memory plays a significant role that cannot be ignored during the process of choosing identity, especially in researches on migrant and transnational ethnic groups. For instance, Ke Qunying studies the historical memory of Singaporean Chinese and their ancestral home Anxi, Fujian (Kuah 2000). As a subjective process of thinking, memory can be handed down from generation to generation through keeping diaries, biography, letter, storytelling and other oral forms (Watson 1994). No matter a memory is correct or not, people will continue to inherit this kind of memory for their own subjective needs. The construction of ethnic group and social identity is usually established based on the foundation of historical memory to some extent. People often accept or

reject some historical memories according to their own needs. They usually emphasize certain kinds of history and deliberately "forget" some historical contents (Wang Mingke 2006). Every metropolis has its own history. How different ethnic groups in a metropolis utilize historical memory to construct their ethnic group and social identity is an important field that deserves to be studied for a long time in the circle of social sciences.

IV. THE IDENTITY OF DIFFERENT ETHNIC GROUPS

Researches on ethnic groups in contemporary Chinese metropolises can focus on the observation of the constructionist approach of the identity of different ethnic groups, the exploration of the expression ways of ethnic culture of different ethnic groups and summary of the formation process of the "Unity in Diversity" (a concept put forward by Fei Xiaotong) of the identity of contemporary Chinese metropolitans. In metropolises, the research difficulties lie in the confirmation of representative ethnic groups, the selection of investigation sites and the screening of interviewees. There is a wide range of research objects because there are different types of ethnic groups like overseas Chinese, ethnic minorities and new migrants. In contemporary Chinese metropolises, overseas Chinese identify with Chinese deep down in their hearts, but facing political and economic interests, they rationally choose different ethnic regional identity. For example, Singaporean Chinese identify with Chinese deep down in their hearts, but they acknowledge their Singaporean nationality; ethnic minority groups can express different cultural contents, but what they express more in metropolises are acculturation and enculturation; new migrants from other regions usually actively construct their identity with the metropolis through historical memory.

Social anthropological researches on ethnic groups usually conduct in-depth studies on single ethnic group in a small-scale society and discover and develop the identity theory within the same one ethnic group. To conduct ethnic group researches in modernized metropolises, you often need to make investigations of two or more ethnic groups at the same time. Such researches are targeted comparative researches established based on existing research theories and cases. Such research achievement is actually ethnography based on metropolises. The research achievements can be shown in the same one ethnography and research materials about multiple ethnic groups can be used alternately at the same time. From the perspective of research method, this is a brand new research idea and it is a practice of multi-sited ethnography advocated by social anthropologists at present.

REFERENCES

[1] Chen Zhiming (Tan Chee － Beng) .Studying Ethnic Groups By Analyzing Their Names［J].Northwest Research,2002

[2] Fan Ke． "Ethnic Groups"and "Nationality": In the Language Contexts of both Chinese and Western Cultures［J］.Journal of Guang xi University for Nationalities,2003,(4）．

[3] Harrell Stevan． Rethinking "Nationality"and "Ethnic Group": A Response to Professor Li Shaoming ［J]． Ethno－National Studies,2002，(6）．

[4] Hao Shiyuan． Early Meanings and Application of the Terms "Ethnos " and "Ethnic Group" ［J].Ethno － National Studies,2002,(4）: 1-10．

[5] Jenkins，Richard.1997．Rethinking Ethnicity: Arguments and explorations [M].London，Thousand Oaks，New Delhi: Sage publications．

[6] Ruan Xihu.A Study of the Meaning of Ethnic Group [J]..Journal of Guangxi University for Nationalities,2004,(3）: 108 -111．

[7] WU Da.Rational Choice and Primordialism: A case study of ethnic identities among the Ersu of Si chuan，China ［J］.Taiwan Journal of Anthropology,2006a,4 (1）: 113-147．

[8] Watson R.1994.Memory，History and Opposition under State Socialism ［M］.Santa Fe，New Mexico: School of American Research Press．

[9] Wu，David Yen － ho .1989． Culture change and ethnic identity among minorities in China ［A］.Ethnicity and Ethnic Groups in Chin ［Z］.New Asia Academic Bulletin，Volume VIII.The Chinese University of Hong Kong,1989,11-22．

The Plight of the Village Committee of the "Hollow Village"

Song Zhechao

China West Normal University, Nanchong, P.R. China·
(526946387@qq.com)

Abstract—**Since 1798, a large number of rural labors have migrated with the spread of reform and opening up and market economy in rural areas, thus a great deal of villages are called "386199" troops.There are only few personnel left to adhere to the villages,which results in hollowing out in the countryside.The society, economy and culture of the hollow villages increasingly become moribund: villagers' autonomy is in a very difficult situation, public service is absent,their rhythm of life is being left behind and their spiritual culture is empty. The village committee, as the primary autonomous organizations,are also in trouble.It's difficult for them to bear the burden of managing and thriving the villages.**

Keywords—Hollow villages, the village committee, Plight

I. PROBLEMS AND APPROACHES

Xizhuang, a village of Zezhou county in the south of Shanxi province, is located in the remote area of Taihang mountains. It is 3km far from the nearest road, 10km from the town government and 25km from the county government. It lies at the cross place of three counties: Zezhou county, Qinshui county and Yanfcheng county. With a total area of about 30 square kilometers and a population of more than 600 people, the population density of Xizhuang village is relatively low. In recent years, more and more people go out to work and study, and a considerable part of them go out the whole family. There are less than 300 personnel who stay in the village and the rate of outflow is over 50%. The plight its committee faces also reflects the general current situation of committees of other hollow villages in our country. Therefore, Xizhuang village is chosen to be the research site of this paper.

The village committee of our country began in the 1980s in Guangxi province and it was called as the self-creation of villagers by Xuyong. It's a great self-creation made by villagers under the leadership of the Communist Party. It has met the needs of economic and social development and become an indispensable link in the process of villager's autonomy. However, after over 30--year practice, the functional and structural problems of it began to reveal itself as well. At present,it is not unusual to study on "hollow village","hollowing out" and there are also many writings concerning study on village committee of specific village, but less researches about the village committee of hollow village.The latter appears to be very important in current context of urban and rural integration. To facilitate the investigation and observation, the author has chosen his hometown, Xizhaungcun of Zezhou county in southern Shanxi province as the research site. The author adopted Anthropological method to study on the plight of the village committee of "hollow village" represented by Xizhuangcun in the paper. He got resources mainly by observing, visiting and talking as well as looking up relevant literature. What's more, the author himself has also proposed some advice for reference only.

II. A REVIEW OF RESEARCH

It was first carried out by experts for agriculture of Central China Normal University to study on "hollow village".At the turn of the century, professor Xuyong proposed the concept "hollowing out"[1].According to him, "hollowing out" refers to the plight of village development caused by the huge loss of resources such as money, technology, knowledge, talented people and demand and so on which are supposed to be used for supporting sustainable development and transformation of civilization in rural areas as well as the critical shortage of available means to be used for administering countryside. Based on this,scholars have been working on the research about "hollowing out " and "hollow village" .However, of which there is no unified concept formed at present.In general, there are several perspectives of explanation.

From the perspective of space form: Zhangjun thinks that "hollow village" refers to an alienation phenomenon of the settlement spatial form that the construction land in village lies idle, which is due to the transformation of agricultural economy and employment structure in the process of rural modernization[2].

From the perspective of Urban--Rural Interaction: Xueli holds that "hollow village" is the differentiation of space form of extensive development outside the village and decline inside it because of the contradiction between the rapid development of village construction and poor planning and management system[3].

From the perspective of sustainable development: "hollow village" is a kind of phenomenon of functional decline of rural region system in which elements like land, population, industry and infrastructure and so on are all included[4].

Scholars have described "hollow village " from different perspectives. Taking the plight of village committee this paper is to study into consideration, they define "hollow village" as village held by rear personnel with the outflow of a large

number of young rural labors in the context of urbanization. This kind of village is characterized by the following features such as: weak economy, powerless village organization, a lot of farmland has been abandoned, the land sat idle, public infrastructure lagging and spiritual emptiness[5].

III. THE PLIGHT OF THE VILLAGE COMMITTEE OF "HOLLOW VILLAGE"

A. Poor organization ability

The village committee is a grassroots level organization of self-government and it is for villagers' self-management, self-education and self-service. Its ability depends on the degree of its effective organization of villagers' democratic activities and its organization ability appears to be particularly important in the background of new socialist rural construction. While its organization ability seems to be quite poor in most of hollow villages: on the one hand, the village committee is either not able to organize the population effectively because of the outflow of labor force; on the other hand, even if people left behind are barely organized, the effect of the village committee is greatly reduced since most of people are soft in head[6].

B. The absence of service objects

By visiting and talking with village cadres, it has been learned that there are a total of 608 villagers in the village at present in terms of household registration and 50% of villagers have been out either for working or schooling their children. Those who have gone are mostly young and middle-aged men,and the "usual residents" in the village are primarily "386199" troops. It was December when I visited the village and only saw a few old men bathe in the sun in the course of walking around.

There is no adequate supervision or criticism on the work of village committee as the result of the absence of service objects. Therefore, the village committee has always been working in low motivation and inadequate vitality over years. In a sense, there appears a certain degree of detachment between the village committee and villagers: on the one hand, villagers are normally preoccupied with earning money for the family and are only concerned about their own interests; on the other hand, the village committee is just able to function ,but lacks of interaction with the villagers. Some service functions assumed by the village committee are of low quality for the absence of service objects and many things that should be resolved in once have to be put off to next year when those villagers come back. In general, the function of village committee is greatly challenged.

C. The lack of external an internal supports

Through talking with village cadres, I have learned that there is almost no contradiction between the village cadres and villagers after the cancellation of agricultural tax as long as the the former do not "ask" money or food from villagers or go against the villagers' interest. That is,the village committee and the villagers are now actually in quite harmonious relationship (owing to the absence of service objects). There

are less pressures for the village committee from the governments of higher levels(while more for the village Party branch) and there will be intersection between them only when the in various competitions.

However, the cancellation of agricultural tax has also brought much more problems: the related benefits between the village committee and villagers as well as governments of higher levels are moving off (though their overall interests are still interrelated). Meanwhile, the village committee have also lost its external and internal supports: though there was resistance among villagers when the village committee levied grain from them, the governments of higher levels would give supports through various channels before the cancellation of agricultural tax; The village committee would stand with the villagers and tried to get their support to resist pressures from governments of higher levels when some tasks assigned by the latter were very difficult for it. Therefore, the village committee was "powerful" and was able to achieve success one way or another with external and internal supports before the cancellation of agricultural tax. But now, the village committee has lost both external and internal supports and has been powerless just like "a commander without a following".

D. The lack of cohesion within the village committee

It is understood that many cadres of the village committee in "hollow village" have their "sidelines". For example, the village committee director owns his own company and makes a great income, and he is regarded as a very rich man in the local; one of the members of the village committee, Qu Huixia, owns shop in the city,though small in size, she also makes a quite number of money. The other three members of the village committee don't have "sidelines", but their incomes are not mainly from their working in village committee. For them, working in the village committee does not bring them much benefit, but takes a lot of energy. To be frank, the village cadres work in village committee not for money but for the face at best.

The problem, the village cadres have sidelines,just mentioned previously has also long been discussed in the academic circle. In Xizhuang village, which makes the village cadres think little of their work and the five members of the village committee can hardly get all present at the same time at weekdays. Though this has little effect on the daily operation of the village committee, it has given rise to the problem of the lack of cohesion within the village committee and the distraction of leadership, and it has also caused the phenomenon that the village committee is satisfied with the present situation and works negatively, which is unhelpful to get rid of the hollowing-out situation so as to return the village to growth.

E. The imbalance of roles played by the village committee

In new rural construction, the village committee is supposed to plays roles of "organizer,coordinator, leader and service provider, etc"[7], that is, it works to organize farmers, to mediate contradictions among villagers and communication between higher levels and villagers, to lead villagers to strive for a relatively comfortable life and become rich and to provide high quality and adequate services for villagers. These

roles the village committee is supposed to play are its responsibilities and obligations under the background new rural construction and are important factors to promote the development of village economy and society. Therefore, the village committee should and must play its roles.

But in the hollow village, the roles the village committee plays are imbalanced. Due to the outflows of labor force, the absence of the service objects and the lack of cohesion within the village committee, etc, the power of the village committee is quite limited and it is unable to serve all of the villagers or organize them effectively. Meanwhile, for the lack of external and internal supports, it's difficult for it to lead villagers to become rich. The village committee now mainly plays as "coordinator" in the hollow village: when there are contradictions in villagers' families, it helps to coordinate; when villagers need to get certificates or get their paper sealed from the governments of higher levels, it works to communicate and handle that; the village committee is also responsible for conveying documents and spirits from governments of higher levels, and this is the most common daily work of it. Owing the roles the village committee plays are imbalanced, its functions are restricted and it can hardly work effectively to bear the burden of reviving the village.

IV. CONCLUSION

Take Xizhuang Village as a case, we can find that the village committee of the hollow village is now in great trouble, which mainly exhibited: low organizational ability, absence of service object, the lack of village committee internal cohesion, role imbalance. These troubles lead to village committee is difficult to assume the task of managing village, reviving village, and as a leadership in the new rural construction. Therefore, the village committee must be reformed in order to break through the current difficulties. The author thinks that village committee needs to do the following：repositioning the role of village committee, finding the origin of village recession, changing the mode of governance, strengthening the education of village committee cadres, and other aspects. These reform paths are not isolated, but mutual linkage, complementary to each other, only from the whole and multipronged, can make the hollow village committee gradually out of the woods.

ACKNOWLEDGEMENT

REFERENCES

[1]Xu Yong,"The break tied to the land after the village and the plight of response -- rural population flow of rural governance and a correlation analysis"Wuhan: Huazhong Normal University Journal (HUMANITIES AND SOCIAL SCIENCES EDITION), 2000(3).[7](In Chinese)

[2]Zhang Junying,"Hollow village renovation planning and design exploration, the Chaohu Area, Anhui Province, hollow village reconstruction cases.Architectural journal 1999(11).[7](In Chinese)

[3]XueLi,"Under the background of urbanization" hollow village "phenomenon and Countermeasures Discussion: in Jiangsu Province" .[J]urban planning,2001.No. 6.[7](In Chinese)

[4]Liu Yansui,Liu Yu,"On the study of rural hollowing Chinese progress and Prospect "geographical research.2010（1）.[7](In Chinese)

[5]Xu Yong,The birthplace of the earliest village birth -- visit villagers worm: Guangxi Yizhou Village[7](In Chinese)

[6] "the people's Republic of China Village Committee Organization Law"

[7] Ye Jingzhong, Wang Chunyu, "The village in the new rural construction in the role of".[J] Chinese rural economy.2008(12).[7](In Chinese)

Self-help-group (SHG): Toward Increasing Prosperity for Tobacco Farmers in Temanggung Regency, Indonesia

Achmad Sofiyudin, Azyani Zulfatindayu, Alvita Ega Mawarni, Nadya Audina
Department of Public Administration
Faculty of Social and Political Science, UNS
Surakarta, Indonesia
(sofiahmad02@gmail.com)

Abstract—**The best of Indonesian tobacco produced in the district of Temanggung, Central Java. However, condition of tobacco farmers there turned out to be far from prosperous. Data from the official website YLKI (2008) mentioned that the wages of farmers and farmer workers on average only about Rp413.374 / month.**

In the district of Temanggung existing Association of Indonesian Tobacco Farmers (APTI) that embodies the Temanggung tobacco farmers with a program of Independent Business Credit Tobacco Growers (KUMPT). KUMPT is a capital assistance program for develop of agribusiness in there. Unfortunately, the existence of APTI with KUMPT program is not be a solution to improve the welfare of farmers.

Self Help Group (SHG) can be an alternative solution for tobacco farmer community in the district of Temanggung. The mechanisms of SHG can be going with three steps, there are input, process, and output (the autonomous of tobacco farmers, tobacco farmers increased bargaining power and the capacity building of tobacco farmers). The first development type of SHG model form tobacco farmers is empowerment of tobacco farmers for the provision of access and information in terms of human resources management, conducting consultation and facilitating tobacco farmers. And the second is economic empowerment through the provision of capital support to Capital Tobacco Money Single (UMT2), agribusiness plan preparation, training and mentoring farm-preneurship in developing businesses agricultural activities. The final goal of tobacco farmers out of poverty and create prosperity for tobacco farmers.

Keywords—*Tobacco farmer; Self-Help-Group (SHG); Micro Credit; Increasement prousperous*

I. INTRODUCTION

Indonesia was the largest and best quality tobacco producer derived from Temanggung named Tobacco Srintil with nicotine 4-8%[1]. However, based on Lembaga Demografi Fakultas Ekonomi Universitas Indonesia in collaboration with Tobacco Control Support Center (TSCS) research in 2008 showed that tobacco farmers prosperous not as good as perceived because the average of fee farmers and laborers was about Rp. 413.374/month [2].

Tobacco farmers poverty in Temanggung happened because the weakness position of farmers through establish

tobacco selling price to broker. So far, the selling price of tobacco from the farmers to broker was still very low while the existence of APTI can't accommodate farmers right for bergaining position [3]. Monopsony market system in Temanggung is one of the reason tobacco farmers poverty [2]. Monopsony market system means many seller than buyers. Poverty tobacco farmers getting worse when they have no role for determination of price, quality, and amount of tobacco. Based on Nuryanti (2013) research, to fixing the problems, government (Agriculture Departement) and people who care about tobacco farmers prosperous form organization named Tobacco Farmers Indonesia Association or APTI [3].

Responding the problems of capital for tobacco farmers, APTI has issued credit policy named Kredit Usaha Mandiri Petani Tembakau (KUMPT) [3]. On this program, APTI colaborate with Mandiri Bank as a partner. However in the implementation of the program is not going well because tobacco farmers must pay the 1,5% interest loan for every loan[3]. This program is not a solution to develop tobacco business. So, advocacy function for tobacco farmers is not effective for improving prosperous of tobacco farmers.

Sanjay Kanti Das (2012), in similar case explained that Self Help Group (SHG) play important role in case of decreasing poverty in rural areas India [4]. SHG was helped farmers during the problem of poverty and lack of capital access and technology (Kanti Das, 2012) [4]. This article was help SHG's tobacco farmers in Indonesia that rare to do by other researcher. In addition, this article will disscuss how the role of SHG as an alternative solutions to decreasing the tobacco farmers poverty in Temanggung, Indonesia.

II. LITERATURE REVIEW

Gandhi mathi and Sugasini (2014) explained that the farmers are disadvantageously placed with respect to their access to technology, capital, credit and other institutional support. So the Self Help Group (SHG) was formed with the aim to improving the standard living of farmers [5]. The other researchers Sanjay Kanti Das (2012) mentioned that Self-Help Groups (SHGs) are playing a major role in removing poverty in the rural India today [4]. SHG has been applied to farmers in India who had been experiencing a variety of problems such as

poverty and lack of access to capital resources and technology [4].

In connection with capital problem for farmers, Vikas Batra (2012) in the study of SHG in Haryana explained that the members make regular savings and use the pooled savings to give interest-bearing loans to their members [6]. The process helps them imbibe the essentials of financial intermediation including prioritization of needs, setting self-determined terms for repayment and keeping books and records. It builds financial discipline and credit-history that encourages banks to lend them in certain multiples of their own savings and without any demand for collateral security [6].

Kalaiselvi and Muruganandam (2008) in a case study in India showed that micro credit programme plays an important role in the potential for the alleviation of poverty. Experience shows that micro credit can help the poor to increase income and build viable businesses [7]. Government could take some actions like improving the general education level, initiating marketing awareness programmes to increase the effective utilization of micro credit, and providing more financial education (Kalaiselvi dan Muruganandam, 2008) [7].

Gandhimathi and Sugasini (2014) in the study formulated hypotheses that marginal and small farmers were the beneficiaries of self help group. The farmer members of self help group were able to allocate the farm inputs efficiently. Additional amount of credit could increase the farm production of marginal and small farmers [5].

SHG in India tend to have a satisfactory performance in implementing micro-finance program (Rashid and Imtiyaz, 2013) [8]. Porkodi and Aravazhi (2013) suggested the government should focus on creating an environment by providing public infrastructure to reduces transaction cost in remote areas like connectivity, encouraging competition among financial providers, focusing on rules based regulation to minimize political risk, wide publicity and strictly implementing the concept of Financial Literacy and Credit Counseling to educate the public in proper utilization of financial services offered by the service providers [9]. Financial inclusion will be real and successful only when the small and marginal farmers and landless labourers have unhindered access to the financial services like savings, credit, micro insurance and remittance facilities [7].

III. SOLUTION

Based on research that we mentioned before, SHG Tobacco Farm can be an alternative solution. SHG Tobacco Farm is a community who made from awareness farmers with their same problem. They have awareness to change their fate for the better life. With this community they coordinate and makes a strength and wide network between tobacco farmers. In other case SHG Tobacco Farm become an accessibility for tobacco farmers in order to have a bargaining position and also to create innovations in agribusiness development.

This SHG Tobacco Farm has a model who consist input-process-output stage. Input is capital investment as a social capital investment from tobacco farmer at Temanggung regency, the process is community development model and development save tobacco farm activity as division from SHG Tobacco farm. The form model of development community stage is to develop awareness of the tobacco farmer and stage for develop community. And than, the first form of save tobacco farm develop model is to inventive the tobacco farm, it's mean the tobacco farmers is gived acess and information in order to manage human resources and do the consultancy and facility the tobacco farmer. The second is to inventive economy by giving help capital investment in form Single Modal Tobacco Money (SMTM), create agribusinessplan, training and counseling farm-preneurship program in order to develop agriculture. Finally, these effort can make output, there are the tobacco farmer can be own master farmer, and they have a bargaining position and also get education acces. Furthere more, the golden gold is the tobacco farmers are not trap in proverty and their life more be prosperous than before.

REFERENCES

[1] Andri, Kuntoro Boga, Juni 2012, Analisa Manajemen Rantai Pasok Agribisnis Tembakau Selopuro Blitar Bagi Kesejahteraan Petani Lokal, Seminar Nasional: Kedaulatan Pangan dan Energi Fakultas Pertanian Universitas Trunojoyo Madura. http://pertanian.trunojoyo.ac.id

[2] Survey Yayasan Lembaga Konsumen Indonesia (YLKI) Tahun 2008.

[3] Nuryanti, 2013, Strategi Komunikasi Asosiasi Petani Tembakau Indonesia Dalam Pemberdayaan Petani Tembakau Di Kabupaten Temanggung,11/324466/PMU/07196. http://etd.repository.ugm.ac.id/

[4] Das. Sanjay Kanti,2012, Ground Realities of Self Help Group – Bank Linkage Programme: an Empirical Analysis, International Journal of Research in Social Sciences, Vol. 2(2), pp 464-479, http://www.ijmra.us

[5] Mathidan. Gandhi, Sugasini,2014, Impact of self help group financing on agricultural production - An empirical analysis in Salem District of Tamilnadu, Journal of Agricultural Economics and Development, Vol.3(6),pp.084-093, http://academeresearchjournals.org/journal/jaed

[6] Batra, Vikas. 2012. IJMRS's International Journal of Management Sciences, Vol. 01, Issue 0. www.ijmrs.com

[7] Kalaiselvi, Muruganandam,2008, A Study of a Micro Credit Programme run by Self-Help Groups in Tamilnadu State, India, Journal of Finance and Management in Public Services, Volume 9(2), pp 25-38, http://eprints.cscsarchive.org:8080/jspui/hand

[8] [Wani. Rashid Rasheed, Imtiyaz-ul-Haq,2013, Performance of Self Help Groups under Micro-finance Programme in Kashmir Valley- A Case Study of Block Kulgam, International Research Journal of Agriculture and Rural Development, Vol. 2(1), pp2-14 http://irjard.nonolympictimes.org/Articles/IRJARD2.pdf

[9] S. Porkodi, D Aravazhi,2013, Role Of Micro Finance and Self Help Groups in Financial Inclusion, International Journal of Marketing, Financial Services & Management Research, Vol. 2(3), pp 137-149 http://indianresearchjournals.com/pdf/IJMFSMR/2013/March/13.pdf

Innovation Policy of a Regional Paper in Semarang, Indonesia

Sunarto*, Adi Nugroho
Lecturers of Communication Department
Diponegoro University
Semarang, Indonesia
(sunartoo@yahoo.com)

Heni Indrayana, Agus Toto
Students of Post Graduate Program in Communication Department,
Diponegoro University
Semarang, Indonesia

Abstract—The future of regional newspapers in Indonesia are not good enough economically. Competition between regional papers themselves and the encouraging of communication technology are among problems that be faced by the papers. How do the papers solve the problem to support their economical life in the future? Based on a case of a biggest local paper that be published in Semarang, Central Java, Indonesia, namely Harian Suara Merdeka be found that publishing on line version, serving its community and changing editorial policy may be a way out to be solved their economic problems.

Keywords—Local Paper; Community Service

I. INTRODUCTION

The future of newspapers globally and regionally is not good enough. There is several predictient that said about that. The progress of digital technology, the slow of economical development, the shift of reading habit from print media to online media, and the new reader from youth generation not yet developed were factor that made the papers faced the economical problems (Haryanto, 2016: 7; Bagdikian, 2004: 114-117). How the papers solve the problem was the main issue that faced by all the papers recently. The regional paper also faced the same problem. How the regional papers solve the problem become the main objective in this article.

According Albarran (2006: 8), leadership is one approach that can be used in media management study in this century. The most successful organizations have strong and effective leaders. The leaders who have vision, passion, and integrity in them selves will be successful leader.

To be success, a leader has to has positive attitudes, such as daring to take risk and being creative to solve the problems and being innovative in social condition (Northouse, 2013: 21).

According Sylvie, Wicks, Hollifield, Lacy, dan Sohn (2008: 30-33), facing the development of communication technology recently is needed changing media management orientation. What kinds of management orientation which may be done by a regional paper that will be relevant with its context?

II. METHOD

This research was used descriptive qualitative approach in interpretive paradigm. Phenomenology strategy was used to answer the questions. Data was collected in depth interview with a chief executive officer (CEO) and a head of editor of a regional newspaper in Semarang, Central Java, Indonesia, namely *Harian Suara Merdeka* (Independent Voice Daily).

III. RESULT OF RESEARCH

Suara Merdeka was created firstly on February 11, 1950. It was leaded by the founder, Hetami. Then it was conducted by Budi Santoso. Now it is leaded by Kukrit Suryo Wicaksono. It has several bussiness units in media industries such as *Tabloid Otospeed Tabloid, Tabloid Cempaka Tabloid, Harian Sore Wawasan* (print media), *Suara Sakti FM*, and *Track FM* (electronic media). In March 1 in 1996, it created *Suara Merdeka Cybernews* (www.suaramerdeka.com) as the first site news in Indonesia (Machmud and Triwikromo, 2010: 18).

In 2015, *Suara Merdeka* was rewarded as the best regional paper in Java and Bali island by *Serikat Penerbit Suratkabar Indonesia* (Indonesian Union Press Publishers). Solving the economical problems that faced by print media globally and regionally and the progress of communication technology recently, it had several strategies to survive and grow up to adapt with the recent condition. Firstly, developing the paper becomes a referent paper to Central Java community. Using the newest communication technologies, it was created as a marketing services and a marketing company. Secondly, changing news policy from publishing talk news (hard news) becomes story news (soft news).

IV. DISCUSSION

A. Product to Value: Marketing 3.0 Strategy

Related with the first finding, the paper changed its service orientation from product to value. What is meant? According to its CEO, in the past, about 20-25 years ago, in the first and second generation owner, the paper used the product as main orientation. This strategy was done since the competition of the papers in that time did not like up to know. There was no digital media. The number of print and electronic media in Indonesia was still limited. Public had no more choice to consume media. So, whatever the media content gave to them, it would be consumed. The recent condition is very different. Recently, there is very large number of media: print, electronic, and digital. The media market becomes very competitive.

Continuing the exist, the paper must change its orientation. The paper will not win in the competition with digital media if only serve the product not the service. By the service, it means

the paper will serve its community with all information that be needed personally and communally. Personally, it serves the information about hobbies, culinary, recreation, meeting, business, and so on. For regional government, the paper will serve as public relations tool. The paper attends in society as social problem solver together with regional government not as a problem maker. The paper gives solutions to regional government to solve social problem in its regions. Besides, the employees must serve as a chief or member in communality forums such as Ketua RT, Ketua RW (*chief of village communality*), Chief of Drone Photography, Chief of Regional Business Organization, etc. All services will support the business media to increase economical, political, and social networking. Shortly speaking, it serves public in Central Java with values as a partner in solving problem personally and communally.

According to Kotler, Kartajaya and Setiawan (2010: 3-5), what is done by the paper is marketing 3.0. The paper does not just sell the product, but also the values to the consumers. What values? Giving regional referent   and getting solution to the society problems!

Marketing 3.0 believes that consumers are complete human that all their needs and hopes must not be obeyed. The paper not just serve the consumers with all information that be needed but also the direct services in society to solve problems. The new wave technology is the main factor that pulls the regional paper using marketing 3.0 strategies.

According to the CEO, his paper develops into pioneer news online in Indonesia. It was published firstly in 1996. Recently, he used the new technology to support its paper in many business applications such as *dalkot* as source of everything want to know about Semarang. In the applications, public may get information about Semarang: events, point of interests, local communities, lifestyles, movies, restaurants, etc. After Semarang, it will reach other big cities like Solo, Yogyakarta, etc. Besides, he also develops e-commerce such as *getasean.com* that encouraged regional business units at Central Java going international. By cooperation with regional government and regional business organization, the paper serves the regional business units to promote their product in ASEAN countries. In the first time, the paper will not charge financially to the units. In the future, the units will be charge when using the application to promote their products. It is another innovative policy that be created by the paper to support its economical interests.

Marketing 3.0 business strategy was developed by three forces namely the age of participatory, the age of paradox globalization, and the age of creative society (Kotler, Kartajaya and Setiawan (2010: 5-23).

The first one is related with the progress of information technology which known as new wave technology. It may create connectivity and interactivity among individuals and groups. It includes cheap computer and hand phone, cheap internet, and open source. It create expressive social media (blog, Twitter, YouTube, Facebook, Instagram, etc) and collaborative social media (Wikipedia).

The second factor is related with globalization which is moved by technology. Globalization creates a balancing position. In pursuing the position, often it creates paradox: capitalism need no democracy, economy integration do not create economy equality and homogeneousness. It creates differentiate cultures.

Creative society is the third factor that creates marketing 3.0. It is related with people who may optimize their right brain potentiality such as science, art, and expert services. It is the highest rank in social development of human kind. Technology becomes a stimulant to the development.

B. Talk News to Story News

The second finding related with the content of the paper. Usually the paper serves the public with information based on talk news. It means, the paper gets information from its sources and publishes it in hard news genre. Recently the policy is changed by publishing story news which gives many detail of information in soft news genre. It is an idealistic format to challenge the fast information that be served by news online. The problem is that kind of news relevant with the consumers' needs? According the chief of editor, he wants to educate their readers become quality readers who do not satisfy just with fast information without in depth meaning.

Is it true that story news has higher quality than talk news? What is news? According to Newsom and Wollert (1985: 11-12), news is what people want and need to know. By reporting news, the mass media provide people the information they need to function in a democratic society. Events and situations regarded as newsworthy have certain characteristics in common such as unusual, new, has impact, interesting, timely, nearby, information, conflict, about people, and surprising. The characteristics are still relevant recently. It may be checked on Sumpter (2009: 1002) and O'Neill and Harcup (2009: 161-172). It is all news values. Something (events, objects) or someone (people) may become news if it has news values.

All news has in itself three basic things: honesty, accuracy, and fairness. Good journalists must keep the basic elements in doing their profession. Without that, they may lose their trust from its readers. If the readers do have no trust, the paper must be collapsed and died. So, all the elements have to include in all the genre or format of news.

There are two kinds of news format: hard news and soft news (Bell, 2009: 687). Hard news format is the embodiment of the "watchdog" or observational role of journalism. It indicates events that are current and time-sensitive. Its major purpose of hard news is to inform.

How is about soft news? According to Bell, soft news is everything else. It can be applied to human interest stories, arts and entertainment, sports, celebrity gossip, society pages, and similar topics. It is less time-sensitive and covering topics that are not viewed as seriously or having as great a social impact as hard news coverage. It may be called as feature material. Its main purpose is to entertain, perhaps, as well as to inform.

V. Conclusion

Talking about innovation is talking about something new or creative. Giving public information daily through on line medium before another papers doing in 1996 in Indonesia was the innovation that be done by *Suara Merdeka*. Recently, almost all papers in Indonesia have on line version. Besides, it served its community as a referent paper and a partner to solve community problems. Changing editorial policy accentuates on soft news also another innovation. All the innovation is working for the benefit financially to support its life in the future to compete with new technology.

Acknowledgment

References

[1] Albarran, Alan B. (2006). "Historical Trends and Patterns in Media Management Research". Alan B. Albarran (Editor), *Handbook of Media Management and Economics*. Mahwah: Lawrence Erlbaum Associates Publisher: 3-22

[2] Bagdikian, Ben H. (2004). *The New Media Monopoly*. Boston: Beacon Press

[3] Bell, Christopher. (2009). "Hard Versus Soft News". Christopher H. Sterling (General Editor), *Encyclopedia of Journalism*. Los Angeles: Sage Publication: 687-689

[4] Beam, Randal A. (2006). "Quantitative Methods in Media Management and Ecominics". Alan B. Albarran, Sylvia M. Chan-Olmsted and Michael O. Wirth, *Handbook of Media Management and Economic*.Mahwah, New Jersey: Lawrence Erlbaum Associates: 523-552

[5] Haryanto, Ignatius. (2016). "Senja Kala Koran dan Jurnalisme Kita". *Kompas* (7 Januari): 7

[6] Kotler, Philip, Hermawan Kartajaya, and Iwan Setiawan. (2010). *Marketing 3.0*. Jakarta: Erlangga

[7] Machmud NS, Amir dan Triyanto Triwikromo. (2010). *Arus Generasi Pengemas Informasi*. Semarang: Masscom Graphy

[8] Newsom, Doug and James A. Wollert. (1985). *Media Writing: News for the Mass Media*. Belmont: Wadsworth Publishing Company

[9] Northouse, Peter G. (2013). *Kepemimpinan: Teori dan Praktek* (Edisi 6). Jakarta: Indeks

[10] O'Neill, Deirdre and Tony Harcup. (2009). "News Values and Selectivity". Karin Wahl-Jorgensen and Thomas Hanitzsch (Editors), *The Handbook of Journalism Studies*. New York: Routledge: 161-174

[11] Sumpter, Randall S. (2009)."News Values". Christopher H. Sterling (General Editor), *Encyclopedia of Journalism*. Los Angeles: Sage Publication: 1002-1005

[12] Sylvie, George, Jan LeBlanc Wicks, C. Ann Hollifield, Stephen Lacy, dan Ardyth Broaddrtick Sohn. (2008). *Media Management: A Casebook Approach* (4th ed.). New York: Routledge

Cooperation Mechanism between Government and NGOs in the Treatment of Infectious Diseases：

Case Study of Malaria in Yunnan, China

Zhao Shuliang

School of Public Administration

Yunnan University of Finance and Economics

Yunnan , P. R. China

E-mail: pingyuanzhaosan@163.com

Abstract—this paper tried to describe infectious disease prevention and control situation of Yunnan, China. many departments together build the urgency of Yunnan border infectious disease prevention and control of defense were analyzed, and the problems emerged in the process of cooperation is discussed, to put forward to build Yunnan border infectious disease prevention and control of multi sectoral cooperation management mode and establish a cooperation mechanism for the request. This paper mainly uses the method of literature analysis, and in-depth interview method. Through the comprehensive analysis of the epidemic prevention and control of Yunnan border area, we believe that the Yunnan infectious diseases through the establishment of a multi sectoral cooperation management mechanism, the establishment of cooperative leadership team to establish a cooperative management model, including information reporting system, real responsibility target management system, cooperative supervision and assessment system and other mechanisms to regulate multi sectoral cooperation.

Keywords—infectious diseases; malaria ; Multi sectoral cooperation;

I. Background

By the end of 2000, Yunnan has a rat plague epidemic occurred in 44 counties, 2001 Si Mao Hong plague epidemic in 2002, Dehong mans sea channel rat plague epidemic, border area or malaria epidemic stricken area, lt37231 1999-2004 16 prefectures of Yunnan 120 counties reported cases of malaria cases, including 25 border counties 3 years were reported 21630. In 2006 to 2010, from Laos, Cambodia has entered a total of 52 cases of dengue fever, which 17 cases for expatriates, 35 cases of Chinese migrant workers, business people. Most of patients outbound workers, business of Chinese citizens overseas after the onset of the condition in the offshore not effectively controlled before returning home to visit.

II. Research Method

A. Document analysis

Summarize the relevant theoretical and practical experience of multi sectoral cooperation in various fields at home and abroad, multi sectoral cooperation to carry out the situation and implementation experience, for this research to provide theoretical basis and experience for reference.

B. Interview method

To found the status of infectious disease prevention and control in the border areas of Yunnan, and to the Department of infectious disease prevention and control who's in charge on the work carried out, functional departments and were interviewed. On Health Bureau, province sent anti, CDC Global Fund project responsible person interviews, inquiries and investigations about the global fund project management organization, to carry out the management situation.

III. Malaria Treatment by Government

A. government agencies

Government agencies unified command scheduling, to mobilize social resources to participate in the prevention and treatment of malaria. Governments at all levels matching leading institutions, and to take the development of specific prevention plan and the implementation of the work plan, implementation of the funding, organization and implementation of the responsibility, strengthen border area and exit prevention management, with strong malaria prevention and treatment measures to implement, timely detection and treatment of patients, reduce imported cases, to prevent malaria in the border area of the spread, timely disposal of malaria outbreak.

B. Department of Health Administration

Provincial Health Department as the lead unit, under the unified leadership of the provincial government, responsible for collaboration with other departments to develop the province's plan for the prevention and control work plan; coordinate the work of relevant departments, in accordance with the arrangements for the provincial government, on the prevention and control work organization assessment, evaluation and supervision. Under the leadership of the government, responsible for the development of health system prevention programs and work plans.

C. Centers for Disease Control and Prevention (CDC)

In the border areas, the medical and health institutions personnel for malaria diagnosis and treatment of business training, the establishment of information exchange system; and public security departments actively cooperate in border areas floating population and access environment for individual members of the community registration management, to carry out health education, for the various departments to carry out publicity and education on malaria to provide the necessary information and technical support; special activities for malaria prevention and control of operational guidance and supervision and inspection.

D. Department of entry exit inspection and quarantine

The main responsibility is to strengthen entry and exit personnel of health quarantine and inspection, to carry out the port of malaria monitoring work, and health and other departments to establish epidemic information exchange system, with local health departments to establish suspicious patient transfer, feedback the diagnostic and treatment of contact mechanism; in ports and border channel to carry out propaganda and education on malaria prevention and treatment, malaria prevention knowledge and preventive medicine training for outbound tourism and services group, for international travel health certificate and the preventive inoculation (Medicine) certificate; in entry and exit prevention management approval.

E. Department of public security

Community public security departments are responsible for the registration and management of floating population in the border areas and the entry-exit personnel individual community registration management; strengthen the management of floating population, the floating population for temporary residence permits and temporary population registration; in the area responsible for the surveillance of communicable diseases, and other departments to establish information exchange system; find and isolate may be infected with the staff and the Department of health; malaria prevention knowledge propaganda under the jurisdiction of district residents; for organizations engaged in trade, outbound roads, logging, farming, mining, tourism and other activities in the body, should apply for "entry-exit management and approval procedures as a necessary condition for exit, public security departments to participate in the prevention and management of examination and approval management.

IV. MALARIA TREATMENT BY NGOS

First, NGOs provide high quality malaria control services to Chinese migrant workers and local residents in Burma, to improve their medical care and quality of service. The main service areas: strengthening the ability for the control of malaria in Myanmar health service system; in the project areas in Myanmar for malaria diagnosis and treatment station not being able to cover China's outbound workers and local residents to provide mobile medical service; in the project areas in Myanmar to carry out health education and promotion activities; in the project areas in Myanmar for local residents

and Chinese outbound workers providing mosquito nets and promote the effective use of.

Second, NGOs give every household visit and health education activities and in the family advocacy malaria knowledge and community mobilization to prevent the spread of malaria, through 5 years of time covering 52 million in Yunnan Province malaria risk high and relatively poor areas of villagers and their families. Every year to 88000 households were interviewed annually in 220 administrative village to carry out health education activities annually in 1760 villages opened community health education curriculum, in rural health education program for six months after the completion of, to the work area of malaria health educator court visits and visits.

Third, NGOs Distribute mosquito nets to rural poor families in rural areas of Yunnan Province, to promote knowledge of malaria prevention and control of rural residents, to provide malaria prevention measures for the work of people in remote areas covered by the project. Through the convening of rural mobilization will promote the knowledge of malaria prevention and control, choose to benefit families to distribute mosquito nets and other protective equipment, and supervision and inspection of the distribution of mosquito nets. To ensure that the high incidence of malaria in the season, the benefit of families to use long-term drug bed nets to prevent malaria.

V. COOPERATION MECHANISM BETWEEN GOVERNMENT AND NGOS

Establish government leadership, multi sectoral cooperation, prevention and treatment of infectious diseases prevention in border areas of the whole society to participate in joint control mechanism. To clarify the responsibilities of each department, work closely together to strengthen the prevention and control of infectious diseases in the border areas and the floating population.

Strengthen the treatment of infectious diseases. Strengthen treatment ability construction of border areas of grassroots medical institutions, timely and nearest to provide prevention and treatment of infectious diseases service, improve infectious disease treatment rate and cure rate, control the source of infection, to prevent the source of infection from outside to inside the diffusion and spread to the mainland border, to reduce and prevent the deaths.

To strengthen the management of community and immigration prevention and control. (border, the floating population) individuals in the border area and outside activities, and gradually establish a "community (including urban neighborhood committees and Rural Village) registration and management, preventive medicine and follow-up inspection management system"; to organized in border areas and the overseas activities of the collective, and gradually establish a "competent units, the owners of disease prevention management responsibility system" and "access to environmental prevention management examination and approval system". Decrease in the border area and the environment outside of disease infection rate, reduce outbound personnel of infectious diseases will be back to the risk of proliferation, reduce the source of infection.

Provide health education of the whole people. Improve the people's awareness of self protection of infectious diseases, enhance the ability to protect them, improve the active treatment and timely treatment rate.

Strengthen international exchanges and cooperation. Under the guidance of the State Ministry of health and the State Administration of quality supervision, inspection and quarantine, within the framework of the GMS cooperation, strengthen information exchanges with all countries in the Mekong River Basin, and gradually establish and improve prevention and control of infectious diseases prevention and control mechanism.

VI. Information reporting system

Border areas should establish and improve the reporting system of epidemic information, based on the legal infectious disease report, to strengthen the surveillance and reporting of infectious diseases. To strengthen information communication between departments, regularly or irregularly to the local government report, the government regularly or irregularly organized meetings, analysis, coordination, arrangement of prevention and control work.

A. establish a regular meeting system

Establish border areas of prevention and treatment of infectious diseases department regular meeting system, regular meetings, to facilitate the work of communication situation, information on epidemic situation of Infectious Diseases Bulletin, convey relevant policy, coordination and cooperation, solve the problem of difficult cooperation. Proposed a multi sectoral meetings held in each quarter, the departments must participate in the relevant personnel, attendance included in the assessment. Before the meeting was held by the multi sectoral cooperation office and the various departments to discuss the subject of research and discussion after the meeting, the meeting will be issued to all departments, and timely feedback. According to the actual situation can not regularly hold regular meetings, according to the work of the emergency situation, can be at any time to propose and organize a regular meeting. Regular meeting system can strengthen the communication between departments, and timely report the progress of the work, to effectively solve the problem of cooperation in a positive role.

Establish liaison system between the various departments, each department has at least one liaison, responsible for liaison with the office and other departments, communication. Multi department cooperation office is responsible for the registration and management of the liaison officer,

Production of infectious disease prevention and control of multi sectoral cooperative communications, including the contact name, telephone, mail and other information, and promptly update the address book. Liaison must have a strong sense of responsibility, have a high ability to organize and coordinate, ensure timely and effective communication between departments, and communicate information accurately.

B. information disclosure, the establishment of a multi sectoral information reporting system

The scientific nature and the necessity of the government depends on the accurate and timely information sources, and the cooperation of the parties to the relevant information is the basis of effective cooperation.

Content range of information bulletin. Our health system in the epidemic situation of infectious diseases and public health emergencies information in "China network of infectious diseases reporting system" by the authorized person to consult, for professional confidential information without open to institutions in the public or non system, but in multi sectoral cooperation in the control stage, various such as infectious disease type, source of infection, epidemic trend, preventive measures, treatment scheme, control strategy, work in progress and disease management information can be reported to the departments and according to the progress of the stage to the cooperation unit proposed rectification.

Responsibility of information bulletin. Infectious disease prevention and control of the briefing, by the health department is responsible for the organization, the cooperation agencies in accordance with the responsibility for the task of organizing and reporting the progress of the work of the relevant responsibilities.

Way of reporting. Building departments and public information disclosure, exchange platform, and the information on the quality of regulation and control, to carry on the scientific management to the information released, to perfect relevant laws and regulations of the release of information, information assurance of accuracy, timeliness, combat and stop false false information release. Through its newsletter, the integration of inter departmental information resources constructing early warning information release platform, early warning system or with the Department of agriculture and forestry, animal husbandry, pharmaceutical, large enterprises, schools and other establishment of information sharing network, form and meteorology, hydrology, earthquake, environment monitoring department covers whole area of early warning information release platform, to avoid early warning information is missing.

VII. Conclusion

The status of Yunnan border area of infectious disease prevention and control through the analysis, the global fund malaria project of multi sectoral cooperation experience summary, and further explore the mechanism construction of multi sectoral cooperation in Yunnan border areas of prevention and treatment of infectious diseases, rational use of limited resources, establish effective framework for cooperation and cooperation mechanism, the multi sectoral cooperation more standardized and institutionalized, improve the efficiency and service quality of the prevention and treatment of infectious diseases, provide policy recommendations for the prevention and treatment of infectious diseases in Yunnan border area.

Constructing effective cooperation framework and cooperation mechanism is the guarantee for the prevention and

control of infectious diseases in border areas of Yunnan. The establishment of the leadership of the leadership of the leadership of the border infectious disease prevention and control leading group, and under the office, led by the relevant departments as members, clear the various departments in the border prevention work in the responsibility and obligations. From the macro design to the specific implementation, the construction of the decision-making layer, coordination layer, the implementation of multi sectoral cooperation system. Decision-making to the government led, in order to promote the prevention and treatment of infectious diseases development as the key, in order to improve the effect of prevention and treatment of infectious disease as the goal, formulate plans for preventing and controlling, the introduction of relevant policies, fiscal expenditure and the rational allocation of security formulated the infectious disease information publishing system. Coordination layer by the office of multi sectoral cooperation in the prevention and treatment of infectious diseases, bear, responsible for infectious diseases prevention and control project implementation, coordination, supervision and evaluation, coordination of various departments prevention and control work, to carry out the work for effective evaluation and supervision. Layer by all levels of disease prevention and control institutions, medical institutions, grassroots medical institutions bear, is responsible for the prevention and treatment work of infectious diseases, case detection and early warning report.

To establish and perfect the information on the epidemic situation of border areas in the reporting system, report of notifiable communicable diseases on the basis of strengthening the monitoring and reporting of infectious diseases. Through the establishment of a system of regular meetings and information reporting system, strengthen the information communication between departments, regular or irregular and report to the local government, the government regularly or not regularly held a meeting to analyze the, coordination, arrangement of prevention and control work. The implementation of target management responsibility system, in the form of a clear legal government leading role in the prevention and treatment of infectious diseases in the clear provisions of the health sector agencies, departments of the duties and obligations of cooperation. Under the government, through the Department of health and other departments signed cooperation agreements, the clear provisions of each partner's responsibilities, rights and corresponding obligations. Establish cooperative supervision and evaluation system, on a regular basis infectious disease prevention and control work of the various departments to carry out supervision and evaluation, discover the problems in the work of, the objective evaluation of various departments work and effect, at the same time, the problems found timely rectification, supervise and urge the Department in infectious disease prevention. At the same time, the establishment of infectious disease prevention and control departments cooperation management responsibility and accountability, to not achieve goals, pursue the responsibility of the person concerned.

In order to achieve the establishment of strengthen the rescue work in Yunnan border area of infectious diseases, strengthen community and immigration control management, strengthen national health education goals of prevention and treatment of infectious diseases, Department of prevention mechanism. From aspects of strengthening the building of rural health service system, strengthen the township (town) hospitals of basic equipment, to strengthen the village health room (construction and strengthen the capacity building of rural health institutions, improve the treatment capability of infectious diseases. The integration between the medical prevention and coordination, the establishment of long-term mechanism of medical anti cooperation. By getting the attention of the competent administrative department, the medical treatment and prevention work integration included in the assessment of target, from the system, the standard of medical institutions in medical integrated prevention work to be guided, changes in medical and neglecting prevention ideas, develop medical integrated prevention of normative work, perfecting public information platform construction, achieve the public health information, diagnosis and treatment of infectious diseases information in medical institutions and disease control institutions between interoperability. To strengthen the community and immigration personnel registration management, the establishment of the owners and management responsibility system of disease prevention and management system of entry and exit, to strengthen the management of floating population in border areas. Extensive health education for all people, many departments actively cooperate with, the public service advertising, columns, posters, billboards, promotional brochures and other forms to carry out a wide range of prevention and treatment of infectious diseases, national health education activities, to enhance the self-protection awareness of the border residents and self-protection ability, improve the active treatment and timely treatment rate.

REFERENCES

[1] A.P.de Man, G. Duysters.Collaboration and innovation:a review of the effects of mergers, acquisitions and alliances on innovation, Technovation[J].Science Direct, 2005(25):1377-1387.

[2] Beagle Hole R, Bonita R, Horton R, et al. Public health in the new era: improving

[3] health through collective action [J]. Lancet, 2004, 363(9426):2084-2086.

[4] KomatsR,LowBD,SchwartB.Globalfundsupportedprogrammes contribution to inter national targets and the Millennium development Goals:aninitialanalysis [J].Bull World Health Organ.2007,85(10):805-811.

[5] Marya A. Developing Multi—sector Collaborations [EB/OL].

[6] Http://ctb.ku.edu/tools/en/sub-section main_1385 htm.2000-3-10.

[7] M.B. Baettig and T. Bernauer, National Institutions and Global Public Goods: Are Democracies More Cooperative in Climate Change Policy [J]. International Organization, 2009, 63(2):281-308.

[8] Panda R,KanhekarLJ,JainDC,Knowledge,attitude and practice towards malaria in rural tribal communities of south Bastar district of MadhyaPradesh[J].J Commun Dis,2000,32(3):222-227.

[9] Steven,Goldsmith and William D.Eggers.Governing by Network: The New Shape of the Public Sector[M].New York: Brookings Institution Press,2004.

[10] Rutherford GW.Publichealth,communicable diseases, and managedcare:will managed care improve or weaken communicable disease control[J].Am J Prev Med,2008,14(3):53-59.

Some Thoughts on the Establishment of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone

Wang Wenhui
School of Public Administration
Yunnan University of Finance and Economics
Kunming, China

He Youlin
School of Tourism and Geographic Science
Yunnan Normal University
Kunming, China

Abstract—**China is accelerating its implementation of the "One Belt and One Road" strategy, Laos has joint the WTO which certainly will speed up its pace of opening up and an all-around transportation network is being rapidly built between China and Laos. In such a context, the development of tourism in Xishuangbanna and north Laos will enter a golden period. This paper suggests that both China and Laos should seize this opportunity and jointly build Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone, and analyzes the advantages and conditions that are available to support the establishment of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone, and the impeding factors that may be encountered. Based on spatial structure and cooperation main body, this paper proposes the idea of constructing the cooperation mode, which is to adopt a development mode of "from point to axis, and then to circle" as for spatial structure, and let the government take the lead in the initial stage while the market in the middle and later stages of construction as for cooperation main body.**

Keywords—Xishuangbanna, North Laos, Tourism, Regional Cooperation

I. INTRODUCTION

On December 2, 2015, the 40th anniversary of the founding of Laos, China-Laos Railway officially started construction. China-Laos Railway is a major strategic cooperation project between China and Laos, and an important infrastructure connecting the two countries. The authors suggest that China and Laos should seize this great opportunity brought by China's accelerating the implementation of its "One Belt, One Road" strategy, Laos' entry into the WTO which speeds up its pace of opening up, and accelerated building of an all-around transportation network between China and Laos, to establish Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone, incorporate Xishuangbanna Dai Autonomous Prefecture in Yunnan of China, and the five provinces in north Laos (namely, Luang Prabang Province, Luang Namtha Province, Oudomxay Province, Bokeo Province and Phongsaly Province) into the cooperation zone and explore and find a new way to accelerate opening up along the border area to promote cross-border cooperation and development of tourism, help people in the border area to get rich and safeguard the safety and peace in the border area.

Literature review: the authors have searched papers that have a title containing the phrase of "cross-border tourism cooperation zone" on www.cnki.net, and only found six pieces of such papers. Among these papers, three pieces conduct general theoretical discussion about cross-border tourism cooperation, and the other three pieces are analyses about establishing China-Russia, China-Russia-North Korea or China-Vietnam cross-border tourism cooperation zones, and no such papers that are about establishing a cross-border tourism cooperation zone between Yunnan Province, particularly Xishuangbanna, and Laos (including the north part of Laos) were found. And the authors have searched papers that have a title containing the phrase of "cross-border tourism cooperation" on www.cnki.net, and only found 16 pieces of such papers. Among these papers, there are no papers concerning Laos. In addition, we have searched papers that have a title containing such words as "Laos", "tourism" and "cooperation" on www.cnki.net, and only found two pieces of such papers, and they are A Study about A Tourism Cooperation Mechanism between Yunnan and Laos from the Perspective of Regional Tourism Development (Chen Jian 2013) and A Discussion about the Development of Tourism Economy in Yunnan and Laos from the Perspective of Regional Cooperation on Tourism (Liao Yixin 2014). Based on these efforts, we come to the conclusion that relatively few studies have been conducted about cross-border tourism cooperation zone, and we have found no studies that have been conducted about establishment of a cross-border tourism cooperation zone between Xishuangbanna and north Laos.

II. CONCEPT AND SIGNIFICANCE

Cross-border tourism cooperation zone refers to a certain area of territory that is designated by two or multiple participating parties in the border area of two or multiple neighboring countries, and jointly planned and managed by both or multiple parties, where the tourism industry is the backbone industry and tourist elements concentrate as a result of free movement of tourists and tourist elements1. Cross-border cooperation zone is a new way to realize liberalization

---

[1] Xing Ling (2015), An Innovative Model of Regional Tourism Development: Cross-border Tourism Cooperation Zone, *Academic Exploration*, Issue No.9, Page 72.

of trade and integration of economy in the tourism industry, and also can be viewed as a cross-border tourism trade area, which can not only promote development of goods trade, but also bring the booming of service trade2.

Building a cross-border tourism cooperation zone will strengthen close cooperation between or among the participating two or more parties, increase tourism products, extend tourist lines, meet various consumption needs of visitors and promote further development of the tourism industry; it may also take tourism as a bridge and carrier, promote bilateral and multilateral exchange and cooperation, explore and find an effective model of cross-border regional cooperation, build and increase mutual trust, promote the implementation of all-around cooperation, and achieve mutual benefit and win for all; it may also promote economic and social development in the border areas and hinterland of every participating parties, increase employment, promote income increase of residents in the border areas, strengthen safety and peace in the areas, and improve previous unfavorable situation of local geo-economy. In addition, in a peaceful international environment, cross-border tourism cooperation zones will serve as a booster for improving the relationship between participating countries; when the relationship between the two countries gets tense or tends to get tense, the somewhat mutually-dependent relationship that has been established as a result of the cross-border tourism cooperation zone may serve as a buffer for international relations. In a word, building cross-border tourism cooperation zones is of great significance.

III. ADVANTAGES AND CONDITIONS

A. *Apparent geographic advantages and convenient traffic conditions*

Xishuangbanna borders on North Laos, and the borderline is as long as 677.8 km. Xishuangbanna constitutes a frontline and portal that connects Laos and China's hinterland. Xishuangbanna Mengla (Mohan) Key Development and Opening Up Pilot Zone is a special border area that is designated by China to open up to Laos, and Mohan port is China's only national-level port that connects China and Laos, and the Mohan-Boten Cross-border Economic Cooperation Zone connects the two countries together by economic ties. Xishuangbanna backs on China's hinterland, and north Laos neighbors several South Eastern Asian countries. Xishuangbanna and North Laos both are relatively close to the main source area of visitor customers, and there is a natural geographic advantage for cross-border tourism cooperation between the two areas.

Xishuangbanna and North Laos are connected by waterways, highways, airways and a high-speed railway under construction. Firstly, as for highways, the express highway that connects Kunming with Jinghong City in Xishuangbanna has opened to traffic for many years, and the highway between Xiaomengyang (near Jinghong) and Mohan Port is being rebuilt and expanded into an express highway. Out of China at

Mohan and into Laos at Boten, there are highways extending to different provinces in the north of Laos, in which Mohan is just 280km from Luang Prabangn Province. Thailand, Cambodia and Vietnam can be reached through Laos; from the port of Daluo in Xishuangbanna, Burma can be reached. Secondly, as for waterways, Lantsang River-Mekong River waterway is a convenient international waterway, which is called "the Danube in the East", and now plays an increasingly important role. Through the Lantsang-Mekong River waterway, you can go from Xishuangbanna right to Luang Prabang by boat or the other way round. Thirdly, as for airways, Xishuangbanna International Airport has opened about 20 domestic air routes, in which there are many international air routes flying to Vientiane and Luang Prabang of Laos, and Bangkok and Chiengmai of Thailand, and other places. Fourthly, as for railway, this paper has introduced at the beginning the China-Laos Railway currently under construction. This railway will run through Xishuangbanna, North Laos (including Luang Prabang) and go right to Vientiane; and in the future, it may be further extended to Bangkok of Thailand (namely, China-Thailand railway), Malaysia and Singapore, and constitutes a central line of pan-Asia railways.

B. *Unique yet complementary tourism resources*

Xishuangbanna has very abundant tourism resources, and is called "the world of plants" and "the world of animals". The charming and gentle subtropical landscape, the abundant plant and animal resources and the ancient and rich ethnic culture are elegantly integrated together in Xishuangbanna, which makes Xishuangbanna a key national natural conservation area and a scenic area well-known both at home and abroad. Xishuangbanna has its unique features in such natural and cultural aspects as regional culture, ethnic flavor, tropical rain forest, ornamental plants and wildlife. In addition, Xishuangbanna is an area where many different ethnicities reside together with the Dai people constituting the main population, and other ethnicities include Hani, Yi, Lahu, Bulang, Jinuo, Yao, Miao, Hui, Wa, Zhuang, Jingpo and other minorities, as well as Kemu People, Laopin People and Bajia People whose ethnicities have not been determined yet. In Xishuangbanna, the minorities account for over 70% of the whole population. The unique ethnic customs and living ways of different ethnicities, the long and glorious history and culture, the rich and colorful clothes and unique food culture, including the newly developed Wanda International Holiday Resort (including Wanda Theme Fairyland), constitute a unique cultural tourism resource in Xishuangbanna.

North Laos borders on China (mainly Xishuangbanna). In North Laos, the climate is mild and comfortable, and there are many high chains of mountains going up and down, covered with dense forests, which forms a splendid natural landscape; in addition, this area has abundant valuable cultural heritages and places of historic interest and scenic beauty. In Luang Prabang Province, there is the relic of the ancient city of Luang Prabang, which is recognized as a world cultural heritage, and there are such scenic spots as the National Museum, Xieng Thong Temple, Wat Mai Suwannaphumaham temple, Weichun temple and Kuang Si Falls; Luang Namtha Province has such scenic spots as Nam-Ha National Protected Area and Luang

---

2 Li Fei (2013), Cross-border Tourism Cooperation Zone: A New Model of Border Area Tourism Development under Exploration, *Science of Tourism*, Issue No.10, page 15.

Namtha museum; Oudomxay Province is home to the Mekong riverside, the gentle and quiet Pakbeng, and the important courier station Udomxai. In addition, Bokeo Province is also in the north part of Laos, through which the Mekong River runs. Bokeo Province borders on Burma and Thailand to its north and west respectively. Phongsali Province borders on China to its west and north and borders on Vietnam to its east. These two provinces also have unique features. The ethnicities in north Laos have a long history and a great variety of customs, and are very hospitable; besides, their human tourism resources and natural tourism resources both have distinct features, and are very appealing to visitors.

Xishuangbanna and North Laos are connected in their mountains and rivers, and their people are also deeply connected. Their main minority populations all believe in Hinayana Buddhism and their cultures have many things in common. Nevertheless, due to the particularity and complexity in their geographic environment, social townscapes, and historical and cultural aspects, they have their own unique features, and are complementary at the same time. For each other, one can experience and feel some exotic flavor both in Xishuangbanna and North Laos. Such complementariness not only helps provide abundant resource reserve for establishing a cross-border tourism cooperation zone, but also boasts huge realistic and potential development space.

C. The relationship between China and Laos and their respective policies support the deepening of tourism cooperation

Ever since the relationship between China and Laos was normalized in 1989, the relationship between the two countries has been comprehensively restored and developed, their friendly exchanges and cooperation in politics, economy, military, culture, health care and other areas have been constantly deepened, and the two countries have maintained close coordination and cooperation in many international and regional affairs. China has undertaken to build many fundamental transportation projects in Laos, which lays a foundation for the development of Laos' transportation for its tourism industry. In 1996, the two countries signed an agreement for cooperation on tourism, and explored cooperation on tourism.[3] In 2004, China and Laos signed the Memorandum of Understanding on Tourism, which provides an important precondition for the two countries to strengthen cooperation in investment and tourism.[4] Yunnan Province and North Laos have conducted a series of cooperation, including cross-border cooperation on tourism. For example, the two parties jointly offer China-Laos border post visit, self-driving tour, Lantsang River-Mekong River boat ride, and other cross-border tourism cooperation, and these cooperation projects overall have been smoothly implemented.

---

[3] Liao Yixin (2014), A Discussion about the Development of Tourism Economy in Yunnan and Laos from the Perspective of Regional Tourism Cooperation, *Times* Finance, the later part of Issue No.6, page 85.

[4] Liao Yixin (2014), A Discussion about the Development of Tourism Economy in Yunnan and Laos from the Perspective of Regional Tourism Cooperation, *Times Finance*, the later part of Issue No.6, page 85.

China's "One Belt and One Road" strategy positions Yunnan as a radiating center targeting at South Asia and Southeast Asia. Yunnan is becoming from the back land of external opening up to a front line, and certainly will play a more important role in China's opening up, transportation layout and other relevant overall strategies. Laos is a country along the "One Belt and One Road", and also one of the key countries to which Yunnan, especially Xishuangbanna Autonomous Prefecture aims to radiate its influence. Several Opinions on Promoting Reform and Development of the Tourism Industry (Guofa No. (2014)31) issued by the State Council specifically proposes to promote regional integration of tourism, further promoting external joint venture and cooperation, support tourist enterprises meeting certain conditions to "go out" and actively develop international market, improve domestic and international regional tourism cooperation mechanism, establish tourist traffic, information and service networks, and strengthen regional sharing of customer sources so as to establish a regional tourism cooperation body that is practical, efficient and mutually beneficial. Resolving around the Silk Road Economic Belt and the building of the 21st century Maritime Silk Road, and under the framework of such regional or sub-regional cooperation mechanisms as ASEAN-Mekong River flowing through areas cooperation, and the larger Mekong River Sub-regional Economic Cooperation, it is advised to adopt entry and exit policies that are favorable for tourism in border areas so as to promote regional tourism cooperation between China and Southeast Asia, South Asia and other regions. As mentioned before, the cooperation mechanisms under the many bilateral and multilateral frameworks that have been established or set up between China and Laos have created favorable conditions for the establishment of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone.

In the recent years, the Laos' government has attached great importance to tourism and made great efforts to develop its tourism industry. For example, it has promulgated several policies and regulations to promote development of the tourism industry, and is continuously improving its tourism infrastructure. At present, the tourism industry is playing an important driving role for development of the country's overall economy, and tourist income has become one of the important sources of financial revenue of Laos' government. In February 2013, Laos officially joined the WTO, which will help Laos deepen its global and regional economic connection, and carry out tourism cooperation with relevant countries, including China, and will promote development of its tourism industry.

IV. Constraints

As a new form and new carrier of cross-border tourism and international tourism cooperation, cross-border tourism cooperation zone is inevitably faced with some constraints during the course of exploration and promotion, mainly including:

(1) It is vulnerable to the influence and constraints of politics and policies. Cross-border tourism cooperation zone may be subject to influence and constraints from geographical politics, international relations, economic and trade cooperation as well changes in policies of the country. Therefore, it needs

to fend external threats off the home country and promote the legitimate flow of cross-border workers, goods and funds. National boundaries "are to be closed and open as well" (Wang Jimei, 2009), Cross-border tourism cooperation zone integrates together the shielding function and communication function of boundaries5. For the sake of national security, the existing entry-exit management policies and boundary management system of all countries are rigidly binding upon the free exchanges of persons, vehicles and factors of production. Therefore, convenient entry and exit requires unified coordination at the national level, and is beyond the capability of local governments 6, which imposes challenges to the promotion of cooperation zone construction and management coordination after establishment thereof.

(2) Infrastructure and supporting resources need improvement. Areas covered by the cross-border tourism cooperation zone proposed by the authors, although changing from the back to the front of opening up, are relatively imperfect in infrastructure and insufficient in talents and technologies and other production factors as they have long been at the end of national economic and social development. In particular, tourism development investment in north Laos is far from adequate with bad road conditions, narrow mobile communication signal coverage and tourist reception ability to be further improved. Given the insufficient investment capacity of Laos, these problems should be solved relying on innovative thinking.

(3) Investment main bodies and the way of profit distribution are special. Currently, tourism cooperation between China and Laos are mainly advocated by the government involving little participation from large enterprises. Enthusiasm of enterprises, as the market main body, needs to be further mobilized. The special nature of cross-border tourism cooperation zone imposes different requirements on institutions and enterprises responsible for development and construction from those on domestic ordinary tourist areas (or spots). Enterprises are more prudent in consideration of the investment risks, and the profit distribution among countries remains a problem requiring long-term negotiation 7.

(4) There is a lack of unified implementation standards and consistent implementation. No unified guidelines and standards of implementation have been established for tourism cooperation between Xishuangbanna and North Laos. At present, information disclosure is not transparent on tourism cooperation between the two parties, the outside knows little of the particular implementation status of most cooperation projects advocated by the government, no supervision system with rules and regulations as the core has been established and the specific implementation status of cooperation projects is

subject to no supervision 8. There are other problems in Xishuangbanna and North Laos, such as slow working efficiency and work executive force and promotion force to be further strengthened.

What's more, language communication hinders the construction of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone where each party should be equipped with talents familiar with the language and culture of the other party. The above factors constrain the construction of cross-border tourism cooperation zone, and should be solved through concerted efforts from both China and Laos.

V. COOPERATION MODES--CONSTRUCTION OF COOPERATION MODE BASED ON SPATIAL STRUCTURE

As an important field in tourism geography research, spatial structure of regional tourism is the spatial status of tourism activities reflected by spatial pattern, aggregation degree formed by parties in regional cooperation through interaction in space and is a reflection of tourism activities in the geographic space 9. Based on the five kinds of spatial structure cooperation modes put forward by Yang Rongbin (2006) 10, the spatial structure suitable for Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone is mainly "core-edge" development mode, "point- axis" development mode and network mode. Since regional tourism cooperation is affected temporal dimension, spatial dimension and other aspects of the regional tourism development, cooperation development mode remains in a dynamic process of evolution and development 11. From the point of views of geographical space of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone, tourism activities will be carried out mainly focusing on core scenic spots in Xishuangbanna Scenic Area (with Jinghong as the center), core scenic areas in North Laos represented by Luang Prabang scenic spot, Mohan-Boten Cross-Border Economic Cooperation Zone (including port), along the Jinghong-Luang Prabang, along the Lancang-Mekong River and the future China-Laos Railway, and supported by the existing three-dimensional transportation axis to generate radiation and agglomeration effect on the tourism industry. From the point of view of current development position of China-Laos cross-border tourism cooperation, regional tourism cooperation should be realized in all dimensions and in depth from the spatial development pattern, and "point-axis-cycle" mode should be adopted for the spatial development pattern. Regional tourism cooperation adopting such mode generally features a gradual promotion process

5 Li Fei (2013), Cross-Border Tourism Cooperation Zone: Exploration into the New Mode of Development of Cross-Border Tourism, Tourism Science, Issue 10, Page 19.

6 Li Qinglei, Yang Lujia (2015), Thinking on Cross-Border Tourism Cooperation Zone, China Tourism, December 14, 2015, Version C02.

10 Li Qinglei, Yang Lujia (2015), Thinking on Cross-Border Tourism Cooperation Zone, China Tourism, December 14, 2015, Version C02.

8 Liao Yixin (2014), Discussion of Yunnan and Laos Tourism Economic Development from the Point of View of Regional Tourism Cooperation, Times Finance, Issue of Late 6th, Page 85.

9 Liu Yun, Zhang Mengyao (2014), Discussion on Construction of China-Burma Cross-Border Tourism Cooperation Development Mode, Inquiry into Economic Issues, Issue 6, Page 129

10 Yang Rongbin, Zheng Jianyu, Cheng Jinlong, Research on Regional Tourism Cooperation Structure [J], Geography and Geographic Information Science, 2005, 21（5）：95－98．

11 Liu Yun, Zhang Mengyao (2014), Discussion on Construction of China-Burma Cross-Border Tourism Cooperation Development Mode, Inquiry into Economic Issues, Issue 6, Page 129

where "point" relies on "axis" and "point-axis" spreads to "cycle"12.

(1) Point. Make Xishuangbanna Scenic Area, Luang Prabang, Mohan-Boten Cross-Border Economic Cooperation Zone as the main growth poles. Both Xishuangbanna Scenic Area and Luang Prabang are world famous tourist spots. As mentioned above, they both have abundant natural tourism resources and cultural tourism resources, where tourism remains the leading industry. In the context of economic globalization and regional economic integration, tourism of Xishuangbanna Scenic Area and Luang Prabang is expected to keep steady growth and play a role as an organizer and leader in regional economic growth. Xishuangbanna Scenic Area and Luang Prabang are qualified as the growth poles in Xishuangbanna and North Laos respectively and form the economic centers through geographic spatial agglomeration of tourism and innovative industries as the leading industries and related sectors.

Mohan-Boten Cross-Border Economic Cooperation Zone growth pole is the product of bilateral trade cooperation. It is outward and transnationally linked, and its generation and development rely on the progress of internal linkage and external expansion. Mohan-Boten Cross-Border Economic Cooperation Zone will gradually be built into a transport hub connecting the southwestern area and ASEAN countries and an industry agglomeration highland with the completion of Kunming-Bangkok Highway, active promotion of Pan-Asia railway line and renovation of upper Mekong River waterway. From such growth pole, mainland China is accessible northwards and North Laos is accessible southwards, utilization of domestic and foreign resources and markets can be promoted, external introduction and internal linkage can be boosted, bilateral cooperation can be deepened, and the formation of new advantages of cross-border tourism cooperation can be accelerated so as to further develop "boundary maker tour", "national culture tour", "tropical scenery tour", "exotic tour", "cross-border road self-driving tour" and other China-Laos boarder tourism products.

From spatial structure, therefore, Xishuangbanna Scenic Area, Luang Prabang, Mohan-Boten Cross-Border Economic Cooperation Zone can become three key "points" and also three main growth poles of the proposed cross-border tourism cooperation zone, which serves as the organizer in regional economic activities relying on their domination effect, multiplier effect, polarization and diffusion effect 13.

(2) Axis. Make the waterway, road and air route transportation lines between Jinghong of Xishuangbanna and Luang Prabang a development belt, which is a connecting link between points and cycles. Based on the existing Xishuangbanna-Luang Prabang waterway, road and air routes and the railway to be completed, traffic conditions should be further improved, and the transportation network layout will be

optimized to promote regional interactive development. A cross-border tourism cooperation corridor should be constructed and the construction of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone should be developed deeply based on the road and railway axis of Jinghong of Xishuangbanna-Mohan-Boten Cross-Border Economic Cooperation Zone-Luang Prabang, air route axis of Jinghong of Xishuangbanna-Luang Prabang and axis of Lancang-Mekong River (Jinghong to Luang Prabang air route). The cities, towns and cross-border economic cooperation zones (including ports) along the way can be connected through waterway, road and air route transportation lines to form the cross-border tourism routes and further drive the economic and social development along the way.

(3) Circle. Key efforts should be made for the construction of three tourism cycles into radiating areas focusing on the three growth poles, namely Xishuangbanna Scenic Area, Luang Prabang and Mohan-Boten Cross-Border Economic Cooperation Zone. Cycles should be radiating areas with each of the three growth poles as the core area of each cycle. Large-size tourism cooperation agglomeration11 with outward expansion and radiation should be formed through the relatively convenient three-dimensional transport network and abundant tourism resources surrounding the core areas. Xishuangbanna Scenic Area, with Jinghong as its center, radiates to Menghai and adjacent areas; Luang Prabang, with ancient city of Luang Prabang as its center, radiates to Luang Prabang Province, Oudomxay Province, Bokeo Province and other adjacent areas; Mohan-Boten Cross-Border Economic Cooperation Zone, with Mohan and Boten Ports as its center, radiates to Mengla area of Xishuangbanna, Louang Namtha Province and Phôngsali Province and adjacent areas of Laos.

VI. POLICY SUGGESTIONS

In order to promote construction of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone, the authors put forward the following suggestions:

A. Build cooperation mechanism and optimize support policies.

China and Laos should maintain traditional friendly relations between the two countries and parties to further enhance mutual trust, deepen cooperation and create important political and economic environments for cross-border tourism cooperation. At the same time, a Chinese-Laos cross-border tourism cooperation organization should be established to shoulder the responsibility for management and coordination of major issues in tourism cooperation between the two parties including Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone. Within the mechanism framework of the existing Working Group of Yunnan-North Laos Cooperation, Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone Coordination Team should be set up, whose responsible person and members should be principals of relevant governmental departments, such as Yunnan Provincial Tourism Bureau, relevant departments of Xishuangbanna Prefecture, relevant departments of five northern provinces of Laos. This Team should be dedicated to construction, coordination and management of the cross-border tourism cooperation zone and

---

12 Zhang Heqing, Wang Leilei, Application of Radiation Theory in Regional Tourism Cooperation [J], Journal of Guangzhou University (social science version), 2010，9(12)：36－40.
13 Economic Geography, edited by Li Xiaojian, 2006, published by Higher Education Press, Page 209

joint formulation of unified implementation rules and standards for cross-border tourism cooperation. The above cooperation organization and mechanism should regularly exchange ideas on related affairs, jointly develop development plans and solve practical problems. When conditions are met, Management Committee of Xishuangbanna-North Laos Cross-border Tourism Cooperation Zone should be set up, principals of which should be designated by both China and Laos. Policies governing currency exchange of the two countries, entry and exit management of persons, vehicles, goods and articles, supervision on cross-border tourism market should be improved. Development policies conducive to cross-border tourism industry aggregation should be formulated and improved to attract investment between these two countries and other countries, arouse the enthusiasm of enterprises for investment or participation, and safeguard the legitimate rights and interests of the parties involved. Relevant departments of Xishuangbanna and North Laos and their working staff should improve their working efficiency, executive force and promotion force.

B. Strengthen survey planning based on local situations by referring to international experience.

Professional institutions and individuals should be encouraged to conduct in-depth survey and research on the construction of the cross-border tourism cooperation zone, based on actual situations of Xishuangbanna and North Laos, and focus on feasibility, construction content, product development, operating subjects, management mode, policy support, risk control and related issues to form systematical, innovative and guiding research findings and provide a reference for government decision-making and corporate investment. At the same time, exchanges and cooperation should be conducted with relevant countries in the field of cross-border tourism cooperation zone construction to draw on their successful experience 12 in cross-border tourism cooperation zones, such as US-Canada Watertown-Glacier International Peace Park, Alps, Kavango Zambezi Transfrontier Conservation Area in Africa. Feasible development plans should be prepared to define the overall idea, development goals and main tasks of the construction of the cross-border tourism cooperation zone, make clear the overall layout, key areas and core areas, selected priority projects and support content, and work out the security measures and recent action plans for the development of the cross-border tourism cooperation zone 14.

C. Strengthen infrastructure construction and improve traffic conditions, communications and information network.

At present, Xishuangbanna has relatively good tourism infrastructure conditions which also need optimization, though. For instance, during the Spring Festival in 2016, tourists encountered a dilemma where they could not get in, around and out in many scenic spots in Xishuangbanna. Economic basis is relatively backward in North Laos and parts of the roads are in bad condition, and mobile communications do not work well in some areas. As for wifi that the general public is heavily

dependent on, has not covered many places and facilities in Xishuangbanna and North Laos that should have been covered. All these become the bottlenecks of tourism. The government should place more emphasis and solve the above issues by conducting department interaction and multinational cooperation and raising funds from many sources so as to improve tourist reception capacity, provide visitors with more convenient and comfortable environment and improve tourist satisfaction.

D. strengthen the construction of a professional talent team.

One key to the successful construction of a cross-border tourism cooperation zone construction is to have a professional talent team, including high-level professionals familiar with tourism planning, tourism business, marketing, management and language of the other side. At the same time, various levels of targeted training should be offered to strengthen external, internal, horizontal and vertical learning and communication of the talents, speed up cultivation of compound talents and promote sustainable and healthy development of the cross-border tourism zone.

All in all, tourism is the leading industry for economic development of Xishuangbanna and North Laos. Under the great background of China's "One Belt and One Road" strategy, Yunnan's construction of radiation center targeting at South Asian and Southeast Asia, Laos's access to the WTO, acceleration of opening up, economic globalization and regional economic integration, tourism development of Xishuangbanna and North Laos will enter a golden period. China and Laos should seize the opportunity and make joint efforts to construct Xishuangbanna and North Laos Cross-Border Tourism Cooperation Zone, which is of great significance and practical feasibility, and will be conducive for the two parties to deep cooperation and win-win.

REFERENCES

[1] Xing Ling (2015), An Innovative Model of Regional Tourism Development: Cross-border Tourism Cooperation Zone, Academic Exploration, Issue No.9.

[2] Li Fei (2013), Cross-border Tourism Cooperation Zone: A New Model of Border Area Tourism Development under Exploration, Science of Tourism, Issue No.10.

[3] Liao Yixin (2014), A Discussion about the Development of Tourism Economy in Yunnan and Laos from the Perspective of Regional Tourism Cooperation, Times Finance, the later part of Issue No.6.

[4] Li Qinglei, Yang Lujia (2015), Thinking on Cross-Border Tourism Cooperation Zone, China Tourism, December 14, 2015, Version C02.

[5] Liu Yun, Zhang Mengyao (2014), Discussion on Construction of China-Burma Cross-Border Tourism Cooperation Development Mode, Inquiry into Economic Issues, Issue 6.

---

14 Li Qinglei, Yang Lujia (2015), Thoughts on Cross-Border Tourism Cooperation Zone, China Tourism, December 14, 2015, Version C02.

[6]   Yang Rongbin, Zheng Jianyu, Cheng Jinlong, Research on Regional Tourism Cooperation Structure [J], Geography and Geographic Information Science, 2005, 21 (5).

[7]   Zhang Heqing, Wang Leilei, Application of Radiation Theory in Regional Tourism Cooperation [J], Journal of Guangzhou University (social science version), 2010, 9(12) .

[8]   Economic Geography, edited by Li Xiaojian, 2006, published by Higher Education Press.

[9]   Wen Xiu, Research on Regional Tourism Cooperation Subjects and Cooperation Path [D], doctoral academic dissertation of Northwest University, 2010: 64.

[10] Liu Yun, Zhang Mengyao (2014), Discussion on Construction of China-Burma Cross-Border Tourism Cooperation Development Mode, Inquiry into Economic Issues, Issue 6 .

[11] Li Qinglei, Yang Lujia (2015), Thoughts on Cross-Border Tourism Cooperation Zone, China Tourism, December 14, 2015, Version C02.

Study on Innovation of Ecological Tourism Governance Mode in Indigenous Ethnic Minority Areas of Yunnan Province

Liu Huibai
Chuxiong Normal University,
Chuxiong, Yunnan,P.R.China,67500
Email: 472611181@qq.com

An Min
Chuxiong Normal University,
Chuxiong, Yunnan 67500

Kuang Ziming
Chuxiong Normal University,
Chuxiong, Yunnan 67500

Abstract—**Yunnan boasts excellent traditional eco-culture of indigenous ethnic minorities, which is the root and soul for ecological tourism development. The ecological tourism governance mode in indigenous ethnic minority areas in Yunnan is a core knowledge system, which is abstracted from management practice experience and based on the fact that ecological culture ecotourism is a solution to the problem. It is a must to rebuild the way and operation logic for national authority to get involved in indigenous ethnic minority areas in Yunnan, and highlight on developing, fostering and expanding these areas' intrinsic social forces.**

Keywords—Indigenous Ethnic Minority Areas of Yunnan Province; Ecological Culture; Ecological Tourism Governance Mode

The self-organization and social capitalist cultivating innovation of the social layer and the inherent strength growth are necessary elements to realize governance objectives and value orientation. Only when "positive energy is mutually delivered between the state and the society"[1], the national governance system and capability modernization can take steadfast steps forward. The authors hold the opinion that innovation of ecological tourism Governance Mode in indigenous ethnic minority areas of Yunnan is an important growth point to promote local and even national Governance Modernization from the social level.

I. The Concept of Ecological Tourism Governance Mode

The mode is the rule discovered and abstracted from repeated events, and it is the conclusion and summarization of experience to solve problems. Ecological tourism Governance Mode means the core knowledge system in multicenter (multiple cooperation) treatment areas, which is derived from governance practice experience and based on the fact that

ecological culture ecotourism is a solution to the problem. According to the definition, it can be seen that:

Firstly, why ecological tourism Governance Mode is different and unique from other Governance Modes is because ecological tourism, which is a core base point. Different countries and areas have difference in existed systems, structures, traditions, ungovernability, etc., so there is none uniform mode for governance practice. Fundamentally the Governance Mode difference lies in completely different solutions to public problems, while ecological tourism Governance Mode is the governance system that ecological tourism is the core solution to solve problems in the community.

Secondly ecological tourism governance mode is derived from practice and sublimated from practice. The practice here refers to all practice to realize governance in ecological tourism and develop ecological tourism in governance. Governance and ecological tourism are two completely different discourse systems, but their "mutual dependence and cooperation, harmony and coexistence" value orientations and spirit concepts are especially fit and unity, so it is possible to have organic unity of governance and ecological tourism in practice. The governance mode based on the practice above is the ecological tourism governance mode. Ecological tourism governance mode is better than practice, and it refers to the knowledge system extracted and sublimed from practical experience, which is of reference and guidance to other areas, i.e. to be copies by others, which is diffusivity in linguistic language.

II. Inherent Logic for Innovation of Ecological Tourism Governance Mode in Indigenous Ethnic Minority Areas of Yunnan Province

Ecological tourism Governance Mode is a mode conception based on special geography, history, culture and social conditions of indigenous ethnic minority areas, which decide that it is not only necessary but also possible and feasible to choose ecological tourism governance mode.

A. Inherent Logic for Ecological Culture and Governance

Yunnan is a province of many ethnic minorities, including 25 indigenous ethnic groups with a population over 5,000, such as Yi Minority, Bai Minority and Hani Minority. In the

long survival and evolution history, indigenous ethnic minorities form their unique production and living ways, i.e. "ecological culture". This ecological culture is quite inherently consistent with governance.

Firstly ecosystem conservation and ecological civilization based on ecological culture are the important foundation, value orientation and fundamental objectives for governance, ecological harmony and sustainable environment development are the indispensible part of governance.[2] Therefore, the traditional ecological culture that ethnic minorities stress ecological conservation agrees with the governance concepts inherently.

Secondly traditional customs that carry and display or contain ecological culture has the nature and function of public authority in certain scope, and they play the role of public power to some extent. Generally the existence of social forces except state power is the necessary condition and precondition for governance. As a result, traditional customs objectively provide the root and foundation to develop modern governance concepts and practice.

Lastly traditional customs (public authority) which contain ecological culture conceive "natural" cooperative partnership. Generally and principally traditional customs of ethnic minorities are compulsory in moral significance. Plus, due to the limitation of productive forces levels, awe to the nature, and dependency on the environment, it's easy for people to form a united, collaborative, compromising and tolerant cooperative partnership. Therefore, almost all ethnic minorities' traditional culture contains profound united, collaborative, neighborly, mutual aid, tolerant, and harmonious cultural spirit.[3] This culture spirit caters for and coincides with cooperative relations (partnership), the spirit of modern governance.

B.Ecological Tourism Governance Innovation: Management Based on Ecological Culture

Ecological tourism demonstrates ecological cultural value and significance, and it is the best example to interpret and uphold contemporary ecological culture. It is "the sustainable tourism way that has environmental education functions, and is helpful for community economic development, cultural protection and ecological stability";[4] and it is the practice for people to seek for life harmony and comfort. The concept of ecological tourism proves that it considers it as the precondition to respect local culture and ecosystem conservation planning and control; as the key point to return to the subjectivity of indigenous people, seek for the homogeny between human and the nature, and pursue community development autonomy; as the goal to realize benign interaction between people and harmony between the society

and ecology. Hence it can be seen that ecological tourism and governance are inherently consistent.

As a result, in order to realize governance based on ecological culture, contemporary indigenous ethnic minorities in Yunnan are required to choose ecological tourism governance mode objectively; just based on the unique and splendid ecological culture of ethnic minorities, the governance and ecological tourism in ethnic minority areas are well mixed and consistent. As a result, it can be concluded that the innovation of ecological tourism governance mode in indigenous ethnic monitory areas of Yunnan is "to realize ecological tourism in governance and vice versa".

III. THE PRACTICAL FOUNDATION FOR THE INNOVATION OF ECOLOGICAL TOURISM GOVERNANCE MODE IN INDIGENOUS ETHNIC MONITORY AREAS OF YUNNAN

Firstly flourishing development practice of ecological tourism in Yunnan nationality areas provides room and serves as the growing soil for ecological tourism Governance Mode innovation. Yunnan boasts good ecological environment, charming natural sights and gorgeous ethnic culture. Moreover, people are in harmony with their land. For example "terrace of Hani Ethnic Minority, Jade Dragon Snow Mountain of Lijiang, Dongba Culture of Naxi Nationality, Cangshan Mountains, Erhai Lake and Nanzhao Culture of Dali, tropical rainforests of Xishuangbanna and stilt style architecture of Dai Nationality all display the natural harmony between natural scenery and national culture".[5] In the 21st century, ecological tourism in pursuit of harmony between human and nature emerges and increasingly becomes the mainstream for 21st century worldwide tourism industry development. Under this context and background, "Yunnan Province sees rapid ecological tourism development, the figure of ecological tourism tourists of customer markets is on the rise by 15% annually on average, the ecological tourism income increases by 19.7% annually on average"[6], and the ecological tourism is more and more appealing at home and abroad.

Secondly the practical experience of Piyaway of Atayal Nationality in Fuxing Township, Taoyuan Township, Taiwan, China provides direct references and examples for innovation of ecological tourism Governance Mode in indigenous ethnic minority areas of Yunnan. Piyaway is located in the slope area, right bank and upstream of Dahan Stream, North Taiwan, and upward side at 36km of Beiheng Road. Aborigines are all Atayal. The local Governance Mode is that under the stipulations of governmental laws and decrees, aborigines organize meetings, churches and women's meetings by depending on its traditional culture and ecological wisdom, jointly develop their ecological tourism, and get devoted to sustainable environment development. "In the modernization development course, the area doesn't open up too much due to commercial tourism and worldly capitalism so as to seek for the maximum profit, and get caught in crisis like losing

[2] Refer to Ma Baobin: "Public Governance Theories and Practice", Social Science Academic Press, 2013 edition, page 14-17.
[3] Zheng Weichuan: "Uphold Excellent Traditional Culture of Ethnic Minorities, Build Socialism Spirit Civilization", "Advanced Ideology", the 5th issue of 1997.
[4] Ye Wen, Xue Ximing: "Ecological Civilization: Eco-Culture and Ecotourism in Ethnic Community", China Social Sciences Publishing House, 2013 edition, Page 39.

[5] Zhang Jie: "Reflection on Yunnan Ecological Tourism Development", "The Border Economy and Culture", the 10th issue of 2009.
[6] Zhang Jie: "Reflection on Yunnan Ecological Tourism Development", "The Border Economy and Culture", the 10th issue of 2009.

subjectivity, traditional social culture collapsing, natural ecological environment destroying…On the contrary, with the tribe innovative Governance Mode, they give their ancestral culture and ecological wisdom into full play, rebuild the collaboration among their native people, run the ecological tourism collectively, apply modern operation governance and online marketing techniques, and successfully set an example of ecological tourism " ,[7] the tribe ecological environment, ecological quality and resident income become better remarkably.

IV. POLICY ADVICE AND OUTLOOK ON ECO-TOURISM GOVERNANCE INNOVATION IN YUNNAN INDIGENOUS ETHNICITIES INHABITANCES

A. Trial Adjustment in State-Society Relation

For starters, in state and society relation, the state is subordinate yet society is decisive. The state is subject to and serves society. The gradual transfer of state power to society and nationals is the trend of social development.

For another, the primary stage of socialism requires a harmonious and complementary state-society relation. Social governance in current stage is not about weakening government, but empowering government, calling for a "strong government" to promulgate strategic rules, dominate affairs as well as provide service. Its more eager call is a "government in good administration"[8] who will set up in theory and practice a complementary state-society relation featuring equity, collaboration, mutual check and mutual benefit.[9]

Thirdly, a trial state-society relation adjustment can be put in practice in the current countryside governance in ethnicities inhabitances, specifically because: (1) the reform for a complementary state-society relation is not necessarily fitting with current system despite its compliance with the basic spirit of the Constitute, posing rather considerable difficulties and risks to the reform; (2) the traditional social force in indigenous ethnicities inhabitances is more powerful in its effect and function than that in other non-ethnicities areas; (3) ecotourism Governance Mode in Yunnan indigenous ethnicities inhabitances is in the general national interests as well as the essential interests of local residence; (4) the trial adjustment efforts is limited to small population and coverage.

B.Mode and Operation Remaking in State Involvement in Yunnan Indigenous Ethnicities Inhabitances
1)Remaking of Party Organizational Function[10]

In a diversified Governance Mode, local and glass-roots party organizations, especially from country level, shouldn't and are impossible to govern social public affairs specifically and directly. In terms of their functions they cannot automatically direct mandate as an omnipotent organization and unduly intervene among its governance subjects, nor are allowed to compete with other entities and organizations for power and interests. Their function is for general political leadership in oriental, overall and essential issues (such as national unification, political security and ethnic solidarity).

Such a function positioning requires party organizations (mainly CPC committees at township level and grass-roots level) to play their part as society integrator in the ecotourism Governance Mode innovation. Shouldering the duty to lead social value, integrate interests and regulate behaviors, they should, on the one hand, coordinate the relationship between villagers and governments from upper level and build a platform of information communication to express villagers' will and upper-level government's policies; on the other hand, they should cooperate with CPC country committees, religious groups and churches as partners, respect their relative independence and guide them with ease. By giving a full play to the vanguard role of CPC members, they are enabling diversified governance entities within or outside the party organization to trust, cooperate with, and interact with each other for the common goal of ecotourism development and the sustainability of economy and society.

2)Functional Shift for Township-level Governments

"At the last tier in China's five-tier government system, township-level governments' most fundamental and central function is not in economy and market regulation, but in public service" [11] 。 Catering to the demands in innovating ecotourism Governance Mode, township-level governments in Yunnan indigenous ethnicities inhabitances, on the one hand provides basic public service (in infrastructure, social stability, countryside charity and others) to locals, on the other hand create conditions as well as service to other governance entities for ecotourism development.

This speaks to the immediate liberation of township-level governments from a pressurized system. By making reference to foreign local self- governance regulations and central-local governments power division, on the one hand governments from central, provincial, county and township level can be divided in terms of their function, authority, duties, financial rights with reasonably assigned work between upper-lower level governments in three-tiered structure, thus forming a depressurization system; on the other hand, the amendment to autonomous regulations in self-governing regions, states, counties and townships serves as a wedge point, and the special system arrangement of regional ethnic autonomy could be a use in changing the pressurized system to avoid much pressure for grass-roots governments to bear.

[7] Liu Arong: Innovative Mode in Local Governance: Case Study on the Sustainable Development between a Taiwan Indigenous Inhabitance and the Environment, Essays on Local Governance in Ethnicities Inhabitances in the 2012 Annual Meeting of China Sociological Association, Page 246

[8] Its essential feature is the cooperative management in public life by government and citizens.

[9] Ma Baocheng: Governance at Countryside Level: System and Performance, Chinese Society Publishing House, 2010, Page 33

[10] Chen Xiaoli, Studies on Country Governance Entities and their Behavioral Relations at New Times, Chinese Society Science Publishing House, 2012, Page 283

[11] Li Ping, *Functional Shift for Township-level Governments and the Development of Farmers' Specialized Cooperative Organizations in New Rural Building*, Chinese Public Administration, the 5th issue, 2008

3)Highlight on Social Forces Development and Nurture in Ecotourism

The first is to change the status quo where local governments limit public organizations, a detriment not only to the development of those organizations, but public affairs management and public service supply. Therefore, Yunnan governments from all levels should shift their administration concept to grand enough trust and system space to public organizations to guarantee reasonable work assignment and effective cooperation between them and progress in public administration.

The second is to mobilize civil organizations and other social forces in ecotourism. The central government proposes a social governance structure of leadership from CPC committees, responsibility on governments, coordination by society and public engagement. It requires: in terms of governance means, comprehensive management by means of laws, regulations, policy, administration, values and others; in terms of Governance Mode, unified management forces in coordination, autonomy, self-discipline, discipline and mutual discipline through the modes of interests expression, democratic consultation, service providing, education and self regulation by society; and in terms of governance aim, maintenance of social order, solutions to social problems and uplift of social vigor. Strengthened social forces are the premise and foundation of social governance innovation. Therefore, for the sound development of ecotourism self organizations in the ethnicities inhabitances, it is a request to build system space, establish taxation and industrial policies, provide financial support in forms of planning and incentives and build platform to share information, promote capability and quality.

REFERENCES

[1] Ma Baobin: "Public Administration Theory and Practice", Social Science Academic Press, 2013 edition

[2] Ma Baocheng: Governance at Countryside Level: System and Performance, China Social Science Publishing House, 2010

[3] Chen Xiaoli, Studies on Country Governance Entities and their Behavioral Relations at New Times, Chinese Society Science Publishing House, 2012

[4] Zheng Weichuan: Carrying Forward Traditional Ethnic Culture, Nurturing Socialist Culture, Thinking, the 5th issue, 1997

[5] Yang Guangbin: the Modernization Of China's State Governance from The Perspective of Global Politics, Administrative Tribune, the 5th issue, 2015

[6] Zhang Jie: "Reflection on Yunnan Ecological Tourism Development", "The Border Economy and Culture", the 10th issue of 2009.

[7] Liu Arong: Innovative Mode in Local Governance: Case Study on the Sustainable Development between a Taiwan Indigenous Inhabitance and the Environment, Essays on Local Management in Ethnicities Inhabitances in the 2012 Annual Meeting of China Sociological Association,

[8] Li Ping: Li Ping, Functional Shift for Township-level Governments and the Development of Farmers' Specialized Cooperative Organizations in New Rural Building, Chinese Public Administration, the 5th issue, 2008

The Relationship between Ecological Environment Protection and Social Development to Chinese Resource-exhausted Cities

Han Quanfang [1]*
School of Public Management
Yunnan University of Economics and Finance
Kunming, P.R.China   650221
hqfang666@163.com

Ge Shaolin [2]
School of Public Management
Yunnan University of Economics and Finance
Kunming, P.R.China   650221
geshaolin72@163.com

Yu Jianlei [3]
School of Public Management
Yunnan University of Economics and Finance
Kunming, P.R.China   650221
yujianlei123@sina.com

Abstract—The most Inclusive welfare of people is good ecological environment, ecological environment protection and coordination mechanism of development are keys to promote Resource-exhausted cities. The article analyze development and drain of mineral resources, and these factors Influence society a lot. Build on researching, we suppose that construct Intergovernmental cooperation mechanism, prevention of geological hazard mechanism, ecological compensation mechanism, ecological environment responsibility mechanism are ecological environment protection and social development to Chinese Resource-exhausted cities' important points.

Keywords—Resource-exhausted cities; Ecological environment protection; Harmonious development; Coordination mechanism

I. Introduction

Resource-exhausted cities means when mineral resources exploitation come into end-stage, cities' recoverable reserves come up to 70%. The relationship between ecological environment protection and social development to Chinese Resource-exhausted cities become a prominent problem, for example, Ruhr Industrial Base and Lorraine. In 2008, 2009 and 2012, Chinese government confirm 69 resource-exhausted cities or counties.[1] Resource-exhausted cities' resource development brings a lot of problems, like environmental pollution, ecological deterioration, lack of sources of livelihood, conflict region and so on. Today's government attaches great importance to these problems.

At present, the resource exhausted cities in China generally are facing serious environmental pollution and ecological destruction and other issues due to excavate for resources long time and high strength , such as over exploitation led to surface subsidence, land resources, water resources and atmosphere environment is seriously polluted, mountain coal mining leads to vegetation is destroyed and so on. The causes of the ecological environment governance problem of resource-based city are complex and the task is arduous. Both historical debts, but also new pollution emissions. both the enterprise evade responsibility, but also the government inaction; both the problem of system and mechanism, but also technical problems; both the problem of short term cure, but also the problem of long term treatment.

II. Literature Review

A lot of foreign countries' focus on mine eco-environment comprehensive treatment and interest groups. Started in the 1970 of the 20th century, western environmental sociology and sociology of natural resources focused on relationship between natural environment and society, R·E·Dunlap and W·R·Caton(1978) theorize on "new ecological paragidm" and "Competition environment of Three - dimensional features", and Foster(1980) theorize on Socio-ecological "metabolic" theory.[2]The US' rural sociology have a Long-term research interest on the relationship between rural communities and resource issues, Marsh(1987) researched on residents' a sense of community of coal town[3], Gill(1990) theorize on social Interaction of mine area, In the US, have more than 100,000 Ghost Town because depletion of mineral resources（Hall Shawn，1998).[4] "The mining lease act", mineral resources investigation and appraisal, reclaiming system all point that recovery of ecological environment in mine area. Australia plans to implement the framework through the development of lasting value of mining area construction, Ghana asked Congress to discuss new mining laws to consider when mining on communities affected, compensation, rehousing and so on. Affected by mining of Norway, and Chile, and Venezuela and other countries, through the establishment of savings fund to safeguard the sustainable development of mining areas, and so on.

Today's research on ecological environment protection and human development tend to deal with environment and society. Lu Shuhua(1994) discuss the relevant to personal power resource and environment welfare,[5] Ma Rong(1995) focus on relationship between utilization of grassland resources and pastoral and social development,[6] Zhou Changcheng think The sustainable development is mining communities only choice,[7] Ma Guoqing(2001) study Mongolian lifestyle culture, religion and ethics associated with the natural environment, [8]Xu Kangning(2006) empirical "resource curse" effect on the resource highlighted.[9]Hong Dayong(2013) think that inherent in the construction of ecological civilization, including ecological construction and social development, its essence is in social construction and promoting eco-construction,[10] Shi Guoqing(2014) reference theories of sustainable livelihoods, analysis of Dongping Lake ecological environment caused by essence fracture of the livelihood of the fishermen, Bao Zhiming(2014) think rationalize West ecological environment protection and ecological civilization construction of the relationship between economic and social development is an important breakthrough, [11]Zheng Shaoxiong(2014) proposed fate of the grassland communities depend on external forces finer space on both sides with the community consultation mechanism.[12]

To sum up, from the perspective of social operation, China mining "environmental-social" relationship of social benign operation and coordinated development posed a serious threat, ecological and environmental problems due to mineral resource development and contradiction of livelihood issues, cutting requires the use of sociological theories, perspectives and methods research on mining ecological environment protection and human development coordination mechanisms, improve the livelihood of the ecological situation, this is a problem to be considered and valued.

III. ANALYSIS ON THE RELATIONSHIP BETWEEN RESOURCE-EXHAUSTED URBAN ECO-ENVIRONMENT AND PEOPLE'S LIVELIHOOD

A. Theoretical basis for the study of environment - society relationship

A good ecological environment is the fundamental basis for human and social sustainable development. The essence of environmental issues is that the harmony between man and nature is broken, which is the objective consequence of the social system to keep erosing and destroying the ecosystem. From Parker's "Social Complex" theory, [13] to McKenzie's theory of centralization, decenralization, invasion, and succession, they can reveal the change process of mines; Hawley emphasizes on the interdependence of community, namely the symbiotic relationship or symbiosis, and the important reason for system changes is that the reduction of natural resources cannot be replaced; Duncan's POET (population, organization, environment, and technology) ecological complexity theory; Coleman and Saunders' community conflict theory. These theories can reveal basic

problems of environmental and social interaction in the process of mineral resources development, such as background, causes, mechanisms, processes, consequences and prospects, environmental problems related factors including social characteristics, social causes, social processes, social impact, and the type of environmental behavior and its impact. The study on the relationship between them has laid a theoretical basis for environmental protection and improving mutual promotion and common development with social progress.

B. Effect of mineral resources exploitation upon the formation of resources-based cities

Mineral resources mining is the direct cause for the generation of mining towns. Without exception, the rise of mining cities is due to the discovery and exploitation of some kind of mineral resources, which is more prominently reflected in the geographically remote mining cities. According to preliminary studies and incomplete statistics, more than 50 ancient mining cities had at least been found in China in the late Neolithic Period or Pottery Age. [14] Ruins of the ancient copper mines were found in Daye, Hubei, Ruichang, Jiangxi, Tongling, Anhui and other places, becoming the first batch of mining cities discovered in China after the Neolithic Period. Mining development accelerated the urbanization of mining cities. Construction of mining cities is closely related to mining development. The construction of mining cities is closely connected to the prosperity and activeness of mining development activities in the same historical periods. It was true in the ancient times and truer in modern times. [14]

San Francisco is a city coming out of the Gold Rush. When gold was discovered in San Francisco in 1848, it was only a small village with a few hundred people. But with the emergence of the Gold Rush, San Francisco had become a city with a population of 25,000 in 1850. Its urban population rose to 50,000 in 1856. Its urban size developed in just eight years may require New York to take about 190 years to reach. [15]

C. Effect of mineral resources exhaustion upon the decline of resources-based cities

In many Chinese and foreign mining cities, their spontaneous changing modes almost always followed the path of building a city due to mining development and declining due to exhaustion of mineral resources. The main reason is that all productions in these cities rely on and serve the mining industry. Therefore, once the mineral resources are exhausted, all industries will be affected, such as languished businesses, economic depression, decrease of community attachment, and rapid reduction of community population. The decay of mining communities is attributed to the combined action of external and internal forces (causes), but the internal cause is the main reason for the decline of the mines. The external cause is reflected in that the aggregation of a large population in the short term accelerates the rate of mineral resource exhaustion and that there is a lack of non-mining industries. While the internal cause is reflected in that the absence of various systems and organizations in mining communities leads to social anomie, and frequent rancor-based conflicts and

reduction of belonging sense result in the exhaustion of mineral resources and decay of cities. [16]

"Ghost Towns" appeared in the US. In the second half of the 19th century, the development of the mining industry reached an unprecedented scale in the western United States. A large number of floating people gathered in the places where mineral resources were discovered and then hundreds of thousands of mines sprung up. However, with the exhaustion of mineral resources, a considerable part of mining communities were abandoned or damaged to become deserted cities, which are known as "Ghost Towns". "Ghost Town" almost all appeared in the areas where the mining industry was prevailing, such as Colorado, Arizona, Nevada, Montana, California and other places in the US. A historian found in his investigation in Elko County in Nevada that, a total of 106 "ghost towns" were abandoned because of Gold Rush, including 26 in the northwest of the county, 26 in the northern and central parts, 17 in the northeast, 21 in the southwest, and 16 in the southeast. [17]

IV. THE CONSTRUCTION OF ECOLOGICAL ENVIRONMENT PROTECTION AND COORDINATION MECHANISM OF DEVELOPMENT IN RESOURCE-EXHAUSTED CITIES

According to Social Function Theory, Today's Chinese "Environment-society" relations have a serious threat on benign operation and coordinated development of the society. To relive this threat, Self-evolution can not be accepted, we must reflections on mechanism of the running of our society Immediately, operating mechanism of adaptation and improvement of our society, through elaborate people and society's autonomy to promoting improvements in environmental quality and coordinate "Environment-society" relations.[18] take eco-efficiency as core of the socio-economic development plan, and implement details, these project need relevant government department work together, especially some traditional management department, have to abandon some thinking of local benefit. Setting a group of policy and management system, which are Security requirements of ecological restoration and construction objectives. In Western Development, there are a set of problems about Ecological protection and construction, such as Large-scale investment, Immigration, so we also need strong policy support.[19]

The ecological environment protection and development coordination mechanism of resource-exhausted cities must base on theories, social integration, social justice and sustainable development, Chinese characteristics of the socialist ecological civilization must be uphold, discover coordination mechanism of ecological environment protection and people's livelihood development should under the theorize a good ecological environment. The mine area consist of ecological environment system, mineral resources exploitation system, socio-economic system, alleviate environmental problems, contain continued deterioration of the environmental situation, to promote the coordination of environmental and social relations, we must through a set of adjustment and change of social operation mechanism, It is urgent to seek and establish a mechanism to solve the problems in the development of the mining area by the government, mineral company, residents and non-governmental organizations.

Good ecological environment is an important condition for the sustainable development of economy and society, and is the fundamental basis for a nation's survival and development. It is the basic policy of national development to insist on saving resources and protect the environment. It is related to the vital interests of the masses of the people and the survival and development of the Chinese nation. Therefore, it is necessary to establish the government cooperation mechanism, contradiction coordination mechanism, mechanism of the prevention and control of geological disasters, ecological compensation mechanism, mechanism of ecological restoration, ecological and environmental protection responsibility investigated mechanism and supervision mechanism, green industry substitution mechanism series mechanism to promote mining employment and re employment, relocation of geological hazards, social security and medical and health services, and create a safe and harmonious living environment for the production. The social construction and promoting ecological construction, so as to realize the construction of ecological civilization in mining area.

V. CONCLUSION

Research on resource-exhausted cities' the coordination mechanism between ecological environment protection and people's livelihood development can not only be satisfied with the establishment of the mechanism, but through the study of its internal relations, to find the way to achieve the basic purpose of the ecological civilization construction in mining areas and countermeasures. Focus on the concept of the development of the mining area, the country's ecological civilization construction goals to the mining area itself, adhere to the "sustainable development" and "human centered" concept of development; The development of social policy in the mining area, the macro national policy and local policy coordination, supporting, in the macro policy to reflect the spirit of the development of the mining area; Explore mining areas engage in community development path, through "participate - empowerment - self development "model, the formation of a government dominant mining revenue, mining companies directly supports the development of the mining area, multi stakeholder involvement pattern of development of the mining area. To establish the benefit sharing and ecological environment compensation model of mining area resources, to solve the conflict of interests and environment, and to promote the coordinated development of population, resources, economy and society in the mining area.

Resource exhausted city makes the resource-based city faced with many serious problems of environmental pollution and ecological damage due to excavate for resources long time and high strength, a serious threat to the survival and development of resource type city. It is a serious threat to the

survival and development of the resource-based city. Fundamentally, the ecological environment is a public product with external economy. It has a large investment and high social benefit, but the economic benefit is very low, even to zero. From the perspective of public management theory, the government can not shirk its responsibility. In the specific governance, the government should clarify responsibilities, overall design, perfect policy, and play a positive role in enterprises, individuals and other parties. The government should also make the efforts to promote green development, cycle development and low carbon development to solve the problems of ecological environment. Finally the government can achieve a virtuous cycle of economic development and ecological protection.

Ecological remediation of the resource exhausted cities in China must be based on the framework of social, economic and environmental coordinated development. At the same time, economic development also needs to establish a strategy to deal with environmental pollution and ecological destruction. On the one hand, to restrict or prevent new pollution, prevent the superposition of the factors of environmental pollution and pollution effect; on the other hand, increase the existing pollution governance, enhance the ecological carrying capacity of the environment. Of course, in the short term, the pollution needs governance. In the long term, need to carry on the strategic adjustment of the economic structure, vigorously develop alternative industries, promote the optimization and upgrading of industrial structure.

REFERENCES

[1] http://baike.baidu.com/link?url=IPH2bZqg2Dh8Mf5YCMvKt6hhASV KaeWojBd494J2Pu474Q9VPu08OUyKkNA0MdmBMnt7cIq5R_URQ OKM3e4X7_

[2] John Hannigan. Environmental Sociology Second Edition[M], Translation by Hong Dayong . China Renmin University Press, 2009.

[3] Marsh B.Continuity and decline in the anthracite towns of Pennsylvania，Annals of the Association of American Geographers，1987，3.

[4] Hall.Shawn, Old heart of Nevada: ghost towns and mining camps of Elko County, University of Nevada Press, 1998.

[5] Lu SHuhua. Sociological Research on urban ecological environmental problems[J]. Sociological research.1994(11).

[6] Ma Rong. Utilization of grassland resources and social development in pastoral areas[M]. Tianjin People Press.1995.

[7] Zhou Changcheng,Liu Zhongrong,Wang Ping. Sustainable development:The only choice of the mining community[J]. Environmental Science and Technology.1994(04).

[8] Ma Guoqing. Grassland ecology and the folk environmental knowledge of Mongolia[J]. Inner Mongolia Social Sciences.2001(01).

[9] Xu Kangning,Han jian."Resource curse" effect of regional economy in China: Another explanation to regional disparity[J]. Economist.2005(06).

[10] Hong Dayong. New thoughts on China's environmental problems and the construction of ecological civilization[J]. Exploration and Contending . 2013(10).

[11] Bao Zhiming. The construction of ecological civilization in the view of Sociology[J]. Inner Mongolia Social Sciences.2004(01).

[12] Zheng Shaoxiong. Spatial process and local reconstruction of grassland community:Analysis approach based on "local space tension"[J]. Opening times2013(06).

[13] R.E.Park. Urban Sociology: a study of Chicago school[M]. Zheng Yefu, Song Junling translation . The Commercial Press.2012.

[14] Zhang Yicheng. Introduction to mining cities[M].China mining industry.2005(07).p6

[15] Bayard Steele.Western Development Report (1607-1890)[M].Zhang Yujiu translation.Guangming Daily Press.1988.

[16] Han Quanfang. Dynamic analysis of population and social changes in mine community ： a case study of "ghost town" in the United States[J].Southern population.2008(03),P33.

[17]]Hall.Shawn, Old heart of Nevada: ghost towns and mining camps of Elko County, University of Nevada Press, 1998，p210.

[18] Zheng Hangsheng. The relationship between environment and society and social operation[J].Gansu Social Sciences.2007(01).

[19] Zeng Hui, Gao Lingyun, Li Shujuan.The strategy of ecological comprehensive treatment in Dongchuan area of Yunnan province[J]. China Environmental Science.2002(01).

Changes, Challenges and Innovation in the Local Government Public Services of the New Media Era

Jiang Ke

School of Public Management

Yunnan University of Finance and Economics

Kunming, P.R. China

(1341824069@qq.com)

Abstract—**With the rapid development of the Internet and mobile communications equipment as the core of the new media, the new media is different from traditional media ,such as newspapers, radio, television and so on, which because of the new media crosses times and space, spreads fast, interactive efficiently, and its high autonomy, and it profoundly changes the traditional way of supplying public services, breaking the old local government public service system. It is necessary to use new media innovative means of local government public services effectively, improve public service capacity and level of government control.**

Keywords—*new media; local government; public services; innovation*

I. INTRODUCTION

The new media is relative to the traditional media, new media forms developed after newspapers, radio, television and other traditional media. Digital technology, network technology, mobile technology, the Internet, wireless communications networks, satellite channels, etc. as well as computers, mobile phones are used to provide users with information and entertainment services in the shape of media forms of communication pattern. Therefore, how to effectively use new media to innovate local government public services, promote the ability of local government's controlling level will become a very important issue.

II. A FUNDAMENTAL CHANGE IN THE NEW MEDIA ERA LOCAL GOVERNMENT PUBLIC SERVICES

New media is a new concept relative to traditional media, which is built on the digital technology, Internet technology, mobile communications technology media forms. Its diverse manifestations, main categories including news sites, online community forums, blog, social networking sites, instant messaging networks, new media video, mobile news, mobile TV, China IPTV digital television, digital newspapers, and electronic paper. The new media is gradually changing the government in the center, top-down traditional public service model.

A. New media promotes the concept of local government public service transformation

Emergence of new media, to some extent, can promote the transformation of local government public service concept, including the transparent transition from mystery, regular from random. From government-centered to citizen-centered change like a practical sense, that is, the concept of public service innovation. With the popularity of the new media. Many local governments and administrative staff have begun to realize the importance of public service information technology. The public services are trying to change traditional media, which is dominated by the traditional media and new media combination. At the same time, this also makes executives come to realize that the traditional concept of the administrative, management and service means has been unable to adapt to the requirements of the new media age. Government officers should gradually shift from "official position" of the administrative concept to "people-based" principle of service up, get rid of those who are already outdated management philosophy, and establish the concept of service-oriented government. [1] To the grass-roots government public needs as the starting point, to serve the purpose, make full use of new media and optimization services, and constantly strengthen the public service information technology. Improving public service grassroots government, satisfy service needs of citizens.

B. New media change the l forms of local government and public service

The most obvious change in the new media for local government public service is that it improves the means and forms of local government public services. From face- to- face services to the internet and other technology-based point to point services, and technology innovation. At the new media age, the local government public infrastructure and services continue to be strengthened. Culture, education, social security, health care, administrative licensing, patent applications, registration, payment of taxes and other public services are using Internet technology, mobile communication technology, digital technology and other advanced information technology. Gradually, they change the public service ways for citizens, which provide more convenient and efficient services. And then to the greatest extent to meet the needs of citizens and business.

At present, many local governments have set up their own service website. Most local government sites have basically achieved the release of public information to the public service function, including education, culture, employment, medical and business management, quality inspection, and so on. Some important local government departments such as taxation, industry and commerce, customs, hospitals have been offering a variety of online services. Some government websites have online application service between Hongkong and foreign personal travel endorsement, Hongkong and Macao and overseas to visit relatives and other projects. Local tax system in terms of online office at the forefront of other sectors. Basically achieved all project work guidelines, download forms, online reporting, query work progress, view the results of handling, and a series of online consulting business. Information construction of local government public service has entered the development stage, and promote local governance systems and governance modernization.

C. New media achieve a real sense of community citizen participation

Compared to traditional media, new media crosses time and space, interactivity, autonomy, information and other features as well as its mass rapid dissemination of information, coupled with advanced Internet technology, the popularity and application of digital technology for the community to provide citizen participation unprecedented convenience. Whether the political sphere and scale and the frequency of the social sphere, citizen participation is much higher than traditional times. First, the new social media improves the active participation of citizens. Independent new media, interactive, real-time as well as its openness has played down the totalitarian features. For the immediate understanding of the relevant public citizen service information to provide a more convenient conditions than in the past, but also for decision-makers to understand their needs and provides more ways to form a second, new media for the community to provide fast channel citizen participation. From traditional media to new media can be said to be a citizen participation process to gradually reduce the threshold.

III. Challenges That local Government Public Services Face at the New Media era

A. Difficult transition of ideology

Because of influence of traditional feudal system, it's difficult for our system of government to get rid of administrative controls, bureaucracy, formalism, hedonism, paternalism, privileges phenomenon, although since the reform and opening up has made great progress, but big government, small society form is still very serious, our government called omnipotent government, taking the all-powerful functions to all public services, but the specific time that the service provider is a public service provided by the Government does not give, but often occur buck-passing, arbitrary collection of taxes, etc. phenomenon, most of that in relation to wholeheartedly engage in service-oriented government investment, engage in advanced technology, economic construction, while the back of the head people of concern to the vital interests of throwing

little attention. Essentially public services must focus on the public interest, public service, will give the market the rights and services, the target set for the public service.

B. Imperfect ways of public services

In this stage, in addition to traditional public services, local government services delivery through the new media means to the main government website. Provide education, health care, apply for licenses, and pay taxes and other financial services for citizens and businesses through government websites. This way is single service, so that the lack of information technology application ability of citizens and other vulnerable groups is difficult to obtain public services. You should also take a variety of public services, such as smart phones, tablet PC, digital television, call center and other services means. Since the economic disparities between different regions, cultural and educational imbalance, so that district, there has been some differences between urban and rural sectors. Thus, in the new media age, there will be the basis for the development of public services caused by the unsound. In addition, the imbalance of information technology and personnel infrastructure uneven distribution will bring the development of public services is not perfect.

C. Public services are not complete enough

New media era, completeness of government public services is inadequate. First, effectiveness of public services needs to be improved. At present, the Chinese government use the Internet, public services and other digital mobile communications terminal equipment are provided by the quality, breadth and timeliness of information dissemination have deficiencies. Secondly, the lack of personalized service. Most local governments provide the personalized service that has many deficiencies. Some government websites, especially websites and even grass-roots government does not provide a personal service.

D. The lag of public services development

Currently, the Public Services of the basic work is still lagging behind. New media means can't provide enough public services network environment construction to meet the needs of all public services. In the traditional public service basis, local governments provide services is the main way that government services website. Unity grassroots public service routes to make the coverage of public services becomes limited. Local governments provide public services through the new media means to be obtained by the citizens of more urban and economically developed areas, while what to be obtained by the central and western regions citizens. Meanwhile, China's overall information system level is slowly, there is a large gap compared with developed countries. Due to the different regions, the level of citizens' access to economic opportunities of information resources are different, so the citizen of resources scarce is difficult to obtain public services provided by the government through the new media means.

IV. THE GOVERNMENT PUBLIC SERVICE INNOVATION OF NEW MEDIA AGE LOCAL

A. To establish a modern service concept and raise awareness

Emergence of new media promotes the traditional concept of public service and gradually shift to a modern service concept in certain extent. It is difficult to achieve rational knowledge of public service information technology leave the New Ideas in Public Service to talk about information technology. Should completely change the conceptual level, establish a citizen-centered service concept. Strengthen public service information rational knowledge, it is to the most important part to achieve public service information technology.[2]

1) Establish a citizen-centered service philosophy.

The construction of Local public service information is not only to meet the development requirements of the new media age, the most fundamental thing is to satisfy the needs of society citizens and businesses. Therefore, the evaluation index system of local government performance included public service information construction, as the actual effect measure of performance evaluate the public service.

2) Strengthen the rational knowledge of information construction.

At present, some grassroots public services electronically are very macro program, but the actual effect is not satisfactory, often a huge investment of resources and with no match. It needs to select a tangible effect of public services, so deep, so thoroughly and do every aspect related to convene an expert group and sum up, improve, improve. Then according to the steps in the construction process and experience. Select the next service project, continue to advance, which is can be avoid certain risks.

B. Enhance service Website and Integration of resources

Local government information resources and services portal content development is a priority of local e-government construction, but also an important way to promote local governance system and governance capacity modernization. New media age, the development of local government public services should follow the laws of the grass-roots e-government construction, integration of resources, unified planning, improve the public service system and enhance the vitality of the public service.

1) Integrate government information resources.

Strengthen information resource portal website construction and public service activities in the past, the new media era formed. Through the development of information resources, Government use and sharing of information resources including both internal and external information resources to achieve the organic integration with the public service resources. Among them, the government portal has become the online government information and services the main channel from the experience of countries, the government portal website construction must be demand-driven basis. Grasp interactive features, optimize website design, to achieve their true online services.

2) Strengthen government services portal website construction.

Local government services portal construction must: (1) demand-oriented is the foundation. orienting demand of citizens and businesses, which is the principle of new media era government must be adhered to the public from the need to integrate all regions and sectors of information resources and services, as much as possible the needs of citizens and businesses are at the grassroots level government service web presence and can get the service information resources for all government departments and agencies through a site. [3] (2) Interactivity is the key. The biggest feature of the new media is interactive, not only among government departments, agencies, but also in between the local government and citizens, businesses. Therefore, the scientific website design services, website optimization is an important part can't be ignored.

C. To achieve collaborative service sector and Reengineering processes Information Technology information

The construction of government technology gradually from a single government department to focus expanded. There is no unified planning and standards, but only the realization of electronic and information technology in the traditional public service both processes. Therefore, the government is likely to cause a business process system based on the idea, continue to promote the government process reengineering, try to break the barriers between departments, make up the loopholes of service departments to achieve seamless collaboration service.

1) Basic connotation of the Government.

Government Process Reengineering (GPR) refers, in certain political environment, government processes for review and rethink. By the original process to clean up, simplify and integrate government processes in order to achieve scientific and efficient, that is by design optimization process, enabling the government to better provide customers with convenient, integration of public services. [4] Its main contents are: the public service as the core. A "one-stop" public government as the goal, "service chain" as a link to establish a service-oriented government. [5]

2) The basic idea of the government process reengineering.

In the traditional administrative system, local government departments there is a strict relationship between different levels of membership on. Departments formed only "responsible for the" administration concept. Interactivity of New media. Therefore, we must break the traditional administrative system under the department on the lower level between affiliation, into a relationship of mutual cooperation between departments, between the various positions on the center in order to link up with each other, to achieve seamless collaboration services, to form a complete "service chain", and ultimately effective grassroots public services to meet the overall growth of the grass-roots demand for public services, upgrades and increasingly diverse needs.

D. The implementation of modern human resources strategy and established CIO system

Implementation of information technology personnel training strategy. New media applications, in essence, is the message of the traditional process of public service work, for which the requirements of grass-roots government executives must master certain basic knowledge and application of information technology. Grassroots government should be based on requirements of the new media era, targeted to the grassroots civil servants message basics education and training, the popularity of computer and network knowledge to improve the operational capacity of grass-roots government civil servants. First, the government should attach great importance to the grassroots knowledge training administrative staff, knowledge and some of the old content to be updated. Government officials at the grassroots level have a sense of innovation and ideas; secondly. Computerized training of administrative staff to strengthen the grass-roots level, and the theoretical knowledge into practice to improve its information technology capabilities to enable it to achieve paperless office and online interactive operation in the daily work of government. [6]

E. Narrowing the "digital divide" and expanding the service

Local governments In order to achieve public service functions in the true sense, just only a way to expand the variety of services. Simultaneously. The "digital divide" ubiquitous and increasingly prominent, local governments must strengthen the construction of infrastructure, the implementation of information technology education, optimizing information systems. The maximum extent possible to narrow the "digital divide" to achieve equalization of public services. Therefore, only way to expand the variety of basic services, grass-roots government's public service functions in order to achieve a real sense, the construction people are satisfied with the service-oriented government. [7] In fact, in addition to basic government services website, as well as digital TV, mobile phones, kiosks, call centers and any other information exchange tools and means having a receiving and delivery functions can be used as a digital terminal becomes a grassroots public service supply route.

F. Strengthen supervisor and improve the quality of public services

In order to ensure the smooth progress of the new media era grass-roots government's public service building them before, during, and afterwards a full range of oversight is particularly important.

1) Internal oversight.

Internal local government departments have the appropriate quantitative management mechanisms and tools, such as regular assessment and incentive mechanism, promotion and dismissal mechanisms, and so on. (1) Establish a preventive monitoring mechanism. Preventive monitoring mechanisms, investigation into the post beforehand prevention, curbing abuses from the source. (2) The establishment of performance evaluation mechanism. Establish a public service-oriented grassroots Performance Evaluation System. Therefore, the establishment of scientific performance evaluation mechanism will be incorporated into the construction of grass-roots public service performance appraisal of the scope of party and government organs, assessment of scientific, standardized, full use of resources is an important means to effectively improve the quality of public services.

2) External oversight.

The so-called external oversight, supervision and management of other powers mainly as an administrative system outside the system, including the organs of state power supervision, judicial supervision, supervision of political parties, social supervision. (1) Strengthen the administrative supervision and restraint mechanisms. Including: strengthening the supervisory role of the grass-roots organs of state power, improve discipline inspection and supervision organs of public service building in the region and its ability to lower levels of oversight. (2)To establish a broad, flexible social oversight mechanisms. Due to the involvement of new media, the scale and frequency of grass-roots citizen participation in public services are much higher than in the past, the need to establish a broad, flexible social oversight mechanisms., includingthe need to strengthen public supervision. In particular, strengthen supervision and awareness of citizens. At the same time, public opinion can be established by evaluation mechanisms.

V. Conclusion

New media between the government and the public has set up a smooth, convenient and efficient service bridge for local governments continued innovation in public services and governance to achieve modernization to provide a broad space. Therefore, the new media is an understanding of the social aspirations of citizens, public communication, convey important information channels. Both among policy makers and the public, or between the public and the public, with the advent of the new media age, there are more interactive and equality, so closer to the public and grass-roots government to a certain extent the new media distance.

References

[1] (US) ES • Savas: "Privatization and public-private sector partnership," Chinese People's University Press .2002

[2] Lu Tao of Government Public Service Innovation Study. [J]. Ezhou University .2014 .10

[3] Lou Cequn, Liu Guangrong overseas experience of e-government development and enlightenment c.

[4] Linden R M. seamless government: the public sector recycling guide [M] Wang Dahai Beijing: China Renmin University Press, 2002.

[5] Wang Shuwen,Li Qing Government Reform and Governmentprocess reengineering THEORY, 2004, (12).

[6] Fan Ling. Our e-government personnel education and training of institutionalization of Daily .2007-08-20 sun and the moon light.

[7] Lee was flat. Deletion and redress the Government Public Service Function [J]. Jiangxi Administration School of Technology, 2005 (3): 6.

The Management of Foreigners in the China-Myanmar Border Region

Gu He[1] *

School of Public Administration
Yunnan University of Finance and Economics
Yunnan , P. R. China, 650221
ghguhe@163.com

Yuan Fang[2]

School of Public Administration
Yunnan University of Finance and Economics
Yunnan , P. R. China, 650221
YF3551@126.com

Abstract⸺**There are several key problems for the management of foreigners in the China Myanmar border area: the dilemmas between border daily life and national regulations, local regulations and national system, lack of multilevel governance mechanism, and so on. It should focus on the characteristics of the border areas, those measures should be done, such as effective management system, and management responsibilities, innovative local governance.**

Keywords⸺ *China-Myanmar border area; The management of foreigners*

With globalization, international migration has been increasing. With the development of economy and society, the number of foreigners is increasing in China. It has become one of the foreigners gathered distribution area for China-Myanmar border area. There is 2185 km for the China-Myanmar border, and it mainly locates in Yunnan Province. Due to the special geographical and social environment, with the rapid development of border trade and tourism, it gathered a large number of foreigners in this area. For example, there are about 50,000 foreigners in a border city, Ruili, and it almost equal the 1/4 of population in this city. In addition, there are from 10,000 to 100,000 illegal immigrants in China Myanmar border, and an unknown number of foreign refugees. Foreigner management has been the most prominent social management problem in this area. Under the special situation of the China-Myanmar border, there are some problems about various policies and regulations, management mechanism and so on.

I. THE PROBLEM OF FOREIGNERS MANAGEMENT IN CHINA MYANMAR BORDER AREA

A.The dilemma of the daily life in the border and the national laws

From the perspective of the state, the management of foreigners is involved in the public policies, and it is related with national laws and regulations. On the other hand, the issue about the management of foreigners also relates with the daily life of residents in the border area, especially cross-border activities and interactions, which also belong to the individual domain. The interweaving of public policies and private lives causes a series of problems.

For a long time, there is a large number of cross-border ethnic groups in the China Myanmar border area, and they have the same or similar culture, close kinship. They has long history for intermarriage, just because of China Myanmar border division makes these groups locate in different countries. There are certain national boundaries for the modern state. The national administrate is restricted by the national boundaries, and the people have their own national identity in the specific national boundaries. Citizens have the rights and obligations under the law of the country. For most of ethnic groups have no definite   nationality and law consciousness in the China Myanmar border area for long

time, even in a period after the conformation of the China-Myanmar border. With the development of state management mechanism, there cross - border activities have been included in the state affairs. Most of the foreigners belongs to the cross-border ethnic groups in the China Myanmar border areas. So there will be such special difficulties for the management of foreigners. Due to the convenience of life and the traditional experience, residents show ignore or disregard the national regulations and policies. The typical example is the cross-border marriage. Over the years, the spouse from international marriage seldom go to government office for registration. Based on public management, it led to a large number of illegal marriage and illegal aliens, also led to problems about the identification of children, education and social security and so on. From the private view, their choices were based on the traditional and daily experiences, which caused the conflicting between their behaviors and national rules.

B.The differing between local policies and national system

At present, the management of foreigner is mainly based on China immigration control law published on July 1, 2013 ,and The Regulations of immigration control published on September 1, 2013.There are also other relevant laws and regulations involved in the management of foreigners in the China-Myanmar border area, such as China Nationality Law, and Regulations for the cross border marriage , and so on.

To the foreigners entering and living in China, according to Article 15, China immigration control law, foreigners shall apply the visa before they enter China. However, in strict accordance with the law, the most of foreigners is illegal in the China-Myanmar border area now. Considering the special status in this area, one policy was published in 1990, Management regulations for migrants and immigrants of Yunnan-Myanmar border areas. Which distinguished from the applicable China immigration control law.

To the employment of foreigners, ,according to Article 41, China immigration control law, foreigners working in China should obtain work permits and work type residence certificates. No unit or individual may employ a foreigner who has not obtained these documents. However, most of

residents in the China-Myanmar border area holds the "Yunnan border area entry and exit permit", when they entry into China, then handle the relevant formalities according to local employment requirements. In recent years, due to the rapid development of the China-Myanmar border trade, some measures are implemented in the border cities, such as Dehong in 2014, and   Baoshan   in 2015.

They facilitated the entry of foreign expatriate residence and employment, but also facilitate the residence and employment of foreign personnel into the management of local governments for these local policies. However, these regulations also caused some problems. In recent years,there are some foreigners who enter into or stay in China illegally or work in China without work permission in the China Myanmar border area ，   to some extent which shows the conflicts of the local regulations and national policies. Since it is difficult to implement the state regulations in the China-Myanmar border area, local policies are taking approaches. Due to the development of social economy and traffic, it is very easy to migrate from the border areas to the other now. So how to coordinate local regulations and national regulations, which has become a major problem for the department of management of foreigners in the China-Myanmar border area.

C. Deficiency of multilevel governance mechanisms

The governance of foreigners' shows multilevel natures. First, the problem of foreigners has dual characteristics: the domestic and international characteristics. The domestic characteristic refers to the influence of the foreigner on the political, economic, cultural and others of the host country, which makes it become the domestic problem of the country. The later refers to the alien issues related to the country of origin, transit and destination country. It is an international problem that crosses national boundaries. As a result, firstly, the governance of foreigners shows the domestic governance of the host country, at the same time, it also involves the international cooperation with original countries and other. Secondly, in the process of domestic governance of foreign, there is a division of responsibilities between the central and local governments: the central government is mainly

responsible for legislation and law enforcement. The local government can formulate local policies and regulations cooperate with relevant law enforcement work. It is necessary to establish an effective multilevel governance mechanism. That is the multilevel requirements of the governance of the foreign issues.

In domestic governance level, at present, the department of public security is mainly responsible for management of foreigners in China. Public security organs imply the approach-"two institutions, three levels management"-to management of foreigners, extension of the development community to incorporate the range of duties of the police station. However, affairs of foreigner management also belongs to the powers of the central government, especially, foreigners in the China Myanmar border areas also involves complex and sensitive anti-terrorism combat, national security and other issues. Therefore, there territorial administrative way of foreigners also faces a variety of challenges in China Myanmar border region.

In international governance level, the problem of the management of foreigners involves two countries and even multilateral countries or regions, so it is impossible to achieve effective governance if it only relies on one country. At present, it is still complex for Myanmar political situation. For the regions bordering with Yunnan, Kachin State is a autonomy region as the Kachin, Shan State is a state with the largest areas and most populous in Myanmar. There are all kinds ethnic armed forces organization in these two states, although the central government of Myanmar strengthen to clear the armed ethnic forces in recent year, but most of the region is still under the control of the armed ethnic forces. Which leads to unclear citizen identity, the disorder management of the border, also causes refugee immigration and other problems. At present, the international level of the management of foreigners depends on the cooperation of all countries or regions, through the signing of agreements, plans, etc., and take cooperative management. However, to the China Myanmar border area, national control is still weak due to the coexistence of various political forces, so the national cooperation shows the greater limitations and difficulties. In addition, there is also a lack of both sides involved in the

China-Myanmar bilateral agreements related to management of foreigners, which also increases the difficulty of managing foreigners in border areas.

D.The conflict of the management of foreigners and local development

With the opening and development of China and the developing of China - ASEAN Free Trade Area, it is advantageous to both countries and regions for the cross border migration, especially for the economic and trade development in the China- Myanmar border area. Foreign businessmen are engaged in jewelry jade, cosmetics, clothing, tourism and other work to promote the development of regional trade and services. Some of them understand the two countries' culture and they played an important role in communication between China and neighboring countries and regions. Foreign workers engaged in the construction, catering industry, health massage, transportation and so on, which complements the shortage of local labor, and it benefits the local infrastructure construction and economic development. In addition, the intermarriages between foreigners and domestic residents are beneficial to solve the marriage needs for youths in the border areas. Which also can promote the friendly relations among nations and regions. In other areas of culture and education, foreigners also play a positive role. Currently, foreigners have been widely involved in all aspects of the China-Myanmar border area.

On the other hand, the entry of a large number of foreigners also brought a series of problems, especially for illegal foreigner problems, which linked with the particular geographical environment of the China-Myanmar border region. The Golden Triangle --the one of world drug cultivation and trade main distribution center-- adjacent to Myanmar border area. It has long been plagued by drug abuse problem. At the same time, there are various kinds of transnational crimes and population health problems in the region. In the aspect of social security, foreigners who enter into or stay in China illegally or work in China without work permission are becoming one major factor affecting social security in the China-Myanmar border areas. According to statistics, there are more than 6000 criminal cases in Dehong

since 2011, arrested more than 4,000 criminals, and foreigners criminals accounted for the 13% of total number, which is far more than the percentage of the population. For the health of the population, it was found that the Myanmar people account for 24.2% of more than 20000 cases of AIDS in 1989-2013 years in Dehong. To the cross-border marriage, most of them was not legally registered. Without residence in the territory and identity documents, many spouses have no many rights, such as health, education, social security and so on. And many of these child also have no citizenship.

Foreigners play a positive and constructive role of trade and economic, social, cultural and other in the China-Myanmar border, and social issues associated with foreigners also have an important impact on the social security, population health and other. It has become the important issues to play the role of foreigners in the border areas in economic and social development and deal with foreign-related social issues with foreigners .

II. SUGGESTIONS OF FOREIGNER MANAGEMENT IN THE CHINA-MYANMAR BORDER AREA

A. Focus on the characteristics of the border areas

The situation of foreigners in China and Myanmar border areas is different with other areas such as the eastern coastal city, also different with immigration problems in some developed countries. Due to the special geographical environment, social history and culture factor, which cause the particularity of problem of foreigners in the China-Myanmar border region. Such as stateless persons, cross-border marriages, refugee and so on are closely related to the historical changes in the border areas, cross-border ethnic and political situation in northern Myanmar and so on. From the point of view of national level, it needs to focus on the differences of the environment, especially for the particularity of the China-Myanmar border area, and it should introduce corresponding policy support, and give more space to develop local policy. From the local perspective, local governments need to recognize the reality of the region. Foreigners have special relationship with local residents in border areas, such as border trade, cross-border marriages, house rental and so on. So it is impossible to implement the

policy if there is no support and understanding of the local residents in border areas. When local authorities implement policy of foreigner management and services, they also need to focus on characteristics of the foreigners in border.

B. Building an effective management system

The problem of foreigners is related to the management of multiple levels, including transnational governance, national governance and local governance and other. There are many obstacles and difficulties to develop transnational management in the China-Myanmar border area. In order to deal with the problem of foreigners, it should carry out the relevant international cooperation. At present, while promoting economic and trade cooperation with border countries and regions, it also need to promote cooperation in other areas, such as fighting against human trafficking, drug trafficking, disease prevention and control. Also it still need cooperation for international judicial border management, migration control. At the level of national governance, there are formulated policies and regulations related to the management of foreigners in China. Considering of special situation of border areas, under the basis of national regulations and policies, it needs to introduce the opinions of the relevant way to solve the long-standing border region foreigners legacy, such as stateless returned overseas Chinese and their relatives, cross-border marriages spouses and so on; At the level of local governance, it needs to further adapt to the management policy and the reality in the border areas, and the relevant state policies and regulations shape matching, enhance the effectiveness of the relevant policies and measures. The final formation of multilayer system related to the management of foreigners in the China-Myanmar border area, the layers of management system of cooperation, complement each other.

C. Allocating the responsibilities of management

The foreigner management belongs to the central powers. " The foreigner management embodies the country's jurisdiction, and plays a very important role in promoting national political, economic and cultural exchanges, and safeguard the sovereignty, security and interests of the state, fights against terrorism and violence, and ensure Chinese and

foreign citizens rights and interests and so on." (Wang Xuelei,2009) At present, China central government authorized public security department at various levels to manage foreigners. On the one hand, although there is no change in the nature of a centrally managed, "but in the objective existence, there are many problems, such as separation of governance and right of management, separation of governance and personal rights, separation of governance and financial power, centralization of state power not concentrated, multi management not unified."(Weng Li, Bi Wei, 2006)

In the current situation, with the separation between foreigner management authority and administrative power, it needs that the state increase the support to the border areas, especially to the less developed areas in border, and increase manpower and material resource, and strengthen grass-roots management service ability. Meanwhile, it should coordinate and deal with the work of different areas in foreigners' management, and share information and data. In view of the future situation of the development of foreign management and services, it should try to reform the management system for foreigners, and solve the problem by the separation of powers and management power of foreigners.

D. Innovating the local governance

The foreign management involves the national laws and regulations. However, due to the great differences among the regions, for the policies of management of foreigners, it need to be based on local design. At present, there are   some new measures for the management of foreign in some of the eastern coastal provinces of China, such as Guangdong Province, the first one to develop specialized regulations for the management of foreigners. It promulgated the "Provisional Regulations on the management and services of foreign in Guangdong province" in 2011. It can be learned for

these experiences to the China-Myanmar border area. On the other hand, with the development of society and economy, the deepening of regional cooperation, it become more and more important role for the China-Myanmar cross-border areas. For example, Ruili city was named as the national open test area in June 2010. In recent years, under the support of relevant national policies, there are many innovating policies for the management and services of foreign in Ruili. At present, the further opening of the border and the active support from the state provides a broad space for the development of management services innovation in the border areas. It needs to innovate management services for foreigners working mechanism and multi-sectoral collaboration management service mechanism, and absorb social organizations, business department and community members participate in the foreigner service and innovation related information collection mechanism analysis.

ACKNOWLEDGMENT

REFERENCES

[1] The Exit and Entry Administration Law of the People's Republic of China. 2013-7-1

[2] Anthony Giddens. Nation State and Violence [M].Triple Bookstore.1998:60

[3] Chen Jimin. Research of The Illegal Immigrants Governance in the Era of Globalization [D]. Foreign Affairs College. 2011-8

[4] Wang Xuelei. Thinking of Improve Our Country's Entry and Exit Management System [J]. Law and Society, 2009(9)

[5] Weng Li, Bi Wei. Choice of China Entry-Exit Management System [J]. Journal of Zhejiang University (Humanities and Social Sciences Edition). 2006(4)

[6] Management regulations of Yunnan-Burma border areas outside people entry and exit. 1990

[7] Interim Measures for the administration of overseas immigration personnel in Ruili

Detachment

---the Fieldwork on Shuncheng Community of Hui people in Kunming City during the Process of Urbanization

Wang Donglei
Center for studies of Chinese Southwest's Borderland, Ethnic Minorities of Yunnan University; School of International languages and cultures, Yunnan University of Finance and Economics
Kunming, Yunnan Province, PRC

Yang Wancheng
Department of Physical Education, Yunnan University of Finance and Economics,
Kunming, Yunnan Province, PRC

Gao Zhiying
Center for studies of Chinese Southwest's Borderland, Ethnic Minorities of Yunnan University
Kunming, Yunnan Province, PRC

Abstract—**When the cities in China were in the process of Urbanization, the traditional living style of Hui people in cities have been changed, such as Hui people who lived in Shuncheng Street which is the center area of Kunming city. There are a lot of Hui people lived here. Because of the needs of cities development, most of them have been left their original home and moved to other parts of Kunming city. The Muslim people were accustomed to the traditional living style which was living surround the mosque. Those Muslim people who were leaving their original living place have to move to the border areas of the Kunming city and living mixed with the other Ethnic groups' people. Thus, the Muslim's religious holy space has been fragmented. Due to this trend, the traditional religious holy space and ceremonies have been changed a lot. According to the generation and gender differences, the adaptive changes happened during the process of Urbanization. The article relied on the theories and research methods of Anthropology and Religion Studies to discuss the causes, the practices and the predicaments of Hui people who wanted to stick to their religious space in such fragmented worldly living spaces of Kunming city**

Keywords—Shuncehng Street; Hui people; Urbanization; Detachment

I. INTRODUCTION OF FIELDWORK PLACES

Shuncheng Street of Kunming city has taken its original shape in Yuan Dynasty. Because of the street is next to the south wall at that time and got its name as Shuncheng Street, from then on, it has become a place for Hui people to live and run businesses here. The community for Hui people is really traditional Islamic style, which is centered by mosque and forming the living style which is surrounding the mosque. The Islam is the only belief for all the Hui people, the mosque and the daily religious life are both important in their spiritual world. Moreover, it has become a part of their daily lives and affected their daily behaviors. From the historical standpoint, the Hui people who lived in Shuncheng Street has formed the sense of self-identity for their community and their own culture. Such self-identity of Hui people who lived in Shuncheng Street has helped to keep the development and existence of the community. But in the long history of more than several hundreds of years of Shuncheng Street and due to the affections of the economy, politic and urbanization process, the religious lives and culture identity of Hui people who lived there has changed.

A. The brief introduction of Shuncheng Hui People's community in Kunming City

Shuncheng Street is located in the southwest of Kunming city, during the Yuan and Ming Dynasty, there were old post roads in the west of Shuncheng Street, went through the Wacaozhuang and direct to the Zhuantang water-land transshipment dock. It has near to the prosperous business street which is called Sanshi Street in the east. Getting through the Nantong Street and Chongren Street, you may reach Jinbi Road to the south. In the Qing Dynasty, Shuncheng Street has been called Shuncheng Pu, It has been divided into three parts: the name of east part called Dadai street, the middle part called Shuncheng Street, the west part called Shaozhu Street. Later on, during the period of Republic of China (before 1949), all three parts of Street has been called Shuncheng Street. Nowadays, Shuncheng Hui people's community is located in the center of prosperous business zone of Kunming city, the transportation here is really convenient. So, from the beginning of the Shuncheng Street has taken its shape, it was the constituent part of the most prosperous zone of Kunming city. In the scanning of many distributions of Hui people's enclaves of Yunnan Province, we may find that the Hui people's distributions tended to locate on the vital traffic lines and market towns. They always run in the family from one generation to the other generation by fur trade, to be the butchers of cattle and sheep or doing the business as the Muslim catering services. Shuncheng Strret is now in the Wuhua Distict of Kunming city, it has been administered by Shuncheng Street community residents committee. According to the statistics in 2014, the number of the whole community's families is 2142, the number of the community' s population is 10597，there are 15 nationalities lived here, such as Han, Hui, Bai, Yi, Zhuang etc. The percentage of Hui people's population is about the 40%.

Mosque is the most significant architecture and landmark of the Islam world. It is the center place for Muslims to worship, to accomplish religious assignments, to accept the religious education, to attend the missionary activities and to celebrate the major holidays and ceremonies of Muslims. In the Hui people's community, the mosque is the true center and the spiritual home for Muslims. In the long run, Shuncheng Mosque is always the very important place for holding the Islam religious activities for the native Muslim inhabitants and exotic Muslims. It is the place for edifying oneself in Islam world. It is also the place for Muslims to study their religious knowledge and inherit the traditional Hui's Islam culture. It is the place for Muslims to celebrate the major Islam holidays and ceremonies and personal social communications. Shunchneng Mosque is located in the west part of Shuncheng Street in Kunming city. It is the biggest ancient mosque in Kunming. It was said that Shuncheng Mosque was built in Ming Dynasty (in 1425). In the early Daoguang Emperor's reign period of Qing Dynasty, the local Hui people donate the money for expanding the mosque. Shuncheng Mosque covered the area of 10000 square meters. The main body of the mosque is the worshipping hall, the architectural style of the worshipping hall is the transversal gable and rip roof one which is surrounded by the cloistered walks. There are imam's office, classrooms, the bathrooms for male and female Muslims, the wudu (washing for prayer) rooms and the mortuary room. According to the epigraphy of rebuilding the Shuncheng Mosque, after the rebuilding, there were holy books hall, imam room and a pavilion in the mosque's yard. There was a grand stone tablet standing in the pavilion. During the years of Hui people's Anti-Qing uprising of Yunnan, Shuncheng Mosque has became the stronghold of Hui's uprising leader Ma Linghan. After the failure of Anti-Qing uprising, the houses and the mosque have been fired by the Qing military troops. In 1880(the 6th year of Guangxu Emperor's reign of Qing Dynasty), Shuncheng Mosque was rebuilt for the third time because of the local Hui people's donation. The mosque has been expanded again in 1927. In the 1980's, the mosque has been financed to renovate by Yunnan government and formed the present scale. The worshipping hall of Shuncheng Mosque covers the area of more than 400 square meters. There are cabinets attached to the side wall can hold the holy books, the cloistered walks surrounded the worshipping hall, the width of the cloistered walks is about 4 meters. In front of the worshipping hall, there is a two-story building on the right which is used for classroom building. The office building is on the left. the east yard next to the right wing rooms used for the bathrooms and the mortuary room. Shuncheng Mosque has been appraised as the important protection unit of culture relic of the Wuhua District in Kunming city in 1983. Now, it is the place for the Islamic Association of Yunnan Province, which has been moved to the Dianchi Road later. There are nearly 1000 Muslims in Shuncheng Islamic Community, they all believed in Qadim denomination of Islam. There is a Islamic school in the Shuncheng Mosque to train the professional Islamic personnel. The Mosque also have opened the different amateur Islamic classes to meet the different demands of the Hui people of their different genders, ages and educational level, in order to teach and propagate the Islamic dogmas, rules and various legal and documents of the government.

Shuncheng Mosque is the one of the biggest Mosques in Kunming area, besides of the local Muslims attended the religious activities, those Muslims who came from both inside and outside the regions of Yunnan province, even though the foreign countries to attend the activities held in Shuncheng Mosque. There are 100 to 200 Muslims attended the daily 5 worships in mosque, on the Jumah Day, nearly 900 Muslims would attend the worship for each Friday. At the date of Eid-al-Fitr and Eid-al-Adha, there are more than 2500 Muslims celebrating the holidays there. The administrative committee of Shuncheng Mosque abides by the Koran, admonitions from the man of Allah, Islamic regulations and rules to organize the healthy and orderly religious activities. For example, the Imam would hold the Khutba sermons on each Jjumah Day of the year, the main content of the Khutba sermon is to persuade Muslims to conduct the Islamic behavior regulations and rules, take the social responsibilities as a Muslim, take good care of their parents and so on. The administrative committee of Shuncheng Mosque also provided the accommodations for those Muslims who wanted to have a trip to Mecca to accomplish their hajjes from all of the Yunnan Province for each year. And additionally, Shuncheng Mosque is undertaking the 90% funeral service of Muslims of Kunming area. They provided more than 200 Muslim's funeral services for each year. From the investigation of Professor Ma Shourong, we knew that among those old Muslims whose age is over 60's, most of them have accepted the Islam education in Mosque when they were kids. They went to the mosque every evening, the teacher taught them the meanings of the holy books, such as Koran, Arabic and traditional Islamic cultural knowledge [1].

In a conclusion, Shuncheng Mosque is a very important place for Muslims to socialize themselves. The young kids were educated by religious teachers with Islamic enlightened education and deepened their understandings about the Islam gradually by attending the religious practices in order to strengthen their Muslims' self-identity. According to author's records of interview of the director of the administrative committee Ma Nengrong, he was the former principal of Mingde Middle school, we know that Shuncheng Mosque recovered the religious classes for the old and the young, the scale of the Koran classes expanded from 1 class to 8 classes, the number of Muslims who studying there from several dozens to hundreds of them since the Mosque was permitted to open again to the public in 1980. Shuncheng Mosque is a place for holding the religious activities and inheriting the traditional Muslims' culture in the Shuncheng Community, the original function of Islamic Mosque did not changed. Shuncheng Street is a native community for the Muslims in the centered area of Kunming city, specialized with the strong Islamic atmosphere, appealing more and more Muslims from home and abroad to settle down here, it has became the model window to show the Muslims' culture.

II. Detachment

A. The fragmented Islamic religious space which is under the process of the urbanization.

Since the 1990's, Chinese Urbanization has marched into a stable rising period. A lot of traditional Hui people's communities have to face the changes which happened during the Urbanization process. The old communities needed to pull down, expand, rebuild or remove. For example, Niujie Street Hui people's community in Beijing, Qijiawan Hui people's community in Nanjing and Shuncheng Community of Hui people in Kunming. According to the author's investigations about these three communities, we found some similarities and differences about these three communities due to the each governmental planner's different reconstruction plans and specific conditions of these three communities. The most significant change is the original living style of Hui people. They like to live surrounding the mosque, this living style is convenient for Muslims to go to the mosque to participate the religious activities easily. With the development of Urbanization, we need to extend the city scale to meet the demands of it. In such background, Shuncheng Community has the same fate with the other communities in Kunming city, they all have to reconstruct in to the new community. But Muslims' daily life can not be separated form the mosque, they went to the mosque to do their worships daily, in order to accomplish their assignments which are assigned by Allah. Staying far away from the mosque is really inconvenient for the Muslims. The traditional living style of Hui people which is surrounding the mosque is provided a public place for them to hold the religious ceremonies and communicate with each other.

Islam is a religion, a culture, a living style and a social system [2]. We all know that the whole life of a Muslim is related to the mosque tightly. Mosque is the public place for Muslims to celebrate the Islamic traditional holidays. The local inhabitants Urbanized emigrating leads to new changes of Hui people there. The old houses in Shuncheng community have been pulled down and reconstruct, the local people have to move the other places to wait the reconstruction of the Shuncheng Community or to find a new house for themselves. They all stay away from the mosque. It is really inconvenient for them to do their daily worships in the mosque as usual. The Urbanized construction has changed Shuncheng Community geographically; the original religious space for the Muslims has been changed.

Sailun Real Estate Company had bided for the expansion and reconstruction of Shuncheng Community. The reconstruction and expansion of old Shuncheng Street area has begun. This makes the area of Shuncheng Street narrow down to the 1/4 of its original one. The former Shuncheng Street is 1km from Sanshijie in the east to Guofang Road in the west, the former old and shabby houses have been pulled down and two new tower buildings which are called Xinyue tower buildings have been built. New Shuncheng Community is centered by the Shunchneg Mosque; two new tower buildings are new settlement for the native Hui people. According to the author's investigation of the fieldwork, the number of moving out families was much more than moving back families. The main cause of moving out of the community was the housing property right belongs. They can be classified into 3 categories:

A. Because of the historical factor. After the liberation of China in 1949, there were hundreds of citizens have got the real estate in Shuncheng Street in the name of their working organizations or units, but they did not own the property right of the houses, they just owned the right to live there. If they wanted to move back to the original community, they have to pay a large sum of money to buy the new apartments there. So, most of them chose to move out to the other places to settle down.

B. Because some of the housing property rights belonged to the government or other public institutions, we call such houses as the Public Rental Housing. Therefore, in consideration of this situation, government provide several new residential quarters to them to settle down. Such as Zhenghe Residential quarter and Jinshunyuan Residential quarter.

C. Because of private housing property right factor. Those who have their own housing property rights, they really wanted to moving back to the original community, most of them chose to move back to Shunchneg Community after it reconstructed. But there was a big question that they have to face. The areas of those old and shabby houses on Shuncheng Street were really small, but the area of new apartments in the Xinyue tower buildings were bigger than the old ones, that is to say, if they wanted to move back to Shuncheng Community, they have to pay the money for the additional area of new apartments which compared with their old and small houses. Some of the original inhabitants could not afford to make up the money to the new departments in Xinyue tower buildings, so they chose the other residential quarters which were far away from Shuncheng Street because of cheaper housing price. At last, they also chose to move out of Shuncheng community.

Thus, many of native inhabitants moved out of Shuncheng Community after the reconstruction, the number of Hui people's families were reducing a little bit. From this point of view, we can see that the original Islamic religious space has been fragmented companying with the changes of the original living places geographically. Due to the fragmented religious space, the traditional functions of mosque were weakening a little bit. There were other nationalities living in Shunchneg Community besides Hui people, such as Han, Bai, Yi and etc. They were all lived mixing together, but for Hui people, they preferred to live together because of their similar living habits and eating taboos. The number of moving back original Hui families is fewer than moving out families. Most moving out Hui families moved to other residential quarters in suburban areas of Kunming city, such as Zhenghe Residential Quarter and Jinshunyuan Residential Quarter. Those moving out Hui people could not participate the religious activities as usual before easily, their original religious space has been fragmented. According to author's records of interview, Jinshunyuan Residential quarter was built for Hui people to settle themselves down by government, most of the moving out Hui families chose to move there, but some of the moving out Hui families moved to other residential quarters, such as

Zhenghe Residential Quarter and lived mixing with other nationalities. Those moving out Hui families were moving far away from the mosque, thus they could not attend the religious activities easily as usual. It was inconvenient for them. The detachment of religious space leads to a new style of religious lives. They had to adjust themselves to such new changes. To those moving out Hui people, especially for the old people, it was really inconvenient for them to attend the religious activities in mosque because of distances. They used to doing their daily 5 worships to Allah in the mosque, but nowadays, few of them could go to mosque everyday. The commuting journey for them from home to mosque could cost a lot of time and would raise risks of the traffic accidents for them. Such difficulties were really a big burden for them and they can do nothing with it.

B. Maintaining the Integrity of the Specifications

The template is used to format your paper and style the text. All margins, column widths, line spaces, and text fonts are prescribed; please do not alter them. You may note peculiarities. For example, the head margin in this template measures proportionately more than is customary. This measurement and others are deliberate, using specifications that anticipate your paper as one part of the entire proceedings, and not as an independent document. Please do not revise any of the current designations.

III. CONCLUSION

Even though the commuting journey is far for them and do not in good healthy conditions, you can see most of them in Shuncheng Mosque everyday. With the development of Urbanization, the old and shabby areas of the city would be reconstructed. It is really important to keep on the traditional Muslims' culture in such Hui community. The mosque is the spiritual home of Muslims; it can integrate the culture of the whole community. Muslims have the strong religious sense of belonging and cultural self-identity. The main barrier is the change of their original religious space. The most important question for those moving out Hui people is how to keep on their traditional religious self-identity and cultural self-identity continually and successively in the present condition of Urbanization.

REFERENCES

[1] Quoted from the internal text information of Shuncheng Mosque, 2015.

[2] Yang Huaizhong, Yu Zhengui, The Inscription of Islam and Chinese Culture, Journal of Hui Muslim Minority Study, 1994(04).

Study on the Development of Urban Community Pension Service Human Resources of Kunming City

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

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

Abstract—**Facing the aging tendency in Kunming is more and more serious, the author pointed out the present situation of total human resources of urban community pension service is currently insufficient, the educational status quo is lower and so on, analysed the problems of existed human resources such as low professional recognition, low professional level etc., and then put forward the human resources development mechanism of attracting, exploiting and retaining talents.**

Key Words—Urban Community; Pension Service; Human Resources

I. INTRODUCTION

According to the sixth national census released by the National Bureau of Statistics, as of November 1, 2010, the proportion of population above 60 has reached to 13.26 %. The over-60s aging population of Kunming has reached to 763,500, accounting for 14.45% of the total population of the city's household registration. It shows that aging population presents a trend of rapid development and large scale [1].Community pension. In the face of severe pension pressure, as a kind of non institutional endowment way is one of the effective way to deal with the aging of the population, and shows strong flexibility because it can take different ways of service according to different service objects. Community pension service can provide comprehensive service and support for the elderly on the aspects of daily life care, spiritual life, health care etc.

II. URBAN COMMUNITY PENSION SERVICE HUMAN RESOURCES STATUS OF KUNMING

A. Total amount of personal and academic structure of pension service

By 2015, there were 279 communities and 1535 full-time community staff in Kunming. Among them, 1016 people are high school and technical secondary school graduates accounted for 66.4% of workforce, 440 college graduates accounted for 28.7%, bachelor degrees of 71 people accounted for 4.6%, but only four people with graduate degrees accounted for 0.3%, and the average age of them is 40.9 years old. On the basis of above data, the current Kunming city community service pension employees have following characteristics: 1.Educational level is lower. Most of these people are low-level educational persons, thus the highly educated personnel are inadequate, personnel quality is general low as well as age

structure is older[2]. 2.Serious shortage personnel. There are only 1535 community workers in 279 communities. In the face of increasing aging population of Kunming City, the supply of community pension service staff showed a insufficient trend.

B. Input formation of pension service personnel

The main sources of urban community pension service human resources of Kunming.

Implement open recruitment. Relevant government and social departments recruit qualified community pension service workers in Kunming City through the ways such as Open recruitment, democratic election and competition for posts, as well as supplement these needed human resources to community pension service staff by "street agencies hire and citizens select".

Elect from neighborhood committee members. Through the way of regular election, including direct election, Community household representatives' election and so forth, to maintain community members' mobility and vitality.

Elect from college graduates. As a new force of community pension service, college graduates is an indispensable and important human resources to community pension service industry. In recent years, colleges and universities, which as the main bases training and providing professional talents, cultivate a number of high-quality community talents for Kunming city, provide high grade human resources for urban communities.

III. PROBLEMS EXISTING IN THE COMMUNITY SERVICE FOR THE AGED

A. Low social recognition to the profession

In 2004, the National Labor and Social Security Ministry revised the "National Occupation Standard of Social Workers", in which the professional status of social workers was nailed down. Although the state has promulgated the social occupation standard, the whole country is still in the stage of popularization. Additionally, there are many other relevant reasons result in the service objects can not satisfy the effect of working. It is not easy for residents to understand community pension service workers because they don't understand the identity establishment, and responsibilities of community pension service workers specifically. Therefore, these reasons are in large part lead to community pension service workers

can not be accepted and recognized by various sections of society.

B. Low degree of specialization

Social work and management profession was listed as the university specialty setup by the National Department of Education in 1986, and in the following years it has developed rapidly. Colleges and universities in Kunming have set up the corresponding professional, and a large number of professional talents are cultivated for Kunming city every year. The curriculum of colleges value theory, but underestimate practice, which indirectly led to students' poor practical ability, a lack of relevant skills, and theoretical knowledge cannot be applied to practice, so their own service skills unable to meet community endowment service after joining the community jobs. In addition, many students do not want to engage in professional work, since they generally have the idea that engage in social grass-roots work as community pension service after graduation cannot reflect personal value. Though some of these workers chose this job at the beginning, most of them would leave every year. Due to a large number of full-time professional talents were lost, community endowment workers professional level couldn't be improved effectively and constantly. At the same time, the lack of appropriate policy support makes community pension service work unable to form its own professional talent team, and the lack of relevant professional positions seriously obstructs the development of community care services.

C. Lower overall quality and insufficient professional personnel

At present, community pension service workers in the front line are general only graduated from high school. The problem resulted from this situation is that these people lack of related professional knowledge and background such as specialized psychology, social science, community management, social work, gerontology etc. And most of these workers did not accept special training in the aspect of community pension service work, thus the professional theoretical knowledge and the actual work experience are both inadequate. At the same time, only a minority of college graduates with related majors chose to work in communities, and there are hardly professional ones. For these workers, it is difficult to develop their own professional talent team, adapt to the development of urban community endowment service industry and meet a variety of community residents demand for pension services.

D. Heavy workload and weak sense of innovation

Along with the rapid development of community construction and the change of need to contents and modes of community concept and community work in recent years, the new and higher requirements are put forward to community pension service workers. But community work is complicated and arduous, so community pension service workers struggle to cope with the daily work that slow to update knowledge, undervalue innovation consciousness and lack of dedicated spirit. Such a state is difficult to adapt to the needs of the development of community pension service industry, and is not conducive to the healthy development of community pension service workers.

E. The lower-paid

In recent years, Kunming City has adjusted the workers income for whole urban communities, such as to give some subsidies on the basis of the original, obtain 1000 - 1800 Yuan subsidy income according to the different jobs every month, and be able to apply for old-age, unemployment, medical insurance. But compared with the overall income level of Kunming City, community pension service workers' income is still lower.

F. Unreasonable personnel structure and insufficient reserve personnel

In Kunming, pension service personnel constitute is single and there is a fault presents in community pension service personnel because related professional graduates are not willing to work in the community. Finally, the further improvement of community service work for the elderly is prevented.

IV. STRATEGIES TO DEAL WITH SUPPLY OF COMMUNITY PENSION SERVICE HUMAN RESOURCES

Community service human resource for the elderly is one of the most important and resources to develop the community care services industry. The development of community pension service human resource aims to provide high-quality human resources for the development of Kunming urban community endowment service industry, and one of the premises of the development of human resources is to have a sufficient quantity and quality human resources.

A. "Abstract talents" mechanism to the workers

1) Improve the professional level and attract talents

The professional development way of community pension service workers needs the government to establish and perfect the vocational qualification system and related laws and regulations of community pension service workers, and use the legal authority promote career development process of community endowment service workers[3].To attract community talents to participate in community endowment service works and promote the development of community pension service worker team by increasing the welfare, improving the living conditions of community pension service workers, and enhancing the attraction and social identity of community endowment service work.

2) Broaden the channels for introduction of talent, optimize the team structure

Government needs to improve community management system, introduces and trains professional personnel of community-based care service talents and provides more employment opportunities for them to promote the development of community pension service industry. To optimize knowledge structure and personnel structure of community care service workers by gradually innovating

community talent introduction system, break the household registration and geographical restrictions of candidates and relax eligibility conditions to encourage the people with high level education, high work ability, and love community work, have innovative spirit as well as have rich experiences talents to participate in community pension service work. As a result, the Knowledge structure and personnel structure of community pension service work are optimized.

B. Perfect " talent exploitation" mechanism of professional community endowment service worker

1) Reinforce specialization construction

We need to provide an effective training to the existing community care service workers on relevant knowledge and skills by following ways: The first way is to take professional training in colleges and universities that have community-based profession in Kunming. The second is the government provides training fund and communities themselves make their own arrangements to organize specialized training, and they can use alternate method of training considering the special nature of the work. Experts hired by the work of community-based care services to the community for teaching, the use of regular and irregular combination of lectures, to explain the relevant theory and practical skills.

2) Great efforts to train high-quality professional talent

To promote sustained and effective development of community-based care services in Kunming through strengthening the cultivation of high-level personnel, selecting a number of powerful colleges and universities in Kunming and positively piloting the social work of doctors and masters. Furthermore, since the academic education in this way a long period of education, educational content system, students can learn deep expertise, but lack of practice, but also it is a lot of community-based care services through job training will combine theory with practice .

3) Improve community care service human resources development system

Government should develop guidance for community care service workers human resource development planning, train community care workers of professional services market, provide financial support for the establishment of community care service system of human resources development projects, improve community care service workers employment system, guide the community to establish job performance evaluation system, regulate training work of community care service workers.

4) Establish a sound management system

We need to develop a comprehensive job performance evaluation management system to regulate tracking, guidance, monitoring and evaluation of job performance community care service workers. The second is to develop a reasonable assessment and incentive management system. Only the pay and performance of community care service workers linked to the greatest degree stimulate community care service workers initiative.

C. Strengthen community care service personnel, "leaving talent" mechanism

Community care service development of human resources is not only to enhance the professional skills and service levels of community care service workers, and the more important thing is to retain talents, avoid brain drain can take the following measures:

- Reasonable job pay. Kunming city government should introduce appropriate community care service workers wage jobs guidance on job professional job evaluations, setting up the wage scale, and in reference to the status quo wages in other sectors of the premise, and ultimately establish a competitive wage jobs[4].

- Strengthen the protection mechanism. The establishment of a number of protection mechanisms, the corresponding disbursement of funds to support it, to remove the worries of community care service workers.

- Fair mechanisms for promotion. The establishment of a fair, reasonable and clear promotion mechanisms and corresponding standards for community-based care services for their staff to have a clear career plan, can see the future career prospects, so that it can continue to engage in the peace of mind of community care services.

In the community care services, pension services Human resource development is the key to the development of community-based care services. Community care service is mainly aimed at the elderly and diverse community, rich and useful variety of care services in order to achieve the objective of maximizing the interests of the elderly. However, the current in the primary care services in the community, still faces many problems, such as administrative management, service is not in place, lack of talent, waste of resources, services, technology and other issues behind, to a reasonable and effective solution to these problems, we need to give full play to the community the power of. Therefore, strengthening urban community care service human resources development is an important part of the current development of community care service industry.

REFERENCE

[1] Wang Ning. An analysis on the trend of population aging and the construction of the service system for the aged in Kunming [J]. new western, 2010, (06), 11.

[2] Chen Tao, Xiao Yun. Barriers and Countermeasures of service personnel training for private pension institutions [J]. research on social security, 2013 (03):54.

[3] Yu Tao. Investigation and Countermeasures on the present situation of the aged service personnel -- Taking Zibo city as an example [J]. social science aspect, 2011 (O6):94 – 95.

[4] Chen Zhuoyi, Chen Weiran. Status quo and Countermeasures of the construction of nursing staff in China (J). Changsha District Vocational Technical College School of science, 2009 (4):724.

[5] Van der Klaauw,W,Wolpin K.Social security and the retirement and savings behavior of low-income households [J],Journal of Econometrics.2008,(145).

[6] Diamond,P,Orszag,P.Saving social security[J],Journal of Economic perspectives.2005,(19).

[7] Gustman,A,Steinmeier T.The social security early entitlement age in a structural model of retirement and wealth [J],Journal of Public Economic.2005,（59）.

Social Governance Study on Cross-border Marriages in Yunnan Border Areas:
A Case Study of Jiangcheng County

Xia Han
School of Public Administration, Yunnan University of
Finance and Economics,
Kunming, P.R. China,
(E-mail:809141349@qq.com)

Yan Xiong*
School of Public Administration, Yunnan University of
Finance and Economics,
Kunming, P.R. China,
(E-mail: yxiongemail@163.com)

Abstract—**Yunnan border areas have seen long history of cross-border marriages among its border residents and an annual growth trend of it, based on its unique geographical location and similar culture background. Brought by the situation are issues of marriage management, household register and rights and interests protection, which affect the stability of the areas. This essay takes the current cross-border marriage situation in Jiangcheng County as an entry point, analyses and explores solutions to the existing problems in cross-border marriage management through the perspective of system innovation, self-governance by village regulations and agreements and others.**

Keywords—*Yunnan cross-border residents; cross-border marriage; social governance; Jiangcheng*

I. INTRODUCTION

A. Background and Significance of the Study

In border areas, the tradition of cross-border marriage and trade lives on to today for its unique geographical, ethical and cultural environment. With the constant growth of China's economy attracting out-of-border residents, the number of cross-border marriages is rising. As borders serving as China's passage for foreign exchange and a key to territorial security and social stability, it is complicated and urgent to tackle a series of practical issues brought by cross-border marriage. Based on that, study carries practical significance on how to manage cross-border immigrants triggered by cross-border marriage and how to legalize cross-border marriage for social security in these areas.

B. Literature Review

Since 1980s, cross-border marriage has gradually become a focus of scholars from different fields, and most study on it adopts the perspective of ethnology, anthropology, law and sociology. In his Study on China-Laos Cross-border Ethnicities and Ethnic Relations, Zhou Jianxin points out, by distinguishing and comparing ethnicities in China and Laos, that cross-border marriage is mainly forged by cultural identity. Li Juan probes into cross-border marriage from a legal perspective in her Legal Thinking on China-Vietnam Cross-border Marriage. Hou Xinghua believes cross-border marriage is responsible for border stability. Long Yao says in

his study on the development of children of cross-border marriage couples that the children suffer certain degrees of national identity loss. This study is devoted to solutions on cross-border marriage from social governance angle.

II. CURRENT CROSS-BORDER MARRIAGE SITUATION

Jiangcheng County is in the south of Yunnan province, surrounded by Lixian River, Mengye River, and Manlao River, bordering Vietnam and Laos and thus nicknamed "the pivot of three countries". It is home to 125,600 people, 81.3% of which are national minorities including Hani, Yi, Dai, Yao, Lahu of 24 in total. With total land of 3,544.38 square kilometers, 99.6% of it is covered by mountains, making agriculture its primary industry.

By the end of 2014, there are 270 couples between Jiangcheng and out-of-border residents, among which marriages with Laos border residents account for 253, Vietnam for 11, and Myanmar for 6. Cross-border marriages are increasing in number annually.[1]

III. CAUSES OF CROSS-BORDER MARRIAGES

A. Geographical and Cultural Elements

Jiangcheng County is uniquely located. For 183km of its boundary lines, China-Vietnam boundary takes 67km and China-Laos boundary takes 116km. In its border areas surrounded by mountains and rivers and of long boundary lines and few natural barriers, there are many convenient humble paths together with legal exit and entry passages, resulting in easy transportation and frequent contact among border residents. Besides that, despite different nationalities, most of them come from the same ethnic group sharing similar language, culture, religion and customs. The tradition of mutual contact in trade, festivals, funerals and other events lives long. This unique geographical environment and cultural background makes cross-border marriages among border residents a common practice.

---

[1] Provided by Jiangcheng County

B. Economic Element

Driven by China's Reform and Opening up and the Project of Border Prosperity, China's border areas have enjoyed rapid economic growth with substantial improvement of people's livelihood. As data from Jiangcheng County shows, the per capita disposable income for urban residents in 2015 reached 22,428 yuan, an increase of 10%; their rural counterpart 7,864 yuan, an increase of 15%. While on the other side of its border, in countries of Vietnam and Laos, the economy is rather backward, people's livelihood is bleak, and social environment is turbulent due to incessant conflicts in places like Myanmar. The attraction of life in China to out-of-border residents prompts cross-border marriage to some extent.

C. Disproportionate Male Female Ratio

Compared with other places in China, border areas have rather slow economic growth, pushing many village women to seek job opportunities outside, where some of them then choose to stay. This causes disproportionate male female ratio, leaving males of marriage age too hard finding a spouse to turn their eyes to the other side of the border. [2]The prevalence of cross-border marriages whether bonded by love or through arrangement is thus increasing.

IV. SOCIAL PROBLEMS IN CROSS-BORDER MARRIAGES

A. Low Marriage Register Rate with Many De Facto Marriages

Data shows that by the end of 2014, only 124 out of 253 couples between Jiangcheng and Laos have registered in civil affairs department with 129 remain unregistered; none of 11 Jiangcheng-Vietnam couples and 1 out of 6 Jiangcheng-Myanmar couples have registered. The low marriage register rate is mainly due to the following reasons.

1) Excessive cross-border marriage register procedure

The cross-border marriage register procedure is complicated, time-consuming and costly due to different policies on both sides of the border. As for Jiangcheng County, except Lao border residents, Vietnam border residents are required to go through procedure in provincial register organs of their own country before register in China. Coming from families in dire need, most of these couples cannot afford certificate and transportation fees. Their illiteracy and confined life to only local villages without even going to the county makes it quite a hardship to go to provincial register organs. More than that, marriage register usually requires such material as identity certificate of original nation and exit and entry document, which those out-of-border residents are unable to provide.

2) Lack of legal consciousness on marriage register

For border residents, inadequate basic education and publicity and long residence in mountain areas reduce them to low levels of education and scanty legal knowledge, believing marriage to be living together after a wedding ceremony as local rituals go, without a must to carry marriage register. With pervasive de facto marriages, many residents are unclear of cross-border marriage register procedure limited by their education level. Besides that, almost without stepping out of their villages, these residents think it unnecessary to register their marriage.

B. Low Settlement Rate

Despite their de facto marriages, many out-of-border residents are hard to be settled in China for their lack of legal marriage register, identity, marriage certificate and birth permit, worsened by possible lack of original nationality before marriage. According to relevant stipulations of the Ministry of Public Police, Chinese nationality procedure is rather complicated and difficult for border residents because of their language, culture, financial status and legal attainment. Absent legal identity poses an obstacle to their establishment. For Chinese citizens' basic activities of accommodation, travel, employment and business cannot go without identity card, out-of-border residents after marriage can only engage in basic agricultural activities in villages, ruling out the possibility to be employed elsewhere.

C. Unprotected Social Rights and Interests

Without Chinese nationality, those out-of-border residents after marriage are unqualified to national policies of benefiting farmers, mountain land distribution, as well as new rural medical system, medical aid and basic social insurance for low income and old age. Tight financial situation and deprivation of an array of beneficial policies leave no room to improve for these families, bringing unrest to border areas to some extent.

D. Limited Settlement and Education for Children of Cross-border Marriage Families

For cross-border marriage families, they reside without marriage certificate for its illegal feature, birth medical aid and birth certificate because of their absence from formal hospitals for child delivery. For that their children are unable to be settled. When finishing nine-year compulsory education, they are forbidden in access to higher levels of education. And for lacking legal identity, they face employment issue, and are turned away from beneficial policies in land, medical care and others, which is a heavy limitation to their personal life and development.

V. SOCIAL GOVERNANCE SOLUTIONS TO CROSS-BORDER MARRIAGES AMONG BORDER RESIDENTS

A. Strengthening Legal Awareness through Publicity

Due to border residents' almost illiteracy in relevant national laws and regulations on marriage register and weak sense of national border, governments and relevant organs in border areas should promote legal publicity on some policies and regulations to make aware laws and regulations on marriage register among border residents, through accessible ways of publicity photo exhibitions, law-themed operas and

cultural performances. Such is the way for border residents to realize that only marriage registered through formal procedure is legal.

B. Giving a Full Play to Village Regulations and Agreements

While devoting to improve relevant laws and regulations, local grassroots organizations on village and town level should act as regulators and administers to standardize cross-border marriages with the participation of locals. By using abundant social resources and powers and conventional village regulations and agreements, a joint mechanism between governments and grassroots organizations is set up to aid the management of border residents of cross-border marriage and regulate the behaviors of those families.

C. Remedies to the Existing "De Facto Chinese Citizens"

For those border residents of cross-border marriage with their long residence within China and status as "de facto Chinese citizens", they can be granted legal identity with certain conditions fulfilled. For example, legal identity is granted to those who have been married into China with a spouse of Chinese nationality for entire 5 years and reside in China for over 5 consecutive years without law breaking behaviors. Governments can consider simplifying certificate procedure as a faster access to increase legal register rate based on border residents' rather low levels of education level and their difficulty in submitting relevant material.

D. Improving Laws and Regulations, Enhancing Bilateral Cooperation

With two nations involved in cross-border marriages, unilateral efforts are insufficient in solving the issue. China should strengthen communication and consultation with governments from neighboring countries, clarify due responsibilities of relevant organs from both sides, build an effective platform for cross-border marriage affairs and improve the existing laws and regulations through cooperation and mutual understanding of them. By targeted improvement on laws and regulations on cross-border marriages and further simplification of register procedures, governments can provide practical legal protection and easy service in terms of cross-border marriages.

E. Adopting Cross-border Marriage Register Record System

To cope with the low register rate, China is able to innovate its demographic management mode by adopting register record system. Under this system, out-of-border residents of cross-border marriage can be recorded for their basic information before their household and marriage register, which is a guarantee to control on out-of-border residents and stability of border areas.

F. Delegating the Cross-border Marriage Register Authority to Local Level

Yunnan border areas suffer from transport hurdles, low levels of education among border residents and rather backward economy. To manage cross-border marriages for the good of the locals, cross-border marriage register organs can be set up just in border areas, or civil affairs department from upper level mobilizes its service to specific villages. Furthermore, the authority to register cross-border marriages can be delegated to civil affairs department on village and town level, in an attempt to raise register rate, benefit the locals, reduce costs, and aid governments in controlling out-of-border residents.

VI. CONCLUSION

With the launching of Bridgehead Strategy, the number of cross-border marriages between China and its neighboring Laos, Vietnam and Myanmar are rising annually. Followed by it are issues worthy of attention on household and marriage register, social security, children education and management. These issues should be solved from social governance perspective by extending publicity, improving relevant laws and regulations, strengthening the role of local organizations, and putting people first. Social problems triggered by cross-border marriages will be practically solved to safeguard stability and development of border areas.

REFERENCES

[1] Hou Ying, Study on Social Governance Solutions to Cross-border Marriages among Yunnan-Vietnam Border Residents- Case Study on Jinping County on the Yunnan-Vietnam Border [J]. Heihe Journal, 2015, (10).(In Chinese)

[2] Li Xiaohui, Luo Chunmei. Initial Exploration on the Management of Mixed Marriage among China-Myanmar Border Residents [J]. Journal of the Staff and Worker's University, 2012, (3).(In Chinese)

[3] Lu Haifa. Management on Cross-border Mixed Marriage Immigrants _Challenges and Solutions [J]. Journal of Southwest University of Nationalities (Social Science), 2015, (3).(In Chinese)

[4] Wu xingzhi.Research of Cross-border Ethnic Intercourse between China and Vietnam and Governance of Borderland Community-A case of Study of Hekou,Jinping County in Yunnan[J].Journal of Qinghai Normal University(Philosophy and Social Sciences),2015,(2).(In Chinese)

[5] Zhang Aihua. Brief Analysis on Illegal Residence in Yunnan-Myanmar Border Areas-Perspective from Entry Marriage among Dehong Border Residents [J]. Journal of Guangxin Police Academy, 2013, (6).(In Chinese)

[6] Zhao Shujuan.A Survey of Cross-Border Marriages-A Case Study of Sino-Burmese Border in Yunnan[J].Journal of Chuxiong Normal University,2011,(10).(In Chinese)

Analysis of Low-Income Housing Policies and Perfecting Suggestions of Kunming City

Mou Jun
Public Administration College
Yunnan University of Finance and Economics
Kunming, Yunnan, China
(moujun77zz@163.com)

Jin Jie
Environmental Science and Engineering College
Kunming University of Science and Technology
Kunming, Yunnan, China,
(414980408@qq.com)

Abstract—**Housing construction surges in central urban areas of Kunming, and it plays an important role in promoting continuous, healthy and rapid development of national economy. By intensively analyzing low-income housing policies of Kunming City, the thesis tries to provide some suggestions and measures concerning consummating Kunming City's low-income housing planning, construction and administrative policies in respects like capital guarantee, land supply, fiscal taxes and fees, financial support, etc.**

Keywords—Low-income housing, policy analysis, completion suggestions

I. INTRODUCTION

Low-income housing has a not short history in China. However, as for study on low-income housing concepts, some scholars, such as Wen Linfeng[1] (2005) and Yang Wei[2] (2010), insist on classification according to house types, while some like Hui Bo Zhang Qi (2011)[3], and Su Kaicheng[4] (2011) recommend classification based on the groups living in low-income houses. The divergence about the low-income housing concepts in the academia results in diverse study on low-income housing policies. Some like Song Botong[5] (2002) target at low-income housing construction policies, some like Wang Qunhong[6] (2010) at housing security system, some like Wang Shuzhen[7] (2005) and Wu Di[8] (2010) at general issues in

housing security implementation at present, some like Jiang Bo[9] (2013) and Cao Lijuan[10] (2010) propose some measures for completion, and some conclude some proven urban models and analysis models, such as O'Sullivan Arthur[11] (1996), Galster,G, (1997). Yue-chin Wong (1998) and Hui Bo (2011). Therefore there are quite many research theories and methods, but there are few discussions on problems of low-income housing policies and consummation suggestions targeting at actual development of urban low-income housing. Some developed countries and areas have amassed abundant and helpful experience in low-income housing construction, and owned mature and complete low-income housing systems and policies, such as the U.S.A., Japan and Singapore[12][13][14]. As for our country, low-income house appears quite late, so the systems are incomplete, experience is not enough[15], etc., but the state has stressed on policies and local governments have made positive exploration during these years, so relatively mature experience and modes[16][17] are accumulated. Although domestic and foreign low-income housing systems are different

---

[1] Wen Linfeng, etc., Urban Housing Security, China Development Press, 2007 edition, page 43-47.

[2] Yang Wei, Study on Commercial Bank's Promotion Mechanism on Low-Income Housing Construction-In the Viewpoint of Company Management [D], P 87, master's thesis of Shandong University.

[3] Hui Bo, Zhang Qi, American and Singaporean Low-Income Housing Development Experience and References to our Country "Hainan Finance", 5th issue of 2011.

[4] Su Kaicheng, Functional Study of County Level Local Government on Low-Income Housing Construction [D], master's thesis of Inner Mongolia University, 2011.

[5] Song Botong, Study on Governmental Housing Construction and Monetary Subsidy Cost Comparison [J], "Journal of Shenzhen University", the 1st issue of 2001.

[6] Wang Qunhong, Analysis of PEST concerning China Housing Security Systems[J], "Academic Exchange", the 6th issue of 2010

[7] Wang Shuzhen, On Government Failure in Affordable Housing Policy[J], Journal of University of Science and Technology Beijing (Social Sciences Edition), the 4th issue of 2005, page 21-24.

---

[8] Wudi, Gao Peng, Dong Jichang, Game Theory Analysis and Governance Study on Illegal Rent of Security Housing [J]. Management Review, 2011,(2).

[9] Jiang Bo, Study on Appropriate Supply of Security Housing, master's thesis of Xi`an University of Science and Technology, April 2013.

[10] Cao Lijuan, Thoughts on Completing China Urban Low-Income Housing Policies and Enlightenment about "Chongqing Mode", Theory and Practice, January 2011.

[11] (The U.S.) Arthur O'Sullivan, Urban Economics (the 6th edition), Peking University Press, Beijing, January 2008.

[12] Wu Guopei, Zheng Hong, Experience in Overseas Low-Income Housing Construction [D], Chinese Finance, Global Outlook, September 26, 2011.

[13] Li Yun, Experience in Overseas Low-Income Housing Construction [D], Social Science Front, the 3rd issue of 2012.

[14] Lu Lei, Overseas Low-Income Housing Legal System and Enlightenment to our Country [D], master's thesis of Tianjin University, June 2011.

[15] He Yuanbin, Reference to Low-Income Housing Policy Experience and Choice of Chinese Development Modes [J], Inquiry int Economic Issues, the 6th issue of 2010.

[16] Wu Cuiping, Study on Problems of China Urban Housing Security Policies and Countermeasures [D], master's thesis of Xiangtan University, 2010.

[17] Li Xiao, Research on Urban Medium- and Low-Income Group Housing Security System in China [D], master's thesis of master's thesis of China, 2009.

and have strong and weak points, some beneficial experience from low-income security system development and implementation effects of foreign developed countries and several domestic cities of rapid development in this area are of important reference and enlightenment for Kunming to establish and complete the low-income housing security system.

American low-income housing policies are from permanent federal subsidy system to tackle housing market chaos and housing problems of low-income residents. Rent subsidy was proposed in 1970s, and private housing has been accelerated through taxation and loan reforms, private housing strategies, "down payment aid plan", etc. In terms of policies, market economy means such as low-interest loans, subsidy, and tax exemption are taken, and furthermore, government allocates funds directly to build the low-income houses, which is called Public Housing Program.

Experience of Japan low-income housing mainly includes: firstly the central government has housing construction department in charge of housing security decision-making, coordination, supervisory administration, etc.; secondly public profit-making housing is provided to "low-income people", which is planned, built and administrated by local governments and the central government offers construction fees, subsidy and rent difference; thirdly a complete indemnificatory legal system is established.

Besides, as for low-income housing of the U.K., firstly the British government intervenes with the housing market directly; secondly the government carries out high welfare policies; lastly private housing is implemented. Germany is mainly focused on market control and social welfare housing. Singapore mainly develops "apartment blocks". That's to say, "private housing" plan and central public fund systems are two major parts for the low-income housing development and development.

Seen from Beijing experience, new low-income apartments may be supplied by new construction, purchasing, long-term rent, etc., of which new construction is the main way and purchasing and lease are the auxiliary way. Wuhan City proposes to resolve housing problems of migrant workers in other ways. Urban village reconstruction should give consideration to residential requirements of migrant workers, and build collective dormitories, etc. to lease to migrant workers under the precondition of meeting urban planning and general land use planning. Chengdu City has published low-income housing projects under construction and finished ones, targets, apartments to be let out and sold and results, etc. to the public, making sure that low-income apartments are for low-income groups. Besides, Shanghai, Tianjin, etc. adopt diverse financing ways like real estate investment trust, etc. into low-income housing construction with urban support, and strive for social security benefit. Chongqing Municipal Government provides apartments for lease to medium and low-income populations, and the government clearly stipulates that the property right of public rental housing is state owned.

Governments of developed countries controlled the low-income housing construction in infancy, later as housing supply-demand contradiction was gradually alleviated, and the market began to play the key role and government the supporting role. Low-income housing was supported and developed through finance, tax revenue, etc. when the supply and demand was balanced on the housing market, the government began to pay attention to the housing bearing capability of the demand side, for example, formulating corresponding purchasing or rent subsidy policies, i.e. the principle of "market regulation and governmental control". The market did the deployment work. As for governmental control, special institutions were set up, developers got involved in construction, and the actual relation between the government and developer was government dominated partnership, while the relation of the two in ordinary commercial residential building was the administrator and the administrated. When special government sectors built low-income houses instead of developers, complete laws and regulation would restrict and guarantee governmental actions. In the construction mode of low-income housing of countries above, the America government, of which the market economy is the freest, plays the least role, followed by Japan, while low-income housing was the social welfare under the governmental control in Singapore.

Kunming, as the capital of Yunnan Province, has the total population about 6.5 million, of which permanent resident population is about 3.6 million, and a considerable part is about 2.9 million without registered Kunming Municipal residence. Quite many people suffer living problems or they are unable to solve the problem independently. Central urban housing construction in Kunming has enjoyed rapid growth since 21st century, already become the consumption hot spots to expand domestic demands and fast economic growth points, and played a significant role in promoting constant, benign and rapid development of national economy. However, quite severe regional and structural problems are resulted in Kunming real estate market from nationwide skyrocketing real estate prices in recent years, excessive market demands, unreasonable supply structure, etc. The key reason for low-income housing problems in Kunming is because low-income apartments are severely undersupplied and there are no low-rent apartments at all. Low-income housing supply is not implemented because of lack of policies and mechanism for residential apartments of low-income family, and basic living requirements of vulnerable groups are not met. In fact the vulnerable group needs social housing security the most.

Kunming low-income housing construction is developing in a benign circle, and making substantial progress. The housing security system is gradually shaped, but the following major issues exist:

A. Low-income housing policy system is not coordinated

Domestic and overseas experience proves that in different housing development stages, the security objects' income levels are changing, so relevant supporting policies should be promulgated. Now the real estate prices in Kunming are pretty high. Middle- and low-income groups are incapable of buying commercial real estate at the current prices and financial conditions. Hence the government is supposed to give play to macro-control, build a great many of low-income apartments, release relevant supporting policy systems based on actual circumstances, expand the scope of people enjoying the low-income apartments, and make sure that low-income groups in the city realize their goal of "home ownership".

B. Low-income housing is lack of effective management mechanism

Some problems concerning operation mechanism and actual management of Kunming low-income housing are resulted from many factors, such as diverse residential building functions and complicated security groups. The major reason is the lack of effective management, which leads to huge difference between implementation effects and anticipations of low-income houses, and the fairness is severely impaired. Firstly strict household income survey system is absent, and income is widely used for classification basis due to convenient operation, but it also has obvious defects; secondly at present income transparent in Kunming City is relatively poor, and it is quite difficult and complicated to correctly grasp and measure income, apply for and quit from low-income housing qualification in a timely way.

C. Land supply for low-income housing is not enough

Actual construction has already exceeded anticipations due to new development situation requirements of Kunming. The land is increasingly undersupplied, and it is also the case in the main urban area, so it is even more difficult to guarantee the low-income housing land supply.

D. Funds for low-income housing construction is not available

Budgetary investment of central finance and provincial level financial aid are allocated according to actual circumstances, but local supporting fund has unstable factors. Firstly net earnings from central urban area land grant in Kunming is quite considerable, and the real estate market there has unstable factors; secondly as the city develops rapidly, public facilities are completed, as-built urban areas are increasingly expanded, and land prices are affected, the city hasn't made correct accounting about net earnings from land grant, so low-rent or low-income housing fund is not available or enough.

E. Low-income housing construction in different areas has disparity

Central urban area has always been the hot spot in real estate market since it is the economic and political center. However, there is limited land in central urban area, and it is impossible to develop real estate in a great amount, so there are not many development projects, and the project sites are restricted to some extent. Furthermore, development projects are extended to surrounding areas (Chenggong New Area, Airport Economy Area) from main urban areas, and the expanding trend of the urban center is pretty evident.

IV. SUGGESTIONS FOR COMPLETING KUNMING CITY'S LOW-INCOME HOUSING POLICIES

In principle non-profit low-income housing projects are encouraged in Kunming, Kunming low-income housing planning, construction and management policies may be completed via fund guarantee, land supply, fiscal taxes and fees, financial aids, etc. To be specific, the following respects are included:

A. Stress on Planning and Reasonable Layout

According to the principle of coordinated low-income housing construction public policies, construction modes, industrial development and urban construction, and with regard to Kunming urban land resources characteristics and population growth characteristics, the following principles are followed:

1) In terms of space, main urban area and Chenggong New Area should be thought as the key area for new housing construction.

2) In order to solve housing problems of non-permanent populations, focus on building medium- and low-price, medium and small low-income apartments for medium- and low-income people with regard to the construction and layout of industrial parks and logistics parks.

3) Low-income housing (Including public low-rent and low-income housing and shanty area transformation) should choose reasonable construction sites, and focus on areas with relatively convenient transportation and life.

B. Implement Both Low-Rent Housing and Public Rent Housing Construction Mode

For the convenience of construction and management, Kunming City needs to combine the construction of low-rent housing and public rent housing. Low-income housing indexes and subsidy may be integrated to uniformly plan, select sites and build low-income housing. In principle areas of convenient transportation, complete infrastructures, complete public utilities and convenient employment should be firstly considered for low-income housing. The low-income housing of concentrated construction may be mixed with commercial service facility projects of 15% total architectural area. Low-income housing design plans should be optimized to have quality, economical, suitable low-income housing of beautiful environment and complete functions.

C. The government plays the leading role and takes diverse ways to build low-income housing

Diverse ways may be adopted to build low-income housing according to actual circumstances of Kunming City. Firstly the government plays the dominating role, and the proportion of low-income housing with the government as the leading role should generally account for over 50%. Secondly

"government and enterprises build low-income housing" together. The government provides financial aids and preferential policies, enterprises provide land and supporting fund, as-built low-income apartments may be preferentially let out to employees meeting conditions, and the excessive apartments will be let out by the government to the public. Thirdly the government may make overall arrangements about preferential price land and preferential policies, and choose real estate enterprises of strong strengths and good credits to build and operate low-income housing. Fourthly urban shanty area reconstruction continues to be implemented according to local indexes and subsidy policies transmitted by the province to lower levels. Fifthly buy or rent commercial real estate which meet conditions as the source of low-income housing. Lastly focus on peasant households, give consideration to new socialist countryside construction and "expanding cities and reducing villages" pilot work, and promote rural area low-income housing construction as a whole.

D. Complete Mechanism and Implement Uniform Management

Complete low-income house management mechanism, and strengthen supervisory administration over low-income housing admittance exam & check, allocation, use, etc. Firstly credit reference system is recommended. Gradually establish housing security administration information system, complete low-income housing files, and reinforce dynamic monitoring over security object family apartments, economic conditions and changes. Secondly regulate the admittance review. Further complete low-income housing application, exam & check, publicity, waiting, rent and after-rent management system, complete exam & check mechanism, strengthen operating supervision, and make sure openness, transparency, fairness and justice. Improve the allocation efficiency. If the low-income housing and auxiliary facilities are completed and available for living, arrange security objects to live in within one month, so as to avoid unused state-owned assets. Thirdly implement fixed rent of different levels. Implement uniform management over public lease housing operation, classify them and fix the rent, and reasonably decide the rent levels.

E. Complete Low-Income Housing Exit Mechanism

When the security object's family income and housing conditions change and don't meet conditions to live in low-income housing, carry out dynamic management. Firstly implement "sale after rent" to purchase the original public rent housing, and the purchased public rent housing is under management of economically affordable housing. In principle, the purchased public rent housing cannot be transferred or sold on market, but it may be inherited by direct relatives. If the transfer is necessary, the government enjoys the priority to buy it back. Secondly if the low-rent house residents have income beyond the scope of public rent housing security, the residents return the public rent apartments or pay the rent according to market standards. Anyone providing false data to purchase and rent low-income housing will be ordered to exit once all circumstances are proved true.

F. Promote Low-Income Housing System Building Comprehensively in Kunming

Comprehensively promote public services and auxiliary facilities construction around low-income housing, and gradually shape relatively complete the governmental housing security system. Provide "all necessary security" to households receiving subsistence allowances and households with living difficulty, speed up to resolve living problems of urban medium- and low-income households, fresh employees, migrant workers, etc., build more low-income housing and commercial apartments of restrictive prices, and have diversified low-income housing and commercial apartments of restrictive prices. The goal is to improve living conditions of most low-income households and part medium- and low-income households, and provide shelters for all people. Consecutively establish and complete low-income housing policies, and housing technical support systems, constantly accelerate low-income housing legislation, legally strengthen housing security responsibilities of governments of all levels, establish and complete housing security organizations, and accelerate Kunming "five-in-one" low-income housing information management platform involving residential apartments, prices, individuals, incomes and credit information.

REFERENCES

[1] Wen Linfeng, etc., Urban Housing Security, China Development Press, 2007 edition, page 43-47.

[2] Yang Wei, Study on Commercial Bank's Promotion Mechanism on Low-Income Housing Construction-In the Viewpoint of Company Management [D], P 87, master's thesis of Shandong University.

[3] Hui Bo, Zhang Qi, American and Singaporean Low-Income Housing Development Experience and References to our Country "Hainan Finance", 5th issue of 2011.

[4] Su Kaicheng, Functional Study of County Level Local Government on Low-Income Housing Construction [D], master's thesis of Inner Mongolia University, 2011.

[5] Song Botong, Study on Governmental Housing Construction and Monetary Subsidy Cost Comparison [J], "Journal of Shenzhen University", the 1st issue of 2001.

[6] Wang Qunhong, Analysis of PEST concerning China Housing Security Systems[J], "Academic Exchange", the 6th issue of 2010

[7] Wang Shuzhen, On Government Failure in Affordable Housing Policy[J], Journal of University of Science and Technology Beijing (Social Sciences Edition), the 4th issue of 2005, page 21-24.

[8] Wudi, Gao Peng, Dong Jichang, Game Theory Analysis and Governance Study on Illegal Rent of Security Housing [J]. Management Review, 2011,(2).

[9]   Jiang Bo, Study on Appropriate Supply of Security Housing, master's thesis of Xi`an University of Science and Technology, April 2013.

[10]   Cao Lijuan, Thoughts on Completing China Urban Low-Income Housing Policies and Enlightenment about "Chongqing Mode", Theory and Practice, January 2011.

[11]   (The U.S.) Arthur O'Sullivan, Urban Economics (the 6th edition), Peking University Press, Beijing, January 2008.

[12]   Wu Guopei, Zheng Hong, Experience in Overseas Low-Income Housing Construction [D], Chinese Finance, Global Outlook, September 26, 2011.

[13]   Li Yun, Experience in Overseas Low-Income Housing Construction [D], Social Science Front, the 3rd issue of 2012.

[14]   Lu Lei, Overseas Low-Income Housing Legal System and Enlightenment to our Country [D], master's thesis of Tianjin University, June 2011.

[15]   He Yuanbin, Reference to Low-Income Housing Policy Experience and Choice of Chinese Development Modes [J], Inquiry int Economic Issues, the 6th issue of 2010.

[16]   Wu Cuiping, Study on Problems of China Urban Housing Security Policies and Countermeasures [D], master's thesis of Xiangtan University, 2010.

[17]   Li Xiao, Research on Urban Medium- and Low-Income Group Housing Security System in China [D], master's thesis of master's thesis of China, 2009.

Discussion on "Self-Protection" Strategy of Rural Communities under Risk Society Background

Liang Dingcai

Yunnan University of Finance and Economics

504383479@qq.com

Gao Yinchun,

Yunnan University of Finance and Economics

Wang Jia

Yunnan University of Finance and Economics

Abstract—**The society is ever-changing nowadays. Our society is confronted against increasing risks, such as financial crisis, typhoon, Wenchuan earthquake, draught in Yunnan. How can rural communities cope with various risks with unsubstantial manual labor, property and financial resources? How can social work's capability in resisting risks of rural communities be strengthened? All of these are our concerns. The thesis tries to explore "self-protection" strategies of rural communities under risk society background.**

Keywords—Risk, risk society, rural community, self-protection, strategy discussion

Our life has radical changes since the reform and opening-up policy. Especial under the impact of globalization trends, our world is evolving into a real "global village", and countries see growing economy, politics, trade and cultural activities. While enjoying convenience of technological progress, we are also encountering risks. For instance, the world sees numerous disasters in the 21st century, such as "9·11 incident", "SARS crisis" and "financial crisis". These global incidents remind us that under the impact of globalization, knowledge-based economy and technological reforms, the society is undergoing major changes, and we are gradually entering into a risk society.

I."RISK" AND "RISK SOCIETY"

Comprehending the connotation of "risks" is the foundation and precondition to study "risk society". "Risk" theory is the basic category of "risk society" theories and the fundamental basic point [1] for the theory building. At present the academia hasn't had a uniform definition about "risks" yet. According to "Modern Chinese Dictionary", "risk" means "dangers that may happen" [2]; it is "risk" in English, which is from French "risque", suggesting sailing between cliffs.

Therefore, some scholar insists on translating into "danger". However, the French "risqué is from Italian "risicare", meaning guts, which emphasizes on inherent adventurous spirit of human beings to take profit-making chances. There are two explanations in Baidu encyclopedia: one definition places stress on the uncertainty of risks, the aftermath risks, and the risk may result in loss, profits or neither loss nor profits, which belongs to the broad sense. The other definition places stress on the uncertainty of loss. Only loss is indicated in risks and there is no possibility of gaining profits from risks, so the risk here belongs to the narrow sense.

Ulrich Beck, Wouter Achterberg, Giddens, Luhmann, etc. conducted comparatively systematic and in-depth study on "risk" and "risk society", and formed sociological theory concerning risks. Germany scholar Ulrich Beck put forward "risk", "risk society" and "risk society theories" for the first time in his published book "Risk Society" in 1986. Beck summarized the concept of "risk" from eight respects, and according to his opinion, "risk doesn't refer to hazards triggered. They don't mean destruction… the concept of risk means a special and intermediate state between safety and destruction, and the understanding of menacing risks decides the thoughts and behaviors." [4] Evidently Beck thinks modern

risks are different from ancient risks from the ecological respect, and they are resulted from modernization and globalization; modern risks are uncertain and complicated. Similar to Beck, according to the "risk" theory of British Wouter Achterberg, "risk" is the inevitable result of globalization, we are shifting from a classical industrial society to a "risk" society; the "risk society" is not a choice to be chosen or refused, and it emerges from the overwhelming spontaneous modernization without considering consequences. [5] Giddens also holds the viewpoint that there are good and bad risks, but "no matter we like it or not, we have to face some risks, such as ecological disasters and nuclear war". [6] He thinks that the world we are living in now is a high-tech society, and there is nothing we can do to predict and control possible future. Meanwhile, Giddens elaborates on "risk", "danger" and "hazards", risks are classified into "external risks" and "created risks". "External risks" are external risks and risks from unchanged and stable traditions or nature, and they are dominating risks in the first two hundred years of the industrial society. People could predict, calculate and insure these external risks due to their frequent occurrence. The "created risks" refer to "risks that are generated due to the impact of the knowledge we are developing on the world". The "created risks" exist after external risks disappear, they are consequences of human development and social technological progress, which are not seen in the past, so we don't have experience and strategies to address the risks, and this will give rise to new "risks". Furthermore, this risk is "the most disturbing menace we are faced with" and the "man-made risk". As the "external risks" are transferring to "man-made risks" gradually and "man-made risks" spread, human beings enter into the risk society, and we are in the "risk society" [7]. By analyzing the risk theory of Beck, Luhmann thinks that risks of Beck are mainly technical risks, and he thinks that risks are existing in many social sectors and they are universal.

Back to the modern times, we have aggravating water pollution, air pollution and solid waste pollution, emerging food safety affairs, growing nuclear polluted area, one terrorist incident after another, honesty crisis, frequent natural and man-made disasters, "SARS" and H1N1 which triggered nationwide panic, loss of traditional culture. We are moving forward with modernization, but numerous risks are out of

human's direct perception capabilities. Risks are not matters concerning human safety and health, but things concerning human's outlook and well-being.

To sum up, the author thinks that we are already in a high-risk society, i.e. "risk society". Risks have pros and cons. Risks here are those in the narrow sense, the negative risks. Risks are not the outcome of modernization failure but byproduct of successful modernization. Our economy is growing, and the society has earth-shaking changes, but social issues are emerging, and we are far from controlling or resolving problems. Risks in the risk society are mainly environmental and climate changes due to globalization, social change, uneven fortune distribution, incomplete system, mass application of technology, and disasters resulted from man-made and natural changes.

II. Rural Community under the Risk Society Background

The concept of risks has changed a lot from 1980s to now, and it is alongside modernization and globalization. The concept is complicated from simple, composite from singular, from ecological and technological area to culture and morality. To some extent, these changes are direct representation of risk changes, and challenges of modern industrial technical revolution. As a result, the survey on risk concepts must be under the background of modernization and globalization, and within the social, political, cultural and historical framework.

A. Characteristics of "Risk Society"

As the goods, capital and human resources are flowing transnationally, globalization emerges. As everyone knows, globalization is new phenomenon increasingly emerging around the globe since 1980s, and it is the fundamental characteristics of modern times. Although every era has risks, risks under economic globalization are more dangerous and challenging, and they are mainly displayed in the following respects:

Firstly globalized and scale risks. Under the globalization context, risks are global risks and crisis, and they are spreading within the global scope, throwing threats to common interests of all people on earth, different from local or regional risks before.

Secondly complicated and uncertain risks. Under the globalization context, hazards caused by risks are far from traditional menace. As the productive force is increasingly improved, productive relation becomes more and more complicated, and new issues and threats are emerging. In the whilst of the outbreak and spreading of global crisis, such as ecological crisis, energy crisis, food safety crisis, nuclear crisis, and financial crisis, "risks of current society has been changed from natural, individual and regional risks to artificial and global risks, from material benefits risks to non-material risks such as cultural, moral and theoretical risks" [1], the risks are becoming complicated, making it more uncertain.

Thirdly highly destructive risks. Under the globalization background, risks are more destructive than previous ones. Giddens categorizes risks into external and created risks, and differentiates these two types. He holds the opinion that ""external risks are external risks and risks from unchanged and stable traditions or nature". "Created risks refer to those generated due to the impact of the knowledge developed by us on the world, and they are the ones caused because we don't have much historical experience" [8]. A lot of risks are the outcome of high technology, and they are highly destructive and even devastating due to lack of experience and high-tech power.

Lastly the status of risks. It refers to inequality in front of risks due to unequal resources caused by unequal class and hierarchy. It is known to all that our social resources are mainly concentrated in developed countries or upper social class, so the status of a risk society is mainly reflected by conflicts between power owners and the ruled, between upper class and lower class in developed and developing countries. Just because of this, the phenomenon in "Risk Society" by Beck occurs that "people die of hunger in some place, but in another place, overeating becomes the major issue in food consumption". When risks appear, people of different economic conditions will suffer hurt to different extents.

B. Rural Communities under "Risk Society" Background

Chinese rural area has ushered in radical changes since reform and opening-up policy. People are in moderate prosperity, living standards are improved, and clothing and food problems and basically resolved. However, compared with urban areas, rural areas have poor capability in bearing and defending risks due to its incomplete system, big populations, inadequate resources, underdeveloped economy and unbalanced regional economy development, suggesting that casualty and economic loss caused by Chinese risks are largely from rural areas. For example, global climate changes and extreme climate aggravate disaster risks and challenges of rural communities.

According to "Report on Rural Community Disaster Reduction Capability Building Study Project" funded by UNDP-early recovery and disaster risk management program as well as experience of the author gained from practice in rural community, the author thinks that rural communities mainly have the following deficiency in front of risks:

Firstly rural community residents are not well aware of risks and not capable of dealing with risks. They are mostly illiterate and live in a relatively closed society. They pray for "good weather for the crops" in production, "an ordinary life", "plain sailing" in survival, and they neither have the energy nor consciousness to give attention to possible risks. Take their attitude to agriculture for example. Most of them are busy doing farm work, but unaware of huge market risks when worldwide grains come to Chinese market. Moreover, the state sells mountainous land for urban planning, so most farmers are lack of arable areas, which to some extent throws threats to farmers who depend on land.

Secondly lack a complete risk tackling mechanism. Trivial matters like diseases, education fee for children, getting married and giving birth to kids, new house maintenance, electricity and water bills, taxes, poor crop, daily expenses, death, traveling expenses of migrant workers, accidents, diseases or death of livestock, family planning, penalty, capital turnover, etc. bring risks about survival, life and development to residents to some extent. We know rural communities mainly making a living by developing planting industry and animal husbandry. However, with the global climate and environmental changes, economic development of rural communities will suffer great risks. When the risks emerge, farmers will suffer new risks because they own little resources and intellectual technology. Although the state and government make some endeavors to beef up risk defending capabilities of rural communities, the support is not enough

and supporting strategies are incomplete, so rural community risk capability development is only explored at present.

Thirdly diverse and complicated risks. That is no doubt that modern rural community in China has entered into risk society, and the production, life, survival and development are confronted against more complicated challenges. According to the study on rural risks by Xu Huiqing[9], the author thinks that rural risks include four types, namely production risks, life risks, survival risks and development risks.

Production risks refer to risks that have impact on production activities of human beings due to natural disasters, market changes, etc., such as poor harvest due to earthquake, draught, flood, debris flow, etc.; planting and breeding industry due to deteriorating climate environment. Life risks include all risks unfavorable for human development, involving education, medical care, health, welfare, social services, etc. For example, many young men in villages cannot find girlfriends due to unbalanced proportion of female and male. Survival risks refer to those having impact on human's life safety and property safety, for example, ecological crisis caused by geographical environment deterioration; no shelter caused by land appropriation or house dismantling; food crisis affecting life security of human beings, etc. Developing risks refer to those affecting community developments and people's well-being. For example, as the country doesn't have incomplete medical system, residents in rural community suffer "financial difficulty due to illness", and they are working hard merely to earn a living. Let alone a happy life. Of course, these three risks have interactions which will transform into one another under some extent. For instance, poor harvest production risks bring challenges of life, survival and development to farmers. From ancient times to the early stage of reform and opening-up, rural communities mainly have some production risks, such as natural and man-made disasters, wars, famine, etc. Up to this day, rural communities have enjoyed many great changes. Political and economic system are completing, and the society is more and more harmonious and stable, but the social risks are increasingly expanded with growing economy, and moreover, they are more and more complicated. For example, the agricultural product output is on the rise thanks for transgene food, but we still know nothing about the side effect of transgene food.

III. DISCUSSION ON "SELF-PROTECTION" STRATEGIES OF RURAL COMMUNITIES UNDER "RISK SOCIETY" BACKGROUND: SOCIAL WORK RESPECT

Based on some community practice experience, the author thinks we should proactively implement "self-protection" strategies targeting at risks, and only we take actions first and then we could stand ever-changing risks.

A. Raise Farmers' Awareness of Risks and Risk Prevention

Popularize risk knowledge (Including risk identification, risk prevention knowledge, psychological adjustment, etc.) in rural areas by way of publicity, education, drills, etc., and offer technical support in rural communities. On one hand, focus on actual effects and highlight on rural grassroots characteristics during publicity and trainings. For example, adopt broadcasting, lectures, etc, in publicity and drills; besides, adopt games or audio for children. On the other hand, give full play to advantages of school education, combine actual conditions, and blend knowledge about raising farmers' awareness of risks and risk prevention into teaching materials of middle and primary schools and kindergartens in a vivid way, so that students of rural communities will be conscious of risks since childhood, thus "nipping in the bud".

B. Support and Provide Guidance to Build and Develop Mutual Assistance System

Change the disunity of rural communities by facilitating interaction and exchange between community residents, develop advantage resources, look for other resources, and realize optimized allocation of resources; by establishing grassroots NGO, community development foundation, community mutual assistance organization, community "help" group, etc., establish self-rescue and mutual assistance system of rural communities, undertake risk prevention and emergency rescue work of community residents as well as rescue work of vulnerable groups, and fight against individual and family risks with the help of groups; meanwhile, national and local governments provide certain policies and financial support, and community workers or social workers provide guidance to develop self-rescue and mutual assistance organizations of rural communities.

C. Vigorously Develop Social Workers in Rural Areas, and Complete Countryside Social Work Service Mechanism

Social work, as a scientific helpful major, reflects its value after undergoing various tests. According to "2008 National Economy and Social Development Statistics Bulletin" published in 2009 by National Bureau of Statistics, China has a poor population of 40.07 million by the end of 2007 if the rural poverty standard is RMB 1,196, and these poor people need a great many of social workers to provide them services. Meanwhile, based on relevant data, over 200 universities and colleges have had social work majors up to today, and nearly 10,000 students graduate every year. However, because of low payments, unfavorable environmental conditions, backward employment systems of employers, incomplete social organizations in rural areas, etc., many graduates of social work majors choose to work in other industries. Plus, working staff of rural communities are lack of professional service skills, so they have relatively low capabilities of social services. As a result, in order to reinforce professional service capabilities of rural communities and improve operating efficiency, and promote harmonious and stable development, it is necessary to guarantee rights and interests of social works in systems, complete relevant systems, vigorously develop social workers, and complete social work service mechanism of rural communities.

D. Build the Social Service System Involving Governments, Markets and the Society

Currently the social distribution structure in China resembles a pyramid, the flowing direction of resources and fortune is top down, while risks are in the opposite direction, so finally the distributive status that "fortune is gathered on the top, while risks are accumulated at the bottom" will be formed. Targeting at diversified and complicated characteristics of rural community's risks, Professor Qian Ning thinks that it is necessary to build a social service system involving governments, markets and society so as to reinforce risk-resisting capabilities of individuals and households in rural communities. The author thinks that this system, which targets different demands and provides security and multi-level services for households and communities to resist risks, has its appropriateness and strong points.

To sum up, the risks faced by farmers are the order they are incapable of standing, they will lose resources and even qualification for free development in this order and pattern. How to help farmers to avoid various risks is definitely a weighty topic. In the face of the plight of rural communities, only when we mobilize social forces and establish scientific defense mechanism, we can finally conquer risks in the risk society.

BIBLIOGRAPHY

[1] Zhuang Yougang, Risk Society Theoretical Study Review [A]. Beijing: Philosophical Trends, 2005(9).

[2] Modern Chinese Dictionary [M]. Beijing: The Commercial Press, 2005.

[3] The Definition of Risks [EB/OL] .http://baike.baidu.com/view/156901.htm.

[4] [Germany] Beck, World Risk Society [M]. Translated by Wu Yingzi, Su Shumin, Nanjing: Nanjing University Press, 2004.182.

[5] Wouter Achterberg, Democratic, Justice and Risk Society: the Form and Significance of Ecological Democratic Politics [M].2003,3.

[6] Anthony Giddens, the Consequences of Modernity[M], translated by Tian He, Yilin Press, 2000,29-44.

[7] Analysis of Risks of Modern Society, Zhejiang Social Sciences, January 2005

[8] Anthony Giddens, Runaway World [M], translated by Zhou Hongyun, Jiangxi People's Publishing House, 2001,20-23.

[9] Xu Huiqing, Wang Huanying, Study on Farmers' Risk Consciousness and Countermeasures in the Risk Society [A], Study on Agriculture, Countryside and Farmer, 2006,6.

[10] Yang Xuedong, Composite Governance Required for Global Risk Society [EB/OL].http://www.cass.net. cn/webnew/file/, 2005-01-13.

Village as a Basic of Safe Migration: The Enforcement of Head of Village and Local Regulation (Perdes) as a Strategy to Prevent Human Trafficking in Banyumas Central Java

Tyas R Wulan, Sri Wijayanti, Dalhar Shodiq, Wita Ramadhanti
Universitas Jenderal Soedirman
Purwokerto, Indonesia
(Tyashzul@yahoo.com, yantietaslim@yahoo.com, kdmalang@yahoo.com, witarama.akuntan@gmail.com)

Abstract— **Due to BNP2TKI (Indonesian Workers Occupancy and Protection National Board) Crisis Center data of 2013, there are at least 13 thousand cases faced by IMWs working in many countries all over the world. According to Ecosoc (2007), problems faced by IMWs in the destination countries, 80 percent of those come from villages; also Wulan (2011), that Village leaders who do not have adequate knowledge on a safe migration frequently have no power to face PPTKIS (Indonesian Migrant Worker Recruitment and Placement Agencies). A village actually has strategic roles to prevent trafficking and becomes a foundation of safe migrations since villages are the first exit doors for potential IMWs. The result showed that the head of village would have power through comprehending knowledge about safe migration procedure and requirement; Characteristics of law, culture and payment in placement country; as well as formulating Local Regulation (Perdes)**

Keywords— Key Words: Village, Safe Migration, Trafficking, Village Regulation.

I. INTRODUCTION

Working abroad has been a promising option for most Indonesian people. Nowadays, approximately six million of IMW has been recorded making a living abroad and has sent economic remittance as much as 71 trillion in 2010 (Kompas, 29 November 2011). Meanwhile, according to BNP2TKI, 3, 998,592 IMW consisting of 950,325 male and 3,048,267 female have been migrated to some countries. Most of them (71.12 %) still work in informal sector as housemaid. Viewed from the placement country, those who work in Saudi Arabia are approximately 1,427,928 (35.72 %), then Malaysia as many as 1,049,325 (26.24%); Taiwan 381,588 (9.2 %); Singapore 228,875 (5.7%), Arab Emirate Union 220,820 (5.5 %); Hongkong 214.476 (5.3 %), followed by several countries including Qatar, Jordan, Brunei, Korea, etc (BNP2TKI, 2012). The fact shows that the proportion of women migrants placement has reached 76.2% of all manpower placements abroad (Wulan, 2015)

Banyumas also one of the potential areas for migrant worker in Indonesia. The number of IMWs from Banyumas Central Java Indonesia always increases significantly. Some sub districts in Banyumas considered as the "pouch" of migrant workers are Lumbir, Kedung Banteng, Gumelar, Cilongok, Karanglewas, Sokaraja, and Baturraden. As one of the potential areas for migrant workers, Banyumas is vulnerable encountering problems and human trafficking. From 2009 to September, 6 cases have been filed. Those occur in sub district of Ajibarang, Gumelar, Rawalo, and Cilongok. Tragically, it is only one case that has been legally taken care (/Trafficking/ official site of Ministry of Coordinator on People Welfare). In 2010, Human trafficking, document forgery, communication breakdown, and depression had been experienced by Banyumas migrant workers as well.

The high number of problems encountered by Banyumas BMI indicates that a strategic mechanism is urgently needed to provide information to Migrants along with their family about a secure migration as the prevention of human trafficking. This is the point in which the empowerment of village chief as the main document provider before going abroad is necessarily carried out. Furthermore, some studies such as Ecosoc (2007) and Wulan (2010) showed that 80 percent of the cases appeared since in the home country through document forgery. Wulan (2011) also revealed that most village chiefs do not have adequate knowledge on secure migration which results in their inability to serve protection for people. In accordance with this background, the research problems are then formulated as follows:

1. What kinds of information and knowledge are needed by village chief in protecting people who are about to or in abroad?

2. What kinds of empowerment models are needed by village chief in protecting people who are about to or in abroad?

II. METHOD

The method used in this study is a qualitative method using in-depth interviewing techniques. Informants are Head of Village at Banyumas Regency. While the supporting informants come from migrant workers, candidate of migrant workers, family/relatives of migrant workers, researcher network on migrant workers, Migrant NGO, A secondary data analysis of the employment policies of both countries is also done to enrich the analysis. This research was taken place in Banyumas Regency.

III. DISCUSSION

A. Problems encountered by village chief in protecting people who are about to or in abroad

Results of FGD and interview identify several problems encountered by village chief in protecting people who are about to or in abroad. The problems cover the powerless village chiefs to deal with broker/sponsor who reach areas in villages yet they would not be responsible for any problem faced by IMWs and the village official who has no autonomy dealing with administration. Besides, in most villages, it is found that workers finally go abroad from another village without being known by their village chief.

Another problem deals with family conflict while IMWs make living abroad or after their return to their hometown. The family conflicts include divorce, being cheated by spouse/squandering money as well as some pregnant female workers by sexual abuse. Through FGD, it discloses that Village officials have no power to control broker/sponsor. Some sponsors violate rule in the way that many IMWs candidates declined by the local officials but they can go abroad through "mutation" to another village without any letter of information from local authorities. Moreover, sponsor sometimes urges local authorities by bringing a letter which "must" be signed by village chief since the candidate of migrant worker has been in Jakarta. The powerless local authorities is also reflected when they assume that District administration (in this case Dinsosnakertrans) trusts the sponsor rather than village administration. The condition gets worse when there is no penalty for those who break the rule. The sponsors themselves have many strategies to attract IMWs candidates as well as their family even the village chief so that they can go abroad. Based on the FGD and interview, conclusion is finally drawn that village chiefs have neither power nor authority to prevent their people from going abroad for working in spite of their incomplete documents. One matter that causes this condition is the poor information as well as knowledge owned by village chiefs concerning with secure migration procedure and requirement.

B. Kinds of information and knowledge which are needed by village chief in protecting people who are about to or in abroad

After carrying out FGD and some interview with village chief, kinds of information and knowledge which are needed by village chief in protecting people who are about to or in abroad are then identified. Those are explained as follows:

1. Procedure and requirement on a secure migration is suitable to UU No 39 Year 2004 on the IMW Placement and Protection. According to some village chiefs as the informant of the research, the procedure and requirement on secure migration are absolutely needed since the comprehension of this UU make them as 'an authorized and respected party' is able to provide information to the people dealing with right and duty for BMI candidates. The information covers requirement of age, education, salary, etc. The knowledge of UU No. 39 Year 2004 is expected to give protection for BMI candidates before leaving the country, during their working and returning to their hometown.

2. Characteristics of Law, Culture and Payment System in placement country.

Information on characteristics of law, culture, and payment system is needed by village chiefs to provide a description to people dealing with self-protection in placement country. This is also important to avoid some IMWs cases such as those who return home after experiencing sexual abuse, rape event pregnant by their master. Village chiefs also admit that BMIs who want to make a living abroad are inadequately educated. Consequently, most of them do not know at all about culture and law in the placement country. In other words, this condition frequently triggers problem.

3. Information of legal PPTKIS

Village chiefs as the local authorities really need information on legal PJTKI/PPTKIS after being recommended by Dinsosnakertrans to protect their people of being illegal IMWs or even human trafficking. Based on their information, Dinsosnakertrans often gave some information dealing with legal PJTKI/PPTKIS or troubled ones yet nowadays such information does not reach their village. Meanwhile, some brokers/sponsors, even from outer Banyumas (Cilacap, Banjarnegara, etc.) persistently persuade IMWs candidates as well as their family without being known whether they are legal or not. Then in case there are any problems with the workers, they would not give any responsibility for it. Instead, that is the village chief that has to solve the problem. From those facts, local authorities expect that brokers/sponsor complete themselves with letter of information issued by Dinsosnakertrans informing that they are legal.

4. Information in which IMWs stay

Once IMWs depart from their own country legally, village chiefs require information in which they stay from local administration for any possible unexpected problem. At least, the information may be obtained from text message which consists of address, name of employer, etc. This becomes important since, if the IMWs family got lost contact with them, it indicates they have trouble in their placement country or even died. Unfortunately, it finds it difficult to trace their place due to inaccurate information.

5. Strategies on overcoming some in-trouble IMWs who is either about to or in abroad.

From FGD, it also reveals that one of the information needed by village chiefs is strategy to give solution for BMIs who have trouble either before or after departure even after the return to their hometown. The lack of information possessed by village chiefs to cope with problems such as steps of handling cases and related parties to contact frequently make the problem, e.g. lost contact, ill, fraud, cannot be resolved immediately. Usually, they rely on their sponsor/PPTKIS. Instead of solving the problem, the sponsor escapes and disappears or even being closed down.

To sum up, those information are urgently needed by village chiefs to empower themselves in facing brokers/sponsors in the effort of protecting BMI who make living abroad.

C. Kinds of Kinds of empowerment models needed by village chief in protecting people who are about to or in abroad

After identifying problems encountered by Village chiefs along with kinds of information they need to protect their people, some strategic steps to empower them are then required. Hence, the next step of this research is the researchers initiate to establish cooperation with Agency of Social, Manpower and Transmigration (Dinsosnakertrans), Banyumas Regency and 'Seruni' BMI Association to empower village chiefs in the effort of a secure migration. It is done by holding a training entitled "Village as a Secure Migration Basis". This training was carried out by applying method of lecture, discussion and role play. The purposes of the training are as follows:
1. To improve village chiefs' knowledge on Procedures and Mechanism for a legal and safe migration
2. To improve village chiefs' knowledge on rights and duties of IMWs
3. To improve village chiefs' knowledge on the characteristics of IMWs placement countries
4. To improve village chiefs' knowledge on the treatment of IMWs related cases
Results of this program are Village Chiefs are improved in terms of: comprehending Procedures and Mechanism for a legal and secure BMI; comprehending rights and duties of BMI; comprehending the characteristics of BMI placement countries; being able to provide treatment of BMI-related cases.

Empowering Village chiefs on the information as well as knowledge makes them possess adequate "equipment" as well as enable them to protect their people in terms of engaging negotiation with sponsor, treating cases and thorough explanation on secure migration procedures along with the complexities of culture and law in placement countries. Moreover, local authorities also require formal legality in terms of Local Regulation (Perdes) one of which contains the Authority of Village chiefs concerning with their rights and duties to protect people for secure migration. Some of them have already had Perdes, yet, mostly govern administration affairs dealing with documents needed to go abroad but those which deal with penalty, secure regulation and procedures to go abroad including chief's authority to prohibit illegal BMIs who put them in danger have not yet issued.

IV. CONCLUSION AND RECOMMENDATION

A. Conclusion

Migrant workers are not passive object in politics where Research showed that problems encountered by village chiefs to protect his/her people who are about to or in abroad such as the broker who persist on recruiting the people yet irresponsible in case conflicts occurs. Besides, the village has no autonomy dealing with administration ,consequently, it is frequently found in most areas that BMI is finally processed his departure from another village without being known by their head of village. Regarding to this, information and knowledge needed by the village chief include secure migration procedure and requirement in accordance with UU No. 39 Year 2004 on the Placement and Protection for Migrant Workers; Characteristics of law, culture and payment in placement country; information of legal PJTKI/PPTKIS along with the information in which BMI stay. The result showed that the head of village would have power through comprehending those knowledge as well as formulating Local Regulation (Perdes) one of which contains the authority of village chief concerning with right and duty to protect the people in conducting secure migration and prevention from human trafficking.

B. Recommendation

Village Chiefs would be empowered and possess adequate knowledge if they are equipped by information and comprehension as well about rights and duties of BMI; characteristics of BMI placement countries and treatment of BMI-related cases; Perdes regulating Village chiefs authorities concerning with rights and duties to protect their people in conducting a secure migration and avoid them from human trafficking. It is then expected that by those insights, village chiefs play strategic roles to protect people from human trafficking in the effort of secure migration.
The dissemination of empowerment model for village chiefs and Best Practices By Seruni association in handling cases along with the presence of Maria Bo Niok as an ex BMI who is able to empower her surroundings highly inspired the village chiefs. It leads them to build similar association to empower BMI in their areas. This condition, some village chiefs said, would be an effective way to "secure" their village from illegal migration. Nowadays, two new BMI associations have been established namely Gandatapa and Kawung Carang, Sumbang Sub district. The presence of these associations is highly expected to participate in guiding a process of secure migration in Banyumas.

References

[1] Ecosoc Rights, 2007 Menangani Perbudakan Modern dari Desa: Rancang Bangun Perbudakan Modern dari Desa, Jakarta

[2] Wulan, Tyas Retno , 2010 *Urgensi Sinergi Antar Lembaga sebagai Strategi Meminimalisir Persoalan TKI*, paper presented in Conference on the Institutional Empowerment for Technical Staff Attache in the Effort of Protecting IMWs held by Kemenakertrans, Jakarta 6 December 2010.

[3] ------,2011 Dalhar Shodiq, Soetji Lestari dan Rili Windiasih 2010 *Buruh Migran Perempuan Melawan Negara dan Pasar dengan Remitansi Sosial,* Journal of Analisis Sosial Vol 15 No. 2 December 2010

[4] --------, Dalhar Shodiq, Sri Wijayanti, Margani Pinasti 2013 *Strengthening Social and Economic Remmitance as a Strategy to the empower of Indonesian Migrant Workers (IMW),* Poverty Alleviation Confrence Jakarta 12-13 Juni 2013

[5] ------, 2015 From From Zero to Hero: How Migrants Workers Change the World, presented *International   Conference on "Gendered Dimensions of Migration: Material and social outcomes of South-South Migration*" , National University of Singapore

[6] Trafficking/ official site of Ministry of Coordinator on People Welfare)

[7] Kompas, 29 November 2011

Public Service Innovation Through the Application of Smart Kampong Concept in Local Government Banyuwangi

Puji Wahono

Faculty of Social and Political Sciences
Universitas Jember
Jember, Indonesia
wahono.fisip@unej.ac.id

Abstract—**Banyuwangi is a local government with the total area 94 times the size of the city of Banda Aceh and eight times the size of Jakarta. It consists of 24 districts and 189 *Kampong* (Villages). Therefore, people who wish to gain local government services have to travel for two to four hours to get it. It is certainly not in line with the modern concept of public service quality; fast and efficient. In order to overcome it, the local Governments perform public service innovation by applying the concept of *Smart Kampong*, using information technology application. The purpose of this study is to uncover reasons for the selection of the concept (instead of smart city), by linking the unique facts with theories. This innovation aside make public service more accessible, and also open access to a wider market.**

Keywords—*Smart Kampong, public service, innovation, local government, Banyuwangi.*

I. INTRODUCTION

Banyuwangi Local Government is a bit different from the municipality, mainly due to its very wide area. If other municipality (city) is generally composed of three to five subdistricts, Banyuwangi has 24 subdistricts and 189 villages, called *Kampong*. Thus, the Socio-economic characteristics of Banyuwangi also different from the other in general. If the city is referring more to an urban area, Banyuwangi is dominated mostly by rural area. The level of education and rural cultures still firmly attached to the majority of Banyuwangi people. In the economic sphere, if the economic activity in the city in general is dominated by the service sector, Banyuwangi is mostly dominated by agricultural sector.

Problems faced Banyuwangi thereby also very much different from faced by the city. Congestion, littering, the people settlement, which is generally faced by cities; is causing relatively little trouble in Banyuwangi. Instead, the main problem faced by Banyuwangi is its vast area and the difficulty of its people to access the community services from local government, because they are very far from public service center. If the world's cities are being transformed by implementing smart city, to improve public services, then Banyuwangi innovate itself by applying information technology (ICT) through the application of a concept called *Smart Kampong*. The term *smart Kampong* is chosen because of the differences with the city as described above.

The research question in this study is, why and how *Smart Kampong* concept in Banyuwangi is implemented, instead of smart city, and what are the implications for people's access to public services and the market? The purpose of this study is to answer in more detail about why local government in Banyuwangi apply the Information and Communication Technology (ICT) through the *Kampong*.

This study is using qualitative strategy [1], followed by empirical data to the analysis and policy overview. The qualitative data obtained through in-depth interviews (depth interview) with a number of related government agencies and actors in the business society. They were chosen at random by using snowball sampling approach. The study was conducted in 2015 and early 2016 in Banyuwangi, East Java Province.

II. THEORETICAL & CONCEPTUAL REVIEW

Sahoo [2] defines innovation as the creation of new knowledge, ideas and creative process with insights and solutions for better performance in socio-economic values. It does not matter whether it is adding commercial values but it should have a competitive and collaborative impact in finding solutions for various socio-economic challenges and effective governance system. According to Drucker [3] innovation is change that creates a new dimension of performance.

Strupf says [4] the conventional wisdom is that government decentralization policy promotes innovation because it allows for simultaneous several experiments by local Governments. As Galle and Leahy [5] quote from Susan Rose-Ackerman (1980), innovations in government produce positive externalities for other jurisdictions. Theory predicts, that local government will tend to produce a lower than optimal amount of innovation, as Officials will prefer to free ride on innovation by others.

Sahoo [6] says innovation has became a critical driver of growth, productivity and competitiveness. Today we need innovation to meet the increasing challenges and necessities. Whether it is change or creativity, innovation is vital and important for the economic growth and progress of social well-being. The diverse necessities such as environmental problems, climate change, food, water, healthcare, education, housing, energy and electricity, without innovation, we can not find a sustainable solution to the long-needed problems in this hyper techno-science world.

To solve the problems caused by the vastness by its area, Banyuwangi chose the concept of Smart Kampong, which

according to Anas [7] have seven focus namely: (a) Smart Economy, (b) Smart Mobility, (c) Smart People, (d) Smart Environment, (e) Smart Living, (f) Smart Governance, and (g) Smart Farming. Of the seven of that focus, the most unique is the Smart People, those are people who prefer to count on the local production rather than relying on others.

Smart Kampong to Anas [8] is not simply the application of ICT but also accompanied by learning activities. Village Hall (Balai Desa) will serve as a place to learn culture, arts, and others. As a pilot project, the government selected 24 villages and after that it will continue to be added until the entire village in Banyuwangi (189 villages) is covered.

Aside from the Community Empowerment Board and Village Offcial (BPM-PD), the program will also be tackled by the Regional Division of Education, Regional Development Planning Board (Bappeda), and the Regional Division of Culture and Tourism (Disbudpar).

There are many innovations done by municipality or local government all over the world using the information technology, called smart city. This study wants to discuss the similar innovations but applied in different level of governenment in Banyuwangi, known as *Smart Kampong*.

III. INFRASTRUCTURE DEVELOPMENT

Banyuwangi is geographically located at the eastern tip of the island of Java, it referred to itself as *The Sunrise of Java*. The border in the east of Banyuwangi is the Bali Strait. The total area of Banyuwangi is 5782 km^2, this means it is about 94 times the area of Banda Aceh, 34 times the area of Bandung, 15 times the size of the city of Surabaya, and 8 times the size of the city of Jakarta. Banyuwangi is composed of 24 subdistricts, 198 villages or *kampong* and inhabited by 1.6 million inhabitants.

Public service innovation in Banyuwangi began about four years ago, when PT. Telekomunikasi Indonesia, Tbk (Telkom) transforming Banyuwangi into a city that is aware to the information communication technology (ICT). With the concept of *Digital Society,* the district begin the transformation of the public service activities as well as internet-based society.

Starting with the installation of 1,100 points WiFi in Banyuwangi, since then, the number of supporting applications began to takes place such as *IndiSchool* (High school), *IndiPreneur* (Internet for small and medium enterprises), *IndiFinance* (to access the payment). As a city of religious scholar, Banyuwangi also provide e-Zakat application that will allow people to fulfill the obligation of zakat (for Moslem people).

Those applications make Banyuwangi as the first district in Indonesia to implement *digital technology*. It makes the connection to the working units in local government (SKPD) and public services easier. Via *e-Audit* for example, the Supreme Audit Agency (BPK) in province level (Surabaya) for instance, can easily perform an audit, because the administrative systems are directly connected.

According to Suprayogi [9], Head of Transportation Department unit, Banyuwangi Local Government allocated Rp2 billion per year for internet shopping and broadband networks. Under the policy, the villages that are located far

from access to public services, are now beginning to get the Internet via WiFi.

To complement the public service through the application of this technology, local government Banyuwangi together with PT. Telkom is building a park that will be equipped with 10 digital WiFi, on the Boom beach, in the center of the city with a budget of Rp1 billion.

According to Anas [10], head of of Banyuwangi local government (Regent), the development of information technology is chosen because he believes the future of society is determined by the information technology and development of broadband networks. Further, more he said, that every 10 percent growth in broadband network infrastructure, will raise economic growth by 0.8 percent.

Suprayogi said [11] that from the user side, the user amount is also growing both quantitatively and qualitatively. Those who access WiFi, recorded throughout 2014, reached 164.372 per month, increased from 97.957 the previous year. This is because the community can access WiFi in the open spaces in villages (Green Open Space) that provided by Banyuwangi local government.

Meanwhile, PT Telkom noted, in the first quarter of 2015, the average number of access of WiFi per month in Banyuwangi increased by 132 percent over the previous year. In 2014 the average access of WiFi provided by PT Telkom reached 290.682 per month. Even in the first quarter of 2015 the number jumped to 384.283. [12]

The main challenge, according to Suprayogi [13], is the human resources itself. Provision of telecommunications technology infrastructure is not an easy job, but it is easier to treat. The most difficult part is to urge people to change, and it is not easy, because it concerns the habits and willingness to learn and change.

IV. IMPROVING PUBLIC SERVICES

The Distance that the people have to go through to get public services, is becoming a concern to Banyuwangi government. It will be very inefficient if only for an ID card, residents will have to go to a three-hour car ride. This is the reason for the introduction of Internet-based application that begins with the word Smart, like Smart Economy, Smart Mobility, Smart People, Smart Environment, Smart Living, Smart Governance, and Smart Farming [14].

The village government budgeting system integrated in the network or *online* by *e-Village Budgeting* name *(e-VB),* launched in late 2014. This *e-VB* is one of the innovations to the transparency of budgeting and monitoring of rural development at the same time. With this system, there are synergies in finance and development at the *kampong* level with the district, which is expected to be able to create harmony.

There are three important parts of *e-VB* applications, namely planning, governance, and evaluation. This system cut the chain of manual budgeting at the village level. The target is that all of the villages, or 189 villages in Banyuwangi will be implementing these applications at the end of 2015. *e-VB* is connected directly to the Community Empowerment Board and Village Government (BPM-PD), along with the District Development Planning Agency (Bappekab) [15].

Disbursement through this system can be monitored easily. It can be once every semester or quarter. Another advantage of this application is that it can anticipate the possibilities of misuse of the budget. While *e-Monitoring* (e-VM) application can make supervising more efficient, both physical and non-physical. As an example, of the 4000 program in 189 villages, each program takes at least three visits, so that the total visits required is 12,000 times [16].

E-VB system is ready both human resources and networks and all is online based. As well as e-VM, the whole system will be monitored in *real time*. In the framework of monitoring based e-VM, for example, the district will take a photo of the implementation of programs, such as for the construction of roads ranging from 0 percent (the condition has not improved) to 100 percent (repaired) and upload it *online*.

The network is also make things easier for health services in every health centers and hospitals. A birth certificate can be processed simultaneously in the event of deliveries in subdistrict health centers (Puskesmas), community health services because the network is already integrated. It is expected that the number of rooms for inpatient available in every health center and hospital can be directly known to the public, so that everything can be *handled* [17]

According to Anas [18], overall the *Smart Kampong* can be categorized into two models of innovation in order to improve village governance: (a) Approach based on information technology and communication by *e-VB* and *e-VM;* (b) Institutional arrangements, related to delegation of authority from the higher rank in the chain of command to the lower rank of officials to conduct more intensive programs supervision in the village.

ICT infrastructure became the fifth most important infrastructural in Banyuwangi in addition to Roads, Bridges, Airports and Ports. This is in line with the five priorities for ICT development in the design of a large village which include e-government, e-health, e-education, e-logistics, and e-procurement.

For e-health services, there are ambulances that are connected with the *server* at the local government office. If the people need service, they simply press the phone number provided and the request will be directed to the location of the nearest assistance.

Through ICT and the concept of *Smart Kampong*, Banyuwangi has been able to innovate public services for health, education, population, economy, and administration. Service processes that previously took 1-2 days can be trimmed to 1-2 hours, for example for mailing.

The big budget needs for infrastructure development, is from the government budget, other organizations and also CSR funds from PT Telkom, amounting to Rp10 billion that was used to install WiFi in order to support the digitization program with adequate *bandwidth* [19]

Innovation in public services applied by Banyuwangi is providing *online* public services integrated by the local government and the utilization of information technology networks built by the local government for the people. The emphasis is more to the people, and they should be able to take advantage of information technology networks and involved in the development so as to create *a digital* society. In 2013

Banyuwangi local government get 1st place in Digital Society and the user point WiFi is the largest in Indonesia [20].

V. OPENING THE MARKET ACCESS

Digitizing the *kampong* or villages through the application of ICT since 2012 makes Banyuwangi as a local government that is based on digital technology. This policy is not only open the access to public services but also to open market access. According Kartiono [21], Head of Department of Cooperatives and SMEs Unit, since many SMEs in the villages utilizing *online* sales, it is broaden its sells within the country and also abroad. The community really taught to use the Internet as a distribution channel of their merchandise products. Farm animals such as goats and cows are now marketed *online*.

On tourism, the promotion is done by making the operating system based on Android to trim the promotion fund. In the past five years, the tourism sector in Banyuwangi continued to thrive to offer a program that are focusing on nature and culture and is packed with alot of festivals. As the result, tourist visits to Banyuwangi increased significantly. Domestic tourists, the number jumped 161 percent from 651,500 people (2010) to 1,701,230 million people (2015). Foreign tourists increased by 210 % from the range of 13,200 (2010) to 41,000 (2015) [22].

Banyuwangi in early 2016 received an award from the UN Agency for Tourism, UNWTO (United Nations World Tourism Organization) in UNWTO 12th Forum Awards in Madrid, Spain. Banyuwangi awarded an award in the Excellence and Innovation in Tourism for the category of 'Innovation in Public Policy and Governance'. Now, through the application *Banyuwangi In Your Hand*, that can be *downloaded* for free via the Google Play Store and App Store, users can obtain information tourist spots and industrial creative interest in Banyuwangi completely.

Overall, according to Anas [23] *Smart Kampong* application in Banyuwangi, can slowly move the economy of the village community. It is also proven by the increase in income per capita in the last three years have increased continuously and then managed to change the image of Banyuwangi to be more modern than previously thought or as an under developed area.

Application of ICT through the development of *the* concept of *smart village* will be able to enhance economic competitiveness, encourage active community participation in development and environmental preservation.

Fonny [24] Sayuwiwit batik artisans in the *kampong* Temenggungan, Banyuwangi claimed to have benefited from the development of the Internet in Banyuwangi. The pictures of batik products that have been on display in the showroom, without her knowing, are uploaded to social media by the buyers. That information is then spread and eventually many prospective customers come without she had to waste a lot of energy promoting batik products.

Munawaroh [25], Tropical Batik artisans, from *Kampong* Gendoh, Subdistrict Singojuruh, who at first is a producers of sarong beach in Bali, now has moved and live in Banyuwangi, for family reasons. Because of Its proximity to the Gendoh village Green Open Space (RTH) , where people usually access the WiFi, her business is easily recognizable in the community. Her batik market not only in Banyuwangi and

Bali but also in Hawaii (USA) and in Japan, and she can easily send pictures and communicate in real-time including bargaining the price or the required design with her customers.

Firman [26] Godho batik artisans, *Kampong* Kalipuro, Subdistrict Giri, Banyuwangi. He was very difficult to find because he is very busy doing things associated with his business. He was not worried anymore with batik marketing, because it can be done online. He also believes his business name that are displayed in various events of local governments, which are accessible online, will bring many potential buyers easily. Those buyers will be able to find his place and also the motif they want. But Firman emphasizes the need for expansion of the scope and speed of the connection.

The imperfections of the application of ICT in the *Kampong* is admitted by Suprayogi [27], Head of the Local Department of Transportation. He said that his office is also the headquarters of the application of smart village. According to him, Banyuwangi is still in the stage of digitizing the *kampongs* and it was costly. Networking is not all use fiber optic so the speed is not optimal. Application of smart village is still far away from what is in one's ideals as smart city in the world's cities.

Supanggih [28] snacks makers in Banyuwangi who knew the Internet a year ago, had always sell items at his kiosk. Once smart *kampong* and WiFi lots is available in the *kampong* he began to market his snacks online to various corners of the world. He said that at the beginnings his location is not permanent, due to capital constraints for the lease of business premises. Now with easy access to internet, he doesn't need to to rent a place anymore. With a simple android gadget that he had, he can sell snacks like potato chips to Bali,Surabaya and other cities.

Suradi [29], beads artisan from the *Kampong* Kabat, Kabat subdistrict, Banyuwangi can now offer his products online and is accessible to anyone anywhere as long as there is an Internet connection, he said. He, along with other craftsmen like Supanggih, can now be proud to be a supplier of craft shops in Yogyakarta and Bali, and Surabaya. Before the Internet, he can only supply the local area only. They both relate, during the economic crisis and the price of the dollar rose, they did not benefit very much because the price is determined by the middlemen. Now he gets more profit because he can directly relates to the buyer through *an online* network.

According to Purnomo [30], Head of Industry and Trade Unit as well as Kartiono [31] Head of Department of Cooperatives and SMEs Unit in Banyuwangi, many households and micro entrepreneurs in rural areas enjoy their new markets with their digitization *(Smart Kampong)* in Banyuwangi.

According Kartiono [32], it now provides a lot of guidance and trainings to prospective artisans and micro-enterprises who are requesting assistance for the enhancement and progress of the business, including how to use the Internet to market their products and services it sells.

Meanwhile, according to Purnomo [33], in the conditions of a free market today, it is important to create a way to protect the assets of Banyuwangi so that they are not easily duplicated by others in a way that is not justified. Therefore, he is now keen to socialize the importance of patents and intellectual property rights. He also has presented what are the things that can be categorized as the intellectual property (Haki) of Banyuwangi in front of the Director General of Haki in Jakarta.

VI. CONCLUSION

The Application of Information Technology through the *Smart Kampong* concept makes public service faster and more efficient. The concept of *Smart Kampong* is choosen because Banyuwangi geographically cover a very wide area.

Smart Kampong concept is intended to empower the people in the *Kampong* (village) Level, or those who are at the lowest level in the government structure and located far from the governement offices to get a faster and more efficient public services.

Innovation through the implementation of concept *Smart Kampong* in Local Government Banyuwangi also has opens the access to a better public services and also to a prospective market for their products.

REFERENCES

[1] Creswell, John W. 2010. *Research Design: Qulitative, Quantitative, and Mixed Methods Approaches.*Third Edition. Sage Publications. Thousand Oaks California.

[2] Sahoo, Ganeswar. 2010. The Government is an Actor in Indian Government Stimulates Innovation How Innovarion. *Dissertation for the Master of Science.* University of Trento and Sant'Anna School of Advanced Studies (Italy).

[3] Drucker, Peter F. 1985. *Innovation and Entrepreneurship.* Harper Business: A Division of HarperCollins Publishers.

[4] Strumpf, Koleman, S. 1999. "Does Decentralization Increase Government Policy Innovation". *Papaers.* Social Science Research Network (SSRN).

[5] Galle, Brian and Joseph Leahy. 2009. "Laboratories of Democracy? Policy Innovation in Decentralized Governments". *Emory Law Journal.* (Vol 58 Number 6).

[6] Sahoo. 2010. *Op.cit.*

[7] Anas, Abdullah Azwar (Banyuwangi Regent). 2015. Inside Siwi Yunita Cahyaningrum, "Tehnologi Digital Ubah Wwajah Banyuwangi". Kompas (23 Februari 2015).

[8] *Ibid.*

[9] Suprayogi. 2015. Chief of Department of Transportation Local Office. *Interview.* (07/11/2015).

[10] Anas, Abdullah Azwar. 2015. Inside Rachmatunisa http://inet. detik.com/read/2015/06/ 16/133257/2943706/ 398/bupati-pengubah-wajah-banyuwangi-dengan-teknologi (Downloaded Feberuary 25, 2016).

[11] Suprayogi. 2015.*Op.cit.*

[12] Andriawan, Shesar. 2015. "Tiga Kota Meniti jalan Menuju Smart City". Inside http://www. beritasatu.com/nasional/244614-tiga-kota-meniti-jalan-menuju-smart-city.html (downloaded Februari 25, 2016).

[13] Suprayogi. 2015. *Opcit.*

[14] Andriawan, Shesar. 2015. *Opcit.*

[15] *Ibid.*

[16] Kusbiantoro, Didik. http://jatim.antaranews.com/lihat/berita/146230/ semua-desa-di-banyuwangi-terapkan-penganggaran-online. Februari 25, 2016.

[17] Read, http://news.detik.com/jawatimur/2770096/menteri-desa-resmikan-e-village-budgeting-banyuwa ngi (Downloaded January 7, 2016).

[18] Anas, Abdullah Azwar. 2015. Inside Cahyaningrum. *Op.cit.*

[19] Kusbiantoro, Didik. 2015. *Op.cit.*

[20] *Ibid.*

[21] Kartiono. Chief Departement of Cooperative and SMEs Local Offoce Banyuwangi. *Interview.* June 09, 2015.

[22] Eka L., Juliant. Penerapan teknologi informasi komunikasi dalam mendukung Smart City." http://artikel-opiniku.blogspot.co.id/2015/02/ penerapan-teknologi- informasi.html. Downloaded Januari 15, 2016.

[23] Anas, Abdullah Azwar.2015. "Konsep Smart Kampung di Kabupaten Banyuwangi" inside http://www. banyuwangipost.com/konsep-smart-kampung-di-kabupaten-banyuwangi/. Downloaded, Feberuary 12, 2016.

[24] Fonny. 2015. Batik Artisan from House of Batik Sayuwuwut. Banyuwangi. *Interview*. June 10, 2015

[25] Munawaroh. 2015. Owner Batik Tropical in Banyuwangi. *Interview*. June 10, 2015.

[26] Firman. 2015. Batik Artisan Godho House of Batik. Banyuwangi. *Interview*. June 10, 2015.

[27] Suprayogi. *Op.cit*. 2015

[28] Supanggih. Inside Cahyaningrum. *Op.cit*. 2015

[29] Suradi. 2015. *Ibid*.

[30] Purnomo. Head of Industry and Trade Banyuwangi Local Office. *Interview*. June 09, 2015.

[31] Kartiono. *Op.cit*. 2015

[32] *Ibid*.

[33] Purnomo. *Op.cit*. 2015

Institutional Innovation in Zakah Management: The Experience of Putukrejo Village, Indonesia

Supranoto
Lecturer in Faculty of Social and Political Sciences
University of Jember
supranoto.fisip@gmail.com

Moh. Zahri Bin Hamat
Lecturer in School of Islamic Development Studies
Universiti Sains Malaysia zahri@usm.my

Moh. Zaini BinAbu Bakar
Lecturer in School of Social Sciences
Universiti Sains Malaysia
zainiab@usm.my

Abstract—**This article aims to describe the experience of Putukrejo, a village in Indonesia, which develop innovative institution to manage zakah. Zakah is philantropical action that is obligated for every muslim. Zakah can be paid directly by the obligated individual to another individual eligible for zakah. Distribution pattern like this provoke a lot of problems. Aside from direct distribution, zakah can be paid collectively and indirectly. People pay their zakah to certain institutions. This certain institution then distributed zakah to parties that is eligible to receive. What choice is picked by Putukrejo's citizens and how to organize it and also the result? This article is made to answer those questions from institutional perspective.**

Key words—institution; zakah; collective action;collaborative management;Putukrejo Village

I. INTRODUCTION

The south areas of Malang regency had suffered from drought because of long dry season in 1964. It made farmers, the majority in these areas, had suffered crop failure. The next impact was easy to be guessed, which was the poverty level raised dramatically.[1]

Putukrejo village faced a really complex dilemma. Located in south area of Malang regency, Putukrejo village was not spared from drought. In addition to that disaster, Putukrejo village also faced another "disaster" that was faced by many villages in Indonesia. In those past years, a national political situation was through tremendous tension because of seized power competition and the influence between TNI AD, PKI, and (President) Soekarno. This conflict spread into citizens. In consequence, the economy was lack of concern thus cause massive poverty everywhere. In other words, wherever the citizens were, they can't rely on government's helping hand.

In that situation, Putukrejo village turned to philanthropic action that is obligated for muslims which was zakah. They started organize management of zakah as collective action at village level and reached their success in the 1970s until 1980s decade. In frame of run the determination to overcome acute poverty problem that hit the village, Putukrejo village developed an institution innovation to manage the zakah by focusing on two things, which were (a) effective collaboration between three pillars of society, namely Umara', Ulama', and Aghniya',[2] and (b) effective rules of the game that enabling the collaboration can be run effectively.

II. THREE KINDS OF INSTRUCTION ON ZAKAH

In terminologies, zakah is some part of wealth that is given by its owner to other residents that have the rights to receive it. There are three kinds of command about zakah in Al-Quran. First, command to muslim individual to pay zakah. This is for example can be seen in this postulate

Means: And establish prayer and give zakah and bow with those who bow [in worship and obedience][3]

Second is command to authorities to collect zakah. This command is equivalent to command from government to collect tax from citizens. Zakah is indeed having strong social character, as well as to mustahik (zakah receiver) and muzakki (zakah giver). Along with the command to collect zakah, to the authorities[4] is also commanded to pray for them who already paid zakah as what this partial said.

Means:"Take *charity from their possessions* **to cleanse them and purify them thereby,** *and bless them. Indeed your* blessing is a comfort to them, and Allah is all-hearing, all-knowing".[5]

Third is command for zakah maintainers to distribute those zakah to eight groups that is having the right to receive zakah. The word "maintainers" on the last sentence can mean individual zakah payer or institution that is given, or founded to perform, duty to manage zakah. Social character or

philanthropist out from zakah command can also be seen from eight asnaf groups as ordered by Al-Quran in this partial.

$$\text{﴿إِنَّمَا الصَّدَقَاتُ لِلْفُقَرَاءِ وَالْمَسَاكِينِ وَالْعَامِلِينَ عَلَيْهَا وَالْمُؤَلَّفَةِ}$$
$$\text{قُلُوبُهُمْ وَفِي الرِّقَابِ وَالْغَارِمِينَ وَفِي سَبِيلِ اللَّهِ وَابْنِ السَّبِيلِ فَرِيضَةً}$$
$$\text{مِنَ اللَّهِ وَاللَّهُ عَلِيمٌ حَكِيمٌ ﴾}$$
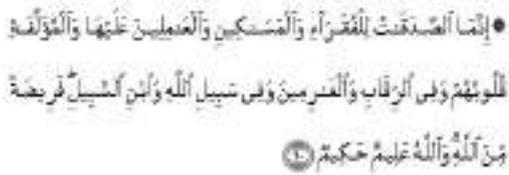
Means: Charities are only for the poor and the needy, and those employed to collect them, and those whose hearts are to be reconciled, and for [the freedom of] the slaves and the debtors, and in the way of Allah, and for the traveller. [This is] an ordinance from Allah, and Allah is all-knowing, all-wise.[6]

In summary, it can be told that commands about zakah consist of three kinds, which are command (to every muslim) to pay zakah, command (to authorities) to collect zakah, and command (to individual and maintainers) to distribute zakah. Three Quran commands about zakah above are upheld theoretically by among these two perspectives. These two perspectives underlined the importance of using zakah to overcome poverty. The first is presented by Habib Ahmed who persuades to contemplate and consider a slightly different strategy, which is by developing zakah institution as what this partial said.

Though there have been some progress in reducing poverty in a few countries, there is now emerging consensus that many development programs aimed at poverty reduction in the past have not achieved their intended results in many parts of the world. There is, therefore, a need to seek credible programs and strategies that can effectively mitigate poverty. In this regard, one of the important pillars of combating poverty in Muslim societies is the institution of *zakah*. *Zakah* along with other charitable institutions emerged as a result of specific emphasis of Islam on meeting the needs of less privileged members of the society. Early Islamic history demonstrates this charitable institution to be very effective in taking care of the needy sections of the population in Muslim societies. Narrations from the time of Umar bin al Khattab (13-22H) and Umar bin Abdul Aziz (99-101H) indicate that poverty was eliminated during the time of these two rulers, as *zakah* collected in some regions could not be disbursed due to lack of poor recipients.[7]

The perspective of Ahmed Habib regarding how important zakah to economic and overcome poverty also underlined by these two, Nasim Shah Shirazi and Md. Fouad Bin Amin. They stated, "*Half of the sample countries not only meet their resource shortfall by potential zakat collection but also generate surplus funds which are sufficient for the resource deficit countries.*"[8]

The interesting question to be answered is what are institutional options that are available to execute those three commands? This question will be answered by this section.

III. TWO KINDS OF INSTITUION IN ZAKAH MANAGEMENT AND PUTUKREJO INNOVATION

Even though the concept of instituion has historical rooted until 1725[9], but the meaning of instituion until now is always confusing to the concept of organization. Without intending to avoid the definitional debate, this article uses the definition of North stating that the institution is the constraints that were created according to levels of human ability that is used to establish and facilitate human interaction[10]. Institutions are the rules that govern the relationships between people and another person in a community, and between members of a community with parties in other communities. This rule can be writtenly or not. Scope setting a rule could be measuring the neighborhood relations, can also be an area of the village, district, province, country, and even across the country.

Zakat is obligatory on every Muslim. The fulfillment of this obligation can be done individually, that is distributed directly by muzakki (giving alms) to mustahik (recipients), including in particular the poor and needy. But can also be the fulfillment of the obligation of zakat is done through collective action.[11] The village Putukrejo experience in managing zakat is a manifestation of collective action in addressing the worship of the individual and social worship. Collective action is one of the types of institutions in the provision of various types of goods and services human purposes. Collective action can be done at the international level, countries, and even can also be at the village or community, even in groups of two (dyadic).[12] McLain (1991) wrote that among the four types of coordination in the provision of goods and services, market and the state are two forms of coordination of the most controversial and the most contentious. [13]

The village Putukrejo options to manage zakat collectively in the decade of the 1970s was a very innovative institutional choice for several reasons. First, this is the right choice for treating the management of zakat as an individual act contains several drawbacks, namely (a) creates a gap zakat, (b) create imbalances collection / polling, (c) creates inequality of distribution, (d) meenimbulkan safety hazards, and (e) the inaccuracies in the recording so it is difficult to justify.

Secondly, at that time, the Government of Indonesia chose to hand over the management of zakat to setiapp individuals in society. This means that the state does not want to intervene care charity affairs. Manage zakat collectively as did the Village Putukrejo because it is a decision that is very innovative. In 1999., the Indonesian government decided to treat the management of zakat as though collective action but allows zakat individually.

How Desa Putukrejo run their choice to manage the charity as a collective action? Zakat management activities as a collective action involving three parties, namely Muzakki (Giving Zakat), Mustahik (Receiver Zakat), and business Zakat (Zakat). Zakat is the connecting Muzakki with Mustahik. The role of Zakat is run done collectively in the village Putukrejo. To that end, they did it by involving the three pillars of the society as mentioned earlier, namely Umara '(Government), Ulama' (Civil Society), and Aghniya

'(Employers'). The pattern of their relationship can be described as follows.
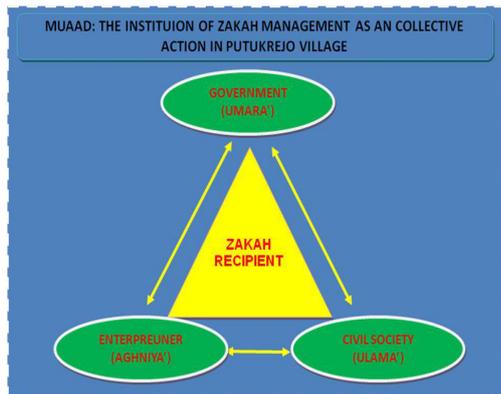
Figure1. Collaborative Relation between Umara' (Government), Ulama' (Civil Society), and Aghniya' (Enterpreuner) in Zakah Management in Putukrejo Village

REFERENCES

[1]Yamin Haddad, 2004 and Zainuri, 2010.

[2]In public administration terminology nowadays, this three pillars collaboration is called with the term of governance. Three pillars of governance includes Government, Civil Society, and Corporate World. It is equivalent to, respectively, Umara', Ulama', Aghniya'

[3]QS Al-Baqarah [2]: 43. Command to pay zakah lie around in Al-Quran, most of it superimposed by command to shalat such as, among what is noted by Prof. Dr. KH. Fathurrahman Rauf in his treatise themed "Zakat Dalam Pusaran Dinamika Sosial Keumatan: Mewujudkan 'Good Zakat Governance'", foreword for the book entitled Zakat untuk Pengentasan Kemiskinan, created by H.M. Subki Risya, PP. LAZIS NU, Jakarta, 2009. At page viii, that foreword mentions that "…in al-Qur'an can be found at least 72 times "zakat" terminology is mentioned that is carried out together with "shalat" word…, implementation of zakah precept has the same primacy with shalat precept in Islam."

[4]It was believed that command "collect" aimed to Rasulullah SAW. After the days of Rasulullah, this zakah collector is amil zakat who in muslim is appointed to government. Look at for example Masdar F. Mas'udi, opcit., Prof. Dr. KH. Sjechul Hadi Permono, SH., MA., opcit.

[5] QS At-Taubah [9]: 103.

[6]QS At-Taubah [9]: 60. Look at also QS Al-Hasyr [59]: 7 (… "so that they do not circulate among the rich among you…")

[7]Professor Habib Ahmed, PhD. 2011. Opcit: 81-82.

[8]Nasim Shah Shirazi and Md. Fouad Bin Amin, Prospects of Poverty Elimination Through Potential Zakat Collection in OIC-Member Countries: Reappraised, Journal of Islamic Economics, Banking and finance, Volume 6 Number 3, 2010.

[9]Geoffrey M.Hodson. 2006. What Are Institutions? Journal of Economic Issues, Vol. XL No. 1, March 2006.

[10]Douglas C. North, 1990a: 182; North 1990b: 3

[11]Ini sejalan dengan pandangan yang mengatakan bahwa kewajiban membayar zakat adalah ibadah individual sekaligus ibadah sosial. Lihat, sebagai contoh, A. Muhtadi Anshor, Kewajiban Zakat dan Pajak Dalam Perspektif Islam, Jurnal AHKAM, Volume 11, Nomor 2, November 2009: 135-140. Dua sifat kewajiban ini (individual dan sosial) juga diisyaratkan oleh Suhaili Sarif and Nor 'Azzah Kamri. Dalam artikel mereka bertajuk A Theoritical Discussion of Zakat for Income Generation and Its Fiqh Issues yang dimuat di Shariah Journal, Vol. 17, No. 3 (2009) 457-500 mereka mengatakan "This is due to the fact that the zakat as religious obligation must accordingly adhere to the principles underlined by shari'ah beside any other economic objective which it strives to achieve." Lihat juga Prof. Dr. KH. Fathurrahman Rauf, opcit: ix.

[12]E.S. Savas (1989) noted ten institutional arrangement to providing goods and services.

[13]Iain McLain. 1991. Public Choice. New York: Basil Blackwell. Dua yang lain adalah anarchy dan voluntaristic action. Sebagai pembanding, dapat juga dilihat Savas, E.S. 1987. Privatization: The Key to Better Government. Chatham, New Jersey: Chatham House Publishers, Inc.; Olson, Mancur. 1965. The Logic of Collective Action: Public Goods and the Theory of Groups. Cambridge: Harvard University Press; Ostrom and Ostrom Ostrom, V dan E.Ostrom [1977] 1999. "Public Goods and Public Choice". Dalam Michael D. McGinnis. Polycentricity and Local Public Economies. Readings from the Workshop in Political Theory and Policy Analysis. Ann Arbor: The University of Michigan Press. Hal. 87-99; Ostrom, Elinor. 1990. Governing the Commons, The Evolution of Institutions for Collective Action. Cambridge: Cambridge Univ. Press.

Attribute Attractiveness of City, City Brand Love and Tourist Behavior: the Case of Jakarta

Elia Ardyan, Naili Farida

Public Administration, Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email:prodidap@gmail.com)

Abstract—This research is conducted to answer two questions research, namely (1) how the influencing attribute does table of city attractiveness on a city brand love? (2) How does the influence of city brand love on tourist behavior (visiting back and positive word of mouth? This research examines 162 tourists already several times visiting Jakarta city, Indonesia. The analysis in this study is using Structural Equation Modeling (SEM) and to process data using the AMOS version 20. The results of this research show that the whole hypothesis is accepted, among others: (1) the attractiveness of the city attribute has a positive and significant influence on the city brand love; (2) the city brand love has positive and significant influence on repeat visitation; and (3) city brand love has a positive influence and significant on word of mouth.

Keywords—*Attractiveness Attribute of City; City Brand Love; Tourist Behavior; Positive Word of Mouth*

I. INTRODUCTION

In the very tight competition and globalizing, all companies have done invasion. All companies should be able to make their own character compared to competitors. As well as selling a product, the city is also a product that should be introduced and marketed by the Government of its country. Local authorities should make proper positioning, where a city should have different strengths and perceived existence when compared with other cities. Local governments should be able to exhibit the idiosyncrasies of a city well on investors or tourists, as this will greatly affect the goal economic achievement, political or social-psychological (Kavaratzis& Ashworth, 2005) as planned by the city government. The city Government should be able to make a variety of interesting attributes of its city. Snieska and Zykiene (2015) and De Noni, Orsi, and Zanderighi (2014) states that various attributes such as developed healthcare quality, social service quality, cultural quality, level quality, environmental safety, economic development level, and education quality are developed so that people got interested and visiting this city. The more attractive city, then the love of the city and tourists in future tourists will visit tourist destinations both on a birthday or just come to the city.

There are three research questions in this study as follows:

(1) How the influence of attribute does table of city attractiveness on a city brand love?

(2) How does the Influence of city brand love on tourist behavior (visiting back and positive word of mouth?

Zykiene and Snieska (2011) define attractiveness as perceptions about the resource that is owned by the city, the city's ability management and exploit it, and obtain the advantages compare to other cities and beliefs about the city development. In this study, we define the attribute table of city attractiveness as various attractiveness factors that are owned by a city seen from both programs which create City Government, public service, potential tourist destinations as well as the development of city in the future. Various attributes created by the City Government aims so that tourists would like to come and visit this city, either visit the travel destinations or just come to the city.

The first is the concept of brand love means the relationship between brands with consumers (Drennan et al., 2000). These relationships are not only just ordinary, but also in a long-term relationship (Fournier, 1998). Brand love is defined as the emotional attachment level a passionate consumer and content that exists on a particular brand (Barbara & Ahuvia, 2006). Brand love is arising out of satisfaction on a brand continuously. In this study, the interesting city will be able to make the tourists like this city. The more people love a city, Then they will have a desire to come back. Tourists will also recommend to their friend, family or their contact to visit this city.

From the explanation above, we propose the following hypothesis as follows:

H1: The more interesting attribute of a city then the tourists will love

H2A: The tourists loving a city then the tourists will come back to this city

H2b: The tourists loving a city then the tourists will recommend it to other people. This table is the model of empirical research developed in this study:
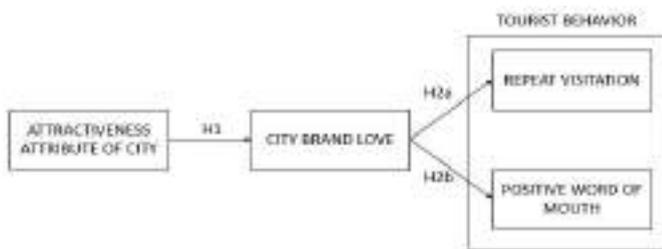
II. Theoretical Framework and Method

To obtain the data, a questionnaire is distributed by 300 respondents who several times have been to Jakarta. From 300 questionnaires obtained, only 162 that can be used in this study. The analysis in this study is using Structural Equation Modeling (SEM) and to process data using the AMOS version 20. The questionnaire items measurement of this study is using a scale from 1 to 7, where 1 show strongly disagree and 7 scale shows very agree. This study uses 4 invalid constructs namely city brand attractiveness, memorable city brand experience, brand love and brand equity.

Attribute Attractiveness of the City. City brand attractiveness is the appeal of various factors that is owned by a city seen from both programs which create City Government, public service, potential tourist destinations as well as the city development in the future. The dimensions in this study adopted by Snieska and Zykiene (2015) and De Noni et al. (2001) as follows: (1) Healthcare quality, (2) Social service quality, (3) Culture quality, (4) Safety level, (5) Environmental quality, and (6) Education quality.

City brand love, City brand love is defined as the emotional attachment level passionate tourist and the happiness that exists in a certain city. The dimensions of the city brand love is adopted from Barbara and Ahuvia (2006), among other things: (1) awesome city brand, (2) love city brand, (3) pure delight city brand, (4) Passion with city brand, (5) attached with city brand. Tourist behavior, Tourist behavior is defined as a range of behaviors that are owned by tourists as the output of the previous behavior. In this study, the dimensions of the tourist behavior seen from repeat visitation (visiting tourist attractions in this city, visiting the city again with the intention of only roads, and revisits historic sites) and positive word of mouth (recommend a friend and recommend on the family). Dimensions of tourist behavior are adopted from Loureiro (2014).

III. Result and Discussion

A. The Result of Structural Model

Goodness of fit is the suitability models that are built with the data retrieved. The indicators are throughout the model fit is already showing the value of the above required. The indicators are used, among others, CMIN/DF (1,814), GFI (0,904), NFI (0,950), RFI (9,34), IFI (0,977), TLI (0,969), CFI (0,977), and RMSEA (0,071).

Hypothesis test is used to test whether the proposed hypothesis is accepted or not. In this study the whole hypothesis is accepted. Hypothesis 1 suggests that the attractiveness of the city attribute has a positive and significant influence on this city brand love (B = 0,978; p < 0.05). Hypothesis 2a shows that city brand love has positive and significant influence on repeat visitation (B = 0,627, p < 0.05). Hypothesis 2b shows that city brand love has positive and significant influence on word of mouth (B = 0,627; p < 0.05).

The City Government should be able to take variety of venture capital so loved by tourists visiting this city. In this study show that when the City Government is very mindful of how to make the various attributes of the city (healthcare quality, social service quality, culture quality, safety level, environment quality and education quality) then the tourists will be increasingly loves the city. Tourists are starting to have a sense of love when they see the Government efforts in improving these various qualities. The various innovations will be able to improve the various services quality, programs, and activities undertaken. The more qualified and interestingly attribute is developed by the City Government, the more people are going to love the city.

This study can also be inferred that the tourists love the city then tourists will have a tendency to do a return visit in the future. Taste like tourist destinations or services conducted by the City Government will make to promote tourist on a friend, brother, or their associate. Doing so will greatly impact on the income and wealth of the city.

IV. Conclusion

The City Government ability in creating various attributes of interest and an important quality to increase the tourists interesting on a city. Getting the tourist interesting in a city then the tourists will visit and recommend to their friends.

Managerial implications in this research is the City Government must innovate in bring up the various attributes who will be later create tourists interesting in the city. The long run of a love is tourists will generate positive recommendations and visits about the city to others. The City Government should also make a variety programs and activities that will encourage quality and Interestingly City attribute. For research that will come, we recommend: (1) expand the existing samples and (2) examining research model that we wake up with a way to compare two or more cities that have different positioning.

References

[1] Barbara, A. C., & Ahuvia, A. C. (2006). Some antecendents and outcomes of brand love. *Market Letters, 17,* 79-89.

[2] De Noni, I., Orsi, L., & Zanderighi. (2014). Attributes of Milan Influencing City Brand Attractiveness. *Journal of Destination Marketing & Management, 3,* 218-226.

[3] Drennan, J., Bianchi, C., Cacho-Elizondo, S., Louriero, S., Guibert, N., & Proud, W. (2015). Examining the role of wine brand love on brand loyalty: A multi-country comparison. *International Journal of Hospitality Management, 49,* 47-55.

[4] Fournier, S. (1998). Consumers and Their Brands: Developing Relationship Theory in Consumer Research. *Journal of Consumer Research, 24*(March), 343-373.

[5]   Kavaratzis, M., & Ashworth, G. (2005). City branding: An effective assertion of identity of a transitory marketing trick? *Tijdschrift voor Economische en Sociale Geografie, 96*(5), 506-514.

[6]   Loureiro, S. M. C. (2014). The Role of Rural Tourism Experience Economy in Place Attachment and Behavioral Intentions. *International Journal of Hospitality Management, 40*, 1-9.

[7]   Snieska, V., & Zykiene, I. (2015). City attractiveness for investment: characteristics and underlying factors. *Procedia-Social and Behavioral Sciences, 2123*, 48-54.

[8]   Zykiene, I., & Snieska, V. (2011). Fizines infrastrukturos itika regioniniam patrauklumui. *Economics and management, 16*, 465-471.

The Capacity of Local Leaders to Improve Performance of New Autonomous Region (Dob) in Indonesia

--- A Case Study on the Regional Province of Bengkulu Seluma Regency

Titi Darmi
Politics and Social Science Department
Muhammadiyah University
Bengkulu, Indonesia
(titi.harmadi@gmail.com)

Sri Suwitri, Yuwanto, Sundarso
Politics and Social Science Department
Diponegoro University
Semarang, Indonesia
(titi.harmadi@gmail.com)

Abstract— **This study conducted in Seluma district as County decentralized mandates as beneficiary with the DOB policy formation on the basis of Act No. 3 in 2003, is a wise step in order to achieve the goal of autonomous region. Bases on the study results, the performance of Ministry of Intern Country, Seluma district DOB revealed low. Of all the stakeholders involved, the people most instrumental states that the management conclude up failed or successful an area.**

Keywords— *Capacity; Leadership; DOB*

I. INTRODUCTION

To speed up the process of community welfare, The Central Government gives full rights to local governments (local government) to manage its territory with multiply potential areas for the people prosperity [15].   The number of regional desire to secede, in other words, desirous of creating new autonomous region knows as (DOB), bases on the society aspirations. Today, Indonesia has recorded 34 provincial, 508 district/ cities (see table 1).

TABLE I.   A COMPARISON OF THE SUM AREA BETWEEN THE OLD REFORM AND REFORM

Old Reform Before 1999		Reform Begin From 1999 To 2015	
Province	*District/ Cities*	*Province*	*District/ Cities*
26	293	34	508
Amount: 319 District (Sub District/ Cities)		*Total: 542 District (Sub District/ Cities)*	

a. Source: Kemendagri.go.id

The purpose of DOB is to optimize the Government Organization, bureaucracy and improve the flow decreases of public services quality. Bases on numerous studies, establishment of the DOB noble goal, shifted with the original purpose, so a lot of the DOB has unsatisfactory performance. Statement of the Minister of Internal Affairs, amount 65% DOB is declared failed [10] DOB often creates conflicts, for example: DOB results conflict areas, see table 2 [13][19] gap, doesn't not good average of human resource division nor the stem between them with new areas [11], the failure also

triggered political role dominance against the proposal of DOB, DOB doesn't ready to implicates against management for example happen getting heavy burden on national budget because the area is just depend on funds transfer from the [5].

TABLE II.   EXAMPLES OF CASES CONFLICT DOB RESULT

Main District	DOB
Bekasi District	Bekasi City
Musi Rawas District	Lubuk Linggau City
Tasikmalaya District	Tasikmalaya City
Kerinci District	Sungai Penuh City

b. Source: Ardiansyah Depkeu RI, 2009, quoted by Ratnawati 2010

Seluma district is coastal areas, administratively in Bengkulu province. Getting mandate of regional autonomy based on ACT No 3 in 2003 on the establishment of the new autonomous region. This research resulting [1] average of the coastal region at Bengkulu province, there is poverty and economic disparities DOB is higher than the parent area. The prosperity level in Seluma district is still low, with HDI ranked 11 of 11 district/city of Bengkulu province [2].

The impact of the DOB is not always bad. It all depends on the leadership of the DOB. When giving a grant allocation, the greater allocating of the public service, the development of regional infrastructure, can have implications for an increase in the foreign region power and good governance, [5]. There is has been no failure of DOB regional leadership commitment in the exercise of good governance that is not yet in line with the autonomous philosophy region [19] [1] [5].

II. DISCUSSION

A. DOB Performance

The performance is meant the ability of DOB local Government, dig potential regions for the well-being of the society by using resources that are effectively owned efficient. The performance of the DOB can generate output and outcomes according to the purpose of the ACT as well as relevant to public necessity [12].

To measure the DOB performance, Ministry of Intern Country through the Director-General of district autonomy take evaluation by measuring four factors, namely social welfare, public service, regional competitiveness and good governance, which is later reduced in 14 of the 31 variables/indicators and assessment aspects. In general the DOB has not shown the expected performance, contributing factor: 1) the process of its formation is not accordance with the legislation; 2) coaching and supervision given to the DOB has not been optimally [14] Many of the DOB is not performing optimally, because the leader of DOB more giving priority to spending on means of governance and employee expenditures rather than on public service [14].

In the context of DOB performance can in view of how local Government can utilize the resources and potential of his country to dig the welfare of society. Thus the intelligence leadership in managing the resources there is absolute, so that resources are managed effectively and efficient so it can be useful to stakeholders.

B. DOB Leader Capacity

In implementing leadership capacity very DOB determine the success in achieving the vision and mission administration, considering there are still many shortcomings which belonged to either the resource or human resource. According to [6] to achieve the vision and mission leadership has demanded the paradigm of good governance. Good Governance will be easily accomplished if the leadership has a moral behavior, and a good integrity will have followers [17]. Many factors affect the performance of the DOB, a very dominant factor is capacity management. Local political leadership roles against the institutional capacity of local Governments [17], [18] one of the elements of the institutional capacity of local government is a management process that has dimensions of leadership that became the deciding goal achievement Partnership Organization. [8]

Describing the organizational capacity of how leadership can collaborate, innovate and can provide motivation through a process of education, teaching and learning the human resources with a wide range of educational methods with good methods of approach to pedagogy as well as with the approach of and ragging. Not only do through formal education but also through non-formal courses, such as training, internships, dissemination. This is done in a sustainable way in the time allowed.

Local leadership capacity can be seen in the attitude of the speed and accuracy of execute opportunities and can read the changes that will occur in the future are able to support economic growth in the regions. The success of the leadership that can be seen of some stunt the leadership in executing policy, for example the success of Bandung led by Ridwan Kamil, Tri Rismaharini Mayor of Surabaya. Indicators of the success of their leadership in improving the performance of local government, as leader of the local Government can make them good governance and oriented to the interests of the public can meet the basic needs of the community, health, education and infrastructure.

C. The Role of Local Leader in DOB Performance

Leadership as inspiring, motivating that will changing mindset of increasing leadership capacity in achieving the Organization's vision and mission [17]. Local leadership needs DOB can have their resources ability to optimally fit the expectations of the public. The figure of local leadership should have individual capacity in order to take high integrity, intelligent, creative, competitive, responsible, the most urgent thing of leadership in managing the DOB, bases on the principle of honesty and justice.

Bases on the process of organizing the DOB, start since the establishment of the DOB. Seluma district, emerging local elites, then become DOB Chairman, they have the power to dominate all sectors of political, social, economic and cultural in Seluma district. One such figure is Murman Effendi, he is elected Regent of 2 (two) periods (2005 elections and the 2010 elections by gaining 62% of the votes), the core of society give confidence to local elites to provide leadership in managing its territory. In the leadership role of Murman Effendi is very central and dominant. However, the power given by the people implies the role, the function of the legislature and civil society as a stabilization is overlooked.

Following of the local leadership influence on policy formulation begins the planning process of decision making in development program does not accommodate people necessity. Governance in Seluma district got the worst governance index level of district/ city around Indonesia in 2013. It is quoted by the Executive Director of the Partnership for Governance Reform [11]. The dominance of the local leadership should be made the capital of the local leadership to improve the DOB performance. The society will support a force for the leadership to realize the program areas accordance with public necessity.

Performance is determined by the leadership of the DOB Seluma Regency, can be seen from taking action in formulate and execute policies in accordance with the design of the construction of the Middle Jangkah region (RPJMD) in 2011-2015. Regency Seluma have strategic issues: 1) the rate of economic growth; 2) economic growth should be spread to all regions; 3) reduce the gap between the perpetrators of the attempt; 4) damage the environment; 5) infrastructure development; 6) increased productivity of Natural Resources (SDA); 6) governance good governance; 7) of law enforcement [7].

Strategic issues applying with real, unconfirmed data [3] yet its optimal capability in meeting the needs of food, clothing and housing based on the poverty level of data reaching 21,22%, this figure is go in categories. The low quality of human resources was still ranked 11 of 11 other districts in the province of Bengkulu. Participant community in determining policy is still low, the limited supporting infrastructure investments, licensing procedures are still relatively long and require high costs, whereas a guarantee of legal certainty towards the business climate has yet to go according to expectations, the impact of the limited opportunities to work and the opportunity to try. Institutional governance Regional Seluma not fully based on the principle of rational and efficient organization so that organizational structure is less proportional. Still the practice of lapses that is led to the abuse of authority

(corruption), still neglecting the ethical values and work culture in bureaucracy thus weakening the working discipline, work ethic, and work productivity. In view of the financial management of Seluma Regency original income only contribute 3% of their budget. While the tourism potential is pretty good, it has beautiful beaches, waterfalls, Lake ninth colors, very unfortunate yet is managed with a maximum of.

The problems outlined above indicate a role of leadership was not executed according to his role, for example, doesn't optimal oversight of program implementation and leadership can't anticipate the problem will appear. But the successful a program many factors influence, as the many factors that the DOB is not available for example are still lack of human resource ASN, the lack of financial resources reducing the area by land, will make the local government cannot be perceived program according the vision the mission Seluma District. All those problems could be addressed if the Partnership has a leadership that can create new innovations and breakthroughs.

III. CONCLUSION

In European and American Countries are explicitly the real aspect of the leadership crisis to get an honest leadership, fairness and high integrity are very difficult [17]. The crisis of leadership happened also in Indonesia. To overcome these things should begin with local leaders who have a commitment to develop the capacity of ourselves as a leader in developing regions. A local leader has to fight for its people and further prioritize common interests (society) compared to personal interests (individual) matches the slogan of the leader is suffering, in order to realize the desired public expectations.

REFERENCES

[1] Arianti, Nyayu, Neti dan Cahyadinata, Indra, Kajian Dampak Pemekaran Wilayah terhadap Kinerja dan Pemerataan Ekonomi Daerah Pesisir di Provinsi Bengkulu, Laporan Penelitian, LPPM Universitas Bengkulu, 2013.

[2] Badan Statistik Provinsi Bengkulu, 2013, Provinsi Bengkulu Dalam Angka, Bengkulu, Indonesia

[3] Badan Statistik Kabupaten Seluma, 2013, Seluma dalam Angka, Seluma, Bengkulu, Indonesia.

[4] Direktorat Jenderal Otonomi daerah-Kementerian dalam Negeri Republik Indonesia, Kemendagri Kaji Usulan pembentukan Daerah Otonomi Baru, http://otda.kemendagri.go.id/index.php/berita-210/1968.

[5] Firman, Tommy, Territorial Splits (Pemekaran Daerah) in Decentralising Indonesia, 2000–2012: Local Development Drivers or Hindrance? Space and Polity, 2013 Vol. 17, No. 2, 180–196, http://dx.doi.org/10.1080/13562576.2013.820373

[6] Grindle, 2010, Good Governance: The Inflation of an Idea, Facultas Reseach Working paper Series, Harvard Kennedy School.

[7] Kabupaten Seluma, 2011, Rancangan Pembangunan Jangkah menengah Daerah (RPJMD), Seluma, Bengkulu, Indonesia

[8] Horton, D, Alexaki, A., and Bennett Larty, S, Compilan, D, 2003, Evaluasing Capacity Development: Experiences from Research and development Organizations Around the World, Ottawa; International Development Research Centre.

[9] Kamuli, Sukarman, Otonomi Daerah Dalam Memperkokoh Integritas Bangsa, Jurnal Inovasi, ISSN 1693-9034, Vo.7 No.4 Desember 2010.

[10] Kompas, Jakarta, Mendagri Perketat Pemekaran Daerah Baru, Sabtu 11 Juli 2015.

[11] Kupas Bengkulu.com, Tata Kelola Pemkab Seluma Versi IGI Terburuk, 22 Oktober 2014.

[12] Patterson, D.A. 2008. Intergovernmental Cooperation. Albany, NY: New York State Department of State Division of Local Government Services.

[13] Ratnawati, T. 2007. Beberapa Permasalahan Pemekaran Wilayah Era Reformasi dan Alternatif Solusi. Manado; Makalah Seminar Nasional AIPI XXI.

[14] Republik Indonesia Kementerian Negara Perencanaan Pembangunan Nasional/Badan Perencanaan Pembangunan Nasional (Bappenas), 2008, Ringkasan Eksekutif, Studi Evaluasi (Impact) Penataan Daerah Otonom Baru, Direktorat Otonomi Daerah Deputi Bidang Pengembangan Regional dan Otonomi Daerah.

[15] Republik Indonesia, 2014 Undang - Undang Nomor 23, Tentang Pemerintah Daerah, Jakarta

[16] Salanguit, Ana Khristina , 2009 Community Capacity Building and Local government Leadership: Desribing Transformation Leadership Practices in Naga City, The Philppines

[17] Thomas, A, Mark, Gurus on Leadership, Thorogood, Publishing Ltd 10-12, Rivington Street, London, EC2A 3DU, 2006.

[18] Yuliadi, Imamudin, Kesenjangan Investasi dan Evaluasi Kebijakan Pemekaran Wilayah di Indonesia, Jurnal Ekonomi Pembangunan Volume 13, Nomor 2, Desember 2012, hlm.276-287

Management Policies of Mangkang Wildlife Park in Semarang, Central Java

Tri Yuniningsih

Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email:prodidap@gmail.com)

Abstract—**The policy is made bases on Local Regulation number 3 in 2010 on tourism. An interesting phenomenon is policies management related to Mangkang wildlife parks whose haven't been optimal in the implementation, especially in order to improve tourism attraction in Semarang city. The study aimed to describe and analyze the tourism policy management and giving recommendations to policy makers. The goal of the policy tourist management is able to increase original income and developing tourism sector accordance with Tourism Office vision and mission. The three major problems faced are clan is a matter of hardware, software, and human perpetrator. This research uses qualitative descriptive approach. Data collection is done by interview. The technique of informant determination is purposive. The data presented with narrative technique and analyzed with taxonomy techniques. Input for future policies namely an increasing cooperation with third parties, repair facilities and infrastructure and changing UPTD into other form.**

Keywords—Implementation; Local Regulation; Mangkang Wildlife Park; Policy Management

I. INTRODUCTION

Implementing technical area known as UPTD of wildlife parks area regulations are formed bases on the Mayor of Semarang Number 68 in 2008 about the Organization and the work implementation technical service of the wildlife parks in Semarang city. They have function of carrying out the most technical operational activities of Department of culture and tourism in this management area and providing service objects at Mangkang Wildlife Park, and a policy that made as guidelines is Local Regulation number 3 of 2010 on tourism. An interesting phenomenon is researched for management policies relates to Mangkang wildlife parks that has not been optimal in the implementation, especially in order to improve tourism attraction in Semarang city. These symptoms can be seen from the lack an existing collection, infrastructure parks that are less worthy. cage and infrastructure lacking, and the lack of hygiene in Mangkang, Wildlife Park area, Therefore in order to overcome existing problems required a policy management sights capable of advancing the Mangkang Wildlife Park that later is better in management so that policy objectives can be achieved.. Base on existing problems in the field, this is the underlying research is done. This study aimed to describe and analyze about policy management of Semarang city tourism focuses on Mangkang Wildlife Park located in

Central Java province and give recommendations to policy makers.

Public policy, James Anderson, in Bambang Sunggono (1994:22) states: "Public Policies those policies developed by governmental bodies and officials." (The policies developed by the agencies and Government officials). Public policy objectives are: Maintaining public order (as stabilizer), advance the development of society in things variety (the State as stimulator), combining activities range (as Coordinator), pointing and divide the material and non-material things (the State as a distributor). From the above reasoning, it is clear that a central goal of public policy is a public interest (Bambang Sunggono, 1994: 12). While the public policy nature in the form of positive public policy, base on legislation and authoritative nature. The policy nature can be specified into five categories namely: requirements policy (policy demands), decision-policy making (policy decisions), policy statements (policy statements), results (outputs), policy and its impacts (outcomes).

The policy management of the tourism places Mangkang wildlife parks aimed is able to increase original revenue and developing tourism sector accordance with the Tourism Office vision and mission in Semarang city. This research results can be known that Mangkang wildlife park management policies relates to financial Income for wildlife parks other than from admission sale also from another source, like the photos contribution, box shower, and lease of land used for food stalls and kiosks. The three major problems faced by the Park Manager of Mangkang Wildlife Clan is a matter of hardware, software, and human perpetrator. Hardware includes: physical infrastructure and facilities, the trash, the gardens arrangement, the species diversity and the game type, lighting, and access roads. Software included: Dissemination and promotion, the Government budgets, duplication of work, Job, employee management of Mangkang, wildlife parks income has not yet reached the target, security, convenience, and cooperation with third parties. While the human perpetrators are consist of personal ability, human resource quantity, employee performance, security officers, and public participation/visitors. Bases on the General conditions, existing social analysis and evaluation to the Zoo Manager Mangkang Wildlife Park, there are several actionable management policies in order to optimize it. As a children's recreation, conservation and

education, then it is still very need developed primarily of thrill rides and attractions, play as a conservation Park need the additional animal collection. As the children's education needs to be a touch technology and educational demonstrations, namely with the tools addition and the land expansion if possible. To perform the necessary development land re arrangement, organization forms and the provider management and take considerable funds or co-operation enhancement with third parties.

To draw up policy ahead of this research result can be done by combining and modifying the Mangkang wildlife park management policies. The necessity efforts to create or revise existing policy by entering or further enhance collaboration with third parties, repair infrastructure and if it is possible to change the implementing technical area form to another form. In order for recommended policy input this can run either in its implementation, necessary steps/action to the next. Action steps that can be taken are: first, local governments need to convey the problems occurred to the House of Representative of this Policy area would be advantageous for the Government and society in Semarang city. Second, the Government is addressing the need to Semarang with positivity and good will to open up opportunities cooperation with third parties/private in order management Mangkang wildlife park attractions. Third, the City Government has to carry out coordination and synchronization with all relevant agencies and stake holder at midwife tourism in order to tourism development sector. Fourth, given the layout Semarang city strategically as capital city, the Government need to coordinate and approach to the County Government about the forum formation for cooperation sake between Regions (long distance networking), and thus creating partnership of tourism sector in Central Java.

II. THEORETICAL FRAMEWORK AND METHOD

This research uses qualitative descriptive method. It focuses on policy management of Mangkang wildlife parks in Semarang city, central java province, the primary data is gotten and the main informant is implementing technique area tourism head (manager), street vendors around this park and visitors. While secondary data is gotten bases on literature, electronic media, and other source that can be made as information source. The data collection is done by interviewing. The technique of informant deciding is purposive, functional for manager and accidental functional for visitors. The data is presented with narrative technique and analized with taksonomi technique.

III. CONCLUSION

Bases on the research result, it can be concluded that tourism policy management of Mangkang Wildlife parks as long as doesn't reaching the goal optimally. This problem appears on this place can be categorized into three components namely: *hardware*, *software* and *brain ware*. The suggestion for the next policy is advantaging cooperation with three parties or private, facility and infrastructure repairing, and changing implementation technical area into other form.

REFERENCES

[1] Anderson, James E, 2006, *Public Policy Making: An Introduction*, Boston: Houghton Muffin Company.

[2] Dunn. William N. 2000. *Analisis Kebijakan Publik*. Edisi Kedua. Yogyakarta: Terjemahan Samodra Wibawa, dkk. Gajah Mada University Press.

[3] Hadi, Sutrisno, 1986, Metodologi Riset, Penerbit Universitas Gadjah Mada, Jogyakarta.

[4] Moleong, Lexy, 2007,*Metodologi Penelitian Kualitatif*, Remaja Rosdakarya, Bandung.

[5] Nugroho, Riant, 2008, *Public Policy : Teori Kebijakan, Analisis Kebijakan dan Proses Kebijakan,* Penerbit PT Elex Media Komputindo, Jakarta.

[6] Peraturan Walikota Semarang Nomor 68 Tahun 2008 tentang Organisasi dan Tata Kerja Unit Pelaksana Teknis Dinas Taman Margasatwa Kota Semarang.

[7] Perda Kota Semarang Nomor 3 Tahun 2010 tentang Kepariwisataan

[8] Smith, Kevin B. and Christopher W. Larimer, 2009, *The Public Policy Theory Primer*, Boulder: Westview Press.

[9] Sunggono,Bambang.1994, Hukum dan Kebijakan Publik.Jakarta: Sonar Grafika.

[10] Subarsono, 2005, *Analisis Kebijakan Publik Konsep, Teori dan Aplikasi*, Penerbit Pustaka pelajar, Jogyakarta.

[11] Sugiyono, 2004, Metode Penelitian Administrasi, Penerbit Alfabetha Bandung.

[12] Thohir, Mudjahirin, 2013,*Metodologi Penelitian Sosial Budaya Berdasarkan Pendekatan Kualitatif*, Fasindo Press, Semarang.

[13] Van, Meter, D. And Van Horn, C. 1975. *"The policy Implementation Process: A Conceptual Framework" dalam Administration and Society*, 6, 445-448

[14] Winarno, Budi. 2002. *Kebijakan Publik*: *Teori dan Proses*. Penerbit Media Pressindo. Jogyakarta.

Identification Poverty in Semarang City

Voni Hardila Iswari Derlauw; Sri Suwitri

Public Administration Doctoral Program, Faculty of Social and Political Science

Diponegoro University

Semarang, Indonesia

(Office Email:prodidap@gmail.com)

Abstract—**Poverty is problems in Indonesia until now unresolved. The city of Semarang is the town of the with a poverty rate was higher than other cities in Central Java. To reduce poverty in Semarang city the government issued regional regulation no. 4 years 2008 about poverty reduction in order to accelerate the decline in the number of poor people. But poverty rate in Semarang city not dropped significantly after the regional regulations No. 4 years 2008. Due to the large number poverty by study komparasi the qualitative study will be identified the number of poor people within the city of Semarang before and after the introduction regional regulation No. 4 years 2008 and identified the cause of poverty rate in Semarang city not dropped significantly.**

Keywords—poverty; implementation; regional regulations

I. Introduction

The city of Semarang have poverty problems serious enough , namely by into poverty rate contributors the highest in central java. The poverty rate of Semarang city from year to year increased significantly. To solve the problem of poverty, the government the city of Semarang issue Regional Regulations, based on Law No.16 of action in 1950 on the establishment of a large city area within the boundaries of the province of East Java, Central Java, West Java and Yogyakarta special region; Law number 10 of 2004 on the establishment of legislation (the republic of Indonesia Official Gazette 2004 No. 53, additional sheets republic of Indonesia No. 4389); Law No. 32 Year 2004 regarding Regional Government (State Gazette of the Republic of Indonesia Year 2004 No. 125; Act No. 33 of 2004 on Financial Balance between the Central Government and Local Government; Act No. 40 of 2004 on National Social Security System; Regulations President No. 54 Year 2005 on Poverty Reduction Coordination team; Presidential Decree No. 1 of 2007 on Ratification , promulgation and dissemination of legislation; Regional Regulation of Semarang No. 11 of 2006 on Regional Financial Management; Regional Regulation of Semarang No. 4 Year 2008 on Poverty Reduction. But after the publication of regional Regulation of poverty to this day, Semarang city poverty rate is still relatively high and did not decline significantly. Theory of policy implementation of Merilee S. Grindle (1980) cited (Subarsono , 2012: 93-94) which states that the implementation of the policy can be said to be successful if the policy has been able to achieve the desired objectives and policy implementation theory of Van Meter and Van Horn (1975) cited by (Wahab, 2008:65) which states that the standards and objectives must be clear and measurable policy because if the standard and vague policy

objectives, it will easily lead to conflict between the agents so that the implementation does not go smoothly. From the description it can be seen that the regulations can not achieve their goals if there is no accurate data identified and the the accuracy of target groups. Data on the number of poor people in the city of Semarang in each SKPD different, because SKPD not have the accuracy of indicators to identify the poor and they do not have the coordination to synchronize the data to be published. Inaccurate data available in each SKPD cause the policy can not be precisely targeted so that implementation can not achieve the objectives of the policy.

II. Theoretical Framework and Methods

This research using qualitative research methods to a comparative study before and after the issuance of Regional Regulation No. 4 years 2008, the found indicator inaccuracies in identify data and target groups. Technique data analysis in this research follow the concept given Miles and Huberman and Saldana (2014: 33), : condensation data, presentation of data and verification of data.

III. Results and Discussion

The poverty rate of before and after the region regulation on poverty reduction are still remains the same, in the sense that the poverty rate in the city of Semarang is still high compared to other cities in Central Java.

TABLE I.   THE RATIO OF POVERTY IN SEMARANG CITY

Description	Years	The number of poor people	Percentage
Before the region regulations on poverty reduction	2005	94.246	6,64%
	2006	246.448	17,19%
	2007	306.700	21,08%
	2008	491.747	33,19%
after the region regulations on poverty reduction	2009	398.009	25,95%
	2010	343.647	22,08%
	2011	448.398	28,28%
	2012	414.483	25,42%
	2013	373.978	22,73%
	2014	385.941	23,19%
	2015	367.848	20,73%

It can be seen that the poverty rate from year to year has increased significantly. The number of poor people in the city of Semarang in 2005 reached 94,246 or equivalent to 6.64% of the total poor population of Semarang. In 2006 the number of poor people Semarang be 246,448 or 17.19 %, which means that the poverty rate in the city of Semarang increase is very high at 10.55 %. In 2007 the poverty rate in the city of

Semarang also increased by 3.89% from 17.19 % to 21.08 %. The increase in the poverty rate also happen to occur in 2008, the amount of poverty in the city of Semarang be 491,747 of the population of the city of Semarang, or an increase of 12.11 % from the previous year. After the Regional Regulation on poverty in 2009 the poverty rate in the city of Semarang has decreased by 7.23% from the previous year. In 2010 the poverty rate in the city of Semarang also decreased by 3.87% , but in 2011 the poverty rate in the city of Semarang, a significant increase of 6.2 % from the previous amount, an increase of 104 751 inhabitants. In 2012 the number of poor people in the city of Semarang reached 414,483 people, and in 2013 the number of poor families in the city of Semarang decreased to 373,978 inhabitants which shows that the percentage of poverty in the city of Semarang reached 22.73 % . In 2014 the number of poor people amounted to 385,941 Semarang or experienced an increase from the previous year amounted to 373,978. Figures percentage of Semarang in 2015 amounted to 20.73%, which have the sense that the number of poor people of Semarang has decreased from the previous year. From that analysis it can be seen that the poverty in the city of Semarang has increased and decreased after the publication of regional regulations , is not in accordance with the objectives of poverty reduction policies to accelerate the reduction of the number of poor people in the city of Semarang . There are two things that lead to poverty reduction is not maximized , namely :

A. Identification of the Poor

Poverty data in each SKPD involved in overcoming poverty is different, because the data from BPS and Bappeda different. Poor data collection between BPS and Bappeda have different mechanisms mainly indicators by 14 aspect (BPS) and 7 aspects (Bappeda). Differences in the time span between data collection BPS and Bappeda also can lead to different results. BPS collects data de facto , that if it looks poor will be inserted without stressing these people live in the city of Semarang or not and also BPS cut data is generated, the overall result is a 40% bottom are reported, while Bappeda put poor people ID card Semarang and Bappeda not cut data generated. For example in 2011 BPS recorded the number of poor people amounted to 88.453 residents of Semarang while Bappeda of 448.398 people, where there is a difference in the number of poor people is very high , the difference between the difference of up to 359.945 inhabitants. Every SKPD related poverty reduction policies using data from BPS and Bappeda led to its implementation is not running smoothly.

B. Not Right on Target

The assistance provided for overcoming poverty can not cover all the citizens of poor in semarang city because of the absence of synchronization data on the number of poor people. Because of differences in data , a lot of poor people who are not enrolled as a group of recipients. To overcome the government of Semarang allowing people to using SKTM to receive assistance from the government. But the use of SKTM often abused use by the community. The emergence of those who should not feasible and really need sktm, but it could have SKTM, because the urban villages which have not yet selective the issuing of SKTM. Can be concluded that

assistance who should be given to the poor to reduce the poverty number not appropriate, even assistance provided by the government did not in accordance with required by people recipient resulting in assistance distributed be unused.
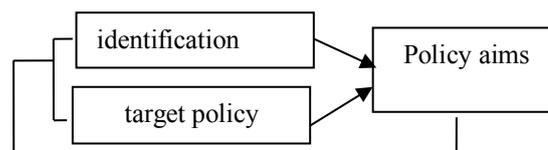
IV. CONCLUSION

The poverty rate in the city of Semarang before and after the Regional Regulation on poverty reduction is still relatively high. The purpose of regional regulations to accelerate poverty reduction still can not be achieved because of poverty is still increasing and decreasing every year. The cause of the implementation of the regulation can not achieve the goal is the identification of the poor , the government does not have the poverty indicators to identify the data on the poor. Indicators between BPS and Planning Agency as the agency to collect data about poor people differently, BPS uses 14 BAPPEDA aspect while using seven aspects to identify the poor that result in differences are quite high. Data used to provide different support poverty reduction resulted aid is not well targeted . Many poor people have not been able to feel the support of the government and many citizens who receive no assistance as needed .

V. RECOMMENDATIONS

A. Have the same indicators between Bappeda and bps in identifying the poor.
B. Training for the implementor in identifying poor residents and drafting assistance in order to be right on target.

REFERENCES

[1] Bappeda Kota Semarang Tahun 2015
[2] Derlauw, Voni Hardila Iswari. 2016. *Implementasi Penanggulangan Kemiskinan Kota Semarang (Kajian Peraturan Daerah Kota Semarang No. 4 Tahun 2008 tentang Penanggulangan Kemiskinan).* Skripsi : Universitas Diponegoro
[3] Miles, Metthew B, A. Michael Huberman and Johnny Saldana.(2014). *Qualitative Data Analysis, A Methods Sourcebook*, (3th. Ed.). Sage Publications, Inc.
[4] Subarsono, AG. (2005). *Analisis Kebijakan Publik.* Yogyakarta :PustakaPelajar.
[5] Wahab, Solichin Abdul. (2005). *Analisis Kebijaksanaan Dari Formulasi Ke Impementasi Kebijaksanaan Negara.* Jakarta :BumiAksara.

Study of Implementation Village Apparatus Training in West Kalimantan Province

Ismiyarto; Sri Suwitri

Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**Implementation of the village regulation Number 6 in 2014 about the problems that needs to solve so that each village government able to exercise governmental functions and development. Training activity towards the village apparatus need to be developed while they have capabilities in carrying out the tasks and function according to regulation law. West Kalimantan province has been done training for them that is hoped become facility for increasing regulation law optimally. This training implemented at the provincial level with representatives from the County. Then it needs to be implemented follow-up in the training form that is implemented at the district level with all apparatus. The training development at the lower level are followed by them has done by using the right method accordance with education level, diverse create educational levels are uneven, councilor while its subject matter can be carried optimally and will be more useful against their capabilities.**

Keywords—Implementation; Training Activity; Development and Function

I. INTRODUCTION

The implementation of regulation law No. 32 in 2004 on local governance is one of strategic issues that should be examined carefully. With the enactment of such laws, paradigm management of local Government experienced a very drastic shift, from the one before the implementation system towards all-round centralistic. These conditions demand the local Government have been able to plan its own provincial development strategy with better and directional implement it in a transparent and accountable. The enactment of regulation law No. 6 in 2014 about village that put it village position as the society unity law rights according the village origins, so the village autonomy is recognized and respected in the governance system In Indonesian Republic. In this context, that the autonomy does not just mean carrying out democracy, but encouraged the initiative itself to take a decision regarding the local community interesting. With the development of sustainable initiatives then reaching for goal about what is democracy, that Government of, by and for the society. Not only people's self-determination, but also improve their fate alone.

The current village government conditions still so weak, this is due to the previous Government's construction system is top-down, almost all development planned by the Center and the village lives taking orders on what to do. So the village apparatus independence are very weak, they're putting together a development planning, digging the potential villages and making a good management according to society necessity. Relating with the necessary training of village government apparatus is to realize capacity advantaging of the Government apparatus of the village. Bases on explanation above, there are existing problems at the village Government in dealing with the implementation legislation. To overcome these problems obviously Government needs to find a way out so that each village government able to exercise governmental functions and the appropriate legislation development bases on Village regulation. West Kalimantan province has developed training for village apparatus that hoped to be facility to increase implementation of village regulation law optimally. This research will be discussed about ideas to answer these problems are: how does the training form that is done for village apparatus development?

II. DISCUSSION

A. Training Tern

Training for increasing the village apparatus capacity of the Government, the provincial level set with power decision user BPMPD in West Kalimantan province's budget Number 046/BPMPD/2015 August 2, 2015. That is training village to village government includes the village chief elements, Secretary and Village Treasurer and sub district Government items that aim to further enhance the knowledge, skills and village government apparatus attitudes who manages the program activities, and they efforts to relate sub increasing service quality and village Government organization.

1) The Committee

The Basic Law Committee training providers increase the Government Apparatus capacity, provincial level set with the decision power bases on budget BPMPD in West Kalimantan province Number 046/BPMPD/2015 August 2, 2015.

2) The Trainer or Facilitator

The basis legal of the trainer/Facilitator for advantaging the village government apparatus capacity are established by the Governor's Decree Number 792/BPMPD/2015 October 9, 2015. The element coach is the coach who have followed training (Training Of Trainers) Increase them in 2015 and has a

certificate as well as participants supported Training of Master Trainers (ToMT) and Trainer of Grand Master Trainers (ToGMT) for advantaging village government apparatus in 2015.

3) The Participant

The trainee legal basis is the Governor's Decree Number 792/BPMPD/2015 October 9, 2015. Participants attend training for advantaging the village Government Apparatus capacity is the village head, Village Secretary and of the village treasurer as well as the head of Government and head of the sub district of PMD is included in the list of participants and got an invitation from the organizers, organizers at the time of the training required to bring the Head warrant duties.

4) Training Substance

There are main training substances for advantaging village Government apparatus as follows:

B. Organizing and Research Training form for Advantaging Apparatus Capacity.

The Organization of capacity building Training of village Government Apparatus in West Kalimantan province carried out starting in October 6 up to November 28th, 2015 are divided into regions I and Region II. Implementation on the region I which is centre in Pontianak city and Regency II which is centre in *Ketapang* sub district and implemented in 8 for 8 weeks to force 152 class and each class consisting of 40 participants. As for the participants on the region I consist of 10 Districts of the 12 existing Regency in West Kalimantan, namely: 1) Kapuas *Hulu* Sub District, 880 people with details of 22 Classes; 2) *Sintang* Sub District, 871 people with details of 22 Classes; 3) Melawi Sub District, 529 people with details of 13 Classes; 4) *Sekadau* Sub District, 275 people with the details of 7 Classes ; 5) *Sanggau* Sub district, 519 people with the details of the 13 Classes; 6) *Kubu* Raya Sub District, 366 people with the details of 9 Classes; 7) *Bengkayang* Sub district, 400 people with the details of the 10 classes; 8) *Landak* Sub District, 494 people with details of 12 classes, and 9) Sambas Sub District, 617 people with details of 16 Classes.

As for the region II which is centre in *Ketapang*, the participants are simply consists of two Districts, namely: *Ketapang* Sub District, 760 people with 19 classes and *Kayong* Utara Sub District, 141 people with the details of the 4 classes. Implementation time training start from Group 1 on October 6-

10, 2015, up to force 8 ended on 24-28 November 2015. The training technique has been used participatory learning methods of training, it is expected the communications presence between the two sides and the village teachers trained. The type of this method is speech, interview, brainstorming, discussion groups, plenary discussions, panel discussions, demonstration, practicing, work individual simulation, work group, and suggestions for a jarring experience.

III. Suggestion

Training towards the apparatus has been implemented in West Kalimantan province with envoys from the counties. Follow up the training need to be monitored the implementation training undertaken by each district with participants from all village apparatus in the district concerned, thus increasing its capabilities can be optimized. This method classified into two directions would be expected to involve the role of Councilor as well as to better understand the field conditions. The effectiveness of this method has yet to be tested so that need further testing of these methods.

IV. Conclusion

Increased skills, knowledge and insight for the Councilor is absolutely essential because the implementation of law number 6 in 2014 about Villages, particularly Article 25 that the village Government the is the village head or called by another name and assisted by councilor or called by another name. The improvement of skills and knowledge is expected to perform the duties and responsibilities in a transparent and accountable, making planning effectively and efficiently. The training development at the lower level are followed by all apparatus village with organizers of the counties need to be immediately implemented, by using the right method because of the education level Councilor uneven. With the right method implementation training then the subject matter will be carried optimally and will be more useful against capabilities of Village Government apparatus.

References

[1] Lembaga Administrasi Negara RI. 2009. Staf Profesional, Jakarta.

[2] Peraturan Pemerintaah Republik Indonesia Nomor 43 Tahun 2014 tentang Desa.

[3] Undang-undang Nomor 6 tahun 2014 tentang Desa

Institutional Empowerment Policy of the Municipal Disaster Management Board in Padang City, West Sumatera Province, Indonesia

Khairul; Hartuti Purnaweni; Sri Suwitri

Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarnag, Indonesia
(Office Email: Prodidap@gmail.com)

Abstract—In Indonesia, awareness of considering disaster risks in each developmental process should be made more efficient and effective based on the country's position which is prone to various disasters. This study presented analysis on disaster management in Padang City, West Sumatera Province, Indonesia, by proposing municipal institutional empowerment, with the Municipal Disaster Management Board as the leading independent actor, using Actor Network Theory. Padang Disaster Management Board is now the sub-section of the Fire Department, less empower for being effective in disaster situation. It is recommended that this Municipal Board should be directly under the authority of Padang Mayor, in close cooperation with Army/Police units and disaster experts.

Keywords—Disaster Management; Padang; Municipal Disaster Board; Network Theory

I. INTRODUCTION

Indonesia is geologically located in severe risk disaster area because of its geodynamic position at the intersection of active tectonic shelves, besides its very long coastline, suitable for "disaster laboratory" (Maarif, 2012). The United Nations Development Programme Bureau for Crisis Prevention and Recovery (2014) reported the destructive effect of natural hazards, in which especially developing countries, including Indonesia, face great risk from disasters because of the rapid and uncontrolled growth of its cities. These cities are vulnerable to natural hazards because of higher densities of population and urban sprawl (Chian, 2016; Aydin et al, 2015). Indeed there was a huge tsunami hit Aceh Province in 2004, causing around 250.000 casualties and lots of damages because of lack of disaster resilience. According to Maarif (2012), other huge disaster recorded are among others: Yogya and Central Java (2006), West Sumatera (2007), and Merapi eruption (2010). Therefore, there is a need for effective, comprehensive, integrated and sustainable disaster risk reduction. The Indonesian government has responded this phenomenon by stipulating Law No. 24/2007 on Disaster Management. The law directs local governments to establish local municipal/regencial boards for disaster management, and according to decentralization principle shared responsibility with the central government for minimizing disaster risks.

This study perform a policy analysis using Actor Network Theory, with an objective analyzing local policy on the establishment of Municipal Disaster Management Board (BPBD) according to Law No. 24/2007, in Padang City, West Sumatera Province. On 12 September 2007 a large megatrust earthquake (8.5 Mw) occurred off the west coast of Sumatera, but the tremors were felt across the island. The most heavily damaged areas were among others the cities of Padang and Bengkulu (Chian, 2016).

According to Sandewi (2013) Actor Network Theory (ANT) was initiated and developed by Bruno Latour, Michel Callon and John Law. They believed that communities do not merely consist of individual humans and norms which regulate them, but also networks. The ANT holds that a scientific invention does not derive from a particular closed individual; it develops through networks, which involve both human and non-human aspects. ANT introduces a concept of network among actors, which does not only focus on social relations among human actors, but also non-human ones, creating a heterogenous network. Actor is the one that acts, not only human, but also technical object. (ISSDR, 2011; Krisna, 2010; Sandewi, 2013)

II. THEORETICAL FRAMEWORK AND METHOD

This study used qualitative descriptive method. Padang was chosen as research location in 2015, since this city is prone to disaster in terms of earthquake and tsunami, and already established BPBD office. The interviewees were: four members of municipal parliament, two DinkarBP staffs, *Kogami* (Tsunami Resilience Community), *HSNI* (Fishermen Association), and three informal society heads. This primary data was completed with a number of related documents and observations. The documents and results of interviews were qualitatively analyzed based on the research framework.

III. RESULT AND DISCUSSION

Disasters that occured in Indonesia, in particular Aceh tsunami in 2004, have moved the government to postulate new regulation by issuing Government Law No. 83/2005 on National Coordination Body for Disaster Management (Bakornas-PB). The House of Representatives then proposed

Law No. 24/2007 on Disaster Management, which requires the establishment of a new national level body namely National Disaster Management Board (BNPB) to replace the National Coordination of Disaster Management (Bakornas-PB). At the local level, the similar body, Disaster Management Board (BPBD) should also be established to replace the former Field Coordination Unit of Disaster Management *(Satkorlak)* at provincial level, and Field Unit of Disaster Management *(Satlak)* at municipal/regencial level.

However, cost allocation for disaster management, from mitigation to rehabilitation and reconstruction stages, does not change after the emergence of BNPB and BPBD. Reserve fund which is mandatory according to the Law Number 24/2007, does not have a clear mechanism yet. Therefore, there is a fundamental problem faced by BPBD Padang City concerning budget allocation for disasters. Disaster-prone area, such as Padang City, has not been supported by a good financial strength, although it has low local income. The present efforts of developing strategy and operation of disaster risk reduction in Padang City is mostly by optimizing the current institutional mechanism and function, as well as encouraging the local government institutions (SKPD) to also allocate disaster fund in their budget.

Law No. 24/2007 stated that the provincial and local government has to erect local institution for disaster management to replace Satkorlak and Satlak. Following this, Padang City then issued Padang Municipal Regulation No. 17/2012 on the Establishment of Organization and Tasks of Local Disaster Management and Fire Fighting Board (DinkarPB), integrating the former Fire Fighting Department and Disaster Management Board into a single institution (SKPD). The DinkarPB is not an independent unit of SKPD but joined with the Fire Fighting Department, consist of only three departments and six sections. At institutional level, the BPBD-Fire Fighting Department integration is subordinate to the Local Secretariat.

This mechanism has raised a fundamental problem. Following Law No. 24/2007, the Minister of Interior Decree No. 46/2008 on Guidelines for Organization and Task of BPBD, and in the BNPB Chief Decree No. 3/2008 on Guidelines for BPBD Establishment require that BPBD has multiple functions, including coordination, command, and operation. The institutional concept of BPBD is a public institution with unique characteristics, leading to institutional problems in the local government. Usually each SKPD only has one function, foe example the Public Works Office for taking care of public works issues.

Such far-reaching functions by DinkarPB might lead to task and function overlapping in the practice of disaster risk reduction, jeopardizing the existing institutionalizations of the local government. BPBD functions is regulated in the Minister of Interior No. 46/2008, Article 3(1): Provincial and Municipal/Regencial BPBDs are under and responsible to Governor or Mayor/Regent. Article 2 requires that Provincial and Municipal/Regencial BPBDs are led by Chief of Agency, which is in *ex-officio* held by the Municipal/Regencial Secretary. Such double position is not in line with the existing human resources regulations, in which a government position

should not be doubled by the same person. Moreover, Head of Padang DinkarPB will find coordination difficulties with other heads of SKPDs, since they are in the same ranks. The same problem should occur if coordination with the Army/Police is needed. Disaster is inherently complex environments, and has the following features: unpredictability, unfamiliarity, speed, urgency, uncertainty, threat (Biswas, 2012; Aydin, 2015).

Analyses on the institutional empowerment is necessary for Padang DinkarPB using Actor Network Theory (ANT) to make the DinkarBD tasks aremore efficient and effective. According to the ANT theory, actors involved in the policy-making process are the followings: initiator (actant) is Padang Municipal Government; the implementor (DinkarPB, Municipal Office of Public Works, Office of Social Affairs, and Army/Police units). The other implementors are state apparatus from village chiefs, district chiefs, to neighborhoods, civil society organization (Kagami, HNSI) and local informal leaders. Beneficiaries of this activity are communities affected by the disaster. Disaster management requires considerations of several stakeholders, and also their interaction (Rivera, 2015; Couto and Latour, 2016).

The Municipal Government of Padang as the initiator (performed by DinkarPB) also acts as an implementor of the policy. Meanwhile, Army/Police units have been widely involved in the policy-making process although they are important actor that coordinate and command during the disaster. Other state apparatus, civil societies, and communities are functioned at the front line of actor network. Furthermore, local leaders are also involved immediately as actors who advices Padang Municipal Government in the policy making for empowering DinkarPB. Municipal House of Representatives also become part of the policy network as focus actor, which evaluate the policy on disaster risk reduction in Padang City.

According to this ANT model, it is necessary to synchronize Law No. 24/2007 with Minister of Interior Decree No. 46/2008 and BNPB Agency Head Decree No. 3/20078 in order to prevent overlapping regulation on Padang DinkarPB. ANT suggests that DinkarPB should no longer become the sub section of the Fire Fighting Department. Instead, it has to become an independent institution, responsible *ex-officio* to the Mayor of Padang. Whereas, Army/Police units do not only become implementors under the command of DinkarPB during the disaster, but also become part of Supervising Team alongside Disaster Experts Team. Hence, Padang Municipal House of Representatives and Padang Municipal Government have to work together to stipulate a new Local Regulation concerning the Establishment of Organization and Task of the Local Board for Disaster Management in Padang City.

IV. Conclusion

Conclusion to be drawn from the discussion are as follows: a) Law No. 24/2007 on Disaster Management, accompanied by by Minister of Interior Decree No. 46/2008 on Guidelines of Organization and Task of BPBD, and BNPB Head Decree No. 3/2008 on Guidelines of BPBD Establishment require that BPBD has bigger functions than other SKPSs: coordination, command, and also operation/implementation. Therefore,

DinkarPB position should not be parallel with other SKPDs by giving it direct subordinate position under Padang Mayor; b) Army/Police units are not only act as implementors, but also take part in the supervising team alongside experts and professionals. Disaster management in Padang Municipality should be supported by important elements; and c) Padang House of Representatives and Mayor of Padang work together to issue Municipal Regulation on the Establishment of new organization for disaster management in Padang City as an independent body.

REFERENCES

[1] Aydin, Can, Cigdem Tarhan, Ahmet Selcuk Ozgur, Vahap Tacim, "Improving Disaster Resilience Using Mobile Based Disaster Management System", *9th International Conference Interdisciplinary in Engineering, INTER-ENG 2015, 8-9 October 2015*, Tirgu-Mures, Romania, in Procedia Technology 22 (2016) 382- 390.

[2] Biswas, Bidhan Chandra, and Sabuj Kumar Choudhuri, "Digital Information for Disaster Management of Libraries and Information Centres", *Bangladesh Journal of Library and Information Science, Volume 2 Number 1, 2012, p 12-13.*

[3] Chian, Siau Chen, "A Complementary Engineering-Based Building Damage Estimation for Earthquakes in Catastrophe Modelling", *International Journal of Disaster Risk Science, published online 8March 2016.*

[4] Couto, N. and Latour, B. 2013, Bruno Latour dan ANT (Actor Network Theory), published through *[http://dc352.4shared.com/doc [accessed on 10 January 2016].*

[5] ISSDR. 2011, *Global Assessment Report on Disaster Risk Reduction Revealing Risk, Redefiningg Development*, Information Press, Oxford, UK.

[6] Krisna. 2010, *Mengelola Resiko Bencana di Negara Maritim Indonesia*, Lembaga Penelitian dan Pengabdian Kepada Masyarakat ITB (*Managing Disaster Risk in Indonesian Maritime Country*, Center of Research and Community Devotion of Bandung Institute of Technology)

[7] Lassa, J. A. 2013, *Civil Society Roles in Governing Disaster Reduction: Case Study From National and Local Levels in Indonesia*, Institute of Resources Governance and Social Change.

[8] Maarif, Syamsul (Head of the National Disaster Management), 2013, public lecture on *Disaster Mitigation and Resilience*, Post Graduate Program, Diponegoro University.

[9] Rivera, Claudia, Henrik Tehler, and Christine Wamsler, "Fragmentation in Disaster Risk Management Systems: A Barrier for Integrated Planning", *International Journal of Disaster Risk Reduction 14 (2015: 445.*

[10] Sandewi, A. 2013, "Membuat E-Government Bekerja di Desa: Analisa Network Theory Terhadap System Informasi Desa dan Gerakan Desa Membangun" (Making E-Gov Works: Network Theory Analysis to Rural Information System), *Jurnal Mandatory,* Vol.10, No.2, 2013.

[11] UNDP, 2014, *A Global Report: Reducing Disaster Risk, A Challenge for Development (Report No. 92-1-1126160-0),* New York, USA

[12] UU No. 24 Tahun 2007 tentang Pembentukan Badan Nasional Penanggulangan Bencana (*Law No. 24/2007 on the Establishment of National Agency for Disaster Management*)

[13] Peraturan Menteri Dalam Negeri No. 46 Tahun 2008 tentang Pedoman Pembentukan Badan Penanggulangan Bencana Daerah. *(Minister of Interior Decree No. 46/2008 on Guidelines for the Establishment of Local Agency for Disaster Management)*

[14] Peraturan Daerah Kota Padang Tentang Pembentukan Organisasi dan Tata Kerja Badan Penanggulangan Bencana Daerah dan Pemadam Kebakaran *(Padang Municipal Regulation on the Establishment of Organization and Tasks of Local Agency for Disaster Management).*

Public Service Innovation of Licensing Process in Kudus District

Endang Larasati

Public Administration Doctoral Program, Faculty of Social and Political Sciences
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**Complaints against the leak services quality continues to increase, it is one indicator that suggests do not fulfill performance by Government bureaucratic apparatus. Needing fundamental strategy and efforts organizing the granting and public service renewal with thoughts, creations, methods, and innovative strategy to break down the public service culture, overhaul its mindset, and create the harmony field of public services within the fulfillment services framework for the societies Nations. Service innovation areas of licensing in Kudus district perform with strengthening and institutional changes, the application addition of management authorities, collaboration, e-filing and the simplification licensing procedures with the powerful supporting leadership commit and the human resources quality are adequate.**

Keywords—Licensing; Public Service; Service Culture; Societies

I.   Introduction

In the digital era today, innovation is oxygen. Innovation is a constant flow of breath source to creative ideas. Creative ideas flash, sown and developed consistently for the sake of realizing people's lives full of dignity and dignified. Along with its public service paradigm shift towards on the New Public Service Paradigm, innovation is absolutely required for the sake guaranteeing public services organizations that comply with the fulfillment necessities and societies demands. The role of public service innovation is highly awaited. Innovation is the method and the new ways or creative ideas in creating new ways or a combination of the old ways in particular become reality transform conditions and better reality with the latest technology produces consistent changes in the goal achievement of servicing society necessities. The Government bureaucracy are manifestation of the Government's hands and the length of Country in charge running functions State's in providing services society necessities in order to realize their prosperity. Government bureaucracy and apparatus as the last power has an obligation serving them and unfulfilled in order fulfillment necessities. Obtaining the public service organized a government bureaucracy have to be viewed as a right of citizens (citizen) who is supposed based on legal public services norms that set it explicitly. In this connection for the sake of public services organizing provided accordance with the General principles of good governance (good Governance), and on the other hand equalizing necessities fulfillment of the public service organization as the ecological impacts of enclosing them, such a quick change of environment , competition, the pressure and society demands and also giving grant protection to any citizen and society of the perversion or authority abuse need innovation in the public service organization. The above urgency renders a public service nowadays is becoming an increasingly strategic policy issues. It is based on the fact that improvements to public services in Indonesia impressed "stagnant" while the implication is very widespread in the economic, political, social, cultural, education, agriculture, tourism, health and other areas coverage complexity of people's lives. Public services become the focus because appropriate and get in touch directly with the services user in qualify their necessity life. The next complex levels of public life nation are more complex also, the coverage of public services by bureaucratic support. The public service is fundamental to the essence every line of inaugural Government, especially since the enactment of Act No. 25 in 2009 about public service. Increasingly demands democratization rising as well as public awareness of what is the right new demand spawn over the quality service management. Therefore, the services provided by the Government are constantly undergoing updates from either side paradigm or the service format itself. Various innovations are implemented in order to provide the best service to the society. Innovation is carried out as much as possible for all of the services to the community in accordance with the field work is divided into units of Work Devices. In this research study is done on one door Integrated Services abbreviated (PTSP). Which then it is changed its name with capital investment and Service Agency Licensing abbreviated (BPMPPT).

Based on the reality above, the research is undertaken aimed to describe and analyze the public service innovation areas permitting in this County; and analyze the driving factor and the restricting factor public service innovation in the permitting field in this County. The research is carried out by using qualitative descriptive method, which is expected to dig in-depth data on the public service organization, so that it can be described and identified various strategies and methods as well as public service innovation fields type themselves become objects of study in the district.

II. RESULT AND DISCUSSION

This analysis result of the study reveal public service innovations variety applied in the framework improvement of the service performance, establishing the innovation program success with different variations. Public service Innovation areas of licensing are done by the BPMPPT District. First, the institutional status improvement of the Integrated Licensing Service Office (KPPT) into the main Capital Investment and Service Integrated Permissions (BPMPPT) with a legal basis in the form of Kudus District Regulation number 6 in 2014 about changing applicable local law number 15 in 2008 about the organization and the Labor Inspectorate, the regional development Planning Board, Technical Institute, Police Unit *Pamong Praja*, Integrated Licensing Service Office in Kudus district. Through Local Regulation Number 6 in 2014, the BPMPPT has a legal basis and a stronger structural position and on a par with other structural institutions making it easier in doing its main technical agencies with coordination. Secondly, the authority form addition of delegations signing over 20 types permissions and licensing as well as non authority signing the 27 types licensing and non-licensing. This is particularly important given the institutional strengthening status is not always accompanied by the reinforcement of the actual authority owned by institution. Third, the application of a collaborative management is done by reducing the bureaucratic formalities that resulted service areas slowness of licensing. Collaborative application management are able to facilitate organization relationships so that the original permit processing effort slow and hindered by its rigid bureaucracy can be overcome. Fourth are the E-filing applying and the electronic archiving. E-filing is done in the front office by doing a direct input on the computer so the data over a proposed licensing can be immediately accessed and acted upon by the other sections and automatically become an electronic archive that is easily accessible at any time and is much more efficient. Fifth, the implementation of tracking system that helps BPMPPT officers, technical agencies, as well as the applicant in development licensing track files that have been registered. Sixth, the application of licensing package is an attempt to simplify licensing procedure by combining several similar permissions previously presented separately.

Public service innovation areas of licensing is also influenced by various factors both enforcing factors restricting who can come from internal, external or bureaucracy. The strong commitment existence from leadership which in this case in the Kudus district BPMPPT willingness to adopt an external ideas such as the application tracking system using SMS Gateway and application package licensing, emphasis on the requirements fulfillment for achieving retribution target as well as satisfaction for society, and cultural factors service internal in Kudus Regency Government receptive to changes and the cultural factors that develop in Kudus district as the county-bases industry with the entrepreneur society condition, are some enforcing factors of public service innovation licensing areas in this County. While the factors restricting permissions field of public service innovation in Kudus, namely administrative barriers and pressure where the BPMPPT that should open the gate wider investment thus hampered with Kudus district Regency allocating very small industrial area and provide a less strategic. In addition, the human resources lack is also one of restricting services innovation factors at BPMPPT. As explained earlier, the institutional change status into a Body coupled with the existence larger authority necessarily requires an additional employee number at BPMPPT, but up to now there has not been the addition number of employees so that this could potentially be a restricting services innovation factor done at BPMPPT. In addition, excessive reliance on a high performer also judged to be one of restricting innovation ministry factors because it inhibits lying, initiative, and innovation can be done by employees.

III. CONCLUSION

Bases on the analysis above, it can be concluded that there is some innovation of public service licensing areas, for example in Kudus District increased institutional status, the authority addition and the delegations, the collaboration implementation management, the e-filing utilizing and the electronic archives, application tracking system, the implementation licensing package is an attempt to simplify the licensing procedure. Successful public service Innovation implemented supported the commitment of the District Head leader strong rooted in lini2 service. Besides it is organizing also faced local society culture that fear change and dependence on a high performer.

Recommendations put forward, namely the necessity repeal an attempt towards Regulation in Kudus District number 16 in 2012 about Spatial Plan Area Housing System/ District Level System abbreviated as (RT/RW) and the appropriate Government Vision and Mission in Kudus district, and the innovation application service in electronic form archives applying to be supported by data base system security to prevent losing or data destruction in electronic archives.

REFERENCES

[1] Caiden, Gerald E, 1991, *Administrative Reform Comes Of Age*, Walter de Gruyer, New York

[2] Dwiyanto, Agus, 2002, *Reformasi Birokrasi Publik di Indonesia*, Pusat Studi Kependudukan dan Kebijakan Universitas Gadjag Mada, Yogyakarta

[3] Denhardt, Janet V. dan Robert B. Denhardt. 2003. *The New Public Service: Serving, not Steering*. Armonk, New York: M.E Sharpe.

[4] Denhardt, Robert B. dan Janet V. Denhardt. 2000. "The New Public Service: Service Rather than Steering". Public Administration Review

[5] --------, 2011, *Mengembalikan Kepercayaan Publik Melalui Reformasi Birokrasi*, Gramedia, Jakarta

[6] Effendi, Sofian, 2010, *Reformasi Tata Kepemerintahan : Menyiapkan Aparatur Negara Untuk Mendukung Demokratisasi Politik dan Ekonomi Terbuka*, Gadjah Mada University Press, Yogyakarta.

[7] Endang Larasati, Konstruksi Hukum Pelayanan Publik di Indonesia, Desertasi, Universitas Diponegoro, Semarang 2000.

[8] --------, Pelayanan Publik Dalam Demensi Hukum dan Administrasi Publik, Badan penerbit Universitas Diponegoro, Semarang, 2007.

[9] Marshall, 1995, *Transforming The Way We Work : The Power of Collaboratife Workplace*, American Management Association

[10] McLaughlin, Kate (ed), 2002, *New Public Management : Current Trends and Future Prospects*, Routledge, London

[11] Hidayat, Misbach L, 2007, *Reformasi Administrasi Kajian Komparatif Pemerintahan Tiga Presiden*, Ikrar Mandiriabadi, Jakarta

[12] Nasucha,Chaizi, 2004, *Reformasi Administrasi Publik Teori dan Praktik*, Grasindo, Jakarta

[13] Pramusinto, Agus (ed), 2009, *Reformasi Birokrasi, Kepemimpinan dan Pelayanan Publik : Kajian Tentang Pelaksanaan Otonomi Daerah Di Indonesia*, Gava Media,Yogyakarta

[14] The Asia Foundation. (2007). *Menelaah Perizinan Usaha di Indonesia : Suatu Tinjauan Atas Kebijakan Perizinan Usaha dan Survei Atas Pelayanan Perizinan Terpadu Satu Pintu*. Jakarta : The Asia Foundation

[15] Bappeda, 2014, *Profil Kudus Dalam Angka 2013/2014*, Kabupaten Kudus

[16] Keputusan Menpan No. 63/Kep/M.PAN/7/2003 tentang Pedoman Penyelenggaraan Pelayanan Publik

[17] Peraturan Daerah Kabupaten Kudus Nomor 2 Tahun 2014 tentang Rencana Pembangunan Jangka Menengah Daerah (RPJMD) Kabupaten Kudus Tahun 2013-2018

[18] Peraturan Daerah Kabupaten Kudus Nomor 6 Tahun 2014 tentang Perubahan Atas Peraturan Daerah Kabupaten Kudus Nomor 15 Tahun 2008 tentang Organisasi dan Tata Kerja Inspektorat, badan perencanaan Pembangunan Daerah, Lembaga Teknis Daerah, Satuan Polisi Pamong Praja, dan kantor Pelayanan Perizinan Terpadu.

Samin Community Acceptance to Public Health Program in Baturejo Village, Sukolilo District, Pati Regency, Province of Central Java

Taufik Suprihatini

Communication Science Department, Faculty of Social and Politic Sciences
Diponegoro University
Semarang, Indonesia.
(Taufik_fspkom@yahoo.com)

Abstract—In effort to create a society that is healthy, smart and qualified, the government continues to do socialization and cooperation with various parties in order to facilitate the development programs that have been planned. However, to realize the program on public health, especially in Samin community in Baturejo village, Pati regency, Central Java province, is not easy. They still have their own view in maintaining and following cultural values and doctrines. This study aimed to describe the Samin community acceptance to the public health program. The researcher uses a qualitative method with descriptive research type. The key respondents of this study are midwife and a housewife. The results of this study showed that socialization conducted by midwive so that Samin community would checked their health at the doctor or clinic, or become family planning acceptors and immunize their children did not get a positive response. In the medical check, the Samin community more trusting of traditional medical treatment than modern medical tratment, while the family planning program is considered as a barrier their desire to have many children, further, immunization perceived less benefit directly.

Keywords—public health program; socialization; government; Samin community

I. INTRODUCTION

To realize the state according to expectations, there are many factors that are significant constrains such as the problem of Human Resources (HR), educational problems, economic problems, mental attitude, philosophy of life, the problem of integration with other residents, is also a problem tribes of diverse variety. The number of tribes which are pretty much is a problem that needs attention. According to the survey conducted by BPS (Central Bureau of Statistics) in 2010 it was known that Indonesia consisted of 1,128 tribes. (http://www.jpnn.com/index.php?mib=berita.detail&id=57455, download on Mei 11, 2013, at. 22.22)

There are variegated tribes in Indonesia plus a number of significant tribes which affect the advancement of a nation indirectly. In the village of Baturejo, Pati regency, Central Java province, lives a group of people called Samin community. Samin Community is a community that adopts a doctrine taught by its founder namely Samin Surosentiko. These communities live in some areas of Central Java District such as Purwodadi, Pati, Kudus, Blora, and partly in the areas of East Java as in Tuban, Bojonegoro. Not all members of society implement development programs launched by the government. Some communities do not obey government programs such as Samin community in the village of Baturejo, Pati regency, Central Java province. When the government's program clash with system of values, norms or doctrines that has followed, they will keep their persistent although eventually it will be occurred the conflict to defend the doctrine or belief that has been espoused.

Health issues are a serious problem in the village. Based on field observations of Samin community, when they get sick they go to customary head or the 'old' who can provide medical treatment with traditional herbs. However, if the traditional medical treatment can not cure the diseases, midwifs and paramedics become their final destination.

In this study, researcher wants to know the acceptance of Samin community to development programs, particularly in public health program. When they accept or refuse the program, what factors that affect the acceptance or the refusal of the program. The purpose of this descriptive study is to determine the acceptance of Samin community to public health program in Baturejo village, Sukolilo distric, Pati regency, Central Java Province.

The theoretical framework of this study is Co-Cultural theory and Cultural Relativism theory. Co-cultural theory developed by Mark Orbe, a theory that explains the conversation between members of dominant group and who represented, including those who are colored, women, gay, lesbian, bisexual, and transgender, people who are not capable, and so on. This theory is spesific, from the perspective of the members who represented when they feel that cultural differences are felt. Moreover, this theory also provides an understanding of how the co-culture group members overcome their cultural differences with other cultures.(Littlejohn and Foss, 2009: 263-264)

Cultural relativism is based on the idea that cultural development is not the same in every region in the hemisphere. There is relative boundary between one culture to another. The

social environment, physical environment, and human behavior are a system that sets the culture of a person or group of people. So if a culture is not the same, there is a relative difference between one culture to another, depends on the social environment, human behaviour and physical environment. If the cultural development between the one culture area is different from other culture area, the standard of truth and goodness every cultural group will be different from one another. This basic forms cultural values that are relatively. Cultural relativism considers that no culture that is better than other cultures. Therefore, there is no truth or fault that is international. Cultural relativism refuses the notion that there is universal truths of certain cultures. Cultural relativity is a principle that the beliefs and activities of the individual must conceived based on the culture.

II. Research Method

A. Type of Research

In this study, the researcher uses qualitative method with descriptive type that aims to describe in detail the social phenomena of Samin community relating to the acceptance of Samin community to public health program from local government.

The data collected are in the form of words and images, derived from in-depth interviews, field notes, memos and other official documents. Research reports quotations of data to illustrate the presentation of the report.

B. Site Research

Selection of background (the site) is based on the interpretive paradigm, therefore natural background becomes background category selection. The background research is in Bombong hamlet, the village of Baturejo, Sukolilo district, Pati regency as a dwelling place for Samin community in Central Java Province.

III. Research Result

The research subjects of this study are midwife as informant 1 and housewive as informant 2.

The result shows that the Samin community is very difficult to participate program that comes from the government. Socialization program is conducted by informant 1 so that Samin people will do medical treatments, become family planning acceptors and give immunization to their children, but it doesn not get a positive response. Low level of education (elementary school) cause they do not understand about the benefits of family planning, and immunization. But not all Samin people will not domedical treatment and give immunization for their children. Some of them who are willing to do the medical treatment, became acceptors of family planning and give immunization for their children are non Samin people (ordinary people) and Samin people who are married to non Samin people.

While in the Samin community, they turned it down because they have a negative outlook. They also lack of understanding of the factors that cause diseases and the way to treat it. Sothey think immunization is less perceived benefits. Whereas in the case of health checks, they more trusting of traditional medical treatments through the customary head or a person who is considered to be a treat than modern medical treatments. However, traditional medical treatment is not the only way to treat the diseases. When the traditional medical treatments can not cure the diseases, then they refer to paramedics around the village, or hospital. Similarly, in participating family planning program, although people of Baturejo village have already understood the aim of family planning program, but people who want to become acceptors of the program are relatively small. It is due to the failure of non Samin people who is participating in the family planning program. Such information is then spread throughout the villages. Additionally people of Baturejo village still adopts "Many children have a lot of luck", thus family planning program is considered as a barrier their desire to have many children, and they consider that the program is less benefit. Another difficulty that is felt by informant 1, because all things that are in the form of orders considered as element of coercion, pressure, even threats that do not related with the attitude that has been done by the Samin community. Therefore they always refuse the messages conveyed by the government, because they think it has no benefits for themselves.

IV. Conclusion

Socialization is conducted by midwife so that people will go to the health center, doctor or midwife, and give immunization to their children does not get positive response, because they consider that immunization perceived less benefit. In the medical check, the people of Baturejo village more trusting of traditional treatments than modern medical treatments. Similarly, the people who participate the family planning program are relatively small. It is because of the problems afflicting the non Samin people. The culture of having many children has become a tradition for generations. Another difficulty, for all things that are in the form of orders considered as element of coercion, pressure, even threats that do not related with the attitude that has been done by Samin community.

A. Suggestion

There should be a policy of the local government to promote health issues intensely to the Samin community either directly or indirectly through mass media or traditional media so they have an understanding and awareness in the health sector.

References

[1] Denzim, Norman K. dan Lincoln, Ivonna S. (editors), 1994, *Handbook of Qualitative Research*, Sage Publications Inc. 2455 Teller Road Thusand Oaks, California

[2] DeVito, Joseph A.,1997, *Komunikasi Antar Manusia*, Edisi ke Lima, Jakarta: Professional Books

[3] Gudykunst, William B. and Kim, Young Yun, 1997, *Communicating With Strangers, An Approach To Intercultural Communication*, Third Edition, The McGraw-Hill Companies Inc., United States of America'

[4] Gudykunst, William R., (Ed.), 2005, *Theorizing About Intercultural Communication*, Sage Publication, United State of Amerika

[5] Herskovits, Melville Jean, 1972, *Cultural Relativism: Perspectives in Cultural Pluralism,* Random House, Vintage Books

[6] Hutomo, Suripan Sadi, 1985, *Samin Surontiko dan Ajaran-ajarannya*, Yogyakarta, Basis, Januari, XXXIV

[7] Jandt, Fred E., 2004, *An Introduction to Intercultural Communication, Identities in a Global Community*, Fourth Edition, Sage Publication, Inc., California

[8] Lewis, Glen and Slade, Christina, 1994, *Critical Communication*, Prentice Hall Australia

[9] Littlejohn, Stephen W. Dan Foss, Karen A. 2009, *Teori Komunikasi*, Edisi 9, Penerbit Salemba Humanika, Jakarta

[10] Littlejohn, Stephen W. and Foss, Karen A.(Editor), 2009, *Encyclopedia of Communication Theory*, A Sage Reference Publication California

[11] Moustakas, Clark, 1994, *Phenomenological Research Methods*, Sage Publications, Inc. California

[12] Samovar, Larry A., Porter, Richard E, Mc Daniel, Edwin R.,2010, *Komunikasi Lintas Budaya, Communication Between Cultures*, Edisi 7, Penerbit Salemba Humanika, Jakarta

[13] Ting-Toomey, Stella, 1999, *Communicating Across Cultures*, The Guildford Press, New York

[14] West, Richard dan Lyn H.Turner, 2008, *Pengantar Teori Ilmu Komunikasi,* Edisi 3, Jakarta: Salemba Humanika

[15] http://www.jpnn.com/index.php?mib=berita.detail&id=57455, download on Mei 11, 2013 at. 22.22 pm)

The Policy of Minimarket Business Control in Semarang City

Devi Nur Puspitasari; Ari Subowo; Sri Suwitri

Faculty of Socialand Politic Sciences
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—Urban areas have a great chance to develop the economy in terms of trade, services and businesses. The growth of economic is followed by an increase in public consumption and the availability of business space which can be reached easily and close to the residential area. The closeness of minimarket In Semarang has made it easier for consumers to meet daily needs is required, thus providing an opportunity for entrepreneurs to control the modern retail market. Also, it could be found there is a tough competition two renowned brands ie Alfamart and Indomaret. The strategies of marketing concept to attract consumers by a very similar design as well as location tend to be near even several units side by side and face to face. Therefore, it should be hold of an arrangement or control businesses minimarket to maintain a balance between the modern market with traditional markets or micro businesses.

Keywords—Business Control; Minimarket; Modern Market

I. INTRODUCTION

Characteristics of community life in the urban area are living in nonagrarian. City functions become more dominant and unique is in the cultural, industry, services, and trade. Interaction and interrelation of the most prominent urban communities marked by activities are economical and commerce. Within the last few years modern store business is very tempting to be lived. Orientation of the consumer spending that previously only the pursuit of low prices and now conforness is consumer's priority. Types of modern stores that are trending among the community is a minimarket. With a lot of outlets of minimarket will potentially to change the way consumers view in determining of shopping destination. Minimarket business grows rapidly across Indonesia from the city to the sub-districts. In this case as well, the city of Semarang have progressing fairly rapid establishment to minimarket. According to data compiled by the Regional Development Planning Agency, the spread of modern market / modern stores in Semarang in 2010 there are 244 minimarket spread in 16 sub-districts. (http://bappeda.semarang.Pola-Perpasaran/publikasi.go.id/uploaded/.pdf). The existence of the modern store if left will affect the position of the small business that pressed by inbalance competition.

II. RESEARCH METHOD

The policy research is using qualitative research methods are intended to identify government policy in controlling minimarket in Semarang and analyze the factors that emerged as a result of the implementation of the policy. Data collection techniques used in this research is by observation, interviews and document research.

III. RESULT AND DISCUSSION

Semarang city is the administrative center in the province of Central Java who has a big influence on the climate investment. On one hand the existence of minimarket could affect the existence of shops/stalls preexisting, but also unavoidable that with the investor is able to increase local revenue Semarang City. Therefore, to overcome the problem of the spread of the existence of minimarket establishments in the city, the government issued regulations to control the minimarket business establishment in the city of Semarang set by Mayor Regulation No. 5 In 2013 about Structuring Modern Stores Minimarket. In it regulates the quota restrictions on the establishment of minimarket in each district by using modern store business license (IUTM).

Source : Documentation by Devi Nur Puspitasari, 2015

Fig. 1. The layout of the minimarket in Semarang City

The Policy of Business Control Minimarket in Semarang experienced some problems which are:

A. Unlicense Minimarket

Based on data collected by Badan Pelayanan Perijinan Terpadu (BPPT) Semarang City, until 2014 had issued 140 IUTM with the greatest number are in Sub Banyumanik. It has 20 IUTM with a quota of a maximum number of 52 license. But in reality, it can be found more than 20 minimarket that operated in the sub-district of Banyumanik. As presented in the Journal of Geodesy UNDIP April 2015 edition of the Study of Distribution and Potential Minimarket Based SIG that based on survey results minimarket is not only built on the main roads, but also on local roads. In the sub-district Banyumanik it already built 32 mini. This shows that in Sub Banyumanik there are still some minimarket that does not have a business license (Devi, 2016: 103).

B. Establishment location

Some minimarket not notice the existence of traditional markets or small shops around the establishment of their buildings. Such as in the Market Rasamala, minimarket should stand on a radius of at least 500 meters from traditional markets but the distance with the minimarket is less than 200 meters. In this case the government does not act decisively because they provide an opportunity for entrepreneurs to spend a building contract and then did a relocation.

C. The penalty is only administrative penalty

Minimarket that do not comply with the provisions in accordance with the existing regulations will be penalized. During this time the sanctions provided by the government only in the form of administrative penalty such as written warning, freezing, license revocation and closure of business premises. These penalties are less powerful to against further offenses committed by businesses because of administrative penalty heaviest simply closing places of business to never do any trade for 3 months, after that minimarket can take care of their business license back.

IV. CONCLUSION

It is undeniable that the existence of minimarket becomes a style of consumption nowadays. Convenience, comfort and innovations captivate and has its own appeal compared to shopping at traditional markets. Actually the existence of minimarket is developmental progression, so in this case minimarket business operators are not entirely wrong. The level of willingness of the government to revitalize traditional markets into a comfortable place and enthused by the community becomes a task and challenge to keep minimarket balance. As longer the traditional market has good management, the consumers will always have interest in traditional market. In addition the creation of innovation vend for micro enterprises is also needed to develop, so the traditional market can compete with the minimarket, not only in terms of appearance but also the service. So it be better if the relationship between stakeholders stable and mutually supportive, then the goal to improve the economy is could be controlled.

REFERENCES

[1] Ma'aruf, Hendri. (2008). *Pemasaran Ritel*. Jakarta : Gramedia Pustaka Utama

[2] Mohammad Mukti Ali, Samsuk Ma'rif, dan Rizki Kirana Yuniartanti. (2014). Jurnal Pembangunan Kota Semarang Berbasis Sains & Teknologi. Jurnal. Bappeda Kota Semarang. Riptek Vol. 8, No. 2, Tahun 2014, Hal. 61-82

[3] Pontoh, Nia K dan Iwan Kustiawan. (2009). *Pengantar Perencanaan Perkotaan*. Bandung : ITB

[4] Peraturan Walikota Semarang Nomor : 15 Tahun 2013 tentang Penataan Tata Ruang Toko Modern Minimarket di Kota Semarang

[5] Puspitasari, Devi Nur. (2016). Penataan Tata Ruang Minimarket di Kecamatan Banyumanik Kota Semarang (Studi Implementasi tentang Peraturan Daerah Kota Semarang No. 1 Tahun 2014). *Skripsi.* Universitas Diponegoro

Innovation in Acceleration of Community Empowerment with Information Technology Applications: An Action Research Experience

Darmanto Sahat Satyawan
Department of Public Administration, Jenderal Soedirman University
xonia_nauli@yahoo.co.id

Abstract—The National Program for Community Empowerment in Rural Areas (PNPM-MPd) have been implemented since 2006. PNPM-MPd is a community development program that aims to encourage the strengthening of local communities, especially poor families to get a better quality of life. PNPM-MPd is believed to have a positive impact on poverty reduction at the national level. Beneficiaries of PNPM-MPd so far have received funding from the government to run their business. Entrepreneurial skills of PNPM-MPd actors become important to take into account because the old paradigm states giving the hook, not the fish or giving independent assistance not instant relief is not an easy process. The action research was undertaken with providing guidance to community group in 2013 and 2014, with the introduction of online stores and websites. After the construction of the website, the actors of PNPM-MPd were trained and assisted to manage their websites and online stores. Results of this study show that community empowerment will occur faster with support of information technology and competent assistants.

Keywords—capacity, target groups, online stores, websites and empowerment.

I. INTRODUCTION

PNPM-MPD is believed to have a positive impact on poverty reduction at the national level. At the local level, the poverty rate in Banyumas decreased 5% during period of 2008 to 2009, which was previously 33.6%, then reduced 27.4%, from approximately 1.5 million inhabitants. PNPM-MPD contributes positively to poverty reduction in Banyumas. Empowerment process in PNPM-MPD such as productive economic activities, savings and loans, market and infrastructure improvements have been supporting the smooth economy of the rural people. Since 2008, funds were already disbursed through PNPM achieved Rp. 147.5 billion and for 2010 it was revolved amount to Rp 45.0 billion of funding from the Direct Aid for Society from the State Budget (APBN BLM) accompanied by a budget allocation of the regency budget amounting to Rp 6.0 billion or 20%. The fund is revolved for19 districts distributed to 234 villages, (http://sigapbencana-bansos.info/pantauan-media/6801-pnpm-turunkan-kemiskinan.html, accessed on March 13, 2011).

Implementation performance of PNPM-MPD in Banyumas is a pretty good. This is evidenced by: (1) The number of workers absorbed during the program amounted to 19,223 people; (2) Number of beneficiaries of men and women quite balanced: 108,600 men versus 103,772, excluding the beneficiaries of the women in the women's credit program (SPP); (3) The number of beneficiaries of poor households (RTM) is 110,713 inhabitants which is equal to 52% of the beneficiaries; (4) The number of activities that have been implemented are 475 activities. PNPM-MPD revolved amounting to Rp. 36,020,325,700 has been successfully stimulated the self-reliant funds amounting to Rp. 2,093,819,188.

Referring to results of research conducted by Indiahono, Satyawan, and Nuraini (2011 and 2012), which showed that the implementation performance is influenced by: the capacity of the implementing agency, the capacity of the target group, the quality of communication and dissemination, as well as monitoring. The study results showed that the capacity of the target group and the implementing agency were two variables that most affect the performance of the implementation of PNPM-MPD. It has become an inspiration to try to improve the performance of the implementation of PNPM-MPD in Banyumas by intervening the capacity of PNPM-MPD actors (both the implementing agency and the target group). In 2013 and 2014 there has been efforts to improve the performance of target groups in the Sub districts of Sumbang and Ajibarang. One of the efforts was to provide guidance and create a website to improve marketing performance and capacity of the target group in terms of publishing activities and product groups.

Therefore, this study focuses on two issues: (1) the impact of assistance and the creation of websites on the capacity building and community empowerment and (2) the response of the target group on information technology.

II. METHOD

The study was conducted with a qualitative descriptive methods based action. Various parties were selected to be informants, and studied the actions taken by community to strengthen empowerment process. Informants consisted of actors of PNPM-MPD, the manager of the website and the chairman of the target group in two sub districts: Sumbang and Ajibarang.

III. RESULTS AND DISCUSSION

Implementing Agency Units (UPK) of PNPM-MPD at sub district of Sumbang and Ajibarang are two very cooperative managers at the local level in this research of empowerment. UPK of PNPM-MPD currently manages activities of PNPM-MPD in 14 villages, with 22 miscellaneous businesses and 137 savings group. PNPM-MPD actors actually have a strong passion for both developed and developing, but they do not have the knowledge of how they develop themselves.

The approach used is to increase the capacity of actors PNPM-MPD in Sub Districts of Sumbang and Ajibarang. The actors should be able to recognize their potential and design a marketing agenda in accordance with local advantages. Stages of action that have been made are: (1) Introduction to Marketing Through virtual media, (2) Facilitating the creation of websites and online stores that fit the needs of the general audience; (3) Conducting Assistance / Consultancy in the management of websites and online stores.

At the initial stage, the target group was asked for discussing on modern marketing through the online store. The target group of this stage was very interested and enthusiastic, even they gave ideas of the website created not only to shop but also the official website for promoting the activities. At this stage actors also proposed ideas of a menu to be displayed in the website, view pictures, logos and icons.

At the next stage, the target groups were given training in management of websites and online stores. The target groups who have a relatively young age on average and familiar with internet activities seemed no difficulties in receiving training session. Having held a short training, the website was launched and then disseminated to the public in the Su District of Sumbang and Ajibarang.

This activity indicates that the UPK of PNPM-MPD in Sumbang and Ajibarang has a different position. The analysis of the position is undertaken based on products that will be sold to consumers where and how to distinguish them from competitor products (Grewal and Levy, 2010: 263). Analysis of the different positions is a part of creating the value of a product. The necessary way is through innovation, which is a process that transform a product into new one and services so that businesses can develop (Grewal and Levy, 2010: 341).

The community must be trusted that without their full involvement, improvement of the quality of their lives will not bring meaningful results (Aziz, Suhartini and Halim, 2005: 7). Actors of PNPM-MPD have been given the working capital adequately. The obstacles they face are how to manage and develop the business so that enterprises supported by the PNPM-MPD can be run in a sustainable manner. Actors of PNPM-MPD require efforts to increase their capacity. Soetomo said that the more urgent in empowerment process is developing the human to be able to be an actor of community formation (Soetomo, 2009: 252).

Capacity development of actors PNPM-MPD in the village become warm to discuss because rural development is recognized very strategically in driving the indigenous economy and the people's welfare redistribution. The debate about growth, poverty and social justice has become an interesting debate and discussion (Kanbur, 2005; Chatterjee 2005 and Smeeding, 2005).

The need of Capacity building for the actors of PNPM-MPD should be in line with the needs of the subject of development in terms of capacity building of human resources. Conceptually, the development should not only focus on natural resources that will always be declining. Instead, it should be oriented on increasing social capital and human capital (Serageldin: 1996, as cited by Nugroho, 2004: 224).

One of the effort to increase the capacity of the target groups is through education and training. The actors of the development program are given adequate provisions in order to implement the program properly. The implementing agency must also have the ability to assist the actors of program, so they are able to monitor the program and implement on the right track to achieve the ultimate goal of the program.

IV. CONCLUSION

This study draw conclusion that the target group of PNPM-MPD has a good attitude towards change. Enthusiasm to learn and develop themselves is an important asset in the success of a program of empowerment. Information technology as one of the resources, should be introduced in the empowerment of the target group. Information technology will help the target group to market products resulted by the community group, so it can accelerate the performance of poverty reduction programs, especially in rural areas. Practical implication of this study suggests that the Banyumas Regency should take into efforts to improve the capacity of the target group account in order to improve the performance of PNPM-MPD, and to introduce information technology in community empowerment process.

REFERENCES

[1] Aziz, M, Suhartini, Rr dan Halim, A (2005) Dakwah Pemberdayaan Masyarakat: Paradigma Aksi Metodologi. Pustaka Pesantren dan Dakwah Press Fakultas Dakwah IAIN Sunan Ampel Surabaya. Yogyakarta.

[2] Chatterjee, S (2005) Poverty Reduction Strategies-Lessons from the Asian and Pacific Region on Inclusive Development. Asian Development Review. 22. 1. ABI/INFORM Global pg. 12.

[3] Grewal, D and Levy, M (2010) Marketing. Second Edition. New York: McGraw-Hill International Edition.

[4] Kanbur, R (2005) Growth, Inequality And Poverty: Some Hard Questions. Journal of International Affair. Spring. 58, 2; ABI/INFORM Global pg. 223.

[5] Smeeding, TM (2005) Public Policy, Economic Inequality, and Poverty: The United States in Comparative Perspective. Social Science Quarterly. 86. Academic Research Library pg. 955.

[6] Soetomo (2009) Strategi-Strategi pembangunan Masyarakat, Pustaka Pelajar, Yogyakarta.

[7] Supriyanto (2009) Business Plan Sebagai Langkah Awal Memulai Usaha. Jurnal Ekonomi & Pendidikan, Volume 6 Nomor 1, April 2009.

Communication Strategies of DFTW (Domes for The World) in Post-Earthquake Reconstruction and Rehabilitation in Yogyakarta, Indonesia

Nadia Farabi,
Department of International Relations,
Universitas Diponegoro,
Semarang, Indonesia
(nadia.farabi@live.undip.ac.id)

Hermini Susiatiningsih,
Department of International Relations,
Universitas Diponegoro,
Semarang, Indonesia
(herminisq@yahoo.com)

Abstract— **This paper explains how DFTW, a United States-based NGO, organized to move Sengir Village residents to Nglepen Baru, after the 2006 Yogyakarta earthquake. Reconstruction and rehabilitation were needed in order to avoid citizens from disaster that devastated their homes and livelihoods. DFTW gave humanitarian aid in the form of dome-shaped houses; semicircle building that proven to be disaster-resilient. However, the aid hardly received warm welcome from the locals, because the house in Java are generally rectangular or square. DFTW success in building dome houses could not be separated from its ability to communicate with the local governments, local organizations, as well as local communities, in order to improve living conditions of the affected communities. The great loss and damage of housing due to the earthquake made all elements agree that reconstruction of houses should prioritize resilience against earthquakes. Thus, in the future, the housing damage could be minimized.**

Keywords— *NGO; communication; disaster response*

I. Introduction

The traditional shapes of Javanese houses are basically rectangular or square. But, there is a quite newly-introduced form of house, that is, the Teletubbies house. This type of house is profoundly present in Nglepen Baru, Sleman District, Yogyakarta. The Teletubbies house in Yogyakarta, or dome house because of its appearance, was originally designed by a United States-based non-governmental organization (NGO), DFTW. The Yogyakarta earthquake in 2006 caused the most severe damage to civilian homes, compared to other infrastructures. It gave DFTW the impetus to get involved in humanitarian aid in the form of a number of dome houses because of the disaster-proof construction. Considering the common types of Javanese homes are rectangular or square, the aid hardly received a warm welcome from the locals.

This paper aims to describe the communication conducted by DFTW in order to succeed in building the dome house for Nglepen Baru residents. This paper consists of three parts. First, covers the general illustration about the aid. It is very important to understand it, because it leads to the next part that explains in details about the process of the then-incoming aid. Most of the data provided in this part was taken during the field research in 2015, where researchers had the opportunity to visit Nglepen Baru and interview Sulasmono (the coordinator in Nglepen Baru), as well as Ikaputra (an expert from Universitas Gadjah Mada who happens to be involved during the reconstruction and rehabilitation process). Last part, is the conclusion.

II. Reconstruction and Rehabilitation Post-earthquake

A. Building Disaster-Resilient Community in Nglepen Baru through Dome-Shaped Houses

DFTW is a non-profit agency based in Texas, United States of America, and was founded by David South in 2006. DFTW's objective is to introduce and promote of what they call as Monolithic Ecoshells. It is a model of building that uses airform technology to construct a one-piece dome, steel-reinforced insulated concrete dome for humanitarian purpose. The most appealing element of dome house is it being earthquake-proof, tornado-proof and fire-proof. DFTW has a mission to elevate people's lives around the world by building Monolithic Ecoshells for public and personal uses. Having received many grants and donations from various parties who trust in DFTW's mission, DFTW has built permanent, affordable, clean and safe dome houses for the unfortunates.

DFTW has constructed a number of Monolithic Ecoshells in some countries. Besides aiming to reduce the figure of homeless people who do not own a house, DFTW also has a goal to promote it as a standard disaster-proof building. When the earthquake hit Yogyakarta and its adjacent areas in 2006, DFTW came with the objective to participate in post-disaster reconstruction program in Sengir Village, Sleman District. After the earthquake, many homes in this area were extremely damaged. The devastating earthquake spawned immediate land movement for up to 30 meters. There were no casualties, however, no one was allowed to stay and live in Sengir Village anymore. It also left 66 families homeless because their homes collapsed and most of them were even buried. This became one of the reasons why DFTW wanted to build dome houses for former Sengir Village residents.

It took six months to construct the houses, involving 370 local workers (DFTW, 2007). Each of dome house in the new area, which is known later as Nglepen Baru, has a living room, two bedrooms and a kitchen. The lavatory was built outside in an area separated from the houses, and could be used collectively. Every lavatory has six bathrooms that could be used by 12 families. In April 2007, 80 units of domes were introduced publicly where 71 of them were to house 71 families and the rest was for lavatory, mosque, kindergarten and health clinic (DFTW, 2007).

B. DFTW Communication during Disaster Response: Prioritizing Community Resilience

When the earthquake struck, Universitas Gadjah Mada (UGM) established Posko UGM Yogyakarta Peduli Bencana DIY dan Jawa Tengah (Coordinating Center for Natural Disaster in Special Region of Yogyakarta and Central Java). This temporary local-based center consisted of Coordinating Center of Faculty of Technical Sciences, Coordinating Center of Faculty of Geography, Coordinating Center of Faculty of Psychology and Coordinating Center of Faculty of Medicine. All of these coordinating centers worked together in post-disaster programs under the one university, UGM. Therefore, the humanitarian aid for survivors in Yogyakarta Province were not only distributed through government authorities and local NGOs, but also UGM. As a response to the abundance of incoming aid, Coordinating Center of Faculty of Technical Sciences, especially, then formed Jogja-Jateng Archquick Response (JJAR). The center was responsible for geo-hazards mapping and building damage assessment. In practice, this center was not working alone. It was collaborating with various universities, government, international governmental organizations (IGOs) and NGOs.

JJAR was formed so the faculty had its owned clearer reconstruction and rehabilitation mechanisms. Thus, when there were agencies offering assistance for reconstruction and rehabilitation purposes, it had a nickname to represent its vision and mission. Any types of aid related to reconstruction and rehabilitation, when distributed through university, would be handled by JJAR.

Initially, DFTW offered to build dome houses to Coordinating Center for Natural Disaster in Special Region of Yogyakarta and Central Java. The center then decided to proceed it to Coordinating Center of Faculty of Technical Sciences which managed the reconstruction and rehabilitation program. JJAR found the structure of dome house that made it earthquake-proof and the technology employed appealing. But, such characteristic did not automatically make JJAR team accept the offer.

The authority to select and accept the aid in a region is held by local government. Paul Harvey argues that the State's role and obligation in regard to humanitarian aid at least could be seen in four things: State has the authority to declare crisis and invite international-scale humanitarian aid; State provides assistance and protection with its own abilities and resources; State is responsible for supervising and coordinating the incoming foreign aid or assistance; and State bears the responsibility to formulate regulation or legal framework related to the incoming foreign aid (Harvey, 2009: 3). Government has the authority to regulate the aid in order for it to be optimally useful in favour of the survivors, thus keep the new disaster from happening.

When the earthquake hit in 2006, the Indonesian government had not owned a clear regulation to respond to disaster. The immediate response from the government whenever disaster took place had been to issue a decree. Presidential Decree No. 9 Year 2006 on Coordinating Team for Post-Disaster Rehabilitation and Reconstruction in Special Region of Yogyakarta and Central Java became the legal foundation of post-earthquake management.

Such decree was issued by the president in 3 July 2006, in order to advance the post-disaster management program. The decree made it easier for national and local government, civilians and international agencies to coordinate the rehabilitation and reconstruction plan and implement it to the affected areas. All actors involved were called as Coordinating Team, which was divided into two groups: Planning Team and Operating Team. Coordinating Team worked under the president and reported to him. The leader of Operating Team for Special Region of Yogyakarta was the governor of Yogyakarta. Every activity conducted by the leader had to be in accordance with the strategy formulated by Planning Team, which was led by Coordinating Minister of Economic Affairs of Indonesia. Each activity was funded by state budget (APBN), local budget (APBD) and other available resources, for example, foreign aid.

The housing and settlement rehabilitation program became priority. The Coordinating Team's efforts received great supports from various parties including the national government and both local and international donor agencies. With the decree highly implemented, Coordinating Team was able to invite and receive aid. All of the incoming aid, primarily from foreign governments and agencies, had to be under a strict government supervision.

In meeting with Head of District, Ibnu Subiyanto, JJAR discussed the offer from DFTW. The only prerequisite from Government of Sleman District to accept it was the people's approval. Thus, it could be understood that the local government would accept it as long as local people agreed. By local people, the government meant everyone who were about to be relocated, i.e former Sengir Village residents. If and when they agreed to it, the local government were ready to help with regard to permit and other administrative matters, land provision too. Local people had the final say on the offer. DFTW's proposal could not be realized if the locals say no.

After receiving support from local government, DFTW, JJAR and representative of local government visited Sengir Village and met with the chief of village. The chief voluntarily suggested a meeting with residents first. The meeting was attended by DFTW, JJAR, local government representatives, and residents of Sengir Village. DFTW held a presentation in front of them. There were some debates before the people finally agreed to accept the proposal.

With a deep understanding that the form of aid given was considered new, especially to these people, and potentially

sparked a controversy, DFTW then worked together with Monolithic Inc., including its architects in the negotiation process. The two agencies coalesced into one, under DFTW name. Communication was expected to run smoothly when DFTW could convince them about the quality that dome house had. Almost all the questions asked by JJAR, government and local people were answered well by DFTW.

The DFTW's ability to address almost all the questions could not be separated from how well they mastered the proposal. They fully understood product differentiation that the dome house had thus government, academics and Sengir Village residents welcomed it, eventhough there was a design improvisation took place. Some questions were related to dome house's suitability with tropical climate; the fear of constructing it would cost a great amount of money; the doubt of whether aid receivers would be dependent to DFTW considering its construction required a unique technology; and the question on its shape that was culturally perceveid as inharmonious with the region.

III. CONCLUSION

Based on the above explanations, it could be concluded that the success earned by DFTW in giving humanitarian aid in the form of dome houses in Nglepen Baru is because of its ability to communicate well with the decision makers. DFTW's mission is to help States handling vulnerable people affected by disaster. Due to their focus on infrastructure and the willingness to help provide a settlement, DFTW since the beginning worked closely with JJAR, which was given authority by local government to manage post-disaster rehabilitation and reconstruction program. Design-wise, function-wise, and the methods employed during the construction phase were attractive for JJAR. JJAR's interest in original design put forward by DFTW did not automatically make them accept the proposal. The meeting with head of district was done to gain permit and find an area to build dome houses. Lastly, with the help of JJAR, DFTW met with local residents. DFTW has a strong proposal as a basis for communication, which in turn affected the decision makers and local communities to accept the aid. The construction process of dome houses for earthquake survivors proved the participation of all actors, from government, local and international NGOs, donor agencies, academics and civilians.

ACKNOWLEDGMENT

REFERENCES

[1] D, Alexander, "Globalization of Disaster: Trends, Problems, and Dilemmas", *Journal of International Affairs*, Vol. 59, No. 2, 2006, pp. 1-23.

[2] Ashoka Changemakers, "Domes For The World (DFTW) Constructs Durable Housing and Complete Community Systems For The World's Needy", changemakers <changemakers.com>.

[3] D. Benjamin, "Protecting the Protectors: NGO Action and The Responsibility to Protect", *International Journal on World Peace*, Vol. 26, No. 1, March 2009, pp. 31-50.

[4] AE. Collins, *Disaster and Development*, Oxon: Routledge, 2009.

[5] DFTW "Final Report: New Nglepen Yogyakarta", *Domes for the World* <dftw.org>.

[6] DFTW "About Us", *Domes For The World* <dftw.org>.

[7] Dinas Pekerjaan Umum Provinsi D.I. Yogyakarta, "Program Rehabilitasi Gempa D.I. Yogyakarta & Jawa Tengah", Dinas <ciptakarya.pu.go.id>.

[8] T. Handayani, *Model Rekonstruksi Rumah Pasca Gempa Di Yogyakarta Dan Klaten*, 2011.

[9] P. Harvey, *Towards Good Humanitarian Government: The Role of the Affected State in Disaster Response* <odi.org.uk>.

[10] A. Hehir, *Humanitarian Intervention: An Introduction*. New York: Palgrave Macmillan, 2010.

[11] JL. Holzgrefe and RO. Keohane, *Humanitarian Intervention: Ethical, Legal, and Political Dilemmas*, Cambridge: Cambridge University Press, 2003.

[12] I. Ikaputra, "People Response to Localize the Imported Culture, Study Case: the Dome House in the Rural Culture Post Javanese Earthquake 2006", *iitk* <iitk.ac.in/>.

[13] MP. Karns and KA. Mingst, *International Organizations: The Politics and Processes of Global Governance*, Boulder: Lynne Rienner Publisher, 2004.

[14] M. Pelling, *Natural Disasters and Development in a Globalizing World*. London: Routledge, 2003.

[15] L. Minear and H. Smith, *Humanitarian Diplomacy: Practitioners and Their Craft*. New York: United Nations University Press, 2007.

[16] Monolithic, *Monolithic Dome Today* <monolithic.org>

[17] T. Saraswati, "Kontroversi Rumah *Dome* di Nglepen, Prambanan, D.I. Yogyakarta", *Dimensi Teknik Arsitektur*, Vol. 35, No. 2, December 2007, pp. 136-142.

[18] MD. Selves, *The Politics of Disaster (Principles for Local Emerency Managers and Elected Officials)* <training.fema.gov>.

[19] T. Vaux, "Humanitarian Trends and Dilemmas", *Development in Practice*, Vol. 16, No. 3/4, June 2006, pp. 240-254.

[20] M. Walzer, "On Humanitarianism: Is Helping Others Charity, or Duty, or Both?", *Foreign Affairs* Vol. 90, No. 4, July/August 2011, pp. 69-80.

A Study on Public Service of Convention and Exhibition in the Internet+ Era: a Case Study from the CITM in Kunming in 2015

Xie Hongzhong*
School of Tourism and Hospitality
Yunnan University of Finance and Economics
China
(1057717852@qq.com)

Huang Lijia
School of Tourism and Hospitality
Yunnan University of Finance and Economics
China
(1204101464@qq.com)

Abstract—**In the era of the Internet+, with the constant updating of new technologies and more and more software and hardware systems are being applied into public service of convention and exhibition industry, which obtains great leaping development. Every coin has two sides, along with the new technologies come lots of self-invited troubles to the advancement of convention and exhibition industry, and customization is just one of the cures to these problems. This article takes the example of the China International Travel Mart in Kunming in 2015 and puts forward a relatively simple customization plan to realize the efficient and ordered management of this CITM.**

Keywords—the Internet+; convention and exhibition industry; customization; CITM; public service

I. INTRODUCTION

Convention and Exhibition industry is an important component of modern service industry, and integrates commodity display and trade, cooperation between economy and technology, intercourse of science and technology. Convention and Exhibition industry has many functions, such as, the accelerator of economic growth, the booster of city development, the spreader of city image and the absorption machine of employment. The huge crowds, material flow, capital flow and information flow converged by convention and exhibition activities not only play an important role in enlarging trade, introducing technology, attracting investment, developing high-tech industry and promoting economic cooperation and cultural exchange etc but also takes an irreplaceable responsibility in improving city taste and fame and developing economy and society fast and well [1]. In the Internet+ age, by using Internet mobile technology, convention and exhibition industry are bonded closely with lots of industries, such as catering, lodging, transportation, entertainment, advertising, and logistics and so on[2].

The internet+ stands for a new kind of economic pattern, which gives full play to Internet in optimizing and integrating role in the allocation of factor of production, and integrates deeply the innovative achievements of Internet and all fields of economic society and improves the creativity and productivity of the real economy and creates a new form of economic development that is based on the Internet. Simply speaking, the Internet+ is exactly the Internet plus each traditional industry, however it is not a simple addition but by using the Internet platform and ICT (information and communication technology) to merge thoroughly the Internet and traditional industries and create new ecology of development. "+" means trans-boundary, revolution, openness and reshaping. The technology of the Internet+ can bring remarkable changes to all areas, especially to MICE which has the characters of highly integrated of information-based and Customization. The specific changes are the mutual cooperation and integration between the Internet and MICE and the connection with the business and projects and principal organization and participants and anything else that are concerned with MICE[3]. The technologies of the Internet+ are given such as Conference Management System, which offers effective links between users and conferences, Virtual Reality, "Kaikaihui" Wi-Fi enhancement solutions, iBeacon, which offers the both online and offline interactive experience between exhibitors and visitors, meetings business docking system etc.

II. CHANCES OF CONVENTION AND EXHIBITION INDUSTRY CAUED BY THE INTERNET TECHNOLOGY

The development of the times is just like a galloped forward train, if one can't be the one in that train, one can just be a view of the people in the train. We are now in a time of change, all walks of life is experiencing earthshaking changes, so does the convention and exhibition industry. Under the influence of emerging technology and Internet thinking, the traditional convention and exhibition industry will realize leaping development in the direction of efficiency and intelligence. The changes on convention and exhibition industry produced by Internet technology can be elaborated generally from three aspects: the management of exhibition information and affairs, the experience and interaction on site, the marketing and propagating of the exhibition.

A. Technologies about the management of the information of the exhibition

In the era of the Internet+, the management of the exhibition information becomes more efficient, more systematic and more convenient. The first one called "Kaikaihui" Wi-Fi enhancement solutions[4], which can on one

hand enhance Wi-Fi network without increasing the large relevant equipment, on the other hand, make sure the stability of the Wi-Fi, so the participant can enjoy themselves whenever and wherever they want. The second named Meetings Business Docking System which works on the platform of WeChat, which assists with the reservation, the negotiation and the audition between the buyers and the sellers, who need to scan the certain two-dimensional code to end to business. There are also many other management systems like the system of the management of smart seats, Conference business social networking solutions and so on.

B. Technologies about intercourse and experience on spot

The tip on site[5], an interaction product used in conferences, meetings and high-end training, and its prototype comes from a creative mode called " free class, tip on spot ", which was came up with by professor Li Shanyou, who comes from the Subversion-style Club. Its basic pattern is that if a trainee or participant supposes the speech given by the speaker is valuable and useful, then the listener can use the mobile terminals to give the speaker a tip on spot. The tip on spot system, working as an interaction tool, takes full advantage of the Internet technology, makes the trainee or participants to show the speakers their appreciation, admire, support, and inspire the tipping passion of the trainees or participants by using a large scale design of sense of experience. This system, not just offers a very convenient payment channel but adds lots of fun to life, has been widely used in these scenarios that need intercourse and to pay the bill on spot like charity activity, live action, ordering and so on.

As a new generation convention and exhibition service APP, Zhan Lantong[6], which offers convention and exhibition service a suitable interactive platform and substantially reflect the superiority of the smart mobile terminal. Usually, the purchasers joined exhibition, obtain the information though advertisement, leading board, enter into the exhibition along with the crowds, exchange cards and take some documents, so the information they acquired are in disorder, and this phenomenon can be altered by Zhan Lantong APP. On one hand, to customers, the smart navigation of this APP helps with the quick understanding of the layout of the exhibition and makes it more convenient to find out the special exhibitors and exhibits and assists with the electronic interactive with the interested exhibitors and achieving valuable information. On the other hand, the exhibitors can understand the tastes of the customers though this APP, and target the potential or existing customers precisely.

C. Technologies about exhibition marketing

Digital Listen System[7], a patent technology, extracts the key words from the whole social media and the Internet digital media every 5 seconds and detects in real time the volume, emotion, public sentiment of the users and the most popular words among the users to realize the watching effects according to the settings and rules deploying of the key words, and last but not least, recognize challenges and opportunities. Currently, it has been fully utilized in the China Open, the Global Mobile Internet Conference, China Beijing International High - Tech Expo, conference and convention

and exhibition and so on. Digital Listen System functions at the primary stage, middle stage and later stage of any marketing activity: Previous market investigation and research; public sentiment monitoring, operation guiding and the possible crisis counseling during the marketing activity; data report and performance rating of the whole marketing at the later phase.

III. TROUBLES OF CONVENTION AND EXHIBITION INDUSTRY CAUSED BY INTERNET TECHNOLOGY

A. The solutions are not comprehensive

Currently, it is no secret to convention and exhibition projects sponsors that the mobile terminal supplies efficient and convenient services to the customers, but unfortunately, due to the ignorance of the exhibition process the solutions provided by the technology side always don't work out as expectations. Beyond all doubt, with the rapid developing of convention and exhibition industry, it captures the attention of a growing number of mobile technology Internet groups. Subsequently, numerous solutions and Apps are flooding into convention and exhibition industry successively. Since different convention and exhibition projects require different service, the solutions provided are generally customized, which means that one simple solution is not suitable for many of the convention and exhibition projects. In addition, thanks to the incomprehension of the convention and exhibition parties to technologies and the ambiguity of expressing their technical requirements, a translator, who understands the Internet technologies as well as the process of convention and exhibition, is generated spontaneously. Regretfully, these kinds of talents are very difficult to find out.

B. Technology updates faster than market demands

Anthropomorphic speaking, the encounter between Internet technology and convention and exhibition industry is lacking of sense of romance, which implies that the technology party offers the most advanced technologies wishfully, and overlooks the actual demands of the convention and exhibition projects. For example, in the summit of the "mobile Internet + convention and exhibition" in 2015, Iflytek CO., LTD, a company which specializes in studying on intelligent voice and speech technologies, developing of software and chips etc.) launched a active ticket management solution—face identification. However, this solution has triggered a fierce debate in convention and exhibition industry, which focuses on how to make the face identification precise enough, and what if it results in a large number of customer stagnation, which may influence the order of the exhibition even lead to accidents and chaos.

C. Technology gives away the business secretes of the exhibitor

According to the book *On meeting industry*, published by China Commerce and Trade Press and written by General Manager of China National Convention Center Liu Haiying and Deputy General Manager of China National Convention Center Xu Feng, a successful meeting destination should

include six ingredients: accessibility, infrastructure, safety, CVB, reception capacity and service quality and attractions. During all these six ingredients, the safety means the physical security and property safety as well as the business secretes safety of the participants and the exhibitors. It is transparently enough that an exhibition is about to be a failure if it cannot ensure the comprehensive safeties. For example, to the entrance of the High moral map (a navigational system) into convention and exhibition industry and the slogan of *smart indoor and outdoor navigation, make the business easier,* many people express a concern, if the navigational system is allowed to get into the exhibition, how to ensure the safety of the business secretes.

IV. CUSTOMIZATION OF CONVENTION AND EXHIBITION

Faced with the troubles that given by technologies, the solution, customization, is put forward.

A. Why customization

On the macro level, the changes of the consumption market and the advancement of technology require the customization of convention and exhibition industry, on the micro level, different exhibition project requests different service and the exhibition psychology of the exhibitors and the participants also need customization.

The consumption market is transferring from the past simply having adequate food and clothing to comfortable type and creative type, and is featured by more and more people are stuffed. Take the example of MICE market, the people we serve are generally in the phase of transferring from comfortable type to creative type.

What is creative consumption? Well, it is featured by that a growing number of consumptions are no longer necessary, in other words, non-consuming does affect people's biological living. Under this condition, the consumption of people is just for the things such as entertainment, social intercourse, emotion and so on. It is transparently that the consumption of simply having adequate food and clothing is quiet easy to meet, while the creative consumption is different because even the consumer can't tell what they really need. Consequently, the demand of the future market, which is not really existed in this world, is created by the imagination of the people. The progressing of technology and the developing of the convention and exhibition industry is capturing the eyes of a growing number of technology enterprises, and subsequently, numerous solutions and Apps are pouring into convention and exhibition industry successively. Since different convention and exhibition projects require different service, hence customization.

On the other hand, based on the conference psychology, which can be divided into two parts, one is mass human psychology of conference and the other is meeting scene psychology. The first is relatively easy, for example, people like fashionable and amusing things, yearn for places that are with fine scenery, comfortable temperature and fresh air, enjoy travelling, leisure, entertainment, delicious food , health preserving and so on , so do the Participants. So if these things

above can be combined with the meetings, it will make the meeting quite successful, lively and interesting. The second one called meeting scene psychology means in different scenarios, people's psychological feeling is different. Different psychological feelings will produce the different effectiveness of the meeting. In other word, in order to achieve the objectives of the meeting, the meeting planners can use the design and construction of the scene to adjust the psychology of the participating groups to a desired state.

B. How customization

Simply speaking, customization means satisfying the request of the consumers, and offers customized products and services. To accomplish customization, not only the requirements of the customer have to be met but some principles should be followed.

1) customization="popularization+"

With the base of popularization, something unique is decorated then the customization forms. For example, the customization of car is printed with distinguished color and so on; the customization of high-end tourism keeps the basic framework of catering, lodging, transportation, travelling and entertaining and changes only one or two part of the tourism; and the customization of the convention and exhibition will not necessarily to change all the details.

2) transformation of thinking model

The most fundamental difference between customization and popularization not lies in the changes of superficial expression but in the variation of thinking, which transforms from product-oriented to customer-oriented, an attitude of providing whatever the customer needs. The customization will not be far away if the thinking model is reversed.

3) paying more attention to intercourse

Consumers, without intercourse is called *customer*, otherwise called *users*. The interaction with customers is important and necessary because without the participation of the customer, the customization is just an empty promise. In the Internet age, there is a great chance that the customers can join the reach and develop of the products and services.

C. A case

Case brief introduction:

Launched in 1998, China International Travel Mart (abb. CITM) is a tourism trade and cooperation platform with the largest scale, the most influential and the greatest international and is held alternately by Shanghai and Yunnan annually. The 2015 CITM cosponsored by National Tourism Administration, Civil Aviation Administration of China and Yunnan Provincial Government, has been held in Kunming Dianchi International Convention and Exhibition Centre from 13th to 15th November 2015, with the theme of *the travel along the Silk Road.* The square of the exhibition of the mart is about 70 thousands square meters, which is 20 thousands square meters larger than the mart in 2013; and the number of the booth of the exhibition is 3087, with 412 booths from aboard, 1260 booths from Yunnan and 1415 booths from other place of China, reached a new high among the previous CITM in

Yunnan. The number of the exhibiting countries and regions is 105, which is also more than in previous years. The total number of the certified exhibition groups is 152, with 92 from aboard, 61 percent, 31 from regions, 21 percent, 28 individual exhibitors, 18 percent. India is the country of honor of this mart, with 1000 purchasers who come from South Korea, Japan, Russia, the United State, Europe, Hong Kong, Macao and Taiwan.

The design of the exhibition booth in the CITM 2015 emphasizes the characters of the Internet era, from the many kinds of multimedia equipments to the interesting interactive devices, all of this are telling the influence and changes of the Internet on tourism, the Internet + tourism makes the travelling easier, more free and more funny.

Schedule:

Certification and Installation: from 11th to 12th November 2015.

Presentation and transaction: from 13th to 15th November 2015.

Moving out exhibits: 16th November 2015.
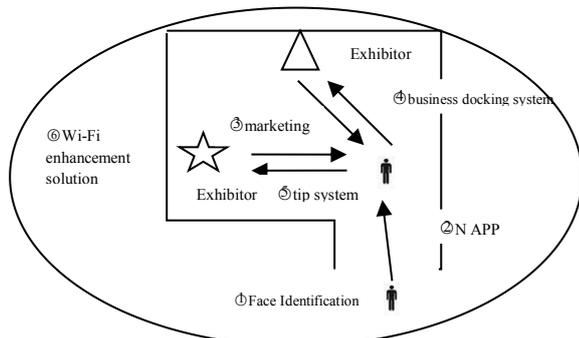
Fig 1 flow chart

Elaboration: seen from fig 1

Firstly, the face identification helps with the management of the ticket system and ensures the safety of the exhibition, because not anyone with a ticket can enter into the venue, for example, one who is a criminal will be stopped at the entrance.

Secondly, the navigation APP provides a short cut to some certain exhibitor and at the same offers many kinds of other information such as the introduction of the products, the layout of the venue and so on.

Thirdly, marketing system helps the exhibitor to market their product, collect data etc.

Fourthly, docking system, supported with powerful payment platform, assists the transaction between the exhibitors and the customers.

Fifthly, tip system is an intercourse software, and makes the communication more fascinating and diminishes the distance between the exhibitors and the customers.

The last but not the least, all these systems function in the support of the Wi-Fi enhancement solution.

V. CONCLUSION

Along with the continuously developing of the convention and exhibition industry, the increasing variation of the demands of customers, and the constantly updating of the new technologies, a growing number of troubles and concerns are coming, with the popularization of customization, these problems will be solved gradually. In a word, in the age of the Internet+, convention and exhibition will become more creative and interesting.

REFERENCES

[1] Ma Yong. Interpretation of the development of exhibition economy in China [J]. Economic geography, 2002, 22 (3). (In Chinese)

[2] Chen Ming. Discussion on the development of China MICE[J]. Business Research, 2006, (15):21-25. (In Chinese)

[3] Xie hongzhong.MICE activity analysis based on the view of service trade[M]. Forum on the Development of Yunnan,2010:p497-500, 2010. (In Chinese)

[4] http://mt.sohu.com/20150810/n418498773.shtml

[5] http://www.31huiyi.com/newslist/article/5462

[6] http://www.huaxia.com/xj-tw/xjxw/2014/07/3965771.html

[7] http://www.iblacktree.com/pro.html#listen

Innovation of Service Quality in City Bus Transportation

Kristina Setyowati

Public Administration Departement
Sebelas Maret University
(krist_uns@yahoo.co.id)

Abstract—**The existence of city bus public transportation is very important and desirable to those having no transportation vehicle or incapable of riding their own vehicle. The objective of research was to find out the innovation of service quality in public transportation particularly city bus in Surakarta. The research method was mix method with Exploratory Sequential strategy. The study on the innovation of service quality through partnership was analyzed using qualitative method, while service quality using statistic descriptive by considering five dimensions of quality (Reliability, Accessibility, Comfortable, Assurance and Tangible, totally 14 attributes). Technique of analyzing data used was Importance and Performance. The result of research showed that through partnership in managing city bus, service quality of city bus public transportation had been good, because 6 attributes were in B quadrant, in which there was a high compatibility between user expectation and service performance.**

Keywords—Public Transportation; Service Quality; Partnership

I. INTRODUCTION

Public transportation, particularly urban public transportation plays a very important role in catering to urban transportation and facilitating the society to run its activity in all of different locations in urban areas. The existence of urban public transportation is very desirable particularly to those having no private transportation vehicle or incapable of riding their own vehicles.

Regarding this, Nugroho and Octo (20071 confirmed that "Even the most advanced city must need public transportation to meet its society's mobility need. Most urban people in big cities in Indonesia are still dependent on public transportation. It is because of many people with lower-middle economic level unlikely to have vehicle individually

Republic of Indonesia's Law Number 22 of 2009 about Traffic and Road Transportation in article 7 (1) mentions that: "the organization of traffic and road transportation in direct service activity to community is conducted by government, local government, enterprise, and/or society". It means that road transportation/public transportation service provisions is the responsibility of government/local government. The availability of comprehensive public transportation will highly affect a city's mobility.

Public transportation problems in big cities, including Yogyakarta, as suggested in Munawar's (2007)2 study, are as follows:

(a) overall inadequate capacity; (b) poor quality and choice; (c) severe traffic jam; (d) seizure of bus stop by street vendor; (e) limited fund for reforming and repairing vehicles; (f) rigid and complexity regulation frame currently, (g) bus sector fragmentation; (h) ineffective legal and administrative structures. And in fact, the comfort and quality of public transportation fleets is low because many vehicles have been rotten and dirty, and many public transportation vehicles are small and low in capacity.

The condition of service quality in city bus public transportation in Surakarta is not far different from that in other big cities. The quality of public transportation (particularly City Bus) in Surakarta degrades over times and less is accessible with disorganized route condition, limited road infrastructure (capacity), and increasingly uncontrolled number of private vehicles (particularly motorcycle). Meanwhile the service performance of city bus, viewed from load factor, cannot reach 100% (only 60-70%), with headway reaching 10 minutes, less feasible bus, so that the users abandon it. The explanation above represents the dull portrait of transportation in cities in general, in which people finally prefer using their own vehicle to utilizing public transport. Such the condition generates state of the art that "public transportation has been public choice to transit".

The efficiency and effectiveness of public service, particularly city buse transportation service, becomes the government's responsibility to improve service quality of public transportation. In this position, government policy is very meaningful. But on the other hand, government still faces problem of limited fund source. It is in this framework that the development is inhibited, including in public service development. Dwiyanto (2008)3 stated: "through governance approach and decentralization movement, the government is defined not only as an institution but also as governing process implemented in partnership between governmental, semi-governmental and non-governmental institutions such as NGO and private institutions running in balanced and multidirectional manner".

The definition of partnership, according to Savas (200)4, Rondinelli (2002)5, Bovaird (2004)6, Grimsey & Lewis

(2004)7, Glasbergen (2007)8 and according to Stiglitz, (in Dwiyanto, 2010)9 is: the involvement of private and other non-governmental institution in public service management will provide many benefits.

Firstly, the involvement of private can be an alternative organization of public service. Public service has very broad scope and is unlikely to be organized by government alone because it also faces limited budget. For that reason, the private involvement is a certainty to cope with government's limitation.

Secondly, the involvement of private can results in the more varying public service responsive to the society's need. The private is usually more responsive and more sensitive to the quality the society needs.

Thirdly, the involvement of private is important to encourage the improvement of competition in bureaucratic service performance.

Meanwhile, the study on partnership in transportation has been conducted, among others, by Decoria, Patrict (2005)10, Schneider and Davis, 2006)11, Lindau, Luis Antonio, et.al. (2007)12, and Tilahun & Gitau (2010)13 finding that a public-private transportation partnership "is a contractual agreement between public or government institutions and private entity facilitating in providing and operating the facility of project infrastructure or service.

Thus, it can be said that partnership in improving the service quality of transportation makes the service scope broader, more responsive, and encourages the improvement of service quality.

Meanwhile, the definition of transportation, according to Miro (2005)14, is "an activity of displacing, moving, carrying or transferring an object, either human being or good from one place to another". Meanwhile, according to Salim (2008)15, transportation is "an activity of moving good (luggage) and passenger from one place to another". In transportation, there are two important elements: (1) movement, and (2) physically, changing passenger's or good's place into another one.

To ensure the organization of transportation service, A Communication Minister's Regulation Number 49 of 2005 is developed about National Transportation System (SISTRANAS). The goal and objective of its development is "to make Sistranas document a guideline to transportation regulation and development, in order to achieve an effective and efficient national transportation.

Regarding service quality, some scholars such as Crosby (1979)17, Gaspersz, (2001), and Ducker, 1991 (in Aykac, et.al: 2009)18 defined service quality as "what the customers receive with their willingness to pay what the supplier gives". For that reasons, service quality is often "conceptualized as the comparison between service expectation and perceived actual performance".

Service Quality, according to Edvardsson (1998) in Zisis, Pandelis et.al, 2009), is defines as "the attempt taken by organization to meet expectation and precondition to anticipate customer expectation. Thus, service quality is approached as "customer-oriented".

This study measures service quality using SERVQUAL method developed by Parasuraman, Zeithaml, and Barry, (1997)18. The model builds on the comparison of two main factors: customers' perception on the actual service they receive (perceived service) and the service they want or expected (expected service). It can be said that service quality can be seen from five (5) dimensions in which company/organization can choose combination of those five dimensions. They are: *Reliability, Responsiveness, Assurance, Empathy and tangibles.*

Regarding transportation service, TRB (1999) mentioned that there are some service quality aspects in public transportation: reliability, responsiveness, competency, access, decorum, communication, credibility, security, understanding and tangible, public transport availability, overseeing, stakeholders, travelling time, safety, security, treatment, infrastructure, economic, and capacity.

In this study, to measure the service quality of city bus public transportation, five (5) dimensions were used: 1) reliability including: (a) timeliness, (b) speed, and (c) waiting time attributes; 2) accessibility encompassing: (a) accessibility, (b) affordable tariff, and (c) accessibility to difable (those with different ability); 3) tangible encompassing: fleet number, fleet condition, bus stop number; 4) comfortable including comfort inside bus, not crowded, AC availability, no street musician, and 5) assurance including feeling of secure with the way the driver drives, and no pickpocket.

II. METHOD

This study employed mixed method with exploratory sequential strategy, meaning that this study focused on the exploratory analysis on qualitative data to analyze the partnership phenomenon as the step in innovating service quality. Furthermore, to measure quality, a quantitative method was used with Importance and Performance Analysis technique suggested for the first time by Martilla and James (1977) and Cartesian Chart (Rangkuti: 2006)[19] stating that there are 4 quadrants: Quadrant A (*attributes to improve*)/Main priority, Quadrant B (*maintain performance*), Quadrant C (*attributes to maintain*)/ Low Priority. Quadrant D (*main to priority*) / Superfluous.

III. RESULT AND DISCUSSION

One of innovations in improving Service Quality of public transportation in Surakarta has been conducted by Surakarta City Government (in this case Transportation and Communication and Information Service) through a partnership with PT. Bengawan Solo Trans. The government serves as facilitator and regulator in transportation service area (issuing route license, providing transportation infrastructure, APILL, bus stop, and traffic sign), while PT. Bengawan Solo Trans along with Surakarta City Government provides its transportation fleet through Contract. In this model, the government establishes public policy, while private company serves as service provider (producer), and community serves as consumer that should pay for the public

service. The availability of new fleet and service management is expected to improve service quality of public transportation.

To find out the improvement/condition of service quality due to the innovation in the attempt of improving service quality through partnership, an analysis on service quality was conducted with *Importance and Performance Analysis* and Cartesian chart in five dimensions (Reliability, accessibility, conformable, assurance dan Tangible including 14 indicators), and the analysis found that there are 6 indicators on quadrant B: timeliness, accessibility to difable, short waiting time, accessibility, fleet number, seating capacity, and AC availability). It means that the 6 indicators are in high customer expectation position and the service quality perform given is high and its service performance should be maintained because it is highly expected by the customers.

IV. CONCLUSION

Considering the data analysis, it can be concluded that innovation the Surakarta city government has implemented through partnership between Dishubkominfo (Transportation, Communication and Information Service) and PT. Bengawan Solo Trans with contract model can improve the service quality of public transportation, as indicated with 6 (six) indicators of service quality existing in quadrant B, in which this B quadrant is the position where the customer expectation is high and service performance is high as well, meaning that service quality of public transportation in Surakarta City has been good.

REFERENCES

[1] Nugroho, Harimurti dan Okto Risdianto, 2007, "Model Rute Angkutan Umum Penumpang Dengan Aplikasi Sistem Informasi Geografis (SIG) (Studi Kasus Kota Semarang), " Jurnal Tata Loka , Volume 9 Number 4, November 2007.

[2] Munawar, Ahmad, 2007, Public Transport Reformin Indonesia, A Chase Study in The City of Yogyakarta, http://www.google.co.id/#hl=id&sugexp=frgbld&gs_nf=1&pq=public transport reform in indonesia -ahmad munawar&cp=12&gs_id=ub&xhr=t&q= Penelitian Public transport Reform in Indonesia – (accessed on November 15, 2011.

[3] Dwiyanto, Agus, (ed), 2008, Mewujudkan Good Governance Melalui Pelayanan Publik, Gajah Mada University Press, Yogyakarta.

[4] Savas, E. S. 2000. Privatization and Public Private Partnership. Chatham House Publisher, Seven Bridges Press.LLC , New York- London.

[5] Rondinelli, D.A & Cheema, G.S, 1983, "Implementing Decentralization Policies: an Introduction ", in Cheema, G.S & Rondinelli,D.A (ed). Decentralization and Development: Policy Implementation in Developing Countries, Sage Publication, Beverly Hills, California.

[6] Bovaid, Tony, 2004, "Public –Private Partnership : From Contested Concept to Prevalent Practice", International Review of Administrative Sceinces,70, (2) p. 199-215.

[7] Grimsey, Darrin and Mervyn K. Lewis, 2004, Public Private Partnership : The Worldwide Revolution in Infrastructure Provision and Project Finance, Edward Elgar, Cheltenham, UK, Northampton, MA, USA.

[8] Glasbergen, Pieter; Bierman, Frank; Mol, Arthur P.J, 2007, Partnership Governance and Sustainable Development : Reflection on Theory and Practice, Edward Elgar, Chaltenham, UK, USA.

[9] Dwiyanto, Agus, 2010. Manajemen Pelayanan Publik: Peduli, Inklusif, dan Kolaboratif. Gajah Mada University Press. Yogyakarta

[10] Decoria, Patrick-Sauza, 2005, "Inovative Public-Private Partnership Models for Road Pricing/BRT Initiatives", Journal of Public Transportation, Vol.8 No.1 of 2005, pp.57-78

[11] ¬¬Schneider, Michael and Davis,jonathon Public Private Partnership in Public Transportation Policies and Principles for the Transit Industry, (American Public Transportation Association Task Force on Public Private Parnership http://www/hcppp.org/publiction/transit denver-0806/APTA_Rountable white paper_080612.pdf

[12] Lindau, Luis Antonio; Dos Santos Senna, Luiz Afonso.; Strambi, Orlando, dan Martins, Wagner Colombini. 2007. "Developing Bus Rapit Transit (BRT) System in Brazil: Through Public Private Partnership. http://www.thredbo-conference-series.org/downloads/thredbo10_papers thredbo10-plenary

[13] Tilahun, Nebiyoua Y. dan Levinson, David M. 2010. "A Moment of Time: Reliability in Route Choice Using Stated Preference". Journal of Intelligent Transportation Systems, 14 (3):179-187.

[14] Miro, Fidel. 2005. Perencanaan Transportasi. Erlangga. Jakarta

[15] Salim, Abas, H. A. 2008. Manajemen Transportasi. Raja Grafindo Perkasa. Jakarta

[16] Crosby. P.B. 1979, Quality Is Free: The art of Making Quality Certain, New York : McGraw-Hill

[17] Aykac, Aydyn, Ates, Cetin, 2009, "Effects of Service Quality on Customer Satisfaction and Customer Loyalty: Marmara University Hospital", International Congress on Performance and Quality in Health (Uluslararasi Saglikta Performans ve Kalite Kongresi), March 19-21, 2009, Antalya, Turkey (http://ssrn.com.abstract/ 1362601

[18] Parasuraman, Zeithaml and Berry, 1997, "A Conceptual Model of Services Quality and Its Implications for Future Research, Journal of Marketing, Vol.49. Autumn (1997:219)

[19] Rangkuti, Freddy, 2006, Measuring Customer Satisfaction, Gramedia Pustaka Utama, Jakarta.

Part II

Innovative Governance

Research on the Development Path of Rural Electronic Commerce in the Perspective of Precision Poverty Alleviation

Wu Weidong
School of Public Administration, Yan'an University
Yan'an, China
576223209@qq.com

Xie Yu
School of Public Administration, Yan'an University
Yan'an, China
506313191@qq.com

Abstract—**In order to make more and more benefits of the Internet to farmers, and achieve the new strategy of precision poverty as soon as possible, authors in this paper aim at the current problems in the development of rural electricity suppliers, under the guidance of "the sweet idea", take advantage of Taobao platform, put forward the corresponding countermeasures and suggestions on the logistics, finance and other aspects of the rural electricity suppliers. So that this new blue ocean of the rural electricity suppliers leads farmers to get rich, becomes a new engine to build a well-off society in an all-round way.**

Keywords—electronic business; e-shopping in rural areas; measures of poverty alleviation

I. INTRODUCTION

With the rise of the Internet as a national strategy, e-commerce make a new condition and create a higher starting point for achieving precision poverty strategy. The general office of the State Council recently issued Guiding Opinions on Accelerating the Development of Electronic Commerce in Rural Areas. It pointed out that by 2020, China will tentatively complete the construction of a rural e-commerce market system which is unified and open, competitive and orderly, honest and law-abiding, safe and reliable, green and environmental protecting.[1]

In the CNKI, there are 11736 articles from 2005 to 2015. Accurate analysis of the data in the last five years is made as followings:(1) the relevant scholars pay more and more attention in recent years, the number of literature is also growing. The number of literature on this topic suddenly rose in 2015.(2) There were 1293 effective articles. Among them, the research on the characteristics of regional about rural e-commerce, a total of 436 articles accounted for only 33.8% of the total literature. It's obvious that local e-commerce research should be carried out to explore the advantages and disadvantages of the development model in different regions, so as to provide the necessary theoretical basis for the development of rural e-commerce.

II. THE SIGNIFICANCE OF THE DEVELOPMENT OF RURAL ELECTRICITY SUPPLIERS

A. From Ignorance to Transcendence-Improving Farmers' Consumption and Life
- Off-line-Taobao has changed the previous consumer habits of farmers, to create more convenience for farmers to shop.
- On-line- E-commerce has broken the limits of time and space, broaden the sales channels of agricultural products, reduce the degree of asymmetry of transaction information. It can bring considerable income for farmers.

B. Springhead-Improving Agricultural Products, Promoting Agricultural Modernization
- Reducing the risk of agricultural production. Rural e-commerce from the network to the cloud promotes the sale of agricultural products, reduces the risk of agricultural production.
- Reducing transaction costs of agricultural products. E-commerce builds a network platform for the sale of agricultural products. Electronic sales model achieves the national poverty from the "blood transfusion" to the "blood" of the transformation, it is conducive to promote the modernization of agriculture.

C. Change Rapidly-Boosting the Development of New Urbanization in Rural Areas

The rise of rural e-commerce create a new model for the development of new urbanization, it is conducive to breakthrough the regional limits in rural areas, promote the talent of the reverse flow, effectively promote the new development of urbanization.

III. CURRENT PROBLEMS IN RURAL ELECTRICITY SUPPLIERS

According to statistics, from 2010 the average annual growth rate of agricultural sales of agricultural products was

112.15％. Sales of agricultural products from about 3 billion 700 million RMB in 2010, to break through 80 billion RMB in 2014.[2] However, e-commerce applications are still in the primary stage of development, there are many problems need to be solved.

A. The Rate of Website Construction Repetition is High

By the end of 2013, electricity suppliers trading website about all kinds of agricultural products are more than 3000. Agricultural electricity suppliers in 2014 are still growing, close to 4000. [3] The website increases year by year, reflecting the increasing popularity of electronic commerce in China. This phenomenon also has a prominent problem, that is, the high rate of duplication of the site construction, the convergence of investment, the serious phenomenon of the homogenization, which led to confusion in the competition order, the loss of agricultural products sales.

B. Logistics and Distribution Has Many Difficulties

How to get through the "last mile" of the rural logistics is the first problem to be solved in the development of electronic commerce in the country. National Bureau of statistics data show that in September 2014, up to 60％ of the rural residents think express delivery is not convenient. Except from Chinese post, major enterprises express outlets such as SF, "one of four" etc. can only reach to countryside.[4]

C. The Standards of Product are Uneven

At the present stage Chinese agriculture hasn't finished comprehensive modernization. Agricultural products of China are mostly produced by the scattered small peasant household , coupled with the agricultural production that will be interfered by natural factors. The standardization of agricultural products is very low. This can not guarantee the safety of agricultural products and brand effect.

IV. COUNTERMEASURES AND SUGGESTIONS TO PROMOTE RURAL ELECTRICITY SUPPLIERS

The general office of the State Council accelerate the development of the guide by promoting the development of e-commerce in rural areas. The development of e-commerce in rural areas should strengthen policy support ; vigorously develop rural electricity suppliers talent; accelerate the improvement of rural logistics system; strengthen the construction of rural infrastructure; create a standardized and orderly market environment .[5] In view of the problems existing in the rural electricity supplier, to fit Alibaba strategic, under the guidance of the sweet idea, countermeasures about a platform, two pillars and the three major elements are proposed, hoping to further enhance the level of development of China's rural electronic business.

A. The sweet idea: +、 -、 ×、 ÷

"Sweet" is high-quality agricultural production platform in rural Taobao, committed to the unique integration of rural Taobao, local governments and village partner resources,

seeking quality from the source of origin, traceability of agricultural products quality, presenting to the consumer. Sweet idea can be simply described as a formula add, subtract, multiply and divide.

- "+": For all the special advantages of agricultural products, increase of county and township government endorsement and Village people 's inspection product control link recommendation, supplemented by tracing to the source and the insurance guarantee mechanism, for your strict selection.
- "- ": To reduce the time cost of agricultural production end arrived at the consumer side , space cost and sale cost, from farms to the table, fresh and rich, mail direct.
- " × ": Agricultural products online will effectively move the local supply chain infrastructure, personnel training and brand development, overall, systematic drive to promote economic and social benefits.
- " ÷ " : Remove of toxic and harmful additives in the process of agricultural products' manufacture, storage and transportation , remove of the numerous and complicated to distinguish between true and false rumors, return to the authentic food and allow the industry to restore trust.

B. A platform: Chinese library of Taobao featured

The project started in 2010. Taobao tries their best to build the regional characteristics of high-quality goods shopping platform, a collection of tripartite efforts about Taobao. Local farmers and the local government, strengthen quality supervision and management.The main mission is local characteristics of food and crafts, to provide consumers with the most authentic local characteristics, food, crafts.

C . Two pillars :Rookie Logistics+Ant financial

- Rookie Logistics. It is suitable to build China's vast rural areas of the platform type service network, boost the county economy transformation and development. Its advantage lies in: aging stable distribution service, safe and controlled storage and distribution services, diversified value-added services.
- Ant financial. At present, ant financial has covered 18 provinces, 107 cities. It is based on the public service window , to the people's livelihood big data as the core, aggregates traffic, social security, education and other industry applications. With innovation in the entity public service, throughout the entire process of public service, it creates real one-stop, all-weather service hall.

D. Three elements: people×goods×field

Development of e-commerce in rural areas to help farmers get rid of poverty, it is important to achieve agricultural products online. Real sales = people× goods× field.

- people: Who produces? Who sell? Today, the Internet consumers in the purchase of products, is more willing to believe that scene. Scene is the environment, as well as who is in the production of this product. we need to use the original and simple method, send the producer of information to consumers. The next needs to know who to sell these products. We should strengthen the construction of rural hardware facilities, to achieve universal promotion and sales, so as to achieve a virtuous circle of universal profit.

- Goods: What goods? Where to go? At present, the agricultural products in our country can only be called products, and the transformation from product to commodity is a standardized process. The need of agricultural products is a comprehensive standardized, it includes planting standards, procurement standards, packaging standards and so on. These standards are connected, it has formed a product to the commodity standardization system. Product characteristics determine the scope of sales. The first thing we should do is to make a layer of the product, as shown in Figure 1.[6] Some products are suitable for regional circulation. Some can be sold to the national region. According to the regional level that the product is suitable for sale , and then we package products , plan product and so on.
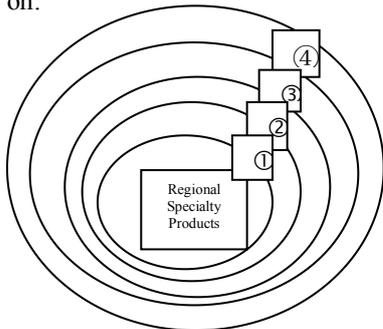
① Regional internal circulation .Firstly, it meets the consumption needs of the region, the circulation of low cost, simple packaging, fresh products.

② Regional circulation. Around the central city of the region to establish consumer demand, products positioning render services for residents of center city .

③Circulation in provinces. Meet the province's consumer demand, targeted marketing and planning.

④External big circulation. Third party platform, distributes the country's 11 central regional export platform, strategic cooperation channels.

Figure1   The Range of regional specialty products' sale

- Field:Where do you get together? Where do you sell it? Village service station as a transfer station, is the best choice for gathering agricultural products. The main service projects of village level service station are: sell online, buy online, entrepreneurship cultivation and the local life, accept and deliver of express items, book accommodation and so on. We have had people and goods, we should begin to find sales field. County public service system should be able to build relationships with the current sales of all platforms. Only Products have a relationship with more people , it is able to bring more sales.

V. CONCLUSION

Rural e-commerce is an important means to change the mode of agricultural development, is an effective carrier to achieve accurate poverty alleviation. Active participation of the electricity business giants, will push the new stage of rural electronic commerce. At the same time, the country try its efforts to create a good environment for agricultural products business. China's e-commerce laws and regulations, the standard system will continue to improve. The country will be the next new blue ocean of e-commerce development, this piece of blue ocean is full of profit emerging markets, but also is China's innovative business strategy to achieve accurate poverty alleviation. With the development of this piece of blue ocean , e-commerce will enable more agricultural products on the line, to create more wealth for the countryside, so that farmers get rid of poverty as early as possible to enjoy the new results of the reform and opening up.

References

[1] Zhao Jing. 《Opinions on accelerating the development of electronic commerce in rural areas 》 introduce 10 initiatives of the Ministry of Commerce[J]. Farmers Digest,2015,9,pp.9. (In Chinese)

[2] Hong Tao,Zhang Chuanling.Report on the development of electronic commerce of agricultural products in China from2014 to 2015 [J].Electronic Commerce，2015,2,pp.44-54. (In Chinese)

[3] Hong aTo,Zhang Chuanling.Report on the development of electronic commerce of agricultural products in China from2014 to 2015 [J].Electronic Commerce，2015,2,pp.44-54. (In Chinese)

[4] Dong Peng,Ni Yue,Ji Wei. The road Electricity suppliers into rural areas must go[J].Food Safety,2015,11,pp.66-67.(In Chinese)

[5] State Office No. {2015}78. Guiding opinions of the general office of the State Council on promoting the development of electronic commerce in rural areas [J].Bulletin of the state council, 2015（32）.pp.118-120. (In Chinese)

[6] Worry about sales of agricultural products, Xi greatly point like this company but a year to sell 1 billion 500 million! [EB/OL].http://i.wshang.com/Post/Default /Index/pid/41974.html. (In Chinese)

To optimize the safety guarantee mechanism of the rural self-produced food

Lu Yanling
Department of management
China West Normal University
Nanchong, China
493859764@qq.com

Liu Yi
Vocational and Technical College
China West Normal University
Nanchong, China
cleverbag@qq.com

Abstract—**Rural self-produced food is the food that farmers produce and sell in the rural market. We found some problems by observing the actual condition of rural food security and reading relevant literature. The lack of security assurance for production, circulation, sales and consumption; the relevant laws and regulations lack rigid constraints and objectives; the government lacks strict management and control system. In order to ensure the safety of the rural villagers and the stability of the countryside, the article puts forward some suggestions: 1. Perfecting the legal system of rural food safety; 2. Fulfilling government' supervising responsibilities for rural food safety; 3. Cultivating the food safety consciousness of the farmers; 4. Establishing the protection network of rural food safety.**

Key words—countryside; Self-produced food; Security; Construction of Mechanism

Ⅰ. INTRODUCTION

On the CPC Agricultural Meeting of 2013, Mr. Xi Jinping proposed that whether we can satisfy our civilian on food safety or not is a vital test of our governing ability. Some people will doubt our administration ability if we can't meet food safety or even fail to meet that in long terms. So we must pay high attention and try our best to achieve it. Food is the paramount necessity of the people, the food must be sure safety, and food safety is the basic guarantee of civilian life.

According to National health ministry statistics, there was 160 food poisoning incidents happened on 2014, result to 5657 people was poisoned, 110 people died. Compared with 2013 on statistic, food poisoning incident, the number of poisoning and death toll respectively increased 5.3%, 1.8%,

and 0.9%. Although so much measurement was took by party and government, but food safety issue still facing a urgent and difficult situation. Especial in countryside, since the traditional small-scale peasant transformed to socialization small scale peasant, the self-autonomy of small-scale peasant produce and live make them more close to market, currently small-peasant self-producing and sale food have become an important tool for countryside development. But along with the expanding of rural self-produce and sales market, the rural food safety hindered to build rural harmonious society. From the rich rural food study, there are different views on defining and studying rural food. Such as Shun Yanhua, Ying Ruiyao research rural food safety based on the point of rural fake food, Liao Tianhu was studying rural food safety without a clear definition on rural food safety, so the content more like this kind food which circulating in all rural area. Wang Bei investigated rural self-produce, semi-produce and foreign food in his study. Ju Ronghui, Wang Xiaomei main study rural food safety on the basis of food which was brought in rural from city, Zhou Guangyue study from semi-produced food and the food come from outside etc. Most of research and definition for rural food are obscure, less case to analyze rural food safety only based on rural self-produced food, and to solve this problem from peasant themselves.

Ⅱ. PRESENT PROBLEMS

The main expression that rural self-produced food lack of safety guarantee

A. *The food production lack of safety standards*

The current rural is the socialized rural, they are no longer like the traditional society for the purpose of survival,

but for the purpose of monetary income maximization. Therefore, they produce food according to the principle of minimizing cost, they lack of the necessary equipment and capital investment in environment of food production, safety test, selection of raw materials, food quality is not guaranteed. Especially the little food workshops in countryside, according to a large number of rural cadre reported, the food was produced by rural the little food workshops especially popular among rural children, due to the child's parents are working outside to earn money, grandpa and grandmother-in-law doting them, and allowing them to buy the food, so these unhealthy food seriously harm to the health and the life safety of children. In the rural with strong "acquaintances" plot relatively, it provides a hotbed for little food workshop as the villagers lack of right-protection awareness.

B. The food circulation and sales link lack of safety supervision

A lot of rural self-produced food is circulated and selling in the local, due to the low level of farmers' consumption, so the low price of food in rural areas has broad market. Rural self-produced food costs are lower relative to other food, more accepted in the rural areas, so more widely circulated in the local. However, the circulation link of those food is chaos in rural, the lack of safety regulation. Only pay attention to price and ignore the quality when purchased food, so, even "three non-food products" have a clear road in rural. And most managers lack of the necessary testing facilities and safety knowledge, they measure the food whether is safety by the standards of "would die or not". And the characteristics of "wide area and scattered", it will be difficult to ensure the food hygiene and food quality meet the requirements of national. At the same time, these rural points of sale are good at dealing with the inspection of local government. They would hide unqualified food when government temporarily inspect, and they would go on sell after the Inspection team gone, this was called "guerrilla warfare".

C. Food consumption link lack of security

According to the ministry of commerce issued the circulation of 2005 food safety survey, rural consumers in China, though 74.4% of consumers will consider appropriate food safety issues, but 43.7% of consumers are still the cheaper price as the first choice for buying food. In the

countryside, not only independent producers or marketers with "eating will die or not" standard to judge the quality of the food, but also the vast number of consumers will first consider the price selected in price and quality, the low price to become the first choice for most rural consumers. Under the action of law of value of "demand has the market", the villagers limited purchasing power formed consumption habits of "eating will die or not", so the rural judgment standard of "eating will die or not" let a part of fake food of the rural autonomous production widespread.

III.ANALYSIS OF CAUSES

The main factors of restriction of rural autonomous production food security

A. The imperfection of rural food safety law system

The Food Safety Law of the People's Republic of China (hereinafter referred to as the Food Safety Law) for its process of implementation, it has the characteristics of clear policy method. Because of the complexity of the food industry and its poor operability, lead to the enforceability of administrative law enforcement and justice poor, resulting in the food safety problems emerge in endlessly. For example: "food production or marketing", in the fourth chapter of Food Safety Law, mainly provides direction requirements in the process of food production and operation, but there is no clear indicators to specific food production standards, also no the legal responsibility of violation of regulations. The content of the Food Safety Law is relatively fragmented, and it does not integrate into the other system. In addition, the third chapter of Food Safety Law "food safety standards", specific standard has no clear data as judgment, resulting in the law enforcement selected artificially.

The complexity of rural autonomous food production has become a key issue for the food industry. Food Safety Law has no special provision of legal content aimed at special rural field, only slightly involves factors such as pesticides, environmental health. Combined with the unique rural production, consumption habit, make rural food security law enforcers fractious, struggling in the specific law enforcement process.

B. Rural food safety supervision system lags behind the

need of social development

At present, the development of rural economy lead to the changes in the countryside, and formed the complicated social features. The food industry also stimulated a large number of farmers of left-behind in rural land, farmers' self-product, and sales food is one of the symbols that rural social economic development. On the positive sense, it is convenient for the needs of the farmers' life, and it gets rid of the situation that too much dependence on outside food import However, it also brings more complex social problems. In particular, the original rural food safety regulator can't adapt to the current complex social demands. In allusion to change that the current rural autonomous production and sales of food adjustment measures were not taken, lead to the absence of rural food safety regulatory system. Performance at the insufficient ability of guide that the local government for rural food regulatory, rural food independent production, flow, sales and consumption each link lack of scientific monitoring mechanism. The problems such as fake, shoddy, falsification, shoddy, abuse of food additives occur frequently in the rural autonomous production and operation of food. The supervision on rural food safety is not enough, lack of professional talents and strict punishment system.

C. The villagers own food safety consciousness is weak

According to the food poisoning incidents in rural, the fundamental reason is that the villagers' food safety consciousness is weak. The villagers does not pay attention to food hygiene when product, sales and eat. In the process of production, the villagers have some contaminated food behavior such as Ingredients cleaning not net, improper placement. Villagers decide to buy food rely on trust and price in rural "acquaintance society". Even have question after eating it, as long as there is no significant poisoning, most of the villagers recognize unlucky, few will use legal weapons to be investigated for responsibility. Of course there is also a helpless situation, even if the villagers want to complain, but don't know who they should complain to, how to complain, because of extremely lacking right-protection awareness forced they only content with the status of now. This makes the rural self-produced food market developing and expanding in the villages and towns.

IV.CONCLUSION AND COUNTERMEASURES

Construction of the guarantee mechanism of rural self-produced food safety

A. Perfecting the legal system of rural food safety

At present, our country's food safety law is the legal system of multi-level and departmental, require multiple departments cooperate with each other to smooth implementation. After enacted the Food Safety Law, our country has already formed the law system of food safety protection that take Food Safety Law as the main guide, and take those as the main body that the Product Quality Law of the People's Republic of China, the Standardization Law of the People's Republic of China, the Law of the People's Republic of China on Agricultural Product Quality Safety, and take those as the guarantee that the Law of the PRC on the Protection of the Rights and Interests of Consumers, the Criminal Law of the People's Republic of China and so on. But the Food Safety Law needs to perfect. First, refine the legal provisions, clear its detailed institution and standards on the basis of the guiding, making its have more scientific and reasonable operation. Second, consolidate the contents of the relevant laws and regulations, and rendered in the law, formed a complete system. Clear institution of punishment, according to the different levels of illegal behavior, enact strict punishment standard. Third, the Legal content requires corresponding adjustment and update according to the social development, especially for the special field of rural, according to special requirements, adding a special chapter in the law to solve the problem of rural food safety, and give clear specification to rural self-production and sales food.

B. Fulfilling government' supervising responsibilities for rural food safety

Perfect supervision system of food safety is the guarantee of rural food safety, only the local government and the villagers' participation, to build a sound rural food safety supervision system. First, the government should clear its own role, strictly implement the supervision responsibilities. On the supervision measures, the local government can make local actual condition combination with the Food Safety Law of the People's Republic of China, to formulate the rules and regulations of local food safety, increase the comprehensive

governance's effort of national laws and local regulations. At the same time, local government actively set up the "commission of rural food safety ", responsible for each country's food safety, to ensure "where have food, there have supervision". In terms of resources, take measures to strengthen in many ways, ensure enough human resources, material resources and financial resources, to provide necessary and enough basic protection for supervision; In terms of publicity, actively encourage social masses to participate in the rural food supervision system, increasing the propaganda of food safety knowledge. At the same time, strictly comply with national laws and local rules and regulations when the supervision departments manage food safety, strictly control the expansion of rural food market, perfecting the supervision and management methods, and strengthen the supervision to rural food market.

C. Cultivating the food safety consciousness of the farmers

Consumers are the carriers of rural food safety. Villagers' food safety awareness is the key to solve the problem of rural food safety. The rural self-produced food of producers and consumers are local villagers, so the villagers' food safety awareness not only related to the safety of others, but also closely involved with him own safety. According to the broad masses of farmers who cultural level are low, we can choose specific video, images, and other popular social activity, popularized the knowledge of food safety. making them standard production process, and Strengthen the consciousness of environmental health when self-product and sales food, changing the idea that profit is the highest, to establish the good faith relationship between production and sales of food. Gradually Change the villagers' value orientation when they buying the rural self-produced food, by the "price priority" turn into the view that quality is the same as price, make people consciously buy safe, harmless food. At the same time enhance the capacity of villagers to protect themselves, give full play the function of social supervision, while in rural areas is an acquaintance society, but to encourage villagers adhere to the attitude of "ruthless face under the harmful food", consciously expose, resist the various rural shoddy food, and make it have no market.

D. Establishing the protection network of rural food safety

With the expansion of the rural self-produced food market, to improve the severe situation faced by the rural food safety, the power of the government alone is not enough, must also be leveraged social forces, mobilize the public participation, form the three-dimensional rural food safety protection network. In terms of policy making, more widely to solicit public opinion, listen to public opinion, absorb the intelligence, maintain the interests of the people; Intensify information disclosure, and publish the chance of work in time, maintaining people's right to know, to participate, supervise. Rural residents may establish consumer cooperative, this can partially solve the problem of rural self-produced of food on the basis of protecting its own interests. Establishing the operational channel of complaints, rights protection and counsel, encouraging the masses to report complaints, arouse the enthusiasm and initiative of the masses by rewarding the behavior of report complaints. In the country, the local government and the participation of the masses, eventually form the protection mechanism of three-dimensional structure of food safety, make the development of the rural self-produced food market into formal, and comprehensive protection of rural food.

Ⅴ. ACKNOWLEDGEMENT

security, food security.

REFERENCES

[1] General office of the national health and family planning commission of the food poisoning case in 2014. http://www.nhfpc.gov.cn/yjb/s3585/201402/f54f16a4156a460790caa3e991c0abd 5.shtml). (In Chinese)

[2] HouYu,"status,gap and proposal of china's food safety," Food Research and Development, 2008, (1), pp56-59.(In Chinese)

[3] Ju Ronghui,Wang Xiaomei, "food Safety in building new socialist countryside," Chinese Agricultural Science Bulletin, 2009, 25(1), pp.272-275.(In Chinese)

[4] Ji Ping, "Rural food safety system in our country to build the legal dimension," Journal of Anhui Agricultural Sciences, 2012, 40(4), pp.2241-2243.(In Chinese)

[5] Liao Tianhu, "Talk about the our country rural food safety control system," Rural Economy, 2013, 12(3), pp.95-99.(In Chinese)

[6] Ning De-huang, Jiao Qiang, "A Review on the research of Food Safety Issue in Rural Areas of China in Recent Years," Kun Ming University Science and Technology, 2014.,14(6),pp.24-29.(In Chinese)

[7] Sun Yanhua,Ying Ruiyao,"The empirical study of underdeveloped regions in rural food safety - based on the perspective of counterfeit and substandard food ," Rural Economy, 2007, 27(4), pp.93-95.(In Chinese)

[8] Wu Wei, "The rural circulation of food safety regulatory issues to explore - in hubei province as an example," Consumer Economics, 2009, 22(6), pp.40-42.(In Chinese)

[9] Wang Bei, "The Problems of Food Safety in Chinese Rural Area," Chinese Primary Health Care,2008, 22(12), pp.62-64. (In Chinese)

[10] Xiao Xuewen, 2013 .The mass line build food safety work pattern. http://www.scfda.gov.cn/CL2283/74421.html).

[11] Zhou Guangyao,"Rural food safety situation and countermeasures series," Journal of Central South University, 2006, 8(1), pp.15-17.(In Chinese)

Studies on Legislative Practice of Chinese Government Performance Evaluation

Wu Weidong

School of Public Administration, Yan'an University

Yan'an , China

576223209@qq.com

Zhang Mengtao

School of Public Administration, Yan'an University

Yan'an , China

1527233790@qq.com

Abstract—**At present, the legislation of performance evaluation has become a key issue in the research of government performance in China. Through focusing on its practices, by using methods of literature analysis and case study, authors in this paper point out the achievements, problems and most importantly the "three steps" strategy in the construction and development of legislation of government performance evaluation in China to promote its development.**

Keywords—government performance evaluation; legislation practice; legislation development; the "three steps" strategy

I. LITERATURE REVIEW

Compared with developed countries, the research on Chinese government performance evaluation starts later. Moreover, there is fewer research on legislation in the field of performance evaluation. Generally speaking, the research on legislation of government performance evaluation includes reviews of present situation, analysis of its necessity, feasibility, approaches and modes, discussion of its framework, and introduction of its achievements abroad and so on.

Considering the research results in recent years, it is not hard to see that legislation of government performance evaluation has attracted attention from scholars. The discussion is more comprehensive, but lack of in-depth analysis. At present, most of the legislation about government performance evaluation in China is based on the experience of foreign legislation. Few scholars have conducted in-depth research on the existing legislative practices of Chinese government performance evaluation. Therefore, authors in this paper analyze the existing legislation practices in China, and reflects on the construction of legislation system of Chinese government performance evaluation.

II. COMMENTS ON THE LEGISLATIVE PRACTICES OF CHINESE GOVERNMENT PERFORMANCE EVALUATION

Till now, laws about Chinese government performance evaluation only involve several fields. There isn't an agreed law about government performance evaluation. Although some local governments have already carried out legislative practice, it is still in a spontaneous stage, that badly in need of relevant legislations. Based on Lin Hongchao's classification of legislation on government performance evaluation, this paper analyzes legislative practices from the following four aspects.

A. The Civil Servant Law----Regulating performance evaluation system of individual civil servant

As one of the laws in the existing legal system of Chinese administrative organization, which was implemented in 2006, the Civil Servant Law consists of 18 chapters with a total of 108 articles. The law expressly stipulates performance evaluation system of civil servant. The fifth chapter (thirty-third to thirty-seventh) introduces the content of civil servant assessment, stressing on the assessment of work performance; stipulates the evaluation mode, including regular assessment and periodical assessment; clarifies the hierarchy and application of assessment results. As for civil servants who are not leaders, periodical assessment is carried out once a year. At first, it requires a summary by individuals according to their responsibilities and relevant requirements; then the leader should give a suggestion on assessment grade after listening to other's opinions; at last, the person in charge or the authorized assessment committee should determine the assessment grade. As for periodical assessment of leaders, the agency-in-charge should handle in accordance with the relevant provisions.

But, the law only stipulate performance evaluation system of individual within civil service. It could not offer thorough legal protection to the government and performance evaluation of civil servants from outside[1]. Compared with individual performance evaluation, the performance evaluation legislation of administrative organization is still a virgin land. Whether the Organic Law of the State Council or the Organic Law of the Local People's Congresses and Local People's Governments , there is no substantive provisions about this.

B. The Audit Law---- The core legal basis in carrying out audit on government performance

The newly revised Audit Law consists of 7chapters with a total of 54 articles. The law clearly stipulates the audit institutions and auditors, responsibilities of audit institutions, audit authority, audit procedures, legal liability and so on. According to article 1 of the newly revised Audit Law in 2006, the legislative purpose is "to strength the audit supervision of the state, maintain financial and economic order of the country, improve the efficiency of the use of financial funds, promote the construction of a clean government, ensure the healthy development of national economy and society". The terms add "to improve the efficiency of the use of fiscal funds". And the law make provisions that the authenticity, legality and efficiency of the financial revenues and

expenditures shall carry out audit supervision according to article 2. This two terms can be seen as the core legal basis of carrying out audit of government performance.

But besides that, the Audit Law has no substantive provisions of performance auditing, not even explicitly puts forward the concept of "performance audit". For the first time to establish the framework of government performance audit system in legislation is the Shenzhen Special Economic Zone Audit Supervision Ordinance promulgated by Shenzhen City in 2001. It defines the meaning of performance audit, basic indexes, method, report program and the use of the audit report etc. And it emphasizes that department should base on the deliberations of the Standing Committee of the National People's Congress on the performance audit report to organize budget and determine the institutional setting and staff establishing[2].

C. Measures for the Budget Expenditure Performance Appraisal of Central Government (Trial) ---- A comprehensive evaluation of the central government's budget expenditure performance

From the beginning of 2001, under the auspices of the Ministry of Finance, China has carried out lots of the pilot work for the public expenditure performance evaluation in succession. The central government and some local governments have established the performance evaluation system of public expenditure now. The Measures for the Budget Expenditure Performance Appraisal of Central Government (Trial) consists of 7 chapters with a total of 30 articles. It clearly stipulates the content and method, index, organization and management, working procedures, application of the results of the performance evaluation. The measures are used to comprehensively evaluate the central level's budget expenditure performance. Some provincial and municipal governments have also introduced local regulations and other normative documents for the assessment of the fiscal expenditure performance.

However, the current administrative organization law of the administrative organs of the duty is very simple, abstract, fuzzy, even without a rule, and the administrative organ's annual work plan and long-term development plan are rough as well, they do not specifically cover a variety of project implementation in a given period. Thus, the financial sector in fact cannot evaluate the budget expenditure in these sectors, so we don't know whether the budget expenditure meet the performance goals or not. Moreover, at present, the vast majority of administrative organs do not establish the detailed index which can be used to evaluate the work performance. And the evaluation index mainly depends on the developments of financial departments, but it is almost impossible to accomplish this task only by its own power [3].

D. The Regulations of Harbin Municipal Government Performance Management----The first attempt to legalization of government performance evaluation

The Regulations of Harbin Municipal Government Performance Management consists of 7 chapters with a total of 48 articles. It clearly stipulates the purposes and principles,

applicable scope, institutional responsibilities of Harbin municipal government performance management. The Regulation is China's first local government performance evaluation regulation. Its promulgation for local government performance management's standardization and legalization is a major progress and has pioneering value and significance.[4]This system design, through open flow, public participation and focus on communication, makes the performance evaluation function with management consultation and diagnostic function, and achieves the expansion of the traditional government system internal hierarchy evaluation function. It is conducive to promoting the self performance evaluation and the science of the government management.[5]

However, as the first legislation, there will inevitably exists some legislative defects, for example, some system design may not be mature enough, and operations are in need of practice; Some of the content and process are so principle that they need to formulate detailed rules; Regulation has no hard performance evaluation plan etc. And the effectiveness of the performance evaluation is weak because of its low level.

E. Comments and anylysis of legislative practice

From the practice of government performance evaluation in our country, it is not difficult to see that China has made a lot of achievements in the legislation of government performance evaluation. However, it can't be denied that there is still a big gap between the current performance evaluation legislation and the idealized legislation.

1) Achievements

a) The government performance evaluation legislation guarantees the validity of the performance evaluation. Central or local legislation brings the performance evaluation up to the height of the law, and avoids the Chinese traditional negative impact of the chief executive in the performance evaluation. It can also avoid the randomness of the government performance evaluation.

b) The government performance evaluation legislation ensures the scientificity of performance evaluation. Through the legislation, the government performance evaluation objectives, content, standards and procedures, and so on are determined in the form of legal norms. In the performance evaluation, it can make the evaluation results from multiple factors' interference, and ensure the authenticity and reliability of the results.

c) Successful performance evaluation legislation is used for reference. There are some successful cases in the legislation of government performance evaluation. To a certain extent, it has become an modal for other governments to follow. The result is helpful to the unification of the legislation of the government performance evaluation. However, we should combine it with our own practice, not copy blindly.

d) The legislation of government performance evaluation is integrated with the construction of law-based government. Since 2004, the government proposed to

comprehensively promote the administration according to law, all the country began to pay attention to the legalization of government performance evaluation, and regarded it as an important part of the rule of the law.

2) Existing problems

a) Lack of special legislation. There is no special performance evaluation law in our country in terms of the existing legislation. It is more than a local or a field of legislation. The lack of special legislation can easily lead to the local regimes of performance evaluation, and greatly weaken the cooperation ability of performance evaluation; At the same time, there can also appears unavoidably legislative conflict between departments.

b) Lack of operability. The existing legislation in the provisions of the content is more general, and lack of specific implementation details, especially evaluation procedure and evaluation index system of legal norms are seriously lack. It often makes the performance evaluation arbitrary, makes the assessment procedure formulated, or even increases the likeliness of corruption.

c) Lack of matching mechanism. At present, there is no perfect guarantee mechanism for the legislation of the performance evaluation, such as the supervision mechanism, accountability mechanism, incentive mechanism and so on. The phenomenon such as failure to observe the law and lax enforcement often appears in the evaluation, which so seriously damages the authority of the law that the legislation of the performance evaluation has failed to play its true value.

III. THOUGHTS ON THE LEGISLATION CONCERNING THE GOVERNMENT PERFORMANCE EVALUATION

The legislation of government performance evaluation is an urgent problem in front of us. In combination with the experience and lessons of our legislative practice, special legislation can be made to regulate the government performance evaluation. This part, with an analysis of the legislation concerning the government performance evaluation, will put forward the "three steps" strategy.

A. The first step: Improving the existing laws and regulations

1) Improving the local legislation. Firstly, detailing the provisions. Both central and local legislations are generally and ambiguously worded. Therefore, the primary task of improving the legislation is to make specific and feasible provisions on evaluation contents, procedures and methods. A practicable way is to advance the scientificity and authority of the law through colleting ideas online, soliciting public opinions and etc. Secondly, coordinating the local legislation. The local government performance evaluation legislation has so far made great achievements. However, legislative evaluation is only the evaluation activities aiming at the region. Of course, every region has its own characteristics and undoubtedly, something in common with others. Therefore, for their common things, local legislation should integrate

them together to facilitate the introduction of specialized performance evaluation law.

2) Improving the central legislation. The central legislation of performance evaluation is distributed in The Budget Law, The Audit Law and The Civil Servant Law. On the current government performance evaluation practice in china, the development of the performance evaluation of the budget expenditures and the performance audit are relatively mature. Both of the objects are pointing to the use of performance of public expenditure. Therefore, the performance evaluation system of the budget expenditure and the government performance audit system should be determined separately in the two laws.[6] In addition, to build a comprehensive evaluation system framework of government performance through the modification of The Civil Service Law, it requires the government to establish a complete management model and index system.

B. The second step: Promoting the reform of the supporting system

1) Strengthening the information system. The information system construction includes information disclosure and information fidelity. Information disclosure is the premise of effective participation in government performance evaluation. To reinforce the information disclosure system, on the one hand, such means as e-government should be used to enhance the transparency of the government performance information. On the other hand, the publicity system should be improved. The removal of personnel, organization adjustment, changes in policy should be publicized through the window of the government. In addition, the hearing system should be improved and the public opinions be widely solicited to ensure the citizens' satisfaction as to the system installation. The information fidelity system can be improved from three aspects: educate the information providers such values as honesty and trustworthiness, innovate the data statistical quality assurance system, and increase the penalties for information distortion responsibility.

2) Improving the incentive and restraint system. The inefficiency or failure of the performance evaluation legislation is the failure of the incentive and the restraint mechanism, so that it fails to play an effective incentive and restraint part in the government and its civil servants. So the innovation of incentive and restraint mechanism is the key to ensure the effective implementation of performance evaluation.[7] Therefore, in terms of the use of the evaluation results, a full range of incentive mechanism can be designed. For example, the evaluation results and bonuses can be linked, and evaluation results as well as personal ability can be constituted to be the indicators of promotion. In the establishment of the restraint system, resonsibility and penalty mechanism should be improved.

3) Perfecting the responsibility system. The three concrete forms of legal responsibility of the government performance evaluation differ in the aspects of compulsory degree and

responsibility. There are many defects in the provisions of the current law on the legal liability, including vague language, flexible punishment standard, etc. According to these defects, it is suggested that through the government legislation we should clearly define the legal liability of the government performance evaluation authority, the evaluation subjects (evaluation organizations and experts), the evaluation objects and the users that are commensurate to their powers.

C. *The third step : Introducing The Government Performance Evaluation Law*

Firstly, the State Council drafts and introduces The Government Performance Evaluation Provisional Regulations. However, for a variety of reasons, China began working on the initiation of government performance legislation quite recently, and the legislative department doesn't have much experience in this regard. So the policy making process of The Civil Servant Law can be used as frame of reference to mould the provisional regulations. Provisional regulations should take into consideration the overall mutuality and the experiences gained during the local rulemaking process, and coordinate the relevant laws and regulations, so as to avoid the discord among different levels. Secondly, the National People's Congress enacts The Government Performance Evaluation Law. The law should include the basic framework for government performance evaluation under the Administrative Organization Law. It should also cover the performance evaluation in the field of public expenditure. What's more, it should make the overall provisions for local legislation.

IV. CONCLUSION

Legislative protection is a key link in establishing and ensuring the authority and independence of performance management. It is also the premise and foundation to carry out government performance evaluation[8]. China's government performance evaluation legislation should follow the "three steps" strategy, and advance gradually while adhere to the principles of scientific legislation; It should also focus on the systematic construction of the legislative framework while coordinating the differences between state legislation and the local provisions; the relationships between the Performance Evaluation Law and the related Laws.

References

[1] Wang Jun, Wang Junying. The Establishment and Advancement of China's Government Performance Evaluation Legislation System[J]. Study Forum, 2010,7,pp.73. (In Chinese)

[2] Yang Qiujun. The Legislative Studies of Government Performance Management. Master's thesis in Party School of the CPC Central Committee in 2013,pp.19-20. (In Chinese)

[3] Wang Jun, Wang Junying. The Establishment and Advancement of China's Government Performance Evaluation Legislation System [J]. Study Forum, 2010,7,pp.74-75. (In Chinese)

[4] Mi Lan. Study on the Legislation of Government Performance Evaluation----Taking Harbin city as an example. Master's thesis in Yanshan University in 2013,pp.27-28. (In Chinese)

[5] Shan Guojun. An Analysis on Local Government Performance Management Legislation----Comment on Legislative Features of the Regulations of Harbin Municipal Government Performance Management[J]. Chinese Administration, 2010,3,pp.31. (In Chinese)

[6] Yang Qiujun. The Legislative Studies of Government Performance Management. Master's thesis in Party School of the CPC Central Committee in 2013,pp.29-32. (In Chinese)

[7] Yan Fang. Research on Institutional Innovation in Government Performance Management in China's Transitional Period. Master's thesis in Zheng Zhou University in 2006,pp.40-42. (In Chinese)

[8] Hu Shuigen, Jin Lingling. Study on Legislative Issues Concerning China's Government Performance Management and Evaluation [J]. Journal of Public Management, 2007,1,pp.104-106. (In Chinese)

Research on the Fund-Raising Mechanism of China's Basic Pension System for Urban and Rural Residents

Chen Tianxiao
School of Management
Capital Normal University
Beijing, P. R. China, 100089
(E-mail: cnuchen@163.com)

Abstract—In 2014, Chinese government merged the New Rural Social Pension (NRSP) program and the Social Pension for Urban Residents (SPUR) program and implemented a unified Basic Pension System for Urban and Rural Residents (BPSURR) scheme. Fund-raising is the key to the success of the BPSURR scheme. However, there are a lot of problems in the existing funding-raising mechanism. Based on introducing the existing fund-raising mechanism, this paper analyzed the status in quo and problems of the BPSURR scheme in fund-raising, elaborated the reasons for the problems, and finally put forward some countermeasures for perfecting the BPSURR's fund-raising mechanism. This paper concludes that the fund-raising mechanism of the BPSURR scheme can be improved as long as appropriate measures are taken.

Keywords—*Basic Pension System for Urban and Rural Residents; Social Insurance; Fund-raising Mechanism, Population-aging*

I. INTRODUCTION

China began to implement the New Rural Social Pension (NRSP) program in 2009 to cope with the accelerated aging of the rural population and began to implement the Social Pension for Urban Residents (SPUR) program in 2011 to provide social pension for urban residents who have no job. Since there was great similarity in the system design of the NRSP program and the SPUR program, and mainly since the insured persons who participated in the SPUR program was very few, the two social pension programs were simply made one when some local governments implemented the pilots of the two programs. In order to bridge the urban-rural economic divide and to promote balanced social development, on February 21, 2014, a file, the Opinions of the State Council on the Establishment of the Unified Basic Pension System for Urban and Rural Residents (BPSURR), was issued by Chinese central government. From then on, local governments at all levels who previously implemented respectively the pilots of the NRSP program and the SPUR program began to carry out a unified scheme, the BPSURR scheme.

Since the State of Council issued the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents, many domestic scholars have been studying the BPSURR scheme. Wu Dan (2014) believed it has important significance and influence to establish a unified basic pension for urban and rural resident. Peng and Zhu's paper (2015) analyzed the backgrounds, innovations and prospects of the BPSURR scheme. Deng and Xian (2015) forecasted the problems in the implementation of the BPSURR and put forward some solutions to them. However, Huang Li's paper (2015) reviewed and evaluated the security level of the BPSURR scheme should be and concluded that the target replacement Rate of the BPSURR should be set to 50 percent of the average annual net income of rural residents. Certainly, there are still a lot of scholars (Gong Xunquan, 2011; KE Lihan et al.,2011; Huang Xiaochun, 2014; He Hui, 2014; Li Qiong and LiYeding，2015；Wang and Tian, 2015) who, using the empirical method or investigation, studied the implementation of the BPSURR scheme in the specific area of China.

It is known to all that the fund-raising is the prerequisite for the smooth operation for any insurance system and it is also the key to implement smoothly the BPSURR scheme, so this paper aims at analyzing the fund-raising system of the BPSURR scheme. This paper will fist introduce the fund-raising system of the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents, then analyze the problems and the causes of these problems in fund-raising when implementing the BPSURR scheme, and finally put forward some countermeasures for better raising funds for the BPSURR scheme.

II. THE FUND-RAISING SYSTEM OF THE BPSURR SCHEME

According the State Council's the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents, the urban and rural residents, who are over 16 years of age (excluding students), non-staffs of state organs and institutions, and are not covered by the Basic Pension System for Enterprise Employees (BPSEE), can participate the BPSURR scheme in the household registration. The fund of the BPSURR scheme is composed of three parts, which are individual contributions, collective subsidies and government's subsidies.

A. Individual Contributions

Persons who participate in the BPSURR Scheme shall pay the pension premiums in accordance with the provisions. The payment standard is currently set to 12 grades, which are respectively 100 yuan, 200 yuan, 300 yuan, 400 yuan, 500 yuan, 600 yuan, 700 yuan, 800 yuan, 900 yuan, 1000 yuan, 1500 yuan, and 2000 yuan per year. The people's governments of provinces, autonomous regions and municipalities can add payment grades according to the local actual situation, but the highest standard of payment grade is not allowed to exceed the annual payment amount of the flexible employees who participate in the BPSEE program. And the addition of payment grades by local governments should be reported to the Ministry of Human Resources and Social Security (HRSS) for record.

The Ministry of HRSS in conjunction with the Ministry of Finance is in charge of adjusting in a timely manner the payment grade standard, based on the situations such as the income growth of urban and rural residents. The insured persons self-determinedly choose the grade, pay more for much.

B. Collective Subsidies

The qualified village-level collective economic organizations shall grant subsidies to the insured persons for payment, and the subsidy standard shall be democratically determined by the villager assembly. It is encouraged for the qualified communities to put community welfare subsidies into the range of public welfare funds, and it is also encouraged for other social economic organizations, charitable organizations and individuals to provide grants for the insured persons' pension payment. However, the amount of subsidies and grants is not allowed to exceed the maximum grade of pension payment standard set by the local government.

C. Government's Subsidies

The government fully pays the basic pensions for all insured persons who are eligible for the pension-benefit conditions of the BPSURR scheme. The central finance is responsible for giving full subsidy for the central and western regions according to the standard of basic pension set by the central government, and 50 percent subsidy for the eastern region.

The local people's governments shall also subsidize the insured persons for pension payment. The subsidy standard should not be less than 30 yuan per person per year for those who select the lowest grade of the payment standard; the subsidy amount should be appropriately increased for those who select a higher grade of the payment standard; and the standard subsidy should not be less than 60 yuan per person per year for those who select the grades of and above 500 yuan of payment standard. The detailed subsidy standards and measures are determined by the people's governments of provinces, autonomous regions and municipalities. The local people's governments should pay part or all of the pension premiums of the minimum payment standard for disadvantaged groups to pay, such as the severe disabilities.

All of the individual contributions, the collective subsidies, the government's subsidies, and the grants for the insured persons provided by other social economic organizations, charitable organizations and individuals, are credited to individual accounts. The savings balance in the individual accounts accrues interests according to the state's provisions.

III. THE STATUS QUO AND PROBLEMS OF FUND-RAISING OF THE BPSURR SCHEME

Every year, the Ministry of HRSS of PRC, in general, releases on its website a statistics bulletin on Chinese human resources and social security of last year in the first half of year. In these statistics bulletins, the data can be found about the number of the insured persons, the number of pensioners, the fund income, and the fund expenditure of the BPSURR scheme in the previous years. However, since the NRSP program and the SPUR program respectively began to carry out in 2009 and 2011, and since the two programs were combined into the BPSURR scheme in 2014, the BPSURR statistics can only be available from 2012 to 2015. And since now is February, 2016 and the 2015 Statistics Bulletin On Human Resources and Social Security of China has not been released, the PBSURR statistics of the whole year of 2015 cannot be available, and only some data of its first three quarters can be available. Table 1 shows the number of the insured persons, the number of pensioners, the fund income, the fund expenditure, and the fund accumulated balance of the BPSURR scheme from 2012 to 2015. The urbanization improves the roads, water conservancy, communications, energy and other infrastructure constructions of the rural areas.

Table1. Statistics of the BPSURR Scheme 2012-2015

Monetary Unit: hundred million RMB yuan

Population Unit: ten thousand

Year		2012	2013	2014	2015*
Numbers of the insured		48370	49750	50107	50266
Numbers of Pensioners		13075	13768	14313	
Fund Income	Amount	1829	2052	2310	2222.8
	Increase Percentage		12.2%	12.6%	
Individual Contributions	Amount	594	636	666	
	Increase Percentage		7.2%	4.7%	
Fund Expenditure	Amount	1150	1348	1571	1650
	Increase Percentage		17.3%	16.5%	
Accumulated Balance		2302	3006	3845	

*Note: the 2015 data are the ones of the first three quarters of 2015
Source: Sorted from the data on the website of the Ministry of Human Resources and Social Security

Some features and problems of the fund-raising of the BPSURR scheme can be found from the Table1 above. It can be said that the fund-raising of the BPSURR scheme is facing a grim situation.

A. The Numbers of the Insured Persons

From the data of the Table 1 above, it can be known that the numbers of the insured persons of the BPSURR scheme have been increased from 483.70 million in 2012 to 502.66 million in the end of the third quarter of 2015. It is also known that the insured persons of the BPSURR scheme are mainly composed of the rural residents. However, according to the data of the Sixth National Census, the numbers of rural residents who are the age of 16 and above, which is the working age, are 512million. That means there is not much room for increasing the fund-raising for the BPSURR by increasing the numbers of the insured persons.

B. Fund Income and Individual Contributions

From the data of the Table 1 above, it can be found that, the absolute scale of the fund income of the BPSURR seems to be very huge, however, the actual per capita of the fund income is very low. In 2014, for example, the absolute of scale of the fund income was 231.0 billion RMB yuan, but the per capita of it was only 461 RMB yuan. Furthermore, the growth rate of the fund income is not high, especially when compared with that of the fund expenditure. The growth rate of the fund income is lower than that of the fund expenditure nearly 4 percentage points.

Individual contributions should the bulk of the fund income of the BPSURR. However, in fact, the proportion of the individual contributions to the fund income is rather low, only slightly higher than a quarter. In 2014, the total fund income was 231.0 billion RMB yuan while the amount of individual contributions was 66.6 billion RMB yuan.

C. The Numbers of Pensioners and Fund Expenditure

In contrast to the slow growth of the number of the insured persons and the fund income, the numbers of pensioners and the fund expenditure of the BPSURR have been increasing rapidly. The numbers of pensioner increased from 130.75 million in 2012 to 143.13 million, with an annual increase of rough 7 million. And the amount of fund expenditure increased from 115.0 billion RMB yuan in 2012 to 157.1 billion RMB yuan, with an annual growth rate of 18.30 percent. Furthermore, with the acceleration of the population-aging in China, the increase in the numbers of pensioners and that in the fund expenditure will be faster, which will cause a great pressure for fund-raising of the BPSURR scheme.

Because the insured persons and the fund income have been increased slowly while the pensioners and the fund expenditure have been increased rapidly, the amount of the accumulated balance of the BPSURR is far from huge. In 2014, the per capita accumulated fund balance, averaged by the numbers of the insured persons, was only 767.36 RMB yuan.

In summary, it can be concluded that the fund-raising of the BPSURR is far from satisfactory, and the BPSURR scheme is facing a grim situation and is far from able to cope with the impendent challenge of population-aging.

IV. The Reasons for the Dissatisfaction of the Fund-Rasing of the BPSURR Scheme

From the analyses of Part 3 above, it can be known that the fund-raising of the BPSURR scheme is far from satisfactory. Then, what caused the dissatisfaction? At least, the following main factors did function.

A. The BPSURR Scheme Lacks a Restrain Mechanism on the Government's Subsidies

The State Council's the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents really stipulates that the fund of the BPSURR scheme is composed of individual contributions, collective subsidies and government's subsidies. However, it does not make clear the restrain mechanism on the government's subsidies and does not make clear a growth mechanism for the government's subsidies.

A research (Li and Wang, 2015) shows that, the proportion of public finance for the BPSURR scheme to the local fiscal expenditure and the central fiscal expenditure is still very small while the absolute amount of public finance for the BPSURR scheme has been increased with the increase of the number of the insured persons. From 2010 to 2013, the proportions of local finance for the BPSURR scheme to the local fiscal expenditure were respectively 0.33 percent, 0.70 percent, 0.80 percent and 0.92 percent, and those of the central finance for the BPSURR scheme to the central fiscal expenditure were respectively 0.27 percent, 0.59 percent, 0.74 percent, and 0.78 percent.

B. The BPSURR Scheme Lacks the Enterprises' Payment Mechanism of the BPSEE Program

The BPSEE program requires that enterprise employees should pay monthly pension premiums with 8 percent of their wages and enterprises should also pay pension premiums for their employees according to 20 percent of the employees' wage. Furthermore, the enterprises' payment initially was credited to the employees' individual accounts. This kind of institutional arrangement not only ensures the stability of the pension premiums, but also enhances in a certain extent the enthusiasm of enterprises' employees to pay their pension premiums.

In contrast, the BPSURR scheme has not this kind of payment mechanism of enterprises' payment. The BPSURR scheme does have an analogous mechanism, the collective subsidies. According to the State Council's the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents, the qualified village-level collective economic organizations shall grant subsidies to the insured persons for payment. However, this kind of provision is not mandatory, and there are no clear rules to ensure its execution. In fact, for the vast majority of villages

in China, there is no the so-called qualified village-level collective economic organizations at all.

C. The BPSURR Scheme Lacks an Strong Attraction to Most Rural Residents

Rural residents are the main body of individual contributions of the BPSURR scheme. However, rural residents lack motivation to participate in the BPSURR scheme. Surveys found that many rural residents just selected the lowest grade of contribution to participate in and some young people even chose a variety of reasons for refusing to participate in it.

The reasons for the lack of enthusiasm are nothing more than the following. First, the rural residents in some regions are really very poor and have not much extra money to take part in the BPSURR scheme; second, the cognition of some rural residents is bounded and they pay more attention to the immediate interests than the future risks; third, some rural residents still have seriously the traditional concept of raising children as the guarantee against aging and do not pay attention to their own accumulation; fourth, some young people in the full vigor of life observe that it is rather far away for them to receive pensions and refuse to participate in the BPSURR scheme; fifth, the most important is that the pensions are too small and are beneath notice for some people.

V. THE COUNTERMEASURES FOR AUGMENTING THE FUND-RAISING OF THE BPSURR SCHEME

It is known from Part 3 above that the fund-raising of the BPSURR scheme is far from satisfactory and some reasons for the dissatisfaction have been found from the analysis of Part 4 above. Then what measures should be taken to enhance the level of fund-raising of the BPSURR scheme?

A. Accelerating the Development of Rural Economy and Enhancing the Fund-Raising Capacity

The ultimate approach to enhance the fund-raising of the BPSURR scheme is accelerating the development of the rural economy and narrowing the economic gap between urban and rural areas. In 2014, the per capita net income of rural residents was 10489 RMB yuan while that of urban residents was 28844 RMB yuan. There is a huge gap between them. Accelerating the development of rural economy not only can directly enhance the payment ability of rural residents, but also can increase the revenue of the government and indirectly enhance its subsidy ability to the BPSURR.

The following concrete measures can be taken to promote the development of rural economy: vigorously developing high-tech industries and improving the quality of economic development, speeding up the structure adjustment between urban and rural areas and promoting urbanization, speeding up transformation of agricultural development mode and constructing a modern system for agricultural production, developing service industry and

improving the contribution of service industry to economic growth, and etc..

B. Defining Fiscal Responsibility and Increasing the Strength of Governments' Subsidies

Since the BPSURR scheme lacks the enterprises' contribution mechanism of the BPSEE program, the government should take the responsibility in the BPSURR scheme just as the enterprises do in the BPSEE program. The government should, in accordance with the financial capacity, gradually increase the residents' contribution subsidies, which not only can directly increase the fund-raising of the BPSURR scheme, but also improve the attractiveness of the BPSURR to rural residents and indirectly increase its fund-raising.

C. Improving the incentive mechanism of payment and arousing the individual potential to pay

Individual contribution is the main source of the accumulative balance of individual accounts, so it is of great significance to guide rural residents to participate in the BPSURR scheme as soon as possible, long-termly, continuously. To encourage rural residents to pay pension premium, these measures as follows can be taken: (1) strengthening the propaganda and guiding rural residents to select a higher premium grade to contribute; (2) increasing 1 percent subsidy for their basic pension when the insured persons extend their payment period for every year after having paid for 15 years; (3) appropriately enhancing the interest rate for the accumulative balance of individual accounts; (4) elevating the capacity of service agencies and improving the service level to provide convenience for residents to pay pension premiums.

D. Establishing a Normal Adjustment Mechanism for the Basic Pension

The establishment of a normal adjustment mechanism for the basic pension has a great significance for improving the attractiveness of the BPSURR scheme. In February, 2014, the Ministry of HRSS and the Ministry of Finance issued a formal document which decided that, from July 1, 2014, the minimum standard of basic pension for urban and rural residents increased to 70 RMB yuan per person every month, with the increase of 15 RMB yuan per month based on the standard of 55 RMB yuan per person every month. 70 RMB monthly, however, still has not extricated the pension from the expression of "pocket money". It is proposed to adjust the basic pension of the BPSURR scheme according to the rate of economic growth.

E. Clearing the Rules of Collective Subsidy and Improving Collective Organizations' Responsibility

The State Council's the Opinions on the Establishment of the Unified Basic Pension System for Urban and Rural Residents stipulated that the qualified village-level collective economic organizations shall grant subsidies to the insured persons for payment. However, there are no detailed provisions on how to understand "qualified". The

detailed rules for the implementation of collective subsidy should be issued.

VI. Conclusions

The BPSURR scheme has made some achievements since its implementation in 2014, but there also some problems, especially in fund-raising. Doing a good job in fund-raising has of great significance for implementing smoothly the BPSURR scheme. The fund-raising mechanism of the BPSURR scheme can be improved as long as appropriate measures are taken.

References

[1] Ce Shen, J. B. Williamson. China's new rural pension scheme: can it be improved? www.Emeraldinsight.com/0144-333X.htm

[2] Deng Dasong, Xian Mihua. Problems and Countermeasures in the Implementation of the New Basic Pension System for Urban and Rural Residents [J]. Journal of Economic Aspect, 2015(9): 8-12(in Chinese)

[3] He Hui. Risk Assessment of Individual Contribution Ability of the Urban and Rural Residents'Social Old-Age Insurance [J].Journal of Xiangtan University (Philosophy and Social Science), 20014(38): 48-53(in Chinese)

[4] Huang Li. Review and Evaluation on Rural-urban Residents Social Pension Insurance: Based on Replacement Rate of Basic Pension Insurance [J]. Population and Economics, 2015(5): 91-99(in Chinese)

[5] Li Qiong, Yao Wenlong. The perfection of the basic old-age insurance system for urban and rural residents in China ---- Experience based on Chile mode [J].Technological Development of Enterprise, 2015(9): 45-47(in Chinese)

[6] Peng Yin, Zhu Junsheng. Establishing a Unified Basic Pension Insurance System for Urban and Rural Residents: Backgrounds, Innovations and Prospects [J]. Scientific Research on Aging, 2015(1.3): 29-38(in Chinese)

[7] Wang Hui, Li Qiong. On Financing Model of Urban and Rural Residents' Basic Pension Insurance System and its Realistic Choice [J]. Journal of Hunan University of Commerce, 2015(22): 89-92(in Chinese)

[8] Zhu Lili, Chu Fuling. A Study on the Establishment of the Financing Growth Mechanisms Targeting Basic Living Standard Security for the Urban and Rural Residents Basic Pension Insurance [J].Contemporary Economic Management, 2016(38): 80-86 (in Chinese)

The comparison of Long-term care insurance system and the revelation:

Hebei Province for example

Zhao Yanhua
Department of Law and Administration
Hebei GEO University
Shijiazhuang, China
(sunny0412024@126.com)

Gao Yanxiao
Department of Law and Administration
Hebei GEO University
Shijiazhuang, China
(1799951709@qq.com)

Abstract—**Began in 2000, Hebei Province ran into an aging society, in this situation, the demanding of sharing the medical costs with the government is being more and more essential. But how to solve the problem in Hebei Province is the task for the government. This paper is trying to find out one of the solution. In the process of researching from the domestic and foreign countries experiences, the author suggests setting up long-term care insurance system. First this paper analyzes the present situation and trend of aging population in Hebei Province, second is the comparison of the long-term care insurance system between Germany and Japan, then research domestic exploration of satisfying the demand of the long-term nursing, finally author puts forward some suggestions of how to set up long-term care insurance system in Hebei Province.**

Keywords—the aging; social security; the long team care insurance; aging; fiscal

I. INTRODUCTION

With the development of aging, the demand of shareing the the medical costs with the government is being more and more essential. Compared with the commen people, the older people tend to suffer from chronic diseases, thus long-term care is suitable for them, that is to say the older people need long-term care insurence in addition. Because the traditional medical insurance system can only solve the problem of treating the disease, but can do nothing of shareing the care cost, precisely the care cost is high. This paper is trying to find out one of the solution of setting up the long-term care insurance in Hebei province.

II. THE PRESENT SITUATION AND THE TREND OF HEIBEI PROVINCE

Began in 2000, Hebei province stepped into an aging society, the population structure has been developed from light through the adult to the aging. In 2013, 65 - years - old older, constituting 9.17% of the total population. With the development of economic and medical technical level , the rate of aging in the further will accelerate in Hebei province, and the elderly population and the proportion will rise greatly. Under the fertility level, the aging rate will be 12.13% in 2020,

and in 2030 the rate will be 16.4%, 18.96% in 2040. It is expected to be 20.52% in Hebei province in 2050. Hebei province will come into a period of severe aging rate society2(Han zhaohua, 2012). There will be huge changes in population structure. Meanwhile how to satisfy the demand of sharing the medical costs with the government is the issue for the whole society.

III. THE COMPARISON OF THE LONG-TERM CARE INSURANCE SYSTEM BETWEEN GERMANY AND JAPAN

A. The long-term care insurance system operating characteristics between Germany and Japan

Funding sources: Germany raise the fund through long-term care insurance pay taxes. Since July 1, 1996 Germany fixed the tax rates at 1.7%, half paid by policy-holder, half paid by the employer. Since early 2008, premium rate increased to 1.9%3. Japan take the method of multilateral financing, insured insurance premium of pay 50%, in addition to public burden of 50%. At public expense, the central government accounted for 25%, prefectures and official 12.5% each. Insurance premium, 33% comes from 40 ~ 64 - year - old people, more than 17% from the 65 - year - old4.

Long-term care insurance object aspects: Germany care insurance objects for all citizens, but except for the following people: state officials, judges, and professional soldiers; work for the longest time no more than two months, or weekly work time less than 15 hours, monthly income under 610 mark or monthly income below 520 mark in the new federal states of people; the student's temporary work also do not need to pay

---

2 Han Zhaohua., "Hebei province population aging trend research," Master's thesis of Hebei normal university, 2012. PP13-14. (In Chinese)

2 Dai Weidong, "Long-term care insurance system abroad, analysis, evaluation and revelation," Journal of population and development, 2011, 17 (5), PP 80-85. (In Chinese)

4 Liu Yanbin Zhao Yongsheng, "the comparison of the long-term care insurance system architecture among Germany Japan America Israel," Journal of China medical insurance 2011, 6, PP 60-62. (In Chinese)

the insurance premium5. Implementation of long-term care insurance of Japan, main body is from official area and the special district where the people are over 40, 65 years old and over belong to the no. 1 schemes, 40 ~ 64 - years - old to the no. 2 schemes. Treatment of no. 1 enterprise enjoy rights with the care needs of produce and automatically generated; while the care needs of no. 2 schemes will be limited to 15 kinds of diseases such as dementia, cerebrovascular scope.

Long-term care insurance benefits: Germany care insurance treatment difference with nursing service content and different grades. The treatment of residential real nursing service is divided into three classes, the first, the second and the third. The corresponding monthly respectively is 750 mark, 1800 mark, 3750 mark. Nursing treatment is divided into the first class, the second class and the third. The corresponding treatment is 400 mark, 800 mark, 1300 mark; the care treatment in hospital rage is from 2500 to 3000 mark, and nursing homes and accommodation should be payed by oneself, average level is 1500 mark a month. The budget level of Japan is made by the demanding level. "Support" is 60000 yen, "care 1" is about 170000 yen, "care 2" is about 200000 yen, "care 3" is about 260000 yen, "care 4" is about 310000 yen," "care 5" is 350000 yen. 90% fees are from care insurance fund, 10% are payed by the patient6.

Care insurance service providing aspects: the service in Germany is depended on the level of nursing and divided into three categories: the first kind of patient care is mainly refers to the individual diet, health, daily action requires at least a few times a week, at least 90 minutes a day, more 45 minutes than the basic care for; the second type of the patient's care is mainly refers to at least three different time services 3 times one day, and need the housework service several times 1 week; the third type of the patient's care need service day and night and the housework several times 1 week, at least five hours of caring a day, more 4 hours than basic medical. Japan's long-term nursing service can be divided into two types: one is that occupy the home care, the other is the special institution care. Home care is provided at the older's home. The main nursing contents as follows: 1 time each week 1 access to nursing, 1 time access to care, rehabilitation training facilities; specialized agencies nursing service is for the old man in specific institutions. Specialized agencies have "the old man care and health institutions", "nursing rehabilitation model of medical institution", etc., in a special institution endowment of the old man can enjoy in six different levels of nursing service, namely, "support", "care 1" , "care 2", "care 3", "care 4", "care 5". Each nursing level has a specific nursing cost.

B. Long-term care insurance operation effect

1) The life quality of old people is generally improved

---

5 Liu Yanbin Zhao Yongsheng, "the comparison of the long-term care insurance system architecture among Germany Japan America Israel," Journal of China medical insurance 2011, 6, PP 60-62. (In Chinese)
6 Liu Yanbin Zhao Yongsheng, "the comparison of the long-term care insurance system architecture among Germany Japan America Israel," Journal of China medical insurance 2011, 6, PP 60-62 (In Chinese)

The implementation of the care insurance in Japan, relieve the pressure of families to take care of the older, less than one year, the effect of the implementation in Japan won the 85% supporting rate of the people in society.

2) Reduce the economic burden of the government and individuals and families

Care insurance system have joined the individual pay cost, to a certain extent reduce the government financial pressure and personal economic burden. Through the separation of the disease and nursing, the medical insurance premium is significantly reduced . In 1997, the per capita medical expenses in Germany is $2753, but dropped to $2412 in 2001. After the implementation of the care insurance in Japan, central government saved money up to 4 trillion yen, most of the insurance object enjoyed due to the care services.

3) Increased employment and promote the development of the nursing industry

Due to the particularity of care insurance, to safeguard the quality of the elderly life objectively also created a lot of jobs, alleviate the employment pressure steady. According to German insurance company's estimation, the care of the insurance law promulgated added 20000 new jobs. Japan only fiscal revenue in 2000 of 420 million yen from care industry, and rising unemployment at 5% speed to Japan has played a relief. Thus, care insurance has a significant role in absorbing labor force.

IV. DEMESTIC EXPLORATION OF SATISFACTION THE DEMAND OF THE LONG-TERM NURSING

In 2010 Liaoning province carried the "rural perennial disease managed project", provincial capital construction investment of 70.5 million yuan at the corresponding level, lottery ticket public welfare fund subsidies facilities capital of 25 million yuan, to ensure that conform to the qualifications for hosting 5200 patients at daycare centers. The cost of living per capita subsidies is 200 yuan a month that managed from province finance. Institutions operating expenses and the the wage of staff are managed from provincial, city and county finance, managed object medical expenses according to the current new rural cooperative medical care and rural medical assistance policy implementation.

In July 2012, Qingdao Human resources and social security bureau issued the notice for long-term care insurance way to Qingdao. The regulations requiring care insurance is mainly through adjusting account structure and arise, unit of employers and individual need not pay. Moderately fiscal subsidies Qingdao finance in accordance with the standards of annual 200 million yuan, from lottery welfare fund transfer to fund care insurance for urban residents. Link the system with the basic medical insurance system, according to the medical diagnosis three types of people are joined into the long-term care insurance service coverage range. Fixed-point agencies service and home care services are availed, home care treatment by long-term care insurance fund pays 96%, fixed-point hospital care treatment tentatively by long-term care insurance fund pays 90%, and no starting line. This is the first

try in China to join the long term care insurance and the basic medical insurance system together.

V. THE FEASIBLE SUGGESTIONS OF LONG-TERM CARE INSURANCE SYSTEM IN HEIBEI PROVINCE

Setting up a long-term care insurance system in Hebei province is imperative. The author thinks that long-term care insurance system in Hebei province is not appropriate in the form of commercial insurance, combined with the experience of Germany and Japan, considering from the actual situation of Hebei province, the author suggests that long-term care insurance joining into the basic medical insurance system, taking the rote of basic medical insurance system.

First, make the policy by the government, set up patients need care level standard, and make the medical cost to be payed from the basic medical insurance reimbursement scope. Make the long team care insurance comply with the law, ensure and safeguard the rights and interests of the elderly, meanwhile help each other in all aid, regulating the function of the income gap of social security.

Second, at the same time join the private pension institutions and medical institutions in the operation mode of cooperation in Hebei province. The government should be included in the basic medical insurance system, but due to the characteristics of the rising medical cost, part of the operation should have the composition of private participation, such as encourage private capital into the medical field to provide long-term care insurance services in Hebei province, integrated private nursing homes and welfare institutions, this can not only solve the personal management of pension agency problem of hunger for government investment, but also can hold more private capital support.

Third, transfer a certain proportion actuarial appropriate account fund of insurance of primary medical treatment to the commercial insurance related account, this is mainly due to the long-term health care primarily for maintenance of body function in the elderly, and the characteristics of the high cost, considering the realistic characteristics of social security fund weakly value-added ability , so the basic medical insurance and commercial insurance should be linked up with each other in order to enhance the security of the sustainable development abilty.

REFERENCES

[1] Dai Weidong, "Long-term care insurance system abroad, analysis, evaluation and revelation," Journal of population and development, 2011, 17 (5), PP 80-85. (In Chinese)

[2] Han Zhaohua., "Hebei province population aging trend research," Master's thesis of Hebei normal university, 2012. PP 13-14. (In Chinese)

[3] Liu Yanbin Zhao Yongsheng, "the comparison of the long-term care insurance system architecture among Germany Japan America Israel," Journal of China medical insurance 2011, 6, PP 60-62. (In Chinese)

[4] Liu Long, "the research of the aging of the population in hebei province's economic and social effect," Master's thesis of Liaoning university, 2013. PP 15-16. (In Chinese)

[5] The ministry of civil affairs of the People's Republic of China. China's civil affairs statistical yearbook 2013 [M]. China statistical publishing house, 2013. (In Chinese)

Research on Community Care Mode for the Elderly Based on Enterprise

Fan Xinhe
School of Business
Yunnan University of Finance and Economics
Kunming, P. R. China
1372735837@qq.com

Jia Jia
School of Public Management (SPM)
Yunnan University of Finance and Economics
Kunming, P. R. China
564136249@qq.com

Abstract—Now elderly care has become an unavoidable problem in aging China society. Family planning has collapsed traditional family pension mode in China, and institution pension mode does not conform to the traditional concept of Chinese old people. Community care not only conforms to the traditional concept of Chinese old man, but also can effectively reduce the cost of pension, thus it maybe become the future direction of development. This paper has observed the representative of community care modes in our country, which is called Shanghai Jing'an mode, and analyzed the problems existing in the mode. Then accordingly this paper proposed community care mode based on enterprise, which was considered to better solve the main problems existing in the current community endowment mode.

Keywords—Community Care Mode for the Elderly; Enterprization; Pension; Jing'an Mode

Nowadays China has entered the aging society. The implementation of the family planning policy for a long period has brought about the emergence of a unique "4 + 2 + 1" family structure mode, which makes traditional family pension mode collapse in China. At the same time, because of the delay of the construction of China pension institutions and the influence of China traditional culture, institution pension mode is difficult to become the mainstream of social pension. Then, how to provide pension services in China?

The Twelfth Five Year Plan of national basic public service system, promulgated in 2012, proposed to establish a sound pension service system. The one encourages home care, and expands community pension service function, and enhances the service ability of public pension agencies, and encourages guiding social capital to participate in constructing and running pension agencies by all means, for example, public construction and private operation, or private construction and public help. This document put forward the development direction of pension services in our country and made community care come to the fore.

I. INTRODUCTION

About community care, the western countries in 1960s first proposed the theory of "Aging in Place". The British attempted to carry out community care for the elderly after intensive study. By 1980s, the mode became popular in Western countries and related research also became more and more deeply.

In 1989 British government issued a white paper on social welfare, in which community care referred to the elderly were looked after at home by community care agency. P. Schopflin (1991) proposed that community care referred to the elderly were cared for and installed through non- institutional ways, including family meals, cleaning, personal care, day care etc. At present, foreign scholars generally believe that community care services should include daily life care, medical health care, family caregiver support, spiritual and cultural communication etc.

After the researches, the domestic scholars, including Zhang Minxing, (2008), Chen Ping (2010), Gao Xiaolu (2012), Yang Jianjun (2012), all thought community care mode would become the main pension mode in China. Mu Guangzong (1999) thought community care was a pension system that the aged lived at home and accepted care services provided by community. This system combined home care with social care and needed government support. Most of the scholars thought that the needs of the elderly for community care services included daily life care, health care, spiritual comfort, legal rights, recreational activities, emergency rescue etc. For pension services providers, domestic scholars tended to welfare pluralism, which advocated establishing a multiple pension service system comprising government, families, enterprises, non-profit organizations. For the existing problems in the community care mode, scholars summed up from four aspects: money, people, service content and the role of government.

On the basis of the domestic and foreign researches, we believe that developing community care has become the consensus of scholars at home and abroad, and community care at least need to provide these services for the elderly, such as daily life care, medical and health care, spiritual comfort, cultural and recreational activities. But in our country there are still many problems which need to be solved about community care mode. It is important to study this mode.

II. Present condition of community care service in China

A. The concept and advantages of community care service for the elderly

Community care refers to a kind of pension mode that the elderly live at home and the pension services are provided by all kinds of social forces of community centered. That means the old people will not be separated from the family and the community lived, and at the same time they can also enjoy a variety of care services provided by the community. In many cases, Community care is also known as home-based care.

The theory of social embeddedness is the theoretical basis for the development of the community endowment. The theory put forward that any person is not isolated, and everyone is all embedded in a particular social structure and relationship network through which we can get social support and other social resources, such as information, emotion, and service. Although institution care mode can provide the perfect facilities and considerate care services for the elderly, it makes against the communication between the elderly and his relatives. So it easily makes the elderly feel a lack of emotion and abandoned by society and spirit needs do not be met.

Community care can effectively avoid the above problems. On the one hand, it conforms to the traditional concept of the elderly. According to a survey of pension wishes of the elderly by Ministry of Civil Affairs, more than 90% of old people still hoped to be cared for at home. In the community care mode, the elderly still live at home and do not have to leave the original living environment and social relations. They don't have to live in the dormitory of beadhouses, change their lifestyle and try to adapt to a new environment. They can still communicate with their relatives and friends frequently. Therefore they will not have a sense of social alienation. It is also convenient for their children to take care of them in their spare time. So the elderly's spiritual needs can be fully met. On the other hand, community care can also better meet the material needs of the elderly. Community care can adequately integrate and utilize the resources of family and community, which will greatly reduce the cost of pension. Professional services provided by the community pension service agencies can better guarantee the quality of life of the elderly. Thus the elderly can obtain the required pension services at a lower cost, which will eliminate his children's worry. Therefore, community care is conducive to the physical and mental health of the elderly. At present, community care has become the main pension way for the aged people in Europe, USA and other developed countries. It is also promoted actively in Japan and other countries.

B. The main mode of community care in our country

The research on community care mode for the aged in our country began in the 80's of last century, which was a late start. At that time in order to solve the problem of lacking pension institutions, Dalian city launched the first community pension service system. After that Shanghai, Ningbo, Wuxi, Guangzhou and other cities also began to carry out related work. But at present this mode is still limited in the developed big cities, seldom in small and medium-sized cities.

Shanghai is the first city to enter the aging society in China, and is also one of the earliest cities to explore community care mode. So its mode is representative. In Shanghai the most representative community care mode is called Jing'an mode. There are two main forms about pension services provided in Jingan community. For the older people who can take care of themselves, encourage them to come out to the elderly activity room in community and accept pension service. And for the older people who can't take care of themselves and can't walk out from their home, send nursing staff to provide home services. The first form is to establish the day service center for the elderly in the community. Every morning the old people who have a good body come to day service center himself, chat here, rest, and have three meals a day. The staff will measure blood pressure for the elderly and the doctors who come from tertiary hospital will regularly come to have a physical examination. Thus the center can provide one-stop service for the elderly, including life care, health care, spiritual comfort, entertainment and other services. The second form is home services, which mean to provide one-to-one service in the elderly's home, including blood pressure measurement, rubdown, shampoo, and sending the old man to the hospital etc. It should be said that Jingan mode is an earlier mode carried out in our country and also a more mature mode. It represents the high-end level of community pension services in China.

III. The existing problems of community care mode in China

Although community endowment mode has been explored for a certain extent in cities in our country, and has reached a certain level in some developed areas, there are still many problems as follows about the mode.

A. Lack community infrastructure

To carry out the community pension service, we need to provide places for the elderly activities, such as the elderly activity room, fitness equipment, outdoor activities place etc. But in fact many residence communities lack of these facilities. If now the government comes forward to build, not only a huge investment, but also the adequate land will be an actual problem.

B. Community care services are not comprehensive

The current community care mode is mainly to provide general services, such as life care, catering services, so the services' breadth and depth all need expand. For example, the current health care services are mainly free blood pressure measurement, health knowledge spreading and mental health counseling, but recovery care, home diagnosis and other health services are very few. Another example is the cultural and recreational activities. Now the community service is mainly to provide the elderly with the place for their chatting and watching TV, and lacks various cultural and recreational activities.

C. Professional skills and quality of community staff are still relatively poor

In order to take good care of the elderly, community staff must grasp all kinds of knowledge, such as psychology, nursing, nutrition, and so on. But this is the most deficient ones for community staff at present. For example, in Jingan Temple Street community staff who provide nursing services is mainly more than 500 volunteers and some re-employed laid-off workers. So it is imperative to improve the professional level of community staff.

D. Community care coverage is very low

Even the developed cities like Shanghai can't guarantee the community care service. At present, Shanghai has established a pattern of 9073 pension services, which means that 90% of the elderly is family self-care, 7% of the elderly can get community care services, 3% of the elderly need choose institutional pension. Even if in Shanghai, the most economically developed city in China, only 7% of the old people can get community care services, not to mention the rest of the country.

IV. ESTABLISH COMMUNITY CARE MODE FOR THE ELDERLY BASED ON ENTERPRISE

As shown above, obviously it is not appropriate to provide community care service for the elderly just by the government. First, the government does not have so much money to provide adequate community pension services and unable to meet the large needs. Secondly, the government is now streamlining the organization, so it is not in line with the direction of reform that the government organizes a large number of human resources to establish and operate the community service institutions. Finally, community care services provided by the government can easily lead to bureaucratic culture, low efficiency and other issues. Therefore, we think it is more in line with the development direction of China's pension services to establish community care mode based on enterprise for the elderly.

A. Establishment ways

In today's China society, because of the fierce competition and the impact of online shopping, a variety of social resources leave unused. There are two ways to establish community care institutions based on enterprise. One way is M&A, which means large enterprises merger the various resources near community, such as shops on the verge of collapse, restaurants, community health service center, and establish own direct chain mechanism. Another way is integration, which means an enterprise dominates to integrate the above all kinds of idle resources and to establish an enterprise alliance together to provide community care service for the aged. The first way has a strong control, but needs plenty of money. The second approach does not require much investment, but requires a very high management capability. But no matter which kind of way, we can first pilot and then promote. Because integrating a variety of social idle resources, it can solve the problem of low community pension coverage in a short period. In order to effectively operate, enterprises will invest resources in the construction of the elderly activity room, fitness equipment and

other infrastructure, which will solve the problem of community infrastructure to a large extent.

B. Scope of service

As a result of competition, enterprises will provide a variety of pension services and expand continuously as long as the elderly have the need. From daycare service, catering services, maintenance services, to the entertainment services (such as organizing to travel), the medical service, to one-to-one nursing, until a variety of customized service, the enterprise all can provide. Moreover, the enterprise has the strength to communicate with hospitals, travel agencies, maintenance companies, food and beverage companies, and can organize these resources to provide comprehensive and thoughtful services for the elderly. This will solve the problem of scope of community care service.

C. service personnel

F Service personnel mainly rely on enterprise full-time staff. Enterprises will conduct professional training and strict management, so as to solve the problems of professional skills, quality and management of personnel. Because community care industry is a labor-intensive industry and it can accept a lot of labor, it also provides a good way to solve the problem of employment.

D. charge problem

Of course, for the implementation of community care mode based on enterprise, a lot of people worry about the charge problem and worry that the elderly cannot afford. In fact, the problem is not so serious. First, the enterprises' investment is not so much. Enterprises do not need to build a nursing home, and the elderly live in their own homes. Enterprises only need to provide day activities place and fitness facilities, etc. Other services provided can also be outsourced, or can be acquired by integrating the existing resources. For example, medical treatment can be outsourced to community hospitals, catering can be outsourced to several catering enterprises, and tourism can be outsourced to some travel companies, etc. Second, the investment can also be reduced from several aspects. Firstly, the government bears the expenses of community infrastructure and the corporates who make use of these facilities lower charge when pricing. Secondly, the government gives policy support to community service enterprises in water, electricity, heating, tax and credit, etc. Thirdly, the government reforms present tax system and establish a new personal income tax collection system considering a family's pension and nursery conditions. Thus the family pension payment ability will be strengthened. Fourthly, the government helps to purchase basic community care services for the poor old man who really cannot afford to pay the fees. When considering the intense competition between the enterprises, we believe the charge will not be a problem of preventing community care enterprises developing after having implemented these measures.

V. CONCLUSION

The establishment of community care mode based on enterprise is an inevitable outcome of the combination of aging

society and Chinese traditional culture. Although the enterprises are the main builders, the government plays an important guide role. The government needs to play its unique role in the construction of community infrastructure, the development of support policies, tax reform, and transfer payments and so on. At the same time, the government should also play a watchdog role. It needs to formulate industry access standards and service standards and strengthen the supervision to ensure the community care enterprises to run in compliance. Of course, to give priority to the enterprises does not mean they should do everything. In fact we should play an important role in the government, non-profit organization and family to establish a diversified pension service system for the aged.

REFERENCES

[1] Li Zhenni, Qin Xiaoting. "Research on the status quo and countermeasures of the urban community service for the aged——taking Shanghai City as an example" . Theory Research, China, No 4, pp. 136-138, June 2015. (in Chinese)

[2] [1] Li Xiaomei. "A review of domestic and foreign research on home care services". Journal of Chongqing College of Electronic Engineering, China, vol 22, No 4, pp. 72-75, July 2013. (in Chinese)

[3] Liu xiaojing, Xu hongbo. "Industrialized social security services in communities——a perspective of diversified welfares". Journal of Hebei Normal University/ Philosophy and Social Sciences Edition, China, vol 36, No 5, pp. 123-127, September 2013. (in Chinese)

[4] Zeng Yu. "The Path of Community Support: Specialization, Industrialization and Large-scale". Northwest Population Journal, China, Vol 29, No 3, pp. 38-41, June 2008. (in Chinese)

Innovations in Social Governance amid the New Media Era

Wan Taiyong
School of Public Management, Yunnan University of Finance and Economics
Kunming, P.R China,650221
(E-mail: 783224799@qq.com)

Abstract—**The transformations of the social governance environment in the context of social media lead to the government will face some new situations and new problems in social management. Transformations in the application of the media, result in the transformation of thinking mode for the audience from the traditional application of information and interaction behavior pattern. To meet the demanding of the public in the provision of social services, making full use of new media and to innovate the mode of social governance are necessary.**

Key Words-Innovations; Social Governance; New Media

I. INTRODUCTION

The rapid development of the Internet is profoundly changing the traditional social structure, social relations, the grid of survival, and network life become normal. The new media environment in a large extent influence and change our traditional social governance environment. At the same time, under the context of the new media, the public has obviously occupied information, especially the dominance of negative social information dissemination. Some netizens discuss the problem, frequently issue all kinds of sounds online. As a result, these netizens effect public affairs, public affairs and intervene and force the governance behavior and decision pattern of government. Moreover, they even affect the results of the government's policy, has a very big impact on traditional political structure and the government management mode, further increasing the difficulty of social management.

II. FEATURES TOWARD THE TRANSFORMATION OF SOCIAL GOVERNANCE AMID THE NEW MEDIA ERA

The transformations of the social governance environment in the context of social media lead to the government will face some new situations and new problems in social management. With the help of cyberspace and the establishment of social network, no authority can control and run the network society through using the traditional dogmas. Amid the new media era, the transformations of

social governance environment characterized by five aspects as follow.

A. The Intangible form of Social Movement

The new media era takes a new turn of the organization forms in social movements. In traditional politics, social movements have obvious organizational leaders, and definite the program of action. However, in the new media era, with the network as the birthplace of the political groups, events marches, aggregation is not the party organization, but people form them in temporary.

B. The Participation of Grassroots in Political Activities

Network space, to some extent, provides a new form of political participation which is largely get rid of the political control. This new participating form makes people feel unprecedented to involve in the world, it even improves the people's participation in the political interest. In the traditional political structure, the upper or the manager is composed of the social elite. But in the network politics now, ordinary people become the most political awareness groups, their participation enthusiasm is very high.

C. The Sudden and Enlargement of Social Actions

In the traditional political life, the preparation for political activities are inefficient and complicated. But in the era of network politics, a seemingly isolated events tend to be quickly converted to social events, and in a short time it is possible to produce an explosive effect. Network has become the source to spread the social focus events, and has also become the main battlefield of the public opinions. The virtual world of network information spread imperceptibly influence and changes in the real world.

D. The Weakening of Government in Controlling Public Opinions

The development of the Internet has brought profound changes in the organization, it changes the traditional system, changed the social structure of the pyramid, the tendency of organization structure flat, broke the concentration of power in the situation. The power flow more individuals, reducing the dependence of the individual to the group, also reduced the possibility of monopoly power information. The traditional political management, which is a pyramid of management and the political regulation system is from central to the local, the channels of information dissemination is a single supreme. In traditional politics, government regulate the public opinions effectively, set news blockade. However, in the network politics under the new media environment, the government can not completely monopoly and control information. So for the control of public opinion in the information society, in the context of traditional political environment, the government play a strong role and can seize the initiative of public opinion. However, with the appearing of network, mobile phones and other new media, ordinary people become the subject to publish social hot events information, thus, the diversification of public opinions in the views of social events have been formed.

E. The Globalization and Decentralization of Politics

In the traditional political era, political events are controlled in the range of a nation or a country, the negative impact of particular country is limited. However, in the Internet era, a country's political event is the real-time rendering effect on the country, and can rapidly become diffusion and global formation, the political environment presents characteristics of globalization and decentralization.

III. THE INNOVATIONS OF SOCIAL GOVERNANCE AMID THE NEW MEDIA ERA

The main task of social governance includes: to reflect the aspirations of the masses, to regulate the social norms and behaviors, to coordinate social relations, to mediate interest patterns, to resolve social contradictions, to solve social problems, enhance social vitality. To accomplish these tasks, making full use of new media and to innovate the mode of social governance are necessary.

A. Fully Use the Interactive Function of New Media, to Innovate the Channels for Political Communication

Social governance is no longer a single administrative action of the government, but stressed the consultation, public participation and interaction. Therefore, the key of social governance success is the political people can communicate effectively. Interaction is the advantages of social media, not only from this interaction between users, but also between the government and the public.

Through the new media to realize democratic decision-making. Government microblogging and other new media can also become channels to announce government affairs, and can be the public platform for political participation. An important standard to measure a party or government is the degree of modernization of the openness of party and government affairs. In the traditional media age, the openness of government affair is generally through the "documents convey", which lead to the limitation of public opinion reflecting. The development of government microblogging and other new media provide a convenient channel to open government affairs. It allows the people to learn about party government affairs and issues in the shortest time. It also helps the government to extensively solicit opinions and suggestions, provide the basis for democratic decision-making.

B. Use the Political Function of New Media, to Innovate the Social Supervision Mechanism

In the traditional media era, the government monopoly the information resources, people is the recipient of the information. The biggest change is the development of new media is the public is no longer the recipient of the information or information disseminators. In this case, the monopoly of government in information resources is broken and people can get information from the new media instead of simply from the traditional media. Diversified information also makes people began to question some of the government information, from the acceptance of the government management to the supervision of the government. Political scientists have often argued the revolution of communication technology, which contributed to the new social structure. Moreover, the government should change the traditional governance mode, but to take fully advantage of the public's wisdom, in order to promote the efficient of decision-making and the livelihood of the public. Network politics and network supervision will also promote the public security system.

C. Develop the Patterns of Services on New Media, to Innovate Social Services

The use of new media time leads to fragmentation behavior pattern fragmentation. With the acceleration of the pace of work, people hope the government to provide better social services. The demand of social services is mainly reflected in two aspects: one is to getting a one-stop service, the other is hope the government to provide 24-hour uninterrupted service. To provide convenience for the people in work than processing such as traffic violations, accreditation and other issues are demanded. The development of new media can achieve the public's demand easily.

IV. CONCLUSION

Transformations in the application of the media, result in the transformation of thinking mode for the audience from the traditional application of information and interaction behavior pattern. The social network and the new media environment forge a new social stratum, gradually affecting the change of social governance environment. Fully understand the influence of new media environment on social reality and the government's social management, grasp the main features of the government social governance environment transformations, is the precondition in new period to increase and facilitate the government innovation ability on social governance.

References

[1] Jacka, E. (2003). " Democracy as Defeat" The Impotence of Arguments for Public Service Broadcasting. *Television & New Media*, *4*(2), 177-191.

[2] Butsch, R. (Ed.). (2007). *Media and public spheres*. Basingstoke: Palgrave macmillan.

[3] Couldry, N., & Curran, J. (Eds.). (2003). *Contesting media power: Alternative media in a networked world*. Rowman & Littlefield Publishers.

[4] Denhardt, J. V., & Denhardt, R. B. (2007). *The new public service: Serving, not steering*. ME Sharpe.

[5] Coleman, S. (1999). Can the new media invigorate democracy?. *The Political Quarterly*, *70*(1), 16-22.

[6] Beckett, C., & Mansell, R. (2008). Crossing boundaries: New media and networked journalism. *Communication, Culture and Critique*, *1*(1), 92-104.

[7] Herrmann, E., & McChesney, R. W. (2001). *Global media: The new missionaries of global capitalism*. A&C Black.

The Sustainability of Urban Planning and Construction

Liu Hong
The Department of Public Administration
the Yunnan University of Finances and Economics
Kunming, China
06liuhong@sina.com

Abstract: **although the rapid economic development is so fast, the per capital resources of is limited, population growth, and there is also an increasing pressure on the ecological environment in the city, urban situation faces more severe competition, how to determine the nature of the city, deciders need to consider the size and direction of development, the path of sustainable development and the current problems. We usually achieve in a given period of economic and social development goals of the city, to determine the nature of the city, the size and direction of development, rational use of urban land, coordinating the deployment of integrated urban space layout and the construction and the specific arrangements referred to city planning.**

Key words: sustainability; urban plan; construction

I. THE DEFINITION OF AN URBAN PLANNING

Urban planning is to achieve a certain period of economic and social development goals of a city, which determines the nature, size and direction of development, rational use of urban land, coordinating comprehensive and specific arrangements for the deployment of urban space layout and the construction done. Urban planning is the fundamental basis for the construction of the city and the management of the city, which consists of two aspects, namely, urban planning and urban construction.

The first one is urban planning, which refers to the overall urban development plan in accordance with the appropriate geographical, cultural conditions, economic development and other cities of the objective conditions, to coordinate all aspects of urban development, and further to the spatial layout of the city, land use, infrastructure, etc. Another aspect is urban construction. The government body is based on the content of planning[1]. The plans like to achieve energy infrastructure, transport, communications, information networks, landscaping and environmental protection are all urban construction.

II. THE SIGNIFICANCE OF SUSTAINABLE URBAN PLANNING

Domestic and international experience has shown that the construction of a city depends first on the scientific and

rational urban planning[2]. We must first scientifically forecasting and planning through clear the city, the size, direction and development pattern, under the guidance of planning and regulation, there are steps to achieve the goal of urban development stages. As the complexity of the urban social and economic activities and urban expansion of the scale of the whole system functions, urban planning requirements continue to increase, the importance of urban planning has become more prominent.

As the economy continues to develop, the demanding of urban living environment is increasing. Sustainable urban planning not only refers to the level of sustainable technologies, and more importantly, is the culturally and psychologically sustainable environment. Scientific urban planning is to enhance the overall function of the city is the soul of urban development. A scientific master plan itself is the greatest resources and wealth. Modern urban planning is no longer confined to the mechanical construction of urban space layout and materials. But to urban development and the combination of natural ecological principles of sustainable development and greater integration into the urban planning among the urban environment, construction, protection, regulation and other issues should be fully reflected in the plan, and implement in Each level of planning every aspect. Taking the different time and space into account, the rational allocation of resources meets the needs of the present, instead of the ability of future generations to meet their own needs constitute a hazard[3].

III. CITY PLANNING PROBLEM FROM THE PERSPECTIVE OF SUSTAINABLE DEVELOPMENT

A. The Scale of the City

The reality is that the scale of city is not calculated the scientific and reasonable conclusions, but decided by officials, which has certain scientific basis, but also there is no lack of

---

[1] Dodson J. The 'infrastructure turn'in Australian metropolitan spatial planning[J]. International planning studies, 2009, 14(2): 109-123

[2] Hall, Peter, and Ulrich Pfeiffer. Urban future 21: a global agenda for twenty-first century cities. Routledge, 2013.

[3] Buyya, Rajkumar, Anton Beloglazov, and Jemal Abawajy. "Energy-efficient management of data center resources for cloud computing: a vision, architectural elements, and open challenges." arXiv preprint arXiv:1006.0308 (2010).

subjective components[4]. Now the country towns above the entire town after ten years may exceed the national population. Out of control the scale of urban population estimates, urban planning control to determine the urban planning area, all aspects of the urban material space layout, urban settings and co-ordination arrangements of natural resources caused great waste, but also left a lot of regret for the benign development of urban.

B. The Format Of The City

Many designers present a lot of urban planning and always hope to achieve a breakthrough, in the form of some meaning like "dragon and phoenix", "erlongxizhu", "Kowloon water", "Good luck and happiness to you!" and so on, draw a forced analogy ideas. This pursuit of pure surface effects caters to some social pursuits, making the city state creation into a misunderstanding[5].

C. The Ecological Problems of the City

Ecological city construction is one of the main goals of the pursuit of many of today's city managers and planners have attached great importance to. But from the planning practice, many of leaders understand the concept of the ecological city only stay in the big are water and greening system arrangement level understanding of this shallow level, ecological city planning is difficult to see the real examples.

Ecological city is an economic developed, social prosperity, ecological protection three to maintain a high degree of harmony, nature and technology to achieve the full integration of city, environment clean, beautiful, comfortable, so as to maximize the creativity and productivity of the people, and is conducive to the artificial composite system to improve the city Wen Mingcheng degree stability, sustained and coordinated development, the. Study on the complexity of the problem is also very comprehensive. Urban planning as a key link, to a comprehensive analysis of various factors, the system considers all aspects of the problem, set the research achievements of various subjects.

IV. REASONS OF THE CITY PLANNING FAILED TO ACHIEVE SUSTAINABILITY

A. Lack of A Clear City Positioning

when occupied city development scale of resources and the environment more than the supporting capacity of the base itself, resources will be unable to supply development difficulty, this poses a threat to the whole city space system, landscape system and environment system, not only lead to the planning and layout of confusion, also make the planning become meaningless. The wrong city location and scale plan will prevent the creation of the city construction from the reality, and the beautiful design can finally realize.

B.Lack of Design of City Public Space.

Designers often stand in a higher angle integrated control, sometimes ignoring open space atmosphere and the perspective of citizens feel the effects of social as well as economic factors, coupled with government agencies and developers added, resulting in the real city planning for human factors neglected. And reasonable city scale of development must be based on a clear positioning of the nature of the city[6], on the development of state city economy to have a rational and scientific ideas and reasonable calculation on bearing city development on the basis of natural resources.

C.Lack of Ecological And Environmental Protection.

Although the city planning set up environmental protection badge, more more and focused on environmental remediation planning, however this is only to play the role of less effective remedy. In addition, the planning layout did not fully consider the environmental factors of city planning designers; environmental protection ability is weak, after the implementation of the planning of the environmental influence of uncertainty leads to the lack of government control, a lot of city construction system on the environment caused great destruction. A lot of natural ecological conditions, historical and cultural city geography, customs are different, but the city planning convergence caused by "Thousands of City Side", the loss of local characteristics. Especially in the city's historical context, the misunderstanding is often neglected or goes to the transformation and construction error, serious damage to the antique city[7]. In addition, the natural characteristics is a city of natural features, often in city planning in the understanding is not enough, some of the city's forest, wetland was diverted, lost the natural, also lost the original ecological function.

V.THE SUSTAINABLE DEVELOPMENT OF CITY PLANNING AND CONSTRUCTION

The strategy of sustainable development as an important guiding ideology, it is to improve the science of city planning, with the realistic, affects the city's future development, it requires us to establish the following concept in city planning.

A.Position The City And City Development In Science

The overall positioning of city is an important step in the city long-term development objectives, and the nature of the scale, geographical environment, the development process of city industrial structure associated with each other, and the overall image of these are associated with the city are inseparable. The establishment of survey design and evaluation mechanism of perfect urban positioning caution needs, based on sufficient investigation and research, thorough masses[8], making the overall urban location and

---

4 Di Martino, Adriana, et al. "The autism brain imaging data exchange: towards a large-scale evaluation of the intrinsic brain architecture in autism."Molecular psychiatry 19.6 (2014): 659-667.

5 Hirsch F. Social limits to growth[M]. Routledge,2005.

---

6 Benford, Steve, et al. "The error of our ways: the experience of self-reported position in a location-based game." UbiComp 2004: Ubiquitous Computing. Springer Berlin Heidelberg, 2004. 70-87.

7 Kammen M. Mystic chords of memory: The transformation of tradition in American culture[M]. Vintage, 2011.

8 Barone, Tom, and Elliot W. Eisner, eds. Arts based research. Sage, 2011.

history case, bold innovation at the same time not divorced from reality, such positioning to guide urban planning is truly meaningful, have realized the possible.

First of all, in the objective analysis and forecast the level of urbanization on the basis of future, rationally determine the scale of urban population and urban land scale; the construction of integrated conservation transportation system to save power as the center, the urban traffic system construction to the bus based. Reasonable industrial layout and construction of integrated area, which could reduce the freight volume[9]. To improve the efficiency of land use, and actively adjust land use structure and model of city, apartment type construction and urban center area. Building energy saving, raw material as the center of the industrial production system. Secondly, the planning and design should be guaranteed in the overall layout frame is relatively stable under the premise of leaving a certain elasticity and long-term development of the room, consider the possibility of partial adjustment according to the actual need of land.

B. Deal With The Natural Ecological Environment Cautiously

Sustainable urban planning should first of all in accordance with the laws of nature, in a cooperative and friendly attitude towards the environment, even if the designer for professional environmental knowledge know little should also treat the nature with respect to one of the most basic principle is not rude to take all unreasonable actions simply treat the environment. First of all, we should plan as a whole urban ecological system, before performing any acts require environmental and resource studies urban carrying capacity, to ensure a clear manifestation of concern for the environment in the planning, promote the sustainable development of resources and environment sustainable use and city.

Finally, in the planning and implementation of no matter from the angle of design and construction for further perspective[10], all need to pay attention to place making micro environment, perhaps less damage to transform than down some re construction, perhaps a tree several a piece of water will also increase with respect to the ecological balance, so that the needs of designers have a higher sense of mission and processing ability. Limiting the city production, life activities in the capacity of the environment within the allowed range, coordinating the relationship between man and nature, pay attention to the construction of green open space. The protection of wild animal and biological species, the delineation of protected areas of activity, biodiversity conservation, and coordinate the relationship between human and biological. Pay attention to the social improvement of environmental quality; establish a fair and reasonable social order, coordinating the relations between people and people, improving the quality of the population and the degree of social civilization.

C. Pay Attention To Local Historical Context Features.

The so-called the nation is the world, the planning and construction to be able to develop continuously, the premise that any development is to respect the history, therefore the protection of local historical context should be the primary consideration factors of any planning and design. The city's historical context includes not only the historic building, the old city also includes the special texture, neighborhood patterns, habits and so on, so it is more important to human history carrier deep utilization and city culture connotation extension[11]. Once again, the protection of local characteristics of the way does not mean by protecting single Museum, take city protective renovation activities determine the construction level of protection of cultural relics, suit one's measures to local conditions to determine the construction planning mode of protection of historical and cultural relics of different, such as combining the pedestrian area construction and protection of historical buildings, updated to meet the modern requirements for internal use, outside to keep old traditional architectural style,
Finally, the characteristic of the city that can best reflect the details of life, should the regional characteristics of detailed study plan, respect local local materials and colors. We should extract details from the local houses, city, street in the old city as a design element, and then convert to the use of the planning and design of new town on. They'll give the planning and city design brings strong characteristics of the local culture, thus bringing should be identifiable as the city.

D. Strengthen Planning And Executive Ability

We say that the sustainability of the city planning, although this construction of environment whether respect for history respect for cultural society, whether can the long-term development to create a harmonious social environment, and the key factors of all these efforts to explore and realize the is planning is able to smoothly perform as expected, if the lack of execution, then planning and careful considerations in science also empty talk can not play its due role, that is the real "unsustainable". From the angle of executive power, hand to determine the overall city planning, city planning and architectural design further need enough attention [12]and respect for the overall planning, broad principles should not change; on the other hand, in the implementation process should not let the market rules and economic reasons too hindered planning execution, control need to have long-term vision, give full play to the guiding role of city planning control, realize the sustainable development of city space quality of environmental quality.

Conclusion

With the rapid development of social economy, the

---

9 Lengauer, Thomas. Combinatorial algorithms for integrated circuit layout. Springer Science & Business Media, 2012.

10 Wang, Liuping. Model predictive control system design and implementation using MATLAB®. Springer Science & Business Media, 2009.

11 Zhu, Jie, and Qianghua Duan. "Urban waterfront landscape cultural design studies." Remote Sensing, Environment and Transportation Engineering (RSETE), 2011 International Conference on. IEEE, 2011.

12 Kawamoto, Hiroaki, and Yoshiyuki Sankai. "Power assist method based on phase sequence and muscle force condition for HAL." Advanced Robotics19.7 (2005): 717-734.

process of city more and more quickly, the status and role of the city has become increasingly prominent and important; the problem of sustainable development is not only a problem of ecological balance, sustainable utilization of environmental protection and resource, is more concerned about the social problems of city life quality of life. The introduction of sustainable development in city planning ideas, resources and environment system of city development and bearing capacity based on support, realize the coordinated development of city economy, society, population, resources, environment, to create a permanent eco city sustainable development for our local residents and descendants, is the times and social demand. Sustainable city planning and construction of the ultimate goal is to achieve the sustainable development of economy, the sustainable development of ecological environment, the sustainable development of the society and the state, to create a diverse harmonious city space.

REFERENCES

[1] Barone, Tom, and Elliot W. Eisner, eds. Arts based research. Sage, 2011.

[2] Benford, Steve, et al. "The error of our ways: the experience of self-reported position in a location-based game." UbiComp 2004: Ubiquitous Computing. Springer Berlin Heidelberg, 2004. 70-87.

[3] Buyya, Rajkumar, Anton Beloglazov, and Jemal Abawajy. "Energy-efficient management of data center resources for cloud computing: a vision, architectural elements, and open challenges." arXiv preprint arXiv:1006.0308 (2010).

[4] Di Martino, Adriana, et al. "The autism brain imaging data exchange: towards a large-scale evaluation of the intrinsic brain architecture in autism."Molecular psychiatry 19.6 (2014): 659-667.

[5] Dodson J. The 'infrastructure turn'in Australian metropolitan spatial planning[J]. International planning studies, 2009, 14(2): 109-123

[6] Hall, Peter, and Ulrich Pfeiffer. Urban future 21: a global agenda for twenty-first century cities. Routledge, 2013.

[7] Hirsch F. Social limits to growth[M]. Routledge,2005.

[8] Kammen M. Mystic chords of memory: The transformation of tradition in American culture[M]. Vintage, 2011.

[9] Kawamoto, Hiroaki, and Yoshiyuki Sankai. "Power assist method based on phase sequence and muscle force condition for HAL." Advanced Robotics19.7 (2005): 717-734.

[10] Lengauer, Thomas. Combinatorial algorithms for integrated circuit layout. Springer Science & Business Media, 2012.

[11] Wang, Liuping. Model predictive control system design and implementation using MATLAB®. Springer Science & Business Media, 2009.

[12] 1Zhu, Jie, and Qianghua Duan. "Urban waterfront landscape cultural design studies." Remote Sensing, Environment and Transportation Engineering (RSETE), 2011 International Conference on. IEEE, 2011

Study on the innovation of urban public service supply mechanism

Zhang Yi*

School of Public Management (SPM)

Yunnan University of Finance and Economics

Kunming, P.R.China 650221

Jenny_ zhang186@126.com

Zhang Yinzhu

Law school

Yunnan University of Finance and Economics

Kunming, P.R.China 650221

1093464531@qq.com

Abstract—**The innovation of urban public service supply mechanism is the key factor to determine the success or failure of the local government's public service. The innovation of public service provision mechanism of city government is conducive to meet the needs of people's public life. It is an important part of the social economic system reform in China, it is also an important guarantee to promote the implementation of public service functions of the local government. In this paper, the existing problems of urban public service supply mechanism in our country is focused. This paper puts forward that the innovation of urban public service supply mechanism should promote the management reform of urban administration system and mechanism, and should establish diversified cooperation mechanism, improve personnel training mechanism, improve the performance evaluation mechanism.**

Keywords—urban; public service mechanism; innovation; government

I. INTRODUCTION

The supply of public service is not only an economic problem, but also a public management problem. To be viewed from the current situation, development process and the practice of reform and innovation of the public service supply overseas, most of which are born and carried out under the guidance and inspiration of the public service supply theory, Of course, there are theories of public service supply from the summary, refinement and sublimation of the practice of public service supply. Theory guides practice and theory from practice run parallel. What needs to be pointed out is that the theories of public service supply come mostly from the west. They play important roles in the studies of public management and practice of public service supply in our country.

China as a developing country and a country undergoing its transition, the public demand for public services continues to increase, the requirements for government are also getting higher and higher; At the same time, improving the socialist market economic system, building a well-off society in an all-round way, also put forward new requirements for the government's public service supply capacity. From the perspective of urban construction and development, the research on the mechanism of urban public service supply has very important theoretical and practical significance to our country at present.

II. THE SIGNIFICANCE OF THE INNOVATION OF URBAN PUBLIC SERVICE SUPPLY MECHANISM

Improving the urban government public service provision mechanism can enhance the attractiveness of the city, and it is conducive to the introduction of social capital and effective management, The city government lies directly under the national government, is a national administrative organization of the city, and is an important part of realizing the public social service in a country. Therefore, the urban government must pay attention to the innovation of public service supply mechanism. Specifically, the innovation of urban public service supply mechanism has the following important significance.

Firstly, it helps government to meet the new objective for the new public management. New public management requires the government to provide better public services, to build a government of customer satisfaction. Therefore, the government should take the initiative to care for public needs, to provide public services to customers, and to construct innovation mechanism of urban public service supply. The relationship between the government and the public shifts from a one-way street of providers and receivers to a two-way street of customers and entrepreneurs, so as to provide new ideas for how to achieve public service innovation.

Secondly, it is conducive to promoting the equalization of public services. Harmonious society has the basic requirements of equalization of public services, so as to make scientific and overall planning of urban and rural areas, so that social fairness can be reflected. The innovation of urban public service supply mechanism, provides the service system of public services for the economic development of the urban public welfare. In a city, those involved are science and technology, education, culture, health care, sanitation, sports, labor and employment, environmental protection, social security, social security, the prevention and management of public emergencies, and many other aspects. Equalization of public services must be based on the quantification of public services as the standard, so as to divide people's needs into levels, and to formulate the lower limit in combined with the service capacity of the government.

Thirdly, to improve the efficiency of public services. At present, China's public service has gradually developed into a relatively large system. As the composition of supply and demand sides is getting more and more complex, Government departments and non-profit organizations need to do a good job in division of labor, for tacit coordination. However, there are differences of mode and management among the above departments, which are easy to cripple the efficiency of the whole system. To innovate urban public service supply mechanism is to aim at enhancing the efficiency of public services, give full play to the role of information transfer by optimizing the public service process.

Fourthly, it helps to promote transparency of public services .The public policy system can not be separated from the standardization as its support system, only the formulation, release and implementation of the relevant scientific standards

can ensure that the public to grasp the relevant laws and regulations, policies, and then realize the transparency of public services. This is also an important measure to avoid too flexible operation. Therefore, only the innovation of public service supply mechanism give full play to the role of multi-party participation and consultation, can the transparency of public services be ensured.

III. THE EXISTING PROBLEMS OF URBAN PUBLIC SERVICE SUPPLY MECHANISM

Needless to say, there are still many difficulties and obstacles in the current innovation of urban public service supply mechanism, mainly manifested as:

A. The subject depends too much on the government, there lack of diversified participation

In recent years, the main body of China's urban comprehensive public service platform shows a trend of diversification ,local government departments (mainly street offices), the grassroots autonomous organizations (neighborhood committees or village committees), civil society organizations constitute the main body of the operation. However, the city comprehensive public service platform in the actual work is still too dependent on the government, the diversified participation on the basis of the autonomy is obviously insufficient.

B. The source channel of operation funds is narrow, and the security capacity is low

Firstly, the standard and level of financial investment are low. At present, county (district) level finance is the main source of funds for the operation of grass-roots level public service platform in china. However, in the existing financial system, financial investment ability of county (District) level is generally weak, as a result, it tends to focus on the input of the office, office equipment and other hardware facilities, whereas level and standard of input on equipment maintenance, staff salaries and other daily expenses are generally low, so that the platform can only maintain a barely running state.

Secondly, Barriers exist while lack of attraction to social capital. most platforms are still mainly undertaking the social management and public service works transfered from the

government, it obviously lack of attractiveness for social capital, which is money driven for the most part. It is generally cheap to get a variety of convenience services provided by the platform, which seriously restricts the enthusiasm of social capital to participate in the operation of the platform.

Thirdly, Civil society organizations are weak to raise funds. The public service projects bought by governments at all levels for civil society organizations are still quite few and the funds are limited. Supports from the foundation, enterprise or individual donations need to set special administrative bodies and accept the audit, which is a serious challenge to civil society organizations, because they are generally small in size.

Lastly, China's civil social organizations use their own funds to carry out public welfare activities or provide public service is still under stringent restriction rules, this forms severe restriction for the civil society organizations involved in the operation of the platform.

C.Lack of support capacity of human resources, to improve the quality of service is restricted

1)Low professional quality

At present, the personnel of the platform mainly consists of the crew of grass-roots government agencies or autonomous organizations, skilled staff with professional knowledge are rare. Besides, due to the shortage of operating funds, it is difficult to organize qualified and effective business training. The low quality of service seriously restricts the improvement of service quality.

2)Occupation setting is not reasonable

Due to personnel shortages, the crew have to play multiple roles. In addition, to sequence the importance of the work, the administrative work generally stands a priority to the service work, some full-time staff are even deployed to engage in administrative work, leading to the unstability of the service personnel team.

3)High employee turnover

The lack of clear, reasonable and standardized funding channels for the funds of operation, especially for the treatment of staff members, resulting in generally low wages. It not only makes difficult to recruit highly qualified professional personnel and also makes on-the-job personnel

unstable, this enhances extremely adverse effects for improving the quality of service.

D.Operating mechanism lacks performance evaluation, resource-using efficiency is fairly low

The setting of the main body of implementation of Performance evaluation is unreasonable. At present, many regions still appoint the county (District) level government as the main body of implementation of the performance evaluation. However, due to the operation bodies of the major platforms are the grass-roots level government agencies, or the autonomous organizations on the grass-roots level which have very close relationships with local governments, it is actually an own assessment, and sets difficulty to ensure an impartial evaluation results with objective.

The evaluation procedures lack scientificalness. At present, the performance evaluation is usually post-event assessment, but lack of pre-event assessment and assessment in progress for the operation of the platform, so it sets barrier for the performance evaluation to give its full play in improving the efficiency of resource using.

There are defects in evaluation index system. At present, many regions set only the operating funds situation of platform, the performance of the staff and the satisfaction of masses as the core indicators of performance evaluation, But as for the social organization participation, the social work professional personnel's function and the platform operation latent risk and many other indicators, do not have adequate consideration, so it is difficult to comprehensively and objectively reflect the operation of the platform.

IV.SUGGESTIONS ON THE INNOVATION OF URBAN PUBLIC SERVICE SUPPLY MECHANISM

The basic idea of the innovation of urban public service supply mechanism, is the introduction of market competition mechanism, To take part of the public functions of the government and put them to the market. To establish the operation mechanism of public service, which is based on the concrete operation of the market and the macro management of the government, the works can be done from the following aspects specifically.

A.Promoting the mechanism construction of effective participation of diversified operation main bodies

1)To further clarify the responsibilities of governments at all levels in the operation of the platform

Firstly, strengthen the integration and coordination towards the operation of the platform of central government and relevant ministries; Set the basic behavioral norms and basic service content, service function and service standard for the platform operation ; To make clear all kinds of security measures for the normal operation of the platform by governments of all levels, and to give proper support to the platform operation in less developed areas.

Secondly, Provincial and municipal governments should bring the guarantee for the normal operation of the platform into construction plan for community, basic public service system, and give full play to the role of the platform in promoting the coordinated development of urban and rural areas and regional balanced development.

Thirdly, is to further strengthen the county (District) level government's leading role in the operation of the platform, and improve planning, investment, inspection, supervision and other mechanisms for the operation of the platform.

Fourthly, to set township governments and street offices as the main bodies of the direct onus for platform operation; Establish and perfect the positive interaction mechanism in between them and the operational main bodies of the platform.

2)To further rationalize the relationship between the governments at all levels and the operational main body of the platform

Firstly, In accordance with the "Separate management with the operation, divide administration with affairs" principle, further promote the function transfer of governments at all levels, Secondly, in accordance with the principle of grass-roots level autonomy, sort out the responsibilities of the grassroots autonomous organizations; Sort out the responsibilities of the governments at all levels and governments' dispatched institutions in the operation of the platform, and enhance the autonomy of grass-roots autonomous organizations in the operation of the platform. Thirdly, perfect the system of Government buy public services from social organizations, and promote the autonomy of civil society organizations which act as the main bodies of the platform operation.

B.Establish the multi-structure supply mechanism of urban social public service

Firstly, introduce market mechanisms to attract social capital investment. We should encourage and guide the social capital to participate in the supply of public service resources in the construction and operation of public service facilities，For example, we may use the PPP, BOT model, to achieve a win-win situation for the government, enterprises and residents; By means of tax relief and other ways to attract social capital, investing in hospitals, education and other types of social and public services ; By quota sales and other means, constraining main bodies in the market to provide the corresponding social and public service facilities.

Secondly, speed up the cultivation of social organizations, and enhance the ability of participating of social organizations. Government purchase social and public services is currently an important way in the cultivation and support of social organizations. In addition to the direct purchase of the government, we can also take the corresponding tax cuts or subsidies and other forms of support, to gradually cultivate and improve the social organization.

Thirdly, establish multi-main body cooperative network operation mechanism. The mechanism must penetrate into the whole process of the supply of public service in the city, include: collaborative demand expression, collaborative decision making mechanism and collaborative production mechanism and other aspects, for the guarantee of the realization of the overall effect and the amplification effect of the multi-main body collaboration supply.

C.Perfect the training mechanism for the social work professional talent

No matter from the structure, the quantity or the ability perspective, public service personnel in China is very scarce and far from the requirements for public service work. In order to meet the needs of innovative urban public service supply mechanism, we need to start from the method, the strength and the mode and other aspects, to truly realize the breakthrough of talent cultivation.

Firstly, we should establish a well built system of personnel

training. The system is not just the responsibility of educational institution, but also related to the industry, the government and enterprises and other aspects, only to play their respective advantages, do a good job cooperatively，can we foster the talents meeting the actual needs; Deepen the reform of vocational education and vocational training system, and establish a market oriented vocational education and training system for social work professionals. Adjust curriculum and professional setting according to market demand, and strengthen the construction of training base. Give full play to the advantages of the vocational education; Give full play to the advantages of the vocational training development and human resources redevelopment.

Secondly, to set creating the environment, promoting the standard more transparent as the premise, and attract professionals from different fields to participate in the standardization work; Thirdly, do a good job in network training. Promote the rapid spread of standardized knowledge, based on the network, providing learning platform for interested parties. Promote the rapid development of the training and education work, combining multi module learning, forum opening, issuing certificates, etc altogether.

Finally, establish and improve the evaluation mechanism and incentive security mechanism of social work professionals in the field of grass-roots public service, and gradually improve the social work professionals overall pay, promoting stable employment.

D.Establish and improve the performance evaluation system

In accordance with the principle of value neutrality and interest free, and on the basis of adhering to the guidance of the government ，establish the performance evaluation mechanism of the platform operation by the third party. Evaluation of public service efficiency should be the evaluation for the whole process, it needs to involve internal and external, security, social (cost and revenue), and other factors. Establish an organically integrated, whole process performance evaluation system, for the pre- event, under-event and post-event. Improve the scientificalness of the evaluation procedures, and give full play to the role of assessment results on improving operational efficiency and resource use efficiency of the platform. Set being comprehensive, scientific

and flexible as the principles, establish and perfect the system for the performance evaluation index of the platform operation, making performance evaluation to be capable of reflecting the whole picture of urban public service operation.

V.THE CONCLUSION

With the development of economy and society and the deepening of the reform of public service, keep promoting the innovation of public service supply system and mechanism, and providing a more equitable, effective and efficient public service to the public, has become a common study for nowadays governments all over the world. Perfect urban public service innovation system, can have all kinds of resources needed for the construction of urban public service effectively integrated and reasonably allocated ,so as to maximize the efficiency of innovation and reduce the cost of innovation.Construction of urban public service innovation mechanism, is an important content of the innovation system construction in the new era, which is bound to play a positive role in promoting the social economy of city and achieving sustainable development..

REFERENCES

[1] Li Fengqin. A Review on the Study of Urban Community Public Service in China [J].Study on Urban Development.10th 2011
[2] Li Chun. Study on Multi-cooperation Organization of Urban Community Public Service [J].Theory Monthly.3rd 2012
[3] Lin Mingang. Study on the Social Service Management System and Mechanism in China [J].Journal of Huazhong Normal University (HUMANITIES AND SOCIAL SCIENCES).3rd 2013
[4] Gao Xuelian. Review on the Study of Urban Public Service from the Perspective of Public Economy [J].Study and practice.7th 2012
[5] Wang Chun. Public Service Allocation and Residents' Life Satisfaction of Large Residential Area Outside the City-- A Case Study of Beijing City [J].City Observation.1st 2012
[6] Zhang Xinglong. Study on Farmer-worker's Citizenship and Urban Public Service Supply from an Inclusive Growth Perspective. Northwest Agriculture and Forestry University.2012
[7] Chen Lupin. Urban community public service: the main body, action and strategy[D]Nanjing University.2013Win7

Analysis on Promotion of Government Information Disclosure for Social Welfare

Li Ya
School of Public Management,
Yunnan University of Finance and Economics
Kunming 650221
E-mail:llyy500@163.com

Abstract — **Government information disclosure is of great significance in terms of social welfare in that it may promote the development and improvement of social welfare. The author intends to discuss the social welfare nature of government information disclosure, based on which suggestions are proposed.**

Key words—social welfare; government information disclosure

The enactment and implementation of the Regulations of the People's Republic of China on Government Information Disclosure (hereinafter referred to as the Regulations) is a great event in the administration and legal system history of China. Some even refer to it as "the third great revolution" following the Administrative Procedure Law and the Administrative License Law.

I. GOVERNMENT INFORMATION DISCLOSURE AND SOCIAL WELFARE

The nomological basis of government information disclosure is the right to know, which refers to the citizens' freedom and right to receive, pursue and access the information mastered by the government. Through 70 years' development, the right to know has been a basic human right which is extensively emphasized and established and protected in the form of law by all the countries in the world. One of the fundamental intents of social welfare is to secure the realization of the citizens' basic human rights; hence government information disclosure, as a legal expression of the basic human right to know in China, has natural connection to social welfare theoretically and practically.

A. Government Information Disclosure Is a Kind of Social Welfare Objectively

The 21st century is known as a "century of information". The term "information" becomes a part of the name of an era, which means that information, like basic life necessities, has been an indispensable basic material for the people's production and life. It is safe to say that the right in relation to information has become a part of the people's life right and personal right.

Government information impacts the people's survival and their life quality, and is closely related to our sense of safety and happiness. For example, it is specified in Articles X and XI of the Regulations that the people's government of and above the county level as well as its departments shall determine the specific content of government information to be disclosed initiatively within their respective scope of responsibilities, and the following government information shall be mainly required to be disclosed: the management, use and distribution of funds and materials in relation to poverty relief, education, medical care, social security, employment promotion, emergency plan for unexpected public events, prewarning information and treatment information; environmental protection, public sanitation, production safety, food and drugs and product quality; urban-rural development and management, construction of social public welfare undertakings, land requisition and expropriation, house movement and compensation, distribution and use of subsidies; disaster relief, preferential treatment compensation, remedy and social donation. Meanwhile, such public enterprises and institutions shall be required to implement the Regulations as education, medical care and sanitation, family planning, water supply, power supply, gas supply, heat supply, environmental protection and public transport. Such information is directly related to the people's livelihood and impacts the daily life of everyone. Government information disclosure is closely related to social welfare whether directly or indirectly. Therefore, it is reasonable to consider government information disclosure as a kind of social welfare arrangement or social welfare system covering the whole country.

B. Government Information Disclosure Is a Kind of Welfare for the Entire People

Social welfare in a broad sense involves each aspect of the material and spiritual life of the entire people. It refers to the policies and measures taken as well as the welfare facilities and related services provided by the government and the society to improve the material and spiritual life of all the social members. The objects of government information in a broad sense are all the citizens and social organizations, so it may be considered a kind of welfare for the entire people. In that point, the purpose is made clear in Article I of the Regulations from the very beginning: "In order to secure the legal access of citizens, corporations and other organizations to government information, improve the transparency of government work, promote administration pursuant to law and bring the service role of government information into full play in the people's production, life and economic activities, this Regulations is hereby formulated." Instead of a privilege for the minority, government information disclosure covers the

whole society. The government shall not only extensively publicize important information to the whole society on its own initiative in various forms, but it shall also provide convenient channels and places to access such information. Theoretically, as long as the request of the citizens is legal and the information falls in the scope of disclosure, the governments of different levels shall satisfy such request in a timely manner. Even if they are unable to provide such information directly, they shall provide help, direction and explicit notification.

C. Government Information Disclosure Is Social Welfare of Higher Level

Social welfare "involves such issues as what the society relies to help the people live happily, what system and policy the society uses to ensure their happy life and how social wealth, opportunities and various materials are distributed among the social members." In the 1990s, the US scholars proposed the idea of "information welfare society" for the first time. Subsequently the Korean scholars defined "the right of information welfare": "In the times of information, all the social members shall be secured with equal right to access information, obtain useful information and enjoy information autonomously. In other words, with the development of the information society, as a citizens' right, the citizens shall be secured with the right to access information media, the right to receive information service, the right to use information and the right of information welfare." We should say that information welfare is the latest development and higher-level representation of social welfare.

Firstly, government information disclosure is a resource distribution mechanism. Information is a resource which means wealth. Reasonable distribution of resources has been one of the key points for the social welfare system of each country. Therefore, government information disclosure system may be considered a way of public information resources, in particular, the citizens' right to know, right of involvement, right of expression and right of supervision secured by the system are for the purpose of more reasonable allocation of such public resources.

Secondly, government information disclosure is an opportunity equality mechanism. One of the modern representations of wealth and opportunity is information. The time, quality and degree of information access and the ability to use information have been critical elements determining the personal business success and national prosperity. Each person, from birth to death and from school to employment, is faced with the issue of opportunity equality, while various social organizations under the market economy system hope to have a macro-environment of fair competition. Looking back, we find that the social unequal phenomenon revealed by media are fundamentally caused by information insufficiency, asymmetry and in accuracy. Government information disclosure, to a large extent, is determined in response to the public voice for an equal society and the demand of market economy.

Thirdly, government information disclosure is a demand satisfaction mechanism. People are owners of the country and to know about various government behaviors representing their interests is the basic respect for them, which is the main reason why the right to know becomes an indispensable part of the human right. If the people may get involved in the political process of the country with this opportunity and make their claim influential and even realized to promote the national political process with their own forces, it is the greatest self-realization for each citizen of sense of social responsibility.

And finally, government information is a democratic involvement mechanism. Democracy is the greatest social welfare. Public involvement is one of the main ways to realize democracy. For involvement, the first should be to know, based on which opinions are proposed, expressed and realized. Therefore, accessing government information is a necessary condition for the citizens to realize democratic involvement. Without "knowing information", it is impossible to "know politics", hence government information disclosure securing the right to know becomes the basic precondition to realize the greatest social welfare of democracy.

II. GOVERNMENT INFORMATION DISCLOSURE AND INFORMATION WEAK GROUPS

The objects of social welfare in a narrow sense are weak groups of the society. Amartya Sen, the Nobel Prize Winner in 1998, holds that the true meaning of poverty is the poverty of population in the ability and opportunities of creating income; poverty means that the population in poverty is in lack of the ability to obtain and enjoy a normal life.

In the times of information, almost all the social activities cannot go without information and communication means. Involvement would be impossible without information and communication, which leads to the loss of the opportunity to generate income and improve life. That results in a kind of new poverty–information poverty. In reality, although different weak groups need improve different abilities and get different helps, weak groups tend to be "information weak groups" in general, with the characteristic of "information poverty". In other words, they lack basic means, equipment and ability to access and use information, with the occupation of information resources significantly less than other groups, which causes further economic and spiritual poverty. In this way a vicious circle hard to overcome is formed.

Government information disclosure is one of the feasible ways for weak groups to access information concerning survival and development and to get rid of information poverty, thus to improve the condition of material and mental poverty. It mainly includes two reasons:

Firstly, government information disclosure helps weak groups get basic security for survival. In the society most of the helped or supported know nothing about the social welfare policy of the government. They have no idea about the channels and ways to seek for help or their rights and interests of social welfare. The personal and family tragedy of various weak groups is always accompanied with the ignorance resulting from information poverty. Government is the primary principal of social welfare, the formulator of social welfare laws, regulations and policies, the main provider of public products and the manager for the operation of social welfare system. The government masters a majority of the social welfare resources and information. For weak groups, it is directly related to their survival whether they can effectively

get such information to be helped or supported, or be taken into the welfare system through information channels.

And secondly, government information may help weak groups get the opportunity to improve their state of survival. It is the social welfare obligation of the government to provide weak groups with various necessary opportunities to improve their state of survival. The massive information mastered by the government will definitely include the information of various kinds required to help weak groups improve their life. The key is whether such information can be effectively developed and utilized and publicized to the society in a timely manner. On the level of practice, government information disclosure has shown its power in serving weak groups. For example, the information released by the government for farmer workers in relation to labor employment and agricultural product supply and demand, the medical care information released for the aged, and right maintaining law popularization publicity for the women suffering from family violence and the social security information for the unemployed in urban areas … such information irrelevant to the common people is probably a ray of morning twilight for the weak groups to get rid of their present situation of poverty and return to normal life. Government information disclosure is an opportunity. It is an opportunity for weak groups to start a new life as well as an opportunity for the government to recreate its image, transform its functions and serve the people down to earth.

III. APPROACH TO PROMOTING SOCIAL WELFARE WITH GOVERNMENT INFORMATION DISCLOSURE

A. Emphasize the Issue of "Information Gap"

"Information gap" is represented in multiple forms, in China mainly represented as the difference between developed regions and underdeveloped regions, urban areas and rural areas, and among different classes or groups in terms of the right and ability to access and use information. As information and economy are closely connected, such difference will not only cause inequality in information access, but it will also cause a series gaps in such aspects as economy, politics, culture and life quality. "Its direct consequences are social structure unbalance, right unbalance, wealth gap, disorder and poor development, causing social conflicts." Government information disclosure relieves the issue of information gap to some degree. Economic position is the primary cause for information gap, while the public welfare, open and equal nature of government information eliminates the difference in information capacity resulting from economic difference. It is just a relief instead of a real solution, but it may give us several implications.

Implication I: The presence of information gap has already caused social inequality, which is a new destructive power for the social welfare system. Information gap will not disappear naturally and it will worsen if left on its own, causing a series of consequences hard to control.

Implication II: It is the responsibility of the government to eliminate various social inequalities. In the campaign of eliminating digital gap, the government is not only the commander, but also a fighter on the frontline. The purpose of various public welfare or inexpensive means of information access led by government is to resist the inequality of social resource distribution by the means of social welfare.

Implication III: The issue of digital gap is extremely complicated, which requires comprehensive means of treatment, such as improving the social informatization level of underdeveloped regions, reducing the cost of information access, helping the public establish the sense of information, improving the public skills of information and emphasizing information poverty relief.

Implication IV: The informatization of the government itself is critical, which includes both the software and hardware informatization construction of the government and the informatization construction of the government officials' minds.

Implication V: Strengthen the construction and service of such public culture and information institutions as libraries and archives to bring their role of regional information center into play, with priority given to the security of basic information demand of the local public.

B. Cluster Social Forces to Provide Broader and Simpler Channels to Obtain Government Information

Presently there are to primary approaches of government information disclosure in China: one is the websites of governments of different levels and the other is the government information consultation center. For the common social public, the two approaches may basically solve the issue of access to government information. However, the two approaches obviously have the problem of incomplete coverage: no attention is paid to the groups who cannot use computer and internet due to economic conditions or use ability, the groups of low education level are ignored and the attention to the disabled is insufficient. Although it is required in the Regulations that the governments of different levels disclose government information in various ways convenient for the public and it is particularly specified that necessary help should be provided for the citizens of difficulty in reading or with audio visual disorders, "convenience to know" is not realized extensively due to insufficient emphasis or inability of the government. Therefore, various communication channels should be sought for in addition to traditional information channels to communicate government information to the groups in urgent need of such information welfare.

C. Strengthen the Development and Utilization of Government Information Resources

Government controls the resource treasury of government information, while most of such precious resources are in closure and sleep. With low degree of publicity and sharing, such information is neither known nor used by the people. The presence of a large number of information isolated islands makes it difficult to bring the basic information value of government information resource into play, not to mention its social welfare value. To change the situation, the government should enhance information resource development and utilization, and public archives and libraries should also become a leading power to join in the work. Public archives and libraries are not only statutory government information reference center, but also the most specialized information development and utilization departments in a region. As public cultural undertaking units, they should gain achievements in terms of effective development and utilization of government

information to serve the society with their specialty and to satisfy the public demand for social welfare with public information services and information products.

D. Help Weak Groups Improve the Conditions for Access to Information

Helping weak groups is the center of social welfare work, and government information disclosure should also emphasize and provide great support for weak groups. Instead of being limited to finite material support, modern social welfare has turned to the way led by ability improvement. Weak groups tend to lack the abilities and conditions to adapt to the society due to various reasons which naturally include the skills of information access and utilization. "Information ability endowment" for them is a necessary means. With reliable source, government information is easy to access and the content of such information is greatly helpful for weak groups. Starting with accessing government information may help them master the skills of social life, return to the society and enjoy the social welfare they deserve.

Weak groups require different information abilities, some in lack of necessary information equipment due to economic reasons, some unable to use information means due to physiological reasons and others unable to effectively understand information due to education level. That requires that the way of information ability endowment must be individualized according to their respective characteristics and information demands. However, the government obviously has no such conditions and capacity to serve individuals, and actually it is not necessary for the government to do so. The advantages of government are to direct, make overall arrangement of and mobilize social forces. In particular, under the background of "micro-environment and macro-society", only mobilizing and relying on the social forces is the solution to the issue.

REFERENCES

[1] Xiang Zuoqun. Research on Government Information Disclosure System. Beijing: Intellectual Property Publishing House. 2007.

[2] Qian Ning et al. Ideology on Modern Social Welfare. Beijing: Higher Education Press. 2006.

[3] Robert Alan Dahl. Translated by Li Boguang and Lin Meng. On Democracy. Beijing: the Commercial Press. 1999.

[4] Wang Wanhua et al. Research on Right to Know and Government Information Disclosure System. Beijing: China University of Political Science and Law Press. 2013.

[5] Li Guangyu. Textbook for Judicial Interpretation of Government Information Disclosure. Beijing: Law Press China. 2011.

[6] Zhu Yougang. Research on Government Information Disclosure from the Perspective of Service-Oriented Government. Doctoral Dissertation of Shandong University. 2012.

[7] Wang Fang. Social Information Welfare and the Approach to Realization, in Book Information Work. 2009 (18).

[8] Sun Guangde and Dong Keyong et al. Overview of Social Security. Beijing: China Renmin University Press. 2004.

The Study of Chinese Government Performance Management on Public Comment:

Taking the Public Comment in Kunming as Example

Hu Xiaodong

China Institute of Industrial Relation
Department of Public Management
Beijing, China
huxiaodong97@163.com

Chen Jueru

Yunnan University
Department of Public Management
Kunming, China

Abstract—**Scholars who study government performance evaluation will not neglect the public comment, for it is largely beneficial to improve the government's administrative efficiency, public service level and public satisfaction. Public comment in China, with the distinctive Chinese characteristics, is one of the most effective forms using by Chinese local governments to let citizen participate in government performance evaluation. But most local governments all over the country pay little attention on citizen participation in government performance evaluation. No matter the selection of evaluation subject, or the design of the evaluation index system is not that reasonable. To solve the problem of public comment in our country at present stage, to make our public comment a more scientific and effective one so that it can be given full play, we should starting from four aspects, including selecting evaluation subject, deciding evaluation content, designing evaluation index and using the evaluation results.**

Keywords—government performance evaluation; citizen participation; public comment

I. INTRODUCTION

Government performance management, using the scientific methods, is aiming at improving government performance. It is based on the accurate evaluation of government performance, which including four aspects, performance planning, performance monitoring, performance evaluation and performance feedback. Performance evaluation is the core content of government performance management. And the key to performance management is to achieve the objectivity, scientificity, fairness and effectiveness of the government performance evaluation. Accordingly, we believe performance evaluation is essential to the government performance management. Public comment in China, usually under the leadership of party committees and governments at all levels, is a tool to promote administrative efficiency and to improve the public service level by organizing public participation in government performance evaluation orderly. As one of the most effective forms of citizen participation in government performance evaluation, public comment is an indispensable part of the study on Chinese government performance management for being full of Chinese characteristics.

II. THEORETICAL BASES OF PUBLIC COMMENT

A. New Public Management Theory

Following the western administrative reform wave after 1980s, new public management theory comes into practice. It is a modern form of public administration theory, a crystallization of applying "managerialism" to the public sector. The assumption was made by new public management theory that the management of public organization and private organization are similar in nature. This theory emphasizes results, focuses on clients, adopts management method which used to be in the private sector to promote administrative efficiency, and introduces competition mechanism to improve the quality of public service. Public comment, as an effective form of government performance evaluation, happens to coincide with the idea of new public management theory to emphasize results. In addition, "customer oriented" stresses in new public management theory means government should regard public or citizens as its clients and provide them with high quality public service. As a result, citizens should be involved in the evaluation subject during the process of government performance evaluation. And this could explain the rise of the public comment in Chinese local government.

B. New Public Service Theory

New public service theory, based on the criticism of the new public management theory, is a series of thoughts and theories about the role public administration plays in the governance system which placed the public service, democratic governance and citizen participation in the center position. The basic idea of new public service is that the fundamental responsibilities of the government neither to "steer" nor to "paddle", but respond to citizen's demands, provide service to the citizens, take responsibility for the greater public interest, by considering citizens as the owner of the country and the government. Because of this, government performance evaluation, including public comment, has to center on citizen, regard the satisfaction of the citizen as the standard, and the evaluation process must involve a wide range of citizen participation.

III. CASE REVIEW OF THE PUBLIC COMMENT IN KUNMING

As one kind of public comment, Kunming municipal government's professional style masses appraisal in Yunnan Province, under the leadership of the CPC municipal committee and municipal government, made a great achievements in further improving the professional style and connecting with the general public, by letting the public appraise the professional style of 87 municipal departments and 27 public enterprises and institutions. Over the years, although the positive exploration of public comment in Kunming has achieved results, its appraisal still has some problems to be solved. By learning about the program and the actual implementation of appraisal in 2014, we can review this appraisal, at the same time, conducts an in-depth analysis of its existing problems and causes.

A. Program of Appraisal

1) Constitution of Evaluation Subject and Rules of Appraisal

The evaluation method was adopted by the way of the combination of appraisal questionnaire survey(50%), online assessment(10%), orientation measurement(10%) and daily evaluation(30%), and its synthesis score will be the final evaluation result. In the questionnaire survey part, more than 5,000 particular representatives were asked to complete 2014 Kunming masses appraise the professional style of municipal government questionnaire (hereinafter referred to as appraisal questionnaire). These particular representatives are more than ordinary citizens, they have another important identity, like representative of CPC Kunming Committee, member of the CPPCC Kunming Committee, deputy of Kunming Municipal People's Congress, and even representative of municipal leaders and officers. The online assessment is finished by people from all walks of life visiting the official website of Kunming and fulfilling the online evaluation. Both the questionnaire survey and the online assessment have a question about the professional style appraisal of the government department to all the Kunming municipal government departments. Under this question, there are four options, namely, "Satisfaction", "Basic Satisfaction", "Dissatisfaction" and "Have no Idea". "Satisfaction" is worth 100 points. "Basic Satisfaction" is worth 85 points. "Dissatisfaction" is worth 50 points and "Have no Idea" regards as invalid vote which does not count. The scoring method is to sum all the points together to get the final score of the appraisal. Orientation measurement part is to evaluate a department by selecting a certain proportion of its staffs as delegates to assess its work. There is a special department in Kunming municipal government which is in charge of the daily evaluation. Both the orientation measurement and the daily evaluation are beyond the scope of citizens participation in the government performance evaluation, cause they do not involve the citizens participation, hence will not be discussed in this article.

2) Evaluation Content

The evaluation content mainly concerned about five aspects: the implementation of "eight-point" guideline for fighting bureaucracy and formalism and rejecting extravagance among party members and "ten-point" regulation for transforming the working style and maintaining the close contact with the general public among party members in Yunnan, the execution of remediation on the issue about four forms of decadence deployed by the municipal government, the rectification of the program of mass line education and practice launched by the CPC, the improvement of the administrative efficiency and the public service level and the handling of the problems reported by masses or news and media.

3) Evaluation Index

There is only one evaluation index in both questionnaire survey and online assessment. That is, the professional style appraisal of the government department. The evaluation index consists of four options, namely, "satisfaction", "basic satisfaction", "dissatisfaction" and "have no idea". Besides an extra questionnaire, the appraisal questionnaire survey is almost the same as the online assessment. The extra questionnaire includes only three questions, which is a single-choice question about the overall evaluation of municipal government's professional style, a multiple-choice question about the professional style problem existing in municipal government, and an open question about the suggestions to strengthen the construction of the professional style in municipal government.

4) Evaluation Result Using

In this public comment, the evaluation result using includes five major approaches. The first of these is to use the evaluation result as a part of the target assessment. Secondly, those departments which were the bottom of the synthesis score ranking list would be supervised and urged to overhaul. Thirdly, the main leader from the department which had been the bottom of the ranking list for two consecutive years would have a persuasion and admonition. Fourthly, the evaluation score ranking of all departments would be published from the top down to the bottom in municipal media. Fifth, Appraisal Office of the Municipal Government will give the feedback came from the public to all the departments and urge them to rectify.

B. Implementation

2014 Kunming municipal government's professional style masses appraisal started to make preparations in July 2014, and released the final evaluation result in January 2015. It lasted for half a year. During this time, 5399 valid questionnaires were collected, more than 162,000 people participated in the online assessment, and 689 suggestions were given. The evaluation score ranking of all departments should be published from the top down to the bottom in municipal media according to the program of appraisal. But the reality is that neither can we find the evaluation score ranking nor can we know which department is the last one on the ranking list. All the information we can get just the highest score, the lowest score and the name of the departments on the top of the ranking list. There is no other comprehensive or specific information. Except a piece of simple news on the official web site of Kunming, seldom had this public comment been reported after the appraisal.

IV. PROBLEM ANALYSIS OF THE PUBLIC COMMENT IN KUNMING

A. Existing Problems

1) Evaluation Subject Selecting Is Improper

The selecting of evaluation subject in Kunming public comment is improper. The evaluation subject consisted of more than 5,000 particular representatives and over a hundred thousand people who participated in the online assessment. According to the program of appraisal, these more than 5,000 particular representatives have a huge difference with ordinary citizens. There seems to be some undeniable but subtle connection between these representatives and the government. So those particular representatives cannot represent ordinary citizens and the appraisal made by them is also not objective, impartial enough. In this case, the evaluation result is hard to be approved by the public as the appraisal questionnaire survey which accounted for a large proportion of the whole appraisal was done by those particular representatives. In the second place, no matter evaluation subject is particular representatives or ordinary citizens, any one of them cannot know the responsibilities and performance from all 114 municipal government departments. Asking these people to appraise all the departments can never get a trustworthy evaluation result.

2) Evaluation Content Deciding Is Unreasonable

Although the evaluation content is considered to be very comprehensive, specific and highly consistent with the aim of the appraisal, the decision of evaluation content neglects the difference between each evaluation object. Using the same evaluation content to all the evaluation objects cannot embody the features from diversified evaluation objects. And it even leads to a decrease in validity of appraisal. Moreover, there is another very considerable factor being neglected when deciding the evaluation content, that is, its feasibility study. Ordinary citizens can hardly know the information like the implementation of "eight-point" guideline for fighting bureaucracy and formalism and rejecting extravagance among party members, the rectification of the program of mass line education and practice launched by the CPC or something like that. In other words, that evaluation content is considered to be impractical.

3) Evaluation Index Design Is Unscientific

Compared with the evaluation content, the evaluation index design of Kunming municipal government's professional style masses appraisal is too simple, and is far from forming a set of evaluation index system. For each of the municipal government department, there is only one evaluation index, consisted of four options including "satisfaction", "basic satisfaction", "dissatisfaction" and "have no idea", to evaluate the professional style of each department. Firstly, as the evaluation content carrier, evaluation index should involve some more detailed, more specific index, rather than design a single, broad index based on concrete evaluation content. Moreover, "professional style" is a very abstract, comprehensive concept. To make the appraisal a valid one, several second-level indexes must be set under the first-level index when using "professional style" as the first-level index. One last important point about evaluation index is the set of four options. The accuracy and objectivity of the evaluation

result may severely affected, with "satisfaction", "basic satisfaction", and "dissatisfaction" such vague options , because of some psychological factors. It should be noted that these options just so hard to be quantified. While the difference in them definitely exists, the dividing line is not always a clear one.

4) Evaluation Result Using Become Formalistic

According to the program of appraisal, Kunming municipal government's professional style masses appraisal has five seemingly various evaluation result using approaches. According to the program of appraisal, Kunming municipal government's professional style masses appraisal result using has five approaches. It seems various approaches are used , but this is not the case. First of all, the publication of the evaluation result in this public comment did not do well. The evaluation score ranking of all departments should be published in municipal media according to the program of appraisal. But there is only a piece of simple news been reported symbolically with little detailed information which is closely related to the evaluation result. Secondly, the evaluation result using should involve all the participating departments. But the public comment in Kunming focuses too much on the ranking. No matter the supervise and urge to overhaul, or the persuasion and admonition to the main leader, these evaluation result using approaches only pay attention to the department which rank last. Many departments do not rank last, but they do have some problems to be solved in reality. The neglect of these departments in the evaluation result using prevents them from performance improving and organizational capability developing. The most important thing is that these approaches are almost inoperative. All the evaluation result using approaches fail to pose a big pressure on the participating departments, but only have an indirect affect.

B. Causal Analysis of the Existing Problem

1) Evaluation Subject Know Little about Evaluation Object

Evaluation subject is the core of the performance management. Selecting evaluation subject reasonably directly determines the accuracy of performance evaluation result, affects the scientificity of performance evaluation. From an information processing standpoint, performance evaluation, completed by evaluation subject, is the process of observation, collection, storage, extraction, integration and calculation of performance information related to the evaluation object. The subject's familiarity with the evaluation object determines its mastery of the evaluation object's performance information. Objective evaluation result came, only when enough information about evaluation object was got by evaluation subject. The evaluation subject selection in this public comment is too simple to reasonably select citizen who really knows the evaluation object.

2) Evaluation Content Is Not Targeted

The deciding of evaluation content is an important factor affects the effectiveness of citizen participation in government performance evaluation. Proper evaluation content should be adapted to the evaluation subject, evaluation object, and the purpose of evaluation. To get a valid evaluation result,

evaluation content must be consistent with the purpose of evaluation, target to each evaluation object, and can be easily mastered by evaluation subject. No matter how large the amount of the evaluation subject is, or how scientific the design of the evaluation index system, it will never get reliable evaluation result if the government is evaluated by people who know little information about evaluation content. In a word, the reason why the evaluation content of public comment in Kunming is improper is that the evaluation content is not targeted.

3) Evaluation Index Is Abstract, Simple and General

Evaluation index is the decisive factor that affects the scientificity, accuracy and the objectivity of the performance evaluation. It is about from which aspects the performance of the evaluation object will be measured or evaluated. Performance evaluation index is the carrier of the evaluation content, and it is also the external manifestation of the function of evaluation object. This requires that the performance evaluation index should be targeted, and can not be a single abstract, general indicator, but a set of evaluation index system composed of a number of relevant indicators. Abstract, general and broad evaluation index is not conducive to get an accurate evaluation. It also cannot help to improve the performance of the evaluation object. Evaluation index in Kunming public comment is too simple, abstract and general. So its evaluation index design has to be perfect, and a set of scientific evaluation index system has to be formed.

4) Evaluation Result Using Did Not Give Full Play

An effective public comment cannot be separated from the full use of the evaluation results. Evaluation result using extent has a direct influence on the effectiveness of public comment. If the evaluation result cannot make full use of, not only the great effort taken to get an accurate evaluation result would be wasted, but also the effectiveness of the public comment would be weakened. In this public comment, the complete, detailed evaluation result did not be released as it was asked to. The object of the evaluation result using did not cover all the appraised departments, and the approaches of evaluation result using fail to pose a big pressure on the participating departments. Because of all these, Kunming public comment did not give full play and even almost became a mere formality.

V. COUNTERMEASURES TO THE EXISTING PROBLEM OF THE PUBLIC COMMENT IN KUNMING

Some citizens may lack of public information, knowledge and rationality, even so, the significant value of citizen participation in government performance evaluation in promoting the administrative efficiency and improving the public service level should not be denied. To solve the problem of public comment in our country at present stage, to make our public comment a more scientific and effective one so that it can be given full play, we should rethink about those four aspects, including selecting evaluation subject, deciding evaluation content, designing evaluation index and using evaluation results.

A. Select Proper Evaluation Subject

Evaluation subject is an important factor affects the efficiency of public comment. According to the performance management theory, the primary principle to choose evaluation subject is that the evaluation subject must have the information about the evaluation content. It is hard to promise an accurate evaluation result, if the evaluation subject was asked to evaluate something he or she does not know. A proper evaluation subject should know both evaluation object and evaluation content, and have the information required for evaluation. Direct relative person had direct contact with government, which gives them a great say to the performance or professional style of the government, making them a proper evaluation subject. Meanwhile, ordinary citizens have limited access to the information related to the government. So it is very necessary to involve a certain amount of direct relative person in public comment. Just as Kunming public comment, the evaluation subject is random in most city. Most of these random evaluation subjects belong to indirect relative person. Not as direct relative person, they are not familiar with the evaluation object. Too many indirect relative person participate in the public comment is bad for the objectivity. An increase in the amount of direct relative person when select the evaluation subject should be consider, which can surely improve the accuracy of the evaluation result.

B. Decide Reasonable Evaluation Subject

Reasonable evaluation content should be decided based on a comprehensive consideration for three factors, which are the purpose, the subject and the object of the evaluation. First of all, the evaluation content should be consistent with the purpose of the evaluation. Only when evaluation content is consistent with the purpose of evaluation, the evaluation can achieve the intended purpose, and play the role of evaluation. Secondly, reasonable evaluation content need to take the characteristics, responsibilities and work content of the evaluation object. Different evaluation object should be evaluated by different evaluation content because of its varied working emphasis. The public comment in Kunming forgot the difference in evaluation object, used the same evaluation content to evaluate various municipal government departments. It is very irrational and reduces the effectiveness of the evaluation. Third, to decide reasonable evaluation content, its validity also needs to be given a consideration to. Using evaluation content knew by the evaluation subject ensures the accuracy of the evaluation. Considering the limited public access to the governmental information, and the current work done by Chinese government in making government affairs transparent is not enough. The evaluation content like the implementation of "eight-point" guideline for fighting bureaucracy and formalism and rejecting extravagance among party members, the rectification of the program of mass line education and practice launched by the CPC or something like that is really improper. These things are hard to be known by the ordinary citizens. Without the support of enough information, that evaluation content would be regarded as useless ones.

C. Design Systematic Evaluation Index

Evaluation index design is a highly technical work directly relates to the accuracy of evaluation result, affects the effectiveness of the evaluation activities. A well-designed evaluation index can turn abstract and complicated evaluation content into an easy-to-understand one, and reflect the actual performance of the evaluation object. Therefore, a delicate evaluation index system has to be built to make public comment more scientific, reliable and effective. Firstly, a set of evaluation index system involved several related indexes should be built to serve the comprehensive evaluation content, as evaluation index is the carrier of evaluation content. Secondly, the evaluation index had better be easy-to-understand and able to be quantified, while abstract, general and broad concept should never be used as evaluation index. This can help evaluation subject transform the subjective experience to objective score. Thirdly, evaluation index design needs to give attention to both publicness and otherness. Normally, multiple departments with varied characteristics, responsibilities and work content would be appraised by same set of evaluation index system. Hence, both the publicness and the otherness of evaluation index should be taken into account in the index designing process. Featured index based on the different characteristics, responsibilities and work content should be included in the evaluation system. Unified index and featured index together form a delicate set of evaluation index system.

D. Make Full Use of the Evaluation Result

Evaluation result is not only the product got from the performance evaluation, but also the basis to carry out an evaluation result using. Government performance evaluation should never be a mere evaluation. If the evaluation result has not been made full use of, the whole evaluation would be meaningless and become formalism. Making full use of the evaluation result not only can improve the performance, but also play a role of performance evaluation in regulation, guidance and incentives. However, taking Kunming public comment as an example, the evaluation result using work has not done well. On the use of the evaluation result, the first consideration should be doing a good job in evaluation result publication. To release the result of government performance evaluation can play a significant role in the incentives and supervision of the government. It is also a kind of response and respect to the public comment. And the best way of it is to publish the evaluation report through different channels to accept oversight by the public. Secondly, public comment is not a simple ranking insides the government. Hence , evaluation result using should not be just the reward or punishment based on the ranking. It ought to emphasize the process of the existing problem analysis and countermeasure implementation. Each evaluation object should be required to analyze the existing problems objectively , put forward rectification opinions and implement the rectification. Finally,

linking the evaluation result to the appointment of the main leader of the evaluation object might be worth exploring in solving the problem that public comment fails to pose a big pressure or motivation on the participating departments. That is to say, use evaluation result as one of the references in cadre appointment. For example, priority to the appointment could be given to the leader comes from the department which ranked top in three consecutive years, or transferred the leader comes from the department which ranked bottom to other department. Under such a great stress，more attention will be paid to , and the problem that public comment becomes a mere formality can be solved.

VI. CONCLUSION

After more than ten years of active exploration, public comment has been widely carried out in nationwide, many provinces and cities have basically formed its own operation mode of public comments. Chinese practical experience shows that public comment, including the government's professional style masses appraisal, is one of the most effective forms to let citizen participate in government performance evaluation. It is largely beneficial to improve the government administrative efficiency, the public service level and the public satisfaction. Public comment, involving citizen to the process of government performance management, is consistent with the idea in polycentric governance theory which stressed the independent but correlated multiple governance subjects share the responsibilities of governing the public affairs in a certain range. Hence it will help to build a "polycentric governance" mode with the participation of government, market and society, and achieve sustainable development of public interest.

REFERENCES

[1] Cai Lihui, "Analysis and solution to the difficulty of implementing government performance evaluation," The Frontlines of Social Science, 2011, (4), pp. 166-176. (In Chinese)

[2] Cai Lihui, Government Performance Evaluation, Beijing: China Renmin University Press, 2012.(In Chinese)

[3] Fan Bonai, and Duan Zhongxian, Government Performance Evaluation, Beijing: China Renmin University Press, 2012. (In Chinese)

[4] Fang Zhenbang, Performance Management, Beijing: China Renmin University Press, 2003. (In Chinese)

[5] Janet V.Denhardt, and Robert B.Denhardt, The New Public Service Serving,Not Steering, Beijing: China Renmin University Press, 2004. (In Chinese)

[6] Mao Shoulong, and CHEN Xiaohua, "The limitation and the Penetration of Citizen Participation in government performance evaluation," Journal Theory and Discussion, 2011, (1), pp. 22-26. (In Chinese)

[7] Zhang Lei, "Kunming Municipal Government's Professional Style appraisal Being Adapted to Year-End Assessment," http://www.km.gov.cn/xxgkml/zwdt/649351.shtml, 2014, accessed April 12, 2016. (In Chinese)

Research on the innovation of public service of Yunnan Provence

—based on "the Silk Road Economic Belt and the 21st-Century Maritime Silk Road" Strategy

Ma Guofang
School of Public Administration
Yunnan University of Finance and Economics
Kunming, P. R. China, 650221
314200361@qq.com

Peng Peng
School of Public Administration
Yunnan University of Finance and Economics
Kunming, P. R. China, 650221
525658444@qq.com

Abstract—In order to promote the development strategy of "the Silk Road Economic Belt and the 21-Century Maritime Silk Road" (B&R), China will sufficient exertion the comparative advantage of domestic regions, therefor the central government of China is going to enhance the cooperation and interaction between East; Central; West of China, so that can comprehensive upgrade the level of open economy of China. This article is based on the positive analysis of status of Yunnan Province, we strive to analysis of the current situation and problem of public service which can exert the location advantage of Yunnan Province, in turn to explore the recent focus of public service under B&R: improving the system of public service which is matching; equitable; balanced development; establishing the system of social security which is wide-coverage and sustainable; innovating the mechanism of supply for public service; establishing and improving the legislation and regulation of supply for public service; clearing the responsibility of public service by governments at all levels; raising the standardization level of supply for public service by government; enhancement the ability to undertake supply for public service by government; raising the synthetic performance of supply for public service by government.

Keywords—Public Service、Innovation、B&R

I. INTRODUCTION

In September and October 2013, Chinese President Xi Jin Ping had suggested that development strategic concept of "the Silk Road Economic Belt and the 21-Century Maritime Silk Road" (B&R) during his visits in Kazakhstan and Indonesia, as it is the substantial backing of cooperation between China and its peripheral countries, also the positive attempt that structure the new regional cooperation mechanisms, and also the emerging platforms of economy and diplomacy of China, still the major moves of the new round comprehensive opening up. In order to promote the development strategy of B&R, China will sufficient exertion the comparative advantage of domestic regions, therefor the central government of China is going to enhance the cooperation and interaction between East; Central; West of China, so that can comprehensive upgrade the level of open economy of China.

Yunnan Province is located in the junction of economic zone of China; South Asia and Southeast Asia, therefore

Yunnan Province is the great international passage that connected China; South Asia and Southeast Asia, the unique superiority of geographic location of Yunnan Province facing the three directions of Asia(Southeast Asia; South Asia and Mideast) and near two oceans(the Pacific Ocean and Indian Ocean).Yunnan Province could exertion the advantage of geographic location, promoting the development of international transportation corridor with peripheral countries, structure a new highland of "The greater Mekong sub-regional economic cooperation" (GMS), finally become the center of China which radiate to the Southeast Asia and South Asia. As the radiation center that contain the radiation of economy; market; transportation; function of public service of society; education; science and technology and so on, also includes demand of raising "Soft Power". Above all these questions, one of the most important issues is that how the Yunnan Province innovate the public service which abutting the strategy of B&R.

The reason that we have to discuss this issue is because that, Yunnan Province is located in Southwest of China and have a 4060 kilometers frontier with Laos; Viet Nam; Myanmar; Population of minority nationality ratio above one-third in Yunnan Province, there are 26 native minority nationalities which population have more than 6000 including 15 minority nationalities exclusively by Yunnan Province; the land area of Yunnan Province is 394000 square kilometers, 94% of land area is mountainous region, only 4% of land area is valley flatland and dam side; there are 129 counties (county-level cities, municipal districts) in Yunnan Province, including 73 national priority fostering county and 7 provincial priority fostering county which is the largest number of priority fostering county (national and provincial level) in China. In 2013, the GDP of Yunnan Province is 1172.091 billion RMB which ranked the 24th in China, the per capita GDP is 25157.57 RMB which is lower than the Chinese national average. In general, Yunnan Province is an underdevelopment province which have four main situations: frontier; minority nationality; mountain area; poverty. Because of the lack of financial resources; the poor infrastructural facilities; the fall behind of education, compare with the developed province or

regions in China that Yunnan Province have a large gap in several aspects: employment; social welfare; healthcare; community building; personnel training.

II. ANALYSIS OF PRESENT SITUATION OF PUBLIC SERVICE IN YUNNAN PROVINCE

Public service is the core concept in the public administration and government reform in the 21-centery. Public service is directed to society which can provide public goods and services. Public service can be classified in three parts by the different types: National public service is provided by the central government directly, such as railway; aviation; post; state highway and public facilities; Local public service is provided by the domestic local government, such as housing; regional utility; urban planning and construction; local road and public facilities 、 garbage disposal; fire-fighting. Trans-regional or apparent externality public service is provided by both central and local government, such as education; healthcare; social security; scientific research; environment protection; trans-regional public facilities and roads. Functional division of public service requires that central government should emphasize the policy and legislation; standard specification allocating financial resource promoting the equalization of public service; Local government should emphasize that provide the public service to the community directly.

Over the years, through a sustained effort, the essential public service system including education; public health; public cultural service; social welfare which covers urban and rural area has been preliminary formed in Yunnan Province. In terms of the quality of essential public service, Yunnan Province has already popularization of 9 year compulsory education, both the coverage rate of essential endowment insurance; unemployment insurance; urban medical insurance and the rate of contributors of new rural cooperative medical (NCMS) has reached a higher lever; People 's Livelihood have derived greatly improved, meanwhile the highway; telecommunications 、 "Extending Radio and TV Broadcasting Coverage to Every Village Project" have been essentially achieved the goal that cover all of urban and rural area in Yunnan Province. However, through the development of B&R that providing of public goods and system of public service in Yunnan Province still have to be faced with the following challenges:

A. Supply of public goods is unbalance in both quantity and quality

There is a huge gap in the quality of supply of public goods which is between the urban and rural area; developed and poverty regions of frontier. Although the investment on the development of rural infrastructural facilities energetically in recent years, many infrastructural facilities of rural area in Yunnan Province have completed gradually. But most of the public service only can only supplied in the administrative level of township, because of the population who live in the administrative level of township have a strong mobility that lead to move out of township, therefore a large number of infrastructural facilities financed by the grant of government which uninhabited and nobody could have enjoyment. For example, although the Chinese government have offered

preferential policy and developed the rural infrastructural facilities abundantly during the "twelfth five-year" plan, but such like Xuanwei City in Yunnan Province that have many "hollow village" or "hollow school", which means on the one hand that rural schools only have one single class or only a few students study in the classroom, but on the other hand that urban schools have hundreds of students who have to study in one single crowd classroom. There is a new problem: "The money didn't used on the right point" for the moment, although government have already giving the enough support to rural area, but they haven't giving the enough support to urban area especially the county-level city or townlet by financial support.

B. Rural public goods are shortage, the framework of supply is irrationality and the system of supply is imperfect

Yunnan is a frontier and multinational province, the level of development of economy is lower generally, and the problem of poverty is very serious. There are 129 counties (county-level cities, municipal districts) in Yunnan Province, including 73 national priority fostering county and 7 provincial priority fostering county. Currently, most of the people in poverty are rural minority nationality which are gathering in the mountain area of Yunnan Province, because of the historical social conditions and the geographical circumstance that poverty alleviation needs more cost and meanwhile it means more difficult to be finished. The development level of economy is a main factor that determine the quality of supply for public service, due to the lack of the huge gap between urban and rural and the low level of economy in Yunnan Province, which is restricted the development of public service in Yunnan Province seriously. For a long time since the People's republic of China had been founded, both the dual system of public service and household register are compartmentalized between urban and rural area which administrated in China, it leads to the majority of peasantry who have damaged seriously in the rights and interests of economy; politics; civilization; society. The development policy on the urban area is inclined evidently, that not only embodied in the development of economy but also embodied in the aspects of education; healthcare; social security. In the aspect of supply to essential public service, urban public service is supplied by the government however rural public service is solved by the peasantry themselves. Therefore, the gap of public service between urban and rural area is expanded increasingly by these irrational and institutional arrangement, which made the poverty of public service in rural area still exist. The phenomenon of shortage; aging; unattended; without maintenance of infrastructural facilities in the rural area are still exist; facilities of public service including medical; education 、 sports are fall behind urban area generally; the guidance of the "from top to bottom" decision-making model which for practical demand in rural area have not been established; the responsibility and subject of supply for public goods in the rural grass-roots government is deficient and absent which result in the primary demand of public service of peasantry have not been acquired satisfaction. Governments at all levels in Yunnan Province is lacked of the institutional guarantee of essential public service for long-term.

C. Human affairs and financial rights are not matched which is effect the quality of public service seriously

System of financial rights and human affairs for public service is the key factor which directly influence the ability and performance of public service by governments at all levels. Specification the division of financial rights and human affairs for public service is conducive to innovate the system of public service, and then advance the equalization of public service in Yunnan Province. However, now local government have to face with that regional development is imbalanced, also human affairs and financial rights are not matched, that lead to the imbalanced of supply for public service in the sense of reality which still restraint the development of public service in Yunnan Province, thus requiring the standard division of financial rights and human affairs for public service to solve the question. The unclear division of human affairs that influence the quality of supply for public service by government. Currently, the division of human affairs are unclear and being phenomenon in Yunnan province which is layer by layer transfer in the governments of higher levels, due to the influence on multiple factors. Meanwhile, the inconsistent division of financial rights and human affairs are inevitably influenced the quality of public service under the circumstance of no financial resources in the county-level government when transfer the human rights without corresponding financial rights at the same time. Supply of public service by the government of higher levels always request that project expenditure by the government of lower levels should be matched constantly, which often lead to be failed to achieve the goal of public service by the government of higher levels because of the government of lower levels is unable to make it matched.

D. Purchase system by government is imperfect

It is not difficult to find that carding the timeline of purchase system by government is clearly and definitely. By the end of 2013, the government of Yunnan Province had published 《 Interim Measures of Yunnan Province on purchase service from social organizations in the governments above the county level 》 , which stipulation the purchase system by government, community affairs; social relief; old-age care; disability assistance, etc. Included in the scope. Moreover, government have specific requested that projects need to be purchased by the government which have admitted into the catalog of purchase service by government, government delegate the organizations who have the qualification to represent the purchase service by government that though the way of purchase like: public biding; competitive negotiation; sole-source. Although the scope of purchase service from social organizations is delimited and the purchase way is confirmed, but it still has some confusions which needs to be solved. A few of staff said to author frankly: "Without the perfect system, the grass-roots government and unit have to face on the difficult problems during their practical operations, therefore we had been waiting for the more perfect system all the time". For example, the system of bidding has a few problems which related to every aspect, at the beginning of bidding that tender amount has to be determined the low-inflation criterion, and later the assessment of bidding has to be specialized and promoted

seriously. Under the circumstance of institutional voids, authorities can only grope the way by themselves gradually.

E. Electronic government system needs further development

First, the administrative policy of electronic government system in superior and subordinate is not completely matched. There is no standing administration of the provincial government that deployment united the arrangement in Yunnan Province, it leads to the governmental affairs center at all levels are not standardization enough, which cause their operation independently, such as construction of facilities; occupation of projects; quality of service and approval; examined and approved with parallel connection. Because of cadres transferring heavily in township (sub-district administrative office) which have no standing administration, therefore the operation of governmental affairs center is difficult. Public resources transactions are new task both in domestic and provincial area that the pattern and method is still been discovered and operated, and the task of public resources transactions related the biding of engineering construction; land auctions; government procurement which is easily and high incidence of corruption, therefore the systematism of administration and supervision is extremely significant for the task. However, the responsibility of regulator; method of supervision; responsibility of investigation is still no legislation and regulation though the electronic government and public resources transactions in Yunnan Province.

Second, the development of infrastructural facilities for the governmental affairs center is lagged. Especially in the township level is heavily lagged that seriously restrict functions of further development by the infrastructural facilities. Public service is not completed in the governmental affairs center, and the authorized personnel have not been in the right place, which influence the developed of functions and actions in there. The working mechanism of electronic government needs to be improved, the coordinating mechanism of the project among the examined and approved departments needs to be perfected, the examined and approved with parallel connection have been operated unsatisfactorily, therefore the processing time of administrative examination and approval is difficult to be compressed.

Third, there are multiple factors which restrict the examined approved of project. With the rapid development of economy and society, in the catalog which put the project on record with examining and approving, the condition of requirements for each individual project and the changing data of elements that lead to difficult to learn; comprehend; grasp; execute due to the distinct documents issued in different times. Furthermore, the changing of governmental facilities and staff which lead to the inefficiency operation because of the documents and policy files that searching and comprehending incompletely; execution inaccurately; inefficiency; time consuming. Also influence the transparency of policy that lead to the proprietor of project who is incompletely and difficult to comprehend policy clearly or preparing the data of elements for declaring unpunctuality and inaccurately. There are a few servicers in grass-roots which are low qualification and

unprofessional that could not be satisfied the requirements of development for project; on the other hand, the servicers which are high qualification and professional that are far away from grass-roots area and inconvenience for proprietor of project. Also there are few professional intermediaries which are applied to the special project even haven't been established that need to be put on record with examining and approving by authorities.

F. Financial system of public service needs further improvement

The source of financial resources by local government is limited, which could not be providing sufficient financial security for public service. Since reformation of tax sharing system had been implemented in 1993, the source of financial resources by local government are divided into several parts. The first part is taxation. The source of taxation is in various places categories of taxes, under the circumstances of great economic downward pressure in domestic social background, central government increase the strength of supporting to the small and micro business which result in the reduction of the local fiscal revenue. The second part is the governmental funds. The source of governmental funds is depended on land grant fee, on the premise of that central government increase the strength of regulation and control to the real estate market which lead to falling sharply both the turnover and sales in business of real estate. The third part is financing. Mostly source of financing are loans by financial institutions, under the circumstances of policy implementation that central government prevention and control on the local government debts which cause the local government unable to financing increasingly. With the limited of financial resources by the local government, thus authorities unable to provide supply of financial resources for public service fundamentally. Furthermore, task of development is burdensome, capacity of support is weakly, funds of special project is matched difficult, financial pressure is stressed, which all the conditions are hard to improve. Task of development for social undertaking is onerous therefore social management cost is expensive. In terms of available financial resources, the essential expenditure of social security in parts of county and level (region) that still have a huge gap, which cause the investment for development of economy and society is extremely limited. "Finance in the level of ate meal" means the limited financial resources restrict the exertion of capacity for public service by government. The county-level financial resources which influenced on the factors like: the source of taxation is single, the foundation of taxation is small, which cause the available financial resources by county-level government is extremely limited. Especially in recent years, because of the external economic environment and influenced on active regulation and control by central government, downward pressure of domestic economy is in continuously increase, which cause authorities unable to last growth of fiscal revenue, also lead to the available financial resources increased slowly. However, local government have to undertake the expenditure in policies of personnel's funds for growth: the allowance and subsidy for civil servants, the reformation of performance payment for schoolteachers and public institutions employees, subsistence allowance for former substitute teachers who have worked in non-governmental school, besides a minority part of expenditure is undertaken by the government of higher levels, the rest of part is undertaken by the local government. Recently, with slow growth of financial resources that could not maintained the expenditure by policy, the available financial resources can only guarantee the salary of staff and the normal operation of institutions, which could not arrangement more financial resources for public service by government.

III. NEW PRIORITIES OF PUBLIC SERVICE IN YUNNAN PROVINCE UNDER B&R.

For a period of time in the current and future, innovation of public service of Yunnan Province should suit its measures to local conditions and administration according to law, closely around the objective of a struggle that "On building moderately prosperous society" that is proceeding in an orderly manner. On the premise that focus on people's livelihood and improving social security, raising the service efficiency of government, building a service-oriented government which is fair; transparent; efficient, establishing and improving the system of public finance, enhancing the development of public service facilities, enhancing the development of public service in priority area, establishing the system of public service which means: coordinating urban and rural; equalization between regions; scientific efficiency

A. Improving the system of public service which is matching、equitable、balanced development

On March of 2014, the central government of China had issued the "National Plan on New Urbanization (2014-2020)" which target significantly the development of new urbanization during the complete coverage of essential public service, that reflection the development strategy which called: "People-Oriented". By the equalization of public service in each area like: transportation; communications; education; healthcare; social security; public security; environment and resource, which would certainly made the public to fully share the development outcomes by urbanization in Yunnan Province. Therefore the local government should target promoting the equalization of essential public service, which need to improve the education system of service conscientiously, promoting the development of human resources, perfection the public healthcare sharing mechanism, raising the health quality of the public, promoting the investment of scientific innovation, promoting the development of nationality cultural province, deepening the development of administrative implementation, raising the standard of public service.

B. Establishing the system of social security which is wide-coverage and sustainable

System of social security is the safety-net for healthy development in economy and society which require: coverage extensively; fundamental assurance; multiple gradations; sustainable development. During the development of "thirteenth five-year" plan in Yunnan Province, the local government should be based on the social security; social welfare and social relief, also should be focus on the system of subsistence allowances; essential healthcare and the system of

basic old-age insurance, promoting the levels of assurance in urban and rural population, meanwhile development task surround three aspects: expansion coverage; promoting the standard of assurance and remuneration; promoting standard of service, establishing the system of social society in Yunnan Province which is covered urban and rural areas and relatively perfect, make sure that the various of key indicators by social security undertaking achieve the substantive growth in the end of "thirteenth five-year" plan in Yunnan Province.

C. Innovating the mechanism of supply for public service

The 18th CPC Central Committee emphasis that enhancing and innovation the social administration, also improving the supply method of public service by the government. The new State Council have made important deployment in: transformation functions of government further; improving the public service, specific requirements that exploiting the social force further in the public service sector, also enhancing the purchase system by government. Government purchase the public service by social force, which though the exertion of market mechanism, which would be changed the supply method of public service by the government directly, thus the supply of public service could be undertaken by social force or organizations which have the qualifications with corresponding methods and procedures, also the cost of public service by social organizations is paid by the government which depend on quality and quantity. Local governments at all levels should combined the conditions of social development and economic growth with the actual demand of the public, suit the governmental measures to local conditions, promoting the task of purchase system by government from social force positively and stably, innovating and improving the supply method of public service continuously, accelerating the development of service-oriented government. in order to achieve that goal, first is structure the appropriate supply system of public service; second is division the diversification scope of supply for public service scientifically; third is exploration the diversification supply method of public service positively; four is grasping the diversification procedure and process of supply for public service scientifically.

D. Establishing and improving the legislation and regulation of supply for public service

Improving the legislation and regulation, promoting the legalization and institutionalization of supply for public service by the government. According to the 4th plenary session of 18th CPC Central Committee that deployment and requirement, which need to improve the legislation and regulation of supply for public service firmly and quickly, also need to application the method and philosophy of legislation, thus promoting the development of supply for public service regularly and healthily. Fist, accelerating and improving the current "The Government Procurement Law of the People's Republic of China" or introduced "The Regulations of the Government Procurement Law of the People's Republic of China", expansion the scope of purchase system by government to the social force, thus the administrative activities of purchase system by government is legally. Second, researching and establishing; improving the regulations of purchase system by the government such as: directory and list; working instruction and demonstration of contractual

document; specification and clearing the project scope、appraising standard; segregation of responsibility; purchase method; qualification of undertake subject; procedure of bidding and so on, also standardization of administrative process in aspects like: project declaration; budgeting; organizing purchase、project supervision、performance appraisal etc., providing the foundation of policy and institution that the social force could be undertaken the function of public service. Third, researching and establishing the measures of purchase system by the government, specification and clearing the procedure of supervision, formation the supervision mechanism by the third-party except the delegate subject and object of government procurement, enhancing the supervision by the public and media.

E. Clearing the responsibility of public service by governments at all levels

Establishing and improving the administrative system which is sectional and conscientious, by administrative classification; coordination and arrangement of supply for public service, making the different levels of governments that division of work are particular emphasis on their own levels. The task of central government is macroscopic enhanced the establishing and implementation of measures in: development strategy; planning; policy; standard, promoting the legislation of government procurement; enhancing the supervision of marketing activities, urging the different levels of governments that providing the corresponding public service; facing to the domestic and providing the public service which local government could not supplied for: homeland security and national defense; construction of trans-regional infrastructure; scientific research which is basic and significant. The task of provincial government is established the policy and standard of government procurement in its own provincial area, establishment the guidance catalogue; administration and utilization the corresponding funds with the scope of responsibility in its own level of government, facing to the provincial area and providing the corresponding public service; guiding and urging the authorities of jurisdiction which are under the provincial government that providing the corresponding public service efficiently, supervision the rationality of utilization by financial resource. Municipal and county-level governments implement the corresponding implication of documents by central and provincial governments, according to the principle which emphasis the adjacent convenient, facing to the jurisdiction of the public and providing the public service as best as it could, positively exploration the method and pattern of government procurement. But some of projects for the public service are joint burden by governments at all levels according to the principle which combined the corresponding financial resources and responsibility of expenditure.

F. Raising the standardization level of supply for public service by government

On the premise of improving and perfection the public service which is standardization. Which have to specification and integration the current service project, thus formation the appraising standard and guidance catalogue of public service, comprehensively advancing the equalization of public service.

The first is established the investigation mechanism of improving requirement. By extensive investigation and soliciting the requirement information of public service from the public and society, also by purchasing the result of performance evaluation from the existing facilities of public service, emphasis on the analysis and assessment of public service which the public could not be satisfied with it. On this basis, suggesting the targeted purchasing of public service catalogue. The second is established and improved the filtering mechanism of complete content. Preliminary selecting the project of public service which have features: huge demand by the public; identification of performance evaluation easily; government administration easily; competition in the consumers. Researching and establishing the standard of service, also under the circumstances of undertaking qualification for subject, selecting the purchase catalogue by the public; specialist; social organization 、 representative of government departments, afterwards announcing to the public and society. The third is establishing and improving the bidding mechanism. Specification the authority by government departments, withdrawing the authority by government departments from the part of bidding. Expansion the scope of specialist groups, anonymous processing the bidding document by social force, implement the supervision though the entire proceeding of bidding by which: the public; department of audit; department of discipline inspection and supervision, also announcing the result of bidding to the public and society timely, enhancing the procedure of bidding which have more: publicity; transparency; credibility

G. Enhancement the ability to undertake supply for public service by government

Enhancement the ability to undertake supply for public service by government though development of social organizations. The strength of social organizations is insufficient which extremely restrict the implementing of purchase system by government. In order to accelerating advance and development of social organizations and community organizations for charity; service; justice, also promoting the public service to become marketization; socialization; diversification.

First is accelerating reformation of administration system for social organizations. Reducing the access threshold of social organizations and simplification the procedures of registrations, changing the responsibility of competent authorities for social organizations and community organizations from business executives into business guidance which cataloged in economy; industry and commerce; charity; justice; social welfare, registration directly by the department of civil affairs except that the legislation and regulation have been ruled.

Second is vigorously development the various forms of social organizations. For the social organizations which supply service for the vulnerable groups and social commonweal, the competent authorities must giving the necessary assistance in finance; taxation; administration; venue, which still have to be guaranteed the definite independence and nongovernmental of such organizations. The area with suitable conditions could be established special fund or seed capital or governmental bonus for developing of social organizations.

Third is vigorously administrative specification of social organizations. According to the 4th plenary session of 18th CPC Central Committee that requirements comprehensively advance the rule of law, the competent authorities would be guided the transaction of social organizations, also the functional areas of standardization and supervision are endowed with legislation and regulation. Therefore, establishing the integrity database of employment personnel from social organizations, supervision the social organizations and their personnel that development activities under legislation and regulation. Raising the service ability of social organizations and creditability with autonomy, improving the withdrawal mechanism of social organizations and the punishment mechanism for breach of trust.

Four is vigorously personnel training of social work. Talent development of social organizations into medium and long-term development for talent. Reforming the pattern and content of teaching in colleges and universities, bring in the experienced and professional social workers that enrichment the team of teachers. Enhancing the academic exchange of social work with Hong Kong; Macao and Taiwan regions; also the overseas non-governmental organizations (NGO), actively introducing professionals of social work.

H. Raising the synthetic performance of supply for public service by government

It is necessary to establish the system of performance evaluation and perfection process of supervision, which ensuring the efficiency of supply for public service. First is enhancing the supervision and control during procedure. The dynamic administrative measures are formulated in every single detail like: application 、 bidding 、 implementation 、 closuring 、 assessment 、 feedback, which needs to clear supervision of the corresponding departments, thus formation the real-time dynamic system of supervision though the whole procedure of contract including: admittance; execution; detaching. Emphasis on the examining and approving carefully beforehand, attention on the process tracing concurrently, focus on the assessment and summary after the operation of project. Second is enhancing the assessment and quality management. Scientific design the evaluation index system including: qualification of supplier; both quantity and quality of service; effectiveness of service. Actively introducing evaluation system by the third-party which assessment the purchase system by government in every aspect including: investment; operation; performance; quality, and released to the public timely. Establishing the mechanism of constraint and encouragement which based on the evaluate results, for terrible evaluate results of social organizations which is required rectification within the deadline, even revoking the qualification of undertaking for public service if social organizations have rectified frustrating. Third is enhancing the precaution and evasion of risks. Establishing the mechanism of compensation and accountability when social organizations have defaulted and insufficient performance that cause a loss to the society, authorities would be pursing the liability for breach and damage. Still have to be pursing the

supervisory responsibilities by the authorities when the public interest has caused significant damage. Improving the emergency plan that appropriate solutions could remedied in time when the social organizations have nonperformance action or unable to perform.

IV. CONCLUSION

Since The 18th CPC Central Committee, the CPC Central Committee and the State Council specific suggested that in order to comprehensive executing the function by the government accurately, the authorities have to pay more attention to the public service and social administration, also transformation the core function by the government, deepening the reform of administration mechanism, promoting the development of service by the government vigorously, providing the outstanding public service to the public and society. Provincial government as a significant component of state structure, undertaking the function of providing the public service directly. In order to adapt the increasing demand of public service by the public, provincial government have to transfer the function of providing public service from the traditional monopoly by the authorities into the modern mechanism gradually which achieve goals in: diversification of supply by subject; flexible and speedy method of supply; the mechanism of supply is completely and effectively, therefor achieving the goal which need to promote the transformation of functions by the governments vigorously. Thus, by the transformation of functions from the governments to achieve the innovation goal of public service which have been choosing by the history and epoch, time will not wait for us and the action is imperative!

References

[1] Li Chuanjun. Service administration and service-oriented government. *China Book Press, 2013（1）:108.*

[2] Zhang Yongming. Brief analysis of fundamental public service equalization. *Chinese Public Administration, 2009(11):103.*

[3] Zhang Qin. Promoting the development of service-oriented government and equalization of fundamental public service. *Chinese Public Administration, 2009(4):62.*

[4] Li Jiheng. Initiative to service and fit in the State development strategy, development the radial center which face to the South Aisa and Southeast Asia. *Yunnan Daily, 2015(03-09).*

[5] General Office of the State Council. The guidance of government purchase public service form the social forces. *Publication document by the General office of the State Council, 2013 (96).*

From Unemployment Insurance to Employment Security： the inventible choice for the unemployment insurance reform in China

Ruan Xiang*

School of Public Administration

Yunnan University of Finance and Economics

Kunming, China

(xxrfrxx@163.com)

Abstract—**The particularity of unemployment insurance has determined the co-existence of both its positive and negative impact on employment. In view of this, we must attach importance and strengthen the role it has played in promoting employment. The unemployment insurance established in the context of enterprise restructuring and structural reform no longer satisfies the demand of new situation, therefore, an employment-oriented reform is pressing. The purpose of such reform is to establish a new and complete employment security system that covers both urban and rural areas through 3 stages.**

Keywords—Employment Security; Unemployment Insurance；re－employment promotion；unemployment prevention

I. INTRODUCTION

The particularity of the object of unemployment insurance has made its action and retroaction relation with employment or even the whole economic development more direct. For this reason, the issue concerning the impact of unemployment insurance on employment has become one of the key points for researchers both at home and abroad. Since 1970s, the appearance of economic stagflation has induced the peak for Western scholar's research on unemployment insurance system. A series of theoretical frameworks, such as the "labor-leisure theory" proposed by Moffitt and Nicholson, the "dynamic search theory" proposed by Mortensen and "implicit contract theory" proposed by Feldstein, have been formed, or even have triggered a considerable amount of empirical research, i.e. Meyer (1990) holds that unemployment insurance can have an incentive effect for an unemployed person to find a work that has high return and high technology content, which helps to increase his or her income after he or she is reemployed, however, this inevitably causes ethical risk. [1] After 2000, many domestic scholars also start to focus on the impact of China's unemployment insurance on employment and their studies are mainly concentrated on the several aspects as listed below: Firstly, it is the effect of existing system in promoting employment. Secondly, it is about how to improve the existing system. Most of the scholars hold that we should establish an employment-oriented unemployment insurance system. Lv Xuejing, Professor of Renmin University of China, has

proposed that the strategic target of the development and reform of China's unemployment insurance system is to establish an employment security system that takes the urban-rural overall development into consideration and aims at promoting employment, and has also put forward a three-step development strategy including the improvement of 3 large functions of unemployment insurance system, the basic completion of an employment security system that takes the urban-rural overall development into consideration and realizes the sustainable development of employment security system. [2]Thirdly, it is to draw on experiences from the reform of foreign unemployment insurance system. The target and core of the reforms in most countries have been shifted from negative livelihood security to active promotion of employment.

On the basis of drawing on the achievements of above studies, by analyzing the inevitability of the reform of China's unemployment insurance system, this paper puts forward a comprehensive reform target which is to build an employment security system, and in detail, it has also proposed the specific steps and measures of the reform.

II. BODY

A. The 30 years of Development for China's Unemployment Insurance: the Co-existence of Achievements and Problems

1) Developments and Achievements

China's unemployment insurance system was initially founded in 1986 and the Promulgation of the Regulation on Unemployment Insurance in 1999 marks the basic formation of the system. Throughout almost 30 years of development, in general, the unemployment insurance system has been developing fast, which has become an important program in China's social security system and the achievements obtained are mainly shown in the followings: Firstly, in the critical period during the reform of state-owned enterprises and the reform of economic system, unemployment insurance, as the supportive measures of the reform, provides basic livelihood for the laid-off people and effectively maintains the social

stability during transitional period. Secondly, China subsidizes measures facilitating the re-employment, such as job intermediary and vocational training and promotes the establishment and development of labor market. Thirdly, it is to align the system mode with the international standard. Among countries and territories that have established unemployment security systems, nearly 80% of them adopt or mainly adopt compulsory social insurance as China did. [3] Statistical data has shown that15 years from 1999 to 2014, the number of people in the country who have bought unemployment insurance has increased from 98.52 million to 170.43 million with approximately an annual growth rate of 4%. The scale of income and expense for the fund has also increased respectively from 15.22 billion and 9.16 billion in 1999 to 103.8 billion and 61.5 billion in 2014.

2) Existing Problems

Firstly, it is the small coverage, low benefit and substitution rates and insufficient livelihood security. In comparison against the working population in urban cities in the corresponding period, from 1999 to 2014, the coverage rate of unemployment insurance is always around 40%, however, the figure would be only around 20% if it was against the whole working population. In the registered urban unemployed population, the share of people who are entitled to the treatment of unemployment insurance is basically no higher than 60%. Whereas among the unemployed people, those who can actually enjoy the treatment of unemployment insurance is even lower. High risk groups, such as the college and university graduates, rural migrant workers and people without fixed employment, have been excluded from the system. In terms of the security level, the monthly average level of payment for the country in 2014 is 852 yuan, which only accounts for 20.46% of the average wage in the society and 35.45% of the per capita disposable income of the country's urban residents.

Secondly, the efficiency in using the fund is low with excessive surplus .From 1999 to 2014, the surplus of unemployment insurance fund has increased from 15.99 billion to 445.1 billion, which is 27 times of increase. The appearance of huge amount of surplus has seriously violated such "collect-pay principle" applied in the fund. The role the unemployment insurance should have in promoting employment is not being played sufficiently and basically, its function in preventing unemployment and stabilizing employment is absent.

Thirdly, it is the unreasonableness for the design and management of certain rules. In terms of the design of fee collection, overall, the rate is high. Also the unified rate lacks flexibility and motivation. In terms of the expense design, the mode and level of payment for unemployment insurance are not in compliance with the international standard, there is little condition for such payment and the payment is being offered for a long time. There is no fixed proportion, standard and operation method for the payment given in promoting employment. In terms of the management of such system, the overall planning level of the fund is low with decentralized management and weak regional coordination.

B. Inevitable Direction of the Reform: Employment Promotion

1) Active Security Conforms to the New and Sustainable Development Target of International Social Security

Though the new liberalism thought has impact on the global-wide reform of social security, the new development concept for social security which has been gradually formed through reflection and reform indeed benefits the long term healthy development of social security system more. The reform characterized by an employment oriented unemployment insurance system can well be considered as the reflection of the new healthy development concept. First of all, instead of focusing on the livelihood of those unemployed, it will help them to get reemployed. Secondly, it changes the content of insurance from relief to prevention and remedy, and stresses on the prevention and intervention before the occurrence of risk. Thirdly, it has also stressed the division of governmental and individual responsibilities within the system. The active job-seeking behaviors conducted by the unemployed individual will be more closely related to the treatment he or she may acquire, which will reflect more about the corresponding relation between rights and obligations.

2) The New Employment Situation Demands the System to Play a Larger Role in Employment

At very beginning when China's unemployment insurance was first established, it was mainly targeted at a large number of laid-off workers that has caused during the transformation of enterprises. However, over nearly 30 years of development, the economy and social environment when the system was enacted has changed greatly since then. First of all, the slow down in domestic economic development, the adjusting and upgrading of industrial structure, overall severe employment situation and prominent structural contradictions has demanded the unemployment insurance to play an even larger role in promoting employment. Secondly, the diversified employment has also caused a diversified unemployed population. In particular, the old unemployed group, dominated by laid-off workers of enterprises coexists with those new unemployed group, represented by college and university graduates and rural migrant workers. Therefore, in order to play a larger securing role, the unemployment insurance must cover those new unemployment group having even younger age and proactively help them to realize employment is far more important than negatively insuring their livelihood. Thirdly, It is even more necessary to organically combine the treatment of unemployment insurance with measures promoting employment, in this way, not only this can fully bring the adjusting effect the unemployment insurance on business cycle, but also avoid rigid growth in spent on securing basic livelihood.

3) Experience of Other Countries has Laid the Foundation for Comprehensive Reform

As an important content of the reform of social security system, the shift from negative livelihood security to active promotion of employment has become the common view and

general practice of a number of major market economy countries, including the US, Germany, the UK and France. Japan, Canada and Korea has even established an "unemployment insurance" that focuses more on employment promotion and unemployment prevention. Japan's employment insurance system is a typical case, it has established three undertakings aimed at preventing unemployment and promoting employment, namely the employment security undertaking, capability development undertaking and employment welfare undertaking. Each of them has implemented many meticulous and detail measures. [4] It is of great reference value for China' unemployment insurance reform. Chinese government has also enacted sporadic adjustment policy over recent years, which can be considered as pilot projects and explorations for a comprehensive reform.

C. The Aim of the Reform: from Unemployment Insurance to Employment Security

Based on above analysis, it is not only necessary, but is also pressing for us to carry out a reform of Chinese unemployment insurance system, which is aimed at promoting employment. However, this reform should not only be an adjustment for the detail of the existing unemployment insurance policy, rather, we should establish a new employment security system that is complete and covers both rural and urban area. The specific content of the reform are the followings:

1) First Stage: the Adjustment and Improvement of Unemployment Insurance

The first stage task of the reform is to adjust and modify the content of existing unemployment insurance, complete its traditional function of ensuring basic livelihood, strengthen the existing measures that promote employment and establish a more incentive premium collection and mode of treatment payment, hence to lay foundation for the further expansion of its security function.

First of all, expand the coverage of unemployment insurance. 3 groups of people should be included. First of all, it is the public servants, which can further narrow the gap in terms of social security policy between public servants and enterprise personnel. Secondly, it is the inclusion of college and university graduates. In short term, we can consider the establishment of a relatively independent unemployment insurance system for college and undergraduate students first, which can be incorporated into the unified unemployment insurance once it is basically developed to be mature. We can adopt the principle of compulsory insurance coverage, in which the premium will be jointly collected by the college or university students themselves, schools and governments. The content of security should high light the employment orientation, thus can be considered as the experimental field in testing the function of unemployment insurance in promoting employment. [5] Thirdly, rural migrant workers and people without fixed employment should be included and thus establish a fund collection and appropriation method that corresponds with its characteristics.

Secondly, it is to establish a more incentive fee collection method. We should change the existing unified rate into differential rate and to set up enterprise rates of different level based on the unemployment conditions of different industries. In addition, we can further use the floating insurance rate as a means to restrain the arbitrary termination acts conducted enterprises. By the time the employment promotion and unemployment prevention measures have been fully implemented, we can divide the fee paid into employment insurance fee and employment promotion fee, wherein the employment premium will be shared by enterprises and individuals, and the employment promotion fee adopts differential rate and floating rate. [6]

Thirdly, it is to grant a more reasonable treatment to ensure basic livelihood. Firstly, we should change the treatment calculation method and correlates it with one's salary before unemployment, which not only reflects the principle that the right is relevant to obligation, but also conforms to the international mainstream practice. Secondly, it is the moderate improvement of the overall treatment level, but should not exceed 50% of the salary before unemployment and must decrease along with the time. Thirdly, shorten the period to grant treatment, which firstly can be reduced from 24 months at present to 18 months, and shortened to 12 months by the time the condition is mature.

Fourthly, it is to Specify the percent of fund that is used for employment promotion function. Set forth the specific operation for the provision of subsidy for vocational training and intermediaries and closely connect it with the grant of unemployment insurance benefit. Strictly identify those who do not comply with the preset conditions. [7]

2) Second Stage: from Unemployment Insurance to Employment Insurance

The second stage task of the reform is to further improve the employment promotion function, supplement and improve its unemployment prevention function, upgrade the unemployment insurance with complete integration of three functions to employment insurance.

Firstly, it is to gradually improve the level of overall planning for unemployment insurance. Based on China's actual conditions, the target of improving the level of overall planning is to realize the overall planning at the provincial level. Establishing a nation-wide unemployment insurance adjusting fund and such fund is formed by collecting in certain proportion from all provinces, autonomous regions and municipalities. When the unemployment insurance fund in a certain overall planning area can not make the ends meet, the country shall first appropriate such adjusting fund to supplement it, and then it may be additionally subsidized by local finance.

Secondly, it is to establish the employment stabilizing system and to supplement the function of unemployment insurance in preventing unemployment. This system can be consisted of the followings: for those enterprises who take measures, such as reducing working hours and lowering down salaries, thus to share posts instead of laying off workers, they can be granted with salary subsidies for a certain period. Also

social insurance subsidies will be given to enterprises that hire groups of people who have difficulties to get employed. Moreover, training subsidies will be given to those who take the initiative in organizing vocational training rather than laying off employees. [8]

Thirdly, it is to increase reemployment incentive measures and further strengthen their role in promoting employment, i.e. salary subsidies may be grant to those reemployed people (who remain unemployed for a long period of time) with salary lower than a certain standard. Youth internship subsidy will be given to those employing units who provide internship position to young people or college or university students who are employed for the first time. Training subsidy will be given to those unemployed people who take part in vocational training. For those unemployed people who intend to start their own business, they are allowed to receive unemployment insurance benefit that has not enjoyed as the startup capital or alternatively, or to enjoy the subsidized loan or guarantee provided by the unemployment insurance fund.

3) Third Stage: from Employment Insurance to Employment Security

The third stage task is to connect those basically matured systems of employment insurance to the emergency unemployment assistance and unemployment aid, hence to construct a comprehensive employment security system that coordinates the development of urban and rural areas

Firstly, it is to establish an unemployment insurance emergency mechanism to deal with any nation-wide or regional major event that has caused an obvious increase of the number of unemployed people. Specific contents should include the provision of subsidies for job subsidy, social insurance subsidy and entrepreneurship subsidy; for social enterprises, allow them to delay their payment of social insurance and and job subsidy to them; for regions, offer training subsidy, tax reduction and provide guarantee for small amount loan. [9]

Secondly, it is to establish the system connection between employment insurance and unemployment aid. For those whose basic livelihood still can not be ensured due to special reasons, i.e. illness, disaster, family reason or those who can not enjoy unemployment benefits or those unemployed in difficulties but has exceeded the limited period for such benefits can enjoy unemployment aid. However, we must be careful that there should be a specific condition for one to enjoy such aid and its standard must be greatly different to the general unemployment benefits.

Thirdly, we should ensure that the unemployment insurance cover all the laborers from both rural and urban areas. Establish a complete employment service information platform and employment service network, in this way, the archives management and follow-up service aimed at those unemployed

can be realized. Further integrate employment security with those positive and employment promoting policies contained in the Employment Promotion Act.

III. CONCLUSION

Along with the change of economic situation both at home and abroad, China is facing an increasingly severe unemployment problem. Therefore, the unemployment insurance should play a more positive and comprehensive security effect. This paper has analyzed the status quo of the implementation of current unemployment insurance. It has proposed its policy view on the steps and measures for the construction of an all-round employment security system. It is believed that in the near future, an employment security system that ensures the livelihood, prevents unemployment and facilitates employment will play an even larger role in promoting continuous and healthy development of social economy.

REFERENCES

[1] Meyer，B.，Unemployment Insurance and Unemployment Spells[J]，Econometrica，1990，58（4）：757-782

[2] Zheng Gongcheng - The Strategy of Social Security Reform in China: General Introduction [M], Beijing: People's Press, 2011, 344-378.

[3] Ruan Xiang – Reform and Development of the Unemployment Insurance in Foreign Countries [J], China Labor, 2008 (4), 30-31.

[4] Shi jingfang - Japanese Unemployment Eecurity System Construction and Its Revelation [J],Journal of Northeast University of Finance and Economics, 2011(6),65-70

[5] Ruan Xiang – Preliminary Discussion of the Design of Unemployment Insurance System for College and University Students [J], Finance & Economy, 2015 (12), 89-91.

[6] Zheng Gongcheng - The Strategy of Social Security Reform in China: General Introduction [M], Beijing: People's Press, 2011, 369-370.

[7] Li dayou，Zhang rongfang - From Unemployment Insurance to ployment Insurance：the New Path of the Unemployment Insurance Reform in China[J],Journal of South-Central University for Nationalities（Humanities and Social Sciences), 2011(3),110-111

[8] Zheng Gongcheng - The Strategy of Social Security Reform in China: General Introduction [M], Beijing: People's Press, 2011, 365-366.

[9] Zheng Gongcheng - The Strategy of Social Security Reform in China: General Introduction [M], Beijing: People's Press, 2011, 364-365.

Path Study on Innovative Undergraduate Social Practice through Service-learning

Lu Dan
School of Public Management
Yunnan University of Finance & Economics
Kunming, Yunnan, P.R. China
(yufejennyludan@126.com)

He Ping
International Business School
Yunnan University of Finance & Economics
Kunming, Yunnan, P.R. China
(404249516@qq.com)

Abstract—**Service-learning is a concept originated from America, and it is a teaching method which combines community service and academic curriculum. This article, based on integrative analysis on problems arised from undergraduate social practice, the necessity to perform social practice, basic mode and implementary characteristics of service-learning and the national conditions of China, proposed a path to innovate undergraduate social practice through service-learning. This study aimed to promote the pertinency and effectiveness of undergraduate social practice in China and to accelerate the reform on college personnel training mode.**

Keywords—service-learning; undergraduate; social practice; innovation; path study

I. INTRODUCTION

Service-learning is a concept originated from America, which could be dated back to the mid-late 1980s, and it is widely applied to various education institutes in America. It is adapted from John Dewey's "hand-on learning " concept, and it emphasizes that curriculum study and extra-curricular service are of equal importance. Service-learning is a teaching method which combines community service and academic curriculum. Through experiential learning, it provides great opportunity to associate social practice with theory, which could facilitate students' understanding towards related academic contents. Besides, through service-learning, undergraduates could promote their moral cognition, critical thinking, effective communication, leadership, cultral sensitivity and personal development in the process.

Undergraduate social practice mainly refers to a series of activities of undergraduates to participate in social activities with aims and oraganised plans. It the process, we expect the undergraduates could gradually understand and finally contribute to economic construction and social development. It is an effective path to guide personal development of the youth.

It is emphasized in 《Several advices on further work to promote college social practice education》 by the Ministry of Education: "Insisting on the association of education with productive labor and social practice is the essential content of the Communist Party's education guideline. Insisting on the unity of theory study, innovative thinking and social practice; Insisting on learning from practice and learning from people is the essential path for students' development." It is a inevitable requirment for universities to further strenthen social practice education and to continuously promote innovativeness of undergraduate social practice in order to comprehensively achieve the Communist Party's education guideline, insisting on moral education, strenthening education on socialism core value system, progressively implementing quality-oriented education and significantly improving the quality of higher education. Integration of service-learning with undergraduate social practice would further deepen the connotation of undergraduate social practice and compensate for the flaws in undergraduate personal values.

II. THE NECESSITY OF IMPLEMENTATION AND PROBLEMS IN UNDERGRADUATE SOCIAL PRACTICE

A. Problems in undergraduate social practice

- *Deficiency in learning orientation.* Most undergraduate social practice activities include military training, which is included in education scheme, and professional practice. Besides, activities such as visit to companies, social surveys and science or cultural consultation organised by college Youth League Committee are also usually included. However, among all the social practice activities, only professional practice is organised activity with specific aims. Others mostly lack specific aims and are without introspection. For these activities, their effects are questionable.

- *Lack of systematic education management system.* Most undergraduates lack scientific cognition towards social practice and they regard related activities as extra burden, for they tend to overly concerned with their curriculum academic performance. As a result, they are usually not willing to participate social practice activities and are perfunctory about relevant assignments. Furthermore, universities are also partially responsible for this phenomenone. It is unfortunate to see that most social practice are not well organised activities without enough fund support from the universities and are usually witout clear aims and scientific management system. Most relevant

activities seem to be merely poses and their actual effects are questionable.

- *Social practice design is monotonous.* In America, service-learning has clear aims and it is integrated with undergraduate curriculum design and long-term education scheme. However, current social practice performed in Chinese universities tends to be monotonous and is isolated from students' professional knowledge. Furthermore, most aimless social practice lacks proper instructions from mentors and thus turned into unnecessary burdens for the students. In another word, this kind of social practice is rewardless for the students.

- *Lack of social practice base.* In order to fulfill the trainning purpose of social practice, it is indispensible to establish stable practice bases. However, it is difficult to build effective connection between undergraduates and local communities. It may cost considerable human resources to hunt for suitable service program to perform undergraduate social practice.

- *Lack of introspection and summary.* Considering all the problems listed above, including unclear practice design and improper execution, it is not surprising to find that most social practice lack introspection and summary after the programs have been performed. And undergraduates can only gain limited progress through participation and the actual final outcomes of the programs are usually proved to be disapointing. The truth is that most undergraduates only regard the social practice as simple mission and there is little knowledge internalization in the process. They just want to walk through the process and hand in their final reports to earn their credits.

B. The necessity of undergraduates social practice

- *Associate theory with practice.* Undertaking social practice is benificial for undergraduates to apply abstract knowledge they gained in courses to reality. It is beneficial for the students, for it provides excellent opportunity for them to introspect all the theories they gained in course and it can deepen their understanding towards their professional knowledge and learning objectives. On the one hand, it meets with students' needs for personal development and manifests their autonomy position during learning process; On the other hand, it also overcomes the deficiency and contrariety of teaching and learning during education process and turns the mandatory study experience into an independent process.

- *Establish correct world outlook, view of life and view of value.* With the development of society and progress in science, more and more students are facing chanllenges towards their world outlook, view of life as well as view of value. Undertaking social practice can contribute to the the cultivation of undergraduates' participation spirit and sense of social responsibility. Performing social practice in local communities can

teach undergradutes about the actual life status in communities and it would help them to introspect on their own lives. The students can receive acceptance and happiness from the society through their service, and it can stimulate further passion of dedication when the students feel that their personal values have been achieved.

- *Contribute to undergraduates' socialization, promote social skills.* Social practice can bring undergraduates from "the tower of ivory" into society. It is benificial for them to broaden their eyesights, accumulate experience and enhance their skills. All these good aspects can help them build foundation for their future work, for they can promote interpersonal skills and contribute to maintaining effective social connections. Social practice can teach students how to keep the balance between "individual and overall" and promote team-work ability. During work and service, their hard-working and dedication sipirits can be manifested. They can explore their interests and truly understand what they are good at and finaly establish future objectives.

III. THE FEATURES AND BASIC MODE OF SERVICE-LEARNING

A. The basic mode of service-learning

- *One-time and short time service-learning experiences.* This mode is usually used in orientation stage and freshman year, which can guide students to participate in service-learning programs. It allow students to participate some activities to make contact with communities and to provide services. And it could be classified into different groups according to different implementing methods, such as professional orientation activities, service-learning activities which are related to curriculum, activities organized by student groups or universities.

- *Concentrated service-learning.* This mode requires student to spent a continues period of time (more than 10 hours per week) on service-learning during a semester or a summer vacation. The time that student spent on service-learning is usually limited, as well as the extend of participation. These facts often result in weakened experience of students on the culture, living environment and problems of their service objects. In many America universities, concentrated service-learning is usually adopted to exert the effect of service-learning to the fullest. Specifically, this kind of service-learning has different forms, including summer internship, independent study, action research and international or global services.

- *Ongoing cocurricular service-learning.* This is a mode of service-learning that is widely used in America universities. Christian youth federation and undergraduate sodality are both organizers of community service activities, and these activities form

the organic components of undergraduat extracurricular activities. In specific implementation process, ongoing cocurricular service-learning is usually carried out as several activity programs, such as program focused on leadership cultivation, religious organization service-learning activity, service-oriented learning activity organized by student organization, dormitory organized service-learning activity, and campus-wide service-learning activity.

- *Service-learning in the curriculum.* This mode brings service-learning into curriculum, which can help students to associate theory with actual situations and to explore different definations of kindness as well as origins of different social problems. It can help students to questionate aims and functions of learning knowledge and their meanings at different levels. In this curriculum, students can gain more compared to traditional curriculums. From 1993, more and more researches showed that not only can service-learning boost students' development on non-acdemic aims, but it can promote students' academic performance as well. Therefore, more and more universities bring service-learning into course design and give it explicit aims and requirements in curriculum design. It also has several forms during excution, such as extablishing course cluster, establishing independent service-learning module, and providing peak experience curriculum.

B. Features of service-learning

- *Diversity.* Service-learning extends learning site from schools to communities, and thus making the community an open classroom. Students can get in touch with people from different backgrounds during service-learning. This is quite benificial, for students could learn to get along with different kinds of people and deal with different problems. At the same time, students should make differential service plans according to various service objects to satiate different needs. In this process, some factors should be taken into consideration, such as age, gender and working environment. Avoid combining SI and CGS units, such as current in amperes and magnetic field in oersteds. This often leads to confusion because equations do not balance dimensionally. If you must use mixed units, clearly state the units for each quantity that you use in an equation.

- *Introspective.* Introspection is one of the important sections and basic features of service-learning, and is also a basic condition. Introspection is an important behaviour for students to assotiate theory they gained in course with practical service experience at different stages of service-learning. Service-learning emphasizes students' participation and introspection after service-learning programs were conducted, and it aims to cultivate students' independent elaborative faculty. It could help students to understand the aims, contents and process of service-learning, and finally help student to internalize experiences to own ability. Service-learning

has five indispensible features called "5c", namely "connection, continuity, context, challenge and coaching". It is required that introspection should assotiate school with community and experience with application. Introspection should have actual content and dare to challenge new experience, and it should provide necessary support and guidance for students.

- *Sociality.* Service-learning provides vast opportunities for students to understand social situations, for it incorporates social service into curriculum and applys theories in course to practical service process. It can improve students' ability to discover problems and deal with problems through their participation in the service acticities and communication with other people. Furthermore, the aims of service-learning include promoting community development and improving students' socialization level. It emphasizes the cultivation of students' interpersonal skills and sense of social responsibility. It contributes to students' ability to fit in the society.

IV. THE PATH FOR SERVICE-LEARNING TO INNOVATE UNDERGRADUATES SOCIAL PRACTICE

A. Strengthen the association between thoery and practice

Social practice in our country should be integrated with students' skills and knowledge, and it should guide students to understand society and to serve society, and finally let students to experience the fun of applying their knowledge to practical use. Service-learning emphasizes "hand-on learning" to help students understand the contents in study system comprehensively, and it aims to promote the association between theory study and extracurricular activities, and to connect social practice with curricular design. Service-learning aims to guide students to apply their knowledge into practical use independently and to acquire more skills to cultivate civic awareness, to achieve integration between knowledge and skills, between process and methods, and between attitude and personal value. Participating social practice activities which are related to curriculum could improve students' study outcome and promote obtaining knowledge and skills, and cultivate students' introspection and cooperation awareness. It could contribute to cultivating innovative talents and cultivating students civic awareness and sense of social responsibility, and to promote students self-esteem and value. Universities in our country should adopt service-learning education concept to conduct internationalized education reform to keep pace with foreign universities and become internationalized. On the one hand, it meet with international students' needs; on the other hand, it is benificail for cultivating domestic students.

B. Establish new concepts for social practice and study

All the universities, teachers and students should establish new concepts for practice and study, which should include: study while serve and serve while study. It is important to switch old concepts and strengthen the importance of students'

participation in social practice, and to utilize social practice to cultivate students' practical ability, and to promote students' personal development. Social practice activities should focus on students' needs, motivations and interests and emphasize on students' subjectivity and creativity. It should forms the mode of social practice, where universities are taken it seriously, society cooperates positively, teachers guide correctly and students participate positively. It should aim to promote students' sense of social responsibility, creative spirit, practice ability and finally contribute to theory study, formation of wholesome personality, and completing correct morality. The common problems in our universities include: students lack sense of subjectivity, students lack self understanding and some students with individuality and subjectivity are commonly elbowed out. Most university social practice activities are arranged by college Yougth League Committee and guided by teachers, and most students can simply follow their instructions. This kind of mode of social practice can throttle students' autonomy and limit their personal choice. Service-learning is different from two points, for it emphasizes on the subjectivity of individuals and promotes progress and development of individuals through the process. On the one hand, service provider apply academic theories to practical service to strengthen service skills and finally improve theories and skills at the same time. Students stand at the core position in the service process, and their active participation could make them to understand their subjectivity and it also reflects the education notion, which is "Making students at core status and respect their induvidual differences". On the other hand, the aim of service-learning is to establish students' subjectivity awareness. During service-learning process, students establish subjectivity awareness and specify service targets.

C. Enrich the content of social practice and promote the base construction for social practice

The abundance of social practice contents could directly determine whether the activities are successful. Currently, the contents of social practice are usually monotonous and vapidity and there is shortage for social practice base. All these factors contribute to students' passive attitudes towards social practice and some students just simply walk through the process. Service-learning obeys the experience concept, which could be summarized as " I listen, I forget; I see, I remember; I do, I understand." It truly guides students to participate in specific practice activities. For example, students could serve community by taking good care of the old and the young. Students could work as individuals or in teams to choose their service objectives, make their service plans and set their aims. Different service contents exert different experiences on students and service-learning could teach them to take social responsibility spontaneously, to focus on vulnerable groups and to promote sense of self moral duty. It is crutial to construct practice base for service-learning. Practice base with unique features and have multi-level constructions could enrich the contents of practice and improve the pertinency and effectiveness of social practice.

D. Emphasize the process of social practice and introspection on its result, complete related system construction

One of the important features of service-learning is introspection, and introspection should be run through all the stages during service-learning, namely the early-stage, the mid-stage and the late-stage. During the practice of service-learning, students are required to record, consider, discuss, introspect and summarize all the aspects in the process. As one of experience-learning methods, introspection could contribute to deepening the understanding of both service provider and receiver towards aims, contents, procedures, and results of service-learning, and it also reflects the changes of service-learning exerts on students. When students encounter barriers during service, introspection from a systematic perspective should help them to think initiatively and to reconstruct knowledge system and finally discover solutions to solvee problems. In China, undergraduates' elaborative faculty, problem-solving ability, critical thinking ability are limited due to exam-oriented passive education manner. Students are used to receive instructions passively and tend to memorize knowledge mechanically. The introspection feature in service-learning could offset this flaw in education system, and it could cultivate students' ability to discover problems, to gather and analyze information, to generate solutions and to finally solve problems. After students complete their practice activities, universities should establish a set of complete and scientific evaluation system, which should include practical situations, evaluation principles, and specific aims as well as contents. A evaluation system with complete whole-course supervision, quantified grading, course process orientation, and sharing stimulation would contribute to the promotion of undergraduates' enthusiasm towards participating social practice activities. It also promotes the effects of social practice on talents cultivation and community service.

V. CONCLUSION

Service-learning is a kind of study concept as well as teaching method. With schemed service-learning activities, teachers could guide students to associate academic skills with social needs. Not only could this approach provide students with polybasic study channels but it could help students to understand different needs of society through service practice as well. When using this advanced concept for practice, we need to consider different practical situations among universities, majors and social environments to design related social practice activities. Only in this way can we actually help students to deepen their understanding towards their academic knowledge, to enhance their social service awareness, to improve their comprehensive quality, and to finally help them meet with the needs of society.

REFERENCES

[1] RandaMahasneh,AishehTawalbeh,"Integrating service learning in Jordanian higher education,"Innovations in Education and Teaching International, V49, pp. 415-425, 2012.

[2] B. Naidoo, B. Devnarain, "Service learning: Connecting higher education and civil society – Are we meeting the challenge?"South African Journal of Higher Education, V23, pp.935-952, 2009.

Research on the Influence of China's Urbanization Process on Rural Construction

[1]Zou Zaijin[*] [2]Yang Lei
1,2 School of Public Administration,
Yunnan University of Finance and Economics,
Kunming, Yunnan , P. R. China
(E-mail: 1 spa3238@163.com, 2cn.youngly@foxmail.com)

Abstract—**With the deepening of reform and opening up, the urbanization level in each region of China has improved quickly. The urbanization has caused the positive influence on the rural development, but the new rural problems are emerging in the process of urbanization. This paper defines the urbanization, analyzes the positive effect and negative effect of urbanization on rural construction based on the current situation of rural construction, and puts forward the direction of the rural construction in the urbanization process.**

Keywords—China, Urbanization Process, Rural Construction

I. INTRODUCTION

China has been an agricultural country since the ancient times. Besides, the rural population accounts for a majority in the total populations, and the agricultural industry is an important part of national economy. The society is always developing in the direction of the high efficiency, so the second industry and the tertiary industry develop rapidly, but the proportion of agricultural production of the national economy is declining. At the same time, the rural population is moving to the town. With the development of industrialization and modernization, the urbanization has developed rapidly. Now, we should not only face the problems of backward rural economy, slow development, large rural population, but also face the new social problems in the process of rapid urbanization. In the report on 18th National Congress of the CCP, it proposed the new objective of building "beautiful China", so the economy, politics, culture, society and ecology should develop harmoniously. Building "beautiful country" is an important part of building "beautiful China", so in order to achieve the goal of building "beautiful China", the pace of rural construction must be accelerated. It is necessary to consider the effect of urbanization on rural construction when building the modern country in the process of urbanization.

II. MEANING OF URBANIZATION AND DESTINATION OF RURAL CONSTRUCTION

With the development of industrialization, the town will create more job opportunities compared to the country, so the agricultural population gradually moves to the town. Labor concentration is beneficial to the improvement on the industrial production efficiency and information level, which will produce the economies of scale. And with the increase in urban populations, the labor force will not only transfer to the second industry, but also gradually transfer to the third industry, so that the second and third industry will occupy more important position in the national economy, which is conducive to the adjustment and optimization of regional industrial structure, and helpful to speed up the development of the whole region. The rapid development of the town will continue to attract resources, such as the rural population, to the town[1].

China's "urbanization" focuses on the effect of small towns and central towns compared to the concept of "urbanization" abroad, which is manifested that the rural population transforms into the urban population and the towns develop and improve. At present, the urban areas in our country have developed rapidly and gathered a large number of resources, which produces obvious gaps between it and the slow development of rural areas. In order to radiate the most rural areas, provide sufficient support to the countryside and solve the rural problems, we have to speed up the development of small towns and central towns, improve the level of local economy and culture, absorb the appropriate resources, and make the small towns and central towns shoulder more social functions.

The urbanization is a process that the agricultural population transforms into the non-agricultural population, rural area transforms into the non-agricultural areas, and the agricultural activities transform into the non-agricultural activities.[2] It has the following features: first, the urban area is increasing, while the rural area is decreasing; second, more and more rural residents transform into the urban residents, and their production mode, living habits and collaboration form are changed; moreover, they should perform the duty of urban residents, enjoy the corresponding rights and social welfares, so the total number of farmers will decrease, and the cultural level and life quality of the residents will improve; third, the agricultural production will be conducted by industrialized way, which will greatly improve the efficiency of the first industry. The transfer of populations of the second and third industry will change the status of the second and third industry in the national economy, optimize the economic structure and promote the rapid economic development.

Based on the urbanization, it becomes the pursuit of China's modern rural construction to build modern new rural areas with livable ecological environment, comprehensive

infrastructure, developed industrial economy, harmonious society, and diverse spiritual cultural life become.

III. Effect of Urbanization on Beautiful Rural Construction

A. Positive effect

Urbanization have gathered various factors of production resources, which can achieve the scale operation, use the modern production technology and production equipment, and greatly improve the efficiency of agricultural production.

The urbanization improves the roads, water conservancy, communications, energy and other infrastructure constructions of the rural areas.

Urbanization allow the good education, science and technology, business model and health care to benefit the rural areas, improve the scientific and cultural level, the legal sense and moral level of the rural population, so that the farmers can play a better role as the main body of the rural construction.

B. Negative effect

The rapid urbanization and industrialization causes the excessive resource exploitation, serious industrial pollution that is transferred to rural areas quickly.

The urbanization development needs a large number of urban lands and industrial lands, so a large number of agricultural lands are transformed into non-agricultural land, reducing the agricultural land and limiting the development of the agricultural industry[4].

In the process of urbanization abroad, most rural populations is transformed into the urban residents. Although the registered residence of rural residents has indeed become the urban residents, their production and life style have not been urban yet. At the same time, the urbanization makes farmers lose agricultural lands, but most farmers have no other production skills. Due to low education level and weak new skills learning ability of rural residents, their employment is very limited, and most can only choose the hard jobs with low salary, such as the public security and cleaner, which lacks the long-term stability and is difficult to support the family[5].

The urbanization pushes the rural surplus labor force to efficient towns, but the human resources of rural construction are insufficient. The elderly, children, those with lower education level and the disabled account for more, while the young and middle-aged labor forces are insufficient in rural areas. And the most rural cadres are middle-aged adults who lack the energy and vigor and hard to accept new things, lack the new ideas and innovative spirit, so it is hard for them to carry out the work[6].

In the process of rapid urbanization, the rural transformation is too extensive, so there are "mass-demolishing mass-construction" and "same appearance of thousand villages". Under the condition of imperfect laws and regulations, many traditional villages, streets, ancient buildings and historic sites are damaged. The carrier of traditional production modes of rural China, the traditional way of life and the traditional culture is disappearing quickly.

IV. Direction of Rural Reconstruction in the Urbanization Process

A. Government led and multi-agent act jointly

The transformations of government functions of latest rural construction have been to pay more attention. Local governments should guide and coordinate government departments, villagers and village organizations, enterprises, and various social organizations by the planning and finance policy. Let each subject contribute according to its characteristic, to improve the quality and efficiency of rural construction.

B. Industrialize agriculture

The modern rural construction pursues the industrialization development of agriculture, and replaces the traditional agriculture with modern agriculture production modes. There are rich economic forms brought by the urbanization, so the rural areas can use a variety of economic forms to transform the traditional small-scale agricultural mode to the agricultural enterprise management. The government, villagers, enterprises and social organizations participate in it with many kinds of cooperation forms, so as to promote the standardization and the intensive management of agricultural production, ensure the product specification and quality, integrate the links to production and sales, form a complete industrial chain, realize the agricultural modernization and industrialization, improve the efficiency of agricultural production, improve the level of the rural economy and increase the farmers' income level.

C. Diversify industries

The urbanization reduces the cost of communication between urban and rural areas, shortens the distance between urban and rural areas, strengthens the connection between the urban and rural areas, which is advantageous to the new industry development of rural areas, form the diversified industrial development, reduce the risk of single industry, optimize the industrial structure and improve the local economic level. Besides, it can provide farmers with various jobs and entrepreneurial opportunities, solve the employment problem of the farmers, and help villagers adapt to the changes brought by the urbanization.

D. Develop the ecological civilization in the rural modern development

The rural construction will not slow down, and the investment in infrastructure, industrial workshop and agricultural machinery will be further increased, and the large-scale transformation will not stop, so it is a huge challenge in the process of urbanization that how to minimize the environmental pollution, improve living environment, inherit the village, architecture, customs and culture, improve the rural ecological environment and living environment in the large-scale modern development.

E. Cultivate new farmers

At present, the farmers produce with the family, so the economic income is not high. The modern rural construction pursues the industrialization development of rural economy, so the high-quality labor forces are needed. However, the rural residents' scientific and cultural level is not high nowadays, and the superstition and conservative ideas still exist. The rural modern construction needs to improve the status situation, change the concept of farmers, improve the scientific and cultural level, professional and technical level, ideological and moral levels of farmers, improve the overall quality of farmers, and cultivate the new farmers who are intellectual, well-educated and polite with moral and technology ability and suitable for the industrial economy, which needs the government's guidance and whole society's joint efforts.

F. Improve public services to ensure harmonious development

To guarantee the harmonious development of rural areas, it is necessary to have a thorough understanding of the villagers' willingness and demand, perfect the rural democracy at the grassroots level, let the villagers express their own wills and decisions and participate in social management and social affairs; It is also necessary to establish the safe social environment, perfect social security system and provide good public services; And it is necessary to provide the comprehensive infrastructure facilities, good education, health care, perfect social security and other public products of the villagers. Improve public services, promote the free flow of factors and resources between urban and rural areas, allocate all kinds of resources efficiently between urban and rural areas, narrow the gap between urban and rural areas, improve the farmers' material life and spiritual life, to realize the overall development of urban and rural areas. At present, however, it still needed the whole society's exploration and efforts.[7]

V. CONCLUSION

Rural construction is the catalyst for the rapid development of rural China, and also the essential means to solve the rural problems, narrow the gap between urban and rural areas, and realize the integration of urban and rural development. In the process of rapid urbanization in China, there presents some new rural problems, thus, faced with various opportunities and challenges on the rural construction, we should seriously analyze the reality, constantly explore the solutions and find the proper development direction.

REFERENCES

[1] Cheng Shu. The Study of Rural Labors' Migration in the Process of Urbanization[D]. Harbin: Northeast Agricultural University, 2013. (In Chinese)

[2] Luo Yingguang. Special Urbanization Development Research of Yunnan[D]. Kunming: Yunnan University, 2012. (In Chinese)

[3] Zhang Xi. Ministry of Agriculture: the area of cultivated land degradation has been more than 40% in China (2014-12-17) http://news.youth.cn/gn/201412/t20141217_6283464.htm. (In Chinese)

[4] Liu Yansui, Zhou yang. Challenge and Solution of China's Beautiful Rural Construction[J]. Journal of Agricultural Resources and Environment, 2015, 32(2): 97-105. (In Chinese)

[5] Huang Wenfu. Investigation report of educational work in Qibuchang Community[G]// Wang Xiaoping. Reflections on the problems of the integrated development in Chenggong urban and rural areas. Kunming: Yunnan people press, 2014: 283-284. (In Chinese)

[6] Liu Zhaozheng. Influence of urbanization on new rural construction[J]. Truth Seeking, 2013, 9: 84-88. (In Chinese)

[7] Yang Yi. A Study on China Rural-Urban Co-development Theory and Practices-Based on Economic Mechanism and Its Index System[D]. Chengdu: Southwestern University of Finance and Economics, 2013. (In Chinese)

Issues and Cause Analysis in Volunteer Management in Chinese Non-profit Organizations

Zhao Junrong
The School of Public Management,
Yunnan University of Finance and Economics
Kunming, P.R.China
(zjrong7343@gmail.com)

Abstract—**In recent years, Chinese non-profit organizations (NPO) are developed rapidly. They are playing an important role in public management, such as social welfare, environmental protection, and humanitarian assistance. NPOs cannot run well without volunteers, volunteer management is closely related to the organizations' development and the quality of their services. However, from a practical opinion, many NPOs' volunteer management are unprofessional, some defects and shortcomings are still existed. We will discuss the background and necessity of volunteer management in NPOs, and describe the current situation and problems of volunteer management with two cases. Then we will analyze the causes of those problems and briefly made several suggestions.**

Keywords—Non-profit Organization; volunteer; Human Resource Management

I. INTRODUCTION

Non-profit organizations are social organizations that they provide social services not for profit, they are non-governmental in China [1].

Since the 1990s, various types of China's non-profit organizations developed rapidly. Especially in recent years, these NPOs carried out a lot of social welfare activities as the "third sector", they are becoming more and more important in China's social life, the social influence they made is also growing.

Since the volunteering is one of the special properties of non-profit organizations, government and society strongly advocated the spirit of volunteerism, the number of volunteers and voluntary services are increasing. Volunteer refers to those people who have the spirit of volunteerism, social responsibility and provide services without remuneration [2].

Generally, volunteers were divided into three types according to the work content: some participate in management, some do daily affairs, and some participate the temporary project [1]. The fist type of volunteers usually joins in the council or do as a consultant and participate in decision-making; the second one undertakes the daily work just like the ordinary employees in the organization, they supplement the general staff; the third one mainly to participate in or support a short-term activity, their work ended with the end of the event. The latter two types are more common. However, no matter what type of the volunteers, they all have definite rights and obligations.

II. NECESSITY OF VOLUNTEER MANAGEMENT

Human resource management is one of the internal managements in a non-profit organization. In the personnel structure within the NPOs, volunteers occupy a pivotal position because of the huge number. Therefore, using a standardized approach to manage volunteers effectively can improve the quality of service and promote the sound development of the organization. Specifically, this necessity mainly represents in the following three aspects:

Firstly, volunteers and NPOs survive with each other. NPO is a platform where the volunteers can express their willingness to serve the community and reflecting their social value; on the other hand, they are an indispensable human resource that NPOs need them to carry out the activities successfully, volunteers can embody the spirit of organizations' services [2].

Secondly, volunteers usually provide voluntary services without remuneration, but this " remuneration " does not mean completely unrequited, it also doesn't mean that the organizations can use volunteers unconditionally. In the course of volunteer service, volunteers must be respected and humane cared, they have the access to get training opportunities and some benefits as same as the regular employees. From this perspective, only a formal rational volunteer management method can achieve respect for volunteers, only in this way can meet the needs of both organizations and volunteers.

Thirdly, having a large number, unstable and unprofessional are three features of volunteers, a standardized management work can help to prevent confusion, reduce error rates, ensure the implementation of the project and also ensure the efficient operation of the organization.

III. VOLUNTEER MANAGEMENT SITUATION IN NPO

Although volunteer management is very important for NPOs, it is not taken seriously by most NPOs in China, problems and defects are still existed in some organizations.

A. The situation

For now, the volunteer management is roughly divided into two modes, one is self-management mode, another one is outsourcing mode.

In the self-management mode, organizations do the volunteer recruitment, training and management by themselves. This is the way the most organizations are taken, especially for the mature and big organizations. This approach is quite direct, the communication is simple and effective between volunteers and their supervisor, it is easy to match supply and demand. However, it is easily lead to irregularities in some grassroots organizations in this mode.

For example, two patients organized a rare disease patient care association in Beijing and manage it by themselves, it aims to provide medical assistance and social support for a number of rare diseases sufferers. Due to lack of staff, they need a lot of volunteers, they choose to contact with volunteers on internet go through a QQ group (QQ is China's most widely used chat software). They publish a notice on QQ when they need volunteers. Supervisors and volunteers cannot meet face to face, it is not convenient to coordinate the number and time of volunteers, the archives of volunteers can hardly be established.

Some other smaller agencies that not mature enough usually use the outsourcing mode. Taking a social work office in Shanghai as an example. This firm is committed to youth community service. They recruited volunteers from another volunteer service center. The center plays a mediating role then provide volunteers to the office regularly. This mode can reduce the burden on organizations, but easily leads to the situation that volunteers' major doesn't match the position demand, the agency is in a passive position on arranging volunteers.

So, no matter which mode we take, the specification should be placed first, otherwise, both the enthusiasm of volunteers and the agencies' working efficiency will be affected.

B. Volunteer management issues

According to the above examples, from a point of view of managers, volunteer management problems mainly existed in the following three aspects.

1) Management process is too casual. Volunteer management involves many aspects, including work content analyzing, planning, recruiting, training, instructing, evaluating and encouraging, this is a complete process. Most agencies only manage the recruitment, training and activity guidance, but the work content analyzing, evaluating and encouraging are neglected.

2) Volunteers turnover seriously, voluntary services are lack of continuity. Most volunteers only participate in short-term projects, few of them would remain in the institution after a service completed. There are even fewer people can be reused by administrators for a long time. At the same time, there are not so many long-term projects or jobs can attract the volunteers to stay in one organization. There is no fixed group of volunteers bring about the mount of agency costs in recruitment and training.

3) Volunteers are difficult to assimilate into the organization，their sense of achievement is not high. Many volunteers engaged in low-tech jobs, it is difficult to play their enthusiasm and initiative. Their proposals are ignored sometimes, they are always in a passive and edge position. Organizations are failing to make use of volunteers' specialty then leads to the waste of human resources.

IV. PROBLEMS CAUSE ANALYSIS

A. From a macro point of view, economic base is an important reason. Generally speaking, the funding voluntary service comes from government investment, corporate donations, charity granting, volunteer contributions and self-employed income [2]. The overall level of China's economic is growing underdeveloped, the government plays a limited role, so the fund of NPOs can obtain is limited. As a result，the sum of money that invested in volunteer management is not enough. Economic lag is difficult to provide adequate funding for the voluntary service.

B. It is hard to find a professional volunteer administrator. Most administrators of the grassroots organizations are lack of a clear understanding on volunteer management. When facing the volunteers with different background, different major and different lever, administrators often see them as the same type of people，so they cannot carry out a targeted management and there no flexible incentives. An inefficient or a chaotic management will reduce the enthusiasm self-realization of volunteers. At the same time, the agencies and volunteers cannot communicate clearly without a fixed standardized management approach.

C. Administrators do not pay attention to volunteer management. NPOs are developing rapidly and they have huge potential in today's China, so the administrators are committed to the survival and development of the agency to strive to occupy a dominant position. In their objectives and the actual operation, volunteers are ignored, the human resource management of volunteers is placed at the edge. Because paying no attention to the volunteer management, there are drawbacks.

D. Reasons in volunteers themselves. With the increasing number of volunteer activity and the initiative of the state, the quality of volunteer service is not good enough, the purpose of the volunteers has becoming not simple. Under the driven by various benefits, some volunteer services are often carried out on memorial days or holidays, volunteers aim to complete the task and get a prize, they did not really help the clients.

V. Measures to Change the Situation

Volunteer human resource management is a complex science, it is necessary to change the concept of administrators, but also to improve the system.

In concept, administrators should have a profound understanding about volunteer management, they should treat a volunteer as a helpful person to the organization instead of the free labor. Volunteers are the people with lofty spirit, they have dignity and right, they need support and reward, and they are a strong power to NPOs' survival and development. Only by changing the attitude to the volunteers can complete the management of volunteers.

Institutionally, a specific, reasonable and humane system must be established. Volunteer management cannot be limited in daily management, it should also be extended to the preparation before an activity and the evaluation after the activity. During the management process, administrators must be carefully strict and flexible, they should punish the inappropriate behaviors or support meaningful actions.

It is not difficult to see that both administrators and volunteers should pay attention to enhance their own capabilities. Improving the management capacity and expertise, guiding volunteers to understand their responsibilities and targets are quite necessary for administrators. It is an art to let volunteers show their specialties in the service process. Non-profit organizations are serving for the community, they are also serving for the volunteers, this is the starting point and foothold for a non-profit organization to develop its volunteer human resources management strategy [3].

References

[1] Wang ming. Nonprofit Organization Management Introduction [M]. Press of Renmin University of China, 2010. (In Chinese)

[2] Fan Jine, Li Ou. A rational Perspective on the missing of humane environment in volunteer resource development [J]. Journal of Changchun University of Technology (Social Sciences Edition), 4, 2004. (In Chinese)

[3] Zhu Xiang, Yu Jiaqi. Strategies of volunteer management in non-profit organizations [J]. Theory Horizon, 6, 2009. (In Chinese)

[4] Fisher J.C.& Cole K.M. Leadership and management of Volunteer programs : A guide for volunteer administrators San Francisco [M]. Jossey－Bass Publishers, 1993.

[5] Henry B. Hansmann. The Role of Nonprofit Enterprise[J]Yale Law Journal, 1980.

[6] Giacomo Manetti, Marco Bellucci, Elena Como, Luca Bagnoli.Investing in volunteering: measuring social returns of volunteer recuitment, training and management[J]International Journal Voluntry and Nonprofit Organizations, 2014.

Research on Issues Concerning Chinese Civil Servant Resignation Administration

Li Yongkang*
School of Public Management ,
Yunnan University of Finance and
Economics
Kunming, P.R.China, 650221
Email: 121651831@qq.com

Xie Hejun
School of Public Management ,
Yunnan University
Kunming, P.R.China, 650504
Email: hejunxie@yahoo.com.cn

Duan Yuping
School of Public Management ,
Yunnan University of Finance and
Economics
Kunming, P.R.China, 650221
Email: 379993769@qq.com

Abstract— **The resignation system of Chinese civil servants has been basically established, and civil servants have an unimpeded "exit". However, there are several issues in need of in-depth study: firstly there are three issues concerning civil servant resignation administration: adverse selection and brain drain in resignation; singular career choice after resignation; the potential corruption in resignation. Secondly there are three issues in administration over resignation of current jobs: the conflicts between resignation due to job demands and term of office, comeback mechanism arrangement of resigned officials due to accountability; the conflict between ordered resignation and "resignation" rights. Thirdly the resignation administration law is to be completed.**

Key words— Chinese civil servant resignation administration; Adverse selection; Potential corruption; Comeback confusion

I. INTRODUCTION

The civil servant resignation system is an important component in civil servant administration, an important part in civil servant system building, and it is related to how to organize civil servant "exit" and party and government leaders "demotion" steps, and also rights guarantee of civil servants and responsible government building. It is of practical significance to further complete the civil servant resignation system, because it is necessary to further complete the civil servant system and it also means actual requirements to realize cadre and human resources system reform objectives and build service-oriented governments. Meanwhile, it is of important theoretical value, and in favor of exploring the theoretical system of Chinese civil servant resignation, and promoting development of public human resources management theories and enrich high-rank official accountability system and responsible government theories.

Although the educational circle holds some different viewpoints about the resignation system, but the "Chinese Civil Servant Law" in force has definitely stipulated that civil servants have the right to "apply for resignation" (Sub-clause 7 of Clause 13), i.e. all civil servants have rights to apply for resignation. Article 82 of "Civil Servant Law" stipulates four ways for party and government leaders and cadres to quit: resignation due to work change, voluntary resignation, blame-taking resignation and ordered resignation. As a result, Chinese civil servant resignation system has been shaped basically, and the content and system is comprised of civil servant resignation (Hereinafter referred to as "resignation from public service") and party and government leader and cadre resignation (Hereinafter referred to as "resignation from current positions"). Resignation from public service includes all behaviors for all civil servants to resign from public services, including that of ordinary civil servants and also leaders and cadres; the reasons for resignation include four types: resignation due to work change, voluntary resignation, blame-taking resignation and ordered resignation. Blame-taking resignation and ordered resignation are two ways to implement accountability to party and government leaders and cadres.

Two supporting laws and regulations concerning administration over civil servants are promulgated based on "Civil Servant Law". One is "Temporary Regulations concerning Resignation of Party and Government Leaders and Cadres" in 2004, which is formulated and executed by the Organization Department of the Central Committee of the CPC in accordance with the principle of "placing cadres under party supervision", and it is the specific management regulation concerning resignation of party and government leaders from present positions; the other is "Stipulations concerning Resignation of Civil Servants from Public Service (Trial)" in 2009. The stipulations are jointly formulated and issued by the Organization Department of the Central Committee of the CPC and the Ministry of Human Resources and Social Security, as the specific regulations for organization and human resources departments to administrate resignation of civil servants from public services.

However, since "Civil Servant Law" is implemented, further study on several major theoretical and practical issues concerning administration over resignation of civil servants is needed. The thesis will be focused on analyzing these issues in an attempt to attract academic attention.

II. ISSUES CONCERNING RESIGNATION FROM PUBLIC OFFIC

A. Adverse Selection and Brain Drain in Resignation

Adverse selection: some scholar thinks in the downsizing of public sectors, "generally speaking, the government drives civil servants to voluntarily resign or retire in advance only by financial incentives, such as providing severance pay or compensation, or assigning new positions or careers (Possibly not civil servants) for staffs, so that they will leave positions to be removed"; "the goal of downsizing is to dissolve redundant personnel and keep elites". [1] However, the practical downsizing tells another story in which redundant personnel, in fear of losing the identity of civil servants, refuse to leave if there are no good positions for them, and on the contrary, they

will exclude elites necessary out of the civil servant team, so elites are lost and adverse selection emerge, in which qualified ones leave and disqualified ones stay. [2]

One of the functions of civil servant resignation system design is to have impeded civil servant exits, and promote free flow of talents between public sectors and all social industries. However, the adverse selection in reality leads to brain drain of government sectors. The statistical result from spot check of the Ministry of Human Resources and Social Security to 21 central ministries and commissions reveals that in four years from 1998 to 2002, altogether 1,039 civil servants of regular college graduates or above in these 21 units resigned (quit), accounting for 8.8% of total civil servants of the same education background. A lot of personnel of education background concerning foreign affairs, such as foreign languages, international laws, international economy, international trade, international finance, and auditing concerning foreign affairs resigned. In the respect of ministries and commissions, 164 civil servants from the Ministry of Foreign Affairs quit, including 136 involving diplomatic businesses, accounting for 83%; 13 from 22 resigned people in the Ministry of Culture were foreign language majors, making up of 59%. Accordingly relevant ministries and commissions of these majors suffer severe brain drain. For example, 158 from the original Ministry of Foreign Trade and Economic Cooperation, 157 from the Ministry of Foreign Affairs, 107 from People's Bank of China, and 88 from the Audit Office quit. Among the resigned, most are young civil servants. For example, 80% resigned people from the Ministry of Foreign Affairs are below 35 years' old; 123 young civil servants in the original Ministry of Foreign Trade and Economic Cooperation from 1999 to 2001 quit, which were 72.8% of total college graduates recruited during that period. [3] According to the survey on Guangdong, altogether 2,081 civil servants gave up public services in Guangdong Province from 1994 to 2003, accounting for 1.7% of total civil servants. [4] During recent years, a growing number of officials of ministries and commissions give up all positions, transfer to "business activities", and seek employments in subordinate holding agencies or supervised institutions. Anti-tax avoidance experts of the taxation system end up to be tax risk partners of the international accounting firm. [5] Officials of China Securities Regulatory Commission are employed in securities & stock companies. According to prospectus placement published by the fund company, nearly 50 civil servants concerning securities regulation quit their jobs and hold top management positions in fund companies. At present these people are working in over 30 fund companies at home. [6] On the other hand, a growing number of civil servants quit, so to some extent the exit problem of civil servants is alleviated, making room for fresh hands and young civil servants. On the other hand, some experienced civil servants of certain levels and good education backgrounds flow out of governmental sectors.

B.Singular Career Choice after Resignation

By analyzing civil servant resignation of over 30 years from reform and opening up, most of the resigned go to foreign enterprises, private enterprises and state-owned enterprises; and few choose education, public good, etc. Most transfer to "do business", so that resigning of civil servants is deemed as doing business to the public. According to statistics of relevant departments of Zhejiang Province, 125 party and government cadres of above county (department) levels in the whole province (sectors directly under the administration of the province and 11 cities) from 2000 to March 2003 resigned or retired in advance, including 22 from sectors directly under the administration of the province, 103 municipal and county level officials, and 9 department level officials. 77 out of 125 resigned officials go to private enterprises, i.e. 62%. 46 management personnel from Zhejiang Guangsha Holding Co., Ltd. once were cadres of department levels. [7] As shown in table 1, one survey on national talent flow shows most talents choose foreign enterprises, i.e. close to 41%; if the quantity of resigned people going to private and listed companies is added, the proportion will be 68%; only less than 13% of the resigned would like to go back to be civil servants again. [8] This indicates that the proportion of civil servants is basically consistent with that proportion of nationwide talents flowing to enterprises, and most of them choose to work in enterprises. The flowing direction of resigned civil servants is comparatively singular and in need of policy guidance strengthened by the state.

TABLE 1 CHOICE RELATIONS OF CHINESE AREAS AND TALENT FLOW ORGANIZATIONS

Location	State-owned enterprise	Private enterprise	Foreign enterprise	Listed company	Public institutions	Governmental sectors	Others
Northeast China	13.7931	10.34483	37.93103	27.58621	6.896552	6.896552	10.34483
North China	2.564103	12.82051	41.02564	10.25641	17.94872	12.82051	2.564103
East China	2.5	12.5	45	25	15	12.82051	0
South China	5.555556	14.58333	40.97222	10.41667	15.97222	10	7.638889
Middle China	3.076923	10.76923	35.38462	13.84615	16.92308	11.80556	6.153846
Northwest China	0	3.703704	48.14815	18.51852	7.407407	14.81481	7.407407
Southwest China	5.555556	5.555556	38.88889	22.22222	13.88889	11.11111	2.777778
Total	4.358354	11.86441	40.9201	15.49637	15.01211	12.83293	5.326877

(Data source: Wu Bo, Current Talent Flow in China, September 2005, Page 158)

C. Potential Corruption in Resignation

1)Go into Business to Make Fortune and Retain the Job for Retirement

"Going into business with payments" and "retaining the job but suspending the salary" are ways to complete institutional reform tasks to some extent, and some people are "invisible" in workplaces to complete the downsizing objectives. When the institutional reform is no longer a major task and gets no

attention, most people going into business will go back to the original units for retirement. Based on survey on Yunnan Province, civil servants of provincial departments and sectors who went to do business before have returned to their positions, waiting for retirement. The inextricably tie between civil servants and original units easily triggers collusion between government and businessman and domination over the market, thus destroying the fair play on the market. At present the reason why private enterprises like officials is mostly because they give attention to officials' connections and information resources.

2)Afraid of Not Officials' Resignation and but Collusion between Government and Businessmen

It has had negative impact on the masses that a few leaders and cadres resign to go into business or seek for profits by utilizing original powers and rights during recent years. Targeting at this, netizens think some restrictions on retired or resigned civil servants who do business may better protect national security and reduce and contain corruption. A review from people.com.cn says business operation of resigned officials is easily involved in the scope of original powers and administration and relevant work areas. In order to seek for profits and avoid punishment, some people give favors for some people and some industrial areas, so that they may get rewards after resignation. This is "option corruption" criticized by the society. Once "option" is certain, some people will take initiative to resign and "cash" the option. However, according to opposite opinions, resignation and business operation of civil servants could promote employment. Not all resignation and business operation of civil servants will result in corruption, and this cannot be totally repudiated. [9]

In fact, frequent issues are partial and complete collusion of government and businessman. For example, retired cadres are employed as part-time directors in enterprises; the cadres returning to units do business with partners secretly or do "business of governmental background", etc. The statistics about officials' employment in listed private enterprises indicates that the position former officials hold the most in listed private enterprises is independent director, involving 139 people, followed by director held by 74 people and supervisor held by 43. These three positions are completely nominal posts, and 76.6% are held by officials. [10] It therefore is hard for the society to believe that the motivation for private enterprises to employ officials to work in their companies and for officials to go into business is pure. Relevant administrative authority should investigate and clarify the circumstances pursuant to laws.

3)Guard against Resignation and absconding of "Naked Officials"

The phrase "naked official" was invented by Chinese netizens in 2008, and it refers to civil servants whose spouse and children live out of the territory, and acquire foreign nationality or foreign permanent residency permits. According to the information disclosed by the Organization Department of the Central Committee of the CPC in 2010 indicates that spouses and children of 1.18 million officials (civil servants and leaders and cadres of state-owned enterprises and public

institutions) settle down abroad, that's to say, nearly 40,000 "naked official" in every province on average, and over 50 "naked officials" in every county and city. [11] On the other hand, the incidents about "naked officials" turning into corrupted officials and ending up as "fleeing officials" are shocking. It is reported that altogether over 16,000 fleeing officials from provincial, ministerial to deputy department levels embezzled and took away over RMB 1 trillion overseas from 1992 to June 2007. These fleeing greedy officials are almost all "naked officials" [12]. Targeting at this phenomenon, the party and government have gradually promulgated relevant policies and stipulations to strengthen administration. On February 22, 2010, "2010 Work Focus of State Bureau of Corruption Prevention" published by the Ministry of Supervision, and supervision over naked officials was brought up for the first time as the work focus of the State Bureau of Corruption Prevention. On April 23, 2010, CPC Central Committee Political Bureau deliberated "Stipulations concerning Leaders Reporting Relevant Personal Matters and Temporary Stipulations concerning Strengthening Administration over National Staff with Spouses and Children Emigrating to Foreign Countries". In 2011, China carried out registration and administration over "naked officials". Among resignation of civil servants, resignation of "naked officials" is particularly stressed on, registration is carried out according to relevant policies, resignation audit is added, the resignation of "naked officials" having suspected issues will not be approved, and registration and investigation will be conducted.

III. PROBLEMS IN ADMINISTRATION OVER RESIGNATION FROM CURRENT POSITIONS

A.The Conflicts between Resignation Due to Job Demands and Term of Office

Resignation due to job demands means position changes of leaders during their terms of office, and if not well handled, it will have conflicts with the leaders' tenure system. Article 3 of "Temporary Regulations concerning Tenure of Party and Government Leaders and Cadres" stipulates that every term of office of party and government leaders and cadre is five years. Article 4 stipulates that Party and government leaders and cadre should be kept steady during the tenure. One of the conditions to make adjustment within the tenure is that "positions should be adjusted due to special work requirements". This means that position's tenure system is the foundation, and the change of position is the adjustment according to actual work requirements, which is conditional and individual. Resignation due to job should be prevented in a few places, which is caused by sudden promotion and violates the tenure system.

B Comeback Arrangement of Resigned Officials Due to Accountability

1) Confused Time Limits for Comeback

"Work Regulations concerning Selecting and Appointing Party and Government Leaders and Cadres" in 2002 stipulates "cadres that resign to assume responsibilities, resign by

following orders or get demotion, may be appointed or selected to hold positions as leaders if they work in the new positions for longer than one year, have outstanding performance and meet selection and appointment conditions." The time limit to be appointed or selected as leaders again is "longer than one year". Article 10 of "Temporary Stipulations concerning Implementing Accountability of Party and Government Leading Cadres" in 2009 stipulates that "cadres that resign to assume responsibilities, resign by following orders or get dismissed may not assume positions as leaders equivalent to the original positions. If leader's position equivalent to the original position is held one year later, exam & approval formalities in accordance with cadre administration authority should be performed, and moreover, opinions of the upper level party and committee organization departments should be solicited." Article 16 of "Accountability Methods for Selection and Appointment of

Party and Government Leaders (Trial)" in 2010 stipulates that "officials that resign to assume responsibilities or by following orders, or get dismissed cannot assume positions equivalent to the original ones, or get promoted within two years". There is difference concerning the time limits for the comeback of leaders who resign to assume responsibilities or by following orders in party stipulations published in three different years. Seen from the party stipulation formulation time, the stipulations in 2010 is obviously more practical. However, seen from the effectiveness of the party stipulations, evidentially the work regulations in 2002 are superior regulations. This will cause confusion and chaos in administration practice. It can be seen from table 2 that the shortest and longest intervals for comeback of party and government leaders after accountability are 4 months and 15 months respectively.

TABLE 2 INFORMATION ABOUT COMEBACK OF PARTY AND GOVENRMENT LEADERS AFTER RESIGNATION

Resigned cadre	Position before resigantion	Resigntion time	Position after comeback	Comeback time	Comeback interval
Meng Xuenong	Mayor of Beijing City	March 2003	Deputy Director of General Office of South-North Water Transfer Project Construction Comitee of the State Council	September 2003	Six months
Zhang Wenkang	Minister of the Ministry of Public Health	April 2003	Deputy Director of Song Chiing Ling Foundation, Deputy Director of Science, Literature and Art and Sports Commitee	October 2003	Six months
Ma Fucai	CEO of PetroChina	December 2003	Deputy Director of National Energy Office	May 2005	13 months
Xie Zhenhua	Director General of Sate Environmental Portection Administration	December 2005	Party member and Deputy Director of National Development and Reform Comission	December 2006	1 year
Li Changjiang	Director General of General Administration of Quality Supervision, Inspection and Quarantine	September 2008	Full-Time Deputy Team Leader of National "Fight against Porngraphy and Illegal Publications " Work Team	December 2009	15 months
Meng Xuenong	Provincial Governor of Shanxi Province	September 2008	Deputy Secretary of Work Committee of Agencies Directly under CCCPC	January 2009	4 months

2) Insufficient Basis for Comeback

"Accountability Methods for Selection and Appointment of Party and Government Leaders (Trial)", printed and distributed by the General Office of the CPC Central Committee in March 2010, stipulates that "it is required to comprehensively consider track records, qualifications, strong points, etc. of party and government leaders who resign to assume responsibilities and by following orders, get dismissed or

demoted, reasonably allocate work posts and corresponding work tasks, and meanwhile decide corresponding positions and benefit packages." However, this doesn't mean appointing leadership positions, and moreover, how can we define the scope of "comprehensive consideration"? What is the standard on earth of "comprehensive consideration"? These answers to the doubts are unknown to the public.

3)Absence of Public Supervision during Comeback

The "comeback" course of most officials is not transparent and invisible, so the public's rights to know and supervise are ignored. On December 24-25, 2009, the public learnt from the news that Li Changjiang, Full-Time Deputy Team Leader of National "Fight against Pornography and Illegal Publications" Work Team Went to Jiangsu for Investigation" Li Changjiang, the previous Director General of General Administration of Quality Supervision, Inspection and Quarantine, who resigned to assume responsibilities due to "Sanlu" incident, had a "comeback", and he sparked heated public discussions. "The public should not be the last one to know the comeback of Li Changjiang", according to the comment of some media [13]. Before NPC & CPPCC in 2013, Zhou Bohua, Director General of National Administration of Industry and Commerce, almost shed tears when saying "people of Mainland China have no confidence in the quality of milk powder". Although the lingering impact of poisonous powered milk incidents a few years ago is so huge, several resigned officials involved have come back successively without letting the public know. They can go back to work and inferior quality powered milk is seen on the shelf again, so there is no wonder that there is no way for the public to believe in the quality of powdered milk produced at home. If the comeback course of the resigned officials fails to be supervised by the masses and transparent operation is impossible, stipulations of "promotion within two years" will be a dead letter, and it's hard for the public to believe the basis for the comeback of these officials.

C. The Conflict between Ordered Resignation and "Resignation" Rights

Pursuant to stipulations of international practice and "Civil Servant Act", it is generally agreed that the resignation of civil servants is a "right". However, "ordered resignation" of party and government leaders and cadres, as one type of "resignation", is "ordered". High-rank officials in western countries may be forced to resign, and some official may leave his position under the pressure of public opinions. However, it's up to the official to decide to resign or not. If the official is passively blamed, the official involved will be impeached or dismissed from his post. As one of the ways to blame party and government leaders and cadres, the "ordered resignation" in China is feasible, and it is between "resignation to assume responsibility" and "dismissal". However, as a resignation way, "ordered resignation" is obviously not the active behavior of party and government cadres, and it has conflicts with Sub-clause 7 of article 13 in "Civil Servant Law" , "civil servants have the right to apply for resignation", resulting in inconsistency in a law.

IV. THE RESIGNATION ADMINISTRATION LAW IS TO BE COMPLETED

A "Resignation and Dismissal" Combined into One Chapter to be Discussed

Both "Provisional Regulations concerning National Civil Servants" in 1993 and "Civil Servant Law" in 2005 have one particular chapter to regulate "resignation and dismissal" administration over civil servants. Although

resignation and dismissal have overlaps in some parts of administration, the difference of the two is comparatively obvious. Moreover, the resignation system includes the resignation of party and government cadres, so the mix of the two in laws and regulations leads to confusion in actual practice. The problem is already partially corrected. In 2009, the Organization Department of the Central Committee of the CPC and the Ministry of Human Resources and Social Security printed and distributed "Stipulations concerning Resignation of Civil Servants from Public Service (Trial)"and "Regulations concerning Resignation of Civil Servants (Trial)" in 2009 respectively. These two supporting laws stipulate clear separation of dismissal and resignation, which is in favor of combining resignation of civil servants and resignation from present positions of party and government cadres, thus forming the complete civil servant resignation system and legal system. For this reason, NPC is recommended to separate "resignation" from "dismissal" when amending partial articles of "Civil Servant Law", in an attempt to further complete civil servant resignation system.

B. Ambiguity of Audit during Resignation

Article 24 of "Temporary Regulations concerning Resignation of Party and Government Leaders and Cadres" in 2004 clearly stipulates that "if economic responsibility auditing is necessary according to relevant stipulations when party and government leaders and cadres resign, party committee (leading party groups) and the organization (human resources) department should entrust audit authority for economic responsibility auditing." Article 86 of the "Civil Servant Law" in 2005 also stipulates that "when civil servants resign or get dismissed, they should handle official business takeover formalities before resignation, and accept auditing pursuant to stipulations when necessary". Article 7 of "Stipulations concerning Resignation of Civil Servants from Public Service (Trial)" in 2009 once again stipulates that "civil servants approved of resignation should handle takeover formalities before resignation and accept auditing pursuant to stipulations when necessary". Three stipulations all clearly stipulate that resigned civil servants should accept resignation audit. However, ambiguous words like "pursuant to relevant regulations" "when necessary" means resignation audit is nominal or just goes through the motions, and relatively much discretion and arbitrariness exist.

C. Endowment Insurance of Voluntary Resignation of Civil Servants

One major barrier for civil servants to resign from public services is that civil servants' endowment insurance system is not supported. If the civil servant takes the initiative to resign before retirement, the benefits after retirement may be not secured. Therefore, some civil servants just get through the day, lack work passion, have the idea of resignation, but don't take actions. In 2005, a civil servant, quitting the 21-year job, is employed in an enterprise. He is refused by the Bureau of Finance for the lump sum endowment insurance, and the reason is that civil servants transferred to enterprises from government sectors may get a lump sum basic endowment insurance compensation, but resigned ones who are employed by enterprises are an exception. [15]

This is quite controversial. A few places carry out pilot programs. For example, "Reply to Endowment Insurance concerning Resigned or Dismissed Civil Servants" (M.R.S.H. [2009] No. 288) of Fujian Province Social Security Bureau stipulates that "After civil servants find employment after resignation or dismissal and get involved in enterprises' employees' basic endowment insurances, the consecutive working years in the original work unit before resignation or dismissal may be deemed as fee payment years, and combined with the actual payment years." Most places comply with "Provisional Methods concerning Basic Endowment Insurance Transfer and Renewing of Urban Enterprise Employees" of the Ministry of Human Resources and Social Security and the Ministry of Finance. The methods are applicable for all people involved in basic endowment insurances of urban employees. However, nothing is mentioned for endowment insurance for career flow, for example, resigned civil servants flowing to enterprises or enterprise employees flowing to be civil servants. [16] In 2015 the Ministry of Human Resources and Social Security started to connect endowment insurance of civil servants staff in public institutions and enterprise employees, but the former two also need to deduct endowment insurance fee from their salary, and receive endowment pension from the social security bureau like enterprise employees. However, the problem of endowment insurance calculation, transferring and renewing of resigned civil servants remains unresolved institutionally.

V. SUMMARY

The issues above need the attention of theoretical cycle and practice departments. Only based on increasing study, Chinese civil servant resignation system and administration practice may be completed, and meanwhile, civil servant system and theories about human resources management of public sectors may be improved, and civil servant administration will be promoted to be increasingly scientific and standard.

ACKNOWLEDGEMENT

REFERENCES

[1] Wu Qiongen, Zhang Shijie, Xu Shiyu, Dong Keyong, Cai Xiujuan, Su Weiye，"Public Human Resources Management，" Beijing: Peking University Press, 2006, pp. 351-352. (In Chinese)

[2] Wang Hu, "Civil Servants Drain Report: Brain Drain of 1,039 People in Central Ministries and Commissions within Three Years ，" 21st Century Economic Report, 2003-09-10. (In Chinese)

[3] Luo Liqian, Survey on Resignation, Discharge and Dismissal of Civil Servants of Guangdong Province . Academic Search for Truth and Reality, 2006(5). (In Chinese)

[4] Wang Chao, "Huge Tax Erosion Caused by Tax Avoidance ， " China Youth Daily, 2012-05-02.

[5] Going into Business of Officials of China Securities Regulatory Commission, How to Put Out and Prevent Fire. Southern Weekly, 2012-10-19.

[6] Zhou Qinghang, Wu Xinzhong, " Analysis of Business Operating of the New Round of Officials ，"Party & Government Forum, 2005(2).

[7] Wu Bo , " Contemporary Chinese Talent Flow ， " Beijing: People's Publishing House, 2005, pp. 158.

[8] "Restrictions on Business Operation ， " Career, 2009(11). (In Chinese)

[9] "Officials of Listed Companies，" Investor Journal, 2010-07-05. (In Chinese)

[10] Li Xiujiang, "Converging Attack of Naked Officials ， " Well-off, 2010(9). (In Chinese)

[11] Jiang Suoliang, "Moral Analysis of Naked Officials and Prevention ,"Journal of China National School of Administration, 2011(6). (In Chinese)

[12] "Comeback of Li Changjiang, the Public should not be the Last to Know ,"Yanzhao Evening News, 2009-12-28. (In Chinese)

[13] "Director General of the State Administration of Industry and Commerce Wants to Shed Tears for Citizens' no Confidence in Milk Powder Safety," http://politics.people.com.cn/n/2013/0303/c70731-20656772.html. (In Chinese)

[14] Jiang Guibin, "Session Opening of Retired Civil Servants' Endowment Insurance," Beijing Morning Post, 2005-10-25. (In Chinese)

[15] Du Wenge, "Solution of Endowment Insurance of Retired Civil Servants Good for Downsizing," Demoracy and Legal System Times, 2010-01-25. (In Chinese)

Study on Sub-National Government's Participation in International Regional Governance

Zhao Yonglun

School of Public Administration

Yunnan University of Finance and Economy

Kunming, China

（yy105788@163.com）

Abstract—**As the globalization evolves, international governance system gradually displays diversified pattern, and a growing number of non-government subjects get involved in international governance and plays an increasingly important role. In regional international governance, sub-national subjects have strong points like grasping regional information in a more flexible and active way than the state subject, so it plays an irreplaceable role in international exchange. It will be of significance for the country to expand the diplomatic relation room, boost international understanding, and nourish more stable diplomatic environment if the sub-national entity plays a role in international regional governance, and establishes diversified foreign diplomatic systems.**

Keywords—regional governance, sub-national government, international cooperation

I. LITERATURE REVIEW

Sub-national governments refer to governments of all levels under the central government, which exercise diplomatic functions not on behalf of the whole state, including local governments of all levels in unitary states, federal members and local governments of prefectures and provinces in federal states. After 1970s, the international exchange facilitated by globalization soars exponentially, the traditional international exchange dominated by sovereign states are overwhelmed, so wide room is provided for other non-national subjects to get involved in international activities. International actors of different levels and types go beyond national visions and boundaries, extend the scope of international governance to global areas, and form the global governance system with diversified participants, such as sovereign state, international organizations, non-government organizations and individual citizens. This has weakened the role of central government on behalf of the state to some extent, and the international exchange function held by the central government before is gradually delegated. Sub-national government, as a subject with special positions, plays an increasingly prominent role in international exchange, especially regional international exchange, and develops into important force for national governments to expand the foreign exchange.

There are quite many research fruits at home and abroad from study on participation of sub-national governments in international regional governance. Famous American futurist

Alvin Toffler thinks that in international pattern change in future, there are always "some forces try to transfer political powers from nationality country to the areas and groups of the country, and some other forces try to transfer the national power to trans-national institutions and organizations"[1]. Based on research on sub-national government of Australia, Dollery, Crase, Johnson, etc. (2006) point out that the functions of sub-national government are expanded from services, infrastructure construction, social welfare, etc. to wider economic areas, and undertake the responsibility to promote local economy development. After conducting study on the role of British sub-national governments,[2] Chandler thinks that the significance of activities of sub-national government including international activities is not to provide services for residents in the area, but moreover promote the process of democratization, and advance social process of democratization and liberalization.[3] Johnson, another American scholar thinks that as the function of the central government is expanded, its functions will inevitably go beyond its capacity, so the supplementation of sub-national government is needed. Hence sub-national governments own some non-excluding rights to the central government (Johnson, 1978).[4] The study suggests it is a trend for sub-national government to take part in international governance, and its role cannot be replaced.

Chinese scholars also carry out much research on participation of sub-national government in international governance. Huang Jianwen (2006) illustrates it is inevitable for sub-national governmens to get involved in international cooperation from the global governance respect, and he thinks that global governance structure is a governance framework of multi-layers, and it is a trend to transfer national administrative functions lower and out to sub-national institutions.[5] Li

---

[1] Alvin Toffler, the Third Wave, translated by Zhu Zhimiao. Beijing: SDX Joint Publishing Company, 1983,383

[2] Dollery, B., Crase,L., Johnson, A. Australian Local Government Economics. Sydney: University of New South Wales Press Ltd. 2006.

[3] Chandler, J. A. Local Government Today. 3rd ed. Manchester: Manchester University Press. 2001.

[4] Johnson, P. R. Provincial International Activities. International Journal. 33, 359.

[5] Li Zhengang. On Building Transnational Local Government Relations, Journal of Guangxi University for Nationalities (philosophy and social science). 2006 (1), 167-174

Zhengang (2006) thinks that accelerated globalization promotes trans-national exchange of local governments into the new trend of international relation development, and this is helpful to boost local competitiveness, realize supplementary interests and resources, and cut down trading costs for local development. After studying Sino-US exchange course,[6] Ba Cuicui (2014) holds the opinion that under the increasing globalization background, Driven by the appealing Chinese market and local economy growth and employment requirements, American sub-national governments get involved in Sino-US international cooperation more frequently. By visiting China, establishing friendly provinces, states and cities, setting up China-oriented agencies and other channels, American sub-national governments have developed positive exchange and cooperation with Chinese local governments, and accomplished remarkable results. After studying the role of sub-national governments in international cooperation in his doctoral thesis,[7] Jiang Changxin (2011) thinks that the international cooperation of sub-national government is closely related to the country's system, structure, culture and history, and decides the role of the sub-national government on the international arena and the depth and width of international cooperation.

II. CHARACTERISTICS OF SUB-NATIONAL GOVERNMENT'S PARTICIPATION IN INTERNATIONAL COOPERATION

Compared with the central government on behalf of the state, sub-national governments don't exercise national sovereignty, they are not subjects inherently exercising diplomatic functions, and they are under the control of the central government in activities concerning foreign affairs, which on one hand restricts the international cooperation room and depth, but on the other hand gets free from restrictions like ideology, political system, international treaty, etc. Therefore, sub-national governments not on behalf of sovereignty responsibilities boast advantages, such as flexible and widespread choices in international cooperation. Generally speaking, sub-national governments have characteristics as follows when getting involved in international governance.

Firstly There are multiple dimensions and levels for sub-national governments to take part in international governance. Firstly seen from the areas of international governance involved, the content is more extensive. Political, economic, social, environmental and other areas are all likely to be the content for sub-national governments to take part in international cooperation and governance, and the key areas are economic areas such as trade and investment, and social development fields like ecological environment, human resources, etc.; secondly seen from the subject structures involved in international governance, sub-national governments of different levels have different roles, and their international activities' depth and width are closely related to the levels of sub-national government; thirdly theoretically

[6] Ba Cuicui. Outlook on Motivation, Channels and Prospect of Exchange between American Sub-National Governments and China. File[J].2014(7).
[7] Jiang Changxin. Research on Issues concerning Sub-National Government's Participation in International Cooperation-Take Jilin Province Government for Example. Doctorate thesis of Jilin University (D). 2011(6)

speaking, sub-national governments of all levels are likely to participate in international governance, but the ones of higher levels are more active than those of lower levels.

Secondly it is incomplete for sub-national governments to take part in international governance. The reasons are as follows: firstly sub-national governments could only develop international cooperation and governance within a certain scope, and generally they don't own complete international legal status, and their international cooperation areas will be restricted to some extent. For example, in some areas in need of national sovereignty, sub-national governments are unable or unlikely to take part in; secondly the levels for sub-national governments to get involved in international cooperation and governance are restricted, sub-national governments are only able to reach international cooperation agreements within their functional scope and power, so the governance and cooperation is limited.

Thirdly sub-national governments are relatively independent to get involved in international cooperation and governance. Although theoretically speaking, the diplomatic functions of one country are exercised by the central government, and local governments don't own independent diplomatic rights, it is impossible for the central government to control all foreign affairs, and moreover, diplomacy is diversified and has multiple levels, so sub-national governments are able to implement certain independent diplomatic activities in some areas. For example, on one hand sub-national governments could choose equal international cooperation partners in a relatively independent way according to their conditions, economy & trade with relevant countries, geographical relations, etc., and they are independent of central governments in a certain scope to develop bilateral or multipartite cooperation; on the other hand, sub-national governments decide international cooperation content, projects, key points and cooperation ways within their responsibility scope and on the foundation of not violating general strategies and principles of the central government.

III. ADVANTAGES AND LIMITATIONS FOR SUB-NATIONAL GOVERNMENT TO GET INVOLVED IN INTERNATIONAL REGIONAL GOVERNANCE

A. Advantage for Sub-National Governments to Take Part in International Regional Governance

Generally speaking, compared with diplomatic activities of central governments, sub-national governments own the following advantages in participating in international regional governance courses:

1) Sub-national governments are more flexible in participating in international governance activities. Generally speaking, the central government on behalf of the state always adopt relatively standard ways in international cooperation, and fix the partnership between countries in international treaties, conventions, etc., which are quite steady, so central governments are more prudent in governance, cooperation, ways, projects, etc., attach importance to long-term strategies, and ignore specific mattes, which means less flexibility.

Cooperation among sub-national governments are pretty flexible, and sub-national countries may adopt different ways, choose relatively specific content, and have comparatively simple procedures and long or short cooperation durations.

2) As sub-national governments' international cooperation is flexible and unrestricted, and possible loss resulted from failure is not much, it serves as the experimental way to explore international exchange mechanism innovation and breakthrough. Especially in some comparatively sensitive areas and specific matters, cooperation of sub-national governments is the pioneer and exploring means for international cooperation, an effective way to break diplomatic stalemate, and it could create good diplomatic environment for in-depth cooperation between countries.

3) International cooperation between sub-national governments is of less political sensitivity, cooperation is focused on projects not quite related to political areas, such as economy, culture, and social development, and it is not quite much affected by international political relations, not probable of causing international political and social reactions. Not much international resistance is encountered in cooperation and governance, and it is relatively possible to get difficult and successful cooperation and governance. The cooperation matters are relatively specific, not involving policy adjustment, so consensus is easily reached.

B. Limitations for Sub-National Governments to Take Part in International Cooperation

As sub-national governments cannot represent national sovereignty to develop foreign cooperation and governance, the maximum restriction lies in restricted international regional governance scope.

Firstly, the areas for sub-national governments to take part in international regional cooperation and governance are non-traditional safety areas, the key area is economic cooperation, and main areas also include social development areas like ecological protection, cultural exchange, education and health. However, sub-national governments are difficult to get involved in cooperation and governance concerning the whole national security and strategies.

Secondly, levels and authority of sub-national government cooperation are restricted by central governments to a large extent. On one hand, sub-national governments cannot go against strategic intentions and principles of central governments in developing international regional governance and cooperation; otherwise, such international regional governance and cooperation will be directly intervened by the central government, and support from central governments will be impossible. Secondly in international cooperation of major projects involving national interests, the final cooperation is always up to participation and recognition of central governments; thirdly the scope for sub-national governments to choose international cooperation partners depends on the achievements from diplomacy accomplished by the central government and international environment shaped.

Thirdly, sub-national governments have many risks in taking part in international governance and cooperation. Firstly sub-national government is not a complete subject of international law, and its international behaviors cannot be protected by international legal systems; secondly sub-national government subjects have generally weak capability in resisting risks, and they are difficult in resisting risks caused by complicated international environment; thirdly when national relations have changed, in order to protect integral interests of a country, the central government will sacrifice interests of sub-national governments in participating in international governance.

IV. Ways for Sub-National Governments to Take Part in International Regional Governance

Firstly, in the international level, sub-national governments should fully learn their internal development requirements, grasp international governance rules and systems, carry out practice to shape interactions and participations, try to combine action orientations with main topics of the international society, and improve capabilities and successful rates of participating in international governance.

Secondly in the national level, sub-national governments should comprehensively understand the whole country's diplomatic strategic intentions, align international regional governance actions with national strategies, actively seek for support from central government, and meanwhile, work as a pioneer to realize nationally strategic objectives based on its diplomatic efforts, and create good environment for the state and own international activities.

Lastly, sub-national governments should strengthen coordination and distribution of responsibilities of peers in participating in international regional governance, establish uniform organizational coordination and supervisory mechanism, prevent vicious competition, safeguard overall interest of the state, and beef up overall strengths to participate in international governance.

References

[1] Alvin Toffler, the Third Wave, translated by Zhu Zhimiao. Beijing: SDX Joint Publishing Company, 1983,383

[2] Dollery, B., Crase,L., Johnson, A. Australian Local Government Economics. Sydney : University of New South Wales Press Ltd. 2006.

[3] Chandler, J. A. Local Government Today. 3rd ed. Manchester: Manchester University Press. 2001.

[4] Johnson, P. R. Provincial International Activities. International Journal. 33, 359.

[5] Huang Jianwen, Sub-National Governance and urban Government Governance Innovation. Wuhan: Journal of Jianghan University(Social Science). 2006 (4), 29-32.

[6] Li Zhengang. On Building Transnational Local Government Relations, Journal of Guangxi University for Nationalities (philosophy and social science). 2006 (1), 167-174

[7] Ba Cuicui. Outlook on Motivation, Channels and Prospect of Exchange between American Sub-National Governments and China. File[J].2014(7).

[8] Jiang Changxin. Research on Issues concerning Sub-National Government's Participation in International Cooperation-Take Jilin

Province Government for Example. Doctorate thesis of Jilin University (D). 2011(6)

[9] Sun Ying, Analysis of Diplomatic Status of Sub-National Government, Modern Property, Modern Economy 2015(2).

Study on Land Law Enforcement Agency Team Building in Underdeveloped West China

Ma Qiongli

Public Administration College of Yunnan University of Finance and Economics

Kunming, P.R. China

(1040086919@qq.com)

Abstract—**The main problem of this paper is to look for the ways and means of promoting land law enforcement agency team building in underdeveloped West China. The author is mainly through reading literature and field research to carry out research. Land law enforcement agency team building in underdeveloped West China is in systematic dilemma, so, the government need to reform of law enforcement system, adjust the relationship between power and responsibility, perfect legal system, Improve the quality of law enforcement officer, strengthen law enforcement protection, etc. The innovation of this paper lies in research the dilemma of land law enforcement agency team building in underdeveloped West China systematically.**

Keywords—West China, land law enforcement, agency and team building

I. Literature Review

Since 1960s, foreign scholars, including Davis, Crecine, Rolleston, Peterson, Daniel, etc. have started to research on land administration of public sectors. From the late 20th century to now, Tommy, Zaslavsky, Daudelin, Wate, etc. have conducted study on land law violation governance, including land law enforcement, proposed viewpoints about occurrence of land law breaking behaviors and land law enforcement, and held the opinion that the main ways to govern land law violating behaviors of public sectors are to improve social and judicial systems, complete public power restriction mechanism, improve power exercising transparency of public sectors, enhance land resources allocation marketization, establish a set of complete land administration accountability system, etc. As the reform and opening up proceeds, land law breaking issues emerge in China. From late 20th century to now, some scholars including Jang Ailin, Liang Ruobing, Wang Weilin, Lu Rucheng, etc. have conducted intensive study on land administration and land law violations mainly in four areas: land unlawful acts, reasons, governance and land law enforcement. Scholars positively discuss how to govern land law violation, how to improve land law enforcement, and put forward quite many micro and macro governance measures. There is not quite much study at home and abroad on land law enforcement agency and team building in West China..

II. Backward Agency and Team Building in Underdeveloped West China is the Soft Spot for Land Law Enforcement

Land resources are major fundamental and strategic resources decisive for long-term development of economic society and basic wellbeing of the public in underdeveloped West China, and it has an unusual position in the whole regional social economy. General situations, development paths and development stages of provinces in West China suggest that scientific land resources use and strict protection is extremely important and urgent. As industrialization, urbanization and agricultural modernization speed up and the peak population period comes, disparity between supply and demand of land is increasingly severe, growing social issues triggered by land use and development emerge, land protection situation is extremely severe, and land law enforcement is unprecedentedly important. When it is high time to powerfully enforce land laws, West China is confronted against many predicaments like "difficulty in preventing, discovering, stopping, investigating, punishing and implementing". Backward agency and team building is just the soft spot for law enforcement in West China, and all the predicaments above are closely related to it. The actual dilemma of land law enforcement agency and team building is the key reason for "difficulty in law enforcement". Since the 18th NPC, guided by important discussions on comprehensively law-based governance of President Xi Jinping, the law-based governance and government of China welcomes a brand new historic milestone. Comprehensively promoting law-based governance, and law-based administration of government put forward brand new and higher requirements for land law enforcement agency and team building in six respects, such as qualification and quality of law enforcement subject, awareness and capability of law enforcement, authority-responsibility relationship, enforcement procedure and efficiency. As the law-based governance and administration proceeds, our country's administration will be further streamlined, shifted from management-based administration to enforcement administration, the ratio of enforcement in administration is on the rise, the enforcement nature of administration will be increasingly reinforced, it will be significant to solve the difficult enforcement problem in Chinese administrative reform, and there is no exception in land administration. Once the soft spot of agency and team building is focused on, the key to get out of law enforcement predicament in West China will be seized.

III. Analysis of Problems in Land Law
Enforcement Agency Team Building in
Underdeveloped West China and the Reasons

(I) Illegitimate agencies and personnel. Before public institution reform in 2014, land law enforcement agencies are mostly public institutions involving public administration, which are established according to legal procedures, and they perform administrative enforcement functions in the name of being entrusted by land resources administrative authority in charge. However, the administrative entrusting neither has any legal basis nor any legal procedures, so as a matter of fact, land law enforcement agencies and personnel don't have legitimate enforcement qualifications, and their enforcement acts and effectiveness are not lawful enough. After the new public institution reform gets started, land law enforcement institutions are classified into public benefit units, so the land law enforcement identity and qualification dilemma continues. There are many reasons: firstly the government hasn't realized the importance of land law enforcement, and the concept of "stressing on exam & approval and ignoring enforcement" is deeply rooted; secondly under the semi-vertical administrative system, land administration is for local interests, and land law enforcement functions are weakened, so land law enforcement is further marginalized; thirdly the absence of land enforcement institution and team building laws, systems, policies and norms at national and provincial government levels results in no basis for land enforcement agencies to be classified into administrative institutions in the new public institution reform, so land enforcement institutions are in quite passive positions.

(II) Functions, responsibilities and power and rights are unmatched. Land law enforcement doesn't have administrative compulsory power, and in the face of increasingly severe enforcement situations, the power and rights are not enough to shoulder functions and responsibilities. The awkward situation that "illegal behaviors are not stopped, and enforcement decisions cannot be implemented" occurs in enforcement practice. The reasons are as follows: firstly the legal design has defects. Considering "separated adjudication and implementation", the law doesn't give land enforcement administrative compulsory rights of deterring administrative compulsory execution power. As for various land law violating acts, law enforcement personnel only have the rights to order stopping; secondly the policy design has defects. Within the established framework, defects of land enforcement power and duty are not made up of through policy design timely at the national level. Provinces integrate enforcement forces by establishing coordinated enforcement mechanism, joint case handling mechanism, shared responsibility mechanism, etc., take advantage of forces to enforce laws, some effects are accomplished, and they are not quite ideal.

(III) Agency teams and enforcement actions are not independent. Land enforcement departments are functional departments of people's governments of the level, and they are incapable of investigating in the face of land law violations acquiesced, connived and dominated by local governments. The reasons are as follows: firstly the management system is restricted. Land law enforcement, affiliated to local government or under semi-vertical management system, is distorted and alienated inevitably; secondly it is under the impact of lopsided development concepts and development modes. Under the comprehensive impact of work performance foremost, lopsided growth, land finance development concepts and modes, land resources is of special positions and value, and local governments of different levels control land resources rigorously. Due to its subtle relation with local GDP growth, leaders' work performance, and fiscal revenue, land law enforcement is also interfered when being marginalized.

(IV) Personnel quality and law enforcement situations are not adaptive. New situations have higher requirements for enforcement concepts, levels, capabilities, styles and comprehensive quality of land enforcement teams and personnel in underdeveloped West China. However, professional quality of some grassroots enforcement personnel is relatively low. For example, no consciousness of law-based administration of government, inadequate comprehension of laws, regulations, policies and standards, excessive arbitrariness of law enforcement procedures and discretion, simple and rude law enforcement, etc. There are two reasons. Firstly it is difficult to attract and cultivate talents. Land law enforcement work is arduous and it is quite difficult to cultivate land law enforcement cadres, land law enforcement has inadequate qualified personnel, so it is quite difficult to build a high quality law enforcement team; secondly law enforcement performance management and accountability system is incomplete. Performance management and assessment are absent, and law enforcement personnel don't have enough pressure and impetus to positively perform their duties. Due to accountability absence and vague punishment, law enforcement personnel are not aware of laws and responsibilities to enforce the law legally.

(V) Enforcement guarantee and enforcement tasks are synchronous. As the economic society develops rapidly, land interests has increasing conflicts, and law enforcement tasks are increasingly heavy, the law enforcement assurance stands still, and it is not synchronously perfected along with law enforcement duties and responsibilities. Grassroots land enforcement department personnel are severely understaffed, financial outlay is not enough, special fund for law enforcement is squeezed and embezzled, equipment like special vehicle for enforcement is in shortage, and enforcement subsidy, personal insurance and accident insurance are hard to be carried out. The reasons for these are as follows: firstly the government fails to attach enough importance. Secondly economic society develops quite slowly. Provinces in West China are where ethnic groups live, economic society is behind national average level, and

governmental finance is limited; thirdly natural geography and humanity and customs are also reasons. There are special geographical conditions with high mountains, steep slopes, deep valleys, thick forests and inconvenient transportation in West China; legal awareness of minority groups is relatively poor, resulting in difficulty in law enforcement and high costs.

IV. Basis to Promote Land Law Enforcement Agency Team Standardization Building in Underdeveloped West China

Firstly there is inadequate policy basis to classify land law enforcement institutions to public good institutions. At present, land law enforcement institutions in underdeveloped West China are mostly classified into public good institutions, while this is unsuitable for the original intention of national public institution reforms and actual requirements of land administration. "Guiding Opinions of CPC Central Committee the State Council on Classifying and Promoting Public Institution Reform", which was published on April 16th, 2012, clearly says, "classify categories of present public institutions. Based on standardization, classify current public institutions into three categories, namely undertaking administrative functions, engaging in production and operation activities and getting involved in public good services, according to social functions. Those assuming administrative functions will gradually put administrative functions under or turn into administrative institutions", "segment public institutions engaged in public good services. Subdivide public institutions engaged in public good services into two categories according to responsibilities, tasks, service objects, resources allocation, etc.; subdivide public institutions engaged in public good services into two categories: those which undertake basic public good services, such as compulsory education, basic scientific research, public culture, public health and basic grassroots medical services, and are unable or unsuitable to get market allocation resources, are classified into public good category one; those that undertake higher education, non-profit medical care, etc. and get some market allocated resources are classified into public good category two". However, in the reform classification promoted later, public institutions involving public administration, which undertakes all administrative functions such as land enforcement, are classified into public good category one, and this is contradicting with national policies and current administrative practice, thus arousing many disputes in administrative management practice and theoretical circle. Afterwards, "Reform and Classification Catalogue of Public Institutions" published in 2014 by the State Council defines that "those meeting the following three conditions at the same time are identified as public institutions undertaking administrative functions: 1. Completely or mainly undertake administrative functions, such as exercising administrative permits, administrative penalties, administrative enforcement, administrative adjudication, etc.; 2. Undertake administrative functions in accordance with national relevant laws or relevant central policies; 3. If public institution of the department undertakes administrative functions, clear authorization (i.e. clearly pointing to public institutions) of relevant national laws, stipulations or relevant policies of the central government is

required." Meanwhile, the catalogue clearly defines that auxiliary administrative institutions involving national land supervision, environment supervision, safe production supervision, labor security supervision, transportation supervision, cultural market comprehensive enforcement, comprehensive urban enforcement, etc. are classified into public good category one public institutions. Land law enforcement and supervision are completely different concepts in both practice and legal principles. Hence the "Classification Catalogue" fails to clearly define land law enforcement institutions should be classified into public good category one public institutions, and this leaves room for comprehensive law enforcement reforms in future.

Secondly there is inadequate basis for land law enforcement institutions to exercise administrative law enforcement rights in the capacity of public institutions. Land law enforcement institutions in underdeveloped West China are mostly public institutions, so the enforcement is developed in the name of authorization by land and resources administrative authority in charge, and the enforcement identity legality and authority is questioned. In 1996, the Ministry of Forestry asked Commission of Legislative Affairs of NPC Standing Committee "if administrative authority could decide the administrative penalty commission at its discretion", and got the reply that "Sub-clause one of clause 18 of "Administrative Penalties Law" stipulates: 'Pursuant to stipulations of laws, rules or regulations, administrative authority may entrust organizations in line with conditions stipulated in clause 19 of the law within its legal power to implement administrative penalties, and administrative authority cannot entrust other organizations or individuals to implement administrative penalty." In accordance with the stipulation, only administrative authority that laws, rules or regulations clearly stipulate, the administrative authority may entrust penalties pursuant to laws." In fact, at present the entrusted law enforcement in the land resources administration area does not have definite stipulations from laws, rules and regulations, most provincial level local people's governments and land and resources administrative departments in charge have never had any administrative entrusting in line with legal forms and procedures to land law enforcement institutions. Furthermore, although administrative penalty is the core of land administrative law enforcement, but it is not all the content in land law enforcement. "Administrative Penalties Law" stipulates entrusted enforcement in administrative penalties, but it doesn't mean that any land administrative enforcement may be entrusted. "Administrative Procedural Law of the People's Republic of China" implemented on May 1, 2015, has extended the scope of administrative subject into "organizations authorized by laws, stipulations and regulations", suggesting that local government has rights to give administrative subject qualifications to certain organization or institution. This paves the way for underdeveloped provinces in West China to change entrusted land law enforcement into authorized enforcement via legal forms (local stipulations or local government regulations).

Thirdly local governments have sufficient legal and policy basis to promote land law enforcement institution and team building. "Organization Law of Local People's Congresses and

Local People's Governments of All Levels" stipulates "local people's governments of all levels set up necessary work departments according to work requirements and effective principles". Therefore, the local government has certain rights to set up departments, and land law enforcement sector is only an internal institution, so local governments own the sufficient power to make decisions. Issues involved in land law enforcement institution and team reforms, such as institution, manning quota, personnel, relationship between superior and subordinate, are decided by the government. It is barrier-free in legal principle to make laws appropriately or make authorization concerning land law enforcement institutions and teams according to economic society's development and management in underdeveloped West China, so as to solve organizational carrier issues in land law enforcement system reform. "Guiding Opinions of CPC Central Committee the State Council on Classifying and Promoting Public Institution Reform" stipulates that "public institutions undertaking administrative functions should be identified severely according to relevant national laws, stipulations, relevant central policies, and whether to principally fulfill administrative decisions, implementation, supervision, etc. or not. Reforms are carried out according to different situations." Promote reforms of public institutions undertaking administrative functions with regard to administrative system reforms and governmental institution reforms, especially exploring the greater department system with organic and uniform functions. If manning quota adjustment is involved, governmental institution quota and headcount limitation cannot be exceeded, and vacancies from secondment in administrative management system and government agency reforms are used to solve the issue step by step. Public institutions partially undertaking administrative functions should be organized and governmental functions should be classified into relevant administrative institutions; after the function is adjusted, define responsibilities of public institutions and classify categories once again. If the tasks are not heavy, cancel or incorporate into other public institutions. Public institutions completely undertaking administrative functions may be adjusted into internal institutions of relevant administrative authority. If it is necessary to set up administrative institution independently, the establishment should follow efficiency principles. Public institutions that are identified as undertaking administrative functions and not being adjusted well use utilities staffing quota, the headcount will not increase, human resources, financial affairs, social insurance, etc. will be implemented and administrated according to current national policies." Law enforcement institutions of all levels in underdeveloped West China are all institutions completely performing administrative functions, which are established according to legal procedures. It doesn't violate national policies for local governments to classify them into administrative public institutions or internal institutions of land and resources administrative sectors in charge in the transitional or progressive way, and it also means practically implementing comprehensive law-based state governance advocated by President Xi Jinping.

V. CONCLUSION

Countermeasures to strengthen land law enforcement agency and team building in underdeveloped West China are recommended as follows: firstly give legitimate identity to land enforcement institutions and personnel. Pursuant to the principle of "respecting history and facing reality", classify land institutions into administrative public institution, or change into administrative institution set up in land resources administrative sectors in charge. Under the precondition of keeping the same fiscal expenditure, change enforcement personnel quota into administrative quota or administrative public institution quota, and endow legitimate law enforcement identity to enforcement personnel; secondly enhance land enforcement teams' independency, establish land law-enforcing vertical management system, and realize vertical land law enforcement. Reduce law enforcement tiers, withdraw prefectures (cities) and give more power to counties, and original duties and responsibilities of prefecture (cities) land enforcement teams are shouldered by county level counterparts; thirdly define responsibilities, power and functions of land enforcement institutions of every level. West China completes local legal systems concerning land management within national legal framework, and land resources administrative sectors of all levels exercise enforcement functions and powers in accordance with relevant laws, stipulations and regulations, fulfill legal functions and undertake corresponding responsibilities; fourthly complete and optimize land enforcement mechanism. Establish and complete local rules and regulations of all levels concerning land enforcement supervision, prevention and prohibition, case administration, case investigation, discretion, joint trial, accountability, notification and filing, supervision and assistance, file evaluation, law enforcement responsibilities, etc., therefore laying a solid foundation for legal enforcement and standard implementation. Establish a solid enforcement mechanism, and build land enforcement supervisory long-term mechanism; fifthly strengthen law enforcement human resources management. Establish land law enforcement cadres' career development mechanism, and offer good conditions for land law enforcement personnel's business trainings, education improvement, and grassroots practice. Build the land enforcement award mechanism, and provide awards based on performance. Provide fair career promotion platforms and environment for land law enforcement personnel, and provide a good career development path for them.

REFERENCES

[1] Lu Wenzheng, Land Administration Innovation under New Normal Situations [J]. Operator, 2015,35:353.

[2] Sui Lianfeng. On Shortcomings and Solutions of Land Management in China [J]. Heilongjiang Science and Technology Information, 2016,02:273.

[3] Shaojia CAO, Xianshu Li. Modes for Agricultural Land Protection in China [J]. Asian Agricultural Research, 2013,03:66-69.

[4] Xiufang ZHOU, Qing CHEN, Xunqiang GONG. Analysis on Local Government's Illegal Occupation of Cultivated Land Using Game Theory [J]. Asian Agricultural Research, 2013,11:84-87.G. Eason, B. Noble, and I.N. Sneddon, "On certain integrals of Lipschitz-Hankel type involving products of Bessel functions," Phil. Trans. Roy. Soc. London, vol. A247, pp. 529-551, April 1955.

[5] Kenneth J. Meier, Nathan Favero, Mallory Compton. Social Context, Management, and Organizational Performance: When human capital and social capital serve as substitutes[J]. Public Management Review, 2016, Vol.18 (2), pp.258-277.

[6] Alexander Newman, Qing Miao, Peter S. Hofman, Cherrie Jiuhua Zhu. The impact of socially responsible human resource management on employees' organizational citizenship behaviour: the mediating role of organizational identification[J]. The International Journal of Human Resource Management, 2016, Vol.27 (4), pp.440-455.

A Study on the Social Governance Function of Cultural Industry of the Directly-entering-socialism Ethnic Group Areas
—A Case Study of Lao Dabao Happy Lahu Performing Arts Company of Lancang County

Yan Xiong*
School of Public Management
Yunnan University of Finance and Economics
Kunming,China
(yxiongemail@163.com)

Yue Yijing
School of Public Management
Yunnan University of Finance and Economics
Kunming,China
(632931370@qq.com)

Abstract—The development of cultural industry in the directly-entering-socialism ethnic group areas with backward economy and rich cultural resources can exert five social governance functions such as serving as the "catalyst" to help cast off poverty and get rich. The paper focuses on Lao Dabao Happy Lahu Performing Arts Company of Yunnan Lancang County to find out the obstacles of the cultural industry of Yunnan directly-entering-socialism ethnic groups in exhibiting social governance functions, which is of great practical significance for the Party and government to improve the social governance of the directly-entering-socialism ethnic groups.

Keywords—directly-entering-socialism ethnic groups; cultural industry; social governance; Lao Dabao

I. INTRODUCTION

A. Significance of the Study

Cultural industry, as a new form of economics, is both endowed with the economic nature of the general industry and the political nature characterized by Supreme of National Benefits as well as the social nature of highlighting social benefits. Its comprehensive social governance potential is especially embodied in the directly-entering-socialism ethnic group areas: due to different living conditions, there has appeared the traditional culture of directly-entering-socialism ethnic groups in various forms and substances, which still maintains the old-fashioned ideology with a backward economy and low living standards. Thus, it is of vital importance for the Party and government to improve the living conditions of directly-entering-socialism ethnic group areas, to strengthen and innovate the social governance of such areas to maintain the harmony and stability of the 56 ethnic groups in our country.

To develop the cultural industry in directly-entering-socialism ethnic group areas is to serve as the "catalyst" to help cast off poverty and get rich, as the "loader" to carry forward culture, as the "lubricant" to improve the relationship between cadres and masses, as the "stabilizer" to maintain the national unity and as the "pusher" to promote social stability and progress. The paper focuses on the Lao Dabao Happy Lahu Performing Arts Company of Yunnan Lancang County (representative of Lahu cultural industry) to study obstacles of the cultural industry of Yunnan directly-entering-socialism ethnic groups in exhibiting social governance functions, which is of great practical significance for the Party and government to improve the social governance of the directly-entering-socialism ethnic groups.

B. Literature Review

In the 1960s, the Birmingham School combined cultural forms with social structures into the analyzing thought of "sociology about culture."[i] With the emergence of the global cultural development strategy, the government begins to apply the cultural strategy to the selective constraint and guidance of public and private behaviors in society about cultural development. In 1996, the UN World Commission on Culture and Development issued the report Our Creative Diversity to extend the concept of governance to the discussion of cultural development.[2]

The earliest social governance function in the Chinese history can date back to the time when "the ancient kept records and ruled by tying knots, while the later generations referred to written agreements instead." The ancient working people created culture and kept records by tying knots to rule the country.[3] Since the founding of new China, a great many scholars have been focusing on such areas as social and cultural constructions with a further analysis of the relevant institution, mechanism, strategy and historical dimensions. Since the 21st century, China has equated socialist cultural development with political, economic, and social development, during which the governance issues are addressed with relevant policies made and implemented.

Li Changchun pointed out in Speech at the Forum on the pilot Reforms of the Cultural System that culture is the fundamental force of national survival and development.[4] In 2012, Hu Huilin put forward the concept of national cultural governance, holding that cultural industry may be governed in concern with politics, economics, culture and society. The hot issue of cultural development strategy also reflects the more and more important position and function of cultural industry in society. Professor Zhu Lijia proposed the concept of "cultural industry governance," holding that culture is a spontaneously emerging belief, and the concept of "governance" entails "control," so "cultural governance" should be carefully handled, which provides a more precise perspective for later scholars to study the function of cultural governance.[5]

Therefore, in the historic process of human society, culture is the exclusive choice to resolve conflicts between man and man, man and society, man and nature, indicating that the social governance function of culture is widely accepted and thus focused on from different angles by scholars both at home and abroad. In summary, the paper holds that the social governance of cultural industry is a function that multiple social subjects exploit the characteristics of cultural industry to address issues in various aspects of social system for the purpose of good governance.

C. Background Introduction

Directly-entering-socialism ethnic groups, a special term under the special historical conditions, refer to the Lahu, Jingpo, Blang, Va ethnic groups in Yunnan province which transitioned directly from primitive society over several social historical forms to socialist society with a population of over 600, 000. [6]

Lancang County, one of the national poverty counties, is also the origin of Lahu in the world and the homeland of Lusheng love songs. Lao Dabao village group belongs to Menggeng village committee of Jiujing Hani Township of Lancang County. As one of the Lahu cultural inheritance bases, it is a typical village of directly-entering-socialism ethnic groups with 114 households and 473 villagers. The villagers still live in traditional Lahu railed buildings. The development basis, mode and environment of the village still remain different from the inland areas with its own distinctiveness.[7]

With the development of peasant art groups, the first Performing Arts Co. Ltd in Pu'er City was established by peasants themselves in 2013 in Lao Dabao of Jiujing Township of Lancang County -- Lao Dabao Happy Lahu Performing Arts Company of Lancang County (Hereinafter referred to as Lao Dabao Company). The real-life-scenery customs performance the company presents is well received by the tourists and media. Lao Dabao Village is recognized as the demonstration village of special cultural property to guide the villagers either to work in the fields with hoes on their shoulders, or perform on the stage with shining boots on their feet instead of the traditional life of working from dawn to dusk. The villagers get richer and happier.

II. The Current Situation of Lao DaBao Company

Qualitative leaps have been made in Lancang County's cultural industry since the establishment of Lao Dabao Company, which materially and spiritually, fully indicates the necessity of bringing into play the social governing function by emphasizing the importance of cultural industry. By means of benefiting and enriching the people, it aims at attracting people. Specifically speaking, the current situation of Lao Dabao cultural industry presents itself in the following five aspects.

A. Catalyst of Prosperous

Taking advantage of Lahu culture, Lao Dabao Company finds new way to increase farmers' income. In 2012, the per capita net income was only 2,030 yuan; however, since the establishment of the company, 140 performances have been delivered which brings with them an income of nearly 1.3 million yuan. The local people have received dividends of 600,000 yuan. What is more, it improves the income of other surrounding industries about 900,000 yuan. In 2013, it won the honorary title of "Rural Cultural Industry Advanced Model" of Yunnan province and the per capita net income was 2,253, with a year-on-year growth of 10.98%; however, the gross income of Lao Dabao villager group in 2014 reached 2.36 million yuan and per capita income was 2,573 yuan, with a year-on-year growth of 14.2%. During the Spring Festival of this year, from the third day to seventh, the income of the company was more than 110,000 yuan. Furthermore, Lao Dabao, possessing a promise future, is made central part of HALEJA country music town which is invested by municipal party committee and municipal government of 530 million yuan. By changing national cultural advantage into industrial advantage, the Lahu people have found a way out of poverty and turned rich. So far, their living standards, the village environment and the surrounding traffic conditions have been improved significantly, greatly promoting the economic development of Lancang County.

B. Carrier of Culture

Basing on real life of Lahu people and then is discovered, integrated and refined by local people, the show, Lao Dabao Lahu Original Song and Dance whose theme is multi chorus of Lao Dabao village, combines the advantages of Nuofu township's magic drum dance with Mengbin village of Menglang township, A'yong village and Banli village of Donghui township's swing dance. It can, on the one hand, reflect the outstanding folk song and dance of local Lahu people, and on the other hand, cluster Lahu people's abundant cultural resources of Lancang County, so that the excellent traditional culture can be extended. It greatly promotes the inheritance and the protection of ethnic culture, becoming a very important name card in promoting and developing Lahu culture, and laying a solid foundation for Lancang's creating a "Green Golden Triangle" circular tour.

C. Lubricant of Relationship between Cadres and the Masses

Lao Dabao, a well-preserved village, is rich in Lahu culture. Giving full play to the characteristics of frontier and the rich

cultural heritage, the company's predecessor, Lao Dabao art propaganda team uses Lahu song and dance to publicize incorruptible policy and uses Lahu entertainment to carry out anti-corruption activities, creating such anti-corruption song as: NiMaDa, which means perfectly good hearts, CuoDaDie, upright men and People Love Honest Officials. Villagers often gather together on Lao Dabao Lahu playground to perform art programs with ethnic characteristics and art works related to anti-corruption, forming a strong atmosphere of public opinion in which "everyone discuss anti-corruption; everyone evaluate anti-corruption." The literary leader Li Naguo, an ordinary rural woman, becomes a Party representative of the 18th National Congress of the Communist Party of China which plays a positive role in strengthening the construction of grassroots organization, in closing the relationship between government officials and masses, and in promoting the spiritual civilization construction in new socialist countryside.

D. Stabilizer of National Unity

After the establishment of Lao Dabao Company, all villagers become its members, so it has nearly 200 actors who are all actively involved into the performance, also arousing the passion and enthusiasm of Dai and Hani nationalities to carry out various culture activities. It, on the one hand, facilitates the understanding, communication and exchange within ethnic and between nationalities, enhances the cohesion and centripetal forces of national culture, and stimulates the unyielding national spirit, on the other hand, effectively curbs the penetration of foreign religious forces, the penetration of national force and the penetration of cultural force, reinforces the construction of rural spiritual civilization, and highlights the charisma and cohesion of national cultural industry. In 2014, Li Naguo, vice chairman of the company, won the honorary title "the Model Individuals of the Sixth National Conference Awarding the Promotion of National Unity and Progress."

E. Driver of Social Stability and Progress

With healthy ideas and culture, Lao Dabao Company not only enriches the life and promotes the well-being of local people, but also imperceptibly changes their concept, behavior and life. As a result, neighborhood disputes and conflicts are solved, bad behaviors such as gambling, stealing, and fighting have been decreased significantly, and the relationships between villagers are more harmonious than before. What is more, the social mode and folkway have been improved significantly. In addition, the implement of dual management policy, namely the coexistence of village administrative and company management, contributes to the formation of a new rural society management pattern and promotes social progress in directly-entering-socialism ethic group region.

III. PROBLEMS OF LAO DABAO COMPANY

Lao Dabao Company has made some obvious achievements under the attention of local government. But due to the constraint of historical conditions and physical environment of the region, there are also many problems.

A. Old-Fashioned Ideas Restricted by Old Ways of Life

During the long historic development, villagers help each other, forming the mode of life "sharing with each other",[8] which greatly maintains the harmony and stability within the village. However, deep-rooted traditions severely restrict local people's ability of accepting new things, and egalitarian distribution is widely existed in the company's management policy. First of all, constrained by traditional ideas, the company's management personnel believe the work in the company is purely voluntary and never pay for it. Secondly, the company gets 3,000 yuan for each show, of which 20% will be set as the company's development funds and the remaining 80% will be distributed equally to all the workers. Income distribution is based on the number of days they have performed, which means the income of a person who performs a program a day is the same as that of the one who performs four programs a day. It severely damages people's enthusiasm.

B. Being Dependent with Comparatively Low Cultural Staff Quality

Local Party and government pay great attention to Lao Dabao. Since 2005, by setting up platform, leading the villagers to perform outside, investing stage, the government has spent millions of yuan to support the development of local cultural industry, which indeed, to a great extent, promotes the development of local cultural industry. However, because of backward economy and low education investment in the region, the cultural quality of local people and the labor productivity are low, and market competition consciousness is also weak. Even the company's eight management staffs are restricted to compulsorily elementary school education. Although possessing rich cultural resources, many villages fail to transfer them into cultural products. With a poor subjective initiative and strong dependent thought, some of the villagers have the thoughts of "waiting, relying and taking." Being satisfied with the relatively considerable income brought by the company, they rarely consider the company's future development and plan, which leads to management bottleneck.

C. Immature Market

At present, the company is still in its infancy with a few visitors, going through a hard start. What is more, a coordinated process of eating, housing, transportation, buying, and traveling are still limited in some way with a payment imbalance. Though tickets are cheap, there were only 1,158 visitors during the National Day holiday of 2015. With a general income of 36,750 yuan, it had yet not reached the income standard of 50 yuan in Lancang County. At present, the company operates similarly to cooperative mode. Because the performance income only accounts for 30% of their total household income, some villagers therefore lack group consciousness and lack awareness of time. For example, they will cancel a performance if they have farm work to do. The difficulty in setting up entertainers' management rules and regulations hinders the company's development.

D. Weakening of Cultural Inheritance

With the constant effect of modern economies and cultures, as well as different ideological trends, the phenomenon of

culture homogenization is more and more obvious. The penetration of pop culture and the weakening awareness of historic culture protection in directly-entering-socialism ethnic group region lead to the decrease of the number of people who can sing in or know minority languages. The variation and loss of traditional cultural are accelerating. The culture of directly-entering-socialism ethnic group region is facing the risk of failing to be handed down to future generations.

IV. COUNTERMEASURES TO OPTIMIZE THE DEVELOPMENT OF LAO DABAO CULTURAL INDUSTRY

The above problems seriously hinder the development of Lao Dabao Company, so it is of vital importance to draw up a blueprint for the future development of the company to optimize the allocation of resources, increase the profits, expand the size, and facilitate the cultural industry to function efficiently in social governance.

A. Make greater efforts to cultivate ethnic minority talents

First of all, improve public awareness of the protection and inheritance of traditional national cultures, actively collecting, compiling, publicizing and excavating the national cultural resources in the guideline of "Form precedes content; preservation precedes excavation." National and folk talents of cultural industry shall be encouraged to conduct bilingual education in the ethnic group areas. Second, make feasible plans of talent cultivation at different levels and in different fields, cultivating or employing managerial and administrative personnel familiar with the knowledge of national and folk cultures and market operation. (Design talents, culture and art direction talents, culture managerial talents, etc.) Last, establish and promote effective talent incentive mechanisms.[9]

B. Develop the modes of marketing

Develop the modes of marketing, open various sharing paths of cultural resources; make greater efforts in publicity by means of network platform, e-commerce and WeChat platforms, performance accessories, program brochures, music CD, etc, expanding the market of folk cultural performances, folk art commodity as well as the tourist market to set up a tourist resort integrating music, dance, recreation, vacation, interactive experience, agricultural sightseeing, and folk cultural art ware sales.

C. Give more support

First, the market cultivation and the gradual promotion of tourist environment call for the industrial and financial support of the government. The government should offer more support by launching the special tour line, improving the infrastructure, developing leading tourist enterprises and encouraging the association between strong enterprises to improve the industrial competitiveness, stimulate the high-end clustering development of the cultural tourism with its own characteristics. Next, open multiple channels for financial cooperation between the government, market, social organizations and individuals, [10] giving more support in industrial and commercial registration,

land use, talent introduction and cultivation, information service, and fiscal levy to turn the favorable policies into actual productivity; attract investment to improve the infrastructure of the cultural industry and optimize the current cultural industry system. Finally, pay attention to the supervision and feedback to guide the masses in the right way in case the national culture may get distorted or even lost due to low economic returns.

D. Explore new mode of management

Hold on to the development belief, stick to the development path of Lahu culture, keep exploring new management modes in accord both with the market law and the cultural inheritance and protection of directly-entering-socialism ethnic groups. More specifically, first, in terms of social management, further perfect the village regulation, standardize rules of procedure and mobilize all parties to actively participate in the management. Second, in terms of market mechanism, reinforce the training of the management staff, exploring such management modes as "branch and company (cooperative)," "professional managers and company (cooperative)," "agency and company (cooperative)" so that peasants can shake off the burden of life, getting better off by participating in the cultivation and development of cultural industry and really benefiting from the cultural protection and inheritance,[12] in which case both economic returns and social benefits are achieved.

V. CONCLUSION

The paper focuses on Lao Dabao Happy Lahu Performing Arts Company of Yunnan Lancang County to find out obstacles of the cultural industry of Yunnan directly-entering-socialism ethnic groups in exhibiting social governance functions, which is of vital practical significance for the Party and government to improve the social governance of the directly-entering-socialism ethnic groups.

REFERENCES

[1] Xie Xinsong."On the Social Governance Function of Culture", Ph.D thesis, Yunnan University, 2013,6, P.82.(In Chinese)
[2] Mao Shaoying. "Cultural Governance as the Important Part of Social Governance", Humanistic Lingnan, 2012,8. P.4.(In Chinese)
[3] Han Yong. "Analysis of Rural Social Management Innovation Model from the Perspective of Cultural Governance--An Empirical Study of Guangxi", Administration & Law, 2013,1,P. 40. (In Chinese)
[4] Long Xiaotao. "Rural Culture Governance", Journal of Chongqing Vocational & Technical Institute, 2007,9, P.108. (In Chinese)
[5] Zhu Lijia. "On what Dimensions we should Conduct 'Cultural Governance'," Exploration and Free Views, 2014,5, P.9. (In Chinese)

[6]   Li Gang. "An Analysis of Cultural Obstacles in Economic Transformations of Directly-Entering-Socialism Ethnic Group Areas—a Case Study of Yunan",China Collective Economy, 2009,7, P.45. (In Chinese)

[7]   Zhou Lianyou. "A Study of Social and Cultural Development of Lancang Directly-Entering-Socialism Ethnic Group Areas", Journal of CPC Yunnan Provincial Committee School, 2005,5, P. 49. (In Chinese)

[8]   Propaganda Department of CPC Pu'er Municipal Committee, "A Work Summary of National Culture Protection and Inheritance of Pu'er City". (In Chinese)

[9]   Hu Yi. "The Development of Cultural Industry and the Innovation of Cutural Administrative Establishment, MD thesis, Fujian Normal University", 2002,7, P. 33. (In Chinese)

[10]   Xiong Zhengxian. "A Study of Exploitation of National culture Resources and Development of Cultural Industry in WuJiang River Basin", Ph.D dissertation，Southwest University for Nationalities, 2013,5, P.162. (In Chinese)

A Brief Analysis on the Problems and Measures of NGO's Participation in Public Crisis Management

Li Linghua

Department of Marxism

Yunnan University of Finance and Economics,

P. R. China,

(604227454@qq.com)

Abstract—**At present, China's public crisis is more serious than before. The traditional public crisis management thinking is difficult to adapt to the needs of the development of the new situation. This paper based on the governance theory .Public crisis management may be defined as a kind of management in the field of the whole society .In light of governance theory, trying to build a path for NGOs and other social subjects to take part in public crisis management. This paper argues that, in order to realize "good governance" of public crisis management, must clarify the role of government and NGO. Promote the healthy development of NGO. Improve the NGO participation in public crisis management system, mechanism and legal system, improve NGO participation in public crisis management of the quality and ability.**

Keywords—Public crisis; Crisis management; Governance; the government; NGO

I. INTRODUCTION

At present, China is in the key period of social transformation, the public crisis situation is serious. Governments at all levels must take seriously the public crisis management. Government as the main body of traditional public administration, although afford the main management responsibility in the crisis management, in front of the complex public crisis , the government will also appear to some extent ability insufficiency, the reacting condition. But in the face of the public crisis complex, the government will also appear to some extent ability insufficiency, the reacting condition. Therefore, calling for social forces to participate in public crisis management is the inevitable trend. Based on the above background, this paper trying to explore the reality value of NGO participation in public crisis management, in order to realize "good governance" of public crisis management.

II. THEORY ANALYSIS OF THE NGO PARTICIPATION IN PUBLIC CRISIS MANAGEMENT

Public crisis is a sudden event. It can threat people's daily life, work, property and life. Scholars believe that, "Public crisis happened suddenly, has significant impact for the organization's survival and development, managers need rapid response after the crisis"[1] P15. Public crisis management is refers to the government or other public management through the establishment of effective public crisis early warning and response mechanism, and the quantitative and effective measures to prevent and dissolve the public crisis, to restore social order of normal production and life, to restore social stability and security of People's Daily living environment, promote social stability and development [2].

NGO, English full name is the Non-Governmental Organization (NGO). In the official documents of China and scholars in research reports are generally called folk organization. The United Nations on the NGO is defined as NGO, refers to the civil organization profit at the local, national or international level organized, non voluntary. Salamon believes that NGO has the characteristics of organization, private, non-profit, autonomous, voluntary attribute. [3]P3

Governance theory provide theoretical basis for NGO participating in crisis management. Global governance association hold the view that governance is the sum of individuals and institutions, official and private management of their common affairs, Various conflicting interests can come together by taking the chance and find a way to cooperate. It is a continuous process, which can may be either opposite or different from each other to adapt to the interests of in this process, also can take cooperative action. It not only includes formal institutions and system to ensure people obey, also informal arrangements that people agree or accept their interests. The main character of governance theory: Self-regulating manner; various actors; interactive process; nation's leading role. Good governance is to maximize the benefits of public social management process, which is a good governance and mainly refers to good governance can gain performance, they reflected in the governance of political effect, management effectiveness, economic and social effects aspects[4] P214. Governance Theory and its implications NGO participation in public crisis management is: public crisis management is a whole social sphere administration. Although the government has undertaken a leading role, also should encourage and support NGO participation in public affairs, crisis management and provide effective channels of participation and public resources, give full play to its role.

III. PROBLEMS OF NGO PARTICIPATION IN PUBLIC CRISIS MANAGEMENT

A. Weak development of NGO

The direction of China's social development is making more use of NGO, the government should give NGO more chances to dispose things. But in China, due to the strictness of the political development, the development of NGO is lack of loose external environment, on the other hand Chinese citizens has not fully trust in NGO's operating mode and the system, therefore the development of the NGO has been blocked [5]P286. On the one hand there are too much registered limits of NGO, On the other hand, the social organizations and private non-enterprise organizations are in the charge of registration administration organ and the management system of competent authorities of the business. This situation , making it hard under the necessary legal policy regulation and supervision,   for various forms of NGO in China as a whole and it is difficult to enjoy the necessary support and preferential treatment from government in the financial and tax departments, besides, it is hard to mobilize a lot of social resources, to play a big role in the social life, to get legitimate identity from the whole social members generally, and thus restrict the NGO's own development space, its viability is extremely fragile.

B. The inappropriate cooperation mechanism between the NGO and the government in public crisis management

China has had a long history of "powerful government", the government lack of awareness that the NGO participation in public crisis management over longer period of time, and there are faults exists in the governance, both failed to establish and improve communication and coordination mechanism[6] P167. In public crisis management, the government is always the core, aiming at unified scheduling and coordinating of all. NGO should be aimed at the duty of related areas to assist the government work, obey the scheduling and arrangement of the government. However, because the government has not fully provide external social space   that NGO healthily develop need , so the government has a feeling of strangeness on the management orientation , failing to communicate with each other, and only convey its decisions in the form of administrative command usually, without establishing the normal communication and coordination mechanism. When facing the public crisis, the government often lack for consciousness of permitting NGO to participate in the crisis management, also the NGO don't know how to cooperate with the government crisis management. On account of the lack of a clear division of management labor, there may be a partial function overlapping phenomenon, failing to avoid a waste of resources in crisis management. At the same time, because of a lack of normal coordination mechanism between NGO, it is often difficult to get government help in crisis management integration, command and synergy, resulting in low efficiency and scattered force.

C. NGO are not equipped to cope with public crisis

At present, China's NGO are at an early stage of development, the lower specialized service level and their weaker ability are important factors that restrict their participation in public crisis management. Some NGO are lack of high-quality talent, the articles of association management and self-discipline, so their daily management is more extensive, and there are few NGO which really able to adapt to the market environment and can make full use of social resources. In public crisis management, the NGO should have technical and professional ability, including setting the organizational structure of the response to public crisis, the establishment of management and operation mechanism, the integration of social resources, the excavation of specialized resources, the shaping of their own image and so on various aspects ability, also they should have the oversight of NGO themselves and self -assessment when deal with public crisis, but their performance is obviously insufficient, the lack of these abilities affected their role in crisis management [7].

D. The law for NGO participating in public crisis management needs to be improved.

At present, although China has established emergency management system of laws and regulations which are on the basis of the Constitution，with the Emergency Response Law as the core, and supporting by relevant individual laws and regulations, there are still no specific legal provisions to regulate and restrict NGO how to participate in public crisis management, such as the scope of participation, the authority issues, the use of public resources, and how to protect the interests of their own etc. Because the NGO's legitimacy is not yet clear, its action ability is very limited [8]P69. There must be a good legal environment for Chinese NGO to participate and play a proper role in public crisis management. Based on the laws they can establish their honesty and reputation, and solve other issues such as the transparency in operation, the financial sustainability, the participation legitimacy and negligence penalty etc. Yet the relevant laws and regulations still need to be improved.

IV. THE PATHS FOR NGO PARTICIPATING IN PUBLIC CRISIS MANAGEMENT

A. Actively foster and develop NGO

The template is designed so that author affiliations are not repeated each time for multiple authors of the same affiliation. Please keep your affiliations as succinct as possible (for example, do not differentiate among departments of the same organization). This template was designed for two affiliations.

1) Reform NGO registration and approval system and dual management system，and reduce the access standard.

Unify the registration licensing and regulatory functions which currently scattered in different Government Systems and People's organizations. Establish a unified regulatory body to unify the record, registration and supervision functions of NGO. Through the reform of the existing NGO registration and approval system and dual management system, to maximally broadened the admission categories for NGO, and solve the problem of legitimacy of them with Zero Thresholds, and create a better institutional environment through policy guidance for the development of nonprofit NGO [2].

B. Rationalize the system mechanism of NGO participation in public crisis management.

1) Position the role of the government and NGOs in public crisis management reasonably.

In public crisis management, the role of the Government will shift from all social affairs "as a guiding person" and a hands-on "oarsman" to planning, guidance and "helmsman". Relationship between government and NGO shift also from executive and obedience to actively cooperate, interaction and cooperation, interdependent partnerships. [10]P353-354 First, the government should take the initiative to open to NGO information, consultation, explaining the various emergency management policies and identify and resolve problems in emergency management; NGO also provide information and resources to support the Government to promote the implementation of crisis management policy. Secondly, we must give full play to NGO`s the role of self-service, self-regulation and self-help in public crisis management, and take shape a interactive, network operations structure(between the government and the NGO, among the various NGO, between NGO and citizen), to achieve the government, market, social functional complementation.

2) Specify the duties demarcation of the government and NGOs in public crisis management.

On crisis management objectives, the main goal of the government is to protect the lives and property of citizens, maintain social order and safeguard national security, non-proliferation seeks crisis, not to aggravate, not seriously affect the sound development of the national economy and society; And the main goal of NGO is to participate in the treatment of crisis by personnel dispatch, means material assistance and psychological assistance to raise funds, and safeguard the fundamental rights of the affected population in crisis, the fundamental rights of especially vulnerable groups, as well as related professional services of aid. In the area of crisis management, the government should responsible for the region's crisis management, but also with higher levels of government and the vicinity of the government is doing a good job at a higher level or the adjacent area of crisis management; and NGOs are relatively flexible, it can be according to their own network, policy, resources independently delineated area management.

3) Establish the responsibility supervision mechanism for the government and NGOs in public crisis management.

On the one hand, we need to work quickly to public crisis management establishment and perfecting of related laws and regulations, clear the government and NGO in the public crisis management in the relevant legal responsibility; On the other hand the government should also stepped up efforts to improve the emergency plans at all levels of public crisis management, in-depth analysis of each link, each step of responsibility by the government and NGO. Meanwhile, the government and the NGO establish mutual supervision, jointly promote of monitoring mechanisms, through government oversight to regulate NGO behavior in crisis management, and to promote the government's crisis management performance through civilian oversight of NGO. [5]

C. Improve the ability to deal with public crises of NGO.

1) Improve specialized qualities to disposal of public crises of NGO.

Through aiming at the features of public crisis management and incorporating the organizations' service areas, the trainings of public crisis management should be strengthened by the organizations to their members. This can enable them to master the knowledge such as organization operating system in confronting the public crisis. Communications and connections with the government, enterprises and non-governmental organizations should be largely strengthened so as to win policy support from the government and obtain financial support from enterprises and moral support from the society while dealing with the crisis. We should strengthen HR construction of NGOs, resort to devised programs to attract top-quality volunteers, and to make up for HR inadequacy including public crisis management talents. We also should give full play to the ability to infiltrate NGO community in its own field, instilling risk management "sooner" thinking, improving their early warning capacity, the potential to resolve the crisis in the bud.

2) Establish internal crisis management system of NGO.

According to the practice of public crisis management, establish a series of related systems, including: setting up relief organization, command system, working process, and the regulation of rewards and punishments to rational utilization of NGO and community disaster relief; Through their own information network contact related professionals into a line of disaster relief; Contact related folk charity groups to participate in disaster relief work, alliance with other NGO groups such as disaster relief; Assist the civil affairs at the grass-roots level of service team with own organization system, research demand of victims effectively, and establish the channels of distribution of resources and so on. [11]P22-23 At the same time, to build the organization's crisis management evaluation system, discovering the problems existing in the existing crisis management system, strengthening the prevention of crisis and the ability to cope with the crisis.

D. Improve the law environment for NGO participation in public crisis management.

Crisis as a state of emergency, can cause huge impact on economies and societies, and the extreme expansion of power in a state of emergency is likely to be even deviate from the rule of law is the basic way. Therefore, we must continue to improve China's legal system of state of emergency, regard the law of public crisis management system as an open system of the rule of law, amend, improve and coordinate with the public crisis management related laws, regulations and relevant provisions of the legal system, make it to each other and keep the emergency response law coordinated, maintain the unity of the legal system of public crisis management and coordination. To enrich the content of the NGO participation in public crisis management of relevant laws, to ensure that the NGO participation in public crisis management, there are laws by relevant laws and regulations to regulate the behavior of NGO of crisis management, improve the management efficiency, protect their legitimate rights and interests. At the

same time, we must continue to improve our system of emergency plans, took the role of NGO in crisis management include, clarify its legal status, the provisions of the relevant responsibilities, determine its administrative authority, regulating the behavior of its emergency, for their participation in public crisis management to provide a good environment for the rule of law.

V. CONCLUSION

Public crisis management under the perspective of governance theory must be the management in the field of whole society. Government played a dominant role in this management, at the same time, the role of NGO should also be noticed and stimulated. In public crisis management, the government must break through the traditional administrative imperative one dimensional thinking, actively construct the partnership between the government and NGO, to promote actively cooperate with each other, mutual cooperation, mutual dependence, with maximum efficiency, maximize the public interest of the whole society. In order to realize "good governance" of public crisis management, must clarify the role of government and NGO ,increase the fiscal and taxation support of NGO development, promoting the healthy growth of the NGO; We must rationalize NGO participation in public crisis management system, the system and the legal system, clarify the responsibilities of government and NGO in public crisis management, establish the responsibility of the government and NGO in the public crisis management and supervision mechanism, improve the rule of law environment of NGO participation in public crisis management; NGO must strengthen self construction, enhance the ability of NGO to deal with the public crisis, cooperate with the government public crisis governance to achieve goals.

REFERENCES

[1] Wang Yukai, public crisis and management personnel China [M]. press, 2006

[2] Niu Cong. Non governmental organizations to participate in public crisis management problems of [D]. master thesis. Dalian: Dongbei University of Finance and Economics.2014

[3] Lester M. Salamon. Jia Xijin, Wei Yu, et al. Global civil society non profit sector horizon [M]. Social Sciences Academic Press, 2002.

[4] guang-bin Yang Ed. An introduction to political science (fourth edition) [M]. Beijing: renmin university of China publishing house, 2011 edition.

[5] XiaoSiXuan. The plight of Chinese non-profit organizations to participate in public crisis management and way out [J]. Journal of management, 2015 (25).

[6] JingZhiGong,XuZheng-hua. Non-governmental organizations to participate in public crisis management research in China [J]. Journal of cooperation in economy and technology, 2015 (10).

[7] Wang Yingqiao. Non-governmental organizations to participate in public crisis management research [D]. Master's degree thesis. Shanghai: Shanghai normal university. 2015.

[8] Han Junkui.Study on NGO involved in the wenchuan earthquake emergency rescue [M]. Beijing, Beijing university publisher, 2009

[9] Wang Chenhe. Study on non governmental organizations in public crisis governance from the perspective of good governance [D]. master thesis. Wuhan: Huazhong Normal University,2015.

[10] Guo Ji,Gao Xiaoping, Jin Jianghao. The government emergency management practice [M]. Beijing: Central Party School Press, 2004

[11] Lan Xue, Zhang Qiang, Zhong Kaibin. Crisis management [M]. Beijing: Tsinghua University press, 2003.)

The NGOs Integration Mechanism of Self-discipline and Heteronomy:

Taking Yunnan as an example

Yang Xueying
Southwest Forestry University
Kunming, China
(154057708@qq.com)

Abstract—**For a long time, Yunnan NGOs pay more attention to heteronomy in the process of governance. Annual inspection is the main form of government management to NGOs. The way which only focuses on external forces dampens enthusiasm for the participation of NGOS. This paper investigates 25 NGOs through questionnaire survey and interviews in order to grasp the situation of their self-discipline and heteronomy. We find that self-discipline and heteronomy are an indivisible whole .Self-discipline is the internal driving force of heteronomy, and heteronomy is the conduct norm of self-discipline. Therefore, it is necessary to construct the mechanism of NGOs' integration between self-discipline and heteronomy. Our results indicate that the integration mechanism is composed of responsibility mechanism, supervision mechanism, evaluation mechanism and safeguard mechanism.**

Keywords—*NGO, self-discipline, heteronomy, integrated mechanism*

I. INTRODUCTION

NGO as the main body of civil society, its self-discipline level affects the public trust, service ability and social support. The self-discipline of the organization is the important condition to promote development and realize social responsibility, and good self-discipline need reasonable regulation and supervision from the heteronomy. But in fact, the level of NGOs' self-discipline in our country are relatively low, the implementation of the rules and regulations is also poor. Heteronomy is the external conditions to self-discipline. In the current practice of heteronomy, government regulation is too strict in some areas, and in other areas there is a lack of effective supervision. Therefore, the key of non-governmental organizations with strong vitality is to realize the integration of autonomy and heteronomy. The integration between Self-discipline and heteronomy means that the NGO can adapt to the changes of social environment, and actively cognize social norms, internalize social norms, constitution and aim to their own value during the process of their own survival and development. Then it can guide the organizational activities, and can focus on the construction of the credibility, and ultimately to realize self-education, self-management, self-supervision and self-motivation.

II. THE NECESSITY OF INTEGRATING THE SELF-DISCIPLINE AND HETERONOMY

If you want the regulation of heteronomy is internalized into self-discipline behavior, must carry out the integration of self-discipline and heteronomy. Self-discipline and heteronomy of non-governmental organization is the mutual influence, complement each other. Raising the level of self-discipline can help to realize heteronomy; heteronomy is external conditions to formation of self-discipline. Without discipline, self-discipline will lose the external supervision and restriction. Self-discipline is a process of constantly internalizing values and social norms that heteronomy advocates. The highest level of NGOs' management is capable of forming self-discipline consciousness and behavior on the base of learning heteronomy, or forming self-discipline consciousness and behavior without discipline. Therefore, NGOs will lose the goal of heteronomy without self-discipline, also lost the value of heteronomy. When the individual citizen consciousness is not high, there is no self-restraint and external power without heteronomy. Because our country's NGOs have dual attributes, namely governmental and folk property. In the process of urging its members to self-discipline, too much stress is laid on the influence of heteronomy. This kind of practice suppresses the members' autonomy, and to some extent makes the members' self-discipline awareness and perception rather low.

The construction of social responsibility mechanism of NGOs requires achieving the integration between self-discipline and heteronomy. In the development of the democratic society, the sense of responsibility is necessary for the individual and the social group. If Social subject has no sense of responsibility or sense of responsibility is relatively weak, it is a major obstacle to social operation. Whether it is self-discipline, or heteronomy implementation, NGOs and its members are required to have a high sense of responsibility. NGOs should be responsible for the whole society, including all stakeholders involved in their activities. We must establish mechanism of integration between self-discipline and heteronomy both out of external press of NGOs and internal management. Therefore, the integration between self-discipline and heteronomy is helpful to construct a self-accountability mechanism of NGOs.

Acquisition of NGOs' credibility demands to realize the integration of self-discipline and heteronomy. The NGOs'

credibility is the ability to win the trust of each subject in the society. The credibility is the basis for NGOs' survival. If they can't gain credibility or lose credibility, legitimacy may die away. NGOs only must comply with the relevant laws and regulations, and meet the needs of social development and be able to internalize values and social norms required by the social, can we truly win credibility for a long time.

For NGOs this process does not only reflect their self-discipline, abstinence, adhering to the mission, but also reflect acceptance of supervision, performing norm, daring to bear responsibility for the heteronomy behavior.

III. The Conditions of Forming Integration Mechanism between Self-discipline and Heteronomy

The integration between self-discipline and heteronomy can not be established in each NGO. It needs to have a certain social environment condition and organizational capacity. At the same time it also needs to have a certain civil consciousness and perception.

A. Perfect Social Norms is the External Conditions of the Integration between Self-discipline and Heteronomy

A good social norm is the premise of heteronomy activities. Social norms are the standards of members' behavior, and which can be recognized and internalized. At present, the social norms of NGOs mainly include moral norms, legal norms and organizational management norms and so on. Among them, in the social transition period, the binding of moral norms reflects a clear downward trend, and the effect of legal norms is obviously insufficient. The constitution, the Social Organization Registers Administration Regulation, and the Interim Regulations on the Registration Administration of a People-run Non-enterprise and Regulations on Funds are the main legal norm for the regulation of the NGOs in our country. The legislative content of these laws pays more attention to the definition of the concept of organization, management system, capital management and registration, cancellation and other aspects of NGOs. System about tax, financial, accounting, personnel management and employee social security and other aspects of the content should be improved as soon as possible. The level of self-discipline of NGOs in Yunnan needs to be improved. Management-Stile of Some NGOs is patriarchy, and it means that a person is responsible for all the leadership and management work. The organizational regulations lag behind the needs of the actual development of the organization. The NGOs, which are not legally registered, have a lot of hidden activities themselves, and the day-to-day supervision is relatively difficult to do.

B. Playing the Function of the Social Supervision System is the Main Power of the Integration between Self-discipline and Heteronomy

NGOs' activities require a relatively high public publicity, and the impact's range on the public is wide. When citizens' consciousness is at a low level, civil behavior may be excluded from the public surveillance system. In this way, the consciousness and behavior of self - discipline also lost the external power. High level of self-discipline is based on the moral level, and it need to play the role of the main body. This moral level of self-discipline can be affected by a variety of factors. In the process of the interaction between the individual and the society, it is impossible to make all of us to have moral level self-discipline. Therefore, it is necessary to depend on an extrinsic social supervision system that exists in the individual (including organizations and individuals). The external supervision of NGOs is the manifestation of heteronomy. At present, the government's supervision of NGOs is mainly reflected in the registration and annual inspection work. This situation is the direct reason that government pay less attention to daily management and supervision activities of NGOs even if the NGOs' behavior deviates from the purpose of the organization and the articles of association,. Government departments can not grasp the situation very quickly. The supervision for the social forces and related interest groups need to depend on the degree of transparency of management and social openness.

C. The Organizational Identification of Members and Civil Consciousness are the Inner Condition of the Integration between Self-discipline and Heteronomy

Organizational identification and civic awareness of organizational members can impact on the level of NGOs. The corresponding research shows that the level of organizational identification has a positive impact on the level of self-discipline. If a member has strong identification with the organization, he may conduct self-constraint. Therefore, the consciousness and behavior of self-discipline can be produced. a higher level of organizational identification can help to implement effectively organizational rules , regulations, and system . The citizen consciousness of the members in the organization is also an important factor that influences the self-discipline of the members of the organization. There is a significant correlation between the sense of citizenship and the self-discipline of the members. The citizen consciousness is higher, the more the members of the organization likely to achieve higher self-discipline. Meanwhile, the legal consciousness is higher, the sense of responsibility and the right consciousness of the members of the organization maybe easier to form. In this case, the NGO members can comprehend the objectives of the organizational management, and adjust their behavior, then strive to combine organizational goals and personal goals. The citizen consciousness is higher, the organization members maybe easier to participate in the process of formulating and perfecting the rules and regulations. These processes do not only improve the social necessary norms, but also reflect the organizational self-discipline consciousness.

IV. The Constrution of the Integration Mechanism between Self-discipline and Heteronomy of NGOs

Integration mechanism between self-discipline and heteronomy of non-government organization emphasizes

ability to internalization of organizational about social norms, and on the basis of the organizational activities, forming guideline function, and then it is reflected by self-discipline behavior.

In fact, this integration mechanism and the individual's socialization process are very similar. NGOs themselves must acquire abilities for self-discipline in constant learning, and improve their credibility, so its sustainable development is guaranteed.

At present, formation of integration mechanism of non-governmental organizations between self-discipline and heteronomy requires corresponding social environment and social conditions, also need to have a certain ability to respond to the needs of the public.

A. Responsibility Mechanism

The responsibility mechanism is stabilizer to the integration mechanism between self-discipline and heteronomy. It is composed of three parts: the government responsibility, the NGO responsibility and the citizen responsibility. Lack of any respect, the responsibility mechanism can not effectively play a role. The construction of the responsibility mechanism needs to define the relationship between the government, non-governmental organizations and citizens. In the relationship between government and society, the responsibility of the government is to establish the public policy of the non-governmental organizations, to supervise the implementation of the public policy and to deal with the feedback information and adjust the policy in a timely manner. The responsibility of NGOs is to maximize the protection of public interests, and to fulfill the objectives of public interest, which are advocated by the articles of association and purpose. The citizen's responsibility is to take various measures to supervise the behavior of the government and NGOs, and to create a good social atmosphere for the implementation of policies. The social responsibility of NGOs mainly includes complying with the Constitution, commitment to fulfill the mission, providing public service and mutual benefits, effective management and using of social resources, safeguarding the legitimate rights and interests of the public, promoting social development and progress, explaining to the society and so on. In the past, the Social account of our country is mainly to the annual inspection. During the inspection process, some of the behavior of government regulation mainly stands for their own interests.

B. Supervision Mechanism

The supervision mechanism includes external supervision mechanism and internal supervision mechanism; it reflects the unity of self-discipline and heteronomy. Supervision mechanism should be a clear distribution of responsibilities, and the mutual supervision between the various subjects. The government has right to be responsible for the implementation of the supervision, at the same time, non-governmental organizations have right to supervise the government. Citizens and mass media also have right to supervise the behavior of the government and non-governmental organizations. At

present, China's non-governmental organizations, government, mass media, the relationship between them is complex. Only by straightening out the relationship between them, a good supervision system can be formed. The law of "social group registration administration regulations" provides that the Civil Affairs Department, the business department, the financial sector, the audit organ for the social groups of the official supervision department. But the Regulations on Funds show that foundation shall also accept the supervision of the people's Bank. Therefore, ours needs to reform the current dual control system, straighten out the relationship between the various agencies, and distinguish the oversight functions of the various agencies. The identity of some non - governmental organizations is illegal, and their behavior is hidden. They are often in a state without supervision. They are often in pursuit of economic interests, and behavior deviates from non-profit goal. Some implementation of the regulation of the industry Association drive to economic interests, the behavior of its regulatory brought about the "entropy" is more obvious. Non-governmental organizations, which are not registered, are relatively weak in system regulation. The huge cost and effort require to the registration is an important reason for no registration of non-governmental organizations. Of course, multi supervision, multi-level supervision and administrative supervision are an important part of the supervision system. In our country, we can use various forms of supervision, such as network or e-government, case investigation, inspection business, community participation and so on.

C. Evaluation Mechanism

If there is no correct assessment methods and assessment system, the NGO will be difficult to form a reference standard of self-discipline. The establishment of correct evaluation mechanism needs to have the support of theory and practice. The establishment of evaluation mechanism does not only help to provide effective information for donors, but also help to establish public trust of non-governmental organizations. At the same time, it can also help NGOs to effectively select the funding target and improve service levels. The evaluation mechanism should be composed of five parts: the main body, the object, the content, the evaluation standard and the evaluation procedure. The main body of evaluation is the third party organization, which is independent of the non - governmental organization or government. Practice shows that, most of the non-government organizations in China have the features of government involvement. By the government as the main body of evaluation, its role can not be effectively played out. Therefore, the use of the third-party evaluation as the main body of evaluation will likely become a trend. Because there are many kinds of NGOs in China, the divisions are also differences. Therefore, the effective classification of NGOs is the theoretical premise of the evaluation. In terms of the content of the assessment, organizational behavior, quality of service and effectiveness, organizational effectiveness and influence of charitable acts and other aspects need to be considered.

D. Security Mechanism

The so-called security mechanism is to achieve the goal and mission of NGOs. The form of support mainly includes policy, funding, personnel, and other aspects. The development of NGOs needs institutional support and preferential policies. On one hand the establishment of this kind of safeguard mechanism has the vital role to the non - government organization which the development potential is relatively weak, on the other hand it is an effective social support for all kinds of non-governmental organizations that are developing vigorously. Of course, such support should be recognized in the form of law or system, so as to avoid random changes in policy behavior. Financial support for the sustainable development of non - government organizations is a must, which is lack of credibility, social charity mechanism is not perfect, the lower the credibility of individual charitable activities.

Security mechanism is the basic position of the mechanism of the integration between self-discipline and heteronomy. Whether it is perfect or not, security mechanism directly is related to the effectiveness of responsibility mechanism, supervision mechanism and evaluation mechanism. That is to say, the establishment of guarantee mechanism provides the institutional environment for the development and improvement of the above three. Responsibility mechanism, supervision mechanism and evaluation mechanism of the three parties need to have a system of protection. At present, the development of NGOs in our country has some problems: the responsibility consciousness is not strong, the responsibility is not in place, the supervision efficiency is not high, the supervision subject is chaotic and so on. These problems are closely related to the system security. Therefore, from the system to start, building the integration of self-discipline and heteronomy is the key to solve the problems of NGOs management.

REFERENCES

[1] Wang Yanbin," A study to organizational identity an its related influence: factors in the management in transforming Chinese enterprises," Beijing: People's Publishing House, 2004.

[2] Hou Xiaofu, Open another door to China's present situation and the development of social organizations, Beijing: Qunzhong publishing house, 2003.

[3] Zhou Zhireng. Chen Qinyun, self-discipline and heteronomy, third sector supervision mechanism of case studies, Hangzhou: Zhejiang people's publishing house, 1999.

[4] Zhang Jing, corporatism, Beijing: China Social Sciences Publishing House, 1998.

The Theory of the Value Orientation and Implementation Path of Social Governance

Zhu Jianding
Southwest Forestry University
Kunming, China
(529147431@qq.com)

Abstract—The key to the transformation of social construction from management to governance is to choose the value orientation according to the transformation. The function of fairness, justice, democracy, equality, rule of law and transparency are very significant undoubtedly during the transformation. The value orientation of regarding individualism as the action rule usually Maximizes individual interests. From the perspective of normative research, this paper analyzes the significance of public rationality to the transformation of social governance. On the basis of summarizing the research results of others, we find the forming conditions of public rationality in social governance. We believe that the value orientation of social governance should be based on the political value of the most basic public rationality as the guide. Therefore, the social atmosphere of tolerance, the appropriate civil wisdom and the platform of cooperative governance construct the basics of the formation of public rationality in social governance.

Keywords—social governance, value orientation, public rationalities, path

I. INTRODUCTION

Social governance is an important part of national governance system. Since China's reform and opening up, in the course of the construction of social abuses in governance mode is more and more prominent. It creates the situation of big government and small society, and causes the unbalanced relationship between government and society, and discourages the social forces in society construction, which has failed to effectively form the development pattern of the government and society to promote each other. The government's public power often harms the interests of the social, and severely restricts the social main body's ability of governance. And the formation of this pattern and the value orientation of the government to take have a close relationship. Labor in the process of social construction, such as equality, the rule of law, fairness and justice, the good value concept is based on instrumental rationality, individual rationality, department (organization) rationality on the building of which outside watching the cloak of governance, line department, the reality of the individual interests. As a result, the ability of social governance form needs to build on the basis of the public changes, to achieve reunification of the substantial changes and value rationality.

II. PUBLIC RATIONALITY ON THE SIGNIFICANCE OF SOCIAL GOVERNANCE

Public rationality is the embodiment of the citizen accomplishment and sentiment, is also one of the most important aspects of the civic consciousness. Rational citizen (public) is a common way of thinking and work ability of cooperation, is also a kind of making the rationality into the rationalization process, It is a main process of unity of equality and target of the public. [1]Without public rationality, Justice, equality, democracy and the rule of law cannot be effectively implemented; otherwise, the form of equality, justice and democracy will flood in social governance. Public rationality cultivation and forming process is also the process which the concept of social governance practices.

A. The Public Rationality is a Way to the Transformation of other Social Value Orientation

Social governance needs a transformation from the government as the single management main body to the government-led, social organizations and citizens to participate in "a main multivariate" governance body, public rationality must be the main value orientation. [2]The reason mainly has: (1) the individual rationality from its own standpoint, often stands for individual interest's departmental (organizational) interest or short-term interests, because maybe it is difficult to judge and choose future state. Driven by this kind of value orientation, main body's consciousness of social construction is personal, rather than public. Social governance needs public awareness under the rule of common governance. The public consciousnesses emphasize the transformation from individual thinking to public rational thinking, namely Schultz of "inter-subjectivity" thinking. (2) the management pattern of" one main multivariate "need in power system, the government is reasonable in the process of running the government as a" rightist "subject. Urgently needed to convert the thinking of the government's stance dispel" government driven. Really regarded them as "in role playing the embodiment of public, rather than the government's agent. It need the government and social main body and other actors in the interactive" inter-subjectivity "positioning of the government's role and function. (3) social governance goal is the common social goals under the coupling of individual rationality and the governmental rationality. This common goal is public, representing the direction of human society, seeking human welfare and goal of

all the social main body, so it is a common pursuit of the public good.

B. The Public Reason is the Foundation of other Value Orientation of Social Governance

In the process of human social development, People pursuit in political equality. Some of the vocabulary reflects the expectation for having heard it many times and hopes for a better society. These values are mainly in fairness, justice, equality and the rule of law, these values are in line with the public's physical and pursuit of good. But in political practice, if individual rationality is the starting point of the fairness, justice, equality and the rule of law , is respect for individual interests of fairness and justice, equality and the rule of law, The value orientation in the social reality that will be distorted, and it will become a mockery of advocating the expansion of individual rights. Under the guidance of the value orientation, the "Marx doctrine" must be a practical activity in the form of formal democracy, the rule of law, the form of equality and so on. Therefore, under the guidance of contemporary Marx, the social governance needs to change the mode of practice management under the guidance of public rationality.

C. Public Rationality is the Value Orientation of Transformation from Social Construction to Social Governance

The public rationality needs answer accurately the relationship between the government and society? China's development in a long period of time, the focus of social construction is how to make the government more powerful on this issue. And the idea of "strong government is equal to the big government" and "all powerful government" has been guiding the practice of social construction in our country. In fact, reality that only the government is strong causes the violation and infiltration of private rights. In this process, the development of social interest subject is limited, and it is not effective to form a kind of checks and balances and to promote the government to continue to improve.

Strength disparity in the pattern of governance does not really promote all round development of the society. The key to the transformation of social construction to social governance lies in the formation of the pattern of government and related interests under the guidance of public rationality. The key to the transformation of social construction to social governance is the formation of the government and the relevant subjects under the guidance of public rationality.[3]

III. THE PUBLIC RATIONALITY IN THE FORMATION OF SOCIAL GOVERNANCE

The formation of public rationality is the generation of an ideal implementation and the practice field response; and it Is a dynamic interactive system which in the formation process of the dynamic interaction system government and relevant stakeholders cooperate and govern together. The formation of public rationality in the social governance needs the self - consciousness and reflection to the "public" of the government and the relevant stakeholders. In order to achieve interactive development under the balance of power, we should not only

think of Historical tradition, cultural tradition and economic development level timely, but also consider comprehensively The power structure of the social factors in the social relationship network from the perspective of Holistic Governance.

A. Formation of Public Rationality in the Practice Field

The formation of public rationality requires equal mutual trust in social life, and common rules of public recognition. The public rationality is not only the thinking ability of the main body of society, but also the social subject's compliance and acceptance to the common value norm. The formation of public rationality requires such practice field which has a commensurability and Self Justification under letter. Commensurability mainly refers to a set of shared social organizational personality between participants which can bring the common good.

Whether it is under the organization's management and the management of the third sector or enterprise organization management, they in common claims shared a characterization of the public good organization personality, the organization personality requires to dialogue and express their ideas equally in the field of social practice. Even in the case of moral disagreement, the belief in justice and good faith is still to be respected, and the right to respect different voices and expression in their differences should be asserted. The government is no longer the only right advocate in the social governance, under the premise that can Do their own work, to listen to others' expression of the rights, and respect their reasonable existence.

The practical rationality of the public rationality needs to be self - evidence. The legitimacy of this kind of self evidence should be reflected by the development of public affairs. Specifically, if the subject of participation in social governance is divided into government, business, the third sector, there are a variety of government activities relevant stakeholder. in public affairs the legitimacy of the self-evidence have different manifestations. The counterparts of the government and the government are the key components of these subjects. The Legitimacy under the self – Evidence is embodied by effectiveness of public affairs through exertion of public power. This effectiveness is not only the realization of the expected goals, but also the effectiveness of the activities of the public affairs and the validity of the results. The legitimacy of the government under the self - evidence may be characterized through the objective of the government, the effectiveness of the process and the results. Why The reason is self evidence, because the people's expectations of the government's behavior is very Obvious. Under the guidance of conscious awareness, the government can show the collective attitude through public behavior. Therefore, the practice field which is formed from public rationality is deeply rooted in the public cultural system, and it involves the most basic moral and value.[4]

B. The Public Reason Needs to be Formed in the Dynamic Interaction between the Government and the Related Subjects

It has the meaning of interaction, mutual, inter subjectivity and so on. If we rely solely on the government itself, it is difficult to form the public rationality in the social governance. Conversely, if we rely solely on the subject in the field of society, and without the participation of the government, the public reason is also dangerous. The formation of public reason needs to construct a dynamic interaction system between the government and the related social subjects. The dynamic interaction of the system according to the theory of TR burns the actor system dynamics, composed of the following elements: (1) the interaction rules; (2) the possibility of collective action between the different actors; (3) common interests and orientation between the actors. [5] Therefore, in the process of forming the public reason, it is essential to consider the dynamic interaction between the government and the related subjects. In the process of social governance, through the interactive rule of public reason, it definitely needs the mutual construction between the government and the related subjects. Besides, the power of other subjects should be structured into the interactive rules.

The formation of the interactive rules requires that the government and the related social subjects have equal rights in the exchange process .The equal power here does not mean that the government and other social subjects have same public power, resource advantage and role of the task .It means that the main body can dialogue and interact with the government, there are channels expressing willingness and the opportunity to be concerned about. Only to realize the equal power exchange, the formation of the government and the relevant body interaction rules is impartial, and the interaction rules can reflect government and social forces in the balance of mutual promotion and supervision. Government action or individual action of a social subject can not produce public rationality. Public rationality needs to be formed in the collective action based on the interaction between the government and the related subjects.

Collective action reveals the phenomenon of diversification in social governance. How to produce collective action under the background of subject diversification is a key issue in the development of social governance. The collective action under the multi subject is not a simple linear combination problem, but a complicated proposition in the non-linear relationship. The formation of collective action should not only have a common value appeal, but also need to have a consensus and tolerance. The public rationality needs to respect the interests and values of different actors: the government and related social subjects often have different interests. If only from the perspective of their own agents, individual interests tend to dominate the value, it will also emphasize the maximization of individual interests, the value orientation is individual rationality. The value orientation of public reason needs to be detached from the individual interests to seek common good. The inevitable requirement of government and social subjects show more of the superego components, accept more public moral socialization process, in under the guidance of the "common good" more intense sociality. Obviously, the public reason needs to go beyond the control of individual interests, and it is urgent to cultivate the public morality of each subject of social governance.

C. The Formation of Public Rationality Requires Reflection and Mutual Consultation.

The formation of consensus of public reason is a process of mutual consultation of multiple subjects. The subject based on the rationality of position expression for each one airs his own views, presided over the claim. And pay attention to the wording and modification in the expression, to consider this expression can bring the resonance effect. The process of CO negotiation can be able to eliminate the rational, which is the core of its own, and the consensus is often beyond the position of oneself, and it is reasonable, appropriate or acceptable to other subjects. Therefore, the public reason is often produced in the process of the multi subject joint consultation. In this process, each subject in addition to expressing their own voice, but also need to consider their own voices were accepted and recognized the impact of factors. At the same time, in the process of constantly reflecting on their own behavior, we need to know their own status and consciousness. Of course, there is a certain condition in the negotiation behavior of each subject in the social governance. In Chinese society, the government's voice has been playing an overwhelming role. In the construction of the society, the use of the administrative coercive management method does not give the other subjects the right to equal consultation and opportunity.

Although the petition system to give voice channels and opportunities for ordinary people, but under the leadership of the power of thinking, the petition system has been a strong force of local forces in the event of kidnapping abound. Hearing system in a certain extent give stakeholders the opportunity to express ideas, but in fact, in the design and operation of the system, a good environment for the operation of system is the key to the real implementation of the deliberative democracy. Therefore, public reason of formation for the social governance is a systematic project, also is not an overnight can be formed.

IV. THE FORMATION OF PUBLIC RATIONALITY IN SOCIAL GOVERNANCE

There is no doubt that the importance of public reason for social governance is beyond question. The social reality of "one main diversity" and "coexistence of various management tools" urgently needs to cultivate and develop the public rationality, and to alleviate the threat of the instrumental rationality and individual rationality to the collective action. In the process of social governance risk is often man-made, unpredictable, only by mobilizing the power of the main body to see the results of joint governance. By the government itself, the government can not effectively deal with this complex problem.

A. Transformation of Government Thinking, Tolerance to the Objective Existence of the Various Social Subjects

In the social governance, the formation of public reason needs the innovation of the government itself. Although the government plays a central role in the whole social governance, but "all things are related to the government" mode of thinking has been a strong impact on the social consciousness of the government and related subjects. Several historical events have proved that the government is not omnipotent, and the government will fail. Government's position in social governance can not be shaken: however the government's ability is limited. Therefore, the government needs to a peaceful state of mind, to think of themselves as one of the main body of the social governance, and other subjects in Public Affairs Consultation in the status of equal dialogue, rather than high above. Governments need to put a low profile, in the field which is not good or powerless, the government needs to decisively give up power, so that other social subjects have the opportunity to show the ability and level.

B. Civic Education, Foster Civic Wisdom

The generation of public reason is the process of the development of the whole social personnel's quality and wisdom. "What kind of citizen groups, there will be what kind of government", this sentence has been a tension between the government and social forces. If the government is too strong, and social forces will be relatively weak. If the government has the tendency of "evil", the citizens powerless to supervise and correct, it will lead to the orders getting worse, and more and more people are being squeezed civil rights. On the contrary, if the people are strong, they can not only supervise the behavior of government, but also urge the government to continuously improve their own and enhance the ability and quality of the government. The formation of this process needs long-term civic education, cultivating citizen wisdom. Citizens can see and reflect on their own behavior, awareness of the consequences of their own behavior, the only way, the formation of a public rationality has a solid foundation of the masses and the masses of the people.

C. Create a Common Platform for each Subject

Public rationality is produced in the process of bargaining between multiple subjects. This process finally points to the consensus from the perspective of divergence. To embody the different opinions of different subjects is to respect the rights and abilities of the subjects. Social governance in the social affairs are settled on the social basis, basic situational features if it cannot be perceived by the public power executors, the resulting decision is often divorced from the actual command. Therefore, in the process of social governance, the diversification of the interests of the subject is a reality that can not be ignored, to fully respect the interests of different interests of the main demands; it should be to create a platform for public consultation.

In summary, the value orientation of social governance should be based on the public reason. The public rationality is a kind of value orientation which goes beyond the tool reason, the individual reason and the Department reason and pursues the "common good". This orientation is the relentless pursuit of human development, which is the common happiness of human beings. The formation of public rationality requires a certain condition, and there is a corresponding construction path. It needs to correctly handle the tension between the government and society in the process of social governance.

References

[1] Qian Hong, Mengyu: "to rule of law to foster public rational - and on the realistic significance of the rule of law of the Chinese parties", journal of Zhejiang university (humanities and social science edition), 2013, 43 (5).

[2] The Chinese Marxism and the contemporary drawing board: the Chinese Marxism and the contemporary, higher education press, August 2015), p. 72.

[3] Qian Hong, Mengyu: "to rule of law to foster public rational - and on the realistic significance of the rule of law of the Chinese parties", journal of Zhejiang university (humanities and social science edition), 2013, 43 (5).

[4] Zhang Yu: "public reason: the conditions of the public policy participation", "social science research, 2011, 2.

[5] [Sweden] Tom R Burn, "the view of structuralism: economic and social change", social sciences academic press, September 2000, pp. 127-126.

Research on Innovation of Human Resource Management of Public Sectors

Yang Yanhong
Yunnan University of Finance and Economics
China
Email : yyh0128@126.com

Abstract—**Human resource management plays a vital role in the development of public sectors. However, the human resource management of Chinese public sectors currently have many practical problems like rigid system, low performance etc. which prevent public sectors from giving play to its advantageous human resources and improving its efficiency. Only by putting new ideas into human resource management ,constantly conducting reform and innovation can we inject the human resource management of public sectors in China with vitality and energy so as to improve public administration ability and public performance level.**

Keywords—Public human resource, Management, Innovation

1. INTRODUCTION

With the constant deepening of economic globalization, human resource management, as the driving force of social development at present, plays an extremely important role and affects the efficiency of national economic development. Public sectors refer to organizations awarded with public power by the nation that manage various social public affairs and provide legal services for all social members with the society's public interests as the organizational objective. Human resource management of public sectors includes activities and management carried out about planning, prediction, examination and employment, salary, social security etc. For a long time, traditional "administrative" employment mechanism restricts Chinese public sectors from giving play to the overall efficiency of their human resources. It not only lacks market mechanism but also hinders the effective development and rational flow of human resources. Besides,

it restrains the enthusiasm of employees, which will easily leads to personnel corruption and low efficiency. As administrative reform deepens, only by bringing forth new ideas to human resource management concept and the internal system can public sectors perfect public human resources management and thereby improve public administration ability and public performance level.

2. VARIATION TREND OF HUMAN RESOURCE MANAGEMENT OF PUBLIC SECTORS

Human resource management of public sectors refer to management activities and processes of planning, acquiring, operating, innovating, encouraging, evaluating public human resources according to stipulations of relevant national laws and regulations so as to better complete public management work and reflect public interest. The traditional human resource management adopted by China during the past years is single in form and it usually only emphasizes static control and management. Such kind of simple and rigid traditional management model lacks complete management system, advanced concepts, competitive consciousness and scientific human resource allocation. Thus, it is no longer applicable. However, mesh pattern and crossed management model is more systematic and comprehensive. Besides, diversified management is the development trend of modern management model. Meanwhile, the core of human resource management transforms from management of "things" into management of "people". It rationally explores employees' features and develops the potential abilities of human resources. In addition, thanks to the development of globalization and informatization and the constant upgrading of science and technology, management system does not have to stick to

the traditional field of human resource management without any breakthrough. Only with diversified integration and continuous innovation can human resource management of Chinese public sectors gain better development.

3. PROBLEMS EXISTING IN HUMAN RESOURCE MANAGEMENT OF CHINESE PUBLIC SECTORS

3.1 Inadequate Update of Management Ideas

With the development of social economy, human resource management ideas of public sectors should also make corresponding changes along with the social progress. However, due to the backwardness of human resource management reform, human resource management ideas are still relatively backward compared with the development of social economy. Some public sectors blindly believe that human resource management just refers to distribution of wage earnings, staff training, promotion etc. They did not conduct overall planning and form rational mechanism to optimize the allocation of resources. Moreover, there are negative phenomena such as setting position by employee which hinders employees in giving play to and improving their enthusiasm, initiative and creativity.

3.2 Incomplete Recruitment and Selection Mechanism

A favorable environment for the survival and all-round development of talents is the premise of the development of public human resources. At present, forms for Chinese public sectors to recruit employees include examination and employment, public selection, taking up a job through competition etc. All of them are featured by openness to some extent. However, human relationships like geographical relationship, genetic relationship etc. hinder the equality and fairness of the recruitment of public servants. Those complicated human relationships go against the equal, fair and open recruitment of public servants. In the meantime, in the selection of cadres, cognitive barriers such as the idea that seniority must be given top priority have not been completely abandoned. The "special privilege" mentality and nepotism still exist to different degrees.

3.3 The Absence of Flexible Management Leads to Rigid Employee Turnover Mechanism

Human resources of public sectors are supposed to be a precious flowing resource. However, due to the negative influence of traditional personnel system in China, the mobility mechanism seems to be particularly rigid. The rigidness of the mobility mechanism is mainly reflected in two aspects, namely the rigid horizontal mobility and the rigid vertical mobility. The former lacks rational in and out regulation while the latter lacks reasonable promotion rules. Due to the absence of the mechanism about the survival of the fittest and fair competition, both of the employees' crisis awareness and sense of responsibility are relatively weak. Such a situation has been improved to some extent during recent years, but a flexible management mechanism has not yet been established fundamentally.

3.4 The Incentive Mechanism Lacks Diversity

According to the equity theory, in order to mobilize the enthusiasm of workers, not only the principle of distribution on the basis of labor is needed, we should also make a comparison of the income and effort involved in similar jobs so as to make the distribution rational and fair. Only in this way can the functions of motivation be brought into play to the largest extent and can satisfactory incentive effects be gained. In China, people choose to sign up for the examination to select civil servants, in the hope of land relevant jobs in public sectors, definitely because they have made weighs and comparisons in various aspects such as working conditions, working strength, salary, promotion prospect etc. In the current stage, there are huge differences between civil servants in different positions. There are significant differences between different regions and departments when it comes to salary benefit level, promotion channels, working environment, working conditions etc. As a result, regions and departments with favorable working environment and high income naturally become the first choice of people. However, for people who are willing to take hard positions in laborious departments in poverty-stricken areas, the nation or governments at all levels did not clearly formulate corresponding incentive measures and preferential policies. Even though there are

some measures and policies, they are not attractive enough. Therefore, those who sign up for the examination to select national public servants usually try to strive for positions in popular demand while avoid those unexpected ones partly because the absence of relevant systems, especially the incompleteness of the incentive mechanism.

4. INNOVATIVE APPROACHES FOR HUMAN RESOURCE MANAGEMENT OF PUBLIC SECTORS

4.1 Establish New Management Ideas

To establish new human resource management ideas, human-oriented ideology should be set up on the one hand because human is the most active factor among all productive forces and the management of any production factors need to be managed by human beings. Modern human resource management should regard human as the core, the center of management and an important resource. Besides, it should attach importance to flexible management and better expand the ability of human resources. On the other hand, strategic management ideas should be established. It should be noted that talents have conducted fierce competition worldwide. Without strategic management ideas, it is difficult to gain advantages in global competition. To be strategic, we should look into the future, coordinate relationships among different parties, guarantee balanced and continuous development, support the development of talents through multiple channels, better develop the potential abilities of talents, organize and manage public human resources with strategic methods and constantly make reforms and innovations.

4.2 Advocate Subjective Initiative Management

As the carrier of management and technology, human resource is the first element that determines the efficiency and development of public sectors. Whether we can establish a scientific and rational mechanism to mobilize employees' working enthusiasm makes all the difference. Practice has proven that institutional reform and innovation cannot go without rational allocation of human resources. We can try setting up the standard and norm to classify positions in public sectors so as to have an overall balance

of various types of civil servants in aspects like job qualification, salary level, service standard, skill requirement etc.; we can also consider realizing equal pay for equal work among different government sectors so as to reduce unequal distribution gap, mobilize the enthusiasm of employees at all levels and improve the quality of public service.

4.3 Establish Complete Salary Incentive System

In the long run, to develop human resources of public sectors, we need to attract and retain outstanding professional talents, establish a relatively fair salary incentive system based on the principle of more pay for more work. First of all, the salary system of public sectors should be designed based on performance assessment. Factors like employees' working area, working environment, position difference, workload etc. should be fully considered and the huge gaps between different regions, departments and positions should be well bridged by constantly improving the incentive mechanism. In addition, employees' individual interests should be closely connected to the development of the department so as to give play to the role of the salary incentive mechanism to the largest extent and further improve the performance evaluation mechanism.

4.4 Form Rational Mobility Mechanism

Employees have already formed relatively strong identities and psychological balance in the traditional management system and it is definitely hard to break such a balance. However, in order to improve the efficiency, a two-way choice mechanism, namely employment and job selection, should be formed so as to promote the rational mobility and cultivation of human resources and, develop an employment mechanism characterized by contract employment, fair competition, incentive and constraint, guarantee of rights and interests.

4.5 Improve the Level of Electronization and Informatization

The level of public sectors, number of workers and quantity of functional departments are not the core contents

of human resource management of public sectors. Instead, efficiency is the basis to measure the human resource management level of public sectors. With the deepening of global informatization, the improvement of information technology and the appearance of various new economic forms, human resource managers in public sectors should be equipped with broader vision to more effectively deal with the systematic operation of public departments and make knowledge-based civil servants the mainstream personnel of public sectors. On the one hand, they must be equipped with comparatively high knowledge level and decision-making ability. On the other hand, they also have to grasp the skills to operate advanced equipment, the Internet and new media. Then, "electronized" innovation should be carried out on this basis to change low efficiency that has existed in the human resource management of public sectors for a long time.

In addition, we should try establishing the human resource management system for public sectors, utilize network communication devices and office equipment to collect, transmit, save and restructure human resource management information of public sectors, construct the human resource management information system of public sectors, strengthen information construction, enhance online services so as to realize the automation of human resource management. It contributes to improve the efficiency of human resource management for public sectors and helps management departments to systematically and standardly formulate the strategic objectives.

5. CONCLUSION

As Chinese public sectors strengthen their efforts in the reform and innovation of human resources, flexible market-oriented human resource management mechanism is gradually being introduced to further explore the reform of human resource management mechanism of public sectors, establish human resource management mechanism that takes both efficiency and fairness into consideration so as to improve the current situation of public service, enhance the public service level and promote the overall quality of public services.

REFERENCES

[1] Du Zhizhou. Public human resource management strategy choice for informationization [J]. Statistics and Decision .2009.09
[2] Teng Yucheng,Yuping.Public human resources management [M].Beijing:China Renmin University Press.2012
[3] Fang Wenshuang. The study of public human resources management innovation [J]. Scientific Management Research .2010.28

Employment Policies for Women with Disabilities: Utopia or Dystopia Welfare

---A Case Study on Surakarta City, Central Java, Indonesia

Rina Herlina Haryanti

Department of Public Administration

Faculty of Social and Political Sciences, Sebelas Maret University

Surakarta, Indonesia

(rinaherlinaharyanti@yahoo.co.id or rinaherlinaharyanti@staff.uns.ac.id)

Abstract—**Women with a disability are a new issue in the discourse of human governance and feminism. Her presence helped develop an analysis of the social construction of social welfare disability within the framework of public administration. Conditions triple discrimination women with disabilities today is the real picture that increasingly make the social construction of women with disabilities in employment slumped. This paper is a critical analysis of how the policies map employment in Surakarta Indonesia for women with disabilities in the context of social welfare. Using policy framework and gender analysis pathway feasibility of this article concludes that the state policy on employment of women with disabilities have not been responsive disabilities. Still development paradigm that sees disability not only as an object and subject of development to make welfare for women with disabilities in Surakarta a dystopia welfare.**

Keywords—women; disability; employment; policy

I. Introduction

Women with disabilities and welfare is an interesting debate [1] in the realm of space planning manpower development especially in Surakarta-based human governance. Disabled women experiencing Triple Discrimination: Discriminations for him as women, the disabled and the poor. The main question in this article is how the employment policy for Women with Disabilities in Surakarta? Is this kind of utopia or dystopia otherwise on the welfare of women with disabilities? Have Surakarta has its own employment policy agenda that is made especially for women with disabilities?

This study was designed using the framework *policy feasibilty* [2] elaborated by *Gender Analysis Pathway*, policy framework, with a special topic of employment for the disabled in Surakarta paired with disabilities evolving paradigm. The research was conducted using qualitative research method in which the data obtained from interviews, observation and documentation. The validity of the data using triangulation sources that is analyzed by content analysis policy, gender analysis and pathway analysis interactive model.

II. Results and Discussion

Understanding well-being of women with disabilities in the context of employment in line with the paradigm shift in the development of *production centered development* towards *people centered development* paradigm placed man as subject and object of development [3]. Human resource development in relation to *people centered development* to reach a broader dimension than just professional and skilled human form appropriate system needs to be able to provide contribution in the development process. Talking about the quality of the labor force is closely related to *human capital*, a large amount of labor that is more valuable for our country, but if it is associated with the quality of the workforce, it is a challenge today. Korten [4] argues that the workings of a program of development are a function of the fit between those assisted, programs, and organizations that help. With more specific terms, the development program will fail to promote the welfare a group if there is no close relationship between: the needs of its intended beneficiaries by the results of the program; requirements of the program with the real capabilities of the organization's maid; and the ability of the disclosure requirements by the receiving party and the decision-making process of the organization helpers. The ability to create policies that are tailored to the economic conditions of political, technological and administrative also a thing that must be considered.

Politically and administratively Surakarta own law No. 2 of 2008 on Disability Equality. This regulation also contains therein about disability employment issues. But unfortunately, this regulation has not been implemented effectively and efficiently. The author also see that commitment enforcement officials regarding the implementation of a policy of equality with disabilities in employment in government institutions Surakarta still low. This is indicated by the following findings [5]: First, the leadership of organization in Surakarta City Government has not made the issue of employment of disabled as a main agenda, several leaders organization ignore the issue because they think the problem is not the main tasks and disability the function of organization and the issue of disability is not a threat to the way institutions they lead. Second, the low level of commitment by the executor is also legible from how they perceive the policy. They argue that the

implementation of this policy is something that inefficiency. Need a big resources and demanded greater behavior change. But the results are given not for the resources expended.

Surakarta economy in 2011-2014 in macro showing good growth. Good views of inflation, economic growth and the average domestic product gross. But unfortunately the good economy does not necessarily make disabled people included in it. Disabled people in Surakarta, still in economic conditions menyedihakan with the cycle of poverty that surrounded him. Technically research [6] also confirmed the findings that the views of the readiness aspects of the building, the majority of buildings in the city of Surakarta has not been responsive disabilities. Neither the availability of tools, technologies and policies. More worryingly, the government has no accurate statistics on the actual number of working age with disabilities with various characteristics that surrounded him. According Mazmanian and Sabatier [7] is reached or not a policy purpose, namely social welfare will depend on a number of technical requirements. The existence of sophisticated technology and a requirement can be implemented raises urgings loud parties to suspend temporarily the intent to achieve the goals outlined in the policy decision to obtain assurance that has provided the means or technology that can ensure the effective achievement of these objectives be great homework for the government Surakarta . What is needed by the disabled not only practical needs but also the needs of strategic and one of them is policy. However, this policy must be responsive disabilities. Employment policies that are responsive disabilities is necessary because through responsive policies with disabilities we can see the difference between the labor needs of disabled and non-disabled affecting access, participation, control, and benefits are different in each of manpower development program.

Responsiveness as one of the characteristics of good governance is needed in the public service because it is evidence of the ability of organizations to identify community needs, set the agenda and priorities for services and develop programs for public services in line with the needs and aspirations of the community [8]. Meanwhile, according to Dunn [9] states that the responsiveness is one of the indicators in the evaluation of public policy. Evaluation is an activity to assess the performance of a policy which aims to find out if there are deviations that may occur by comparing the goals and objectives by achieving the target. Dwiyanto explains that in its operation, the responsiveness of public services are translated into several indicators, such as: (a) There is absence of complaints from service users over the past year, (b) The attitude of the bureaucratic apparatus in response to complaints from service users, (c) Use of complaints from service users as a reference for the improvement of service delivery in the future (d) various actions of the bureaucratic apparatus to provide services to the service user satisfaction (e) Placement service users by the bureaucrats in the applicable service system. Responsiveness in carrying out the public service is very important cause it will greatly affect the success of the program. If tha disabilities program perspective then the organization must be able to recognize the difference between needs and aspirations of disabled and non-disabled so that the achievement of a program in accordance with the objectives

and subject. So concluded with disabilities responsiveness is the ability of organizations to recognize the different needs of disabled and non-disabled so that it can sets the agenda and priorities of services and develop programs for public services in line with the needs and aspirations difference between disabled and non-disabled. It is worth noting because the responsiveness with disabilities will affect their commitment to implement a public policy perspective consistently disabilities field.

Based on the analysis of documents from documents Surakarta Document Year 2010-2015, the Strategic Plan of Social, Manpower and Transmigration Surakarta Year Work Plan 2011-2015 and the Department of Social, Manpower and Transmigration Surakarta in 2011. The values   of justice and equality despite has become one of the important values   are considered in the achievement of development goals by improving the quality of human resources, but it is more focused on education and health. In the employment field program, indeed encountered programs that contain values   of justice and equality that is "planning program non-discriminatory employment" but the program is not found in the program - the program on the Strategic Plan of Social, Manpower and Transmigration Surakarta in 2011 - 2015. This it can be concluded there was an inconsistency in the breakdown field of employment programs.

One cause has not responsivenes disability employment policy in Surakarta because during this time the flow of development thinkers dominate among the bureaucracy is a flow analysis of this mainstream. According Fakih [11], based on the assumption that the problems of disabled people is rooted in the assumption and belief in low quality resource disabled people themselves, and it resulted in them not being able to compete with the 'normal people' in society, including in development. Therefore, for this flow should be no attempt to encourage and improve human resources educating the disabled people with disabilities to be able to compete on an equal basis. The flow of the operation is to meet the practical needs of disabled people alone, without questioning on their strategic needs. This flow is heavily biased towards normalism [12]. Two approaches are most easily seen from this flow is the approach of efficiency and poverty reduction. Functional Theory Adopted Talcot Person liberal, the flow is like getting the institution so that it fills issue area, discourse, ideas, policies, activities and other forms of projects focusing on disabilities in the field. By using the liberal Talcot this person, the author considers that the measures taken by the Government of Surakarta is based on the values   of autonomy, equality, and moral values   and individual freedom. Policies based on the assumption that every human being has the same opportunities and the same rights. Thus, if disabled people are not able to compete, then you need to blame is not his policies but disabled people themselves. The Government also noted that disability is regarded as an anomaly in delevelopment. Therefore, the participation of the disabled in development is considered as the best way to enhance the degree of disability.

In the analysis of the author, business Surakarta City Government as contained in the current employment policy for the disabled only produce short-term practical change ought to

do is change the long-term, strategic transformation. Prediction inability to compete with disabilities is an objective reality because of discrimination due to their belief that they are not beneficial to the growth and accumulation of capital in the system of capitalist production. Capitalism only buy 'labor' which only the 'normal man' who is able to work productively in a factory. As a result, many disabled people excluded in the system.

III. CONCLUSIONS

Surakarta City do not have employment policies specifically intended for disabled women. Feasibility study also showed that employment policies that exist today either political, administrative, economic and technology can not guarantee that women with disabilities are in a condition ready to compete with each other. Employment policies have not been responsive disabilities. The possibility of marginalization in the global level became the biggest threat for the disabled in this era. Still development paradigm that sees disability not only as an object and subject of development to make welfare for women with disabilities in Surakarta a dystopia welfare. The main thing that must be done by the government of Surakarta regard to employment for women with disabilities is to make employment policy responsive to disabilities with the support of the political, economic, technological and administrative. In other words, any agenda other than seeing and analyzing the practical and strategic needs, the movement must also have a political agenda to influence policy concerning the fate of disabled people (in the community). The business can be done by: (a) educate the awareness of all people the basic right of the disabled, (b) the ratification of the Law of Persons with Disabilities in the development plan. (C) creating a city that is friendly to people with disabilities, especially in all public facilities, (d) dissemination of critical ideology of disabled people in each program and institutional and organizational policies, both government agencies, education, community programs, as well as religious, even among NGOs. (e) do disability scanning, (f) auditing discrimination against the disabled, monitoring and evaluation of the process, or project and institution social development that still perpetuate the implicit discrimination against disabled people, as well as advocacy efforts to change policies that are more friendly to the other disabled.

ACKNOWLEDGMENT

REFERENCES

[1] Cheryl Bates – Haris, "Segregated and Exploited : The Failure of The Disability Services System to Provide Quality Work". *Journal of Vocational Rehabilitation*, 36(2012): 39-64.

[2] R.N Dwidjowijoto "*Policy Analysis*" Jakarta: Elex Media Komputindo. 2007.

[3] Sakiko Fukuda – Par "The Human Development Paradigm : Operationalizing Sen's Ideas On Capabilities", *Feminist Economics*, Volume 9, Issue 2-3, 2003, pages 301-317.

[4] D.C. Korten and Ambassador, Development Dimension Populist, Jakarta: Yayasan Obor Indonesia, 1980.

[5] R. H. Haryanti, "Implementation of Policy Equality Disability in Surakarta" Dissertation, Department of Public Policy, Padjadjaran University, 2013.

[6] R. H. Haryanti, "Implementation of Policy Equality Disability in Surakarta" Dissertation, Department of Public Policy, Padjadjaran University, 2013.

[7] M. Mazmanian, Daniel A and Paul A. Sabatier. "Implementation and Public Policy". USA: Scott Foresman and Company,1983.

[8] A. Dwiyanto,. "Public Bureaucracy Reform in Indonesia", Yogyakarta: Gadjah Mada University Press, 2002.

[9] Subarsono, "Analysis of Public Policy Concept, Theory and Applications", Yogyakarta: Student Library, 2005.

[10] Coleridge, Peter, *Liberation and Development, struggle with Disabilities in Developing Countries,* Yogyakarta: Student Library, 1998.

[11] Fakih, Mansur,The Fair Access Lounge Laid Basic Social Justice for People with Disabilities, the National Dissemination papers embodiment Public Facilities are accessible to all "Yogyakarta 27 to 28 September 1999.

[12] DePoy, Elizabeth & Stephen Gilson, "Policy Legitimacy: A Model for Disability Policy Analysis and Change, Disability Studies" : *An International Journal* Volume 5, Issue 4, Manoa: University of Hawai'i, 2009.

Transnational Migrant Workers' Life: Paguyuban Seruni's Strategy to Solve Migrant Workers' Problems Overseas by Using Online Media

Sri Wijayanti
Lecturer at International Relations Department
Faculty of Social and Political Sciences
Universitas Jenderal Soedirman, Purwokerto, Indonesia
yantietaslim@yahoo.com

Nurul Azizah Zayzda
Lecturer at International Relations Department
Faculty of Social and Political Sciences
Universitas Jenderal Soedirman, Purwokerto, Indonesia
zayzda.nurulazizah@gmail.com

Abstract—**This paper discusses about the role of online media of Paguyuban Seruni– a migrant workers association- in helping Indonesian migrant workers. This website was created to give any relevant information to the community and to help migrant worker overseas.**

This study is a qualitative research which applied in-depth interview with the members of Paguyuban Seruni. The interviews focus on how the media online has helped the migrant workers in dealing with various migrant-related problems. Interestingly, the media online helps not only the community members, but also other migrants working overseas in overcoming their problems. It can be implied that the online media marks the transnational aspect of migrant workers by establishing networks for them where they can connect across borders, interact, share ideas, and even solve problems together by the use of information technology. In this sense, the concept of digital diaspora was used to help explaining the phenomenon.

Keywords— migrant workers;transnationalism;migrant politics; digital diaspora.

I. INTRODUCTION

Indonesia is one of the countries with a considerably high number of migrant workers, generally referred as *Buruh Migran Indonesia* (Indonesian Migrant Workers/ BMI).[1] Economic factors resulting from the lack of jobs in this country is one of the factors that encourage migrants to seek employment abroad. The desire to improve and enhance the well-being of the family is the reason they left their homeland and families to work outside the country.

In the era of globalization where the interaction and interconnection around the world increases, the role of the

community (non state actors) are increasingly significant in the global and national levels. Advances in technology and the invention of the internet has connected people and other people of different places, different countries and even different continents. In the case of BMI, BMI community can help the problems that take place abroad. One possibility is to make the website and use facebook as a media advocacy to address the problems of migrant workers abroad. One example of use of the website by a community of migrant workers is the online media owned by the Society of Indonesian Migrant Workers 'Paguyuban Seruni' in Banyumas. This website was originally created to inform the activities of the Society of BMI 'Paguyuban Seruni'. In its development, this website is one of the media to deal with cases BMI abroad which were not only coming from Banyumas, but also from other districts who work abroad. The interface of website *http://www.seruni.or.id/* who have the "contact us" and link to their facebook page give space to the BMI abroad to denounce the problems they face. In 2015, they have received 15 cases of complaints by BMI. By utilizing a network owned by the Paguyuban Seruni, a total of six cases have been handled, and the rest are still in the process (interview Narsidah, 11.12.2015). This article will discuss about the use of information technology as a medium to help problem BMI abroad.

II. METHOD

The subject of the previous research is the person who join Paguyuban SERUNI (migrant workers community). The research was conducted using qualitative method, instruments used in the research including in-depth interviews; participant observations and literatures studies. Interactive analysis model is the analytical model used in the research.

III. DISCUSSION

A. Transnationalism, grass root association technology

Schiller (2010) explains that there are other perspectives that can be used to study the phenomenon of migration. One is the perspective of global power (power global perspective) that understands immigrants not as a stranger in a country, but

---

[1] According to BNP2TKI data accessed in November 28 2015 from www.bnp2tki.org, in 2011, the number of BMI working abroad amount up to 586.802, in 2012 this number decreased to 494.609 migrant workers. In 2013, the number increased again to 512.168 and in 2014, the number was 429.872 orang, and per October the number was 232.818.

as an actor that connects the realm of local presence, the people, the processes that occur globally (Schiller, 2010: 127). This approach is referred to the use of the term space/domains/transnational social transformation (Faist, 2010: 11), or in general, transnational approach.

Transnational migration studies focus on a series of networks of social relations or also called the social aspects (social field), or the space for the exchange of ideas, practices and resources (Schiller and Levitt, 2004: 1008-1009). Basch, Glick-Schiller and Blank (2009) has defined transnationalism in migration studies as "the process by which immigrants form and maintain social relationships within the community foundation that connects their origin with the communities where they are located (migrate)". The foundation for the approach of transnationalism in migration studies is the fact that social relations are formed by immigrants today have passed the boundaries of geography, culture and politics (Basch, Glick-Schiller and Blanc, 2009: 263).

Utilization of information technology in the lives of immigrants represent the 'fluidity' of life transnational migrant groups, ie, when the movement of migrants are able to utilize the existing technological development. Here in particular information technology serves to connect immigrants to form communities. This phenomenon in some studies is referred as "digital diaspora" (Brinkerhoff, 2009; Laguerre, 2010). Digital Diaspora here is defined as:

"A group of immigrants or descendants of an immigrant population using the interconnectedness of information technology to participate in a virtual network with contacts with different purposes, whether it is political, economic, social, religious and communication, be it with regard to homeland country or host country, or both, with the track itself" (Laguerre, 2010: 50).

With information technology, immigrants can establish solidarity and share the problems and benefits, and general information technology can help to carry out certain activities (Brinkerhoff, 2009). In this case, information technology helps to:
1. Facilitate the formation of a common identity
2. Facilitate networking and organizing communication between individuals and groups
3. Provide information to actors outside the group
4. Facilitate framing issues and strengthening related activities
(Brinkerhoff, 2009: 47).

The following discussion looks further into the life of migrant workers affected by the development of information technology. By examining the use of the technology by community of migrant workers in Banyumas, it will be analysed how the activities demonstrate migrants politics. The main actor being discussed here is the Paguyuban Seruni itself, which under civil society studies can be categorized as a grassroots association.

Kunreuther (2011) explains that grassroots association is constituted by people who are concerned in a particular issue or interest, where solutions are made together in the association by members who join the group voluntarily. The keyword here is grassroots organization encourages participation in solving social problems and works in community level (Kunreuther, 2011: 55-66). In this study,

grassroots association, represented by Paguyuban Seruni, connects itself with the global through its activism of working along with migrant workers.

B.The role of Community website

Paguyuban Seruni of Migrant Workers is an organization founded by former migrant workers in the District of Banyumas. This group was established by group of people that formerly had the same job as a migrant worker. Therefore the organization's management and members were all migrant workers. At the beginning, Paguyuban Seruni aimed to assist its members in providing information regarding safe migration procedures and help them find solution to the problems experienced by the members. In its later development, in addition to advocacy, the Community also include economic activities aimed to improve the welfare of its members. Paguyuban Seruni had several attempts to improve the economy of its members.

Since the year 2012, Paguyuban Seruni used the website *http://www.seruni.or.id./* and Seruni Banyumas (facebook's name) which contain the information about the Community members. In the website, the menu 'Contact us' and also include the address of Facebook as a communication medium between Pagyuban Seruni and the readers of the website. This media serves to provide an opportunity for readers to learn more about the Paguyuban Seruni and obtain information about migrant workers and safe migration procedures. Through Paguyuban Seruni, the community establishes contacts with migrants abroad, including migrants in Singapore, Malaysia, Taiwan, Hong Kong, Saudi Arabia, Kuwait, Thailand etc. They link up to develop the organization and seeking information to find solution for the problems of migrant workers.

The media online created by Paguyuban Seruni is a strategy developed to assist migrant workers who experience problems abroad by making use the ease access provided by internet. Below are several examples of how media online has been used by migrant workers, their families and with the facilitation by Paguyuban Seruni, helped the migrants with their issues.

In 2014, the husband of a migrant worker originating from Cilongok, Banyumas, Central Java, asking for help through Seruni website to find his wife working in Hong Kong and whose news or whereabouts have not been heard by the family for a quite long time. After receiving the report, Paguyuban Seruni contacted its partner organization in Hong Kong to find out about the whereabouts of his wife through facebook. It is known, that the man's wife was in Macau due to change of employers. Although until now, her exact whereabouts remains unknown, Seruni maintains close monitor through communication with the organization in Hongkong.

Another case received by Paguyuban Seruni was a report of a migrant worker who is accused of committing crimes in Kuwait. The person send a message to the Paguyuban Seruni via the facebook to help him with this issue. They are intense to keep in touch on the problems of the migrant workers. Through the intense communication between Seruni and the person, it was known that he had been in prison for 4 years and did not get the attention of the government when he was in prison. Having received the

report, Paguyuban Seruni asked the district government to commit to finding a solution about it. Together with local government, they urged the central government to give attention to migrant workers who were in prison.

Another case was reported a migrant worker working in Taiwan. She was supposed to work at home that is not too big. But the fact is, she was placed in a very big house and she had to do all the houseworks. She contacted Paguyuban Seruni through facebook. Aside from maintaining communication with the migrant worker, Paguyuban Seruni also contacted the organization of migrant workers in Taiwan (ATKI) [2] and asked to follow up the issue. Finally, with the cooperation of Paguyuban Seruni and ATKI, they can urge employment agencies for migrant workers to move her elsewhere.

This cases give example of how policy is being challenged by the migrants. The focus here is on the way they connect with people and materialize this relation and communication into solution for their particular problems.

IV. CONCLUSION

Migrant workers are not passive object in politics where they cannot influence policies. Their simple action and choice that challenges certain situation or policy can be regarded as their political engagement. In the examples given above, there are ways migrant workers may challenge the available policy which affect them. In particular, this study gives example of what is called digital diaspora, the use of information technology by migrants to help pursuing their interests. Herein, the grassroots association presented by Paguyuban Seruni plays a role in connecting migrants among them and their homeland community. There are at least two necessary aspects here in which digital diaspora may be established and play a role in challenging policy. First, the community that build the digital diaspora need to connect with other actors, other grassroots or non-governmental organizations. Second, information technology is utilized as a mean to communicate with migrant workers or any related individuals or groups.

In this study, it is found that digital diaspora have been necessary not only for the migrant workers but also for the families left behind. By asking for assistance and finding solutions through the networking, migrants have indirectly involved in politics of their everyday life. Considering the transnational nature of the migrants, their political engagement has also been a challenge to the notion of sovereignty and boundaries, cause their politics have crossed these boundaries.

REFERENCES

[1] Basch, L., Glick-Schiller, N. and Blanc, C. S. (2008). Transnational Projects: A New Perspective and Theoretical Premise. Dalam Khagram, S., & Levitt, P. (2008). The transnational studies reader: Intersections and innovations. New York/London: Routledge.

[2] Brinkerhoff, J. M. (2009). Digital diasporas: Identity and transnational engagement. Cambridge University Press

[3] Faist, T. (2010). Diaspora and Transnationalism: What kind of Dance Partners In R. Baubock & T. Faist (Eds). Diaspora and Transnationalism: Concepts, Theories, and Method. (9-34). Amsterdam: Amsterdam University Press.

[4] Glick Schiller, N. (2010). Global Perspective on Transnational Migration: Theorising migration without Methodological Nationalism. In R. Baubock & T. Faist (Eds). Diaspora and Transnationalism: Concepts, Theories, and Methods. (109-130). Amsterdam: Amsterdam University Press.

[5] Glick Schiller, N. dan Levitt, P. (2004). Conceptualizing Simultaneity: A Transnational Social Field Perspective on Society. International Migration Review, 38 (3), 1002–1039.

[6] Kunreuther, F. (2011). Grassroots associations. The Oxford handbook of civil society, Oxford/New York: Oxford University Press Inc, 55-67.

[7] Laguerre, M. (2010). Digital diaspora: Definition and models. Diasporas in the new media age: Identity, politics and communities, 49-64.

[8] Interviwed with Narsidah on 11.12.2015 and 23.02.2016

---

[2] The non governmental organization in Taiwan focuse on migrant workers problems

Institutional Innovation in development administration to respond the problems of transparency and accountability

A case study of "Accounting Clinic" in Aceh Tamiang Regency, Indonesia

Slamet Rosyadi
Department of Public Administration
Jenderal Soedirman University
Central Java, Indonesia
slametrosyadi72@gmail.com

Wita Ramadhanti
Department of Accounting
Jenderal Soedirman University
Central Java, Indonesia
Witarama.akuntan@gmail.com

Abstract—**One of the problems of development administration in developing countries is the transparency and accountability in the management of local development budgets. In Indonesia, the indication can be identified from the weak preparation and presentation of financial statements of local government. There are still many financial statements which do not fulfill the accounting standards of government. As a result, most of the district / city government did not obtain good results of the audit opinion from the Financial Auditor Board. To increase transparency and accountability in the management and financial area, Aceh Tamiang Regency in Aceh Province undertook an institutional innovation in the form of "Accounting Clinic" in 2013. The innovative approach to financial management in this new autonomous region facilitates three functions performed by the accounting clinic: (1) the implementation of accounting services and educational and mini training issues, (2) review of accounting policies and the district government accounting system, (3) the implementation of simulation preparation of financial statements; and (4) the implementation of the supervision and assistance in the preparation of financial statements. This case study explored the process of establishing institutional innovation in the form of accounting clinic and its success in obtaining unqualified audit opinion from the Financial Audit Board in 2015.**

Keywords—*development administration, accounting clinic, transparency, accountability*

I. Introduction

The challenge of developing countries in the democracy era is to realize the development of accountable administration (Baaklini, 2002). Lack of resources both human and budget development is faced with the demands of society that development is more transparent and accountable administrator. In developing countries which have been transforming into a democratic country, the situation is not easy to overcome. Bureaucracy in developing countries is still a source of inefficiency. The utilization of the development budget has not been able to achieve an optimal level and even fail to fulfill regulations.

Accountability and transparency are the common government problem in developing country. This government usually tries to change the centralized model into the decentralized model, but then it is difficult to control the autonomous region (Bardhan dan Mookerjhee, 2006). Indonesia is one of the developing countries that experience this problem. Sukmadilaga et al. (2015) stated that disclosure level, as part of transparency indicator, in ASEAN Country including Indonesia and Malaysia is relatively low.

The audit opinion by the Financial Audit Board of the Republic of Indonesia (Badan Pemeriksa Keuangan/BPK) shows a good trend in the quality of local government financial report. During 2009-2013, the number of the unit with the unqualified opinion (the best audit opinion) increases from 3% to 30 % (BPK, 2015). It means that the accountability and transparency of local government arises.

One of the important phenomena that should be noted is the increasing number of the best quality report. It has emerged a question why there are only 30% of total local government financial reports that have the best quality reports each year? The Indonesian government does not only develop economic sector but also develop a number of the citizen. The local region with sufficient number of citizens can propose to be a new autonomous region separates from the parents region. This new region usually struggles with the new management including making financial reports (BPK, 2009). Aceh Tamiang is one of new local government that has been founded since 2002 while a policy of local autonomous region started in 1999 under the 1999 of Indonesia Law Number 22

To increase transparency and accountability in the management and financial area, in 2013 an institutional innovation in the form of "Accounting Clinic" has been conducted by the Regional Government of Aceh Tamiang. Not many government districts / cities in Indonesia perform innovative breakthrough primarily to address issues of accountability and transparency in the management of local development budget (see http://www.kemendagri.go.id/ news/2015/11/24/ayo-kepala-daerah-bikin-inovasi-laporan-keuangan-akuntabel). The success story of Aceh Tamiang Regency in creating institutional innovation of financial

management in the form of accounting clinic is an interesting case to be explored. Therefore, this paper aims to describe the formation process of innovation and its impact on the quality of financial management.

II. RESEARCH METHOD

A qualitative approach with a case study is applied to describe the process of Accounting Clinic Formation in Aceh Tamiang Regency involving prior situation, motives, and impacts on the improvement of financial report statement. Informants are purposively selected from regency secretary, head of regency financial and asset management and their accounting clinic staffs. Data is analyzed by the interactive model of Miles et al (2013): data collection, data condensation, data display and conclusion drawing.

III. RESULTS AND DISCUSSION

A. Financial Management Before Formation of Accounting Clinic

The practice of using local government funds through the bill receipt mechanisms is commonly found in the bureaucracy of local government in the province of Nanggroe Aceh Darussalam. The practice is actually categorized as a form of deviation. The disbursement process becomes unaccountable because it is not based on the legal documents such as the Payment Order (SPM) or Warrant Disbursements (SP2D). Interestingly, the disbursement of funds only relies on receipts.

Deviation uses of bill receipt are also found in the district of Aceh Tamiang. According to data from the CPC, until the beginning of 2013 the amount of bill receipt is Rp 17,131,873,291 which is not supported by the evidence of unauthorized use. According to the Secretary of Aceh Tamiang, "Many officials use bill receipt but its use is unclear. The trend occurred since 2005-2007. Consequently, the balance sheet becomes unhealthy".

The strong perception that realization is more important than accountability is other factors that lead to irregularities in the financial management area. The Head of Aceh Tamiang Financial and Assets Management Agency (DPPKA) said that "the behavior local agencies (SKPK) are more concerned to overcome the obstacles in the realization / disbursement. However, the behavior SKPK become less responsive when they are reminded to prepare the budget realization reports quarterly, semiannual and annual ". This fact shows that the capacity of SKPK in the preparation of financial accountability report is still very weak.

The weak capacity of the resource according to senior staff of DPPKA caused by the recruitment process of civil servants which are not based on a merit system. The small number of employees who are competent in the field of accounting compared to the abundance of employees in other fields indicates an inequality in the allocation of employee needs. As a result, the behavior of financial management tends to unorganized and not supported by the evidence of expenditures with good documentation.

B. Concept of Accounting Clinic

The name of the "Accounting Clinic" is adopted from the results of a comparative study held by DPPKA Team of Aceh Tamiang to the Ministry of Finance in 2015. Previously, accounting clinical practice is already conducted by DPPKA since 2014. However, this practice has no name. At that time,

the audit found out the irregularities in the bill receipt. Then in 2014, there is initiative to organize a joint team of DPPKA and BPKP (development financial audit board) to overcome the problems of the bill receipt for two months.

One crucial issue discovered by a team is the low practice of transparency and accountability in financial management work units. It happened due to the low capacity of master of accounting clerks. Therefore, to improve the quality of accrual-based financial statements and timely, local government agencies adopt Accounting Clinic. The goal does not only to bring employees with good competency in accounting from various units into a single unit, but also to facilitate various efforts to provide assistance for SKPK in every transaction. In addition, the accounting clinic also intended to provide for education and discussion on the application of accrual accounting in the financial statements, identifying the needs of consultation and assistance and train of SKPK related to the implementation of accrual accounting and accrual-based financial statements.

The meaning of "Clinic" itself is a place of treatment or cure of disease. The establishment of the accounting clinic is expected to provide a therapy for various "diseases" dealing with the lack of accountability in financial management. The clinic has eight staffs with competence on overcoming the financial problems. Financial record founded by the staffs will be used as an evaluation instrument for the financial management in each work unit.

C. Motivation Behind Formation of Accounting Clinic

The root of the financial management problem in the district of Aceh Tamiang is the lack of human resources that are competent in accounting and the funding to recruit employees with accounting educational background. Currently, there are only seven employees with accounting educational background. Meanwhile, the work units that need to be supported are 58 units. The situation is very difficult for work units of local government to be able to make accountability reports in accordance with applicable regulations.

The constantly changing regulation and the demands of accrual-based financial reporting should be timely to encourage the Regional Secretary and Head of DPPKA to make an innovation in delivering services of financial administration. Implementation of Government Regulation No. 71 of 2010 concerning the Government Accounting Standards (SAP), particularly Article 4 confirms that the Government applies Accrual Based Accounting Standards. Therefore, the principles, the basics, the conventions, the rules and the practices of the cash-based accounting shifts into more complicated accrual and a lot more financial information presented in various types of reports. Even though its implementation is no later than 2015, the Government of Aceh Tamiang attempts to anticipate the worry of declining quality of local government financial reports. This policy pressure then pushes Aceh Tamiang Regency to form the Clinic.

D. The Impact of Accounting Clinic

Innovative approach to financial management in the autonomous regions of Aceh Tamiang facilitated three functions performed by the clinic accounting: (1) the implementation of accounting services and education problems and mini training, (2) review of accounting policies

and the accounting system of the district government, (3) the implementation of simulation preparation of financial statements; and (4) the implementation of the supervision and assistance in the preparation of financial statements. Impact of Accounting Clinic formation can be seen in the last three years (2013-2015). Since its creation in 2013, the Accounting Clinic have successfully saved the state losses amounting to 12 percent, and in 2015, the value of the loss can continue to be reduced to 14 percent. Finally, the BPK delivered a best opinion audit to the Aceh Taming Regency for their achievement and strong motivation to present financial statement report in 2015.

Other impacts on the accounting clinic are (1) increasing awareness among local government agencies mainly for those who have a huge budget to be managed in in more accountable and transparent in spending and reporting their expenses, (2) increasing obedience among local government agencies to complete their financial statement report at the right time, and (3) preserved financial stability in Aceh Tamiang from misusing public funds.

E. Discussion

Modernizing a governmental accounting system with accrual basis to replace cash basis in Aceh Tamiang Regency has been stimulated by the problems of misusing public funds by the government officers. Before application of accrual basis accounting, public funds are utilized by public officers without well documented proofs. Consequently, as BPK audits financial statements annualy, they found many public expenses without accountable and transparent ways. To overcome this problem, then the government of Aceh Tamiang Regency establishes an accounting clinic as a innovative way to institutionalize accrual accounting system.

A study of Burca and Martinez (2015:18) also found similiar findings with our study. In their study, adoption of modern accounting systems in American and Europe Union Contries, has encouraged and improved transparency and acccountability in governmental financial reporting stytems. In Aceh Tamiang Regency, adoption of accrual basis supported by the accounting clinic has led them to gain unqualified audit opinion by BPK in 2015. Therefore, to spread out benefits of accrual basis should be endorsed by innovative ways.

In addition to achieve excellent audit valuation, the role of accounting clinic also has given positive changes on bureaucracy behavior in managing public funds. Bolivar and Galera (2016) also found that administrative reform has been promoted by changes in financial reporting systems. Efficiency and transparency values can be enhanced through improvement of governmental financial reported to citizens.

The main key to innovation in public sector is the role of administrative leadership in improving the performance of public sector oganization (Orazi et al, 2013). In our study, we found that the head of regency government and the secretary of regency showed a strong commitment of preserving transparency and accountability values in managing public funds. Though unavailabity of competent staffs in accounting field, they decided to implement accrual basis in their accounting system two years earlier than oher regencies. This evidence shows that innovation to improve performance of public sector should be facilitated by the top administrative leadership.

IV. Conclusion

A qualitative analysis of institutional innovation in the form of Accounting Clinic in Aceh Tamiang Regency seems to suggest that the role of a top administrator is critical in driving institutional changes. Lack of competent staffs at a local level can be overcome by their leaders and transformed into a single unit serving administrative services for all government units. Finally, the existence of Accounting Clinic has provided great benefits and significant impacts on improved transparency and accountability among local government agencies in managing their public funds.

References

[1] Financial Audit Board of the Republic of Indonesia (BPK), "Ikhtisar Hasil Pemeriksaan Semester II Tahun 2014", *www.bpk.go.id* in January 10, 2016.

[2] Financial Audit Board of the Republic of Indonesia (BPK), "Siaran Pers BPK: Masih Banyak Ditemukan Ketidakpatuhan dan Kelemahan Sistem Pengendalian Intern (SPI) yang mengakibatkan Kerugian Negara dan Ketidakefektifan Program Pemerintah", Retrieved from www.bpk.go.id in January 10, 2016.

[3] A.I. Baaklini, Administration in developing countries and the democratic challenge. Journal of Developing Societies 17 (2), 2002, pp. 57-70.

[4] P. Bardhan and D. Mookherjee, "Decentralization and accountability in infrastructure delivery in developing countries", The Economic Journal, 116, 2006, pp. 101-127.

[5] M.P.R. Bolivar and A.N. Galera, "The effect of changes in public sector accounting policies on administrative reforms addressed to citizens. Administration & Society Vol 48 (1), 2016, pp. 31-72.

[6] I. Brusca and J.C. Martinez, "Adopting international public sector accounting standards: A challenge for modernizing and harmonizing public sector accounting", International Review of Administrative Sciences, 2015, pp. 1–21.

[7] M.B. Miles, A.M. Huberman, and J. Saldana, Qualitative Data Analysis: An Methods Sourcebook (3rd Edition), Sage Publication, 2013.

[8] C. Sukmadilaga, A. Pratama and S. Mulyani, "Good governance implementation in public sector: Exploratory analysis of government financial statement disclosure across ASEAN Countries", Procedia – Social and Behavioral Sciences 211, 2015, pp. 513-518.

[9] D.C. Orazi, A. Turrini, and G. Valotti, " Public sector leadership: New perspectives for research and practice", International Review of Administrative Sciences, 79(3), 2013, pp. 486-504.

Study on Social Problems and Social Policies of the Chinese resource-exhausted cities

Ge Shaolin[1*]

Public Management,
Yunnan University of Economics and Finance,
Kunming, P.R.China, 650221)
geshaolin72@163.com

Han Quanfang [2]

Public Management,
Yunnan University of Economics and Finance,
Kunming, P.R.China, 650221)
hqfang666@163.com

Xu Weiwei [3]

Public Management,
Yunnan University of Economics and Finance,
Kunming, P.R.China, 650221)
649205029@qq.com

Wang Xin[4]

Public Management,
Yunnan University of Economics and Finance,
Kunming, P.R.China, 650221)
2532085670@qq.com

Abstract—**Social conflict follows beginning and ends of social change of the resource-exhausted cities. Social policies are urgently needs action in many of the resource-based cities in China, especially the resource-exhausted cities. Many resource-exhausted cities of China are commonly faced with a range of issues of ecological environment deterioration, a serious problem of employment opportunities, notable contradictions between mine and countryside, the alienation of mining classes, the lagging of the social construction. Based on the analyze of social policies from the social theoretical perspectives, which presents a pattern of the construction of social policies in the resource-based cities.**

Keywords—Resource-exhausted cities ；Social Problems ；Social policies；Community Conflict

I. Introduction

The problems of the resource-based cities are the outstanding issues of have experienced or are experiencing. Effective social policies could solved or at least completely the resource-exhausted cities' issues. In 2008, 2009, 2011, China has set 69-city of resource-exhausted, 58.5% of the total number of the cities in our country. Its operation covers 23 provinces (autonomous regions) of China. [1] At the moment, these cities are commonly faced with a serious problem of "the plight of mineral depletion" and city decline, and a single industry structure, ecological environment deterioration, prominent contradictions and prone, the lagging of the social construction. Social conflicts follow social change of the resource-exhausted cities, and make the mine into "a risk society" (Urlich Beck, 1992). [2] But the main function of "social policies" (Wagner, 1837) are deal with the social risks, promote social redistribution and achieve the goals of social integration. The social policies of the mining area is are urgently needs action in many of the resource-based cities in China, especially the resource-exhausted cities. The study of

the social problems and social policies of the mine are the key to building a harmonious society of the mine.

II. The Social Problems in Resource-exhausted Cities

A. Ecological environment deterioration

Mining activities has farther aggravate geologic hazard-prone and the worsening ecological environment in mining area, the problem of poverty in mining area is getting more and more conspicuous. Nearly 200 years in mining area of Dongchuan in China, along with continuous expansion of copper mining, moving from "the traditional of copper-extraction chopping down trees and using wood as fuel to break stone" after the founding of the People's Republic nearly 50 years of continuous mining. Excessive exploitation factitious could spell devastating ecological disaster is weakest area in ecological environment of whole the upper reaches of Changjiang River. According to the statistics, there are 107 debris flows gullies in Xiaojiang valley development of the Dongchuan side alone. Among them, 25 debris flows gullies are dangerous. Big debris flow flare up 15 times annually on average.[3]

B. A serious problem of employment opportunities

Conflicts resulting from laid-off workers are the biggest problem to face the community of the resource-based city. Unemployment problem include such traits as an unemployment epidemic, young unemployed person is in the majority, re-employment difficulty, and so on. In 2000, after bankruptcy proclaim from Dongchuan Copper Mines Administration in Yunnan, China. All of 11179 employees have 5425 workers got one-time find a place for the cost, but there are 4255 workers were unemployed. And they make the personnel of unemployment had increased steeply. Because of

social problem of Pension, Medicare and Employment of more than 17000 workers' families in the original Mining Bureau, the social problem has become the biggest social problem . In 2003, the unemployment of the Dongchuan area had raise to more than 9366 people. As the same time, registered urban unemployment rate reached 40.2 percent, it is the most in the country. Poverty is the bottleneck of the development of resource-scarce cities. A large number of the unemployed being unable to locate a job for a long times, and it necessary to cause high unemployment coexist with high "minimum".

C. *Notable contradictions between mine and countryside*

Notable contradictions between mine and countryside is mine production activities touch farmers and the farmers' interest, it caused mining enterprises to the conflict and relationship between local government and local peasants by tension. The truth of notable contradictions between mine and countryside is the performance of the unbalanced interest coordination between the various communities. The factor of land occupation, damaged house, farmland collapse, soil erosion, tombs collapse, exhaustion of water resources and environmental pollution are the major factors of notable contradictions between mine and countryside. Notable contradictions between mine and countryside not just a higher frequencies of occurrence, but the factors of local mass disturbances, jumps the ranks appeals for help and the case of social security are the most important factors.

D. *The alienation of mining classes*

The alienation of mining classes forms from all walks of life and included mine owners, miners, mine families and mine farmers. The interest consciousness of different social groups and classes are constantly arouses and enhances. The disintegration of interest was bound to produce a wide range of contradiction and conflict, and it could lead to driven differences in wealth. In the distribution of benefits from mineral resource exploitation, has established the irrational distribution model situation of profit of "the tax revenue is the country, the benefit is the boss, the damage is local villagers" . Local farmers cannot share the results of resource development, but they have to suffer the damage caused by resource development. It has provide a dynamic counterpoint between the destroy interest of the villagers and the boss rich of mining industry, and it makes in mentally is extremely uneven. The result of the alienation of mining classes is the concentration of mine power, concentration expression is mean that "mine manager is the mayor, next is local government and the mine elite" . Under market economic system, the mining area related to the complex relationship among mining enterprises, local government and the people of the mining area, and the conflict of the mining area is deteriorating and escalating.

E. *The construction of community*

The resource-exhausted cities construction of community are generally face with a series problem of social cohesion and a sense of belonging is weaker, and social organization is unsound. The organization differentiation of the mining area show that the mine organization of production, life service and culture separate from mining enterprises, and it add the organization of local mineral development and Wade mine family. In the construction of the mining city communities, the phenomenon of lack for "inverse non-unitized" and "community memory" are especially prominent. The mining city has become a city of loss the "unit", but it cannot have a community and go back to being the individual of lonely and atomism. The mining area features a special historical and complexity, it will face more difficulties in the construction of the mining city communities, and the limitation of national totalitarianism is fully reflect in the construction of the mining communities.

III. SOCIAL CONFLICT AND SOCIAL POLICY OF RESOURCES EXHAUSTED CITIES

A. *Power conflict*

Marx (Karl Marx, 1867) believed that society is full of conflicts and the unequal allocation of scarce resources, he regarded the conflict as a common phenomenon in modern society and a key to explain human history. Webb (Max Weber, 1922) thought that the fundamental reason of the conflict is highly related to power, wealth and prestige, fracture of the return distribution, low social mobility rates. Mills (C. Wright Mills, 1956) proposed a "power elite" and "mass society" of the conflict, the internal conflict of power structure. Dahrendorf thought social conflict origins from competing for scarce resources, such as power and authority and so on. The social conflict is completely structural. He also put social vicissitudes as the change of authority structure (Dahrendorf 1957). Coser (Lewis Alfred Coser, 1956) deemed that the root of the conflict is multivariate, power, status and resource allocation and value concept can become a conflict based. The main manifestation of social conflict is enhancement of legitimacy crisis and lower sense of injustice. Saunders pointed out that any conflict in a community includes the following 3 elements: the opposite relationship, different power distribution and some intense emotions of community residents. Mineral resources are non-renewable resources, and is a kind of scarce resources that obtain the enormous benefits, and the possession of the mineral resources mining rights and enjoy into interest groups must be have mine power mine elite ", such as the owner of the mine, the village cadres, foreign investors and state-owned mining enterprises cadres.

B. *System conflict*

Since the reform and opening up Chinese, structural transfer and synchronized reform in social transformation, which touch and collision people's benefit, power relations and values, increase the possibility of social conflict. Deepen the reform in the allocation of social resources and the pattern of interests produced by change of every hue of the interest groups, the conflict between the perplexing. With the further differentiation of social stratum, the dominant group in the society often affect the distribution pattern of social interests, which leads to more social conflict. Different levels of social structure in china, such as the city and countryside, the new rich class and the new bottom of society, developed areas and underdeveloped areas, within and outside the system and so on,

appear various "fracture". In real life, especially the social life level in the low development stage, the main social contradiction is the interest contradiction, the material interests of the difference is the cause of all kinds of social conflicts. The people of "get rich quick" and "rapid poverty, both think conflict between now and the future class will become more serious. Such as state-owned mining enterprises by the system reform caused laid-off workers of group conflict.

C. Interest conflict

The main function of social policy is deal with social risks, promote social redistribution and social integration. Western mining area mostly at mountainous area and the national minority is concentrated, is connected to the city, town and country, the intermediate zone, the mining area has different economic organizations and interest groups, these interest groups between the whole level of interest and profit ability have bigger difference, the triggered a conflict of interest between different interest groups. Social policy of mining area is a policy tool that can adjust and improve the interest relationship between mining enterprises, the village committee and mining area farmers. At present, the interests of farmers and rural area were damaged seriously, mines are increasingly prominent contradiction, in the face of mining area farmer social policy problem is very serious, the support of social policy operation system has not been established. To build shared mechanism and contradiction coordination mechanism of the government as the leading factor, damaged by the mineral resources development benefit from the direction of the benefit party for compensation of is insurance against mining social order confusion or "solution of the social group, is the key to achieve the results of the development of mineral resources sharing and mining social sustainable development. With the structural adjustment and innovation of the institutional change, brings the contradictions and conflicts between different interest groups can be attributed to the structural strain".

IV. The Construction of Social Policy of Resource Exhausted City

The goal of the construction of social policies is the Sustainable development in the resource-based cities. In 1987, the World Commission on Environment and Development (WCED) has published a report Our Shared Future, this report officially uses the conception of Sustainable development. The thesis systematically explains the Sustainable development and produced a wide-ranging implications. The Sustainable development is defined as "development which meets the needs and aspirations of the present without compromising the ability of future generations to meet their own needs in Our Shared Future. It includes two basic concepts: the conception of needs, especially the basic needs of the peoples in the world, and think of it put in the position of special priority; the conception of limit, technology status and social organization impose limitations on the environment to meet the ability of present and future needs. " The Sustainable development is an inseparable system, it not only achieving economic development purposes, but also protect the natural resource and the environment that people depend on, include atmosphere,

freshwater, ocean, land and forests. It makes sustainable development and a happy and peaceful life for future generations. The Sustainable development and environmental protection are ties and not equal. Environmental protection is an important aspect of the Sustainable development. The core of the Sustainable development is development, but it means that pursue economic and social development under the premise of strict population control, improve population quality and environmental protection, sustainable utilization of resources. Development is the prerequisite of the Sustainable development; Man is the powerhouse of the Sustainable development; The Sustainable development is the real development, it makes sustainable development and a happy and peaceful life for future generations.

The Sustainable development of the resource-based cities is of great significance to maintenance the security of energy, move the new style industrialization and urbanization, promoting social harmony, stability and national solidarity, building a resource-conserving and environment-friendly society. The Sustainable development of the resource-based cities should take comprehensive treatment for the region ecological environment. According to the principle of "who governance, who benefits", so that guide all kind of market join in the comprehensive treatment of the region ecological environment, and accelerating pollution rectification and ecological restoration engineering. The improvement of human residential environment of the resource-based cities, the resource-based cities put ecological construction and environmental protection input into the important of the public finance expenditures. According to the sustainable development theory, scientific and strict implementation of the urban and rural planning, reinforce infrastructure constructions, strengthen and improve the urban functions, create occupies the environment suitably. Enhancing the protection of the mine eco-environment, planning the exploration of the mine resources in a scientific way, try to prevent environmental pollution and ecosystem destruction. The governance of the " three wastes " of the mine and geological disasters at the same time. Prevent land desertification, soil erosion and water damage.

The compensation mechanism of resource development of resource exhausted city is the core of construction of social policy of the mining area and the specific form. Compensation for resource exploitation is a restoration to influenced environment conducted by main developers and other mineral resource beneficiaries who made short-term or long-term negative effects to local residents' daily life and production by environmental destruction when running natural resource development activities. It provides others residents as well as organization with assistance in substance or financial condition, which helps promise that at least there is no quality decrease to the influenced objects' production and daily life. From the subject of compensation, compensation for resource exploitation involves the compensation for ecological, individual residents and villagers affected by the process of resource development; from the contents of the compensation, compensation for resource exploitation includes damage compensation, compensation for the occupation, opportunity compensation and benefit compensation; from the form of

compensation, compensation for resource exploitation can use some ways, such as monetary compensation, real compensation, employment compensation, quality of life compensation and so on.

V. Conclusion

The social resource exhausted city sustainable development and harmonious society is the ultimate goal of mine mining area of social policy construction. In the western sociological theory, the meaning of social harmony is similar to the "social integration". Thinking of social integration, it is most intensively and directly reflected in the social solidarity theory of Durkheim, who is one of the founders of classical sociological theory, and the social equilibrium theory of Parsons, who is in the classical theory of the great. Its argument established a strong foundation for social integration and provided important thinking foundations for building harmonious society. Marx and Dahrendorf's social conflict theory has the same theory direction and the different function of theory to China's the construction of harmonious society. In other words, both explain the phenomenon of modern society in the way of conflict and to look at the events of modern society from the perspective of conflict. To construct an harmonious society, we should pay attention to social conflict, which is caused by unequal distribution of right and interest. And it should be based on a platform, where the cognition and resolution of social conflict are able to meet; be confined in an extent, where restriction of conflict lead the development of society.

The harmonious society is concerned with how to integrate contradictory social conflict and how to achieve social integration after social differentiation. It's basic thinking of the construction of harmonious mining area that Interests integration, institutional integration and community Integration. Social policy is the key to the realization of social integration. From foreign mining area of social welfare policy, combined with our country and local government related policy documents and explore the social policy model suitable for the villagers and village collective mining area's damage compensation, land compensation, employment compensation, survival and life quality compensation and so on.

References

[1] http://baike.baidu.com/link?url=IPH2bZqg2Dh8Mf5YCMvKt6hhASVK aeWojBd494J2Pu474Q9VPu08OUyKkNA0MdmBMnt7cIq5R_URQO KM3e4X7_

[2] Ulrich Beck. Risk society[M].He Bowen Translation, Yilin press.2004.

[3] Jia Ding.The vicissitudes of Dongchuan bronze[M].Science Press.2009.

[4] Charles Wright Mills. Power elite[M].Xu Rong Translation, Nanjing University press, 2004.

[5] Lewis Coser. The function of social conflict[M]. Sun Liping Translation. Huaxia Publishing Press.1989.

[6] Saunders.Community theory[M]. Xu Zhen Translation, Liming Culture enterprise, 1982.

[7] Sun Liping. Transformation andFracture: The Changes of Chinese social structure since the reform[M].Tsinghua University press, 2004.

[8] Li Peilin, Social Conflict and Class Consciousness[M], Social Science Literature Publishing House, 2005.

[9] Li Hanlin. Structural tension in the process of social change[M]. Chinese social science, 2010(02).

Home or Abroad: Vietnamese Refugees' Community Attachment in China

Gan kaipeng

Department of social work, Yunnan University of Finance and Economics
Kunming, China
(937618678@qq.com)

Abstract—**The paper studies the community attachment of Vietnamese refugees along the border between China and Vietnam based on previous research findings. The results show that the level of community attachment of Vietnamese refugees is relatively high, the mean score of community identity is the highest, while community alienation the lowest. The variance analysis shows that gender, age and marriage status have not significant impact on community attachment, but born-place and education has significant impact on community attachment. The regression analysis shows that length of residence, education and age have significant influence on community attachment.**

Keywords—Border, Vietnamese refugees, Community attachment

I. INTRODUCTION

In the late 1970s, due to complex international political situation and anti-Chinese policy carried out by Vietnamese government, a lot of overseas Chinese were forced to flee to China, Malaysia, Hong Kong and Thai from Vietnam, Laos and Cambodia. These refugees were so-called Indochinese refugees which were generally divided into two periods, each with several "waves". The first period began in April 1975 and continued through 1977. The second period of the Indochinese refugee migration began in 1978 and continues until 1990. A significant characteristic of this period, especially between the years 1978 to 1980, was the large number of ethnic Chinese who migrated out of Vietnam and Cambodia [1]. During the second period, China had received about 280,000 refugees who were settled in 196 state-owned units in Yunnan, Guangxi, Guangdong, Fujian and Jiangxi provinces [2].

However, whether these refugees with unique historical origin and multi-culture have integrated into local society fully after 30 years? How about their community attachment on the refugee communities? From the perspective of safety and stability in frontier areas, the paper analyses the basic situation and influencing factors of Vietnamese refugees' community attachment based on some related theories such as social interaction, ethnic identity and community attachment.

II. LITERATURE REVIEW

The word "community" which is derived from the Latin, namely "common things" or "relationship between close friends" was proposed for the first time by Ferdinand Tonnies, a Germany sociologist, in his work Community and Society.

As an important concept in community research field, the term of community attachment had been concerned by academic circles greatly from different aspect such as community attachment, community satisfaction, community identity or community live and so on.

Research on community attachment emerged during the late nineteenth and early twentieth centuries when the effects of rapid industrialization, and urbanization on the quality of social relationships. Wirth (1938) had studied the trends and changes among population size, density, and heterogeneity which brought about by rapid industrialization, and urbanization, and predicted that the social ties and community sentiments would be increasingly weaker in urban areas. Since then, a lot of sociologists have examined community attachment from a linear-development perspective, including urbanization, population size and density, and infrastructure development [3].

On the other hand, some scholars understand community attachment from another approach—the systemic model—suggests that attachment will be affected by the complexities such as social ties, positions, community organization, population sizes and densities and so on [4]. These researches focus on the challenges for the individual in experiencing the various changes in a complex environment due to rapid industrialization, and urbanization. In a certain sense, people's community attachment would be improved when he or she experiences a complex environment fully. Some study has showed that length of residence, social status, and age on the residents' ability to develop and foster social ties to communities of place have significant impact on community attachment [5]. Goudy (1990) found similar results in his replication of Kasarda and Janowitz's study for rural Iowa communities, wherein length of residence proved to be the most significant indicator of community attachment [6].

In a word, community attachment refers to an individual's commitment to his or her place of residence [7]. These expressions of commitment can either be subjective (affective) or behavioral [8]. Affective community attachment is demonstrated in four different ways: (a) a sense of belonging to the community, (b) a belief that one can have an impact on the community, (c) a feeling that the community can meet personal needs of its members and is satisfying those needs, and (d) expressions of emotional connections with the community and its members [9].

III. METHOD

A. Sample

The study used data from the Vietnamese Refugees' Social Identity Survey (2012 to 2013), which was collected by the department of social work of Yunnan University of Finance and Economics, to describe the community attachment of Vietnamese refugees.

The participants in the original study consisted of 227 refugees (60.6% males and 39.4% females) from 4 refugee villages across in China-Vietnam Boarder. The mean age of participants was 37.7 years, with a range of 16 to 70 years. Among of these participants, there are 56.7 percent the first generation of refugees who escaped from Vietnam and 43.3 percent the second or third generation of refugees who were born in China.

B. Measures

A 35-iterm measure was used to measure the community attachment of Vietnamese refugees, which consisted of three dimensions: positive yearning, community alienation and community identity. All items were responded to on a Likert scale ranging from 1 (strongly trust) to 7 (strongly distrust). The measure was reliable (α=.906).

Since community attachment has been shown to correlate with some control variables, we collected data on gender, age, education, born-place and profession. These controls allowed us to examine whether individual characteristics were influencing the community attachment.

IV. RESULTS AND ANALYSIS

A. Descriptive Statistics

Table 1 gives means, standard deviations and correlations of all variables. The results show that the level of community attachment of Vietnamese refugees is relatively high (M=3.702, SD=0.357), because these refugees have the same cultural origin and escape experience.

Among of three dimensions, the mean score of community identity is the highest (M=4.320, SD=0.615), while community alienation the lowest (M=2.801, SD=0.561).

Table 1 Descriptive Statistics

	Minimum	Maximum	Mean	Std. Deviation
community attachment	2.63	4.63	3.702	357
positive yearning	2.00	5.00	4.126	.745
community alienation	1.33	4.33	2.801	.561
community identity	1.67	5.00	4.320	.615

*p<0.05；**p<0.01；***p<0.001。

B. Variance Analysis

In order to explore the influential factors of Vietnamese refugees' community attachment, we adopt the way of variance analysis. The results show that gender, age and marriage status have not significant impact on community attachment, but born-place and education has significant impact on community attachment (F (1,126)=7.92，p<0.05; F (3,123)=5.229，p=0.002<.01). In other words, the second or third generation of refugees has stronger community attachment than their parents with higher mean score and these refugees who have received more education also present stronger community attachment.

Table 2 Multiple Linear Regression Analysis

variance	B	S_e	Beta	t	p
(Constant)	3.578	.338	-----	10.599	.000
gender	.005	.068	.006	.067	.947
age	.007	.003	.300	2.153	.033
education	.197	.062	.302	3.192	.002
marriage status	.008	.045	.016	.178	.859
born pace	.129	.104	.180	1.242	.217
length of residence	.015	.006	.366	2.641	.009
Model	R^2=.318，Adjust R^2=.274 F=2.685，P=.018				

*p<0.05；**p<0.01；***p<0.001。

C. Multiple Linear Regression Analysis

The regression analysis shows that length of residence, education and age have significant influence on community attachment (β=0.366，p=0.009<0.01；β=0.302，p=0.002<0.05；β=0.30，p=0.033<0.05), namely, these refugees with longer length of residence, higher education and older age will have stronger community attachment (see table 2).

V. CONCLUSION

The paper studies the community attachment of Vietnamese refugees along the border between China and Vietnam based on previous research findings. The results show that the community attachment of Vietnamese refugees is impacted significantly by born place, length of residence and education, while gender, age and marriage status have not significant impact on community attachment. In a word, as a special refugee group, the community attachment of Vietnamese refugees is influenced by some external factors such as original born place, refugee status or refugee villages and so on. In order to promote the social cohesion of Vietnamese refugees, the local government should guide and cultivate refugees' consciousness of citizenship, improve the system of community participation and build up harmonious refugee community.

REFERENCES

[1] Hien Duc Do. The Vietnamese Americans. Greenwood Press, London, 1999, p27.

[2] Liang Shuying. International refugee law. Intellectual property press, 2009, 280-281.

[3] Kasarda, J., & Janowitz, M. (1974). Community attachment in mass society. American Sociological Review, 39, 328e339.

[4] Hummon, D. (1992). Community attachment: Local sentiment and sense of place. In I. Altman & S. Low (Eds.), Place attachment (pp. 253–278). New York: Plenum Press.

[5] Theodori, G. L. 2004. Community attachment, satisfaction, and action. J. Commun. Dev. Soc. 35(2):73–86..

[6] Goudy, W. J. 1990. Community attachment in a rural region. Rural Sociol. 55:178–198.

[7] Liu, Q., Ryan, V., Aurbach, H., & Besser, T. (1998). The influence of local church participation on rural community attachment. Rural Sociology, 63, 432–450.

[8] Gerson, K., Steuve, A., & Fischer, C. (1977). Attachment to place. In C. Fischer (Ed.), Networks and places: Social relations in the urban setting. (pp. 139–161). New York: The Free Press.

[9] McMillan, D.W., & Chavis, D.M. (1986). Sense of community: A definition and theory. American Journal of Community Psychology, 14(1), 6-23.

Research on the "Cloud" Early-warning Mechanism of Public Emergencies

Zhu Xiaoning
School of Political Science and Public Administration
University of Electronic Science and Technology of China
Chengdu, P. R. China   611731
1334695148@qq.com

Li Shiyi
School of Political Science and Public Administration
University of Electronic Science and Technology of China
Chengdu, P. R. China, 611731
497945343@qq.com

Abstract—With the rapid development of cloud computing, cloud management, which is IT-oriented, offers us a new idea and new method in solving complicated management problems. This paper focuses on solving the problem of information shortage in early warning, mainly explains the application of cloud computing in the early-warning mechanism of public emergencies, including its technical framework and application process, and thus constructs "cloud" computing in the early-warning mechanism of public emergencies, which consists of early-warning monitoring system, early-warning consultation system, early-warning organization system and early-warning support system. The paper also aims to demonstrate the feasibility of this mechanism through explaining that the efficiency of early-warning mechanism of public emergencies can be improved with cloud computing in that it can clarify the relationship among the sub-systems of the early-warning mechanism of public emergencies.

Key words—Public emergency; Emergency management; Cloud

I. INTRODUCTION

China has been continuously plagued by various kinds of public emergencies, which seriously influenced its social and economic development. Thus, Chinese government has realized the importance and urgency of perfecting the warning mechanism of public emergencies. As to the emergency plan, the State Council issued *National General Public Emergency Plan* in 2006. As to early-warning system, China has established the leading organization which is the State Council-oriented, including administrative body, operation mechanism, regional body and the state emergency management system with expert groups in it. As to early-warning legal system, China has established a relatively integrated legal system including natural hazards, accidental disasters, public health events and public security incidents.

Although the Chinese government has made huge investment into manpower, material and financial resources, the result of early-warning is far from satisfaction due to the backwardness and imperfection of traditional early-warning methods. Therefore, it is emergent to innovate the early-warning mechanism of public emergencies. This paper focuses on solving the information shortage in early-warning, based on the advantage of "cloud" management and the construction of "cloud" computing in the early-warning mechanism of public emergencies, which involves early-warning monitoring system, early-warning consultation system, early-warning organization system and early-warning support system.

II. PROBLEMS OF THE EARLY-WARNING MECHANISM OF PUBLIC EMERGENCIES

Public emergency refers to the natural disasters, accidental disasters, public health events and social security events which happen suddenly and have caused or may cause serious social harms and measures have to be taken[1]. Its four grades are general, serious, quite serious, and very serious[2]. The early-warning of public emergencies refers to the action that public emergency management department makes analysis on the information and materials collected and then makes predictions on the crisis that might happen and raise the warning to the public so that the public can take timely countermeasures to reduce their losses[3]. The efficiency of early-warning depends on the effective screening, discriminating, analyzing and integrating of the information[4]. Since public emergency management in China is still not mature, it comes to the conclusion that the early-warning mechanism of public emergencies mainly has the following problems based on the actual investigation and analysis.

A. Disunity of early-warning organization

At present, China's early-warning mechanism of public emergencies is taking the mode of "single disaster type, single department, and single industry". Seemingly, it appears that each department is performing its own functions with expertise and efficiency. However, due to the fact that there is no unified management, different departments are likely to compete for achievements and put the blame to others. This is especially true in the public emergencies of compound type which involve many departments, and would definitely influence the efficiency of early-warning and responding, which lead to bigger losses in economy and personnel[5]. With the development of social economy, public emergencies of compound type would certainly become the dominant emergency and the occurrence of the emergencies would easily lead to "secondary crisis". Thus, the prevention and responding to the public emergencies involve the coordination and resource allocation of many departments.

B. *Defective information system*

Warning information is the basis for administrators to make decisions. At present, many problems still exist in the crisis information management system in China. In terms of vertical information management, "bureaucratic hierarchy" is adopted, which means crisis information is collected through the layer-upon-layer report of the subordinates. Due to the factors including information asymmetry, adverse selection and moral hazards, etc., it is difficult for the central government to effectively supervise the work of the local government. For the benefit of itself, local government tends to be selective on the information, which would easily lead to the false management such as making false report, withholding report, failing to report or delay reporting. In terms of horizontal information management, the integration of crisis information of different departments is implemented through regulations, systems and agreements. However, presently, the local government of China is still competing with each other, and each department is doing their best to increase the amount of the national resources within their control, and their priority is to win benefits for themselves over other departments[6]. This would definitely lead to conflicts among different departments and cause the appearance of "information isolated island"[7].

III. CONSTRUCTION OF THE "CLOUD" EARLY-WARNING MECHANISM OF PUBLIC EMERGENCIES

A. *Proposal of the "cloud" early-warning mechanism of public emergencies*

The latest definition made by the Wikipedia on cloud computing in 2011 is that it is a compute mode based on the Internet, and through this channel, the shared software and hardware resources and information can be provided to computer and other equipment as needed[8]. The framework of cloud computing consists of an enormous computer cluster, which consists of many computing tasks resource pools. Furthermore, it allows each user to apply and receive the corresponding computing power, storage and all kinds of software services.

B. *Function module of the early-warning mechanism of public emergencies*

1) *Early-warning monitoring system*

(1) Information collecting subsystem, which mission is to collect information related to the sources and signs of the crisis, etc. (2) Information processing subsystem, which is to systemize, classify, identify and translate the collected information. (3) Decision-making subsystem, which mission is to determine whether to send out the emergency warning and decide on the grade of emergency warning according to the result of information processing subsystem and then send out orders for warning subsystem. (4) Warning subsystem, which mission is to send warning to the people who should respond to the crisis or the potential victims immediately when the signs of emergency appear according to the

monitoring results, so that proper measures can be taken[9].

2) *Early-warning consultation system*

Regular information exchange provides research reports related to the crisis and put forward suggestions and advice, etc. to deal with the crisis.

3) *Early-warning organization system*

The early-warning organization system of public emergencies, which consist of related government departments, scientific research institutions, the public, news media, social intermediary organizations, etc. give full play to the dominance of governmental authority and the active collaboration of the society. Specialized institutions have been set up with staff conducting long term analysis and research on emergency early-warning mechanism and then report in time; normalized and systematized monitoring and prevention system has been established; smooth information exchange and processing channel is constructed.

4) *Early-warning support system*

Government should set up special fund to prevent public crisis, and encourage non-governmental organizations, profit-making organizations to actively participate in the establishment of early-warning and material support system. The country should formulate relevant laws and regulations to clarify responsibilities, motivate rewards and punishments.

C. *Operational principle for the "cloud" early-warning mechanism of public emergencies*

Early-warning mechanism is an important mechanism to prevent the emergency management from entering into initialization phase. It includes early-warning monitoring system, early-warning consultation system, early-warning organization system and early-warning support system. Through cloud computing, the risk sources that may lead to the event are identified and the preliminary assessment of the risks can be conducted. After summarizing the collected information, the logically scattered information can be transformed into logically centralized information so that indexes and parameters for describing the event can be obtained. Furthermore, there will be a basic understanding to the occurrence, development and evolution of the event. Based on the information obtained, comprehensive judgment is conducted and the decision of whether or not to issue early-warning is made. In case that the information in the previous phase reach the level to issue early-warning, then the grade of the early-warning should be evaluated and then the result of early-warning should be send out to warn relevant departments to make preparations for the emergency.

D. *Design of the "cloud" early-warning mechanism of public emergencies*

1) *Technical framework of cloud computing*

(a) *Cloud infrastructure layer*

Cloud infrastructure layer includes the contents in the infrastructure layer in the standard cloud computing platform, which mainly consist of hardware infrastructure and software infrastructure. Hardware infrastructure consists of hardware such as server, storage devices, etc. Software infrastructure consists of middle ware such as operating system, database server, documentation server, etc.

(b) Cloud computing platform layer

Cloud computing platform layer mainly includes multiple programming design and development environment, distributed storage management system of massive structured data, massive data distributed file system and other system management tools to implement cloud computing. With various platform management technology, massive servers can work together, which is quite convenient to conduct various service deployment and fulfillment so that system fault can be discovered and recovered immediately, which ensures that the reliable operation massive system can be realized through intelligent and automatic means.

(c) Business service layer

Business service layer includes data access service layer and data storage service layer. These layers adopt standard Web Services and are planned based on SOA framework and are included into SOA system to be managed, allocated and used, which includes service interfaces such as service register, service access, service search, etc[10]. External system issues emergency information through invoking the data collection Web Services interface for the early-warning mechanism of public emergencies. The result of early-warning can be shown through getting access to the analysis result Web Services interface for the early-warning mechanism of public emergencies.

(d) Business application layer

Business application layer consists of various business application systems, including those for realizing information collection, conducting comprehensive prediction analysis, and issuing predicated early-warning results. Early-warning system of public emergencies and cloud computing platform are closely connected through business service layer. Business application provides Coarse-Grained business function, which can be reflected into missions in the business process; service description provides the clearly and reasonably defined interface for the business service layer so that business process can be easily applied without the understanding of the details of business application and technology platform; the service registration of business service platform ensures that business process layer can dynamically locate and get access to the service needed if the occasion should arise.

2) Application process of "cloud" early-warning mechanism

The first phase: monitoring

Information monitoring system conducts data collection and sends the massive daily professional data to Emergency Command Center through business service layer. After receiving the reported data collected by the system, the Emergency Command Center will distribute the information to the special stations to dispose. The related personnel will verify and affirm the reported contents. Its risk monitoring and accessing system has the function to conduct research and judgment on the reported data and make analysis and judgment on various data. Once there is an abnormal condition, the analysis and its conclusion will be sent out through the result display platform of cloud computing.

The second phase: early warning

Specialized departments, different functional zones and related departments share the assignments based on their own duties. After confirming the early-warning information that may cause certain serious production safety accidental event, deployment should be made according to the pre-arranged planning made by themselves and notification should be given to the related organizations and departments for them to take actions so as to prevent the event from further developing. Meanwhile, the event should be reported to the Emergency Command Center and Emergency Management Office of Administration of Work Safety according to the grade, trend and seriousness of the production accident and corresponding early-warning suggestions should be put forward.

The third phase: responding to the disposal

After the early-warning information being sent out, the municipal emergency response office, emergency response center, special command department and related departments should response according to the early warning and enter into the corresponding emergency working condition and initiate corresponding pre-arranged planning of public emergency disposal in due time, and fulfill their corresponding duties.

The fourth phase: assessment and summarization

After the event being disposed, the decision-making leader and related experts should make assessment on the disposal, summarize gains and losses, make improvement on related process and then put it into the related business mechanism such as pre-warning, pre-arranged planning and knowledge base, decision support, linkage coordination, on-site commanding, etc. so as to further improve the efficiency of manner, method and process in handling similar production safety emergencies[11].

IV. Feasibility of the "cloud" early-warning mechanism public emergencies

The concept of cloud computing has been widely accepted in the industry and the application of cloud computing is showing a trend of expanding. There have been many successful cases, such as the overseas Web Services provided by Amazon and the search service provided by Google. In the domestic market, there are some famous enterprises including Baidu and Tencent are also expanding their services with cloud computing. Many countries and their governments also put forward the "cloud priority" development strategy. For example, the American government has asked its government to initiate the integration of date center operations, which make it possible for the government to provide one-stop IT service environment for the public by purchasing the service product of government cloud. The "cloud" early-warning mechanism of public emergencies will definitely transform the manner for the collection and sharing of information.

V. Conclusion

Cloud computing provides a new channel for the development of early-warning mechanism of public emergencies. The virtualization technology and dynamic resource pool management mode provides a more rapid, secure and convenient computing service and data storage service for early-warning mechanism, and changes it into a operating process of interconnected mechanism from information integration to information sharing, which makes it possible the sustainable development of early-warning

mechanism of public emergencies.

REFERENCES

[1] Crisis Management Research Group, School of Public Administration of Tsinghua University. Investigation Report of Crisis Awareness in Chinese Urban Residents. China Public Security, 2006(06): 40 (in Chinese)

[2] Gianfranco Poggi. The State: Its Nature, Development and Prospects. Stanford: Stanford University Press, 1990: 30-31

[3] Gao Xiao-ping and Hou Li-yan. Crisis Management Methodology [J]. China's Administrative Management, 2005(5) (in Chinese)

[4] Guo Ji et al. The Emergency Management System Construction of Central and Municipal Governments [M]. Renmin University of China Press, 2005: 99 (in Chinese)

[5] Huang Yun-fan. Early-warning Study on Integrated Model of Information Grid [D]. Chengdu:University of Electronic Science and Technology of China, 2013(6) (in Chinese)

[6] Li Jin-hua. Grid Knowledge Management [D]. Hubei: Wuhan University, 2005(4) (in Chinese)

[7] Li Xi-chen. Study of the Warning Mechanism of Government Public Emergencies in China [J]. Oriental Enterprise Culture, 2012(4) (in Chinese)

[8] The Law of People's Republic of China on Response to Emergencies. Retrieved from http://baike.Baidu.com/view/1177495. htm, 2013-1-10 (in Chinese)

[9] Wikipedia. Cloud Computing. Retrieved from http://en.wikipedia.org/wiki/Cloud_computing, 2011 (in Chinese)

[10] Yao Guo-zhang. Countermeasures and Suggestions for Promoting the Construction of Public Emergency System in China [J]. Information Construction, 2005(12): 86 (in Chinese)

[11] Yuan He-jun. Public Emergency Grid Management [D]. Chengdu: University of Electronic Science and Technology of China, 2007(6) (in Chinese)

Spatial Policy in the Industrial Area in the Town of Semarang:

A Case Study of Spatial Area Of Simongan

Hamidah Kurniawati; Aloysius Rengga
Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro Universiy
Semarang, Indonesia
(Office email: prodidap@gmail.com)

Abstract—**Spatial planning is the process of and utilization of space area to control development. Spatial planning Semarang itself arranged in Semarang City Area Regulations number 14 in 2011 about the Spatial Plan of the city of Semarang in 2011-2031. The implementation of local regulations is difficult to do, as happened in the area of Simongan, district West of Semarang. This area has been defined as the area of allotment settlements, the area of trade and services, but in fact there are 12 companies that were still in the area. There is a rejection of the entrepreneurs, factory workers and the public against this policy because the policy carries influence in the social and economic fields. Therefore it needs to be done against the redenomination area by engaging the public, the business community, academics and and experts in spatial planning. In addition a need for regulation that technically governs spatial industrial zones in Semarang city as a base of operations.**

Keywords—Policy; Implementation; Regional Planning; Industry

I. INTRODUCTION

Along with the development of the time, the demand for space is always changing and growing. Therefore it is necessary the presence of spatial planning areas to organize the utilization of space resources are tailored to support and the capacity of the environment. Spatial planning in the city of Semarang itself arranged in Semarang City Area Regulations number 14 in 2011 about the Spatial Plan of the city of Semarang in 2011-2031. Implementation of local regulations is difficult to do, such as spatial area of Simongan, district West of Semarang. On local regulations established that the area housing the Simongan designation, but in fact currently there are 11 companies that still stand in the area of Simongan namely PT. Sinar Pantja Djaja; PT. Kurnia Jati Utama Indonesia; PT. Indonesia Steel Tube Works; PT. Kimia Farma (Persero) Tbk.; PT. Alam Daya Sakti; PT. Itrasal; PT. Pantjatunggal Knitting Mill; PT. ALKA; PT. Semarang Makmur; PT. DAMAITEX; and PT. Aldian Citrasetia. and 1 transitional status company , PT. Phapros Tbk .The Government is attempting to let entrepreneurs willing to relocate its plant to the area of industrial allocation specified in Perda No. 14 Th 2011 article 10 i.e. BWK IV (Kecamatan Genuk) and X BWK (Ngaliyan, and Tugu Sub-district). In addition, in section 119 regarding zoning regulations the industrial park mention that industrial activity remained outside industrial zones will be gradually relocated to regions which had been planned as an industrial area. Furthermore, in article 176 mentioned that permits the utilization of spaces that have been issued but are not in accordance with the change, made the most adjustments is 3 years old. If not possible then make adjustments for permits that have been issued can be cancelled. However, implementation remains difficult, employers rejected a policy by conducting a test materially to the Supreme Court. Furthermore, emerging from the rejection factory workers by doing public speaking in the Pemuda street.

II. THEORETICAL FRAMEWORK AND METHOD

This research uses qualitative research methods, the author intends to understand a phenomenon on the implementation of the policy of the spatial area of Simongan and factor that affecting the implementation of the policy. Data collection techniques used in this study i.e. interview, observation, documentation and study of the literature.

III. RESULT AND DISCUSSION

Implementation of Regional regulations Semarang No. 14 Th. 2011 is difficult to do, this is due to spatial area of simongan brings influence to the social and economic life of the community. Economy around the area of Simongan has lived, many communities that profession as a trader and drape his life from factory workers who purchase wares. the following is a picture of the activity of the economy around the Simongan :

Traders along Simongan Area

Source:Documentation by Hamidah Kurniawati, 2015

In addition, the influence of the social field that is the majority of society Wards Ngemplak Simongan working as industrial workers. Industrial workers concerned retrenchments.

Spatial area of Simongan is intended so that the environmental quality of the maintained, no pollution, waste, congestion and the water quality of the river Kaligarang that raw water is used as drinking water by PDAM Semarang city maintained its water quality. Semarang City Government expects 12 the company may relocate its plant, but up to now only one company which is now in a transitional status i.e. PT Phapros Tbk.

Semarang City Government has set the area designation of the industry in the city of Semarang and the rest of the land area of the industry designation can still accommodate 12 companies from the area of Simongan. The following is a vast land area indutsri Semarang:

Extensive Industrial Areas in Semarang

Industrial Area	Location	Land Area	Land Area Occupied	Companies in Region
BSB Area	Mijen	250 Ha	45.5 Ha	18 Business Unit
Tugu Area	Kel. Karanganyar, Kel. Randugarut, Kec. Tugu	250 Ha		59 Business Unit
Terboyo Megah Area	Kel. Terboyo Wetan, Kec. Genuk	300 Ha		58 Business Unit
Terboyo Area	Kel. Terboyo Wetan, Kec. Genuk	300 Ha		67 Business Unit
Sinar Centra Cipta (SCC) Area	Komplek Jalan Lingkar Mas Tanjung Mas, Kec. Semarang Utara	95 Ha		12 Business Unit
Industry PT Guna Mekar	Kel. Tambak Aji, Kec. Mijen	130 Ha		61 Business Unit
LIK (Small Industry Area) Bugangan Baru	Jl. Raya Kaligawe Km 4. Kel. Muktiharjo Lor, Kec. Genuk	263 Ha		100 Business Unit
Candi Area	Jl. Gatot Subroto, Kel. Ngalian, Kec. Ngalian	300 Ha	Has build 75% of the total Area	191 Business Unit

Source: The book's map of the industrial area of Department of industry and trade of the city of Semarang

Determination of the area of Simongan as housing provision already existed for the master plan the city of Semarang in 1975 and now reaffirmed by perda RTRW Semarang. . The government wants Simongan Region as an area of allotment of housing can be free of their industrial activities. Measures had been done Semarang government is holding public consultations, focus group discussions and public hearings, and then socializing, at the level of village,

district and municipal levels and government action is terminated by not issuing permits in the industrial business Simongan Region. However, it was not fruitful and appears the rejection of entrepreneurs by filing a test materially to the Supreme Court and the refusal from factory workers to do public speaking at Pemuda Street such as the one in the picture :

The refusal from factory workers to do public speaking at Pemuda Street

Source : Tribun News

Spatial area of Simongan is experiencing some problems, namely:

(a)The existence of the social and economic interests of the community that are affected by the policy so that the policy did not have the support of the community.

(b)The existence of a refusal made by target group by filing a test materially to the current Supreme Court and appeal to the Constitutional Court

(c)Entrepreneurs are having trouble funding for the relocation of the factory because the move 1 piece factory needs funds of about 30 billion dollars.

(d)The absence of a policy governing the spatial area of Simongan technically.

IV. CONCLUSION

Implementation of a policy that involves a lot of interest in it is not easy to do, besides the environmental community will also concern still lacking, on the other hand is need for cooperation from the Government, the business world and society in spatial area of Simongan so that the quality of the environment in the region can be maintained. Regarding the large number of rejection of the spatial area of Simongan this, need for redenomination against regions that involves Governments, businesses, communities, academics, experts and the spatial environment. Further need for regulations which specifically regulate the spatial area of Simongan and industrial structuring in Semarang city in order to have a base area of Simongan Setup operations in its execution.

REFERENCES

[1] Peraturan Daerah Kota Semarang Nomor 14 Tahun 2011 Tentang Rencana Tata Ruang Wilayah Kota Semarang 2011-2031

[2] Kurniawati, Hamidah. 2016. Implementasi Peraturan Daerah Kota Semarang Nomor 14 Tahun 2011 Tentang Rencana Tata Ruang Wilayah Kota Semarang 2011-2031 (Studi Kasus Penataan Ruang Kawasan Simongan). Skripsi: Universitas Diponegoro

[3] Direktori Putusan Mahkamah Agung Indonesia.Putusan Nomor 52 P/HUM/2012

[4] Bekti Marlena. 2012. Kajian Pengelolaan Das Garang Untuk Memenuhi Kualitas Air Sesuai dengan Peruntukannya. Tesis: Universitas Diponegoro

The Obstacles of Implementing Local Regulation No.7 in 2010 about Green Space Arrangement at East Semaang Sub-District

Kidung Sukma Dewi; Dyah Lituhayu
Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office email: prodidap@gmail.com)

Abstract—**Green spaces are really needed in urban areas as society activities places. Green space is also one of key components in the construction of city infrastructure. The importance of green space in urban areas demanding the Government or private parties in order to fulfill the green space necessities. But often many obstacles that occur in the fulfillment of Green spaces in urban areas. The implementation of Local Regulation No.7 in 2010 about Structuring green space still experiencing barriers that arise from Government, private parties as well as societies. This research uses qualitative descriptive methods of gathering techniques data analysis through observation, interview and study documents.**

Keywords—Green Space; Implementation; Local Regulation

I. Introduction

Urban development often results in any change over the land function. Existing green spaces are built into the building – a building is reducing green space. Whereas in the urban areas construction there is a critical component of green space. Green spaces needed for community activities. In addition green space on ecological functions as follow as an air refreshment, absorb rainwater, flood controlling, maintaining certain ecosystems, softener architecture buildings (Eco Budiharjo, 2009:91). Therefore this green space is very needed at urban areas because of the positive advantage. In fact, today the most urban areas in Indonesia hasn't implemented space organizing optimally, especially for green space arranging. The policy is issued as yet able to apply green space that is ideal for most cities – big cities in Indonesia. The natural environment is converted into the built environment without considering the ecosystem rules (Nirwono Joga, 2011:87).

Local Regulatory number 7 in 2010 about Structuring green space is the regulation governing structuring of n green space in Semarang city. The achievement of green space in Semarang city refer to Local Regulation number 7 in 2010 as follows, 47.533% of the total area. Although the regulation as legal basis fulfillment of green space in Semarang city is already there but there are still obstacles that arise in the implementation such regulations. Fulfillment of green space in Semarang city is still said to be less even though there are

already regulations governing. In the implementation of local regulations numbers 7 in 2010 is still experiencing some barriers which resulted still a lack of green space achievement in Semarang city.

II. Theoretical Framework and Method

This research obstacle of implementing Local Regulation Number 7 in 2010 about green space arrangement uses qualitative descriptive method. The data gotten through this research is empirical data that have specific validation criteria. Then the data that is gotten from this research can be used to understand, resolve and problem anticipate (Sugiyono, 2014:3). The technique of data colleting in this research is observation, interviewing and document study.

III. Result and Discussion

Green space areas in Semarang city recently reached 8510.48 Ha or amounting to 23% (Interpretation RTH 2015, DTK Semarang) is a green space areas, it can be seen that there is nothing green space in Semarang city, that means still not being met accordance with the Local Regulations number 7 in 2010, as follow of 47.533% which is later divided into 34.204% of the total area is public and green space reach 13.329%. This research choses locus in East Semarang as green space recently reached 6.30%. From the interviews that have been conducted in East Semarang green space indeed has not met the targets should be achieved, but this Sub-district has made efforts to contribute fulfillment of green space in Semarang city particular in East Semarang. Each year the sub-district parties always apply for assistance to the Department of agriculture tree seedlings which is later distributed to wards – subdistricts of East Semarang to be planted and increasing the open green space areas.

However, in the implementation fulfillment of open green space in East Semarang apparently experiencing obstacles/barriers, namely because the area of East Semarang that sub-district indeed prone to flood make some quick crops damaged or even die before could grow larger. Besides greening through planting trees there is also the Park creation in East Semarang as one form fulfilment of green space. In

district of East Semarang, there are several grounds – a large park that also often utilized community to conduct its activities. Some of it is used as a playground for children, a gathering place for societies to establish socialization, There are also grounds for elderly do gymnastics activities. In addition to the garden – large garden there is also a garden – a small garden in every sub-district. Maintenance of garden – a small garden becomes the responsibility of the districts parties and communities. While the garden – there is a large garden in East Semarang development and its maintenance is the responsibility of the Department of hygiene and city landscaping. One of them, namely rejomulyo garden, rejomulyo Park is a large park located in East Semarang where development and its maintenance is the responsibility of the Department of hygiene and city landscaping.

The condition of rejomulyo Park is still of concern, according to the sub-district that garden is not maintained by societies. In the development of children's rejomulyo encounter some obstacles/barriers that lead to the garden awoke recently achieved 0.5 Ha. The obstacles/constraints experienced by the Department of hygiene and Semarang city Landscaper in the development of children's rejomulyo because rejomulyo Park is once a market, and there is still an active market is making about children's rejomulyo serve as parking and loading and unloading goods to the market. Rejomulyo park is poultry market that have been relocated, In addition the market existence that's still active around obstacles/barriers experienced in the Park construction is assured the Department – Department related such that the place is worth to the public garden built, with a wide range of debate that occurs then the former poultry market Charter built a public park. Many questions arise why a garden that looks like rejomulyo are not cared for by the service of cleanliness and Landscaping Semarang city? It is actually not true, according to Mr. Budi as the Head Landscaper informing him that his staff always do every day watering the plants in each garden – the garden existence in Semarang city include Rejomulyo park. Why look like is not treated?

Take a look at the conditions surrounding the park that looks like a slum, it is settlement that makes rejomulyo park look like not treated. In the development of children's rejomulyo park bases on Mr. Budi states have been doing planning by working closely with the Department of city planning and housing of Semarang city to tackle slums around the rejomulyo park. According to him, when such settlement has been restored or at relocation then construction of children's rejomulyo park can be performed optimally. The construction of rejomulyo Park is not far from the conflict anyway but back again with how parties – relate parties responding to and addressing him. Aside from the districts and service, the societies are one of the major components to support the development and maintenance of the grounds or public green space that exists in East Semarang district, the absence of power support from public then green space maintenance is still less and optimal. Public awareness is necessary in order to maintain the public green spaces, because the green space with regard to created necessities of an green space for societies. From the discussion above it can be seen that there are still some constraints/obstacles faced in the

implementation of the Change number 7 in 2010 about the green space setup. It also resulted in a lack of green spaces are still public and private green space that exists in Semarang city (Interview with the Sub on February 1, 1999, interview with Mr. Budi head Landscaper on February 19, 2016). This study is conducted an implementation evaluation of the green space arrangement in East Semarang.

As for evaluation carried out using criteria according to William Dunn, namely effectiveness, efficiency, sufficiency, alignment, responsiveness, and precision (in the Riant Nugroho, 2006:155-256). In effectiveness and efficiency terms has been made an effort for green space fulfillment in East Semarang. The creation and park maintenance and tree planting is an effort that has been done by the Government and the public supportting green space. In adequacy terms, the Government has built a park in each subdistrict as a realization of the Government program. In alignment terms has been achieved is assessed from the Park construction in every sub-district have been done despite the maximum has not yet equitable development parks in every sub-district done by the Government. In responsiveness terms, the benefits of which have been felt by the green space existence in East Semarang, some children have been exploited by people with used as societies center, but there are grounds which can not be utilized or might not have been feasible to utilized by societies. The latter in accuracy terms, the Government purpose of green space fulfillment in Semarang city have yet to be achieved optimally, since the target is far from being written Local Regulation Number. 7 in 2010 about green space setup.

IV. Conclusion

Green space in Semarang city is still not reaching the target bases on article written in Local Regulation in number 7 in 2010 about the setup of green space. That is because the existence of some constraints/obstacles in the implementation process of Regulatory region number 7 in 2010. Obstacles/barriers also resulted in the recent achievement of green space in East Semarang. Numerous attempts have been made to greening in Semarang city especially in East of Semarang. In keeping the Park –there should involve societies in order that they also realize that the Park is also theirs does not belong to the Government only. The City Government and private parties as well as the Sub-district of East Semarang party and societies should have a meeting to talk about planning and offer solutions on the development of children's rejomulyo park with do not cause harm surrounding societies.

References

[1] Budiharjo, Eko, Djoko Sujarto. 2009.Kota Berkelanjutan (Sustainable City). Bandung: P.T.ALUMNI

[2] Dewi, Kidung Sukma. 2016.Evaluasi Pelaksanaan Penataan Ruang Terbuka Hijau di Kecamatan Semarang Timur. Skripsi: Universitas Diponegoro

[3] Interpretasi RTH Kota Semarang Tahun 2015

[4] Joga, Nirwono, Iwan Ismaun. 2011. Rth 30%! Resolusi (Kota) Hijau. Jakarta: PT Gramedia

[5] Nugroho, Riant. (2006). Kebijakan Publik untuk Negara-Negara Berkembang. Jakarta: PT Gramedia.

[6] Peraturan Daerah Kota Semarang Nomor 7 Tahun 2010 tentang Penataan Ruang Terbuka Hijau

[7] Sugiyono. 2014.Metode Penelitian Kuantitatif, Kualitatif dan R&D. Bandung: Alfabeta

The Responsiveness Bureaucracy within the Governance Policy of Dieng Plateau Conservational

Eny Boedi Orbawati , Sri Suwitri, Humaidy Joeri

Diponegoro University
Semarang, Indonesia
(prodidap@gmail.com)

Abstract—The number development of population and activity Dieng plateau exploiting land led to a decline environment quality. The Government needs to formulate a conservation management has policy responsiveness. It is responsive have a high responsiveness towards complaints, problems, and public aspirations. Bureaucratic responsiveness has been seen into three categories namely potential responsiveness, actual, responsiveness and commitment resources. This research uses descriptive nature of the research approach that is describing and analyzing the bureaucracy responsiveness within the governance policy of Dieng plateau conservation. This result shows that the Government has the conservation responsiveness namely (1) the responsiveness to determine policies involving stakeholders and citizens. (2) Actual responsiveness, the willing society fulfillment in converting land horticulture (3) Power response commitment of resources, the Government's commitment in conservation efforts to pay attention in some aspects system, namely the social technical aspects, cultural, economic and legal.

Keywords—Bureaucracy; Conservation; Dieng Plateau; Environment

I. INTRODUCTION

Dieng is one of regions in Central Java with unique characteristics. In this area contains of ancient Hindu cultural relics sites, along with the potential nature likes: Lake, Waterfalls, Crater with hot gases as well as natural forest hills as wildlife habitat, such as the Javan hawk-eagle, Tiger, Leopard (panthera pardus), wild boar (sus verrcosus) and other types of monkeys like owa (hylobates moloch or apes not tailed), surili (presbytis comata), and the lutung (trachypithecus auratus). The number development and population exploiting activity the land led to decline in the environment quality of the Dieng region. It is reflected in the growing agricultural cultivation season without conservation rules, which physically can lower environment quality. This region has potential natural disasters are quite high likes: landslides, volcano eruptions, erosion, gas toxic and wind storms. Bases on these problems, it is necessary formulating policy to protect and preserve Dieng plateau environment while it is not natural disasters case. The main task of the Government is to protect and provide society sense security through policies that have been formulated. In addressing environmental problems then bureaucracy responsiveness role becomes important to act and response formulating conservation of governance policy. The

public good bureaucracy is a bureaucracy that is responsive, having a high responsiveness and fast against what the complaints, problems, the public aspirations. Responsiveness regarding apparatus ability faces and anticipates new aspirations, and new knowledge. The bureaucracy must respond quickly in order not to be left behind in running tasks and functions.

II. THEORETICAL FRAMEWORK AND METHOD

This research uses descriptive approach that is describing and analyzing the bureaucracy responsiveness within the governance policy of Dieng plateau conservation. This research focus in qualitative approach determination is closely associated with the problem formulation and research objectives. The specified issue is the guidelines in determining research. Referring to the background thoughts above then this is the research focuses are: to reveal Bureaucratic Responsiveness detail in the governance of Dieng plateau conservation. The unit analysis is the Bureaucratic Responsiveness phenomenon in the governance of its conservation. While the unit analysis as follows: Planning and Development Organization known as *Bappeda*, *Dincipkataru*, environmental agency, Department of culture and tourism in Central Java Province and society leaders around this place. The techniques that are used to looking for informants are snowball technique. This goes on until the informant saturated or saturation data (saturated). In this case the Spradley (1979) provide research guidance informants as follows: (1) what is known about their informant behavior, (2) what concepts does informant using to classify their experience, (3) how the informant defines the concept, (4) what does informants ways to describe their experience, (5) how do the researchers interpreting their knowledge bases on informant's culture that can be understood by researcher colleagues.

III. RESULT AND DISCUSSION

The Government responsiveness or bureaucracy is viewed as an important phenomenon in the public administration. Responsiveness refers to the speed and Government ability in responding the society demands (Stivers, 1994:364-368; Rosenbloom, 1989:99; Vigoda, 2000:175; 2002:534). Denhardt and Denhardt (2007:28), in an attempt comparing three perspectives of public administration (old public administration, new public management, and new public service) the

importance question reaffirm of Government responsiveness employees (public servants) for society necessity. The question is "to whom are public servants responsive?" in each perspective. On the old public administration, Government employees must able fulfillment clients and constituents, in the new public management customer fulfillment, and the public service on the new Government's responsibility to fulfillment their client. So the importance question of responsiveness in public administration, causing Denhardt and Denhardt (2007) as well as Osborne and Gaebler (1992) encourages public organization mimic responsiveness that is owned by the private sector (private), in order to enhance the effective and efficient performance, fairness, responsibility, and public organizations accountability.

Gormley, Hoadley, and Williams (1983:709) defines as Government responsiveness ability to establish the important issues quickly that must be addressed immediately, addressing the issues and problems for real with actions variety, through the provision wide range resources. Therefore, Gormley, Hoadley, and Williams (1983:706-713) measures the responsiveness in three categories, namely potential responsiveness, actual, responsiveness and society resources. First, the potential responsiveness refers to the extent which government officials with stakeholder shares set of values and priority issues that will be addressed. This action is carried out through dialogue process, in order to identify various problems perceived by society. This issue ranges, then narrowed down to choose issues that are most important and urgent to be addressed. Second, actual responsiveness refers to the extent to which the Government is able to fulfillment and society desires. A variety problem, needs and society desire which has been expressed potential responsiveness is then quickly followed up via programs or activities that can address issue directly. Third, the commitment resources responsiveness pointing to the support resources (financial, human, equipment and other facilities) in order to address the various issues that have been fixed in actual responsiveness.

A. Potential Responsiveness

Land uses in Dieng plateau area mostly have discrepancy function. Ideally most of Dieng plateau area functioning as protected and buffer area. In fact, this real condition widely used as land horticulture. Land suitability analysis results indicate this places, the area is not suitable as the settlements area and agricultural annuals cultivation area. Many preexisting conditions, namely the settlements existence in this region, needs to be curtailed its progress. If this is allowed then it would be bad for the environment. Given the geographical conditions whose have limitations functioning as neighborhood district. Limitations dryness land reaches more than 40% as well as the soil erosion condition which is easy. The land functions distorted condition, the Foundation repair Dieng plateau. The Central Java provincial government has formulated planning of Spatial Dieng plateau Locality. It aims establishing the spatial area plan of this region to convert in its function as a protected area. To commit functions settlement changing into protected area or a buffer is very difficult because of concerns the residence community around. This result give recommendation to changing the land plants

function horticulture become protected area or buffer, with limited production forest and plantation crops hard. The public policy formulation relates to decision making. Public policy is the decision set and not a decision that stands on its own. Anderson (1979) states that policies formulation concerning attempts to answer the question how the alternative various is agreed upon the problems developing and who participate or get involved, individual or group. The policy process is a process consists of several stages. Start from identifying alternatives, defining and formulating alternatives, assessing each alternative that are available and choose the alternative "satisfactory" or "most allows it to be carried out". After the public problems well define and policy framers agree to include policy agenda issue, the next step is to make problem solving. Here the policy framers will be faced with the policy alternatives choice that can be taken to solve the problem. (Suwitri, 2011). The planning of Dieng plateau area is a region that currently requires the environmental aspects handling, tourism and cultural heritage as well as economic aspects. The policies formulation for tackling the Dieng plateau region consists of 4 stages. The problem identifications stage, alternatives formulation, alternative selection and decision making. Alternative identification phase generates several alternatives that are used for Dieng plateau management region are:

The first alternative, the high number inhabitants in Dieng plateau area, so that agriculture is not sufficient society need. So the alternative is reducing population region by conducting transmigration to Dieng. The second alternatives, Agropolitan developing by increasing the micro region activity outside the Dieng plateau. Agropolitan development can be done by creating or improving industrial sectors households, trade and agricultural processing. The third alternatives, the synergy is between Agropolitan, tourism and industry. Synergy is seen from various potential of this area, namely agriculture, tourism and culture. The development of these sectors can provide secondary sector development opportunities such as the industry processing. The election Stage alternative for Dieng plateau conservation is carried out by technical team consisting Planning and Developing Organization, Place Arrangement and Creating Ideas Organization, environmental Agency, Department of culture and tourism in Central Java Province and society leaders in this area. Alternative chosen is Agropolitan synergy, tourism and industry. Agropolitan development on basis concept activities in the agricultural sector as well as marketing in the form processed so the cycle agriculture range, marketing processing that involves a lot of people as well as some territories.

B. Actual Responsiveness

Existing conditions of Dieng plateau area at this time most of the region functioned as agricultural land horticulture. Whereas, from this result analysis of the land suitability and the provisions plan of spatial area in Central Java province mention the most area is protected area. This can be seen from the physical and geographical areas as Highlands. In addition the role of Dieng plateau region is a strategic area from the viewpoint resources supporting neighborhood. So, the function changing land from protected area into agricultural cultivation

area is under very have an environment impact. Therefore, the land condition is not suitable for the planting medium as horticulture. Then, efforts can be undertaken by the Government to save environment condition Dieng plateau area as conversion.

Conversion is an effort to protect and preserve nature or environment that creates sustainability course positive impact for society. There are 3 types of conversion handling effort in Dieng plateau that must be converted, the area could be replaced and cannot be converted. The area that must be converted is protected area consists of forest protected areas, protected areas, nature and asylum distinct physiographic boundary river known as telaga. The protected area has the main function protecting environment life sustainability which includes natural resources. Changes to functions occur in protected areas can affect the natural surrounding balance, as well as giving a bad impact on the environment. Protected function on Dieng plateau should be maintained. Because it would be bad for the environment impact if there is changing function. The conversion is associated with land using changes associated with the public area activity of this place. Land Convention is land horticulture. While, the most people job are as farmer. So plant replacement can not only serve to protect the environment, but also has a high value.

IV. CONCLUSION

Dieng plateau is a strategic importance area from the power support environment point and natural resources utilization. The number development and increasing population activity in exploiting the land led declining environment quality of this area. This result shows that the Government in Central Java province has formulate policy governance conservation of Dieng plateau containing Spatial Plan and its detail. In the governance policy formulation of Dieng plateau conservation, the public bureaucracy has to be responsive, becoming complaints, problems and aspirations. The power bureaucracy responsive can be seen into three categories namely responsiveness potential, actual responsiveness and commitment resources.

REFERENCES

[1] Anderson, James E, 1979. Public Policy,second edition. Holt, Rinehart and Winston

[2] Anderson, James E, 1979. Public Policy,second edition. Holt, Rinehart and Winston

[3] Denhardt, Janer V, and Robert B. Denhardt. 2003. *The New Public Service: Serving Not Steering.* Armonk, N.Y : M.E.Sharpe

[4] EronVegoda 2002, *From Responsiveness to Collaboration: Governance, Citizens, and the Next Generation of Public Administration.* University of Haifa, Israel

[5] Gormley, William T., Jr.: Hoadlcy,John; and Williams,Charles.1983. *Potential Responsiveness in the Bureauaacy: Views of Public Utility Regulation.* American Political Science Review.

[6] Spradley, J.P. *The EthnographicInterview,* (New York: Holt, Rinehart &Winston, 1979

[7] Suwitri, Sri. 2011. *Jejaring Kebijakan Dalam Perumusan Kebijakan . SuatuKajian Tentang Perumusan Kebijakan Penanggulangan Banjir dan Rob Pemerintah Kota Semarang.*Badan Penerbit Universitas Diponegoro

Analysis of the Factors for the Strengthening of the Indonesian Traditional Market

Sri Suwitri and Sri Indarti
Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**The traditional market is heavily developed by the Indonesian Government in the last two decades, where as one of the underpinning national economy, it is improved hold many labor, a main container product sales – products of people's economy. As the traditional market of public space has local identity that strengthens national identity, which requires strengthening in order to awake functions and its society role, the region and nation. Some policies have been implemented by the Government, such as revitalizing and coaching. In conjunction relates this strengthening traditional markets necessity so it can grow and optimally beneficial. This research analyzes the strengthening traditional markets factors in Indonesia, with a case study on Pasar Gede in Solo and Panorama market in Bengkulu. The findings that gain factors strengthening the traditional market is the local identity strengthening, strengthening governance, the physical strengthening, the society participation strengthening, as well as local interaction patterns strengthening.**

Keywords—Traditional Market; Government; Region

I. INTRODUCTION

The traditional market is public space becomes the identity of an area and usually have the own characteristic. The traditional market is a market which is considered successful by the economic and social activity, marked by providing comfortable spaces, accessible, and socio-cultural activity into containers contributes optimal both for traders, buyers, communities or regions. Traditional market development program has been implemented in various regions of the city in the last decade. This is an encouraging innovation in the market management, where some of the hopes pinned by many parties that this development will provide increased functionality of the traditional market for merchants, communities and regions.

With respect to the existence of the phenomenon, the required strengthening of the traditional market, where revitalization not only deals with the physical aspect, but also the reinforcement on the other factors, as the subject of trader capacity to strengthen wheels, useful activities is optimal for the community and the region as well as to develop people's economy.

A. The Identity of Pasar Gede and Panorama Traditional Market

1) Pasar gede Traditional Market

Pasar gede has a local identity, including special food, crafts and local products that reflect local wisdom and local identity Solo. Local food specialties of Pasar Gede Solo (Suwitri, 2014), namely:"Dawet telasih , Brem, jaddah blondo, Sambal wijen , Moto maling /kulit mlinjo, Rabuk rambak yang terdiri dari ketupat kelapa dan wijen"o.

Then at pasar Gede there are also food which is a local identity in some areas of Central Java and a chance to national identity. "Local Identity that could potentially become a national identity at the Pasar Gede is Intip manis dan intip asin, Kripik ceker, paru, usus, dan tembolok ayam (they became typical also for the area of the County and the city of Magelang), Lenjongan (jajan pasar consists of Gatot, tiwul, klepon, cetil, lopis). In other areas in Java called jajan pasar. Currently in Indonesia and Malaysia market began to be sold in mall food courts, supermarkets, restaurants and hotels of international class. The identity of the other is jaddah pisang (in Semarang city called getuk pisang), Nggarut (sold in traditional markets in Central Java), Sambal pecel (many sold in traditional markets and malls in the whole of Indonesia), Serundeng (being typical in the rest of Central Java), Krupuk Karak and Krupuk Kulit Kerbau is also a typical food all over Indonesia, Sayur Cenil (in other areas called watercress , commonly used for fresh vegetables, in the Wonosobo Regency used for vegetable salad), Kopi Angkringan (in other areas called Sego Kucing), Garam Krasak, Lulur Rempah, Bedak Jebuk Sari for acne, Grabah/kitchen utensils from wood, Batik Lurik, DaunJati Cina herbal slimming as a very popular female Solo to always awake their sliming (Suwitri, 2014)

Interaction pattern language, culture and local identity is being developed into a national identity. The pattern of these interactions occur between managers, among managers with traders, the interaction between the trader and the buyer and the interaction between the Manager of the market, traders and buyers. Suwitri, 2014). The identity of the local interaction of Pasar Gede can be observed from the interaction between ethnicity and acculturation between Chinese and Javanese ethnic, like the celebration of Chinese new year accompanied the growth of Sudirowajan grebeg with the appearance of the lion dance, which has become an annual agenda in Pasar Gede

as the market has a close relationship with the ethnic Chinese, where many residents of Chinese descent who have been trading in Pasar Gede since a decades ago.

2) Panorama Market

Market Panorama is the largest traditional market in Bengkulu city, which in addition to standard market stall management, los and sellers, also hosts of Pasar Subuh and Pasar Sore. These markets are more provision of the results of the Earth, the sea and the community product such as various types of fish, crabs, lokan, assorted vegetables and fruit. Pasar Subuh Panorama is also enjoyed with variegated traditional cakes and food service markets. Need to Setup street vendors with the use of roads and parking lots at the time of Pasar Subuh and Pasar Sore celebration. Trade and Market bustle, Pasar Subuh Panorama has increased since the year 2013, with the dissolution from Pasar Subuh to Pasar Minggu, so the majority seller moved to the Barukoto Market and Panorama market.

Typical foods that are present in Panorama market Bengkulu is pendhap, tempoyak, lempuk (dodol durian), kripik beledang, bagar hiu, lemang bambu (glutinous rice in bamboo, eaten with sticky black tape), tat Pastry, and kalamansi syrup. Then there are craft products typical Besurek Batik from Bengkulu (batik motif calligraphy) and souvenirs from lantung skin.

Fishing product, the results of the Bengkulu community in Panorama market, such as mussels, snails, live fish (shrimp/crab, estuary life), Lokan (kind of snail shells animals with flat forms, living at the bottom of the river), Kemukus (small fish in the sea mix make vegetable fritter). Most of these products are mostly held in the morning and afternoon Panorama market. Other products that are typical of communities such as agate variety such as Bengkulu red rafflesia, citrus kalamansi used to mix dishes and making syrup (see in Indarti, 2015).

Traders in Panorama market consists of many different ethnicities such as Padang, Bengkulu, Java, Pekal, Lembak, Selatan, Rejang, Serawai, Pekal. There is local wisdom for mutual cooperation and mutual activity in the market as there are cooperatives and associations which support social gathering interaction and trade activities.

II. Theoretical Framework and Method

Strengthening Factors of Traditional Markets need to be Developed in Indonesia, as follows:

A. Strengthening the local identity to strengthen nationalism

National identity are preserved in fact describe the love and pride for the community in culture. Nationalism as a form of love of society against the nation's culture can be seen in a traditional market. The cultural condition in an area is the local identity. Local identity is turning to support a national identity (Suwitri, 2014).

The identity of the local traditional market need to be strengthened, for example by organizing or delivering special to los existing traditional food such as in pasar gede, or panorama. So too would be good provided the special souvenirs from Lantung skin and bati besurek at the Panorama so that batik is more popular and increasingly spurred innovation, style and design motifs. Local wisdom that exists in each of the traditional market is also care and developed, like mutual merchant associations and cooperatives, as well as traditional suggestion in selling.

B. Governance Strengthening

Governance towards traditional markets need to be optimized by traditional market manager, by optimizing the interests of traders, tourists and the direction of the traditional market development strategy in the future (Indarti, 2015). The management of the market need to have traditional market forces direction setting each one in the future, for example the development of typical local foods, or certain fabrics or other local wisdom, where it became the distinctive advantages of each market as well as excellence compared to modern market that often develop special services.

Governance the kiosk owner, sellers and sellers requires its own strategy and technical operation accordance with the conditions and needs of the market and society.

C. The Physical Market Strengthening

There are still many loyal visitors at traditional markets because there are certain items that can only be found at traditional markets, a strategic location, reasonable price or the appropriate interaction pattern (Indarti, 2015. This phenomenon needs to be accompanied by a strengthening of the physical market, managers need to devise strategies and make improvements or physical strengthening gradually, such as cleanliness, comfort, handling, waste traders Setup optimally.

Strengthening this can reduce physical phenomena were middle-to upper-society are turning looking for an alternative to spending four others such as street vendors surrounding the existing market, or switch to modern store such as supermarkets, mini markets, supermarkets are usually concerned with cleanliness and comfort. The role of Manager is mainly from the Government apparatus have an important position to devise strategies and develop physical strengthening traditional markets.

III. Result and Discussion

A. Strengthening of Community Participation

The participation of merchants and the community need to be developed in decision making and policy setting of the market, where they better understand local needs and conditions. So the market changes and the empowerment of the Community market, directed in accordance with the interests of the traders and the community.

B. Strengthening of Local Interaction Patterns

Interaction pattern language, culture and local identity is being developed into a national identity. The pattern of these interactions occur between managers, among managers with traders, the interaction between the trader and the buyer and the

interaction between the Manager of the market, traders and buyers. The interaction-interaction gave rise to local identity (Suwitri,2014). With regard to this need strengthening traditional markets by supporting and developing local interaction patterns came back positive, like togetherness, egalitarian atmosphere, mutual and synergy between different ethnic and culture that already exist in the traditional market.

IV. CONCLUSION

Pasar Gede and Panorama traditional market has a local identity, in the form of food products and the results of the local community, as well as the identity of the local interaction. Factors strengthening traditional markets include strengthening of local identity, strengthening governance, the strengthening of physical participation, strengthening and reinforcement of local interaction patterns.

REFERENCES

[1] Suwitri, Sri, 2014, *Policy Of Nationalism Guidance Through In Traditional Market Management In Central Java, International Journal of Research in Commerce*, IT &Management: Vol..No. 4 (2014) ISSUE No. 08 (AUGUST) ISSN 2231-5756. Publishedby IJRCM : India

[2] Indarti, Sri, 2015,*Pengembangan Manajemen Komunitas pada Pasar Panorama sebagai Pasar Tradisional Percontohan di Kota Bengkulu,* makalah FKSP UMB

The Innovation of Community-Based Policy for Excellent Public Service in Central Java, Indonesia

Herru Setiadhie

Diponegoro University,
Semarang, Indonesia
(herrusetiadhie14@gmail.com)

Abstract—**The main focus of public policy in a modern state is a public service. Basically, it is the responsibility of the government implemented to maintain and improve the quality of people's lives. The essence of public service is the provision of excellent service to the society. Excellence itself has a consequence that must be understood correctly by public officers. It is also a mission in every unit of public services. The main purpose of public service is meeting the needs of users, so service providers must be able to identify and carry out policy innovations related to the user's needs. The model which adequately reflects the involvement of users and service providers with a consultative and dialogue approach is Community-based Policy. The concept of community-based policy is in line with Denhardt and Denhardt's thought which brings a new paradigm on public service which is more focus on the interests of the community.**

Keywords—*Service Excellence; Innovation Policy; Community-Based*

I. INTRODUCTION

Public service is a form of operational working of the government's public policy. In the conception of modern democracy, government policy does not only contain the thinking of government officers, but also must always be oriented to the interests of the community. The main focus of public policy in a modern state is a public service. Basically, it is the responsibility of the government implemented to maintain and improve the quality of people's lives. According to Dye, the public nature of the policy is a public policy related to what is actually done by the government, why they did it, and what causes different outcomes result [4].

II. DISCUSSION

Dye also stated that all definitions of policy analysis will ultimately lead to the same thing, in description and explanation of the causes and consequences of action or actions undertaken by the government [4]. By itself, the policy is not merely the desire of the government alone, but should also pay attention to the wishes and demands of the community. In a general policy, has to include what is done by the government, why they do it and how the consequences for the community. For it to be as much as possible the aspirations and of course based on community need.

Today, as part of the response to global challenges, it has emerged and developed a paradigm change in the public service. Social services were formerly given merely to respond to problems or needs of the people, now organized in order to fulfill the social rights of the people. Furthermore, public service approach also shifted from initially only based on normative regulations become result oriented approach. According to Bovaird and Loffler, the concept of public management, the community is considered as a client, customer or service user just so that a part of the contract market [1]. Through the concept of public governance, society is seen as citizens who are part of the social contract. Public service according to SK MENPAN No: 63/2003 stated that all the activities carried out by the ministry of public service providers in an effort to meet the needs of the service recipient [5]. Furthermore, the SK MENPAN No. 6/2003 on General Guidelines for the Implementation of Public Service stated that the nature of the public service is the provision of excellent service to the community [6]. This statement confirms that the government through the agencies of public service providers is responsible for providing excellent service to the community.

Excellence itself has a consequence that must be understood correctly by public officers. It is also a mission in every unit of public services. Consequently, if the quality of services provided to the community is felt not excellent, then it's basically a public service provider considered to have no sufficient performance.

Zeithaml stated that consumer perceptions of services related to specific aspects also need to be considered such as: the ability and reliability in providing public services, the ability to provide fast service, responsive to the people's desire, ability, friendliness and politeness, assertiveness but gracious in providing services, and quality measured service [7].

According Denhardt and Denhardt, in the context of public service move towards better, there has been a shift in the paradigm of public services from the traditional paradigm to the paradigm of democracy, which is known for its three models of the model of public administration traditionally were later shifted to the model of the new public management, and eventually become a new public service model [3]. The third paradigm shows the development of meaning in the perspective that the present public service for the benefit of whom, and how to position the community members. In harmony with the principle of democracy, which is considered ideal paradigm is

a public service that is responsive to the public interest, or in the conception of Habermas called deliberative public services [2]. Good public services and attention to the interests of the community should be in line with the needs and demands of people are increasing. Needs and demands of society require the fulfillment and completion, which raised an attempt to change or update, or create a new policy. This is called innovation policy.

Dye also noted that there are three factors that can encourage the emergence of innovation policy. First, the income of the community will be able to provide tax revenues and a larger levy. Second, urban development, also encourages innovation policy, because with the development of the city then the resources will be raised and collected, thus providing additional strength to do innovation policy. Third, the level of public education will give people the ability to receive their policies rationally, and will push up the interest and attention of community members to participate more.

Community involvement in the implementation of government programs show the interconnectedness between the public service to their peoples, to measure the contribution of the community in governance and explore the potential conflicts that accompanied the government's policy.

The government can initiate innovative programs to broaden public participation in the context of community-based public services. To that end, a public official must be simultaneous and sustained interaction of public and mobilizing new ideas to spur productivity and draw closer to the community development program. With the development of community-based public services, it is expected the case of public decisions are often distorted by political interests can be eliminated gradually and continuously.

III. CONCLUSION

Quality of public services can be measured from the aspects of the process and output services. Since the main purpose of public service is meeting the needs of users, service providers must be able to identify the needs of the service users to ensure appropriate services and on target. One model that adequately reflects user engagement and public service providers with public consultative dialogical approach is Policy Based Innovation Community.

The concept of community-based policy is in line with Denhardt and Denhardt's thought which brings a new paradigm on public service which is more focus on the interests of the community. Then the government can act more as a negotiator of the various interests of the community. Services was created as well must be non-discriminatory, necessitates the provision of services more responsive to users of the service.

Public services should always be evaluated, adjusted and held in accordance with the dynamics of social change who are users of these services, as well as community residents positioned as a base and center of his ministry. In this way, members of the community can exercise control over public service community based on mutual agreement.

REFERENCES

[1] Bovaird, Tomy dan Elke Loffler. 2003. Public Management and Governance. London: Routledge.

[2] Bolton, Roger. 2005. Habermas's Theory of Communicative Action and The Theory of Social Capital. California: Western Reg Science Association.

[3] Denhardt & Denhardt, 2007. The New Public Service: Serving Not Steering. New York: ME. Sharpe Armonk.

[4] Dye, Thomas R., 1987. Understanding Public Policy, 6th ed. Englewood Cliffs, N.J.: Prentice-Hall.

[5] Surat Keputusan Menteri Pendayagunaan Aparatur Negara No: 63/Kep/M.PAN/7/2003 tentang Layanan Publik.

[6] Surat Keputusan Menteri Pendayagunaan Aparatur Negara No. 6 Th 2003 tentang Pedoman Umum Penyelenggaraan Pelayanan Publik

[7] Zeithaml, Valarie A., 1990. Delivering Quality Service. New York:The Free Press.

Empowering the Transient Poor
---An Alternative Strategy for Poverty Eradication in Indonesia

Djonet Santoso

Doctorate Student: Faculty of Social and Political Sciences
Universitas Diponegoro
Semarang, Indonesia
(djonetsantoso@yahoo.com)

Sri Suwitri

Faculty of Social and Political Sciences
Universitas Diponegoro
Semarang, Indonesia
(sri_suwitri@yahoo.co.id)

Abstract—**Poverty reduction policies in Indonesia are primarily informed by periodic cross-section household survey data that provide estimates of static poverty rates. The focus of these policies appears to be chronic or long-term poverty. While estimates of poverty at specific points in time might correlate with chronic poverty to some extent, such estimates are more representative of poverty that is transient in nature. However, the characteristics of transient poverty is a relatively under-explored area of research. If the determinants of transient and chronic poverty are quite different, then different policy measures would be required to address these two aspects of poverty. An understanding of common characteristics, on the other hand, could point to poverty reduction strategies that apply to both poverty types. This paper point to neglected focus on transient poverty, need for a new poverty eradication strategy, and strategic programs and activities should be covered.**

Keywords—transient poverty; social welfare

I. INTRODUCTION

There have been many policies for poverty reduction prepared by the government and has also been implemented. The fundamental issue is that these policies actually increase the number of poor people with the entry of transient poor into it. Although in much of the literature and the discussion touched upon on transient poverty, but not much found in deep discussion about the determinants of transient poverty. A lot of discussion about the determinants of poverty that is more directed at very poor understanding or chronic poverty. In line with this, study on the transient poverty and its role on poverty eradication becomes important and very strategic to solve other problems of poverty that has not been touched. The study is expected to provide a new perspective for poverty eradication program by giving more attention to the transient poor.

II. TRANSIENT POVERTY OVERVIEW

To determine the presence of transient poor communities, results of three surveys conducted by Central Bureau of Statistics that are PSE-05 (Socioeconomic Data Collection 2005), PPLS-08 (Social Protection Program Data Collection 2008), and PPLS 2011 (Social Protection Program Data Collection 2011) can be presented in Table 1 as follows:

TABLE: COMPARISON CATEGORY OF POOR HOUSEHOLDS IN THREE SURVEYS OF PSE-05, PPLS-08, AND PPLS 2011

Category	PSE-05	PPLS-08		PPLS-2011	
	House-hold (%)	House-hold (%)	Household member	House-hold (%)	Household member
Extremly	20,4	17,1	15.944.536	16,3	16.003996
Poor	43,1	39,1	25.190.010	17,3	14.300.683
Nearly poor	36,5	43,8	19.261.505	33,2	24.004.988
Vulnerable	-	-	-	33,2	21.177.500
Total	100	100	60.396.501	100	75.478.167

(Source: Research results, data processed, 2015)

In PSE-05 and PPLS-08, data collection focuses only on the category of very poor households, poor and nearly poor. The dynamics in the field encourage PPLS-2011, which adds the category of Vulnerable poor Households. Referring to the categorization of the poor and the development of data collection, it can be noted that the existence of transient poor population can be demonstrated by the number of households and the number of household members of Extremly Poor, Poor, Nearly Poor, and Vulnerable. The number of Nearly Poor Households increase from 36.5 on the calculation of PSE-05 to 43.8 percent on the calculation of PPLS-08, but experincing decreased to 33.2 percent on the calculation of PPLS-2011. It is interesting to note that although the percentage is decreasing, the number of Nearly Poor Households members increased from about 19.2 million people on the calculation PPLS-08 to an estimated of 24 million people on the calculation PPLS-2011. This shows that the absolute number of people in the Nearly Poor category increases. If the number of population of Nearly Poor and Vulnerable Poor united in a single category of transient poor, then according to calculations of PPLS-2011 the numbers are very large, which is about 45.2 million people or 66.4 percent.

III. POVERTY REDUCTION INTERVENTION IN INDONESIA

Poverty reduction efforts by the Government of Indonesia (GOI) have evolved since the 1970s. Change was driven not only by internal dynamics but also foreign factors such as the International Monetary Fund (IMF) and foreign investors. In the 1970s the GOI adopted the basic-needs approach to alleviate poverty. This was reflected by the establishment of the poverty line at 2100 calories of intake per capita per day. It defined the five main basic needs for people to survive and live in dignity as food, health, water and sanitation, education, and shelter. The approach aimed to eradicate hunger, disease and

illiteracy despite scarce resources by targeting the 40 percent poorest of the population. This approach addressed the issue of poverty rather than income levels. However, this basic-needs approach caused considerable issues as it tended to ignore the complexity of poverty, which was the result of poor human resources, lack of social infrastructure, and problems in natural resource management.

Two decades after applying the basic-needs approach, a new approach namely the empowerment approach, came into picture. Critical aspect of the empowerment agenda was to reduce inequality by broadening human capabilities through universal basic education, health care, and social protection. It also sought distribution of tangible assets such as land or access to capital. Empowerment also meant more participatory and bottom up development objectives, aimed to enhance policy effectiveness at the local level in terms of design, implementation, and outcomes. This approach also concentrated on improving governance as well as innovation and experimentation by both public and private actors to develop pro-poor institutional mechanisms.

To address the challenges, and fulfill its commitments to the achievement of the MDGs, the Indonesian government developed a set of policies and programs in its Medium-Term Development Plan 2004-2009 and 2009-2014, putting emphasis on the social services including education, health and family planning, and community services for the empowerment and protection of the poor and vulnerable groups. The Plan envisages to address poverty in three clusters of poverty alleviation programs. The first cluster is the social welfare and social protection program, directed to poor households to help them meet the minimum level of their basic needs. The program within this cluster would be rice subsidies, health services for the poor, education for poor students, cash transfers, especially Conditional Cash Transfers (CCTs) to help poor households facing the economic shocks, etc. The second cluster is the empowerment program which is now is embraced by the Program Nasional Pemberdayaan Masyarakat (PNPM)-Mandiri (National Program for Community Empowerment); and the third cluster would be the micro and small enterprise programs which includes assistances for micro enterprise, and also subsidy for small credit etc.

IV. EMPOWERING THE TRANSIENT POOR

The economic crisis that has taken place in Indonesia since 1997 coupled with a global economic recession since mid 2008 has brought the impact of broad implications. One of them related to poverty is the increasing number of poor people significantly. This encourages the emergence of a new reality in Indonesia, namely the presence of transient poverty group in large numbers. The term transient poverty is used to designate or describe groups of people who fall into the classification of nearly poor and vulnerable poor (BPS 2015), or groups of people who are slightly above the poverty line (Bappenas 2006). They are groups of people who are not poor but its position at slightly above the poverty line, so they do not get subsidies from the many government programs for poverty reduction. This group is highly susceptible to various changes that occur in the surrounding environment. Policy to raise the price of fuel with many variants for example, would trigger

inflation that are negative towards the welfare of society as it affects the real income. It is clear that policy to raise fuel prices lead to increase the number of poor people because of the declining of purchasing power of the near poor. It happened because of rising fuel prices certainly be followed by price increases in any other subjects that would trigger a negative inflation.

From the discussions, it is recommends an innovative community empowerment model of transient poor. The draft model developed in this study is presented in the figure. In the model, the empowerment of the group of transient poor (TP), reinforced by social empowerment, economic empowerment, and public policy support. In the early stages, the strengthening of social capital necessary to transient poor people through a process of reflection, social mapping, strengthening the capacity of survival, and capacity building. The concept of social capital can be categorized into two groups. The first group emphasizes on the network of social relationships (social networks), while the second group put more emphasis on the characteristics (traits) that are attached (embedded) in the individual human being involved in a social interaction. The next stage of the transient poor group empowerment is economic empowerment. Economic empowerment in the model develops more focus on channeling activity that is building partnerships with other group of people, government sectors, private sectors, financial institutions to generate their economic activity. Channeling is a form of activity aimed at encouraging partnerships between the transient poor with other parties (private/government/ institution concerned) in order to maintain their economic survival skills and will continue to be developed and to be well-established economic group. In this point, there should be a strong commitment from all parties to set off widest opportunities and actively encourage the transient poor community group to be able to access the economic potential resources. The most important part of the application of this model is the concern, commitment, and seriousness of the central government as well as local government through its public policy to consent to the existence of transient poor and significantly assign more attention to the transient poor. Just as the chronic poor, the existence of transient poor group is also the responsibility of the government.
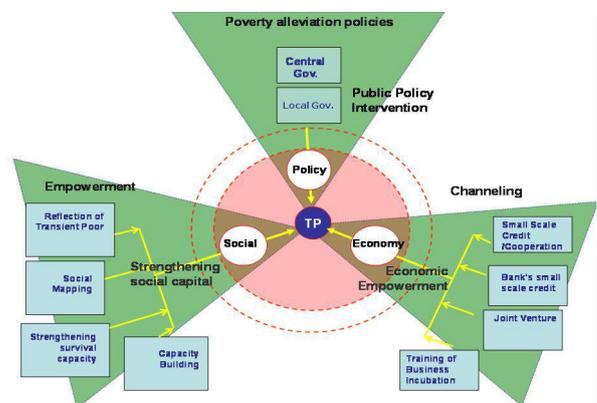
Figure: Empowerment model of transient poor

V. Concluding Remarks

There are three public policy priorities to maintain the position of the transient poor communities. First, as it grows, the economy in general is being transformed from an economy that relies on the traditional agricultural sector into the economy that will rely more on services and industrial sectors. Priority to make growth work for the transient poor are more friendly investment climate in urban areas, particularly through the development of a better urban development. Second, in line with the strengthening of democracy and the implementation of decentralization, change of service provider largely by central government to local governments to make more beneficial services for the near poor. Accordingly, the priority is increasing the capacity of local government and better incentives for the provision of services. Third, the priorities for making public expenditure work for the transient poor is to shift from intervening in the market for commodities which are consumed by most people (such as fuel and rice) into the targeted income support to poor households, and use the fiscal space to improve the strategic service such as education, health, clean water and sanitation. Significantly, empowering the transient poor, I believe could be an innovative alternative strategy for poverty eradication in Indonesia.

References

[1] National Development Planning Board, Badan Perencanaan Pembangunan Nasional (Bappenas). 2006. "Potensi Transient Poverty di Indonesia Tahun 2005". *Majalah Info Kajian Bappenas* Vol.3 – No.1 Oktober 2006, hal 26-31.

[2] Central Statistics Board, Badan Pusat Statistik (BPS). 2015. *Penghitungan dan Analisis Makro Kemiskinan Indonesia Tahun 2014.* Jakarta: CV. Nario Sari.

What Makes Master of Public Administration Program Chosen by Indonesian Civil State Apparatus?

Sofjan Aripin

Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email:prodidap@gmail.com)

Abstract—**Improvement on the competence of the Indonesian State Civil Apparatus (ASN) is a must for each apparatus and the government is obliged to manage its implementation to strengthen the professionalism of the apparatus. The phenomenon of the raise of corruption rate with various modes, the policy is not in sync with its implementation, the dominancy of spoil system than the merit system, public services that are slow and imprecise become the issue and concern. The question is how to prepare ASN competence to set up and solve these problems? Law No. 5 of 2014 confirms that competency is the basis of apparatus performance assessment.One of the strategies by increasing the competence through education and training. Education on the level of Master of Public Administration (MAP) is one solution to increase the competence of ASN as a candidate for middle and high leadership of the motor of the bureaucracy as well as the prevention of phatology bureaucracy that happened so far.**

Keywords—state civil apparatus; competence; master of public administration

I. INTRODUCTION

Professionalism of State Civil Apparatus (ASN) is a challenge and a problem for the Indonesian bureaucracy in the implementation of bureaucratic reform. Being a bureaucracy that is slow in implementing its work programs becomes the heaviest internal challenges and problems.This indication can be seen as in the process of assigning Act No. 5 of 2014 concerning the State Civil Apparatus (ASN) adopted in December 2014 with the drafting process in 2008 which took a very long time for about 6 years. This process is not just old political bargaining in the debate in the House of Representatives (DPR), but rather internal conflicts of ASN interest who are difficult to turn into a professional apparatus for implementing the policy and providing the best services to the society.

The phenomenon of destructive apparatus can be seen with the development of corruption by various modes ranging from the budget planning process up to determining auction partners, the involvement of the leadership of the bureaucracy or family in corruption, weak interpretation of implementation in realizing development programs as many problematic regional

regulations that are in the contrary to the national legislation.This indication potentially brings about inefficiency and ineffectiveness on national government budget (APBN) and local government budget (APBD), and even it will give rise to corruption by the apparatus.

The strengthening of the role of local leaders in the government bureaucracy is indicated by the issue of reciprocity and the issue of local human resources that put the apparatus in the spoil system domain as well as subordinated merit system in the government bureaucracy. For example, after elected to be the head of the region in a short time, later they replace the head of the working unit (SKPD) without considering the electoral office or the center of public appointment(see Act No. 5 of 2014). Those indications and problems will clearly have an impact on service satisfaction by the apparatus to the public, the question is how competence ASN to face and solve those challenges and problems? There are interesting things with those challenge and problem questions that there is a willingness of the ASN to increase their academic qualification to the level of Master of Public Administration (MAP), either on the basis of their own wills, motivation from their leaders, as well as the demand of Act No. 5 of 2014.

II. THEORETICAL FRAMEWORK AND METHOD

Challenges and problems of ASN in the professionalism upgrading by improving the competence through enrolling MAP are investigated by using observation and interviews with MAP students. Strategies and techniques of collecting data are conducted started from the socialization of MAP program, registration, admission tests, the learning process, untilthe students' graduation phase.

III. CONCEPTUAL OVERVIEW OF ASN COMPETENCE

Mc. Ahsan as adopted by Mulyasa (2003) argues that the competence: "... is a knowledge, skills, and abilities or capabilities that a person achieves, which becomes part of his or her being to the extent he or she can satisfactorily perform particular cognitive, affective, and psychomotor behaviors".Knowledge, skills, and abilities controlled by the apparatus have been part of the ASN to perform cognitive,

affective, and psychomotor behaviors as well as possible in supporting the individual performance of the apparatus, SKPD, and the government's performance.

Sofo (1999), specifically argues that "a competency is composed of skill, knowledge, and attitude, but in particular the consistent applications of those skill, knowledge, and attitude to the standard of performance required in employment",and Spencer & Spencer (1993), strengthen further that the competence is formed by five characteristics, namely the motive, traits, self-concept, knowledge and skills. Motive and trait are the core or central competence, knowledge and skills are being referred to as the competence of individuals who are "intent" that push to use their possessed knowledge and skills.

Competency of ASN is the key in the civil service as public servants for implementing the policy through each SKPD or work unit to facilitate the improvement of the welfare of its citizens. ASN's central role is felt directly by the community in the implementation of any policy, especially in the local district and city governments as the main base in implementing programs and activities in the form of infrastructure development projects (see Pfiffner, John M., and Presthus, Robert V., 1960). Carrying capacity of policy ASN competence described through apparatus competence, as mandated in Act No. 5 of 2014, states that competence will determine ASN professionalism in carrying out services to the people and institutionally will show the performance and community trust. The empirical fact of the implementation of apparatus competence of local government as the policy implementer is still not yet reflected as expected by society.

IV. ASN IN MAP PROGRAM

ASN role to improve the competency through qualification at the level of MAP should be appreciated by every regents or regional head and head of SKPD on the basis of rational and professional planning and selection. MAP is chosen by the ASN because education supports the core performance of the apparatus competence from various disciplines in managing the government bureaucracy, both on the policy, the management of central and local governments as well as ASN resources management. Several reasons that drives the ASN to choose and enroll to MAP program are as follows.

A. Self-encouragement of the ASN becomes the main starting point for improving competence, in Spencer's (1993) term is called as a core or central competency.This becomes the main impulse that comes from their conscience. This is reflected in the study process, the completion and the results of the study are implemented in the implementation of the work and assessment of the head of SKPD.

B. Internal and external impetus are considered as one of the causes why the ASN choose MAP program. Internal impetus is associated with colleagues in SKPD or outside SKPD that MAP program can provide deeper insight into the understanding of the government bureaucracy mean while external impetus is more directed to the development and scope of the role of ASN that should be able to deal with global changes, such as the use of ICT as well as efficiency and effectiveness in decision making.

C. Motivation from the head is one of the most powerful triggers for ASN to take the MAP program:

1) The regional head or regent, both the governor and the regents or mayors through various directives and motivation are very effective moreover if the head of the region itself enroll to the MAP program.

2) Heads of SKPD, as the superior to the MAP program participants have a role to motivate as well as to control the development of the learning process and the completion of the MAP program.

D. Policy support with the enactment of the Act of ASN, such as in article 69, paragraph 3, that the ASN competencies include:

1) Technical competence that is measured by the level of specialization on education, functional technical training and technical work experience;

2) Managerial competence is measured by the level of education, training, structural or management and leadership experience;

3) Socio-cultural competence is measured from work experience related to the plural society in terms of religion, ethnicity, and culture that has a national vision.

The fourth thrust drivesthe ASN to improve their academic qualification to the MAP program although they generally have got a structural position (candidate of high intermediate official) and will be the successor in the leadership of the government bureaucracy.

V. RESULT AND DISCUSSION

- Implementation of ASN competency improvement through participation in MAP program is one solution to increase the professionalism of the state civil apparatus to change the mindset from the spoil system to merit system.

- Encouragement of each ASN is the key factor to improve the competency through the MAP program that will be free from pragmatic interests.

- The role of Chairman (governor / regent / mayor) is critical to the success of the ASN in the completion of the study so that it will also have implications on their work

- MAP program is a bridge for the ASN in the preparation of the leadership of the government bureaucracy.

VI. Discussion

How ASN strategy future, can synergize competencies to create a professional and dynamic ASN, ASN as a profession means positions that are on the order of merit systems and flexibility ASN competitive positions ?

REFERENCES

[1] Mulyasa. 2008. *StandarKompetensidanSertifikasi Guru*. Jakarta: RosadaKarya

[2] Pfiffner, John M and Presthus, Robert V. 1960. *Public Administration*. New York : The Ronald Press Company.

[3] Sofo. Francesco, (1999). *Human Resource Development*, Perspective, Roles and Practice

[4] Spencer, Lyle M.Jr and Signe M.Spencer. 1993. *Competence at Work Model for Superior Performance*, United States of America: John Wiley and Son. Inc.

[5] Undang-UndangNomor 5 Tahun 2014, tentangAparaturSipil Negara (ASN)

Managing the Media Policy in the ASEAN Economics Community (AEC)

Hedi Pudjo Santosa

Communication Department of Diponegoro University
Semarang, Indonesia
(hedipudjos@gmail.com)

Abstract—**On the National Press Day, the President of the Republic of Indonesia, Jokowi, stated that the press has an important function of social control. Information always has two contradictory sides, just like 'Jamu'. Although it tastes very bitter, it is a healthy vitamin. By giving information that is inconsistent with the fact will induce public distrust towards the authorities. The biggest challenge for the media, as one of the democracy pillars, is the non-partisan manner. The media ownership, centers on a handful of owners, will potentially give similar information which does not provide information diversity. The Indonesian media ownership has unique models, one of them is turning the information to become a tool for politic communications. The media policy, adopted by the media owners, should be parallel with the government policy, with no exception within the era of AEC. The adversarial role between the government and the media has produced counterproductive information that has led to public distrust.**

Keywords—media policy; media ownership; media content; public distrust

I. INTRODUCTION

The (former) Minister of Industry, MS. Hidayat, in the era of President Susilo Bambang Yudoyono, stated in his welcoming speech on a breakfasting event with the stakeholders from the industrial sector, that the 2015 AEC aimed a single market and unified production base. This condition is characterized by the free flow of goods, services, production factors, investments and capital, as well as the abolition of trade tariff for ASEAN countries. AEC is an important moment for Indonesia as it broadens the market for national industrial products. The cooperation between the Ministry of Industry and the Indonesian Chamber of Commerce (Kadin) and other association or bodies, needs to be improved and to perform a common perception as an effort to strengthen the competitive forces, in order to competewithin the ASEAN market.

Trust, which culminates to social and political matters, is an absolute requisition of good governance. Trust in symbiotic mutualism relationship will foster good governance. Three ongoing main causative mechanisms between trust and good governance are: (1) Society social relationship, (2) Economic efficiency relationship, (3) The Political relationship with legitimacy of a Democratic government that will deliver trust. Trust is a prerequisition for democratic good goverance, and the importance of society social relationship between trust and good governancewill involve the development and maintenance of the civil society's spirit. If the people in society do not trust one another and choose not to engage in meaningful social association networks, then they most likely have a low political legitimacy. In such a situation, the role of the media to either increase or decrease the society's trust towards the government is crucial. How do we place the function of the media in this case? The Media is like a two-sided coin. Onone side, the media has the capability to bring awareness to society, of fraud and deception. On the other side, the media is a reflection of society (media as a mirror). Bad media content is a reflection of a problematic society.

II. DISCUSSION

The essential function and role of the government is to providethe best service to society. The government's paradigm has evolved from *rule government* into *good paradigm governance*which is in line with the world's rapid development,as well as the increased complexity of problems faced by this country. Hence, a strong governance framework is required. Unfortunately, the ruling government has been depicted by some of the media as being a corrupt and problematic government. This depiction has become the primary of distrust against anythingconveyed by the government.

The reform of bureaucracy is one way to build trust in society. The definition of reform of bureacucray is a fundamental change of the system for the purpose of changing the old structure, behaviour and habbits. The reform of the bureaucracy's scopes are not only limited to the process and procedures, but also in corellating a change on a structuredand behavioral level, as well as on personal and institutional behaviors. This is correlated with authority or formal power matters.

A bad govermentimage is indicated by the number of corrupt, collusion and nepotism acts which generate society distrust onto good central and regional government instutions. One of the reformation issues that is initiated by the stakeholders is *Good Governance*, this term has gradually become popular amongst the private sector as well as the general public. This term has been frequently mentioned on many occasions and discretely interpreted by many parties, it has also turned out to be a popular concept in academic debates

and contemporery politics. On the other hand, some have interpreted the *Good Governance* as a performance indicator of a government body, company or community organization. The term is referring to its original meaning, Governing, which means directing, controlling, influencing public issues in a country. The relation between the media and the government, in order to achieve good governance, will extremely help the success of Indonesia in the AEC.

Edward Hermand (Mohammadi & Mohammadi, 1990: 78) hada conceptual theory, that Money and Power were important tools to carry out an intervention and penetration against the media in accordance with the desire of a particular group, owners included. The connection between media ownership and media policy through the owners' penetration (Shoemaker &Reese, 1991: 231) can be seen within the media contents and its fundingsources' relationship, such as *The Official Pattern* where the country has absolute control of the media. While, *The Commercial Pattern* model says that the media reflects the interests of the advertisers. *The Interest Pattern* model states that media content is thereflections of a financing party, such as a political party, religious group and others. In *The Informal Pattern* model, media content reflects the purpose of an individual contributor.

Croteau (2000:88) did not discuss much about media ownership relatively in his book, neverthelessthe conglomeration concept and consentration concepts are deeply reviewed in Media/Society books. Meanwhile, McQuail did see an ownership model in Liberal Theory context (McQuail 2010:227), that ownerships can be fundamentally and effectively separated from editorial decision, while resource decisions, business strategies and some others can be determined by the owners, and the professional decisions can be fundamentally conducted by the editorial board.

The other complicated problems is the media groundwork, namely the ethical foundation, so thatthe ethical behaviour is conducted to oversee the work of the media. In the past, the Department of Information (*Departemen Penerangan*) had a substantial authority to direct the media in accordance with the willingness of the ruler. But now, such an authority is impossible to impliment. The Ministry of Communication and Informatics (*Kominfo*), an institution that has the authority to regulate traffic information, can take over the work without violating the area of media ethics, so ifvarious problems occur in highly technical areas they can be solved by appointed representatives. The most important thing to do is to establish a blue print that addresses themedia management where commitment tothe *state* existanceis non-negotiable. This means, no matter who the rulers are, the commitment remains the same. Therefore, the media management policy in Indonesia must follow this direction. Indonesian journalism practices has not fully met the journalism etchics rules. Most of the media's performances indicatea lot of ethics violations performedby media practitioners. The tempation to breach the journalism ethics happens due to massive internal influences. These internal partiestry to persuade their interests with events, such as game shows and any otherways.

Every company may havea different media policy. However, the companies will have no other option butto follow the state policy when the country needs a unity of opinions. This is a form of media responsibility to their country. The only intervention carried out by the owners is at a technical practice level or *peace journalism*, not at a state policy level. Materializing media trust through conveyed news is a challenge that can be executed by choosing non-partisan resources where news accuracy is considerably measured and free from prejudice of particular groups. The other means is to maintain distance between news objectivity and the intervention of the capital owners with taking sides onto the greater interest of the public.

III. CONCLUSION

Within the era of AEC, the media's participation in realizing good governance is by maintaining news quality based on *peace journalism* implementation, by means, journalism practices taking sides with victims and other minority groups. Other than that, the media can actively oversee the governance (watchdog) on the basis of good willingness to develop the nation through conveyed news.

The biggest challenge for the media in becoming one of the democracy pillars, is the non-partisan behavior. Media ownership that is centralized by only a few owners, will generate a unified performance. This performance will not provide information diversity. One fundamental basic is to understand the media structure, the ownership-related questions and how the power of ownership is executed (McQuail, 2010: 226). Eventually, media ownership is believed to determine the media property. It can simply say that the media is a reflection of its funding parties, and the use of advertisements in the media is just one way of achieving that.

This opinion has further strengthened the supposition of unsterilized media policy from the interests of the owner's or funding parties. It is conceived that media content in Indonesia is often parallel with the wishes of the owners, and this kind of information control will, of course, unify the public's opinion on certain matters, so that the news generated is relatively homogeneous. The low information variability will make the media owners to have the power to direct the opinion in accordance with their interests, and even the conveyed opinion can potentially silence the opposite opinion.

REFERENCES

[1] David Croteau and William Hoynes. *Media/Society: Industries, Images, Audiences*, page 88, Pine Forge Press, Thousand Oaks California, USA, 2000.

[2] John Downing, et.al. *Questioning The Media a Critical Introduction*, Sage Publications Inc., California, USA, 1990.

[3] Ishadi SK. *Prospek Bisnis Informasi di Indonesia*, Pustaka Pelajar, Jogjakarta, 1999.

[4] Philip Kitley. *Konstruksi Budaya Bangsa Di Layar Kaca*, Institut Studi Arus Informasi, Jakarta, 2001.

[5] Denis McQuail. *Mass Communication Theory*, Sage Publications Ltd., pages 226-227, Washington DC, 2010.

[6] Hinca Panjaitan. *Memasung Televisi*. Institut Studi Arus Informasi, Jakarta, 1999.

[7] A.Yasraf Piliang. *Sebuah Dunia yang dilipat: Realitas Kebudayaan Menjelang Milenium Ketiga dan Matinya Posmodernisme*, Penerbit Mizan, Bandung, 1998.

[8] Narliswandi Piliang. *Televisi di Kantong Segelintir Pemilik, Pantau*, Jakarta, 2002.

[9] Pamela J. Shoemaker and Stephen D. Reese. *Mediating the Message, Theories of Influence Mass Media Content*, page 231, Longman Publishing Group, 1991.

[10] Agus Sudibyo. *Ekonomi Politik Media Penyiaran*, LkiS, Jogjakarta, 2004.

The Narratives of Moral Panics in LGBT News Reporting

Triyono Lukmantoro

Communication Sciences, Faculty of Social dan Political Sciences
Diponegoro University
Semarang, Indonesia
(triyonolukmantoro@gmail.com)

Abstract—**News media reporting for 20s January to end of February 2016 about Lesbian, Gay, Bisexual, and Transgender (LGBT) expressed narratives of moral panics. The headlines of LGBT issues stated that the sexuality group threatening social order. LGBT was positioned as the transgressor of social and religious norms. Media agenda also indicated that LGBT should be refused, although humanity reasoning applied in the case. Moreover, LGBT was regarded as the violator of human dignity. The claim makers, in the case, was *ulama* (the religious leaders), involved with the media to state that LGBT not only are mistakes on the social aspect but also sin before God. The state officials, finally, implicated by the media to legitimate policy that rejects LGBT existence.**

Keywords—LGBT; moral panics; news media reporting; narratives

I. INTRODUCTION

The beginning was the straight news that contained the statement of Minister Research, Technology, and Higher Education Mohammad Nasir that LGBT is prohibited at the campus because it is campus as moral guardian. Besides that, the campus has values standard and moral standard that must be guarded. Minister Nasir also stated LGBT could destroy nation morality. Campus as the guard of nation morality should maintain the moral values and noble values. The statement f Minister Nasir was the response for the existence of Support Group and Resource Center on Sexuality Studies (SGRC) in Indonesia University (*Republika.co.id* edition Saturday, 23 January 2016, 21:27)

The statement of Minister Nasir evoked many reactions. There are people agree with the minister. But, there was people criticized him. Controversies about LGBT become the heated debate because the dispute engendered the quarrel. Minister tried to muffle the dispute. In the press conference, Minister Nasir stated that he didn't prohibit LGBT activities at campus. In his opinion, association and assembly and activate institutional events are the rights for all citizen, including LGBT. The problem was not LGBT allowed or prohibited. The prohibition related to making love activities at campus. Even more, any group, LGBT or not, would be prohibited if they have sex at campus (*Kompas.com* editionTuesday, 26 January 2016, 11:11). But, the Minister Nasir's explanation was useless.

The heated debate about LGBT spread beyond the campus walls.

Surely, the widespread of LGBT controversies as a result of media coverage. The heated issues of LGBT were reactions to SGRCin Indonesia University accused as LGBT advocate whereas the institution giving consult service to everybody that identifies themselves as LGBT. The media intentionally exploded LGBT issues because there are two important events that regarded as the relevant reference to society. First, the death of Akseyna Ahad Dori, a student of Indonesia University, on 26 March 2015. To this day, the death of Akseyna is still the mystery because the police can't reveal who killed him and what the motivation. Media haphazardly connect the death of Akseyna with LGBT community in the campus. Second, the death of Wayan Mirna Salihin aftermath she drank coffee mixed cyanide in a café in Jakarta. Jessica Kumala Wongso, victim's close friend, named as a suspect by the police. Once again, the media guessing the motive for murder is the lesbian jealousy to her couple that married with another man.

The perspective of media reporting in LGBT issues is harassing the sexual minority group. LGBT positioned as the dangerous profiles for the social living. Cultural value are so noble and highly respected be shattered because of LGBT presence. Media, finally, made LGBT as a pack of people and destructive social forces that inflict many tragic events, for example, the murder, happened in society. The media reporting in LGBT issues, by its telling stories techniques that can be read in the headlines, produce the narratives that reflecting moral panics.

The purpose of the paper is describing how journalism style applied by media in Indonesia indicated moral panics in reporting LGBT issues.

II. THEORETICAL FRAMEWORKS

When media positioned LGBT as the serious threat for Indonesia nation, the media involved and even became the important factor in engendering moral panics. Spiral effects that produced by the interaction of media, public opinion, the interest groups, and the authorities holders are the factors that produce moral panics [1]. Media, more than that, must be regarded as the important actor because media can create the public opinion. Media definitely determine the social groups

that will be voiced loudly. Media, finally, intentionally implicated the authorities holder to amplify the full agenda of moral panics.

Moral panics can be regarded as ethical razzle when society embraces any social problem or groups that threaten the normal social order. Cohen stated that moral panics have characteristics: (1) there is a condition, episode, people or groups of people that defined as a threat to values and social interests; (2) the condition and the figures that threaten are represented by the media in specific style and stereotypes; (3) reactions to criticize, to resist, and more than is to eliminate arise in society, for example religious leaders, observers, politicians, or the conservative groups; (4) the later events in the moral panics are the presence of the people socially regarded as the experts that able to overcome the problem; (5) the experts made diagnosis and its solutions; and (6) the condition vanish, disappear, and can appear more visibly [2].

Goode and Ben-Yehuda propose five criteria to identify moral panics: First, the concern that presents widespread to influence behavior of a part or entire society. Second, hostility, in attitude and act, addressed to a group of people that threaten and destroy the social order. Third, the emergence of social consensus that regard there are the social groups that threaten the social living. Fourth, the disproportion that means any members of society that their behavior are questionable. Fifth, volatility is event that easy to appear and disappear [3].

LGBT has created moral panics in the context of patriarchal culture that uphold heteronormativity. Culture can be meant as "the ways of thinking, the ways of acting, and the material object that together form a people's way of life" [4]. Patriarchal culture places modes of thinking, modes of acting, and any material object that simultaneously privilege the male. Heteronormativity is the rules of patriarchy and heteronormativity as social norms. Any gender, sexualities, and sexual expressions outside of it as deviation [5]. LGBT is a category outside of normality of heteronormativity. Therefore, LGBT is placed as the deviant, conflict creator, and the abnormal.

Journalism that applied in the patriarchal culture and heteronormativity certainly disparage LGBT. In journalism prevails the iron law that every news came from the fact, but not every fact worthy to be news. Any fact that can fulfill criteria of news values such as impact, timeliness, proximity, conflict, currency, novelty, and relativity that suitable for being news [6]. LGBT is a social group that has worthy news values in the journalism. First, LGBT is a social group that has unusual characteristics, so LGBT placed as the extraordinary figure. And, second, LGBT is the unexpected group. Whenever LGBT reported by the media there are worthy news values for society. In relation to journalism and moral panics, it can be read at news media headlines. The Headlines can state the storytelling point of view and therefore all the outline of the entire story. Headlines direct the reader to follow certain types of narratives [7].

III. ANALYSIS

The following are the headline that disparage LGBT, such as: "LGBT The Serious Threat" (*Republika* edition of Sunday,

January 24, 2016), "Minister of Defense Considers LGBT as a Part of "Proxy War" that Must Be Watched" (*Kompas.com* edition of Tuesday, February 23, 2016, 22:08), "Board of Nahdlatul Ulama: LGBT Colliding with Religion and the Nature of Human Being" (*Kompas.com* edition of Friday, February 5, 2016, 14:24), Indonesian Broadcasting Commission Prohibits TV and Radio Promote LGBT (*Kompas.com* edition of Saturday, February 13, 2016, 08:06), "Minister of Women's Empowerment and Child Protection: I Reject LGBT Action, Supervise the Children!" (*Kompas.com* edition of Monday, February 15, 2016, 13:36 WIB), "Mayor of Tangerang Claims Instant Noodles Triggers LGBT" (*Tribunjogja.com* edition of Saturday, February 27, 2016, 20:13), "Indonesia Council of Ulama and Islamic Organizations: LGBT Haram" (*Kompas.com* edition of Wednesday, February 17 2016, 14:13), "Executive Board of Nahdlatul Ulama: LGBT Staining of Humanity (*Antaranews.com* edition of Thursday, February 25, 2016, 18: 51), "Prosperous Justice Party Politician: Government Need to Block LGBT Sites (*Kompas.com* edition f Tuesday, February 16, 2016, 06:56), "Regent Anas: LGBT Contagious but can be Cured (*Kompas.com* edition of Monday, February 22, 2016, 09: 41), "LGBT Disturb Religious Life (*Republika.co.id* edition of Friday, February 12, 2016, 14:26), "Coordinating Minister for Political, Legal, and Security Luhut Pandjaitan: LGBT Need Religious Enlightening" (*Republika.co.id* edition of Friday, February 12, 2016, 13: 03), and "Vice President Kalla Disagree with LGBT Campaign" (*Kompas.com* edition of Monday, February 15, 2016, 18:06).

To discuss the headlines, the Critcher's ideas [8] used as techniques of analysis. There are five guide questions, namely:

First, *why and how some events interpreted by the news media as symbolizing a wider social problem?* LGBT interpreted by the media as the group of people who threaten excellent social order. To refer this interpretation, there are "two key events" used by media to use justification to place LGBT as the actors that do the harmful behavior. The "two key events" are the tragic death of Akseyna Ahad Dori and Wayan Mirna Salihin. In fact, the media can't prove the "two key events" have relevance to LGBT. The media just operate assumptions with selected diction that humiliate LGBT.

Second, *how are new social problems or issues labeled, defined and interpreted?* LGBT has been labeled and stigmatized as the humans beyond limits out of social normality. There are labeling or naming to LGBT, such as the people who threaten the fabric of society, the unity destroyers, the transgressors of religious life, the violator of religious rules, the people who contradict with the human nature being, or the contagious disease. All the labeling has placed LGBT as the lost pack of people who deserve to be punished and excluded from the excellent social system. If they want to be excluded, LGBT should be cured.

Third, *what kind of agenda is developed by news media and how does it become common across them?* Media developed agenda that in any perspectives LGBT is the big mistake. In religious perspective, LGBT is the prohibited behavior. In the political perspective, LGBT is the form of war in the modern era that finally annihilate Indonesia nation. In

social perspective, LGBT has become the serious threat to the children. The consequences are LGBT should be rejected even for humanitarian reasons.

Fourth, *in what ways do the news media make use of claim makers or experts in its discussion of the problem?* LGBT as the big problem discussed by the claim makers, namely religious leaders or *ulama*. That happened because it is the majority of Indonesian people are Moslems. The other religious leaders, that possibly refuse LGBT existence, never involved or interviewed in news reporting. Therefore, arose the words such as "LGBT *haram*" and "LGBT contrary to human nature (*fitrah*)". The dictions that explicitly reject LGBT existence can't be found in other religious nomenclature. Because of the religious leaders in intensive discussions, therefore the inferences are LGBT is not only the big mistake in humanitarian perspective, but also great sin before the God.

Fifth, *how does the news media agenda gain support among influential political elites, sufficient to bring about policy changes?* The influential political elites definitely involved with the media as the primary news source. They are the ministers interviewed to comment about LGBT. Even more, the ministers that out of away from the LGBT problems interviewed by the media, such as Coordinating Minister for Political, Legal, and Security and Minister of Defense. In the media perspective, LGBT is not only the sexuality issues, but also the political, legal, and even defense problems. Moreover, the Vice President also interviewed by the media just to legitimate that LGBT campaign should be prohibited. The officials state cohesively refuse LGBT existence with using more refined language than the religious leaders.

IV. CONCLUSION

The media have expressed the narratives of moral panics in reporting LGBT issues for January 20s to the end of February 2016. The narratives revealed how media regarded LGBT as social actors that can disturb social order operating smoothly. Media stigmatized LGBT as the transgressors of religious, social, and nation norms. Media stated the agenda that LGBT should be refused definitely with any reasoning, including human rights, though. Media implicated the claim makers, in the case, was *ulama* as the religious leaders, to legitimate the views that LGBT is the mistake not only in humanitarian perspective but also in religious values. In the end, the ministers who are regarded as the profiles high positions as authorities holders involved with the media to convince the state to refuse LGBT although their language was softer than the *ulama's* speech.

REFERENCES

[1] Battle, Juan andColin Ashley. 2008. "Intersectionality, Heteronormativity, and Black Lesbian, Gay, Bisexual, and Transgender (LGBT) Families". In Black Women, Gender + Families, Vol. 2,No. 1 (Spring), pp. 1-24.

[2] Burns, Lynette Sheridan. 2002. Understanding Journalism. New Delhi: Sage Publications.

[3] Cohen, Stanley. 1972/2002. Folks Devils and Moral Panics: The Creation of the Mods and Rockers, 3rd Edition. London and New York: Routledge.

[4] Critcher, Chas. 2005. Mighty Dread: Journalism and Moral Panics. In Stuart Allan, ed., Journalism: Critical Issues. Berkshire: Open University Press, pp. 177-187.

[5] Fulton, Helen. 2005. "Print News as Narrative". In Helen Fulton, et. al.Narrative and Media. Cambridge: Cambridge University Press, pp. 218-244.

[6] Goode, Erich and Nachman Ben-Yehuda. 2009. Moral Panics: The Social Construction of Deviance, 2nd Edition. Oxford: Wiley-Blackwell.

[7] Macionis, John J. 2012. Sociology: 14th Edition. Upper Saddle River: Pearson.

[8] Thompson, Kenneth.1998. Moral Panics. London and New York: Routledge.

A Survey of Market Orientation in Public and Nonprofit Organization (MO-PNPO) Research (2005-2015)

Ngatno

Doctoral Program of Social Science

Diponegoro University

Semarang, Central Java, Indonesia

(ngatno_fisip@yahoo.co.id)

Abstract—Over the recent years, the concept of market orientation has become an attractive avenue for research in marketing. However, despite an array of theories, a systematic framework investigating the role of market orientation in non-profit organizations remains limited. Through the integration of concepts from market orientation literature, the study put a comprehensive model that describes the role of market orientation in public and nonprofit organization (MO-PNPOs).

Keywords—market orientation; public organization; non profit organization

I. INTRODUCTION

The marketing concept holds that the key to achieving organizational goals is to be more effective and efficient than competitors in identifying and in satisfying the needs of target markets (Kotler, 2003). Kohli & Jaworski, (1990) and Narver & Slater, (1990) articulated a theory of ''market orientation'' they describe as the implementation of the marketing concept. The work of Kohli & Jaworski, (1990) and Narver & Slater, (1990) were the first in a substantial stream of research in the 1990s that investigated the antecedents and outcomes of a business increasing its market orientation. The meaning and importance of MO has been studied extensively in the for-profit sector (e.g., Kohli & Jaworski, 1990; Narver & Slater, 1990), but it is a relatively new concept in the public and nonprofit sector. Therefore, the public and nonprofit sector still seems to be struggling with adopting a market orientation (Caruana et al. 1997).

The increasingly competitive environment being experienced by third the commercial, public and non-profit sector has led to the adoption of market orientation by various organizations. During the last 15 years there has been a significant increase in the number of public and non-profit organizations, because of the rapid changes in environmental conditions. As a result there is a growth in competition among organizations that operate in this sector. It is important to be able to build strong brand identity, image and personality in order to differentiate themselves in the growing nonprofit sector. A better understanding of how individuals make choices regarding public and nonprofit organization would be valuable to organizations in indentifying and communicating with their target markets more effectively. So the commercialization of public and nonprofit organizations through marketing mechanisms has recently become important.

This article deals with market orientation from the less studied perspective of public and nonprofit organizations. Public and nonprofit organizations have become increasingly aware of the advantages of market orientation-based management and have reformulated their strategies according to it in adjusting to demanding and evolving environments. Unlike a more traditional review which looks for specific key contributions and seminal pieces of literature, we track the overall growth in MO-PNPOs research and present an analysis of publication outlets and problem domains where the research was conducted. We take a close look at the impact of MO-PNPOs-performance as well as the moderators and mediators of that impact. We introduce a conceptual model of MO-PNPOs in order to organize the vast body of MO-PNPOs. This paper is to provide a sort of roadmap to those interested in gaining a better understanding of MO-PNPOs research. This is followed by an analysis of the overall growth, publication outlets, and problem domains MO-PNPOs research. Based on these analyses, we present a conceptual model capturing the relationships between the domains of MO-PNPOs research. This is followed by a discussion of some of the limitations of our research as well as directions for further research and some brief conclusions.

II. METHODOLOGY

In our study a wide range of literature sources has been used: journals and scientific articles. In order to identify a comprehensive article for inclusion in our survey we utilized a simple keyword search of available online journal databases. The following six online journal (Google Scholar; Science Direct; Emerald; Ebscohost; Proquest; and Springer) databases were searched with the major key word phrase, "market orientation on public sector" and "market orientation on nonprofit organisations"on December 31, 2015.

We started based on the descriptor 'market orientation'. The full text of each article was reviewed to eliminate those

articles that were not actually related to MO-PNPOs. Only those articles that had been published in journals were selected, as these were the most appropriate outlets for market orientation for market orientation for public sectors or nonprofit organizations. Articles with no significant keywords and no publised on journal were neglected.

III. PUBLIC AND NONPROFIT ORGANIZATION DEFINITIONS

Given the intention to examine market orientation and organizational performance of the public and nonprofit organization, it is important to begin by defining what we mean by these term. Nonprofit organizations can be defined as: one that exists to provide for the general welfare of society, through the marshalling of appropriate resource and/ or the provision of physical goods and service.

The adoption of a distinctive market orientation by public and nonprofit organization became increasingly important during the 1980s and 1990s when both public and voluntary sectors were exposed to market mechanisms and business approaches (Balabanis, Stables, and Phillips 1997). Consequently, as public and nonprofit organizations are increasingly involved in competition for customer and competitor. In general terms, the public sector consists of governments and all publicly controlled or publicly funded agencies, enterprises, and other entities that deliver public programs, goods, or services. The concept of public sector is broader than simply that of core government and may overlap with the not-for-profit or private sectors. For the purposes of this guidance, the public sector consists of an expanding ring of organizations, with core government at the center, followed by agencies and public enterprises. Around this ring is a gray zone consisting of publicly funded contractors and publicly owned businesses, which may be, but for the most part are not, part of the public sector. Outside this clear public sector area is a gray zone, or boundary zone, with two types of organizations that might or might not be part of the public sector, that is: (1) state businesses are government owned and controlled businesses that sell goods or services for profit in the private market; (2) public contractors are legally independent entities outside government that receive public funding—under contract or agreement—to deliver public programs, goods, or services as their primary business. Due primarily to their limited public control, these organizations usually would be classified as not-for-profit or private sector entities.

IV. RESULT AND DISCUSSION

A. Trend of MO-PNPOs Research

Although most of the MO literature is based on the for-profit sector (Shoham, 2006), the MO-performance link in the public and nonprofit organization is under-researched. Research in MO is not so prevalent in the public sector and non-profit organization as in the private sector. There has been an increase of interest in MO and public sector organizations such as police services, hospitals, library, and universities in the last decade. Rodolfo, A. Belén, & Víctor, (2002) argue that the literature on the management of public and nonprofit organization concurs that MO should increase and improve

their results (Balabanis et al., 1997), but the empirical evidence is scarce, unlike in profit organizations.
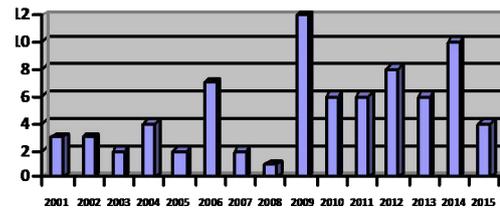
Fig. 1. The distribution of MO-PNPO articles by years

The distribution of articles published by year is shown in Fig. 1. Research output in MO-PNPOs has increased significantly since 2009. There was a slight drop in 2010, and stabily until 2014. As can be seen in the figure 1, the overall growth trend is strong and steady. In the first eight years (2001–2008) there were 20 publications (35.52% of the total), but from 2009 to 2015 the number of articles that discuss the MO-PNPOs more than twice (49 articles). These 69 MO-PNPOs articles were published in a total of 6 sources. Table 1 includes a listing of the frequency of MO-PNPOs articles for each year included in the study. The three MO-PNPOs journals, are publised by Proquest, Emerald and Google scholar (almost 76.81% of the total articles).

B. MO-PNPOs Issues

The contemporary responsive and proactive market orientation literature (from its 'rediscovery' in 2004 onwards) deals with four issues: (a) the definition and measurement issue; focusing on the conceptualization of the construct. (b) the model issue; focusing on the antecedents and consequences of a market orientation. This literature deals with the causes and effects of MO-PNPOs.

A computerized search in scholarly academic databases for research in this context yielded few papers and the number of empirical papers. In this section, we provide an overview of the results of our search. *Conceptual papers*, our search identified 15 theoretical/ conceptual/case study articles about MO-PNPOs. As will become apparent, these papers share only two things in common—dealing with MO and the public and nonprofit organization context. In sum, the conceptual papers reviewed cover a diverse set of topics and do not seem to have much in common. In fact, their contribution is marginalized by being "one-shot" contributions with no theoretical thread to tie them together. *Empirical papers*, our search identified 54 empirical articles about MO-PNPOs. Similar to the assertion made about conceptual and theoretical papers above, we note that these papers have little in common in the way of country, conceptualization and operationalization of MO, sample used, and method of analysis. However, most identified a positive MO-performance link (as: Amparo, Alejandro, & Manuel, 2001; Paarlberg, 2007; Zhou, Chao, & Huang, 2009; Yulia & Carmel, 2009; Rod & Ashill, 2010; Hashim & Abu Bakar, 2011; Walker, Brewer, Boyne, & Avellanda, 2011; Mahmoud & Yusif, 2012; Felgueira & Rodrigues, 2012; Rodrigues, Pinho, & Martins, 2013; etc).

C. The Model Issue of MO-PNPOs

The next issue in MO-PNPOs research is the model issue. The model issue focuses on the antecedents and consequences of MO-PNPOs, as well as variables that might moderate the relationships between MO-PNPOs and their consequences. The current degree of MO-PNPO is expected to correlate with current performance. Amount of studies have researched the relationship between the degree of MO-PNPOs and performance. This relationship has been studied for public and non-profit organizations. The current degree of MO-PNPOs is expected to correlate with current performance. The dominant view is that an organization's degree of MO-PNPOs has a positive significant effect on performance (Amparo, Alejandro, & Manuel, 2001; Paarlberg, 2007; Zhou, Chao, & Huang, 2009; Yulia & Carmel, 2009; Rod & Ashill, 2010; Hashim & Abu Bakar, 2011; Walker, Brewer, Boyne, & Avellanda, 2011; Mahmoud & Yusif, 2012; Felgueira & Rodrigues, 2012; Rodrigues, Pinho, & Martins, 2013; (Pinho, Rodrigues, and Dibb 2014); (Algarni and Talib 2014); (Gillett 2015) and satisfaction (Gainer and Padanyi 2005);(Modi and Mishra 2010); (Rod and Ashill 2010); (Hashim and Abu Bakar 2011); (Walker et al. 2011)(Modi 2012); (Casidy 2014); (Mainardes and Dos Cerqueira 2015)

Kohli & Jaworski, (1990) state that the benefits of being market orientated may be greater for organizations in a competitive industry than for organizations operating in less competitive industries. Organizational factors are important precursors to market orientation (Kohli et al., 1993; and Narver & Slater, (1990). Many researches shows that factors of MO-PNPO are: organization factor (Lin 2011); organizational factors, high level management, economic factors (Kowalik 2011); managerial attitude and group culture (Hashim and Abu Bakar 2011); top management, inter-departmental dynamic, organization system (Dwairi 2012); teaching, research and cultural diffusion (Flavián and Lozano 2006); Emphases, professional attitude size, entrepreneurship and perceive environmental (Amparo et al. 2001).

Mediator variables appear to play an important role in increasing the strength of the association between MO-PNPOs and performance. In fact, some of research argued that there may not be direct relationship between MO-PNPOs and performance, measure when a mediating is included in case that the relationship becomes insignificant. There are many mediator of MO-PNPO and performance: service quality (Hashim and Abu Bakar 2011); innovation (Choi, 2014; Algarni & Talib, 2014).

V. CONCLUSION

This survey reviewed empirical articles related to market orientation of public and nonprofit organization (MO-PNPOs) from 2001 to 2015. It provided a guideline for scholars and practitioners. The study depicted a considerable leap research in MO-PNPOs since 2009 simultaneously to the universally growth. It showed that MO-PNPOs is a universal phenomenon. This survey found out that MO-PNPOs has been considered importantly for both public and nonprofit organization. This study concludes that it may have a direct relationship between implementing MO-PNPOs and performance and satisfaction.

Beside, in the relationship between MO-PNPO and performance, this survey pulled out the most common variables researched related to mediators and performance dimensions. To conclude, a framework prepared for researchers and practitioners who involve in the field of MO-PNPOs antecedent and consequences.

REFERENCES

[1] Algarni, Abdullah Mohammed M. and Noraini A. B. U. Talib. 2014. "Business Management Department Faculty of Management Universiti Teknologi Malaysia." (2012).

[2] Ali, Kara, John E. Spillan, and Oscar W. DeShields. 2004. "An Empirical Investigation of the Link between Market Orientation and Business Performance in Nonprofit Service Providers." *Journal of Marketing Theory and Practice* 12(2):59–72.

[3] Amparo, Carvera, Molla Alejandro, and Sanchez Manuel. 2001. "Antecedents and Consequences of Market Orientation in Public Organization." *Eropean Journal of Marketing* 35(11):1259–86.

[4] Balabanis, George, Ruth E. Stables, and Hugh C. Phillips. 1997. "Market Orientation in the Top 200 British Charity Organizations and Its Impact on Their Performance." *European Journal of Marketing* 31(8):583–603.

[5] Caruana, Albert, B. Ramaseshan, Michael T. Ewing, and Albert Caruana. 1997. "Australian Public Sector Market Orientation and Organizational Commitment Sector." *International Journal of Public Sector Management* 10(4):294–303.

[6] Casidy, Riza. 2014. "The Role of Perceived Market Orientation in the Higher Education Sector." *Australasian Marketing Journal (AMJ)* 22(2):155–63.

[7] Choi, S. 2014. "Learning Orientation and Market Orientation as Catalysts for Innovation in Nonprofit Organizations." *Nonprofit and Voluntary Sector Quarterly* 43(2):393–413.

[8] Dwairi, Musa. 2012. "Orientation In Public Sector In The Kingdom Of." 499–505.

[9] Felgueira, Teresa and Ricardo Gouveia Rodrigues. 2012. "Market Orientation of Teachers and Researchers in Higher Education Institutions: A New Approach." *VIEŠOJI POLITIKA IR ADMINISTRAVIMAS PUBLIC POLICY AND ADMINISTRATION* 11(4):703–18.

[10] Flavián, Carlos and Javier Lozano. 2006. "Organisational Antecedents of Market Orientation in the Public University System." *International Journal of Public Sector Management* 19(5):447–67.

[11] Gainer, Brenda and Paulette Padanyi. 2005. "The Relationship between Market-Oriented Activities and Market-Oriented Culture: Implications for the Development of Market Orientation in Nonprofit Service Organizations." *Journal of Business Research* 58(6):854–62.

[12] Gillett, A. G. 2015. "REMARKOR: Relationship Marketing Orientation on Local Government Performance." *Journal of Services Research* 15(1):97–130.

[13] Hashim, Fariza and Abdul Rahim Abu Bakar. 2011. "Antecedents and Consequences of Market Orientation in Non-Profit Organizations: Evidence From Malaysia." *International Journal of Management & Marketing Research (IJMMR)* 4(3):95–105.

[14] Kohli, Ajay K., Bernard J. Jaworski, and Ajith Kumar. 1993. "MARKOR: A Measure of Market Orientation." *Journal of Marketing Research* 30(4):467–77.

[15] Kohli, Ajay K. and Bernard. J. Jaworski. 1990. "Market Orientation the Construct, Proposition and Implication.pdf." *Journal of Marketing* 54(April):1–18.

[16] Kotler, P. 2003. *Marketing Management*.

[17] Kowalik, Izabela. 2011. "Market Orientation and Its Antecedents in the Polish Local Governments." *International Journal of Public Sector Management* 24(1):57–79.

[18] Lin, Wen-bao. 2011. "Factors Affecting Hospital ' S Adoption of a Market Orientation." 8(2):66–78.

[19] Mahmoud, Mohammed Abdulai and Baba Yusif. 2012. *Market Orientation, Learning Orientation, and the Performance of Nonprofit Organisations (NPOs)*. Retrieved (http://www.emeraldinsight.com/doi/abs/10.1108/17410401211249193\nhttp://www.emeraldinsight.com/10.1108/17410401211249193).

[20] Mainardes, Emerson Wagner and Alexandre Santos Dos Cerqueira. 2015. "Measuring the Internal-Market Orientation in the Public Sector." *Public Organization Review*.

[21] Modi, Pratik. 2012. "Market Orientation in Nonprofit Organizations: Innovativeness, Resource Scarcity, and Performance." *Journal of Strategic Marketing* 20(1):55–67.

[22] Modi, Pratik and Debiprasad Mishra. 2010. "Conceptualising Market Orientation in Non-Profit Organisations: Definition, Performance, and Preliminary Construction of a Scale." *Journal of Marketing Management* 26(5-6):548–69.

[23] Narver, John C. and Stanley F. Slater. 1990. "The Effect of Market Orientation on Business Profitability." *Journal of Marketing* (October):20–35.

[24] Narver, John C., Stanley F. Slater, and Douglas L. MacLachlan. 2004. "Responsive and Proactive Market Orientation and New Product Success." *The Journal of Product Innovation Management* 21(5):334–47.

[25] Narver, J. C., & Slater, S. F. 1990. "The Effect of Market Orientation on Business Profitability." *Journal of Marketing* 54(April):1–18.

[26] Paarlberg, Laurie E. 2007. "The Impact of Customer Orientation on Government Employee Performance." *International Public Management Journal* 10(778384749):201–31.

[27] Pinho, J., A. Rodrigues, and S. Dibb. 2014. "The Role of Corporate Culture, Market Orientation and Organisational Commitment in Organisational Performance: The Case of Non-Profit Organisations." *Journal of Management Development* 33(4):374–98.

[28] Rod, Michel and Nicholas J. Ashill. 2010. "The Effect of Customer Orientation on Frontline Employees Job Outcomes in a New Public Management Context." *Marketing Intelligence & Planning* 28:600–624.

[29] Rodolfo, Vázquez, del Río A. Belén, and Iglesias Víctor. 2002. "Consumer-Based Brand Equity: Development and Validation of a Measurement Instrument." *Journal of Marketing Management* 18(1-2):27–48.

[30] Rodrigues, Ana Paula, José Carlos Pinho, and Francisco Vitorino Martins. 2013. "The Impact of Market Orientation on Employee's Satisfaction and Commitment and on Organizational Performance: Application to the Local Public Sector." *Revista Portuguesa de Marketing* 30:18–35. Retrieved (http://repositorio.utad.pt/handle/ 10348/517).

[31] Shoham, a. 2006. "Market Orientations in the Nonprofit and Voluntary Sector: A Meta-Analysis of Their Relationships With Organizational Performance." *Nonprofit and Voluntary Sector Quarterly* 35(3):453–76.

[32] Walker, R., G. Brewer, George Alexander Boyne, and C. Avellanda. 2011. "Market Orientation and Public Service Performance: New Public Management Gone Mad?" *Public Administration Review* 707–17.

[33] Yulia, Yeni and Herington Carmel. 2009. "The Effect of Marketing Planning and Market Orientation on Higher Education Performance." *ANZMAC* 1–9.

[1] Zhou, Yanfeng, Paul Chao, and Guang Huang. 2009. "Modeling Market Orientation and Organizational Antecedents in a Social Marketing Context Evidence from China." *International Marketing Review* 25(3):256–74.

Reflection on Peat Swamp Fires in Indonesia

Alamsyah
Department of Public Administration
Sriwijaya University
Palembang, Indonesia
(alamsyah78@fisip.unsri.ac.id)

Sri Suwitri
Department of Public Administration
Diponegoro University
Semarang, Indonesia
(sri_suwitri@yahoo.co.id)

Kismartini
Department of Public Administration
Diponegoro University
Semarang, Indonesia
(kis_martini@yahoo.com)

Yuwanto
Department of Political Science
Diponegoro University
Semarang, Indonesia
(yuwantosaja@yahoo.com)

Abstract—**Peat swamp fires, particularly in Sumatera and Kalimantan island, Indonesia, have been occur every year. Literature study shows that this phenomenon has been attracting scientists from various disciplines of science and produced significant contribution to understanding peat swamp fires and haze disaster in Indonesia. However, these studies have ignoring the contribution of networked actor to peat swamp fires and haze disaster. In fact, empirical evidence shows that it involves many actors (local, national, and global level). In this paper, the author shows that peat swamp fires and haze disaster in Indonesia, especially in South Sumatera, can be explained using policy network perspective. Early observation on this phenomenon shows that it has been created a policy community. However, their evolution tends to opposite with Hypothesis 1 and Hypothesis 2 in Advocacy Coalition Framework (ACF). Empirical research is needed to investigate this gap more deeply.**

Keywords—*peat swamp; fires; haze disaster; Indonesia;*

I. INTRODUCTION

The environment is one of the global issues facing humanity when human civilization undergoing industrialization process since the Industrial Revolution (1750-1870) [1]. In 1798, Thomas Malthus was expressed this issues through phrase: "population, when unchecked, increases in a geometrical ratio. Subsistence increases only in an Arithmetical ratio" [2]. Two centuries later, they were voiced by Limits to Growth [3] and Our Common Future [4]. Today, the United of Nations (UN) has integrated environment issues in Sustainability Developments Goals (SDGs) paradigm that replacing Millennium Development Goals (MDGs) [5], [6]. This story shows a strong multi-stakeholder commitment to environmental problems at global level.

Indonesian government has also a high political commitment to preservation of the environment (see, Constitution of Republic of Indonesia, Article 28H, Paragraph 1; Article 33 Paragraph 4). It has produced several law on environment (Law 32/2009 on the Protection and Environmental Management). It is mean that they vision has congruent with global vision on environment. Culturally, the Indonesian society is part of the Eastern culture that emphasizes harmonious principle within human-environment relationship [7]. This principle is the ethics foundation that could be found in customary law in Indonesia, for example, forbidden forest [8], sasi custom [9], taboo [10], human-plants relationships [11], or human-animal relationship [12].

This cultural capital was supported by civil society actors, which is represented by diverse non-governmental organizations who cares on environmental issues [13]. In Indonesia, the NGO has contributed substantively to increased participation, transparency, establishing an institutional framework infrastructure for the development of democracy, and change advocating [14], including preservation of the environment [15]. However, rule of law, government's participation in global initiatives, cultural capital, and the presence of civil society who are concerned with environmental issues does not ensuring the creation of a better environment. One of the environmental problems that has been consistently occur within 10 (ten) years is peat swamp fire (see Figure 1).
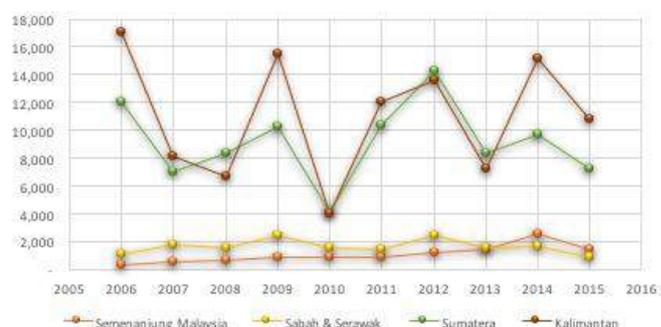
Source: http://asmc.asean.org/asmc-haze-hotspot-annual#from2015, accessed at 3 January 2016. Data was reformatted and re-visualized by authors

Figure 1 Hotspot progress in Indonesia and Malaysia (2006-2015)

Peat swamp fires and haze disaster is a global environmental problem. Although Indonesian's economic growth is low, but he has the third place in the world – after the United States and China – as a contributor of greenhouse effect. This situation was triggered and created by peat swamp fires in dry season which releases more carbon dioxide into the air [16]. It disturbs population health in Indonesia, Malaysia and Singapore [17], [18]. For the ASEAN countries, particularly Singapore and Malaysia, peat swamp fires and haze disaster have a negative multipliers effect. It affects daily productive activity of people, loss of economic benefits, and burdening government budget [19], [20].

Peat swamp and haze disaster also stimulate a negative reaction from nongovernmental organization at national (i.e.: WALHI) and international level (i.e.: OXFAM) [21], [22]. It encouraged the ASEAN countries (the Association of Southeast Asian Nations) to ratify the agreement on Transboundary Haze Pollution at 10 June 2002. This ratification indicate that ASEAN country does not simply see it as Indonesian problem only, but it is a collective problem, that is, the ASEAN problem [23]. Unfortunately, after 12 (twelve) years, precisely on 16 September 2014, Indonesia became the last country who ratified this agreement.

II. Current Findings

Indonesia's peat swamp fires that producing haze disaster for Southeast Asian region has been investigated by several scholars from many discipline: ecology [24], [25], cultural studies [26], politics [27], [28], public policy [29], and governance [30], [31]. Although [30] and [31] using the same perspective to explaining forest conservation policy in Indonesia, but they did not include the issue of peat swamp fires and haze disaster as the object of their study. However, both of them showed that forestry sector has complex issues (involving many actors, institution, and networking) and should be explained by governance perspective.

Those studies in the above provide its own contribution to understanding peat swamp fires and haze disaster in Southeast Asia, particularly in Indonesia. However, there is no researcher explaining it based on policy network perspective. In fact, as suggested by [30] and [31], it involves multi-actors that interacting in a specific network. In the context of South Sumatera province, this network has begun growing when the European Union (EU) implementing theirs program (the South Sumatra Forest Fires Management) in 2003. EU has been facilitated this network to formulating the cause, effect, and solution of peat swamp fires by focusing interaction of land, forest, people, and corporation as a interplay factors [32].

III. The Next Agenda: Applying ACF

The policy community is successful to identify problems and alternative recommendations for peat swamp fire prevention policies. It is indicated that, according to ACF perspective, they have similar causal belief [33]. This situation is in line with Hypothesis 2 in ACF, that is: actors within an advocacy coalition will show substantial consensus on issues pertaining to the policy core, although less so on secondary aspects [33]. It will, then, facilitate coordination, cooperation,

and produces policy output which is in line with policy belief of policy community.

In fact, this policy community was fail to translate their causal belief into real policy. It is contrast to ACF preposition which is believed that the measure of success and failure of policy communities is embedded in their ability to translating causal belief into real policy [33]. Policy option which is adopted by the Government of South Sumatera Province is simple indicator of this failure. The Government of South Sumatera Province likes to approaching peat swamp fire and hazes disaster as natural disaster than non-disaster approach [34], [35]. It is mean that the Government of South Sumatera Province has negated causal belief of policy community which consists of more non-disaster approach to managing peat swamp fires and haze disaster. This situation challenging theoretical believed, especially in governance tradition, who state that policy networking is the best treatment to remedy various problems in community [36], [37].

If we interpreted this failure as instability of policy community, then we are challenging Hypothesis 1 in ACF, that is: "on major controversies within a policy subsystem when policy core beliefs are in dispute, the lineup of allies and opponents tends to be stable over periods of a decade or so" [38]. For ACF, long term is generally understood as 10 (ten) years period or more. In our case, 2003 was considered as birth year of policy community in peat swamp fires and haze disaster in South Sumatera Province. This policy community still exists until now (2015). 2003-2015 period is 17 (seventeen) years and already meet ACF intended duration.

Instability of policy communities can also be explaining through actor's perspective on peat swamp fire and haze disaster in 2015. For example, Alex Nurdin (the Governor of South Sumatera Province) said that the primary cause of peat swamp fire is natural factors [34]. Siti Nurbaya (Minister of Environment and Forestry) said that forest fires, including peat swamp fires, are caused by people activity. In contrast to these opinion, WALHI Sumatera Selatan (South Sumatera Forum for Indonesian Environment) stated that the primary executor of peat swamp fires is plantation corporations who has controlling land through Industrial Plantation Forest (HTI) concession [39].

Based on narrative in the above, we concluded that peat swamp fires and haze disaster in South Sumatera Province can be explaining by policy networks (i.e.: ACF). Off course, ACF cannot provide practical solutions to substantive problems [33]. For the author, the ACF interpretation on dynamics of policy network is a source of inspiration for multi-parties within the network to maximize their role for influencing policy process. Empirical research is needed to prove this hypothetical statement: peat swamp fires and haze disaster, as an ecology disaster, was caused by poor governance.

IV. Conlusion

Peat swamp fires in Sumatera and Kalimantan island that produced haze disaster for Indonesia, Singapore, and Malaysia is a global environmental problem. Similar to others environmental problem, it has various dimensions: ecology, socio-cultural, economy, and politics. We show empirical and

theoretical situation where policy networking in peat swamp fires and haze disaster has developed without following theoretical beliefs of ACF supporter. This situation, then, demands further scientific explanation from political scientist.

REFERENCES

[1] M. H. Hart, *Understanding human history*. Georgia, USA: Washington Summit Publishers, 2007.

[2] T. Malthus, *An essay on the principle of population*. London, U.K: J. Jhonson, 1798.

[3] D. H. Meadows, D. L. Meadows, J. Randers, and W. W. Behrens III, *The limits to growth: a report for the Club of Rome's project on the predicament of mankind*. New York, USA: Universe Books, 1973.

[4] G. H. Bruntland, M. Khalid, S. Agnelli, S. A. Al-Athel, B. Chidzero, and L. M. Fadika, "Our common future: Report of the World Commision on Environment and Development." United Nations, Washington D.C., USA, pp. 284–287, Apr-1989.

[5] United Nations, *The Millennium Development Goals Report 2015*. New York, USA: United Nations, 2015.

[6] United Nations, *Transforming our world: the 2030 Agenda for Sustaianable Development*. New York, USA: United Nations, 2015.

[7] D. Henley, "Natural Resource Management: Historical Lessons from Indonesia," *Human Ecology*, vol. 36, no. 2, pp. 273–290, 2008.

[8] G. B. Hainsworth, "Economic growth, basic needs, and environtment in Indonesia: the search for harmonious development," *Southeast Asian Affairs*, no. 1985, pp. 152–173, 1985.

[9] C. Zerner, "Through a Green Lens: The Construction of Customary Environmental Law and Community in Indonesia's Maluku Islands," *Law & Society Review*, vol. 28, no. 5, pp. 1079–1122, 1994.

[10] L. T. Uyeda, E. Iskandar, A. Purbatrapsila, J. Pamungkas, A. Wirsing, and R. C. Kyes, "The role of traditional beliefs in conservation of herpetofauna in Banten, Indonesia," *Oryx*, pp. 1–6, 2014.

[11] B. Belcher, N. I. Rujehan, and R. Achdiawan, "Rattan, rubber, or oil palm: cultural and financial considerations for farmers in Kalimantan," *Economic Botany*, vol. 58, no. Supplement, pp. S77–S87, 2004.

[12] E. P. Riley, "The importance of human–macaque folklore for conservation in Lore Lindu National Park, Sulawesi, Indonesia," *Oryx*, vol. 44, no. 22, pp. 235–240, 2010.

[13] C. Heurlin, "Governing civil society: The political logic of NGO-state relations under dictatorship," *Voluntas*, vol. 21, no. 2, pp. 220–239, 2010.

[14] H. Antlöv, D. W. Brinkerhoff, and E. Rapp, "Civil Society Capacity Building for Democratic Reform: Experience and Lessons from Indonesia," *Voluntas*, vol. 21, pp. 417–439, 2010.

[15] S. Suharko, "The Success of Youth-Oriented Environmental NGO: A Case Study of Koalisi Pemuda Hijau Indonesia," *Asian Social Science*, vol. 11, no. 26, pp. 166–178, 2015.

[16] T. Wright, "World Bank may reward the rescue of rain forests; G-8 backs new effort to keep tropical areas in bid to help climate," *The Wall Street Journal Asia*, Hong Kong, p. 1, Jun-2007.

[17] A. Anonymous, "Air Pollutant Index Hits All-Time High Of 839 in Kuching," *Asian Wall Street Journal*, Victoria, Hong Kong, p. 11, Sep-1997.

[18] J. M. Watts, "Singapore Grapples With 'Unhealthy' Haze From Indonesia; Air Pollution in Singapore Reached its Most Hazardous Level This Year on Tuesday," *Wall Street Journal (Online)*, New York, N.Y., Oct-2014.

[19] J. Hutton, "Riau's economic loss from forest fires in March hits 20t rupiah," *The Business Times*, Singapore, Apr-2014.

[20] I. M. Sentana, C. Fernandez, and N. Brereton-Fukui, "World News: Malaysia Haze Worse As Jakarta Fights Fire," *Wall Street Journal*, New York, N.Y., Jun-2013.

[21] M. Bachelard, "Office paper 'sourced from forests': Indonesia," *Sydney Morning Herald (Australia)*. Sydney Morning Herald, p. WORLD; Pg. 15, Jul-2014.

[22] M. Rizki, R. Nofitra, I. G. Sufa, and S. Sundari, "Walhi Somasi Presiden dan Tiga Menteri | fokus | Tempo.co," *Tempointeratkif.com*, 2013. .

[23] L. Gooch, "Choking smog blankets Southeast Asia," *International Herald Tribune*, Paris, p. 3, Jun-2012.

[24] E. Frankenberg, D. McKee, and D. Thomas, "Health Consequences of Forest Fires in Indonesia," *Demography*, vol. 42, no. 1, pp. 109–129, 2005.

[25] S. E. Page, F. Siegert, J. O. Rieley, H.-D. V Boehm, A. Jaya, and S. S. Limin, "The amount of carbon released from feat and forest fires in Indonesia during 1997," *Nature*, vol. 420, pp. 61–65, Nov. 2002.

[26] V. Bizard, "Living with the Risk of Fire in Indonesia's Peatlands," *Internationales Asien Forum. International Quarterly for Asian Studies*, vol. 42, no. 1–2, pp. 319–343, 2011.

[27] H. M. Varkkey, "Malaysian investors in the Indonesian oil palm plantation sector: home state facilitation and transboundary haze," *Asia Pacific Business Review*, vol. 19, no. 3, pp. 381–401, 2013.

[28] H. Varkkey, "Oil palm plantations and transboundary haze: Patronage networks and land licensing in Indonesia's peatlands," *Wetlands*, vol. 33, no. 4, pp. 679–690, 2013.

[29] H. B. Dulal, K. U. Shah, and C. Sapkota, "Reducing emissions from deforestation and forest degradation (REDD) projects: lessons for future policy design and implementation," *International Journal of Sustainable Development & World Ecology*, vol. 19, no. 2, pp. 116–129, Apr. 2012.

[30] P. Agung, G. Galudra, M. Van Noordwijk, and R. Maryani, "Reform or reversal: the impact of REDD+ readiness on forest governance in Indonesia," *Climate Policy*, vol. 14, no. 6, pp. 748–768, Nov. 2014.

[31] C. van Oosten, P. Gunarso, I. Koesoetjahjo, and F. Wiersum, "Governing Forest Landscape Restoration: Cases from Indonesia," *Forests*, vol. 5, no. 6, pp. 1143–1162, 2014.

[32] S. Suyanto, U. Chokkalingam, and P. Wibowo, "Kebakaran di Lahan Rawa/Gambut di Sumatera: Masalah dan Solusi," in *Kebakaran di lahan rawa/gambut di Sumatera: masalah atau solusi*, 2003.

[33] H. C. Jenkins-Smith, D. Nohrstedt, C. M. Weible, and P. A. Sabatier, "The Advocacy Coalition Framework: Foundation, Evolution, and Ongoing Research," in *Theories of the Policy Process.*, Third., P. A. Sabatier and C. M. Weible, Eds. Colorado, U.S.A: Westvew Press, 2014, pp. 4.008–4.886.

[34] Kompas TV, "Alex Noerdin Bicara Asap - AIMAN Episode 34 Bagian 5 - YouTube," *www.kompastv.com*, Kompas TV, Indonesia, 2015.

[35] Z. Hussain, "Indonesia to induce rain over forest fires," *The Straits Times (Singapore)*. The Straits Times (Singapore), p. ASIA; South East Asia, Feb-2014.

[36] A. Sandström, "Policy Networks: The relation between structure and performance," *Policy Studies Journal*, vol. 36, no. 4, 2008.

[37] E. Sorensen, "Democratic Theory and Network Governance," *Administrative Theory & Praxis*, vol. 24, no. 4, pp. 693–720, 2002.

[38] P. A. Sabatier, "The advocacy coalition framework: revisions and relevance for Europe," *Journal of European Public Policy*, vol. 5, no. 1, pp. 98–130, 1998.

[39] Kompas TV, "Pembakaran Lahan, Siapa Diuntungkan? - AIMAN Episode 34 Bagian 4 - YouTube," *www.kompastv.com*, Kompas TV, 2015.

Keys to Successful Innovation Strategy of Implementing Online Appraisal Performance

Dr. Kismartini, M.Si; Galih Wibowo; Edoardus E. Maturbong; Yearzy Ferdian; Karel Betaubun

Public Administration Doctoral Program, Faculty of Social and Political Sciences

Diponegoro University

Semarang City, Indonesia

(Prodi_dap@gmail.com/galih.akademik@gmail.com)

Abstract—**E-government is one of innovation phenomenon that is done by its country bureaucracy system. Innovations are applied to support organization performance. But they aren't enough to reach the goal. The environmental strategic factors become innovation strategy that done to improve performance. While they can't be applied without nothing keys successful. Implementing this analysis into both of union management is done to find keys successful innovations strategy implementing.**

Keywords—Appraisal; Environmental Strategic; Innovation; Keys Successful Strategy

I. INTRODUCTION

The important steps of public administration evolution are policy innovation appearing, that contain new policy direction and initiatives (LAN; 2014). At its country concept, innovation also occur when Governments use information technologies (ITs) to organize, communicate, and deliver services (McNutt; 2012) known as e-government. From time to time, innovation isn't always getting success (Franklin; 2003 and Christensen; 2003). In the other hand, it become a dilemma, for continuance organization activity in a long time that need commitment in always doing transformation through *disruptive growth*, but the fact shows there is only little company who get success in this case (Denning; 2005). This research is about modern management also find that information technology investment and production can't improve productivity without completing other development (Topkins; 1995). At the management strategy, environment is one of important contextual factor that impact into company performance (Hammel; 1999), so that inovative organization have to has commitment to control environment (Light, 1998). While innovation can be continue and support company performance that is need for innovation strategy (Light, 1998). It has to able mixing innovation effort and environmental organization for company performance. This is importance ways to looking for the keys successful implementation strategy in question.

Ministry of Industrialization Indonesian Republic is one of successful organization in environment control and innovation applying. It is developed innovation application named e-government contains working appraising through online system. It is aimed to increased organization appraising through working hours effectiveness and budget utilizing efficiency. Working hour apparatus effectiveness has succeeded to be increased based on table 1 and 2. The use of budget can be

saved of 3.14 billion rupiah, by negating the need for the procurement server for 50 units amounted to 2.5 billion dollars, 500 million rupiah consultant fees, the stationery purchase and a facsimile of 80 million dollars, as well as the Elimination of shipping documents 60 million rupiah. The cost savings also implicates against the paperless concept, the human resources effectiveness, and encourage the human resources empowerment internal capacity because it negates external consultant.
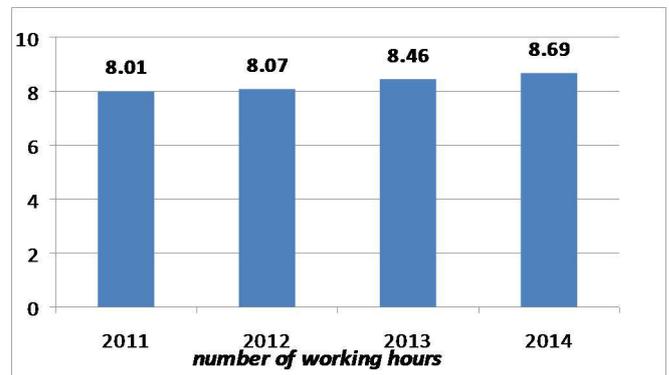
Fig. 1. Average Working Hour Increasing for Employee Taking 8 Hours Normative
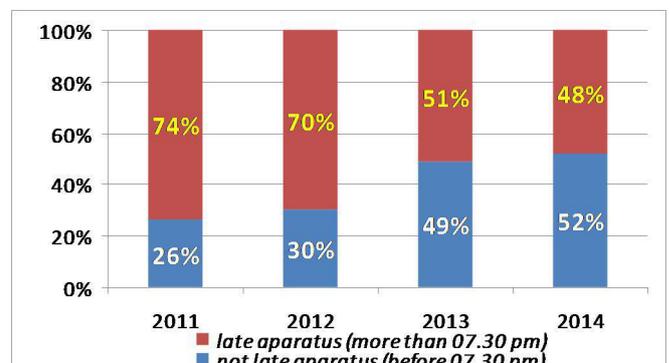
Fig. 2. Employee Percentage Who Come on time and Late (more than 7.30 am)

Bases on the innovation success, the Ministry of industry is successfully awarded Bkn Award in the category Best no 1 in 2015 of implementation performance appraisal ministries/government agencies Non-Ministerial Department. The success of these triggers breakfast buffet to find out the key success of an innovation strategy.

II. THEORETICAL FRAMEWORK AND METHOD

In the evolution era of Administration, the public organization analogous to the company, so as to move forward in innovation should have ability to generate competitiveness (Han; 2001), for business successful in the millennium century defined by innovation (Hammel; 1999). Innovation in the organization consists of various things, one of which factor technology (Abend; 2005) (Khalil; 2000). In addition to improving organizational performance needed intellectual investment (Edvinsson & Malone; 1997) or innovation by leveraging the skills and resources (Jones; 2004). From the assumptions it can be said that innovation is comprised of technology, skills or intellectual abilities and resource management could be the drivers of organizational performance. This is in line with the opinion of the Organization illustrates that Barney is the merging of resources and ability to provide competitive advantage (Barney; 2002).

However, the resources and intellectual ability isn't enough to encourage performance (Youndt et al; 2004). On the other hand, knowledge and information alone also doesn't ensure the occurrence of innovation. (Jones; 2004), in a perspective of strategic management, the environment is an important contextual factor that impact on the company performance. Environmental factors include policy leadership/Government and law, technology, resources, and users taste (Hammel; 1994). So that innovation can be sustained and supported the company performance is required, innovation strategies that can be applied is radically, incremental or integrated (Terziovski, 2002). While the innovative terms organization is the need to have a commitment to control environment (Light, 1998). From the broad range of opinions, it can be mean that organizational performance successful is determined by the innovation strategy that combines innovation factors and environmental factors. A good innovation strategy is combining technology and intellectual resources, as well as the organization environmental factors that is the leadership policy, and the users attitude. Qualitative descriptive method with a round table discussion and observation is conducted to examine the legal and policy variables, technology, managing resources and user competence, so the keys success are found a strategy for innovation. Research conducted by 2015 at the Ministry of Industry of the Republic of Indonesia, in Jakarta.

III. RESULT AND DISCUSSION

E-government innovation policy at the Ministry of industry of Republic Indonesia has started since 2009. The year 2010 issues Ministerial Regulation to set up performance management. In 2012 the measurement mechanism of attendance system is replaced electronically connected with the intranet portal, and then serve as the basis for Performance-based Payments System attendance and employees performance. Innovation continues to be developed, up to 2014 has made Achievements Assessment system integrated, online work between attendance, the performance calculation and other system benefits. The scoring work system achievement integrates online employee such as these don't yet exist and used by other institutions. In addition, this system integrates advantages increase the effectiveness and efficiency, so as to spur the attitude of the leadership decide this innovative policy continued. Although Ministers changed, yet innovative policy such as this goes on. Even July 2015, the existing system is updated and enhanced with a variety programs, such as the ease of application of flexi-time for the apparatus are in the working area of Jakarta as a response to the obstacles severe traffic congestion often occurs. Flexi- time is the tolerance working hours by 15-minute delays for employees who must be replaced with the suspending return. Policy change leadership in providing tolerance associated with the application flexibility of goal setting for each work unit leader with the area character. The entire policy leadership is set out in a regulation of the Minister so it has strong levels legality to be implemented.

Technical efforts are undertaken in technology range -based measures. To support the smooth running of traffic data, Internet channels built with bandwidth of 2 x 100 Mbps for the data center. Both could mutually backing up, so if one dies or is in maintenance process, then the other will be backup, thereby servicing and performance will not be disturbed. The application system is also integrated with various other conveniences, such as staffing information system, e-budgeting, monitoring, e-file library or database activity, Intra fax to be used for distributing messages and commands or e-disposition alert system and equipped reminder gate away. Innovations online performance assessment is performed by human resources internal. The development needing system will be more easily implemented by the human resources at Ministry of industry compared to party consultants who need time for technology transfer and a huge budget allocation. In addition, internal party thus better understand technical connection requirements, and other factors related to innovation needing. Internal human resource involved in the creation application-based performance appraisal online is an impressive array Information technology experts and the Ministry of industry. During this time, they have produced various e-government products are also patentable, such as online licensing services, monitoring online and so on. In this case, can be said to be competence and experience managing human resources is already adequate.

Employee Performance attendance online system tested for first time in 2010 that are applied employee voluntary, without any reward – punishment. Since 2012, the system is treated in full with the reward punishment concept. Although it's been a long time applies, but socialization continues. Socializing done in interpersonal and utilize online means that exist in the application. Employees can download the rules and material dissemination or online tutorials, doing the questioning through Forum Discussion Online, or helpdesk contact to consult, and also provide mechanism complain. Container proposal facilitates complaints, criticism and suggestions. This aspiration is usually delivered the users when the system can't work a maximum or crash, and if found cheating or counting

errors. Transparency in the appraising system noteworthy online performance, these parties could mutually supervise via the social control. Thus the clerk which one can correct an employee's performance is nothing more, so if it doesn't fit may report it as a complaint. Mechanisms to complain and transparency is becoming feedback for improvements system in the future.

IV. CONCLUSION

Generally the innovations implemented by Ministry of industry of Indonesia applying performance system appraisal incremental innovation is Online, which earlier and far well prepared, even supported with technical and socialization efforts ranging from 2010 to 2015 still continues. From the description and variable analysis policy and law, technology, managing resources and users, the keys success is obtained which supports the implementation innovation strategy runs optimally are:

1) An attitude of tolerance, associated with the gradual implementation of the action, start 2010 in voluntary, the year 2012 is applied in full. Tolerance is a form of leadership wisdom, especially in changing work procedures and goal setting bases on the area condition, such as the existence of flexi time

2) Intensive Socialization, through many media, such as interactive communication, online tutorials, online discussion and helpdesk can help (problem solving) employees in using the application

3) The transparency process, supported the existence mechanism to accommodate criticism, suggestion and complaint users against cheating, thereby encouraging the presence of social supervision entire application user against another user.

ACKNOWLEDGMENT

REFERENCES

[1] Abend, C.J. (2005). In Search of Innovation Synthesis, Ideas for a Unified Innovation Theory, Technology Transfer Society.

[2] Barney, J.B. (2002). Gaining and Sustaining Competitive Advantage 2nd Edition, Pearson International Edition.

[3] Christensen, C.M., Raynor, M.E. (2003). The Innovator's Solution, Creating and Sustaining Successful Growth, Harvard Business School Publishing Corporation

[4] Edvinson, L. and Malone, M. (1997). Intellectual Capital: realizing Your Company's True Value by Finding Its Hidden Brainpower, HarperCollins Publisher, New York

[5] Franklin, C. (2003). Why Innovation Fails, Spiro Press.

[6] Hammel, G. (1999). Leading the Revolution, Boston, MA, HBS Press

[7] Han, X. (2001). Intellectual capital and organization performance: interplay of knowledge management and human resources, Research Project Report Conference of National Science Council, I-Shou University, Kaosiung, 203-23

[8] Jones, G.R. (2004). Organizational Theory, Design, and Change, Prentice-Hall

[9] Khalil, T. (2000). Management of Technology, The Key to Competitiveness and Wealth Creation, McGraw Hill.

[10] Light, P. (1998). Sustaining Innovation: Creating Nonprofit and Government Organizations That Innovate Naturally, Jossey-Bass Publishers.

[11] McNutt, Kathleen. (2012). From the Outside In: The External Face of e-Government. Journal of Information Technology & Politics, 9:319–337. Copyright © Taylor & Francis Group, LLC ISSN: 1933-1681 print/1933-169X online DOI: 10.1080/19331681.2012.727726

[12] Pusat Inovasi Tata Pemerintahan, Tim. (2014). Handbook Inovasi Administrasi Negara. Pusat Inovasi Tata Pemerintahan – Deputi Inovasi Administrasi Negara Lembaga Administrasi Negara. Jakarta

[13] Denning, Stephen , (2005). Transformational innovation: A journey by narrative, Strategy & Leadership, Vol. 33 Iss: 3, pp.11 – 16

[14] Terziovski, M. (2002). Achieveing Performance Excellence Through an Integrated Strategy of Radical Innovation and Continuous Improvement, Measuring Business Excellence, (6), 2.

[15] Topkins, M, (1995). The economics of modern manufacturing, American Economic Review, (85),4, 991-5

[16] Youndt M., Subramaniam, M., Snell, S. (2004). Intellectual capital profiles: an examination of investment and return, Journal of Management Studies, (41), 2, 335-61

[17] http://www.kemenperin.go.id/artikel/12305/Kemenperin-Raih-BKN-Awards-2015--Kategori-Implementasi-Penilaian-Kinerja-Terbaik

Office Analysis in the Determination Process Officials:

Based on the Public Works Agency in Bengkulu Province

Iqbal M. Mujtahid; Sri Suwitri; Hascaryo Pramudibyanto
Public Administration, Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
Office Email: prodidap@gmail.com

Abstract—**Human resources are a prime organization mover. The civil servant management is using the analysis of the position, this analysis resulting position description job title and specifications position. This research aims conducting a study of the institutional compliance office and analysis bases on the employee placement on the basis terms office, the suitability of employee placement specifications office is more details and bases on education level and courses, competence, experience and physical condition. The results show the placement of employees on the basis office terms is in compliance with the employment conditions. The proportion of the workload is in compliance with the number of employees is still happening though inequality workload.**

Keywords—Analysis of the Position; The Officials; Competence

I. INTRODUCTION

An organization that is well managed and controlled will result in good performance anyway. It is expected this to occur in the Work Unit abbreviated as (Satker) Implementing national road abbreviated as (PJN) Office of public works abbreviated as (PU) in Bengkulu province. With the number of great human resources, amount 55 people, Bengkulu province is supposed to control their employee performance proportionately. But that happens when it is the opposite. Although the PJN is dominated by male employees who are perceived better understand infrastructure issues, but have yet to show positive results. So it is also with the secondary scholarship is owned by the majority employees in this matter, this institution doesn't provide significant impact.

Through a study conducted Christianty (2013), note that there is necessity to be treatment for employees in this institutions, although they are already have a high working period. Rationale study is the formation of basic tasks and employees functions whose haven't fit the actual conditions. That is, this still requires one fundamental change in order for the target that they set in the construction of infrastructure in Bengkulu able to match time planned.

II. THEORETICAL FRAMEWORK AND METHOD

This research of policy analysis is done with qualitative method. The data objective is gotten through interviewing process and focus on group discussion with this institution employee in Bengkulu province.

III. RESULT AND DISCUSSION

The development of the needs and demands of the organizations is one crucial thing in good government. This should be preceded by the recruitment system existence of prospective employees accordance with the field work needed. In this context, not all educational background would be appropriate and relevant to the work load of prospective employees. Moreover, prospective employees should be reinstated later the specific strategic and quick decision necessity, demanding the competent of human resources presence. In pre survey done, found indications that there is a discrepancy work areas with employees who accept the task. The rank and educational background, there are eight people that doesn't relevant. Constructive technical things whose is done by employees who set back non-education technique. This certainly will add to job finishing, and will even occur when the work is done by those who set of engineering education.

The Organization has a structure and descriptive way, the sustainability work of its organization feared would have experienced constraints. For the necessary presence of rearrangement is in the placement terms officers, field work, and educational background. The arranging with this study, the author expects that these institutions has one standard and criteria of workers who are expected to support its performance and pattern arranging or a basic analysis of the office who are able to provide a positive contribution for the employee's position description arrangement. Thus, through the authors study will describe the answers of two problems. In this case, the author is convinced that this will be able to give benefits about employee placement mechanism accordance with the setting of the aft education and office, as well as analysis results can provide new knowledge for all employees in this institutions so this quality achieved performance accordance with the targets and their workload.

IV. Organizational Management

The institutional context or hierarchy is meant as an order of the organization that owns the command chain in the form of a pyramid of its components at the lowest level to the top. Nature can also be military or others. On each eye there is a chain of command authority and responsibility contained in the organization. Certainly the organization is an implicit describing rules or procedure by some organizations is doesn't assessed flexible. For organizations that have the institutional rules of the grammar neat, they have set so many forms that showed the delegation authority of work descriptions, accordance with the power hierarchy.

One of the organizations follow the institutional systems kind have been set a division of labor, specialization, impersonal orientation, hierarchical power, regulations, careers, and efficiency. In doing so, it will be created the optimal work efficiency. In general institutional as well as the order that has great ability in moving the organization, because the institutional styled formally rising to the rational actions within an organization. In fact, Sinambela (2008) indicates institutional as a means or instrument for the exercise activities of the Government.

As for the institutional characteristics, such as those delivered by Widodo (2001), is a public institution that must be able to work in an efficient, effective, competitive, responsive, and adaptive. In addition, the public must have institutional willingness and ability required to develop them self, adjusting with the dynamic situation and the uncertainty environment.

Local government institutional as well as in Sumatra is an extension of the central institutional hands in access for the Ministry of governance and development in this region. The position of the Government in Bengkulu bases on issue of democracy, autonomy, and openness are very strategic. The cause of its existence institutional local is the spearhead community growth participation in the national process and regional development.

V. Conclusion

The term analysis procedure is in a single new demand. This factor rates important thing because this is a general procedure of leadership organization that will be able to take a decision, because the office analysis procedure is a position analysis in the implementation guidelines. Steps to be taken by the leadership of this institution in Bengkulu province, among others, is to determine the utilizing results of the information analysis Office, collecting information about the background by way of gathering and data qualify, reviewing the background information in organizational charts form, process chart, and job description of staff.

The next step is to do the selection. It can suppress the budget unit of work and more efficient use of time. Other measures, namely in the form of information gathering analysis position by position analysis with actual spool data on work activity, employee behavior is required, the working conditions, as well as the terms of implementing personnel work units. Putting together a job description and job specification, analyze the work, putting together a job description and work evaluation of staff, being one step form the leadership of this institutions. This can also be leadership guidance of the unit's work to foresee or take into organizations development account to pay attention the employee ability in the future.

References

[1] Cristianty, 2013, *Study Penataan Kelembagaan Sesuai dengan Analisis Jabatan Di Satuan Kerja Pelaksana Jalan Nasional Provinsi Bengkulu*. Tesis Universitas Bengkulu.

[2] Morgeson, F.P and Campion, MA. "Accuracy in Job Analisys: Toward and Inference Based Model" *Journal of Organization Behaviour*, 21, 819-827.

[3] Naif, Naveed, et.all. 2013. "Competency Based Job Analisys". *International Journal of Academic Research in Accounting Finance and Management Sciences*. Vol.3 No 1 Januari 2013 pp.105-111.

[4] Sinambela, Lijan Poltak. 2008. *Reformasi Pelayanan Publik*. Jakarta: Bumi Aksara.

[5] Widodo, Joko. 2001, *Good Governance Telaah Dari Dimensi Akuntabilitas, Kontrol Birokrasi Pada Era Desentralisasi Dan Otonomi Daerah*. Surabaya: Insan Cendekia.

The Review Implementation of the Auction Office Echelon I and Echelon II in Realizing the Government's Apparatus Characterized by Professionals at the Ministry for Administrative Reform and Bureaucratic Apparatus

Irawan; Sri Suwitri; Kismartini; Y. A.Warella
Public Administration Doctoral Program,
Faculty of Social and Political Science, Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**Image of bureaucratic Indonesia is still has to be improved, in the culture of State apparatus, it is still encountered corruption, collusion and nepotism so that influence on the service organization quality. The Government apparatus professionalism has to be improved, among others through auctions of office accordance with the Act number 5 in 2014 about Civil State. This minister has been carrying out auction office to fill post of Echelon I and Echelon II expected more professionals, performers, providing services in a fair and neutral. This position is expected auction could be a model for applied ministries, agencies and local governments throughout Indonesia. The expected implementation of auction office follow the entire ministries, agencies and local Governments conducted independent providers and controlled by the State Commission on Civil Apparatus, thus creating a civilian employee, professional performers, providing services in a fair and neutral, as well as adhesive and unifying nation.**

Keywords—*Auctions; Eselon I and eselon II; Professionalism; State Apparatus*

I. INTRODUCTION

According to Bappenas (2004) in the Research Centre for the study of the autonomous performance region LAN (2012:22) reveals that the image of Indonesia still needs to be increased bureaucracy. The condition of the bureaucracy since the new order still lumpy in the culture of the State apparatus, the culture of corruption, collusion and nepotism to the present still often performed by the State apparatus, as well as the low level of public services provided to society has not shown significant improvement, so the public is reluctant to deal with the bureaucracy. The low professionalism also becomes part of the apparatus in question within the bureaucracy in Indonesia. According to Hayat (2013:25), that the concept of the right man on the right place of civil servant placement is still an obstacle in awarding public service process, (bases on ACT number 5 in 2014 about Civil Apparatus, henceforth

abbreviated from PNS to ASN). The main factor is the competence that is owned by an employee does not correspond to its own competence, so that implicates against ministries to society. Akbar (2012:39) this is existence compounded of bureaucratic performance friction from the elite level to street level bureaucracy, coupled with problems relationship overlapping structural and conceptual. Therefore, the repair and quality improvement of civil servant should be enhanced, inter alia through the auction Office, Government through Act No. 5 in 2014 about Civil Apparatus of the State provide realistic about repair against the establishment of human resources in the public service.

II. THEORETICAL FRAMEWORK AND METHOD

Auction terms of Office are more popular around society in recent years. Especially when the Governor of DKI Jakarta takes auction district head and sub district head. The variety responses emerged, ranging from support to don't understand its meaning. The actual auction Office in question is the promotion of an open position (open promotion) for officials of government bureaucracy. It is starting from open promotion done at Ministry for Administrative Reform and Bureaucratic Apparatus known as KEMENPAN RB to fill the post of head employee agency (Bkn) and Penitentiary Administration (LAN), and officials in the Ministry Echelon I at this Ministry. BKN and LAN is an agency called by this Ministry. The success of that model is made in the human resource management career coaching Apparatus, which is included in acceleration program of the bureaucracy reform. A policy made charge material in Act Civil Apparatus of the State. The system says that the coaching career of civil servant is carried out in a closed state, with an open understanding between government agencies. That is what encourages promotion of the publicly position should be immediately implemented.

Through promotion of openly, this Ministry will get a professional structural officials, have high competence, good

performers, teamwork, and expectations of the organization. In other words, they will get the best between structural officials. Forward will be much more broadly that is open nationally, officials of the region can get to the Centre, the official Center can reach the area. Auction Office also receive positive support from Indonesian House Representative abbreviated as DPR RI, including the Governor of the national resilience Institute sees it from a different pair of glasses, in the future of the promotion system implementation is open or auction will gradually erode the appellation "son" from the Governor to head level. It will also create a healthy competition in local governance. Currently start in March 2016, entire officer Echelon I and Echelon II (Echelon I totaled 9 officials, and Echelon II totaled 27 officials) who occupied the position in the Ministry for Administrative Reform and Bureaucratic Apparatus is the result of an auction which followed from ministries, agencies and local governments.

III. RESULT AND DISCUSSION

Auction Office for apparatus Echelon I and Echelon II at the Ministry for Administrative Reform and Bureaucratic Apparatus, need to be monitored its implementation carried out by the civil Apparatus Commission's, given this Commission is non structural independent and free from political intervention to create a professional and performing civil servant, providing services in a fair and neutral, as well as adhesive and unifying the nation. Technically operational, while waiting for further policy, namely in the form of government regulations, rules and regulations of the Minister President as a follow-up to Act No. 5 in 2014 about Civil State Apparatus so that the results of the auction office professional apparatus, resulting in changes attitude and behavior so as to improve the public service organization with a variety innovations, among other things, drawing up and implementing public service standards, standard operating procedures and minimum service standards.

IV. CONCLUSION

The implementation of Act No. 5 in 2014 about Civil State Apparatus is very important, it can create a civil servant professional performers, providing services in a fair and neutral to the society, meaning that they have to be professions and management system bases on the civil servant merit or comparisons between qualifications, competence, and performance required by the position with the qualifications, performance and competence owned by candidates in recruitment , adoption, placement and promotion at the Office that is carried out in an open and competitive, in line with good governance, which in turn create a Government that is efficient and effective.

Auction Office is not only carried out at the Ministry for Administrative and Bureaucratic Apparatus but also it is expected to be implemented in all ministries, agencies and local governments.

REFERENCES

[1] Akbar, Andi Ali Said (2012), *Mengurai Hambatan Relasi Struktural Membangun Kompetensi Birokrasi, Civil Service.* Jurnal Kebijakan dan Manajemen PNS 6 (2): 38-46

[2] Hayat (2013), *Profesioanalitas dan Proporsionalitas: Pegawai Tidak Tetap Dalam Penilaian Kinerja Pelayanan Publik.* Jurnal Kebijakan dan Manajemen PNS 7 (2): 24-39.

[3] ------ (2014), *Implikasi Undang-Undang Aparatur Sipil Negara Terhadap Peningkatan Kualitas Sumber Daya Aparatur*, Jurnal Transformasi Administrasi, PKP2A IV LAN.

[4] Pusat Kajian Kinerja Otonomi Daerah (2012), *Pengukuran Kinerja dan Evaluasi Kinerja Manajemen PNS di Daerah.* Jurnal Info Kajian Lembaga Administrasi Negara 6 (1): 22-58

[5] Undang-Undang Nomor 5 Tahun 2014 tentang Aparatur Sipil Negara.

One Door Integrated Service Bureaucracy Known as (PTSP) in Indonesia

Ngalimun; Sri Suwitri; Hardi Warsono; Kismartini
Public Administration Doctoral Program, Faculty of Social and Political Science,
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—Integrated Service reform one door (PTSP) is to improve public services quality preceded by a changing of bureaucracy paradigm that is clean and serve. PTSP arranged in presidential regulation Number 97 in 2014 about One Door Integrated Service management. Regulation of the Minister of State for Administrative Reform and the Bureaucracy Reform No 36 in 2012 is about Technical Drafting Instructions standard service. Regulation of the Minister of State for Administrative Reform and Bureaucracy Reform number: PER URM.PAN//15/7/2008 about the of Bureaucracy Reform guidelines. The Bureaucracy Reform at the Ministry in order to cut the chains of bureaucracy where services are scattered throughout a work Unit Area (SKPD) into PTSP. One door Integrated Services (PTSP), in licensing service impact on multi effect with ease minding permission, many investors comes to Indonesia can absorb the workforce and increasing taxes.

Keywords—Integrated Service; PTSP and One Door

I. INTRODUCTION

One Door Integrated Services (PTSP), bureaucratic reform in this era that needs to be addressed by public service application, it is an activities series in the framework of the fulfillment of the service necessity accordance with the regulations for each citizen and resident of goods, services and administrative services provided by the public service organizer, accordance with Act No. 25 in 2009 about public service. In article 9 paragraph (2) the arrangements concerning the integrated service system one door. Government Regulation Number 96 in 2012 about the directions of the implementation of Act No. 25 of 2009 about public service.

Accordance with Act No. 17 in 2007, about the Long-term National Development Plan 2005-2025 and the regulation of the Minister of State, Bureaucratic Reform and PAN number: PER URM.PAN//15/7/2008 about the Bureaucracy Reform guidelines. The Regulation of the Minister of PAN and Bureaucracy Reform declare in Number 20 in 2010 about Bureaucratic Reform Road Map 2010-2014. Bureaucratic Reform Road Map (RMRB) aims to provide the implementation direction of the bureaucracy reform at the Ministry/Agency (K/L) and local government in order to run effectively, efficient, scalable, consistent, integrated, sustainable, and work continue.

A. Issues of Government Bureaucracy Reform

Bureaucratic reform has to start from the institutional and human resources apparatus arrangement. Next is making arrangements, mechanisms, systems, and procedures are not simple convoluted, enforce accountability apparatus, improving and creating a comprehensive oversight, and improving public services quality towards those qualities and excellence. Bureaucratic reform need to be prioritized in the public service work units such as service permissions. Presidential regulation number 97 in 2014 is about One Door Integrated Service management. Licensing services part of the Government functions as the fulfillment community necessity as a consumer (the products of Government), will be the Ministry of public service and civil, faced with many problems especially relates to Bureaucratic Reform demands of the various parties concerned.

The Ministry of the PAN has been analyzing into the reform of government bureaucracy and identifying trees thoughts Bureaucratic Reform State Apparatus (Youth Program Field study in 2003-2004) described as follows:

1) Institutional: the structure of lean and rich functionality, streamlined, and effectively.

2) Human Resources Reform: human resources professional, neutral, and prosperous, modern staffing management, neutral, prosperous, useful, effective, productive, transparent, clean and free of CCN to serve and society empower.

3) Governance or Management: performance simplified Government apparatus, characterized by the mechanism, system, procedure, and the work is orderly, efficient, and effective.

Thus some legislation has been established as terms of local governments reference organization, the difficulties faced are:

1) Integrated Service bureaucracy Reform one door (PTSP) which has the dimensions of wide, so many interrelated aspects and requires the intervention and coordination between the various parties concerned;

2) Authority Devolution service permissions that have not been accordance with the licensing arrangements where expectations are still some SEGWAY.

3) Bureaucratic Reform is not yet available in a quick, precise and accurate, but the availability of such information is a top priority (entry point) to improve the performance of the bureaucracy towards professional and accountable.

4) Institutional PTSP/SEGWAY in diverse Indonesia resulting in increased the problem complexity.

There are many problems of policy issues which cast doubt on the bureaucracy reform theory (Paudel, 2009), the weak regulatory condition. Bureaucracy implementation use inconsistent implementation, the concept is often used to classify characters as well as the implementation process outputs also outcome from the implementation in the service permissions granting.

II. THEORETICAL FRAMEWORK AND METHOD

Background issue of Integrated Services on One Door is still in complaining about society because the Ministry is still Working Units spread across several Devices area (SKPD), not all permissions transferring to the PTSP. It is still going attraction authority permissions, and doesn't take permission. It is considered the original revenue source known as (PAD) of this Region.

III. RESULT AND DISCUSSION

Bases on the discussion results and explanation that the provincial Government/County/City in Indonesia in the Bureaucracy Reform One Door Integrated Services (PTSP) can be seen to the institutional organization of the PTSP there head office and head of the Agency as well as the head of Department. In doing the bureaucracy reform to improve the public service quality is preceded by the changing of bureaucracy paradigm that is clean and serves, and improving then human resources quality through the preparation of Apparatus standard human resources competencies reform public service providers. Human resources competence Apparatus which is the accumulation of education/training variable level, the number of working experience years and service variety is the determining of public service quality. As the increase in public services quality, then human resources reform mindsets need to be tailored to this paradigm.

Institutional PTSP synchronization to the attention of the (reform) the procedure to be done comprehensively and coordinative, hence the sectors and agencies that have the authority relates to the application of compulsory procedures make improvements in order to achieve the objectives of Bureaucracy Service Reform seen from the normative point of view as authority to move, harmonize, align, so that everything is focused on achieving a specific purpose at this time. From a functional point of view, the coordination is done in order to reduce the potential negative impact specialization, and streamline the Division of labor in organizations associate the day-to-day adjustment, the achievement process of a purpose among the goals are tied to it.

SOP as guidelines are binding on the various activities or relates items in the dimension of time, place, cost components, function, and significance, an organizer of the PTSP with user community services, so that both parties are focused on

Government single goal set and success is not tainted by the other party. More Ndhara (1989:41) suggests that coordinating means to own on the initiative of informing the things that need to be looked at through a communication medium available, so the deal and alignment as well as harmony. The bureaucracy is one of the institutions most often even as a whole become activity executor. Even in certain cases the bureaucracy is created just to run a certain policy. Ripley and Franklin in Winarno (2005:145-160) identified six characteristics of a bureaucracy as a result of bureaucracy observation in the United States, as follows: Bureaucracy is not the power of neutral and not in full control of outside parties; Bureaucracy is created as an instrument in addressing public needs purposes (public affair); Bureaucracy is the dominant institution in public bureaucracy reform has different interests in any hierarchy; Bureaucracy has a number of different purposes; The function of bureaucracy are in a complex environment and wide; Bureaucracy has a high survival instincts so rarely found a bureaucracy of death. Upon the explanation above, then understand the bureaucratic structure is the fundamental factor to examine public bureaucracy reformation. According to Edwards III Winarno (2005:150) there are two main characteristics of bureaucracy: "Standard Operational Procedure (SOP) and fragmentation".

IV. CONCLUSION

Bases on the discussion and explanation results there is a conclusion that the Government of the province/district/city in Indonesia in the bureaucracy reform of One Door Integrated Services (PTSP) can analyze strengthening Institutional Organization in order to stimulating permission and non service permissions in transferring to PTSP. The bureaucracy reform is still facing obstacles PTSP associated with authority transferring that the licensing service is not yet everything transferring to PTSP but some still on by SEGWAY. Integrated service quality improvement in One Door in Indonesia especially institutional strengthening recommendation policy direction PTSP bureaucratic reform program to encourage in order to be achieved to attract investors in Indonesia, the need for: "The institutional organization of the Synchronization in head Agency form" in the continued policy implementation, with the original Fist PTSP institutional Office become the Agency head, it is in order for the coordination with the SEGWAY technical running synergy to the application against improvements (reform).

Integrated Service of One Door is a bridge in the improving service quality, with given the ease in taking care of Permits then it will have an impact on investors' entry into Indonesia, with many companies go in then it could absorb the workforce and have an impact on increasing tax. The realization of strengthening government bureaucracy in order to a Government that is clean and free of CCN, increasing the public services quality to society, and increasing the capacity and accountability of the bureaucracy performance.

REFERENCES

[1] *Asian Journal of Social Sciences & Humanities* Vol. 4(4) November 2015. *Jurnal Implementation Policy Integrated Service (Oss) In South Sumatra Province*

[2] Edwards III, George C 1980. *Implementing Public Policy Washington DC: Congresional Quarterty Press*.

[3] Mustopadidjaja, AR, 2007, *Manajemen Proses Kebijakan Publik, Formulasi, Implementasi dan evaluasi Kinerja*, LAN (Lembaga Administrasi Negara

[4] *Menuju Manajemen Publik Kelas dunia*, Formulasi Reformasi Birokrasi di Indonesia (secretariat Komite Pengarah Reformasi birokrasi Nasional , 2012).

[5] Ndraha, Taliziduhu. Kybernology (Ilmu Pemerintahan Baru) 1 & 2, Rineka Cipta, cetakan pertama, Mei 2003.

[6] Paudel, Narendra Raj. *A Critical Account of Policy Implementation Theories: Status and Reconcideration Nepalese Journal of Publik Policy and Governance*, Vol XXV, No 2 December 2009

[7] Winarno, Budi, 2002. *Teori dan Proses Kebijakan Publik*. Yogyakarta: Media Presindo.

[8] UU 25 Tahun 2009 tentang *Pelayanan Publik*.

[9] PP Nomor 96 Tahun 2012 tentang Pelaksanaan UU 25 Tahun 2012 *Pelayanan Publik*.

[10] Peraturan Presiden Nomor 97 Tahun 2014 Tentang Pelayanan Terpadu Satu Pintu.

[11] Peraturan Menteri PAN dan RB. Nomor: 15/M.PAN/7/2008 tentang Pedoman Umum Reformasi Birokrasi.

[12] Peraturan Menteri PAN dan RB. NOMOR 20 TAHUN 2010 Tentang Road Map Reformasi Birokrasi 2010-2014

Transformation Analysis of Inalum Ltd. Post-Acquisition: A McKinsey Framework

Nicholas Marpaung

Department of Business Administration
Faculty of Social and Political Sciences
Diponegoro University,
Semarang, Indonesia
(nicholasmarpaung@rocketmail.com)

Bulan Prabawani
Department of Business Administration
Faculty of Social and Political Sciences
Diponegoro University,
Semarang, Indonesia
(Iboel18@yahoo.com)

Hari Susanta,
Department of Business Administration
Faculty of Social and Political Sciences
Diponegoro University,
Semarang, Indonesia
(harisusanta.nugraha@gmail.com)

Abstract—**Inalum transformation of post-acquisition has brought significant change in the firm. There are variety of discrepancies between planning and implementation in the business operation. Using elements of McKinsey Model with case study from in-depth interview and observation, this study has found seven soft and hard elements to be reviewed by the firm to be succeeded at the transformation. There are seven key elements that must be synchronized within the company to achieve success. This model is also used to locate and diagnose obstacles and problems that can develop and implement strategies. Inalum has strategic challenges which result in ineffective decision making, authoritarian, ethnocentric, and divisional structure. Hence, the firm should change the organization to be a hybrid organization structure in which managers have cultural literacy and consider the matter as shared value fundament, to enhance employees comfort and social awareness.**

Keywords—change management; McKinsey model; strategic implementation

I. INTRODUCTION

According to Rochyadi (2008), change is defined as a condition that is different from the previous conditions. Changes occur as a result of process and describe a prior and post event in relation to physical or ideas changes that may result in positive (growth), negative (stagnation), or rewind (collapse) reaction and outcome. Similarly, Wibowo (2007) said that change is transformation of present situation towards a better state. Potts and Lamarsh (2004) added that change is a shift from a current state of an organization towards the desired situation in the future. All organization must be changed and developed because of pressure from internal and external environment. In detail, Drucker (1993) mentioned several renewal sources of an organization; they are un-expectation, incongruity, need-based innovation, industrial or market structure, demographics, perception, and knowledge.

An organization change is basically caused by partial or a whole change of a function on a system. As a consequence, individual or persons inside the organization must also be changed (Balogun: 2004). As referring to Stoner and Freeman (1989 in Wibowo, 2007: 9), management is process of planning, organizing, directing, and supervising organization members by using there sources to achieve the organization's goals. Hence, change management is a systematic process of applying knowledge, tools, and resources to influence change in people of organization (Potts and LaMarsh, 2004 in Wibowo, 2007: 241). Change management is a continuous process in order to renew an organization in regard to the direction, structure, and ability to serve ever-changing needs of the market, the customers and the workers themselves. Change in an organization is not an accident but a choice to sustain, survive, and develop. Maintaining the survival of organization at short and long term is one objective of the changes. To achieve these objectives, directors should analyze and harmonize important elements in the company in order to achieve success.

Inalum Ltd. (Inalum), an aluminium processing enterprise, has been privatized by Indonesian government from a Japanese consortium, Nippon Asahan Aluminium Co. Ltd. (NAA). The privatization has brought significant change, such as in the vision and mission, shared value, corporate strategy, organizational structure, and management style. However, the transformation of Inalum has also impacted on ineffective strategic implementation. The people need time to adapt and are not ready with the fundamental changes due to a lack of socialization and commitment. In addition, the internal element of change has not functioned properly, and then the acquisition goal has not been achieved. Therefore, this paper analyzed the Inalum strategic implementation since its acquisition in 2013. In doing so, McKinsey Framework is used. This analysis is necessary as McKinsey Framework offers criteria to harmonize essential elements of organizational change to achieve a firm's goals and to find alternative solutions for the organization's problems.

McKinsey 7S Framework is a model to analyze an organizational effectiveness, especially in the field of strategic implementation after a fundamental change. Singh (2013) said that the McKinsey 7S model is complex and interconnected as a change in one element influences changes in other elements. In addition, McKinsey Framework is a strategic model that can be used to improve organization performance, understand the most influential factor in the organization's strategy, determine the best way to re-align the organization to a new strategy, and examine the current organization works (the Strategist organization, 2011 in Garbrah and Binfor, 2013). Therefore,

McKinsey Framework is suitable platform to analyze a state-owned enterprise, Inalum, post-acquisition. This research is aimed to analyze the change management of Inalum and the barriers during the process of change using McKinsey 7S model analysis. Finally, this study will formulate suggestions for the firm to properly accelerate the change.

II. LITERATURE REVIEW

Change management is a systematic process of applying knowledge, tools, and resources to influence people who are affected by the process. Change management is essential to provide business solution in a structured way. The approach of change management are identifying the affected objects that potentially resistant towards changes, tracing sources, types, and resistant level, and designing effective strategy to reduce the resistance. Grant (2008 in Garbrah and Binfor, 2013) adds that this framework is able to explore various elements that contribute to transformational change.

McKinsey 7S model was developed in 1980 by McKinsey consultants; they were Tom Peters, Robert Waterman, and Julien Philips with the help of Richard Pascale and Anthony G. Athos. McKinsey 7S Model has been widely used to analyze change management that occurs within an organization. This model is modified according to the environment and the expected goals of the organization. Using this model, stakeholders will be able to identify problems and obstacles that occur in the changing process to find suitable formulation to overcome. In addition, this model is also used to determine current and post organization's position and how the organization's expectancy. The basic premise of this model is that there are seven internal aspects of an organization which are interrelated and have to be considered together to achieve practical Integration of Human Resources and Organizational Strategies (Talwar, 2006, p.210). The seven aspects are classified into soft and hard elements. The soft elements are shared values, skills, style, and staff, which are difficult to describe, less tangible, and influenced by culture. Hard elements are more easily defined, specified, and influenced by management. They are strategy, structure, and system.

III. METHODOLOGY

A qualitative descriptive study is used in this study. Phenomenology is necessary to analyze a research object within its natural context. It means qualitative researcher see an event as not partial, apart from its social context. A similar phenomenon in a different circumstance would have a different meaning.

The data were collected through primary data collection (interview, observation and documentation) and secondary data (collection of archive and document archive-related institutions). The informants are employees and managers of Hydroelectric Power Plant who have worked at the company more than 10 years as they have wide information and experience of Inalum changes prior and post-acquisition.

McKinsey model is used to identify 7 (seven) interrelated key elements to determine an organization success/failure (Willson and Gilligan, 1997 in Garbrah and Binfor, 2013). The

7s elements is used as a benchmark to interview the informant, and pattern matching is applied to narrate and describe the findings.

IV. DISCUSSION

PT. Inalum has a corporate strategy that seeks to increase production and diversify of its products. This strategy is a reasonable strategy for a newly merged firm, which commonly focused at the short-term strategy. The firm applies divisional organization structure in which Inalum has two main units. The units are Smelting Facility Unit and Hydroelectric Power Unit. (Annual Report, 2015).The process of changes in Inalum has been on the right track as the planning, the transformation performance has not been successful. Hence review of the transformation process is necessary.

Using the seven elements of McKinsey, it has been found that the divisional structure in Inalum is beneficial to facilitate effective decision making, simply management structure, and reduce management risk. In an effort to build an effective communication between manager and staffs, Inalum facilitates direct communication. In addition, Inalum has advanced information technology which enables departments communicate fast and easy, and also facilitates quick and precise decision making. However, people are confused due to the difference of organizational structure of prior and post-acquisition. Furthermore, lack of information regarding with the changes has caused problems of reporting procedures and responsibility adjustment. To identify the condition of Inalum post the acquisition and the obstacles, McKinsey is also designed to detect problems and provide options for managers or stakeholders to align with existing elements. Hence, a balance of the 7 elements is essential.

In short, using McKinsey 7s model, this study summaries the firm's challenges and the proposed solutions as the following:

TABLE I.   CHALLENGES AND ALTERNATIVE OF SOLUTIONS FOR INALUM TRANSFORMATION WITHIN MCKINSEY 7S MODEL

Elements	Challenge	Alternative of solution
Strategy	1. short term strategic plan to increase production and enhance differentiation 2. passive manager - staff communication 3. ineffective decision making	1. integrative long and short term goals 2. an open and flexible communication 3. employees comfort
Structure	1. divisional organization structure 2. implicit communication 3. centralized decision	1. hybrid organization structure 2. egalitarian 3. coordination 4. decentralized decision 5. explicit communication
System	1. authoritarian 2. whistle blowing system 3. acceleration focused action 4. weak ethics standard 5. unsatisfactory merit system	1. prevention 2. open communication 3. standardization 4. monitoring and evaluation
Shared value	1. keeping of prior culture 2. weak shared value	1. obeying current culture 2. prospective value: professionalism, development, cooperation, responsibility, integrity, benefit
Style	tribal/ethnocentric leadership style	cultural literacy leadership
Staff	1. multitasking demand 2. average staff competences	1. clear job description 2. distinctive competences 3. team building
Skill	1. lack of professional employees 2. no sustainable evaluation of employees	1. social awareness 2. sustainable evaluation and control

From the point of view of the soft elements, firm's strategy is important for a leader to use his/her emotional intelligence and flexibility in applying the right strategy at the right time. The organizational structure must be precise and encourage open communication at all levels that enable self-correction and problem solving groups. Similarly, the existing working system should be simplified, make it easier for operators to apply it in the business operations. Shared value on Inalum was not poor; however, the staffs that have diverse backgrounds need prioritization of individual values. Managers should establish a transparent organization where staff can live their values.

According to the hard elements, experienced employees who will retire should be maintained with a short contract for the transfer of knowledge. Managers must also protect and inspire the staff by avoiding subordinate to be depressed because of errors in the past. Establishing an open communication, recruiting professional workers, and enhancing skills are essential for firm transformation.

V. Conclusion

This study has concluded that the transformation process of Inalum as not proceed well. The firm has priority at short-term strategic plan. In addition, the division structure is not suitable for the organization development. Furthermore, there is lack of information dissemination, especially to the lower management level and blue collar workers. The system is also rigid with low level awareness of employees towards firm policies.

This study has concluded that the transformation process of Inalum as not proceed well. The firm has priority at short-term strategic plan. In addition, the division structure is not suitable for the organization development. Furthermore, there is lack of information dissemination, especially to the lower management level and blue collar workers. The system is also rigid with low level awareness of employees towards firm policies. The managers have little understanding of the lower level management with slow management succession. However, this study only includes Hydropower Unit, while the transformation impact may different from a unit to another.

References

[1] Annual Report PT. Inalumpersero 2015

[2] Balogun, J and Hailey, V. 2004.*Exploring Strategic Change*, Prentice Hall, Harlow

[3] Drucker, Peter E. (1993). The Practice of Management. New York: HarperBusiness

[4] Gyepi-Garbrah, Theophillus Francis, Frederick Binfor. 2013. *An Analysis of Internal Environment of a Commercial-oriented Research Organization: Using McKinsey 7S Framework in a Ghanaian Context*. International Journal of Academic Research in Business and Social Sciences

[5] Potts, Rebecca and LaMarsh, 2004. Managing for Success, London: Duncan Baird Publishers

[6] Rochyadi, E. 2008. Model ManajemenPembaharuan. BadanPendidikandanPelatihan Daerah

[7] Singh, Ashu. 2013. *A Study of Role of McKinsey's 7S Framework in Achieving Organizational Excellence*. Asia-Pasific Institute of Management

[8] Talwar, P. (2006). Human Resource Management.Mehra Offset Press.

[9] Wibowo.(2007). ManajemenPerubahan, EdisiKedua. Jakarta: RajagrafindoPersada

Innovation of Social Aid Grant Service "Sabilulungan" in Bandung, Indonesia

Dr. Hardi Warsono, M.TP[1], Sri Indarti, S.Sos, M.Si[2], Ransta L. LekatompessyS.IP, M.Sc[3]
Public Administration Doctoral Program, Faculty of Social and Political Sciences
Diponegoro University
Semarang City, Indonesia
(Srindarti@gmail.com)

Abstract—**Innovation of public service is a necessity in this contemporary era, due to the complexity of public interest and current development requires creativity and innovation in services. This study aimed to examine the profiles, implementation services and challenges in innovation of social aid service "Sabilulungan" grant in Bandung. This descriptive qualitative study was conducted in a way of searching data in the form of observation, documentation and interview. The results shows that the social aid service of Sabilulungan grant is a kind of radical innovation and its implementation has provided benefits and transparency of services. There are several challenges in the implementation of the social aid service of Sabilulungan grant and this research recommends the need of accuracy in terms of completeness grantee, the data base addition in terms of the receiver's certification of registration, the determination of responsible person of the Sabilulungan social aid grant, the development and refinement of Sabilulungan application.**

Keywords—Innovation Services; Grant; Social aid

I. Introduction

Public administration is the academic study of the public sector, the orientation of public administration is to meet the public interest. Public service is one of the formal objects of public administration. Services developed by the public administrator orientate to the public interest and provides maximum benefit to the public, in accordance with the demands and expectations of society. In this respect, it has emerged a variety of innovations in public services, which are growing in some areas in various forms of service in the last decade, including the provision of social aid services innovation.

Grants are gifts of money/goods or services from the government to the central government or other regional governments, regional companies, communities and civil society organizations, which have specifically allocation, is not mandatory and not binding, and does not continuously aiming to support the implementation local government affairs. Social aid is providing assistance in the form of cash/goods from local governments to individuals, families, groups and/or people that are not continuously and selectively aimed to protect against the risk of social (Regulation No. 32 of 2011).

Nowadays, the case of social aid is frequently incriminating the bureaucracy in various areas. The city government has developed innovations in social service provision by online, called "Sabilulungan".

II. Discussion

A. Profile of Social Aid Services Sabilulungan Grant

Sabilulungan program, also means 'Mutual-Help' is initiated by the Government of Bandung in order to facilitate the transparency in the embodiment of social aid programs and grants through online media. Sabilulungan program aims to ensure the grants derived by Bandung City Government to finance social projects intended by public is visibly accountable. The whole process in Sabilulungan can be seen and watched by the whole society (see the sabilulungan.go.id).

Applications sabilulungan.go.id inaugurated by the Mayor of Bandung on December 23, 2013 and then directly applied in accordance with the commitment of the head region. The data of the grantee and the aid was uploaded via Online Social Aid Grant with as many as 749 in FY 2013 and 205 beneficiaries in FY 2014. E-social aid has been the first innovation enabling the government to deliver social aid or grant without any deviation interest. E- social aid and Sabilulungan grant are innovation in the service of Public Administration and became top 99 Public Service Innovation of Indonesia in 2015 held by the ministry of state apparatus utilization and Bureaucracy Reformation of Republic of Indonesia.

Sabilulungan service innovation got a positive response from the community, from the first establishment to the process of implementation, this can be seen on Ridwan Kamil's facebook in which around 987 people expressed their love/support. There are also criticized by People's Aspirations and Complaints Online Service (www.lapor.go.id) as well as many people curious about more details regarding the management of grants and social aid in Bandung. It can be seen on the site www.academia.edu which is today has been accessed from all over Indonesia in 3147 times. Unfortunately, the access number sabilulungan.bandung.go.id cannot be seen this time.

B. Implementation of Sabilulungan Innovation Service

Social Aid Services of Sabilulungan grant has been implemented for two years. Through Sabilulungan, whole communities and organizations in the city of Bandung be able to:

- Submitting proposals related to grant social aid and monitor how the status of the proposal (whether accepted, rejected, being verified, and so on); and

- Participate in monitoring social aid grants approved by the Government of Bandung so that it provides input and advice regarding the course of the social aid grant.

Each community or organization in the city who want to apply for a social aid grant proposal through Sabilulungan simply register through the application and send documents directly, then it will be verified by the Government of Bandung. Each stage starts from the application, the Related SKPD Evaluation, Assessment Team Considerations and TAPD visualize through online social aid of Sabilulungan grant. Then the process of submission of the SPP, SPM and SP2D is using other applications and keep visualized so that the community still can be determine whether the activity is already running. Realization of grant recipients is as follows:

TABLE I.   REALIZATION GRANTEES AND SOCIAL AID FOR COMMUNITY ORGANIZATIONS, NGO, BANDUNG COMMUNITY GROUPS YEAR 2012-2014

Year	Number of Beneficiary		Beneficiaries' realisation	
	Grants	Social Aids	Grants	Social Aids
2012	4058	14	2016	11
2013	1244	156	593	155
2014	439	285	156	154

Source: Department of Finance and Asset Management of Bandung

Implementation and evaluation of this program involves the participation of the community, which is done through sabilulungan.bandung.go.id, where it is indirectly contribute to solving the problem of grants and social aid in Bandung. The public can also help provide comments and suggestions via the mass media, People's Aspirations and Complaints Online Services, discussions Column of sabilulungan.bandung.go.id and there is a direct report to the authorities in case of deviations activities on the ground.

C. Challenges

A major challenge in the implementation of Sabilulungan services, namely: (1) A lot of interests need to be accommodated, due to lot of pressure from both the interests of community welfare and political interests. (2) Regulation grants and social aid sourced from the budget quite complete, but actually supporting regulations as an explanation is still necessary. (3) The lack of coordination between SKPD and SKPD had to go to the field checking out the real situation, since there are findings that electrical poles functioned as an address. (4) There are many social aid grantees are not based by name, by address. (5) Need to increase the commitment to manage sabilulungan.bandung.go.id. (6) Application is not complete, additional needs such as E-ID Data Base and Legal

Organization. The Web templates is also not satisfactory, there are column filled with incorrect information or has been made but unfilled, and updating information with a focus on the urgent information such as a list of grant beneficiaries along with the amount of funds received.

III. RECOMMENDATIONS

Recommendation as a positive proposal in order to smooth implementation Sabilulungan services and service development for a better life, are:

- SKPD needs to be hold careful review of the completeness of the requirements of the recipient and address clearly in the Proposal and Accountability Grants and Social aid Report.

- Reporting the running program in accordance with the procedure, but to note the timeliness of the reporting institution or foundation along with the accessories, to minimize the misunderstanding or suspicion of the Institute or the Foundation.

- Addition of Data Base Registration Certificate (SKT) for organizations and institutions so that the coordination with related SKPD SKT administration is more easily and accurately.

- Establishment of Coordinator/Responsible Online Social Aid Sabilulungan Grants.

- Updating information in Sabilulungan web template, so that the information in the text can be for the user, such as the certainty of grant recipients and the amount of funds disbursed.

- Need some Changes on Mayor's Regulation of Grants and Social aid for the development and improvement of Sabilulungan application, which includes planning coordination system and the flow of work, as well as the allocation of human and financial resources.

IV. CONCLUSION

Social Aid and grants Services "Sabilulungan" is an innovation in the public service, which the program is oriented towards the public interest and can encourage the participation of the community to achieve prosperity and progression. The program includes radical innovation, since it is directly applied in line with the commitment of the regional head of the program. The implementation process of the services that had been done is a maturation process that shows that there are opportunities, constraints, challenges and loopholes alternative solutions for the development of innovation in the next period. Internalization of the service implementation process should be able to generate ideas modifications and continue the innovation in the implementation of policies so that the next implementation will be more successful and can accelerate the achievement of the policy objectives, and can be used as a comparison to innovate services in many other regions in Indonesia.

REFERENCES

[1] *Sabilulungan.bandung.go.id*

[2] Jones, G.R. 2004, *Organizational Theory, Design and Change*, Prentice-Hall

[3] Indarti, Sri, 2015, *Implementasi dan Inovasi Kebijakan PDB Samisake di Kota Bengkulu dalam Rangka Menyongsong Masyarakat Ekonomi ASEAN*, dalam proseding Seminar Nasional DAP UNDIP, Semarang

[4] *Ridwan Kamil, Facebook*

[5] www.lapor.go.id

[6] *Kelembagaan Pemenuhan Hak atas Informasi*

[7] *Oleh: Pius Widiyatmoko, peneliti Perkumpulan INISIATIF*

[8] http://www.academia.edu/8082913/Kelembagaan_Pemenuhan_Hak_atas_Informasi

308

Good Governance Implementing into Social Assistance Management Known as (Bansos)

Titi Darmi

Politics and Social Science Department
Muhammadiyah University
Bengkulu, Indonesia
(titi.harmadi@gmail.com)

Sri Suwitri
Politics and Social Science Department
Diponegoro University
Semarang, Indonesia
(sri_suwitri@yahoo.co.id)

Yohanis Endes Returan
Politics and Social Science Department
Musamus University
Marauke, Indonesia
(teturanendes04@gmail.com)

Abstract—**The main aim of social assistance is to increase society prosperity. The presences of these are able to creating job employment, reducing poverty range and society able to their skill advantaging so that they can survive faced for future life. Social assistance management slide from the first aim, because many apparatus punished in prison, since doing sliding social assistance management. To solve this problem, there is has to suitable strategy with applying good governance principle through it innovation. Bandung city has applied it management through e-bansos application namely *sabilulungan*, aimed to avoid altruistic and deviation of these program distribution. This study uses qualitative method utilizing secondary data, primary data through literature, document and interviewing. The conclusion is e-bansos innovation utilizing able to create good governance, advantaging good participant, accountability, transparency and social assistance program usage efficiently and effectively.**

Keywords—Good Governance; Innovation; Social Assistance

I. INTRODUCTION

The phenomenon of apparatus has many law problems on social assistance management known as Bansos, it create Indonesian society sympathetic. To anticipate exception of it management, made regulation bases on Ministry of Intern Country Number 32 in 2011 the revised become Ministry of Intern Country Number 39 in 2012 about this changing regulating of Ministry of Intern Country Number 32 in 2011 about the clarity donation receivers, they have to faced social risk relates to productivity, rehabilitee and social assurance, poverty overcome and natural disaster program.

Although the regulation already describes the procedures for social assistance distribution, there are still many bureaucrats who end up incarcerated over this management, because they are many irregularities to the detriment of country's finances. Base on Hasan Basri Vice Chairman finance Inspector of Indonesian Republic, mode, various abuses, including it, recipient of the non-governmental organization that is fictive, it is used to fund the campaign selection cost of the area head (of the elections). In general the management of social assistance identified improper benefits, it is not appropriate, and imprecise quality in work (Tempo, February 3, 2015).

To implement quality service in the social assistance management is one of the Government's strategies applying good governance principles (Darmi, 2014). The forerunner not only to good governance but also for developing country is the World Bank proposal, United Nations Development Program abbreviated as UNDP and international financing agencies. By looking at this condition or situation in the Government running principles fairness, participation, transparency, accountability, bases on applicable law, done effectively and efficient.

The principle application of good governance management for social assistance needs to be done with innovation, so that the process of social assistance management can process according to society demands. Innovation is defined as the organization process to harness skills and develop capacity resources both of organizations to build its system of governance and new operational so unable to answer public necessity (Jones; 2004). To accommodate the good governance implementation, stakeholders should blend with the paradigm usage of information technology advances very rapidly. Bases on technology management advancement of social assistance namely *Sabilulungan* already benefit for information and communication technologies, greatly support the aim program is done by these. The benefit course is in line with the good governance principles that is effective, transparent, efficiently, participation and innovation. In addition, the application of good governance principle through social assistance can minimize commit corruption, collusion and nepotism action.

II. DISCUSSION

The program purpose to run social assistance application bases on basic Law mandate (constitutions) 1945, aim to society prosperity. The Government commitment is demonstrated by providing considerable funds. Bases on the study results of corruption eradication commission known as (KPK) states these allocation quantities received by both regional fund of the Centre as well as the funds that come from the region. For more details can be seen in the following data:

Years	The amount of social assistance income in the Region Expenditures Budget **(Billion rp)**	The amount of social assistance income in the State Expenditures Budget **(Billion rp)**
2007	11.89	49.75
2008	11.63	57.74
2009	12.98	73.81
2010	11.96	71.17
Total	48.46	252.48
The amount budget for social assistance on the Central Government and Regions in 2007-2010		**300.94**

Source: Commission Eradication Commission of Indonesian Republic

Bases on the data above, it can be interpreted that the 300.94 billion is the large funds requirement, if it doesn't managed properly will be made social assistance management programs far from expectations. Vice Chairman of Indonesia Corruption Watch (ICW) states the deviation of this fund management handled the party law enforcement period 2007-2012 as many as 120 cases, the misappropriation of funds are already convicted in the Court (Viva.co.id). Many parties concern over the social assistance management in Indonesia, as seen from a number of Head/Deputy Head of the region, the local of involved case house representative in Indonesia faces law problem because of Fund management. This problem make Bandung city Mayor Period 2013-2018 named Ridwan kamil create ideas and openness principle application in good governance realization of social assistance management program and grants through online system namely *sabilulungan*.

By social assistance management system for every society or organizations in Bandung city who want to propose these are take easy seen from time, energy and expense, because they just take register and sending complete document through online system, the official website is sabilulungan.bandung.go.id showed in (Figure 1). After that, the team will verify the completeness proposal and supporting documents submitted, and delivered to the Work Area of Device Unit known as (SKPD) relates to follow up. They will give recommendations how funds proposed to be provided. Furthermore, made the recipients list, the funds amount awarded and presented to the Mayor as an endorsement, the new program is ready to be executed.

Fig. 1. The Sabilulungan Official Web in Bandung City

This study result is explained the impact program of social assistance management very significant to good governance, effective, efficient views and participation levels, transparency and accountability especially able to minimize the corruption activity level of social assistance management, although there is still a recipient doesn't accordance with the allocation, for example, there are honorary teacher who got this funds.

III. CONCLUSION

To apply this good governance principle through social assistance management program, the apparatus has to create innovation policy with the technology development and globalization. Bases on confirmation of Sibalulungan social assistance program include in 99 list innovation levels of Indonesian public service in 2015, organized by Ministry of Administrative State and Bureaucratic Reform in Indonesia. This study shows this social assistance namely Sibalulungan management in Bandung city have implemented good governance principle through e-governance innovation.

REFERENCES

[1] Bank Dunia, 2003, Laporan Kajian Tata Kelola Pemerintahan, Jakarta, 2003.

[2] Darmi, Titi, 2014, Penerapan Prinsip Good Governance Dalam Layanan Publik di Pemkot Bengkulu, Fokus Magister Administrasi, UPMI Medan, Vol 1 Januari 2014, ISSN 2089-4112.

[3] Jones, G.R. (2004). Organizational Theory, Design, and Change, Prentice-Hall.

[4] Komisi Pemberantasan Korupsi (KPK), RI, 2013, Hasil Penelitian, Dipublikasikan Website kpk.go.id.

[5] Nasional,news.viva.co.id. Penyimpangan Dana Bansos, 14 November 2015, Diakses, selasa, 16 Februari 2016, Pukul, 21.00 wib.

[6] Peraturan menteri Dalam Negeri RI, 2011, Nomor 32 Tentang Hibah Daerah, Jakarta.

[7] WWW.Tempo.co. Pejabat Bandung Tersangkut Korupsi Bansos Rp. 3 M, Jakarta, 3 Februari 2015. Diakses, Selasa 16 Februari 2016 Pukul 20.00.

The Readiness of Banyumas District in Investment Sector to Face Asean Economic Community 2015

Elpeni Fitrah

MA (Universitas Jenderal Soedirman)

(slametrosyadi72@gmail.com)

Ayusia Sabhita Kusuma

M.Soc.Sc (Universitas Jenderal Soedirman)

Abstract—**This research seeks to analyze the readiness of Banyumas district, in Central Java Province, Indonesia facing the challenges of the ASEAN Economic Community, especially in the investment sector. The aim of this research is to see how local governments draw up strategies and programs in order to welcome the implementation of free flow of investment in the region as one of main pillar of ASEAN Economic Community. This research uses qualitative method with descriptive-interpretative analysis technique, referring to primary and secondary data. The result of the research is the local government is ready to face the challenge of ASEAN Economic Community such as create regulations to give permission and license to several business sectors in investment programs in Banyumas, and also develop infrastructure to support the good investment environment.**

Keywords—*Banyumas District; Investment Sectors; ASEAN Economy Community; Investment licensing services; Infrastructure*

I. INTRODUCTION

The enhancement of regional integration in Southeast Asia has been sought through the establishment of ASEAN Community in December 2015. The purpose of the establishment of ASEAN Community is to further strengthen, deepen and broaden ASEAN integration through people to people contact facing the challenge of the competitiveness in international economy and political constellation. ASEAN Community in 2015 was based on three pillars, namely Community ASEAN Political and Security (ASEAN Political - Security Community), the ASEAN Economic Community (ASEAN Economic Community), and Socio-Cultural Community ASEAN (ASEAN Socio-Cultural Community) (ASEAN , 2009).

In economic field, the purpose of AEC outlined in the AEC Blueprint as follows; realizing the region's economy competitive, equitable economic development and to encourage full integration with the global economy (ASEAN, 2009). ASEAN Economic Community (AEC) itself has 5 pillars to boost economic regional integration to become a single market and high competitiveness production base. The five pillars as follows; free flow of goods, free flow of services, free flow of capital, free flow of investment, free flow of entrepreneurs and skilled labor.

The local region's economic development itself is an integral part to support national economic development.

Referring to the Act No. 32 of 2004, the local region was given the widest possible powers to regulate and manage their own territory and their available resources to improve the welfare of local communities. In this context, the area through local governments are required to prepare themselves to maximize the potential and advantages of the local region in the face of the ASEAN single market and capture opportunities as possible in order to compete with other regions in the entire Southeast Asian countries.

One of the main important pillar in AEC is the free flow of investment and capital in the region. Therefore, the local government and central government in Indonesia should work together to provide a good investment environment in order to compete in competitive trade market in the region. The local and central government should create the regulations, infrastructures, and good human resources to reach good investment environment. Banyumas, as a potencial district in central java province, has so many potential sectors to be developed. The domestic investors in Banyumas show an increasing number there is 384 investors in 2009 to 611 investors in 2013. The realizable value of domestic investment increased significantly in 2013 reached 589,016,435,717 billion rupiah from the achievement in the amount of 380,304,425 million rupiah in 2009. The labors can be absorbed from that investment represents an improvement of as many as 3,309 people in 2009, to 7304 people in 2013. The increase in investment performance in Banyumas shows that investment in Banyumas had a pretty good performance (Bappeda, 2014).

This research is to analyze the readiness of Banyumas District to face ASEAN Economic Community through the regulations, the investors, the society and the resources in the investment sectors. Issues examined in this study is the extent to which government policy Banyumas supporting improvements in the investment sector facing the implementation of the ASEAN Economic Community by 2015. The next question is whether the government has done a comprehensive effort to strengthen the trade and investment sectors facing competition ASEAN Economic Community.

II. RESEARCH METHOD

This research is conducted using qualitative method. The data collection methods using primary data collection by doing in-depth interviews and secondary data collection through

literatures study. Descriptive-interpretative analysis model is the analytical model used in the research.

III. Discussion

A. Regionalism in Southeast Asia through ASEAN Economic Community

Mansbach (1973) conceived the region as a regional grouping identified on basis of geographical proximity, cultural, trade and economic interdependence that is mutually beneficial, communication and participation in international organizations. Another definition says regionalism is a set of ideas that identify the geographic and social space as a regional project or it can be interpreted also as awareness building an identity which then formed a special region. Regionalism is often associated with the program policies (objectives) and strategies (means and mechanisms to achieve these objectives) which will usually lead to the establishment of the institution (Stubbs 2006).

Basically, regionalism is a form of interdependence which is set based on geographic proximity that can develop into a wide range of common interests. Therefore, regionalism is a necessary stage in the international community towards globalism aspired (Sjamsumar, 1995). ASEAN leaders declare Roadmap 2009-2015 that contains the Community Blue Prints: Economic (AEC), Politics-Security (APSC), Socio-Culture (ASCC) which is the basis of the ASEAN Community by 2015. The ASEAN Community aims to create a society that forward-looking, living in an environment that is peaceful, stable and prosperous, united by dynamic partnerships and creating a community of caring.

One of main pillar ASEAN Community is ASEAN Economic Community. AEC is the realization of free trade in Southeast Asia that previously called in the *Framework Agreement on Enhancing* ASEAN *Economic Cooperation* in 1992. AEC has purpose to create a single market and production base in ASEAN in a dynamic and competitive way with new mechanisms and measures to strengthen the implementation of existing economic initiatives; accelerate regional integration in priority sectors; facilitating the movement of business people, skilled and talented workforce; and strengthen the institutional mechanisms of ASEAN.

The core of AEC summarized in the Five Pillars; first pillar is the *Free Flow of Goods*, it is a mechanism that allows the flow of goods to flow freely intra ASEAN countries. The second pillar is the *Free Flow of Investment* which is a free and open investment regime as the key to enhancing the competitiveness of ASEAN to attract foreign direct investment (FDI) and investment in intra ASEAN Countries. The third pillar is the *Free Flow of Capital*, it is a mechanism which allows the flow of free-flowing movement of capital within the scope of ASEAN. The fourth pillar is *Free flow of skilled labor* is a mechanism which allows the free movement of skilled labor will flow to fill industry sector in ASEAN. The fifth pillar is the *Free Flow of Services* is a mechanism that allows freedom and good public services in the ASEAN region.

B. The Readiness of Local Region in Investment

Free flow of investments and free flow of capital are two main factors in the formation of AEC. Basic definition of "investment" is the sacrifice of current consumption in order to increase consumption at a later date. Investment has two different forms, there are *real investments*, the purchase of physical capital to employ in a production process and increase profit. Meanwhile *financial investment* is the purchase of "paper" securities such as stocks and bonds (Myles, 2003:4-5). Investment activities increase the economic activities in society and open employment opportunity, increase local and national income and also increase people's welfare (Sukirno, 2000). In Indonesia, there are two types of investments; National Capital Investment and Foreign Investment or Foreign Direct Investment. The agency that giving permit to private national and foreign investment are addressed by Capital Investment Coordinating Board (Badan Koordinasi Penanaman Modal/BPKM). In Banyumas, investment affairs addressed by Board of Investment and Licensing Services (BPMPP).

Banyumas District Regulation Number 10 of 2013 on Regional Medium Term Development Plan in the year 2013-2018, mentioned that local government concern in the establishment of strategic areas in Banyumas for economic growth, social and cultural interests, exploitation of natural resources, high tech and the interests of the function and capacity of the environment (Pemerintah Kabupaten Banyumas, 2013). Banyumas also made the Regional Regulation No. 2 of 2013 on Investment in Banyumas. In chapter 4 in the regulation mentioned that targets investments in Banyumas is to improve the investment environment; improve the supporting facilities investment; improve human resource capacity; increasing the number of investors; improve the investment realization and lower the unemployment rate. The local government also has plan to develop Banyumas into an industrial area and sought to be realized by 2020. Local government chooses some sub-district areas of potential to be used as an industrial area, such as Jatilawang, Purwojati, Wangon and Lumbir (Suara Merdeka, 2016).

The local government of Banyumas has efforts for the hospitality branding investment. This was done to attract investment to the potential product. Some material potential investments in Banyumas, among others; agri-food, tourism, nature-based traditional values, crystal sugar and livestock. Banyumas regency government is currently studying the possibility of developing tourism as the government already implemented several countries.

In order to increase investment realization too, Banyumas has developed an integrated one-stop licensing service organized by the Agency for Investment and Licensing Services.

Secretary Board of Investment and Licensing Services (BPMPP) Banyumas, Ahmad Suryanto, said local government support to SMEs in addition to improving the quality of human resources, the local government has the space to accommodate the handicraft products as well as processed Banyumas traditional dish. Banyumas has market called "Harsa Pratistha" Block A, which is used to market the products of Banyumas.

Transaction service process has also been modern because using a computerized system (Suara Merdeka, 2015).

Local government of Banyumas through Board of Investment and Licensing Services (BPMPP) says that there are 577 permits data in investment is processed BPMPP Banyumas until the end of January 2016. Of that amount, 141 of them are trading license (original), both new and renewal. Besides trade, business permit applications are processed in BPMPP include industrial business licensing, construction services business, the restaurant business, a beauty parlor, and business hotel and lodging. (Suara Merdeka, 2016)

Some efforts in infrastructure sectors have been made by the Regional Government of Banyumas regency especially the Regional Spatial Planning Coordinating Board of Banyumas as an effort to prepare to face the AEC, there are:

1) Make a draft policy in Development, Maintenance and Expansion of Regional Roads in Banyumas regency that includes:

1. Development of Primary Arterial roads with the status of national Road totalling 6 roads.

2. The improvement of Primary Collector Roads with the status of national roads totaling 16 roads

3. Development of 8 Primary Collector Road and/or Strategic Provincial Roads.

4. The improvement and development of the road with the status of District roads totaling 7 roads.

2) Make a draft policy in Development, Maintenance and Expansion of Passenger Terminal in Banyumas regency that includes:

1. Development of Type A passenger terminal in Purwokerto Cities.

2. Type B passenger terminal development in the district and sub-district Ajibarang Wangon.

3. The development of the passenger terminal in Lima District of Type C.

3) Make a draft policy in Development, Maintenance and Expansion of Terminal of Goods in Banyumas regency that includes:

1. Development of Goods Terminal at sub-district Patikraja, Ajibarang, Wangon, and Kemranjen.

2. The provision of integrated goods terminal with Notog station in Sub-district Patikraja.

IV. CONCLUSION

The readiness of local government of Banyumas district could seen through several programs that have been held, which are; make regulations to support the influx of investment to Banyumas; gave permission and license to the investment of several business and trading sectors; develop the infrastructures to support investors; increase the local products, potency and resources.

The local government should increase the confidence of investors to invest in the region. There are some things that should be considered by the Government of Banyumas in creating a conducive investment climate: First, enhance the productive regional egoism. This is a term used to describe the position of the local communities in the global competition; whether it be an object or subject. People that engaged in free trade situation should have the mindset to not be the workers in their own country. The local government needs to make efforts related to develop community capacity building. The form of increased capacity is the capacity of self-improvement, business capacity and capacity output (goods and services).

Second, Strengthen the capacity of entrepreneurs' organizations. Those organizations actually have a strategic role in developing the pace of investment and also the readiness of business actors themselves in the face of the MEA. The entrepreneurs' organizations need to enhance communication and good networking to share experiences and knowledge about trade and investment. The entrepreneurs organizations should strengthening organizational capacity building, especially in the management of the business, whether through an intensive communication as well as through the provision of education and training.

Third, build a mutually beneficial partnership among the entrepreneurs, investors, local government and the societies. Facing a high competition market in Southeast Asian region, local business sectors should work together with local government and local citizens in order to improve regional competitiveness.

REFERENCES

[1] Association Southeast Asian Nations. 2009. *Roadmap for an ASEAN Community 2009-2015*. Jakarta: ASEAN Secretariat

[2] Badan Perencanaan dan Pembangunan Daerah. Kab. Banyumas.2014. *Kerangka Acuan Kerja*. (unpublished)

[3] Hopkins R.F & Mansbach. R.W. 1973. *Structure and Process in International Politics* New York: Harper and Row.

[4] Pemerintah Kabupaten Banyumas. 2013. Peraturan Daerah Kabupaten Banyumas No 7 Tahun 2009 tentang *RPJMD Kab. Banyumas 2005-2025*. Banyumas: Pemerintah Kabupaten Banyumas

[5] Sjamsumar Dam & Riswadi. 1995. *Kerjasama ASEAN*. Jakarta: Ghalia Indonesia.

[6] Stubbs R & Underhill G. 2006. *Political Economy and the Changing Global Order*. Oxford: Oxford University Press.

[7] Sukirno, Sadono. 2000. Makroekonomi Modern: Perkembangan Pemikiran dari Klasik Hingga Keynessian Baru. Jakarta: PT Grafindo Persada.

[8] Suara Merdeka, Sektor Perdagangan Mendominasi, March 16, 2016, {http://berita.suaramerdeka.com/smcetak/sektor-perdagangan-mendominasi/} accessed on March 9 2016

[9] Suara Merdeka, Investor tertarik Kembangkan Bisnis di Banyumas, February 27 2015, {http://berita.suaramerdeka.com/bisnis/investor-tertarik-kembangkan-bisnis-di-banyumas/}accessed on March 8 2016

Exploration of Balanced Scorecard-Based Government Performance Management in China

Ge Leilei

Department of Public Administration
University of International Relations
Beijing, P.R China, 100091

Abstract—**The extremely rapid economic development in China has made public sector organizations, especially local governments, increasingly under pressure to meet the various demands from diverse stakeholders. Local governments not only need to improve their performance but also need to demonstrate such improvements through an effective performance management system. Although balanced scorecard (BSC) has been successfully applied in western countries, rare cases of BSC applied in China's local governments are reported. This paper demonstrates the procedures and experiences for the design and implementation of BSC in China's local governments, using the case of Yanqing County in Beijing. The issues and challenges were also discussed.**

Keywords—local government; balanced scorecard; performance management

I. INTRODUCTION

Performance management plays a critical role in human resources management in public sectors, which also is one of the three important questions in public administration [1]. Due to the diversity and complexity of government strategies, demands from multiple stakeholders must be considered. Besides that, governmental organizations might be expected to follow different strategies from private-sector companies, given that their primary objective is to satisfy various needs of citizens in the society, rather than to solely pursue financial success. Meanwhile, governmental organizations are likely to run into various transactional affairs, making strategic focusing difficult or even deviate from the strategies. Consequently, the alignment and communication within governmental organizations are expected to be more important than their private sector counterparts. Therefore, there is an urgent need of systematic and integrated framework for governments to respond to these various issues. The balanced scorecard (BSC), a comprehensive performance measurement and strategic management system proposed by Kaplan and Norton, can be an invaluable tool to help local governments to transform their strategies into actions and consequently improve the performance [2, 3].

II. EXISTING PROBLEMS WITH GOVERNMENT PERFORMANCE MANAGEMENT IN CHINA

The practicing and exploration of government performance management (GPM) in China began as early as 1980s. In retrospection of its development during the past four decades,

great progress has been achieved, however a number of problems still exist. These can be summarized as the following six aspects. 1. Lack of systematic thinking. Many GPM practices emphasize on a certain key decision. For example, "*government review by ten thousand people*" puts emphasis on the subjects of evaluation. 2. Lack of balance concept. The results and short-term economic benefits, rather than the process of performance management and long-term strategic development, are emphasized. 3. Neglect of strategic focusing. In practice government organizations are likely to be caught in various transactional affairs, making strategic focusing difficult or even deviate from the strategies. 4. Neglect of synergistic effects. Alignment between upper and lower levels of government organizations is not sufficient, which, to some extent, leads to waste of resources or competition. 5. Emphasis on measurement rather than management. This is due to the fact that government managers are more familiar with performance measurement than other aspects of performance management, making the realization of managerial, developmental and strategic goals difficult. 6. Emphasis on principles rather than methods. Currently, technical supports for GPM are not available, and some government organizations still use obsolete methods incapable of effective performance measurement. Therefore, an urgent need exists as to the deployment of an effective management system for these problems and issues.

Kaplan and Norton claimed that BSC may be more effective in non-profit organizations, which have multiple strategic goals to achieve [4]. In the last two decades, an increasing number of successful cases in USA, Australian, New Zealand and Korean governments used BSC to respond to and deal with pressures and challenges that China faces as well. Recently, after years of extensive management, China began to emphasize and advocate sustainable development strategy. Considering that BSC can promote the balance between long-term strategy and short-term economic success, and its strategic, balanced and synergic characters, it is also can be adopted in China to improve the comprehensive performance of local governments as an effective strategic management and performance management system. In this study, BSC is used as the theoretical framework for the systematic design of China's GPM, and the case of Environment Protection Bureau of Yanqing County will be demonstrated to explain the design of such a BSC-based GPM system.

III. PROCEDURES OF APPLYING BSC IN CHINA'S LOCAL GOVERNMENT

The design of GPM system in China's local government consists of five steps. The first step is to design government strategy map. Based on government organization's mission, core values, vision and strategy, the strategy map and strategic objectives for each perspective are designed at the organization level. The second step is the development of government BSC based on government strategy map. According to the strategy map and strategic objectives, measures, targets, leaders-in-charge and initiatives to complete the BSC are worked out. The third step is to design GPM form. Based on government organizations' BSC, performance measurement form used for daily performance management was formulated. The fourth step is to develop BSC for managers and employees. According to responsibilities for different positions, BSC and performance measurement forms are customarily prepared by cascading, decomposing and supplementing strategic objectives at the organizational level. The fifth step is to design performance measurement form for managers and employees.

IV. RESCALING BALANCED SCORECARD FOR LOCAL GOVERNMENTS IN CHINA

In 1990s, balanced scorecard gained significant success in helping private companies translate their strategies into a balanced set of measures to improve their comprehensive performance. Originally, the BSC model was developed in "for-profit" organizations, therefore it may not be very suitable for "not-for-profit" organizations [5]. Besides, China has its own specific political system and strategic positioning. Considering all these factors, changes need to be made to BSC before it can be applied in China's local governments, in order to make a scientific, systematic, and easy-to-implement BSC system.

The BSC system consists of four perspectives: financial performance, customer service, work processes and employee learning and growth. Given that financial profit is not the primary objective of governments, success of governments should be measured by how effectively and efficiently they can meet the needs of citizens. Financial considerations can play an enabling or constraining role but will rarely be the primary objective [6]. Typically, most governments prioritize non-financial outcome measures, such as customer or stakeholder perspectives, rather than a financial perspective at the top [5]. In some cases, the four perspectives can be reduced to three. The perspectives of financial performance and employee learning and growth can be combined as on perspective of supporting measures at the bottom of the strategy map to support the other two perspectives, i.e. perspectives of implementation path and stakeholders. Also, considering the communication style of civil servants in China, the label of each perspective should be modified to make them more easily to understand and communicate. The label of each perspective is shown in Figure 1.
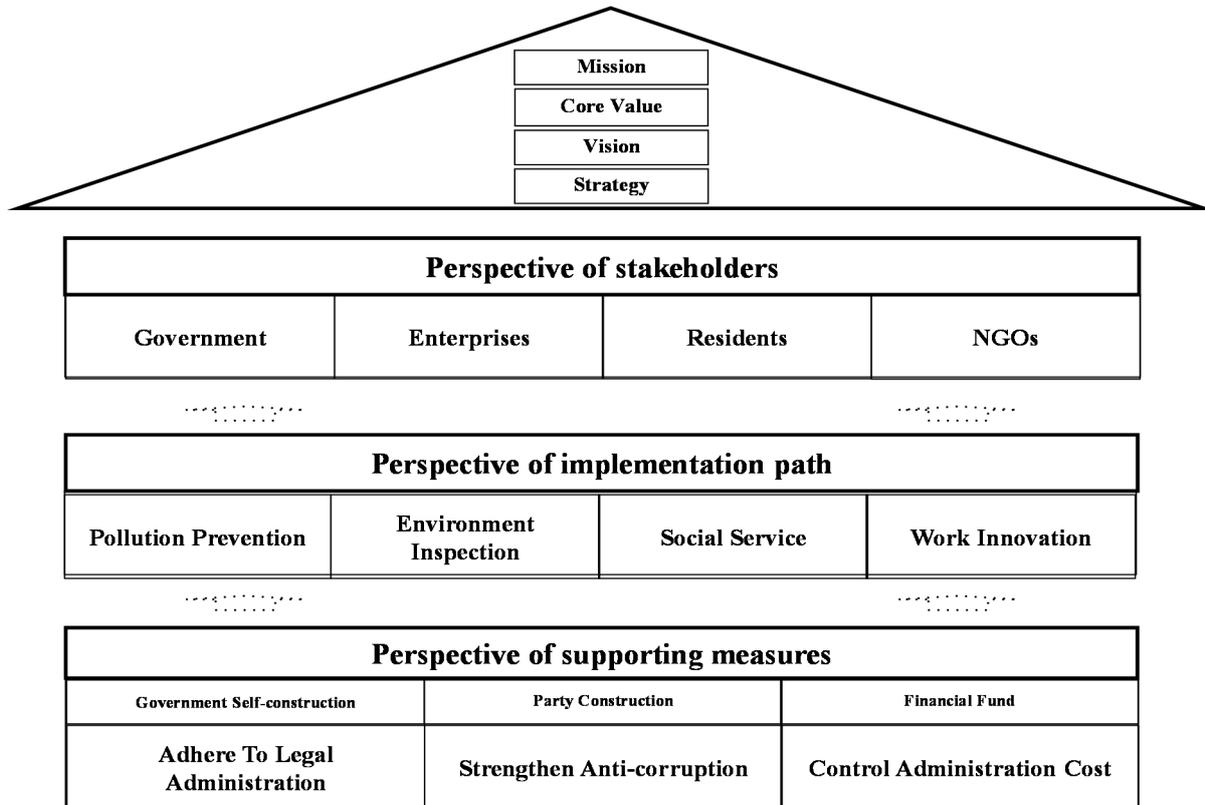
Fig. 1. Balanced Scorecard of Environmental Protection Agency of Yanqing County

Yanqing County is at the suburb of Beijing, where the Great Wall is located. The tourism industry is one of its major economic sources. Environmental protection is a particularly important task for this county. To improve its performance and demonstrate accountability to the society, the Environment Protection Bureau of Yanqing County chose BSC. Through a wide range of discussion among employees of the bureau, its mission, core values, vision and strategy were clarified. Its mission is to strive to provide Yanqing people with a healthy and clean environment. Its core values are diligent and honest, efficient and pragmatic, exploitive and innovative. Its vision is to make Yanqing a demonstration area of Green Beijing by 2020. And the strategy is to strictly enforce environmental access standard, strengthen pollution control, ensure environmental safety, promote public participation, and ensure benign cycle of the ecological system. In the following section, the strategy map and BSC of the EPB in Yanqing County will be described, shown in Figures 1 and 2.

The overall framework of the strategy map of EPB is shown as Figure 1, which looks like a house. From top to bottom, the roof represents EPB's mission, core values, vision and strategy. The major body can be divided into three floors. The third floor represents the perspective of stakeholders,

including the government, enterprises, non-governmental organizations and residents; the second floor is the perspective of implementation path, including EPB's four most important strategic themes: pollution prevention, environmental monitoring, community services, and work innovation. The bottom floor is the perspective of supporting measures, including intangible assets used to provide key supports for the implementation path, such as the strengthening of anti-corruption and control administration cost. Overall, from top to bottom, the organization's mission, core values, vision and strategy can be implemented and from bottom to top, each perspective is supported by each other, allowing organization vision and strategy to be achieved.

Guided by the mission, core values, vision and strategy of EPB, strategic objectives were set for perspectives of the strategy map, such as "reduction of total amount of emissions" from the perspective of stakeholders and "perfect environmental monitoring system" from the perspective of implementation path, as shown in Figure 2. Based on the strategy map and strategic objectives, measures, objectives, weights and initiatives of the BSC for EPB were proposed. Furthermore, performance measurement form for daily performance management by EPB was proposed as well.

	Perspect-ives	Objectives	Measures	Weight	Initiatives
Perspective of stakeholders	Stakeholders Perspective	Improve Environment Quality	Proportion of days when air quality is above level 2	84%	Clean air ation plan
Improve Environment Quality / Reduce Total Amount of Emissions / Ensure Environmental Safety		Reduce Total Amount of Emissions	COD/carbon dioxide emission	OK	Reduction implementation plan
		Ensure Environmental Safety	Occurrence of Major environmental pollution accidents	0 time/yr	Environmental emergency plan
		Improve Service Quality	Satisfaction level on environmental protection	90%	Satisfaction survey
Perspective of implementation path	Implementation path Perspective	Strict Construction Project Approval	Approval rate of new projects	100%	Construction project licensing process
Strict Construction Project Approval / Perfect Environmental Monitoring System / Increase Intensity of Environmental Inspection		Perfect Environmental Monitoring System	Completion of monitoring	100%	EM statement
		Increase Environmental Inspection	Field monitoring coverage of major pollution sources	90%	Environmental monitoring plan
		Protect Citizens 'Environmental Rights	Clearance rate of environmental petition	100%	Petition working procedure
Perspective of supporting measures	Supporting measures Perspective	Adhere To Legal Administration	Number of lost administrative cases	0 time/yr	Regulation of lawful administration
Government Self-construction / Party Construction / Financial Fund		Enhance administrative accountability	Number of administrative accountability	0 time/yr	Administrative accountability act
Adhere To Legal Administration / Strengthen Anti-corruption / Control Administration Cost		Strengthen Anti-corruption	Number of cases of violation of discipline and laws	0 time/yr	Anti-corruption work regulation
		Control Administration Cost	Ratio of Sangong consumption in total expenditure	X%	Financial management regulation

Fig. 2. Balanced Scorecard of EPB

It is well known that different levels of performances exist, such as organizational, departmental and individual performance. Once the EPB's organizational performance measurement form is formulated, the design of performance measurement forms for EPB's managers and employees becomes easy. By looking into position responsibilities, BSC

and performance measurement forms are customized by cascading, decomposing and supplementing strategic objectives from the organizational level. In this way, the alignment and communication problems can, to some extent, be solved.

VI. Conclusion

In summary, five steps were developed for the design of the government performance management system using BSC. To get feedback on BSC system performance, we interviewed several managers in EPB, who responded positively by agreeing that BSC can indeed help "avoid information fatigue, clarify strategy, communicate and link goals, and enable strategic feedback". More importantly, "organization performance could be translated into individual actions". Meanwhile, some managers pointed out that it's of great importance to train employees by providing them opportunities to learn BSC theory before the BSC system is officially run. By doing so, problems and challenges, such as employees' resistance to the new system or lack of technique, can be solved. Therefore, the proposed BSC-based GPM system is a meaningful exploration that will advance China's GPM to a new level. It may also be used as a reference by other countries in the design of BSC-based GPM system.

References

[1] R.D. Behn, "The big questions of public management". Public administration review, 1995, pp. 313-324.

[2] R.S. Kaplan and D.P. Norton, "Using the balanced scorecard as a strategic management system". Harvard business review, 1996. 74(1), pp. 75-85.

[3] R.S. Kaplan and D.P. Norton, "The balanced scorecard: translating strategy into action". 1996, Harvard Business Press.

[4] P.R. Niven, "Balanced scorecard: Step-by-step for government and nonprofit agencies". 2011, John Wiley & Sons.

[5] D. Quinlivan, "Rescaling the balanced scorecard for local government". Australian Journal of Public Administration, 2000. 59(4), pp. 36-41.

[6] R.S. Kaplan, "Strategic performance measurement and management in nonprofit organizations". Nonprofit management and Leadership, 2001. 11(3), pp. 353-370.

Application of ICT in EFL Classes: An Integrated CALL and Task-based Approach

Akmal, Ph.D

University of PGRI Semarang, Indonesia

(Akmal.tanjung@lycos.com)

Abstract—This research is about the applications of ICT for the teaching and learning of English as a foreign language (ESF classes) especially the integration of Task-Based approach and Computer Assisted Language Learning (CALL) to improve English Speaking skill of psychology students in Indonesia. The research was conducted under R&D research method. There were 174 psychology students taken as the sample (10% out of 1.740 population).Students in control group were taught by using non-computer tools for one semester (15 class sessions with the duration of 150 minutes) while those of experiment group were equipped with CALL. Speaking rubrics were used to record their English speaking skill. The rubrics were supported by Common European Framework (CEF) scoring system. The results show that experiment group had mean of pre-test 62.27 and post-test was 67.87 while control group had means score of pre-test 60.53 and post-test of 61.6. From the t-test, it was found that the t-score is 3.141 > t critical 1.973, df=172, Sig.000 (2 tailed). It means that there was a significant difference of the students' skill after joining the Integrated CALL. The interview results of the experiment group indicated that 18 students achieved the proficiency level of C2 and 25 students at C1 (total C2+C1=49.4%), 28 at B2, 15 B1, and 1 (1.1%) at the level of A2. At the Control group, however, it was recorded that 15 students achieved the proficiency level of C2 and 16 students at C1 (total C2+C1=32 %), 25 at B2, 15 B1, and 6 (5.7%) students at the level of A2 (indicated by CEF rubrics). It is revealed from the experiment that among task activities that have more gaining score were debate 23.66, problem solving 15.41, role play 12.68, paraphrase 9.79, and video watching 5.29. It is concluded that CALL and Task-Based approach with its core, supporting, and synthesizing activities started from pre-task phase, task completion, and post task have significantly improved oral proficiency of the psychology students.

Key words— ICT; EFL classes; Task Base; Speaking Skill

I. BACKGROUND

Less attention has been given to the English Language teaching at non-English Department in which the human resources, infrastructures such as language laboratory, internet connection, English Television Channels, LCD, English journal, English newspaper, or other printed English materials were very unsatisfactory. The language laboratory, in particular, has been used only for listening purpose.

Due to the limited time (100 minutes for each classroom session) and a large class (40-85 students), only reading comprehension was taught. Alwasilah (2000) mentioned that among several characteristics of English subject given at undergraduate level Indonesia are (a) it has been part of the system for a long time, (b) it is a compulsory subject, (c) it is 2 credits, (d) taught in 1st or 2nd semester, (e) the classes are relatively large and heterogenic, (f) they are taught by junior lecturers who do not have enough experience in teaching…(k) there is no placement test or classification according to students' ability and there is no need analysis. Furthermore, Coleman (1987) mentions that most of the English teachers in Asia, including Indonesia, are less innovative; their classrooms seems to be glued to the text book.

According to the Minister of Education, the objectives of the polytechnics, diploma programs, colleges, or universities curriculum should accommodate the societal needs, industrial needs, and professional needs (Minister of Education Decree No. 232/U/2000). The university graduates, therefore, must possess three fundamental competences: skill, knowledge, and attitude (Minister of Education Decree No. 45/U/2002). It is meant that to become successful professionals, the university graduates must possess general knowledge, organizational knowledge, business knowledge, communication skill, and interpersonal skill.

II. THEORETICAL FRAMEWORK

A.Speaking skill

Speaking skill is the ability to use speech appropriately in varying social context. It is the competence that the students should know what to say, to whom, and how to say it. It is also defined as the ability to function in a truly communicative setting which involves the learners in comprehending, manipulating, producing, or interacting in the target language while their attention is principally focused on meaning rather than form (Hymes,1972;Savignon,1983;Nunan,1989). Ur (1999:120) mentions that speaking is considered to be the most important skill and learning speaking becomes the greatest interest for foreign language learners. Lack of vocabulary, stumbling

block of grammar, and inadequate opportunities are among problems during the process of English speaking (Zhengdong, 2012).

B. Computer Assisted Language Learning (CALL)

CALL known as acronym of Computer Assisted Language Learning is the search for and study of application of the computer in language teaching and learning including the use of word processing, multimedia CD-ROM, internet for language learning (Levy,1997; Felix,1998). It has been used as a tool for the language teaching for more than 40 years. It is equipped with teacher's console, student's desk, audio, video, DVD & CD player, LCD in focus, and internet connection. Throughout its history either behavioral, communicative, or integrated CALL, it has resulted significant gain in teaching reading and writing (Liou, 1997), vocabulary building (Liu and Reed, 1995), ESP course (Leppen & Klaja, 1995). In addition to the findings above, Mohan (1992) stated that within the environment of CALL learners are able to communicate because software provides them with visual, audio and other situational clues.

Improving listening was one of the most successful uses of CALL because multimedia computing has standard audio and video, sound recording, and text to speech (Brett,1997).CALL also has significantly improved reading and writing skills (Nagata,1998), writing and culture (Lee,1997), students' motivation (McNeil, 2000), reading and writing of adult learners (Liou,1997),writing process (Thorson,2000), error feedback (Ogata, Feng, Hada & Yano,2000), writing environments (Sullivan & Pratt,1996), assisted reading (Hong, 1997), vocabulary building (Grace, 2000).

According to Warschauer (1996), particular language learning theory should be the basic of CALL application because multimedia software will not make a big impact on language teaching unless the teachers allow the students to use internet, hypermedia, animation, graphics, etc as the authentic communication tool. Therefore, researcher would like to find out its effectiveness for the teaching and learning of English Speaking skills by applying task-based approach.

C. Task-Based Approach

Skehan (1998) says, "Language task is defined as meaningful in its own right and linked to the real world". The tasks should have some procedure, foster communicative interaction, and focus on meaningful interaction (Long and Crookes,1993; Ellis, 2000; Nunan, 2005; Richard & Rogers, 2001). It infers that language is best learned and taught through interaction as the learners can exchange information and ideas with others or with teachers not for the sake of practicing language as an end but as a means of conveying and sharing ideas, opinions, and working toward the task goal.

In language pedagogy, task is interpreted as a piece of classroom work which involves learners in comprehending, manipulating, producing or interacting in the target language while their attention is principally focused on meaning rather than form (Nunan,1989:10). This definition implies that there are three major components in the task; goals, input, and activities. Goals which may refer to general outcomes such as communicative, affective, or cognitive are general intentions behind any given learning tasks. Input including letters, news paper extracts, picture stories, magazines, hotel brochures, etc, refers to the data that form the point of departure for the task. Activities specify what learners will actually do with the input (Nunan,1989:59). The task itself can be real-world tasks and pedagogical tasks (Richard & Rogers,2001:231). The priorities in task-based approach are on the exchanging meaning and the comprehension of content of the course or subject matter that the students learn. To facilitate such priorities, the authentic of text and types of the task-based activity could not be avoided. According to Snow (1991) content can be (1) academic subjects, (2) academic skills, and (3) other skills & themes.

Since the subject of the research is the university students with specific field of study, task based approach is assumed to be effective for the teaching and learning of Speaking skill. It is based on the reason that the students have possessed prior knowledge on the content of the course before taking English II subject.

III. RESEARCH METHOD

The researcher used the educational research and development (R&D) methodology by Gall and Borg (2007).Before designing the Task-based lessons, need analysis was conducted to the students and psychology alumni who work at government, private, and non-profit organizations. After analyzing the results of the need analysis, proto-type lessons were designed and tested to a small group. The revision of the proto-types is evaluated by expert then it was applied into the classroom of psychology students who learn English for 15 class sessions (15x150 minutes).The data were analyzed by using SPSS and Common European Framework (CEF).Experiment group had the English lesson within CALL setting while students in control group did not have these facilities at their disposition.

IV. FINDINGS AND DISCUSSIONS

From need analysis done through questionnaire to 200 psychology alumni who work at government, private, and non-profit organizations (120 questionnaire were accepted and only 113 were valid for the analysis), reflected that English Communication skill is much needed at the non-profit organizations (means 4.20) compared to 3.66 at the government offices, and 3.95 at the private companies. Problem solving skill has the highest means of 5 at the non-profit organization, 4.7 at the government offices, and 4.51 at private institutions.

The very paramount information from the alumni feedback is that 73.9 % of them felt that English Speaking was the most difficult because they virtually lack of vocabularies to express their ideas, comments, or remarks upon a particular case. It was identified that when researcher

asked intensely about what language components should be improved during the classroom activity, a sizeable percentage (77.2%) answered speaking skill, some odd them said translation (72.3%), a significant number identified vocabulary (63.1 %). Surprisingly only few of the students chose writing skill (21.8 %) as the most important skill to be improved.

It is revealed from the research that the experiment group had mean of pre-test 62.27 and post-test 67.87 while control group had means score of pre-test 60.53 and post-test 61.6. From the t-test, it was found that the t-score is 3.141 > t critical 1.973, df=172, Sig.000 (2 tailed). It means that there was a significant difference of the students' skill after joining the Integrated CALL. The interview results of the experiment group indicated that 18 students achieved the proficiency level of C2 and 25 students at C1 (total C2+C1=**49.4**%), 28 at B2, 15 B1, and 1 (1.1%) at the level of A2. At the Control group, however, it was recorded that 15 students achieved the proficiency level of C2 and 16 students at C1 (total C2+C1=**32** %), 25 at B2, 15 B1, and 6 (5.7%) students at the level of A2. It is noted from the experiment that among learning activities or task activities that have more gaining score were; debate, problem solving, and role play (means score of debate was 23.66, which was followed by problem solving 15.41, role play 12.68, paraphrase 9.79, and video watching 5.29). The conclusion is that CALL and Task-Based approach with its core, supporting, and synthesizing activities started from pre-task phase, task completion, and post task have significantly improved oral proficiency of the psychology students.

V. CONCLUSION

As the innovative ways of using CALL for the improving speaking skill purpose, the researcher has assimilated the environment of CALL with Task-Based Approach. It was structured as a series of tasks given to the students for 15 classroom sessions followed by 15 sessions of tutorial. Three types of task given: core, supporting, and synthesizing task with pre-task, during the task phase, and post-task have significantly improved the students' oral proficiency (speaking skill). The research, therefore, shows academic evidence that CALL is effective for teaching and learning speaking skill.

REFERENCES

[1] Alwasilah, A. Chaedar. 2000. Perspektif Pendidikan Bahasa Inggris di Indonesia dalam Konteks Persaingan Global.

[2] Bandung: Andira.Brett, P. (1997). A comparative study of the effects of the use of multimedia on listening comprehension. System, 25(1), 39-53.

[3] Chapelle,C., and Jamieson.J.,(1986) Computer – Assisted Language Learning (CALL) as a Predictor of success in Acquiring English as Second Language. TESOL quarterly.20 (1).27- 46

[4] Coleman,Hywell.(1987).Approaches to the Management of Large Classes (Project Report No.11).

[5] Lancester-Leeds. Leeds (1997).Need analysis in Teaching English to University undergraduate in the Indonesian context: Issues & Development. University of Leeds.Leeds

[6] Ellis,R.(2000).Task-Based research and Language Pedagogy. Language Teaching Research,4 (3).192-220.

[7] Gall, M. D., Gall. J. P., & Borg, W. R. (2007). Educational research: An introduction (8th ed.). New York: Pearson

[8] Grace, C. A. (2000). Gender differences: Vocabulary retention and access to translations for beginning language learners in CALL. Modern Language Journal, 84(2), 214-224.

[9]Hong, W. (1997). Multimedia computer-assisted reading in business Chinese. ForeignLanguage Annals, 30(3), 335-344.

[10]Lee, L. (1997). Using Internet tools as an enhancement of C2 teaching and learning.Foreign Language Annals, 30(3), 410-427.

[11]Leppenen,S.,& Paula.K.(1995) Experimenting with Computer Conferencing in English for Academic Purposes. ELT Journal.49 (1), 26-36

[12] Hsien.-Chin., Wang, S. H., & Hung-Yeh, Y. (1997). Can grammatical CALL help EFLWriting instruction? CALICO Journal, 10(1), 23-43.

[13]Liu,M.& Reed.W.M (1995). The effect of hypermedia-assisted-instruction on second language learning. Journal of Educational Computing Research, 12(2), 159-175.

[14]Long, M.H., & Crookes, G. (1993). Three approaches to task-based syllabus design. TESOL Quarterly, 26, 27-56.

[15]McNeil,Aurelia. (2000).Computer-Assisted Instruction: Its value to second language learners. Eric Digest.No.ED 444365

[16]Mohan, B. (1992). Models of the role of the computer in second language development, In M. Pennington and V. Stevens (eds.), Computer in Applied Linguistics, Multilingual Matters, Clevedon, 110-126.

[17]Nagata, N. (1998). Input vs. output practice in educational software for second language acquisition. Language Learning and Technology, 1(2), 23-40. Retrieved February 25, 2014 from http://llt.msu.edu/vol1num2/article1/default.html.

[18]Nunan,D. (1989). Designing Tasks for the Communicative Classroom. Cambridge: Cambridge University Press.

[19]········· ..(2005). Aspects of Task-based Syllabus Design. Retrieved from http://www.nunan.info.

[20]Ogata, H., Feng, C., Hada, Y., & Yano, Y. (2000). Online markup based language learning environment. Computers and Education, 34(1), 51-66.

[21]Richards. J., & Rodgers, T. (2001). Approaches and Methods in Language Teaching. Cambridge :Cambridge University Press

[22]Skehan, P., & Foster, P. (1997). Task type and task processing conditions as influences on foreign language performance. Language Teaching Research, 1, 185-212.

[23]Snow, M. A. (1991). Teaching language through content. In M. Celce-Murcia (Ed.), Teaching English as a second or foreign language (pp. 315-328). Boston: Heinle and Heinle.

[24]Sullivan, N., & Pratt, E. (1996). A comparative study of two ESL writing environment: a computer-assisted classroom and a traditional oral classroom. System, 24(4), 491-501.

[25]Thorson, H. (2000). Using the computer to compare foreign and native language writing processes: A statistical and case study approach. Modern Language Journal, 84(2), 155-170.

[26]Ur,P.(1999). A Course in Language Teaching:Practice and Theory.Cambridge:Cambridge University Press.

[27]Warschauer, M (1996). Computer-Assisted Language Learning: An introduction. In S. Fotos (Ed.), Multimedia Language Teaching (pp.3-20). Tokyo: Logos Int.

[28]Zhengdong,Gan (2012). Understanding L2 Speaking Problems: Implications for ESL Curriculum Development in a Teacher Training Institution in Hong Kong. Australian Journal of Teacher Education, 37(1).

The Analysis of the Governance Mode of Mass Incidents in Yunnan Frontier Minority Areas：

Based on the Perspective of Polycentric Governance

Xiao Bin
School of Public Management (SPM)
Yunnan University of Finance and Economics,　P. R. China
(xiaokao1126@163.com）

Abstract—**Under the background of social transformation in China, the social structure of frontier minority areas in Yunnan have sharply changed, the interest pattern have adjusted profoundly and the social conflicts have intensified, it will outbreak the mass incidents easily. It is an important theoretical and realistic subject to be solved that how to realize the good governance of mass incidents in Yunnan ethnic minority areas. This paper want to from the perspective of multi-center governance theory, and based on the summary of the experience and lesson of the government in the disposal of mass incidents, and tries to reconstruct the governance mode of collaboration and interaction with multiple subjects when dispose with the mass incidents.**

Keywords—Yunnan; The frontier minority areas; Mass incidents; Polycentric governance

I. INTRODUCTION

Yunnan province is located in the southwest frontier in China, is a multi-ethnic populated collection and multi-religious, multi-cultural blend of national provinces. Under the background of social transformation in China, the social structure of frontier minority areas in Yunnan have sharply changed, the interest pattern have adjusted profoundly and the social conflicts have intensified, it will outbreak the mass incidents easily. It is an important theoretical and realistic subject to be solved that how to realize the good governance of mass incidents in Yunnan ethnic minority areas. The Third Plenary Session of the eighteenth CPC Central Committee proposed the new request that the implementation of "The modernization of national management system and management ability", the governments at all levels in Yunnan should use the management thinking to explore and construct the polycentric governance mode of the frontier minority areas when dispose with mass incidents, in order to promote social harmony and stability, so as to achieve "good governance".

II. THE TYPES OF MASS INCIDENTS IN YUNNAN FRONTIER MINORITY AREAS AND THE ANALYSIS OF THE CAUSES

The mass incidents in Yunnan frontier minority areas can be divided into four types. The first is the economic interests. Under the condition of market economy, the mass incidents that happened in Yunnan frontier minority areas are on the rise due to the economic interests. The typical events such as the two mass incidents of Jinning County in Yunnan province occurred in 2013 and 2014.The second is the social livelihood of the people. This kind of mass incidents is mainly caused by the problems such as social security, environmental pollution, food safety, salary welfare, judicial proceedings. For example, the mass demonstrations which happened in 2013 in Kunming Yunnan province, due to the protesting of oil refining project, etc. The third is the national religious type. The small mass incidents caused by the problems such as the competition between minorities because of forest and grassland, the security conflict and ethnic culture conflicts between minorities, ethnic and religious problems etc. The fourth is the out of control in governance. This kind of mass incidents is mainly caused by the out of control of government public power, such as "Meng Lian incident" in 2008.

There are three main reasons which caused mass incidents happened in recent years in Yunnan frontier minority areas: one is economic factor. Yunnan located in the border of southwest China, is a typical less developed areas. Yunnan province reached the $1000 of the per capita GDP in 2005, and the per capita GDP is only $ 4450 in 2014 [1], it is far below the national average. The economy and social development of frontier minority areas in Yunnan province are lagging, and the social development is uneven, all of these are the main reasons which result in most mass incidents. At the same time, there still have important causes of mass incidents in frontier minority areas in Yunnan province, such as the imbalance distribution of income result from the unbalanced development of economy and society, the increased gap between rich and poor, and the game and conflict between different interest groups.

The second is political factors. Yunnan province has the 4046 km border line with Laos, Myanmar and Vietnam, the most of border regions are ethnic minority areas, which conditions and societies are complicated. The hostile forces from abroad use the domestic criminals and NGOs through various means and ways, and penetrate the areas on purpose where the controlling of grass-roots governments are relatively weak, it brought great pressure to the social stability of frontier minority areas in Yunnan province.

The third is religious and cultural factors. The types of foreign religions in Yunnan are various, the five major religions formed Multi religious belief, include Buddhism, Islam, Christianity, Catholicism and Taoism. [2]In recent years, some religions have conflicts in the development of believers and religious culture, it caused mass incidents sometimes. Due to geographical reasons, the ethnic people in frontier regions are easily affected by foreign religious activities in the aspects of sectarian identity and language customs. In the multi-ethnic populated areas, the conflicts and contradictions that result from the differences of languages, customs and other aspects become a prelude to mass incidents in minority regions.

III. THE INTERPRETATION OF POLYCENTRIC GOVERNANCE THEORY

In recent years, the governance becomes a popular word in public administration academia at home and abroad. It is different from the traditional exercising authority in social management of the government. The governance largely emphasize on multi-subjects and centers, network of management in social and public affairs. In 1995, the committee of global governance made a clear definition of governance, the governance is the sum of many methods in which the individuals and institutions to manage their common affairs. It has four characteristics: the governance is not a set of rules, also is not an activity, but a process. The foundation of the governance process is not control, but coordination; Governance is involved in the public sector and private sector; Governance is not a formal system, but the continuous interaction. [3]The core idea of governance is that the joint participation of multi-agent (public sector, private sector and civil society organizations) in public affairs, it represents a different with the new public management thoughts. The Third Plenary Session of the eighteenth CPC Central Committee proposed that the implementation of "The modernization of national management system and management ability, innovation of social management system", in a sense, it means the change of national management style, which changes from one-way administrative control to multi-subjects involved participating.

The theory of "polycentric governance" which put forward by Ostrom is a hotspot of current research of governance theory; it is a kind of new ideas of public administration. The polycentric governance is different from the traditional administration which only has one center and highly centralized power, highly integrated benefit, it means to establish multiple management center follow the traditional social and cultural practices in a particular region and in accordance with regional characteristics. Each center would be the service hub in a region, and to realize the functions of coordination and integration in public administration. The polycentric governance is the mutual collaboration management which including governments, market organizations, communities, citizens. Any one party are not isolated, but an active role of support, and help other main subjects to provide better service. Every subject has a special function, which becomes one of the centers of governance in polycentric governance. The public authority which providing the law and order, the market organization which creating the

product, the citizens who actively participate in, all of those constitute the new condition of governance together after they become the center in their own scope. [3]

IV. THE ANALYSIS OF GOVERNANCE ISSUES OF MASS INCIDENTS IN FRONTIER MINORITY AREAS OF YUNNAN

A. The goals of management far from reality

In recent years, the government attaches great importance to prevent and dissolve the mass incidents, but under the guidance of "keeping stability" and the pressure from multiple evaluation indices, some governments through the methods of "pressure" or "cover" to achieve short-term "stability"; some governments conceal and make false data, that cause mass contradiction is piling up, then the small events sharpen into a big event.

B. The single subject of governance

In a complete structure of governance, the subject of governance should include the government, social organization and market force; it needs the organic combination of government governance, market governance and social governance [4]. And as with other areas in China, the governance subject of mass incidents in frontier minority areas of Yunnan province is too single. According to the two-dimensional classification of governance model, it belongs to the defective and oligarchs governance [5]. The defective and oligarchs governance is a low institutionalized management mode which under the condition of single subject and the governance process is lack of democratic, the decision-making process is lack of scientific, and the execution power is too thin.

C. The lack of system supply

At first, it is necessary to improve the legal system. At present, there still exist some conflicts between the customary laws of minorities and the existing laws and regulations. There is also lack of judges, lawyers and other legal resources of the ethnic minorities, and there exist serious shortage of resource supply in the social governance system. Secondly, there is also lack of related mechanism and system. In the environment of "big government, small society", the expressing channels of economic interests of the group is very narrow, the vast majority activists who believe only the government authorities can coordinate and solve the problem. They tend to choose the extreme method to express interests, such as group petitions, blockade the government, collective bargaining.

D. The lack of governance capability

Firstly, the controlling ability of grassroots government is weakening. The controlling ability of grassroots government presents the sign of weakening since the reform and opening. From the view of reality, the function and workload of grassroots government in frontier minority areas are greatly increased than before, so it is difficult to respond timely and properly when masses go to petition, it is easy to result in "resentful" and go to other channels to solve the problem, even to the extreme. The second is the insufficient input of governance resources. Under the condition of the monopolistic

power and resources of government, the resources of investment which put into the grassroots government are limited, so that the demand of interests and the contradiction of people of township cannot get effective control and resolve. In some minority areas, the effect of CPC which at the grass-roots level is severely weakened, the prestige is serious shortage, and cannot adequate early warning of mass incidents. The third is the insufficient ability of crisis management. It appears that the insufficient ability to resolve contradiction and dispute, and to construct the information network and the insufficient ability of early warning, and the ability to properly resolve mass incidents, and the civil servants lacking the knowledge base of crisis management, etc.

V. THE CONSTRUCTION OF POLYCENTRIC GOVERNANCE MODE OF MASS INCIDENTS IN FRONTIER MINORITY AREAS OF YUNNAN

A. To cultivate and improve the multiple governance subjects

It needs an open government under the polycentric governance mode. The government mainly plays the roles of public service, management, supervision and invites multi-subjects to participate in policy making and execution, [6]. To reduce the decentralization, and to promote the reform and the functional transformation of the government, to prevent offside and absence; the government should protect the legitimate rights and the interests of disadvantaged groups as the main provider of public services. The government should strengthen the collaboration with other governance subjects and promote social governance to a higher level. The second is to make social organizations engaged in the provision of public service. The government can increase the supply of public services through purchase the public services that provided by social organizations. The third is that the market subjects should take an active part in the process of social governance and to solve the problems with the market rules, to deal with conflicts use market means. At the same time, the enterprise and government should strengthen the communication and coordination to keep the pure relations. The fourth is to cultivate the consciousness of citizens' rational protection rights, to guide their legitimate demand. At the same time, in the process of the formulation and implementation of public policy, the government should listen to more representatives of citizens, especially the voice of the ethnic minority representatives, through communication and consultation to reach consensus.

B. To improve the ability and quality of the governance subject

One is that the government should take active measures, to strengthen the construction of grass-roots organization, by encouraging outstanding civil servants to work at the grass-roots level with the systematic education training, then to improve the ability and the comprehensive qualities of civil servants effectively who at the grass-roots level. At the same time, to strengthen the management of civil servants, to deal with corruption severely, then get the trust and support from people. The second is to strengthen the professional ability of social organization. The social organizations need to accumulate more experiences to prevent illegal permeability especially from overseas NGOs.

C. To deal with the mass incidents in accordance with the law

One is to strengthen the thinking of law ruling, adhere to deal with the mass incidents in accordance with the law. On the one hand, the governance subject needs the power given by law and constrained by law. The administration according to law can constrain the administrative action of government to the greatest extent, to ensure the administrative power be implemented in accordance with the law. On the other hand, the participants of mass incidents also must abide by the relevant laws and their illegal behavior must be punished by law. The second is to strengthen the construction of legal system in frontier minority areas. To formulate relevant laws and regulations and promote the legislation from national level especially for mass incidents; to fully play the role of regulation and constraint of minority customary laws, then find a reasonable balance between the minority customary laws and the national legal system; to set standard and perfect the existing guidance document which disposal of mass incidents, then make it has stronger maneuverability and guidance.

D. To establish a long-term mechanism to prevent mass incidents

One is to speed up the construction of benefit expression mechanism; to improve, dredge and reinforce the existing hotline, for help and other special channels; to explore the establishment of the new channel which transmits the appeal and will from social organization; to take advantage of modern information technology and improve the expression channels of interests appeal in network. The second is to speed up the mechanism building of conflict mediation. To improve the mechanism and space of social organization. The third is to perfect the mechanism of dialogue and consultation. To establish a direct dialogue and coordination mechanism gradually between the masses of frontier national regions and the government, gradually establish the social organizations, enterprises and citizens dialogue and coordination mechanism. The fourth is serious accountability. Through accountability mechanism, the illegal or irregular behavior of governance subject will be punished in the process of governance, and strengthen the service consciousness of government, and play a positive role for the management of mass events in the frontier ethnic regions.

E. To speed up the economic and social development of frontier minority areas

As a less developed areas, the most important problem of Yunnan is still that how to develop, it must insist to solve the problems through development. One is to maintain economic

growth. To integrate and docking the strategy of "The Belt and Road" actively, promote the reform and opening, effective use the international and domestic markets, promote economic prosperity and increase economic development rapidly in the frontier minority areas. The second is to promote fairness through adjust distribution. It should intensify the allocation of reform, enlarge the proportion of labor remuneration in the initial distribution; to adjust the reasonable proportion between high, medium and low income; to explore various ways of resources investment, let people who in the frontier national regions get more property income; to establish and perfect the compensation mechanism of natural and ecological resources. The third is to accelerate the development of poverty alleviation. To promote regional development and poverty precise alleviation, improve the infrastructure construction and the livelihood of the people in poverty-stricken areas and speed up its assistance to special difficult group. The fourth is to expand the employment of the masses in the frontier areas. The government should encourage the enterprise to hire more minorities' employees through the policy support; to improve the vocational skills of people who in the frontier ethnic areas, through invest more resources in skill training. The fifth is to strengthen national culture and religious work. Adhere to the implementation of national policy, guarantee the freedom of religion, ethnic customs and culture of ethnic minorities, to crack down the illegal activities of religious infiltration, strengthen the protection and inheritance of national culture.

VI. CONCLUSION

The mass incident of frontier minority areas is an important social problem which the government at all levels in Yunnan must take it to serious. The traditional thinking of social management has been unable to achieve the effective disposal of mass incidents. The polycentric governance change the subject of management from single into multiple, then to prevent excessive concentration of power and avoid negative effects, at the same time complementary with plenty supply of system resource, to achieve "good governance" of mass incidents. The government should pay attention to solve social contradictions through the practice of polycentric governance, and smooth the channels of interests expression, adhere to construct the rule of law government, rule of law society, and improve the political concept and practice of government for the people, to cultivate the good spirit of citizen and guide the masses into institutionalized activist, to maintain social harmony and stability and promote national security for the long-term.

REFERENCES

[1] The statistical bureau of Yunnan. Yunnan Statistical Yearbook (2014), China Statistical Publishing House, 2014, 10.
[2] Zhao Peixi. Diverse religion and social harmony-- The Research on Minority Religious Culture Interaction in lijiang of Yunnan, Journal of Yunnan Normal University (Philosophy and Social Sciences Edition), 2009 (4) : 56.
[3] Yang Guangbin: The introduction of politics (4th edition). Beijing: Renmin university of China Publishing House, 2011 edition: 214, 220.
[4] Yu Keping: The Difference between National Rule and National Governance, The Paper Collection of Party Construction: The Second Half, 2014 (7): 5.
[5] Shi Jie: The Transformation of Governance Mode of Mass Incidents under the Polycentric Perspective: the Analysis Based on the Governance model by Two-dimensional Division,Journal of Gansu Administrative Institute, 2011 (5): 26-34.
[6] Zhang Chengfu: the Theory of Opening Government, Journal of Renmin University of China, 2014 (3): 79-89.

Comparison of Grassroots Community Groups and Folk Environmental NGOs in China's Environmental Protests and Relevant Enlightenment：

Based on the Investigation on Two Protests against the Waste Incineration Project in Asuwei, Beijing

Tan Shuang

School of Law and Humanities

China University of Mining and Technology

Beijing.

(ts22416@163.com）

Abstract—**Grassroots community groups which focused on and ENGO which focused on ecological protection are the two pillars of China's environmental contention. Analysis on the "Asuwei event "started by "Aobei volunteer group" in 2009 and Led by "Natural University" in 2015, it shows that there are significant differences exist in organizational structure, protest targets, action strategies, social influence etc. Two organizations at this stage has not yet formed an organic alliance. It is necessary to promote their positive interaction in order to give support to the shape of common environmental issues, the improvement of environmental policy and the build of participation network of environmental protection.**

Keywords—*Grassroots community group；folk Environmental NGO；environmental contention；comparative study*

I. PROBLEM INTRODUCTION

In recent years, China's ecological environmental problems not only hinder its economic development and harm public health but also are a severe challenge for social stability. According to statistics made by the Ministry of Environmental Protection, the overall quantity of petition letters, collective appeals and non-normal appeals decreases in China, but the number of environmental petition letters and mass incidents increase by 30% every year[1], and China's environmental protests rose by about 120% in 2012. The PX event in Xiamen, Fujian Province, the blood lead event in Fengxiang, Shaanxi, the protest against garbage dump in Xierqi, Bejing etc. are strong evidences of the increasingly fierce environmental protests in China. With the rising of environmental civil society, China is currently in a situation featured by the coexistence of "government-dominated governance movements, environmental group protests organized by unclear organizations and environmental protection movements organized by NGOs"[2]. Among them, grassroots community groups loose in structure and folk environmental NGOs are the two major forces that contribute to the generation and development of the protests. The former refers to temporary groups spontaneously formed by urban or rural community residents whose living environment is infringed. At present, environmental group events are mainly conducted by grassroots community groups who carry out actions[3] relying on trust and common interests among residents. The latter refers to nongovernmental and nonprofit social organizations that commit themselves to protect natural resources and improve the biological environment, which is a new power taking an active part in environmental protection during recent years. To promote the multi-governance modern environmental management system, the new Environmental Protection Law was issued in 2014 to clearly stipulate citizens' rights and obligations to participate in environmental protection in various aspects. As the core components[4] of the Chinese environmental civil society, environmental NGOs and grassroots community groups play an important role in environmental protection. What are the characteristics of environmental protests they lead? Are there any differences? What are the advantages? Analysis of those problems helps to strengthen mutual cooperation, make the best of the both parties and establish an effective national environmental protection model.

Previous researches usually divide NGOs and grassroots community groups into independent objects while study their functions and action models in environmental protests. There are numerous research achievements about "the participation of NGOs in environmental protection movements". Guo Bingyang (2003) makes a detailed study of a kind of "virtual public sphere" developed by Chinese environmental NGOs in recent years based on the Internet, which greatly promotes environmental protection movements; Ho,Peter (2001) emphasizes the importance of environmental protection organizations especially folk environmental protection organizations to environmental protection movements in China;

Zou Dongsheng et al (2016) analyze how environmental NGOs rationalize and improve the effects of environmental protests through social mobilization and advocacy alliance; Peng Xiaohua et al (2012) apply the qualitative research method to explore the media mirroring of environmental movements and its reasons with the NGO, Friends of Nature, as the case, and explain the symbiotic relationship between environmental movements and media; by describing how Greenpeace constructs the topic "Asia Pulp and Paper's Deforestation in Yunnan" in China, Zeng Fanxu (2006) observes how NGOs construct a topic with institutional significance through prudent but flexible media strategy design, gain public access to the media during the process, change the trend of the topic, realize supervision on enterprises and the government etc. Researches with "environmental protests conducted by grassroots communities" as the theme are relatively rich as well. M.Smith et al (2008) maintain that environmental movements should be regarded as a transformation plan rather than just "objection", which contributes to public participation and community development; He Yanling (2006) focuses on various environmental conflicts caused by the upsurge of self-interest motive and community protection consciousness, introduces reasons and features of the conflicts and puts forward principle solutions, namely establishing a neutral role of the government, opening channels for consultative dialogue and building political absorbing mechanism facing urban marginal groups; Cui Jing (2013) analyzes alliance and training of community residents in environmental conflicts and emphasizes the potential social learning function of the protests from the perspective of community governance. Generally speaking, there are few comparative researches on professional environmental NGOs and grassroots community groups[5] [6]. Johann Cummin (2004) compares different strategies of voluntary organizations and professional social groups by observing environmental movements in the USA; with the PX event in Xiamen as the case, Zhou Zhijia (2011) analyzes the generation mechanism and influencing factors of grassroots movements spontaneously organized by citizens, points out that residents' participation in environmental movements only reflects citizenship in the superficial layer, which is mainly caused by the absence of the function of nongovernmental organizations; Ren Bingqiang (2014) makes a theoretical comparison of the two current models of environmental protests in China, namely protests promoted by environmental organizations and those driven by social groups. Most of the above researches are theoretical explanations. Comparative researches that combine specific cases especially the practice of China's environmental protests in the current stage still remain to be further expanded and explored.

On this basis, with the 2009 protest against the Asuwei waste incineration project launched by the "Aobei Volunteer Team" and the 2015 protest against the Asuwei waste incineration project led by the environmental NGO "Nature University" as the case, the author will make a multi-dimensional comparative analysis of the two kinds of organizations. The author selects them because there is no big difference between the two similar projects in the same region in economic and social environment, political structure, cultural and ethic background, so, the analysis can be more objective and independent.

II. REVIEW ON TWO "PROTESTS AGAINST THE ASUWEI WASTE INCINERATION PROJECTS"

A. The 2009 Protest against the Asuwei Waste Incineration Project Launched by Grassroots Community Groups

In April 2007, Beijing Development and Reforming Office issued *Implementation Plan about Domestic Rubbish Disposal and Infrastructure Construction during the 11th Five-Year Plan Period in Beijing* to plan the Asuwei Area as the comprehensive garbage disposal center in the northern part of Beijing. Consisting of three parts, namely landfill, comprehensive treatment plant and incineration power plant, the center mainly disposes household garbage in Dongcheng District, Xicheng District, Chaoyang District and Changping District. In July 2009, the project started the environmental impact assessment under the circumstances of inadequate public support. The "Aobei Volunteer Team" made up by residential owners living nearby conducted a protest that lasted several months. It organized a "parade" where there were more than 50 cars and a "peaceful demonstration" which involved over a hundred people. Since the effect was not ideal, the volunteer team adjusted its strategy. After collecting and systemizing documents for more than three months, the team published the report named *Life-or-Death Choice about China's Urban Environment--Waste Incineration Policy and Public Will*, which initiated the channel for the communication between citizens and governmental officials. In the end of that year, on "Tiger Talk", a TV program launched by Phoenix Television, Huang Xiaoshan established "corridor diplomacy" with Wang Weiping, Chief Engineer of Beijing Municipal Commission of City Administration and Environment, thus, the research report was known by the government. In February 2010, Huang Xiaoshan was invited by Beijing Municipal Commission of City Administration and Environment to inspect garbage disposal in Japan and Macao as the representative who protests against such projects. In March, Beijing announced to suspend the project and clearly stated that it would solicit public opinion again. In June, Huang Xiaoshan raised funds to establish the "Green House" to explore waste classification treatment and the "self-circulation" path.

B. The 2015 Protest against the Asuwei Waste Incineration Project Led by Environmental NGOs

Five years later, the Asuwei waste incineration project was launched again all of a sudden. On July 25, 2014, the Asuwei circular economic park project released its publicity for the first time. On December 15, 2014, the project released its second publicity and held forums and expert discussion meetings among villagers living nearby. "Nature University", the NGO that has always been concerned about waste incineration, helps residents living near Asuwei to organize the protest once again. Relevant personnel of the NGO strictly follow the legal procedures to initiate joint signature actions such as urging the government to reject the environmental assessment report, appealing to hold hearings, canceling the qualification of environmental assessment companies etc. successively on web portals to raise doubts about the decision making process of the project in inadequate civic participation, unscientific incineration scheme, fake environmental assessment report etc.

After repeated applications and negotiations, the Environment Protection Bureau in Changping District held a hearing on April 23, 2015. Personnel from "Nature University" and part of citizens participated in the hearing and voiced their opinions. However, this hearing failed to reach the expected effect either in procedure or result. On the fifth day after the hearing, this project was approved by the Beijing Environmental Protection Bureau. After that, "Nature University" helped residents to apply to the Environmental Protection Bureau and Beijing Municipal Government for an administrative review. The application was accepted but the result was still uncertain before the author wrote this paper. Related officials of "Nature University" maintain that they will not give up even though they fail and will continue instituting legal proceedings.

III. Comparative Analysis of Grassroots Community Group and Folk Environment NGO in Environmental Protests in China

A. Organizational Structure and Characteristics of Actions

Since grassroots community groups and folk environmental NGOs are different in staff composition, resources etc., they also have their own features in aspects such as structure, behavior etc., which is concretely reflected as follows:

TABLE I. COMPARISON OF GRASSROOTS COMMUNITY ORGANIZATION AND FOLK ENVIRONMENTAL NGO IN ORGANIZATIONAL STRUCTURE AND CHARACTERISTICS OF ACTIONS

Organizational Difference	Grassroots Community Organization	Folk Environmental NGO
Staff Composition	People from all walks of life	Hired and paid professional workers
Resources	from the inside part of the movement, scattered and inadequate	from the outside part of the movement, professional and abundant
Organizational Rationality	Inadequate institutional supply, ambiguous rights and obligations, with emotion as the support, decision making is rational as well as emotional	Complete institution, clearly stipulated rights and obligations, with professional skills as the support, rational decision making
Persistence of the Action	With unstable personnel, the group is temporary and unsustainable	With stable personnel, the organization is professional and sustainable

1) Staff Composition

The Asuwei event in 2009 was completely spontaneously organized by Aobei residents who mainly included people from all walks of life such as retired officials, scholars, enterprise employees, lawyers etc. Although they have the common goal, yet they lack relevant knowledge about garbage disposal, construction project, civic participation etc. Thus, it is easy for their protest to be simple and extreme in the form of action, which explains why the "Beiao Volunteer Team" chose to start its protest in by "walking on the street" in 2009. However, apart from being passionate for environmental protection undertaking, people working at "Nature University" are different from the common public because they are paid full-time professional workers. Thus, they have strong sense of

responsibility which enables them to continuously and steadily provide guidance for environmental protests; on the other hand, rich working experience also enables them to conduct scientific and in-depth investigation into waste incineration projects, accurately find the risk and illegal points so as to have a clear and definite purpose while carrying out environmental protests within the legal framework.

2) Resources

Comparatively speaking, environmental NGO has social resources that are more stable, professional and abundant than that of grassroots community groups. First of all, in the aspect of goods and materials resources, as a formal organization, the environmental NGO "Nature University" has stable sources of finance from the outside which can constantly support its activities of environmental protection. However, grassroots community groups like the "Aobei Volunteer Team" mainly rely on the funds raised by their internal members, which is insecure in amount, stability etc. Secondly, as for human resources, environmental NGOs are closely connected to their peers, mass media, professional elites, opinion leaders etc., thus, they can usually gain professional guidance. For example, "Nature University" has always been frequently communicating with environmental NGOs such as "National Water Guards", "Guidance on Garbage Classification", "Micro Hearing about Environmental Assessment" etc. and folk environmentalists like Wang ** at the Sino-Germany Renewable Energy Cooperation Center, Mao ** who is a Doctor of History at Beijing Normal University, Ma ** at Institute of Public & Environmental Affairs etc. to jointly analyze and communicate relevant information. Although grassroots community groups have diversified members, yet their corresponding social network is comparatively scattered as well. Without sufficient professionalism, they may not be able to provide effective support in environmental protests. To sum up, formal environmental protection organizations possess more advantageous resources than grassroots community groups in various aspects and thereby have more action selections.

3) Organizational Rationality

The inspection should be carried out in two aspects. First of all, we should check whether the organization possesses a formal and complete internal system. Compared with the environmental NGO "Nature University", the "Aobei Volunteer Team" is mainly restrained by regulations orally approved by its members. There are not any written regulations to stipulate the positions, rights and liabilities of the members. Such relatively loose structure is to the disadvantage of the organization's operation efficiency and it is also hard to control the course of events, which will easily leads to "organized irresponsibility". On the contrary, "Nature University" has clear hierarchical structure and assignment of responsibilities to avoid the above problems. Secondly, examine whether the organization's action pattern is rational. As a grassroots organization, the "Aobei Volunteer Team" is supported by residents' fear and hatred towards the garbage incineration plant and their individual emotions such as dissatisfaction about the government and enterprise managers. With "safeguarding individual rights" as the single objective, it is inevitable for its decision making to be simple, short-sighted

and extreme. However, as a formally organized NGO, "Nature University" possesses personnel with rich experience in garbage disposal, professional elites proficient in environmental laws and regulations, and decision-making mechanism which is mature and complete. Therefore, in the protest in 2015, it achieved its goal by imposing pressure on the government and enterprises with technical mistakes, improper legal procedures etc. as the entry point, which is restrained but orderly.

4) Persistence of the Action

With Public opinion leaders like Huang Xiaoshan etc. as the core, the 2009 protest against the Asuwei waste incineration project successfully realized its objective to stop the project. However, after that, most residents disappeared and only Huang Xiaoshan sticks to carrying out environmental protection actions like waste volume reduction. When the project was launched again in 2015, the "Aobei Volunteer Team" that used to be fully motivated was unable to unite together and fight against it because of various reasons. In comparison, environmental NGOs like "Nature University" have always devoted themselves to ecological protection, pollution prevention and control, environmental law etc. No matter whether they succeed in the protest against the Asuwei project, they will never stop making efforts in the field of environmental protection. It proves the conclusion reached by long-term researches on social movements: Compared with unofficial movement organizations, official movement organizations can better maintain themselves. It is not only because they rely on their employees to accomplish the tasks, but also because an official organization is still able to maintain its continuity even if its leaders or the external environment change[7]. On the contrary, a movement completely organized by unofficial organization is much more short-lived[8] than those initiated by official organizations, for it is usually targeted to a specific event and it is hard to be well connected to other social problems or other regions. It is special but isolated and it lacks the basic conditions of sustainable action.

B. Protest Objective and Strategy Selection

Objective and strategy play a decisive role in the result of the protest. There are huge differences between grassroots community group and folk environmental NGO in the two aspects.

TABLE II. COMPARISON OF GRASSROOTS COMMUNITY GROUP AND FOLK ENVIRONMENTAL NGO IN PROTEST OBJECTIVE AND STRATEGY SELECTION

		Grassroots Community Group	Folk Environmental NGO
Protest Objectiv		Single objective, namely project suspension or relocation. Small space for negotiation;	Diversified objectives, accept the completion of phased objective, with relatively large negotiation space
Strategy Selection	Resource mobilization strategy	Participatory strategy, good at mobilizing human resources	Professional strategy, good at mobilizing capital
	Protest strategy	Regular means within the system and destructive means outside the system (parade, demonstration and even violent confrontation)	Regular means within the system like supervision, hearing, lawsuit etc.

1) Different Protest Objectives

Grassroots Community Group: The objective lacks malleability and has obvious antagonism and small negotiation space. In 2009, the "Aobei Volunteer Team" conducted a persistent and stubborn protest to suspend the project, but they do not care about environmental problems like whether the garbage disposal technology is scientific, whether will the incineration plant be relocated to other places etc. It indicates that as the immediate beneficiary of the protest, grassroots community groups unite to "safeguard their own environmental rights" rather than truly "protect the environment". Although it seems to be a collective action, yet it belongs to "environmental protection behavior in the private field"[9] in essence. With project suspension or relocation as the only appeal, its limitation leads to its narrow negotiation space, which further aggravates conflict[10] between the public and the government or enterprises. However, it is undeniable that such kind of confrontation exerts huge pressure on relevant governmental sectors and it is easier to achieve the expected goal.

Environmental NGO: The objective is macroscopic and diversified, with relatively weak antagonism and large space for negotiation. Apart from criticism of specific projects, environmental NGOs like "Nature University" pay more attention to topics [6] （101） related to policies remaining to be made, for instance, "preposition of environmental assessment", "pollution evaluation standard", "garbage classification management", "qualification of environmental assessment companies" etc. With "activity of environmental protection in the public field" as their duty, they are willing to accept the success of any issue in any stage. Since they are not obsessed with the single objective of project suspension, their confrontation against the project party is naturally reduced, which makes it easier for negotiation to be formed, weakens the protest pressure and goes against the realization of the core objective.

2) Different Strategy Selection

While classifying social movement organizations from the perspective of action, Diani and Donati put forward two dimensions to observe their strategies: the resource mobilization strategy and action strategy to realize political efficiency[11]. On this basis, the paper compares grassroots community group and folk environmental NGO as follows:

Resource Mobilization Strategy：Like all the other social movements, environmental protests mainly need capital and human resources. And the two types of organizations have their own advantages in the two aspects. Grassroots community groups like the "Aobei Volunteer Team" prefer to use the "participatory strategy" which keeps open in structure, regards common interest appeal and psychological foundation as the bond, takes interpersonal relationship and the Internet as the assistance to gather the public, constantly and effectively stimulates the participation enthusiasm of individuals online and offline. Nevertheless, because of inadequate professionalism and sustainability, and the strong antagonism in their actions, it is usually hard for them to gain financial support. On the contrary, folk environmental NGOs are good at applying "professional strategy", namely reciprocally attract

the support of potential donors like the government, enterprises, foundations, media, the public etc. with stable organization and clear vision and through attractive projects and mature means to raise donations. However, the standard and strict operation of NGO will easily keep a good distance from the common public. Besides, it is also hard for their extensive and scattered protest objectives to be recognized by the public. Although they can unite with a small number of elites, yet they always face a problem, namely how to mobilize adequate human resources[12].

Protest Action Strategy. : The strategy usually adopted by grassroots community groups is to organically combine "protest according to law" and "protest per the practical situation" based on the practical situation[13]. On the one hand, when the situation alleviates or the collective action encounters setbacks, those groups try to legally safeguard their rights through reporting the situation to government sectors, applying for hearings, lawsuit etc. For instance, the "Aobei Volunteer Team" wrote the report named Life-or-Death Choice about China's Urban Environment--Waste Incineration Policy and Public Will and forwarded it to personnel who might play an effective part like government officials, specialists, scholars, representative of the two conferences etc., which successfully starts the communication between the government and the common public[14]. On the other hand, if they cannot gain the expected response and it is necessary to impose larger pressure, they will mobilize more residents to take destructive means outside the system like parade, demonstration and even violent confrontation, communicate to the society with the help of the media power, strive for moral support from indirect stakeholders and hope to gain "justice from higher authorities"[15] by amplifying the event. When the first "walking" turned out to be not so effective, the "Aobei Volunteer Team" further persuaded owners of surrounding apartments to join the protest and organized ten thousand people to sign their names to fight against the project. Like many NGOs, "Nature University" behaved in a very restrained and rational way during the whole process of the protest against the Asuwei waste incineration project in 2015. Based on laws and regulations like the Temporary Act of Environmental Impact Assessment on Public Participation, it pointed out illegal points in the decision-making process of the project, initiated joint signatures on portal websites to stop project environment assessment, disclose the environment assessment, hold hearings, cancel the environment assessment qualification of Company Z, submitted the hearing application signed by more than 100 units and over 1000 people to Beijing Environmental Protection Bureau. After the application was approved, it organized residents to participate in the meeting and properly express their appeals. As a professional environmental protection organization, "Nature University" is very proficient in applying legal weapons. Restricted by the role positioning of environmental NGOs in China, environmental NGOs have to be affiliated to administrative units and usually will not "confront the tough with toughness". Instead, they are more likely to choose approaches within the system such as negotiation, conciliation, lawsuit etc.

C. Protest Objective and Strategy Selection

"As a collective action to promote a certain kind of social revolution, environmental protest involves lots of people and lasts a certain period of time, which might lead to very complicated endings and consequences. Instead of evaluating the success or failure based on the appeal of the protest itself, we should broaden our horizon and evaluate it from multiple angles."[8] Therefore, protests advocated by grassroots community groups and folk environmental NGOs must be evaluated from various aspects. Referring to the method[16] put forward by Heijden in 1999, the research compares the effects and social influences of the protests in 2009 and 2015 in four aspects, namely procedural influence, structural influence, sensitive influence and substantial influence.

TABLE III.   COMPARISON OF THE 2009 ASUWEI EVENT AND 2015 ASUWEI EVENT IN ACTION EFFECT AND SOCIAL INFLUENCE

	the 2009 Asuwei Event (initiated by grassroots community group)	the 2015 Asuwei Event (guided by folk environmental NGO)
Procedural Influence	Raise doubts about the government's decision-making procedures but fail to effectively urge it to make corresponding adjustments	Well standardize the approval procedures of major projects
Structural Influence	Promote *Regulations on Household Garbage in Beijing City* to be issued	No significant performance;
Sensitive Influence	Gain continuous attention from the media, influence the society in environmental protection, public participation etc	Limited media exposure and insignificant social influence
Substantial Influence	Successfully suspend the project	Fail to prevent the project

1) Procedural Influence

Procedural influence refers to the achievement of an action in influencing the decision-making process of the authorities concerned. This was reflected very obviously in the protest guided by "Nature University" in 2015. From "calling off the environmental assessment and amending system flaws" to "applying for hearing on environmental protection administrative permission", "promoting the rejection of the environmental assessment report" and "requiring the disclosure of the hearing on environmental protection administrative permission", the whole action starts with the doubts about the project initiation procedures and calls on it to make relevant adjustments. Although the hearing did not give the public a satisfactory response, yet it has promoted decision-making of the government to be scientific and democratic to a large extent. In comparison, the protest conducted by the "Aobei Volunteer Team" focuses more on "suspension of the project". Although it also denounced decision-making of the government, yet it is just an instrumental strategy.

2) Structural Influence

Structural influence refers to the achievements of an action in changing the political, legal or other systems of the authorities concerned. In 2009, after negotiating with government sectors for many times, the "Aobei Volunteer Team" not only prevented the waste incineration project in the end but also promoted the release[17] of Regulations on Household Garbage in Beijing City, the first local law to

standardize garbage disposal. Due to the restriction of the external environment and its own strategy selection, "Nature University" does not have significant performance in this aspect.

3) Sensitive Influence

Sensitive influence refers to achievements made by a movement in changing the value, cognition and attitude of the authorities concerned and the public so as to increase their sensitivity to certain problems. It relies on the media's communication of the event to a large extent. Starting with the parade of over a hundred Aobei residents, the 2009 Asuwei Event was reported by many mainstream media. "Tiger Talk" on Phoenix Television made a feature program about the Asuwei Event. After that, due to the inspection jointly conducted by officials and citizens on garbage disposal technology in Japan and the release of Regulations on Household Garbage in Beijing City, the event was published as front-page headlines by many times. There were more than 400 news reports about the event in 2009. As a consequence, environmental protection, garbage disposal, not-in-my-back-yard conflict, policy participation etc. have become hot topics which have affected the public, the government, enterprises, scholars, NGOs etc. to different degrees. The protest carried out by "Nature University" in 2015 always insisted on acting within the system. Though it successfully kept the conflict within limits, yet compared with the protest six years ago, the attention it gained from the media decreased remarkably. Only a small number of media like Caixin Weekly, Interface etc. made relevant reports about this.

4) Substantial Influence

Substantial influence refers to achievements made by a movement in specific goals and requirements. Although the "Aobei Volunteer Team" is deficient in organizational structure, decision-making level etc. as a grassroots community group, yet it won the 2009 Asuwei movement with its protest that combines sensibility and rationality. However, since "Nature University" acted so rationally that it brought relatively small impact and threat to enterprise managers and the society. As a result, the incineration project was not suspended.

IV. CONCLUSION AND ENLIGHTENMENT

By making a comparative analysis of grassroots community groups and folk environmental NGOs in environmental protests, the paper arrives at the following conclusions and enlightenment.

First of all, in environmental protests, grassroots community groups and folk environmental NGOs have their own features and advantages in social influence. As spontaneously gathered temporary groups, grassroots community groups are deficient in organizational stability, action rationality etc., but their members share common interest appeal and emotional experience. So, it is easier for them to maintain the motivation, constantly march towards the single objective and then achieve success. Though some individual movements have promoted the improvement and reform of relevant policies, laws and regulations, yet they are isolated to each other and their influence is quite weak and scattered. Besides, when the problem is not solved as they expected psychologically, democratic rights protection will probably evolve into violent conflicts, which is to the disadvantage of economic development and social stability[18]. In comparison, folk environmental NGOs carry out the protest legally, rationally and orderly. Meanwhile, as the subject of public welfare, NGO helps expand the topic from "safeguarding environmental rights" that simply pursues interests to "protecting the environment" which is related to the whole society. It not only urges the government to improve its decision-making model but also provides space for the public to participate in environmental protection, improves their value on the environment, guides the public to transform from "common citizens" to "ecological citizens". However, since NGOs are not good at constructing identity and shaping consensus, the breadth, depth and intensity of public participation are quite limited in environmental protests led by them. As a consequence, the protest usually lacks explosive power and impact force, which might hinder the achievement of the substantial objectives.

Secondly, there is not sufficient cooperation between grassroots community groups and folk environmental NGOs in environmental protection actions. As the two major columns in environmental movements, grassroots groups are able to rapidly gather the power of the people, keep up high morale and actively cope with the situation, while NGOs can give full play to their professional abilities to expand objectives, provide capital, train the public and plan the action for community organizations which have already been formed. It is the positive interaction and resource complementarity between expressive grassroots community groups and regular environmental NGOs that make it possible to present environmental topics and improve environmental policies, form the close participation network of environmental protection and make the Chinese environmental civil society more mature. Unfortunately, the two did not form an alliance in reality. Huang Xiaoshan, the representative of the 2009 "Aobei Volunteer Team" once said, "When we needed NGO the most during our protest against waste incineration, NGO was neither sensitive nor did it give us any professional and theoretical guidance or moral support" [19], while the fighting power of "Nature University" was quite limited in 2015 due to the scattered public power. It is not just an individual case, as pointed out by Zhang Ping et al during their analysis on environmental group events that happened in China during the past ten years, Chinese environmental protests occur frequently among grassroots communities at the level of urban residential committees and rural towns and villages. The public participation is very obvious but the organizational degree is quite low. Among them, environmental NGOs have only participated in over ten events, occupying less than 5%[3] of the total number. In movements with nation-wide influence such as the 2007 anti-PX movement in Xiamen, protests against magnetic levitation in Shanghai and Hangzhou etc., folk environmental NGOs were criticized by the public for their "collective aphasia" [20]. The author will further probe into the factors that prevent them from cooperating with each other.

Thirdly, the government should have different treatments of grassroots community groups and folk environmental NGOs who are significantly different from each other in environmental protests. The government should not only emphasize the influence of grassroots groups in safeguarding legal rights, actively provide them with effective feedbacks first time and try to nip group events in the bud but also should not ignore the positive role played by NGOs in collective movements and well communicate with them so that they can alleviate the public's anti-emotion, standardize the public's participative behavior and cultivate the public's participation ability.

Fourthly, in future researches, the academic world should focus on the isolation between grassroots community groups and folk environmental NGOs in environmental movements, analyze underlying causes and improvement strategies so that the two can learn from each other, strengthen the alliance of diversified forces so as to establish a cooperative structure of the environment civil society. That is also a problem the author will try to solve in future researches.

REFERENCES

[1] Xiong Yihan. Market "Disembedding" and Environmental Conflict, Dushu, Vol. 9, 2007

[2] Sun Wei. Functional Analysis of Transformation of Chinese Environmental Reports—Social Members in New Social Movements, Journal of International Communication, Vol.1, 2009

[3] Zhang Ping and Yang Zuchan. Brief Analysis of Features of Environmental Group Events in China during the Past Ten Years, Journal of China University of Geosciences (Social Sciences Edition), Vol.3, 2016

[4] Tao Chuanjin. On Structure of the Civil Society from the Perspective of Solving Environmental Problems—A Deduction Based on Analysis of Data Gained by the Investigation on 100 Villages, Xue Hai, Vol.1, 2007

[5] Ren Bingqiang. Comparative Study on Participation Models of the Public in Field of Environmental Protection, Study & Exploration, Vol.5, 2014

[6] [American] Johann Kamin. Voluntary Association, Professional Organizations and American Environmental Movements[C]. //[British] Edited by Christopher Lutes, translated by Xi Kai. Environmental Movements: Local, National and Global. Shandong: Shandong University Press, 2012

[7] Staggenborg ,Suzanne.The Consequences of Professionalization and Formalization in the Prochoice Movement[J]. American Sociological Review ,1988(53)

[8] Feng Shizheng. Social Movement Research in the West: Perspectives and Theories, China Renmin University Press, 2013, P121

[9] Chang Genying. Review of Foreign Researches on Public Proenvironmental Behaviors, Science Economy Society, Vol.3, 2009

[10] Tan Shuang and Hu Xiangming. The Formation and Solution of NIMBY Conflicts: Based on the Perspective of Civility, Journal of Jishou University (Social Science Edition), Vol.3, 2015

[11] Diani,Mario and Paolo R.Donati.Organizational Change in Western European Environmental Group: A Framework for Analysis[C] // Enviormental Movements:Local,National and Global, edited by Rootes. London;Portland, OR:Frank Cass,1999

[12] Della Porta, Donatella and Mario Diani.Social Movements:An Introduction[M].Oxford,UK;Malden,Mass.:Blackwell, 2007

[13] Chen Zhanjiang and Bao Zhiming. Historical Evolution and Strategy Transition of Environmental Protests Conducted by Farmers—Based on Inspection on the Relationship between Macrostructure and Micro Action, Journal of The Central University for Nationalities (Humane and Social Sciences Edition), Vol.3, 2014

[14] Tang Yong. "Garbage Politicians" in Asuwei, China Newsweek, Vol.3, 2010

[15] J.OB'rien&lianjiang Li.Rightful Resistance in Rural China[M]. Cambridge University Press,2006

[16] Heijden,Hein-Anton Van der..Enviormental Movements,Ecological Modernization and Political Opportunity Structures. [C] // Environmental Movements:local,National and Global, edited by C. Rootes. London: Frank Cass,1999

[17] Li Dongquan and Li Jing. From Asuwei Incident to the Issuance of "Beijing Statue on Living Garbage Management": A Policy Process Analysis Case from the Policy Networks Perspective, Urban Planning International, Vol.1, 2014

[18] Ouyang Hongsehng and Li Lang. Media, Citizens' Environmental Rights, Ecological Citizens and Environmental NGO, Journal of Southwest University for Nationalities (Humane and Social Sciences Edition), Vol.9, 2013

[19] Liu Haiying. Return to the Embarrassment and Expectation about Issues on Garbage, http://www.chinadevelopmentbrief.org.cn/news-13468.html, 2011-05-20

[20] He Pingli and Shen Ruiying. Resource, System and Action: Analysis of Environmental Protection Social Movements in China. Journal of Shanghai University (Social Sciences), Vol.5, 2012

The Linkage between Decentralization and Governance:
Bring Politics Back In?

Himawan Bayu Patriadi, PhD
Faculty of Social and Political Sciences
University of Jember – Jember, Indonesia
Email: hbpatriadi@unej.ac.id

Abstract **- There has been a general assumption that the adoption of decentralization would facilate the improvement of governance quality. Based on an empirical study of Indonesia case, however, it is argued that such a kind of assumption is not always the case. Any good governance is hard to achieve because the complexity of its surrounding context, particularly the political ones. Given this, it can thus be suggested that in analysing any administrative phenomenon it is not neceessary to be exclusively reliant on the Wilsonian approach which separates public administration from politics. In order to have a functional analyses, particularly dealing with phenomenon in developing countries, it might be better to employ a wider perspective involving the usage of other discipline's approach, including politics.**

Keywords: *decentralization; governance; politics*

I. INTRODUCTION

Do public organs stay in a vacuum? Does decentralization always have positive correlation with good governance ? These two provocative questions come up in my mind after for sometime exploring Indonesia case study and observing empirical phenomenon dealing with some public services. They then struck me even further after knowing that some suggesting answers for those mostly are merely normative theoretical propositions. Bearing this in mind, this paper tries to explore and critically discuss about the issue. After shortly reviewing the development of public administration approaches, it then explores some empirical facts as the departing point for further discussion. Finally, the paper will be concluded by some insights on the issue to refining any academic or theoretical relevance.

II. DEMOCRATIC GOVERNANCE: SOME THEORETICAL PROPOSITIONS

Until quite recently, good governance has become one of the development focus, particularly in developing countries. Part of the agenda is how to improve public bureaucracy performance. Some imperative concepts have even been suggested. One of them is the installation of democratic governance. As a concept, governance has both academically and practically been widely accommodated. While some see it as the new public management, others also perceive governance as a 'reinvented' form of government which is better managed to achieving greater efficiency in the production of public services".[1] Having this, optimism seems to continually endure hoping that adoption of 'good' governance, at least normatively, would improve the performance of public organs, particularly bureaucracy.

As many assumed, devolution of power from central to local authorities, commonly called it as the project of decentralization, is good effort of establishing 'good' governance. It has even theoretically been argued that such a devolution of the centralized power would in turn be able to make goverment more efficient, responsible, and accountable; so it hopefully could provide better delivery of public services.[2] In this sense, the installation of local democratic governanve would be conducive for materializing those criteria assuming that democratically elected local authorities are better in managing delivery of public services. One of the reasons was raised by two prominent public administration theorists, Shabbir Cheema and Dennis Rondinelli, who argue that, compared to their undemocratically elected upper level counterparts, democratically elected local authorities are more knowledgeable on local aspirations and consequently they would be more responsive to local demands.[3] Another reason is that any democratic governance would also encourage effectiveness and efficiency of governing because democratically-elected local govermnent imperatively should be politically accountable to their constituent. In other words, under democratic governance local government unavoidably should consider the aspirations of stake holders involved . Hence, Saito is unquestionably right when he defined governance as "a process and outcome of consultative interaction between different constituent members including public, private and civil organizations in order to resolve common political economic and social issues".[4]

All arguments above has laid a strong foundation for installing democratic governnance. While many believe that

---

[1] Gerry Stoker, "Governance as Theory: Five Propositions", *ISSJ*, Vol. 155, 1998, pp.17-18.

[2] Merilee S. Grindle, *Going Local: Decentralization, Democratization and the Promise of Good Governance*, Princeton University Press, Princeton, 2007. p. 167.

[3] John Martinussen, *Society, State & Market: A Guide to Competing Theories of Development*, Zed Book Ltd., New York, 1997, p. 214.

[4] Fumihiko Saito, "Decentralization and Local Governance: Introduction and Overview", in Fumihiko Saito, ed., *Foundations for Local Governance: Decentralization in Comparative Perspective*, Physica-Verlag, Heidelberg, 2008, p.6.

decentralization would have good impacts on governance, few empirical studies have however been done to investigate the linkage between the two. As such, any prospective of governing, particullarly that at the local level, needs to be confirmed: How far does it fit with what happened in developing countries? The next section below, empirically will provide a general empirical picture of governance under the installed decentralization.

III. EMPIRICAL TESTING OF THEORY: THE INDONESIA CASE

For most developing countries, including Indonesia, both decentralization and 'good' governance for the most part are 'alien' concepts. One of the reasons is that the two are basically the 'imported' things because of various reasons whether positive or negative. They used to be installed or accommodated mostly due to being forcefully imposed into the long established socio-cultural and political traditions. In this respect, Kohli cpgently predicted that there would be 'disquieting' situation for at least certain period once the imported things being transplanted into the traditions.[5] As such, challenges are always available and needs to be investigated and solved.

It was been estimated that four fifth of the countries on the world has done decentralization projects.[6] Dealing with this fact, interestingly, many are of the same mind that the adopted project was mainly driven by the motive of improving th nature and quality of governance.[7] Nevertheless, while analyses of socio-cultural constrains are enormous, study of how political aspects characterize the nature of the relationship between decentralization and governance seems to be still relatively limited.

Indonesia is one of the countries in which decentralization has been adopted for more than one decade following the installation of democractic governance in 1998. For the initial period of the implementation, public assumed the adopted decentralization needed adaptation of bureaucracy mindset and behaviour that fit with the spirit of decentralization. Such an perception was dominant having the fact that under the centralized system for more than three decades, public bureaucracy used to be heavy implementors rather than decisive policy makers. It is widely acknowledged that in order to effectively managing decentralization at the local level the main required capacity was autonomous creativy. I myself was even also personally involved in several internships of converting local-level bureaucracry's mindset

and behaviour. The main agenda thus simply focussed on socio-cultural aspects.

Nevertheless, after observing the implemented decentralization intensively for sometime, in particular how previous public optimism did not meet with it, it became clear that the problem of decentralization not only limited on uncondusive socio-culture but also unsuitable political aspects. In it, ironically, a better quality of governance cannot optimally be achieved because of the adoption of democratic government. In this sense, poor democractic practices indeed mattered on the decentralization.

Based on on the case of Indonesia, I elsewhere have wrote about the impacts of political development on the implemented decentralization.[8] As written, Indonesia has adopted a comprehensive decentralization involving administrative, financial and political aspects since the implementation of Government Act no. 22/1999 and 25/1999 as the underpinning of local autonomy followed by the revised Government Act no. 25/2004 and 34/2004 as the foundations of the central-local fiscal distribution. Dealing with the first two aspects, the progress so far have relatively met with the expectations. Although at the beginning the power transference from the central made many local bureucrats hard to handle, because of regular trainings coupled with experienced-based learning their capabilities have then increased overtime. In line with the positive trend of human development, financial aspect also showed an impressive result. In general, local expenditures has steadily been boosted by the financial decentralization. Data from 1997 to 2007 illustrated that the local expenditures had almost quadrupled nationwide, from US$ 40 billion to US$ 140 billion.[9]

Yet, as long as related to the political aspect, the early hope seems hard to fulfill. The adoption of decentralization together with local democracy is not a panacea, and to certain extend has made negative complexity in enhancing the quality of governance. As has also been elaborated on the article, based on interviews with credible sources, the installation of local democracy has instilled rampant money politics, bossism and clientilism.[10] In it, it has been shown how wide-ranging money politics has encouraged high-cost politics, in which this phenomenon in turn encouraged the nature of governance getting worse. In line with this, bossism followed by clientilism also made coordination of implementors units within local bureaucracy hard to manage. This is partly because the formal line of command to some extent was disfunctional due to the intervention from the elected political leader's informal supporters.

[5] Atul Kohli, "On Sources of Social and Political Conflicts in Follower Democracies" in Axel Hedenius ed., *Democracy's Victory and Crisis*, Cambridge University Press, Cambridge, 1997, pp.71-80.
[6] J. Manor, *The Political Economy of Decentralization*, The World Bank, Washington DC, 1999.
[7] Jean-Paul Faguet, "Decentralization and Governance", EOPP paper/2011/27, downloaded from
http://sticerd.lse.ac.uk/_new/publications/series.asp?prog=EOPP[6 May 2016]

[8] Himawan Bayu Patriadi, "Democracy, Decentralization and Governance Reconsidered: The Case of Indonesia", a paper presented in Thailand international conference on "Public Management and Public Affairs: Challenges and Prospects in ASEAN and Beyond", The Public Administration Association of Thailand, Bangkok, 30-31 August 2012.
[9] As reported in *Australian Financial Review*, 14 February 2007
[10] See Patriadi, *op.cit.*

Until quite recently, the above occurrences to great extent seemingly continued to endure. My further research once again confirms them. The nature of bossism and clientelism continued to exist curtailing the performance of local public bureaucracy. A credible source within bureaucracy described the situation as follows:

> Uninterupted [political] regulation makes unchanging situation. The incident repeated, the practice of local democracy often put us as implementors in uneasy situation. Under the line of command scheme, we are surely *Bupati*'s [District Head] formal staffs. However, not rare the intervention of the *Bupati*'s informal political advocates into projects implementation was difficult to resist, so they often disturbed us in managing certain projects. Such a condition had placed local bureaucrats in a dilemma. If using professional criteria we are of course the appropriate ones, but we are also aware that they are the *Bupati*'s men. Therefore, especially for me, under such situation it is better to be 'prudent' by accomodating them in the projects though it means to downgrade effectiveness and efficiency.[11]

In addition, the persistence of money politics practices also further contaminate the execution of public policy. Having such high cost politics, particularly during the local election period, continued to forcefully distort public policy. Before the election day came, not rare incumbent leaders manipulated policy in order to get public sympathy. In this respect, the policy being executed was more reliant on partisan calculation rather than objective consideration. Another source told me like this:

> It has become public secret that any incumbent local leaders used to have a tendency using various ways to maintain their political positions. As political cost is so high, they used to utilize any policy to get popular support particularly done upon the time when the election day was approaching, such as 'instantly' financial allocation to pay for some physical projects at villages. At glance, such a kind of political strategy seems to benefit people, but in terms of policy it was more political heavy-driven policy rather than being made based on an objective need-asessment.[12]

The two interviews above reveal another dimension of the decentralization complexity. It clearly shows how the good mission of decentralization to enhance the quality of governance is really problematic. Greater effective, efficient responsible and accountable government is still far from being materilialized due to the fact that underlying process of local politics to be more coloured by short term policy that based on material calculation rather than long term policy which reliant on ideas-oriented transaction. What is interesting to be noted here is that the main constrain of establishing good governance is not the character and capacity of public bureaucracy and its related regulations, but the context that vigorously conditions the administration organ.

IV. CONCLUDING REMARKS: RECONSIDERING THE APPROACH

The emprical exploration above convincingly encourages us to question the general assumption of perceiving decentralization has positive correlation with establishing 'good' governance. Some critical questions can be thus raised here are: how does public management deal with the existing problem above? and, in a wider context, how the approach of public administration should be?

Tracing back the development of Public Administration, one of the long-lasting controversies is the contention of its approaches which is rooted in the different goals of the study of administration. First, as suggested by Woodrow Wilson and Frank J. Goodnow, is that which is based on progressive tradition. This approach tends to be pragmatic by stressing the importance of using science to establish government efficiency.[13] In other words, this Wilsonian approach presummes that administrators could, or even should, produce 'a set of tools that could be used for any public purpose'.[14] In order to having this, public administration should therefore be separated from politics. Second, is the approach which wants public administration to have explanatory purpose. In this respect, it hopefully could explain 'the role administration plays in society' with the goal of 'understanding the administrative process so that its functions can be improved'.[15] The different approaches of course has encouraged an intensive debate within the discipline.

How should we take a position against the debate? The two contending approaches, I argue, should not necessarily be seen as conflicting each other. Referring to the empirical case above, lesson can be learnt is that the administrative phenomenon or problem is unquestionably multifaceted. To be sure, the presumption saying that the quality of governance can be simply achieved through the adoption of decentralization is hard to materialize due to many aspects involved. Democratic governance could indeed not work well because of being conditioned by various political aspects. Bear all these in mind, it can once again be argued that in order to analysing any administrative phenomenon we might need a wider perspective. If necessary, we can do that by borrowing some concepts from other disciplines. In a nutshell, an inter-disciplinary approach might be useful to use given the complex context that shapes administrative phenomenon, particularly those which is available in developing countries.

---

[11] Interview, June 2014.
[12] Interview, November 2015

[13] As quoted in Donald F. Kettl, "Public Administration: The State of The Field", in Ada F. Finifter, ed., *Political Science: The State of the Discipline II*, American Political Science Association, Washington DC, 1993, pp. 407-430.
[14] *Ibid.*
[15] *Ibid.*

So, for further contemplation, a central question can be suggested here: how can we solve the administrative problem without understanding the context? To be aware of this, in order to get any functional analyses it might be reasonable to reconcile the two existing approaches to become complementary each other.

REFERENCES

[1] *Australian Financial Review*, 14 February 2007

[2] J.P. Faguet, "Decentralization and Governance", EOPP paper/2011/27, http://sticerd.lse.ac.uk/_new/publications/series.asp?prog=EOPP, [6 May 2016]

[3] M.S. Grindle, *Going Local: Decentralization, Democratization and the Promise of Good Governance*, Princeton University Press, Princeton, 2007.

[4] D.F. Kettl, "Public Administration: The State of The Field", in Ada F. Finifter, ed., *Political Science: The State of the Discipline Π*, American Political Science Association, Washington DC, 1993, pp. 407-430.

[5] A. Kohli, "On Souces of Social and Political Conflicts in Follower Democracies" in Axel Hedenius ed., *Democracy's Victory and Crisis*, Cambridge University Press, Cambridge, 1997, pp.71-80.

[6] J. Manor, *The Political Economy of Decentralization*, The World Bank, Washington DC, 1999.

[7] J. Martinussen, *Society, State & Market: A Guide to Competing Theories of Development*, Zed Book Ltd., New York, 1997.

[8] H.B. Patriadi, "Democracy, Decentralization and Governance Reconsidered: The Case of Indonesia", a paper presented in Thailand international conference on "Public Management and Public Affairs: Challenges and Prospects in ASEAN and Beyond", The Public Administration Association of Thailand, Bangkok, 30-31 August 2012. Unpublished.

[9] F. Saito, "Decentralization and Local Governance: Introduction and Overview", in Fumihiko Saito, ed., *Foundations for Local Governance: Decentralization in Comparative Perspective*, Physica-Verlag, Heidelberg, 2008, pp.1-24.

[10] G. Stoker, "Governance as Theory: Five Propositions", *ISSJ*, Vol. 155, 1998, pp.17-18.

Part III

Innovational Public Finance for Sustainability

Improving Fiscal Transparency in Government Comprehensive Financial Report Reform:*

How fiscal transparency should be in China

Yang Yaqin

Center for Advanced Study of Public Policies

Yunnan University of Finance and Economics

Kunming, China

2443569100@qq.com

Abstract—As fiscal transparency in China is still waiting to be improved, the Comprehensive Financial Report (CFR) Reform started from 2014 would be one of the best opportunities for it. This paper argues about what is fiscal transparency and what we should do to improve it in the background of CFR. By distinguish the differences between the concepts of fiscal transparency and budget transparency, this paper strengthened that fiscal transparency means open not only budget information, but also fiscal polices' making process, fiscal polices' performance, etc. Then the author discussed how the CFR could help with disclosing those information to the public, and that the effort to improve fiscal transparency could make the CFR more completed. The suggestions are about what kind of information should be opened, how to make it easy to get all the information, a set of indicators and an internationally comparable fiscal transparency index should be formulated.

Keywords—Fiscal Transparency, Budget Transparency, Comprehensive Financial Report (CFR), Information Openness

I. INTRODUCTION

The Asian financial crisis in late 1990s has drawn great attention to fiscal transparency. Because lacking of transparency was cited as a partial contributor to financial crises in Asia and Mexico[1].Since the financial crisis, many international organizations, such as IMF, the World Bank, OECD, and both developed and developing countries have tried to improve fiscal transparency. The reason why fiscal transparency has being gaining growing attention is that it is believed to be one of the most important triggers of the financial crisis, and transparency in government operations is widely regarded as an important precondition for macroeconomic fiscal sustainability, good governance, and overall fiscal rectitude[2], and being regarded as a potential solution to problems of fiscal imbalance, rising government debt, and corruption[3]. To improve fiscal transparency, the USA, EU, and lots of countries in Africa and Asia have implemented relative policies, and have reached positive results.

As most of the developing countries in the world, there is still improving space for fiscal transparency in China. There are multiple reasons for poor fiscal transparency, such as government budget fragmentation[1], national information security management[2], etc. All those reason have been make it difficult for fiscal information openness for a long time. As a result, fiscal transparency of Chinese governments from central to county is not so good. One typical example is that most of provincial governments haven't opened provincial government debt information to the public, even though they have been pressed to. In the circumstances, provincial and municipal governments are evaluated about their openness of fiscal information, and the extent to which they are transparent is quite different among regions[4][5].

However, all layers of Chinese government, people and public medias have strengthened fiscal information openness in the past years, and all of them have made great effort to change the opacity reality, which have come to some positive results. One of the most important fruits is that in the Third Plenary Session of the 18th CPC Central Committee, fiscal transparent has been highlighted as one of the things the government should enhance in the future: "we must improve the legislation, transparent budget, improve efficiency, the establishment of a modern financial system".

That was only the beginning of Chinese government improve fiscal transparency. on December 31st, 2014, the State Council of China forwarded a milestone file in Chinese public finance and taxation system reform, the Reform Scheme of Government Comprehensive Financial Report on Accrual Basis (Guo Fa [2014] 63). In the reform scheme, to build government Comprehensive Financial Report system and to open fiscal information are strengthened. We believe this would be one of the best opportunities to improve fiscal

---

[1] Government budget are separated into several individual parts, and there are still some quasi-fiscal practices and fiscal practices are not included in the budget. Besides, government budgeting department are preparing the budget and revising the budget all through the year. All the phenomenon above are called government fragmentation.

[2] For a long time, most of government budget information was classified as national secrets, so the public only have access to a very limited part of it.

transparency in China. The reasons are, A) Government budget accounting has being on the cash basis for decades, which makes it difficult to know the real financial state of government, such as the assets, liabilities, state-owned corporations, etc.. On the other hand, the actual basis accounting is better at disclose the real state of an entity, including government. For the reason, even though the cash basis accounting is easier than the actual basis, it is still replaced by the actual basis accounting in lots of countries' practice. China has been discussing about changing government accounting into actual basis for many years, it hasn't been actually executed yet. To compile the Comprehensive Financial Report on the actual basis would be a test for the whole government accounting system, which would make it much more easier for the public to get the actual government financial state, hence fiscal transparency is improved. And B) One of the extinguishing characters of Chinese governmental budget is the fragmentation, which means only a few parts of government revenue and expenditure are included in the budget, and the budget could be revised casually any time through the year. It is often said that the government budget in China is "one-year budget, and budgeting throughout the whole year". So we cannot know how the fiscal resources flow as a whole. But the accrual based government Comprehensive Financial Report should include government assets and liabilities, department financial report, auditing report, which should be opened to the public. And we could easily have access to government fiscal information, which will lead to fiscal transparency without doubt.

In the past decades, fiscal transparency has been a welcomed topic, and has reached many achievements. Internationally, there are 3 kinds of mainstream study on transparency. A) IMF released the Manual on Fiscal Transparency (MFT) and Code of Good Practices on Fiscal Transparency (CGPFT) in 1998, and the revised edition on 2007, which strengthened that fiscal transparency is the core of good governance, and defined the four codes of good fiscal transparency [6]. Since 1999, IMF estimated fiscal transparency of countries from North America, South America, Europe, Africa, and Asia [7]. The state of fiscal transparency of most of the sample countries are improving as indicated in some following research. But fiscal transparency in China has not been observed and evaluated by IMF yet. B) OECD released OECD Best Practices for Budget Transparency, in which budgeting, budget openness, as well as how to improve quality and integrity of budget report are included, to guide member and non-member countries to improve their budget transparency [8]. And C) International Budget Partnership (IBP) launched a global research, the Open Budget Initiative, and formulated the Open Budget Index (OBI) to analysis and evaluated the extent to which 102 countries' budget are opened biannually since2006 [9]. Regretfully, China has been one of the most not-transparent countries in IBP's survey. Based on those 3 kinds of transparency research, most of foreign researchers adapted part/all of the indicators to extend the research into public policy efficiency, government credit, government debt rating, etc.

Chinese scholars have their own way of transparency research: A) Leading by Jiang Hong, a group of researchers

build a series of indicators to estimate the extent to which Chinese provincial / municipal governments are transparent. As the result shows, fiscal transparency in China is still waiting to be improved and all tiers of government should be more active in opening fiscal information. B) Some of the studies are focused on some specific details such as what kind of fiscal information should be opened, to what extent, and how to open, etc.. C) Another group is interested in what kind of legislation or institution in China has been the obstacles of fiscal information openness and therefore fiscal transparency.

All those researches are precious to this paper, but China is beginning to implement Comprehensive Financial Report now, which will make it a totally different background for improving fiscal transparency. This paper is focused on how and what we could do to improve fiscal transparency in China in this government Comprehensive Financial Report reform opportunity. The rest of this paper is organized as: Section 2 distinguishes the differences between the concepts of fiscal transparency and budget transparency. Section 3 argues about what should be included in Comprehensive Financial Report in China, so that fiscal transparency could be improved. Section 4 is concluding some suggestions about how to improve fiscal transparency in China.

II. FISCAL TRANSPARENCY AND/OR BUDGET TRANSPARENCY

For all those former researches on transparency, especially those from Chinese, they don't always distinguish the differences between the concepts of fiscal transparency and budget transparency, which are two significantly different concepts.

For the definition of fiscal transparency, the most accepted one is defined by Koptis & Craig (1998). Fiscal transparency is "Openness toward the public at large about government structure and functions, fiscal policy intentions, public sector accounts, and projections. It involves ready access to reliable, comprehensive, timely, understandable, and internationally comparable information on government activities—whether undertaken inside or outside the government sector—so that the electorate and financial markets can accurately assess the government's financial position and the true costs and benefits of government activities, including their present and future economic and social implications".

This definition forms IMF basics of code of good practice on fiscal transparency (2007) , which include 4 general principals: A) clarity of roles and responsibilities, which means distinguish the government sector from other sectors, clarify public and quasi-public sector's responsibilities and fiscal management framework respectively. B) open budget process, requires that budget preparation, execution, monitoring, and reporting should be guided by well-defined rules and procedures. C) public availability of information, means timely comprehensive information about the past, current fiscal activity and fiscal risks, which should facilitates policy analysis and promotes accountability. And D) assurances of integrity, demands that fiscal data, fiscal activities and fiscal information should meet some requirements such as data quality, under internal or external oversight and scrutinize.

Increasing fiscal transparency is a way of providing voters, observers, financial markets, and sometimes politicians themselves with more information about the intentions behind fiscal policy, the actual actions taken, and the immediate and longer-term consequences of specific policies. This eases the task of forecasting future fiscal policy, and of attributing fiscal outcomes to policies, and fiscal policies to particular politicians[10].

On the other hand, budget is a significant component of fiscal policies, or we may say that it is a quantified statement of fiscal policies. OECD (2002) stressed that the budget is the single most important policy document of governments, where policy objectives are reconciled and implemented in concrete terms. Budget transparency is defined as the full disclosure of all relevant fiscal information in a timely and systematic manner [8].

According to the definition, OECD specialized what should be disclose to be budget transparency. The disclosure should include 3 parts: A) budget reports, including the budget, pre-budget report, monthly reports, mid-year report, year-end report, pro-election report, long-term report. B)specific disclosures, including economic assumptions, tax expenditures, financial liabilities and financial assets, non-financial assets, employee pension obligations, contingent liabilities. And C) integrity, control and accountability, including accounting policies, systems and responsibility, audit, public and parliamentary scrutiny.

According to those definitions of fiscal transparency and budget transparency, the connection and difference between fiscal transparency and budget transparency could be notified.

To the connection, budget transparency is am important component of fiscal transparency and is a quantified statement of fiscal policies. This connection arise from the connection of fiscal policy and budget. As defined by IMF, fiscal transparency include open budget information, the organizations , responsibilities and accountabilities of government sectors and departments. Whereas budget information include revenues, expenditures, performance and audit information of public funds flows, represented in the form of valid and effective cash flow statement, balance sheet, and other quantified objectives statement.

Even if the public know well about the functions and accountabilities of each signal department of government, they would still need some detailed data of how public resources is flowing, which is presented in the budget information. So the budget information openness is an important component of fiscal information openness, with both of them, the public could know better about the process of how the public policies are made, and what the public policies work out.

To the difference, fiscal transparency is a wider and richer concept than budget transparency. As budget transparency is a part of fiscal transparency, to improve the latter, government should disclose all fiscal information, which covers not only the whole budget information, but also the functions and accountabilities of government at large. As a result, public could know more about government activities from fiscal transparency than budget transparency. On the other hand, the budget process is about how the government revenue and expenditure are made, which is based on the functions and accountabilities of each signal government department. So budget transparency implies that from the budget information given by the government, the public could know about the financial states of government, but couldn't judge if the government is running by the law. But fiscal transparency implies that from the information which government opened, the public should be able to judge if the government's activity is legal or not, if the government is functioning according to the basic principals of public finance.

Based on the connection and difference between fiscal transparency and budget transparency, to improve fiscal transparency in China, government should open not only the budget information, but more importantly all the relative fiscal information of general government, which should at least include the functions and accountabilities of each government department, the procedure of policies making, all the budget information, the audit reports, the performance reports, as well as government assets and liabilities.

III. COMPREHENSIVE FINANCIAL REPORT AND FISCAL TRANSPARENCY

To compile comprehensive financial report is a new trying in China, so a lot of details like how to do it, and what should be included in it are still to be determined. Fortunately, there are countries, like the USA and UK, have been compiling and disclosing Comprehensive Financial Report for a while, from which we could learn a lot.

In the USA, the Chief Financial Officers Act of 1990 (Public Law 101–576), or the CFO Act, and Basic Financial Statements—and Management's Discussion and Analysis—for State and Local Governments (GASB Statement 34) are the two laws which specified details of federal and local government Comprehensive Financial Report. According to the CFO Act, the Director of the Office of Management and Budget shall prepare and submit to the appropriate committees of the Congress a financial management status report and a government wide 5-year financial management plan. And the financial report mentioned should include 5parts: A) a description and analysis of the status of financial management in the executive branch. B) a summary of the most recently completed financial statements of federal agencies and government corporations. C) a summary of the most recently completed financial statement audits and reports of federal agencies and Government corporations. D) a summary of reports on internal accounting and administrative control systems submitted to the President and the Congress under the amendments made by the Federal Managers' Financial Integrity Act of 1982. E) any other information the Director considers appropriate to fully inform the Congress regarding the financial management of the Federal Government[3].

And the GASB Statement 34 makes rules about how state-government Comprehensive Financial Report should be. A typical Comprehensive Financial Report would include three parts: A) Introductory section, which is from statement of the

---

[3] See CFO Act Title III, Sec. 301.

state controller, certificate of achievement for excellence in financial reporting, principal official and organization chart of the state. B) financial section, which is the main part of the report. It usually formed with basic financial statements, required supplementary information, combining financial statements and schedules – nonmajor and other funds. And C) statistical section, which is detailed statistical numbers about financial trends for the past decade, revenue capacity, debt capacity, demographic and economic information, and operating information.

UK government produce the Whole of Government Account (WGA) every fiscal year, which is close to Comprehensive Financial Report. The Whole of Government Accounts consolidates the audited accounts of around 4,000 organizations across the public sector in order to produce a comprehensive, accounts-based picture of the financial position of the UK public sector[4].In the WGA, there are 8 Chapters: A) foreword. B) performance report, is about government's revenue, expenditure, and financial position – assets and liabilities. C) comparison to national accounts. D) statement of accounting officer's responsibilities. E) governance statement, including statement like scope of Accounting Officer's responsibility, the WGA governance framework, HM Treasury's role in managing financial risk, etc.. F) remuneration report. G) whole of government accounts has 5 tables, which are Consolidated Statement of Revenue and Expenditure, Consolidated Statement of Comprehensive Income, Consolidated Statement of Financial Position, Consolidated Statement of Changes in Taxpayers' Equity, Consolidated Cash Flow Statement. H) certificate and report of the comptroller and auditor general. And there are also some annexes about entities consolidated in WGA, and entities not consolidated in WGA.

From what are consolidated in a Comprehensive Financial Report in the USA and UK, we could easily get most of government-wide information, which is required by the IMF, OECD, etc. for fiscal transparency. And most of all, the information are combined in one report and updated on the website handily and timely.

In China, according to the Reform Scheme Of Government Comprehensive Financial Report On Accrual Basis (Guo Fa [2014]63), the directing method for how to organize a Comprehensive Financial Report would be completed before the end of 2015, in 2016 and 2017 the text would be carried out in some pilot areas. For now, the Comprehensive Financial Report would include four part: A) the government financial statements, including balance sheet and revenue-expenditure statement. B) notes to the government financial statements, explains how the financial statements are formed, and some other important but excluded matters. C) government financial and economic state report, is to analyze the economic state, operating state and long-term sustainability of the government, by combing the government financial statements and national economic state. And D) government financial management

report, which is about the requirements, measures and achievements of government financial management.

Comparing what are included in a Comprehensive Financial Report of the USA, UK and China, government revenue, expenditure and financial state are the indispensible parts in the report. However, some parts are missed in China: firstly, relevant departments' responsibilities and accountabilities. Secondly, the internal and external supervision and oversight scheme. Thirdly, audit statement. Those three parts above, which are defined as important elements of fiscal transparency.

IV. CONCLUSION

In the past decades, Chinese governments of all levels haven't tried Comprehensive Financial Report. Even the government budget report system is still waiting to be improve to let the public get more fiscal information so as to enhance the fiscal transparency. And the opacity in fiscal information in China has caused many harmful consequences, such as waste of public resources, corruption, public's distrust in public sectors.

However, in Comprehensive Financial Report reform, we could change the reality and improve fiscal transparency by disclose more information to the public. The ideal way is to establish a mutual improving scheme of Comprehensive Financial Report and fiscal transparency: the Comprehensive Financial Report could supply more governmental information to the public hence to improve fiscal transparency, and the urgency of improving fiscal transparency could direct Comprehensive Financial Report about what should be included in the report, hence made the Comprehensive Financial Report reform more targeted and more directed.

Firstly, information should be included in the Comprehensive Financial Report. A) Basic public sectors' information, like functions, responsibilities, staffs, about public sectors and corporations engaged in semi-fiscal activities, which are basic information to judge whether the entity is running legally and properly. B) Budget report, including at least quarter-report, year-report, mid-term report from each budget department and the general government, which are statements for how the public funding is flowing throughout the country. C) Performance report, which is about the results of the public funding, whether the funding has achieve the targets planned at beginning. D) Audit report, which is done by neutral agency to enhance the reliability of all the information opened. E) Detailed numbers for the past a few years, including balance sheet, cash flow statement, public sector budget table/ final table, mid-term budget table, etc.. And those are the least requirement for improving fiscal transparency.

Secondly, all those opened information should be easy to get, which means they should be opened and updated timely. And it's better to update the information from all relative sectors on one specific website and on public medias at the same time.

Thirdly, a set of indicators and furthermore an internationally comparable index should be formulated to quantify to what extent the fiscal transparency is in China, so

---

[4] Quoted from UK government website:
https://www.gov.uk/government/collections/whole-of-government-accounts.

that we could improve fiscal transparency directed. This would also be an import research direction in the future.

ACKNOWLEDGEMENT

REFERENCE

[1] F.Hameed, Fiscal Transparency and economic outcomes (December 2005). IMF Working Paper, Vol. , pp. 4.

[2] G. Koptis, & J. Craig, Transparency in government operations, International Monetary Fund, 1998, pp. 1.

[3] J. E. Alt, D. D. Lassen, D. Skilling, Fiscal transparency, gubernatorial popularity, and the scale of government: evidence from the states, General Information, 2001, 3(9):230-250.

[4] CPPS, Annual report on china's fiscal transparency--- an assessment of open information on provincial government finance, Shanghai: Shanghai University of Finance and Economics Press, 2009-2015. (In Chinese)

[5] YU Qiao, Research report on fiscal transparency of Chinese municipal governments (2012-2013). Beijing: Tsinghua University Press, 2014. (In Chinese)

[6] IMF, Manual on fiscal transparency, Washington, DC: IMF, 1998, 2007.

[7] IMF. Report on the Observance of Standards and Codes-Fiscal Transparency Module series. Available at: http://www.imf.org.

[8] OECD, OECD best practices for budget transparency. OECD Journal on Budgeting, 2002, 1(3):7-14.

[9] International Budget Partnership, Open budget survey, Washington, DC. 2006, 2008, 2010, 2012, 2015, Available at: http://www.internationalbudget.org.

[10] J. E. Alt, D. D. Lassen, S. Rose, The causes of fiscal transparency: evidence from the u.s. states , Staff Papers, 2006, 53 (1): 30-57.

Research on Government Function Allocation and Role Positioning in Low-carbon Construction

--A Case Study of Baoding, Hebei

Chen Xiaozheng

School of Management

Capital Normal University

Beijing, China

wmcxz@126.com

Abstract—**Low-carbon construction has become a major theme in government management innovation, and Baoding's experience has great demonstrative value for low-carbon construction in China. In the discourse framework of the social governance system, the idea of building a "guidance-oriented government mode" is presented in this research. This mode can more effectively explain and respond the reality in low-carbon construction, which is composed of "strategic guidance", "management guidance", "policy guidance", and "governance guidance". To build a "guidance-oriented government", it is essential to fix and position the role. The government should be a designer portraying the blueprint for low-carbon construction, a supplier providing low-carbon tools and setting up evaluation standards, and a foregoer promoting low-carbon technology development.**

Keywords: Function Allocation; Role Positioning; Low-carbon; Low-carbon Construction

I. INTRODUCTION

In recent years, low-carbon economic construction and low-carbon social development have gradually become a research hotspot in the public management field and a major theme in government management innovation. As a sustained development model featured by low energy consumption, low emission and low pollution, low-carbon development has led to an inevitable transformation of government management styles and policy orientation. As a result, the traditional government function allocation will experience a significant change. According to Fang Shirong and Sun Caihua(2011), it is quite necessary to set a new value of pursuing "ecological security" and establish a new low-carbon administrative philosophy[1]. On this basis, scholars have conducted research

to re-position roles of governments. For example, Li Bin (2010) believed that governments should play 4 roles in low-carbon development, that is, the development strategy maker, guider and supervisor as well as the demonstrator of the low-carbon lifestyle[2]. Zhao Yuan (2011) found that in the process of developing low-carbon economy in China, governments should assume 3 roles, including the maker of basic systems and rules, the propagator and guider of the low-carbon economic concept, social coordinator and supervisor[3]. In addition, some scholars have made in-depth analyses of practices of local governments. For example, Zhang Wenguang and Ma Zhentao (2014) conducted a case study of Zhuhai, to explore system innovation of local governments in low-carbon construction [4].

Baoding is one of two low-carbon pilot Chinese cities chosen by the World Wild life Fund, and the only prefecture-level city among the first 8 low-carbon pilot cities chosen by the State Development and Reform Commission. Summarizing and teasing apart the experience of Baoding in low-carbon construction has great significance for guiding and

[1] Fang Shirong & Sun Caihua. On Government Functions and Administrative Behaviors in Low-carbon Social Construction [J]. Legal Science, 2011, (6): 56-65. (In Chinese)

[2] Li Bin. On Government Role Positioning in Low-carbon Economic Development [J]. Journal of Liaoning Administration College, 2010, 12(12):5-6. (In Chinese)

[3] Zhao Yuan. Analysis of Government Role in Low-carbon Economic Development in China [J]. Chinese Public Administration , 2011, (8): 96-99. (In Chinese)

[4] Zhang Wenguang & Ma Zhentao. The Local Government Role and Behavior of Innovation in Low-carbon City Pilot: A Case Study of Zhuhai [J] Chinese Administration, 2014, (4): 28-31. (In Chinese)

enlightening China in low-carbon development and local governments to make good role positioning.

II. "GUIDANCE-ORIENTED" FUNCTIONAL MODE IN LOW-CARBON CONSTRUCTION

Modern government management theories abandon the idea and method to see governments as the only subject that can address public issues, and emphasize the triangular relationship among governments, enterprises and citizens. As the social governance model has changed from management-oriented administration to service-oriented administration, it has become a historical trend for governments to change from management-oriented governments to service-oriented governments. To achieve the strategic goal of developing low-carbon economy, it is quite necessary to properly adjust and change government functions.

A. Strategic Guidance in Low-carbon Construction

In low-carbon economy, the leading and guiding role of governments will become more obvious, and the strategic position of governments will be more highlighted. The main reason is that in the context of global warming, governments are almost impossible to reduce carbon emission and achieve low-carbon economy, if no effort is made, but must make a strong push on laws, regulations, policy environment, technological development and other aspects. It is also unrealistic to just wait for the independent and spontaneous low-carbon construction of economic organizations and high-carbon consumer groups, because governments are the only one that has an overall macro-vision, an ability of strategic regulation and powerful public resources. To smoothly implement low-carbon construction, governments should build a complete institutional system, including a target system, action plans, implementation mechanism, relevant laws and policies, and standard systems. Government institutional framework and policy measures should be built, to promote the development and use of energy-efficient technology, energy-saving and emission-reducing technology and renewable energy technology. Therefore, in the process of low-carbon economic development, governments play an extremely important strategic role.

B. Management Guidance in Low-carbon Construction

It is quite necessary to make reform of the economic management system, to develop low-carbon economy. The economic management system is a method for economic management departments to launch economic management, as well as a great guarantee to ensure that economy can develop orderly towards the expected direction. To promote low-carbon economic development, it is essential to follow the idea of low-carbon development in production, distribution, consumption and other links, lower consumption and pollution in the resource and energy consumption, pollutant emission and other fields, and update management ideas and methods to meet requirements for low-carbon development. Further standardization and integration of management modes can help to effectively reduce randomness and blindness in management and lower management costs, thus further improving the performance of low-carbon development.

C. Policy Guidance in Low-carbon Construction

To realize low-carbon construction, it is quite necessary to achieve "low carbon", "carbon reduction" and even "carbon-free". That is to say, governments should optimize their decision-making process, use the low-carbon economic development idea in decision-making and encourage to achieve the goal of low-carbon economy. By means of determining development plans, improving laws and regulations, changing relevant systems and mechanisms, promoting technological innovation and other measures, environmental issues represented by climate change have been considered in the overall planning of national macro-development policies, and policy instruments for low-carbon innovation have been updated. The integrated use of carbon budget, carbon taxation, carbon information regulation, carbon sink management, carbon fund management and other new low-carbon policy instruments has constantly strengthened the guiding function of public policies and effectively promoted low-carbon economic development. Only positive bottom-to-top public policy guidance can continuously promote the orderly proceeding of low-carbon economic activities, thereby laying a solid foundation for all-around construction of a low-carbon society.

D. Governance Guidance in Low-carbon Construction

Low-carbon construction is a complex systematic project, but not a simple government act or market behavior. Different from the free market economy model and the government centralized management model, low-carbon construction is a development model that governments, enterprises and citizens jointly participate, interact with and affect each other. After years of development and practice, Baoding has shaped its own features in low-carbon urban construction. In terms of the low-carbon development subject, the "trinity" (governments, enterprises and society) multi-center cooperative governance model has been preliminarily developed. However, governments must more fully assume their leading and guiding role in the governance structure. In the production field, governments should develop a stable policy mechanism, to promote a transition to low-carbon consumption. Moreover, governments should take the initiative in their interaction with the market, citizens and other parties, and continue to promote and guide the formation of the low-carbon governance model.

III. GOVERNMENT ROLE POSITIONING IN LOW-CARBON CONSTRUCTION

The core of low-carbon construction is to build low-carbon governments. Low-carbon government is a new government system model which takes low-carbon economy as the development model, the low-carbon life as the idea and low-carbon urban building as a goal, and has long-term incentives. To build a "guidance-oriented" government which can achieve a balance between "environmental protection" and "economic development", it is essential to fix and position the government role.

A. Decision Coordinator in Low-carbon Development

The transition to low-carbon economy is a new proportion, so no existing experience is available. Therefore, it is of key importance to establish a good decision-making coordination mechanism. In view of this, Baoding has set up a special team to work on low-carbon urban construction, with the municipal government as the team leader, relevant departments as team members and the office set in the Municipal Development and Reform Commission. To strengthen the strategic guidance for the low-carbon development, it is quite essential to further enhance the strategic position of the working team of low-carbon construction, make an overall arrangement for functions of departments of environmental protection, development and reform, finance and taxation, technology, land and resources, housing and urban construction and transportation, integrate various resources, and build a powerful integrated management agency of decision-making coordination and regulatory oversight, which is responsible for coordinating and developing low-carbon economic development strategies, guidelines and policies and addressing major issues in low-carbon development.

B. Strategic Planner in Low-carbon Development

In low-carbon development, planning should go ahead of others. The Baoding government should develop strategies of low-carbon economic development, on the basis of considering the natural ecological environment and regional load capacity and taking low-carbon construction as a new economic growth point. Moreover, the government should determine its mid-long-term development goals and properly distribute emission-reducing tasks, according to actual situations of different regions. As a city bordering the capital Beijing and a satellite city in the capital city agglomeration system, Baoding should not only match capital satellite cities in the Beijing-Tianjin-Hebei region, but also give full consideration to the bearing ability of its regional ecological environment to the city size. In this way, work should be done to guide rational distribution of population, so that Baoding can develop into a compact and ecological low-carbon city with gathered production elements, industry and population.

C. Policy Provider in Low-carbon Development

Low-carbon construction requires great guarantee from the "trinity" policy system. In terms of pricing policies, the Baoding government should deepen the reform of the resource product price. In terms of finance and taxation policies, the government should improve the government procurement policy of energy-saving products, and promote the constant improvement of the government procurement system of energy-saving and eco-friendly services. In terms of financial policies, the government should promote the innovation of financial products and services, build a linkage mechanism between the corporate energy-saving and

environment-protecting level and the corporate credit rating and loan application. The government should create normative policy tools to control behaviors of economic participants. Meanwhile the government should also develop incentive policies to guide market behaviors to support low-carbon economic construction.

D. Monitoring Evaluator in Low-carbon Development

Evaluation is an important baton which has great guiding functions. In this context, in low-carbon green planning and other programmatic documents, various regions have proposed the goal of building evaluation systems. To incorporate low-carbon development into the evaluation mechanism, the government should put energy consumption, carbon emission and indexes into the cadre evaluation system, further improve the energy-saving and emission-cutting statistics, monitoring and evaluation systems, and build and improve the energy-saving and emission-cutting job evaluation system, on the basis of giving a comprehensive consideration to the economic development level, industrial structure, energy-saving potential, environmental capacity, industrial layout and other factors. Meanwhile, the Baoding government should also strengthen management of target responsibilities, impose strict supervision on evaluation, take evaluation results as an important content to judge leaders and cadres.

E. Technological Promoter in Low-carbon Development

Development of low-carbon technology is a great driving force for low-carbon construction. The government and relevant industry authorities can set up special funds for municipal and district-level energy-saving and emission-cutting technological innovation. Meanwhile, they can build research teams to strengthen the low-carbon development generic and key technology. Moreover, they should encourage enterprises to make breakthroughs in low-carbon technology, and improve the initiative of enterprises to use new technology. Making use of personnel and technological advantages formed by the North China Electric Power University, Hebei University, Hebei Agriculture University and other institutions for higher learning and related research institutions, the Baoding government has built a low-carbon technology research and development center, low-carbon technology laboratory, and an

industry-university-research system for low-carbon technology innovation and achievement transfer, which provide technical support for low-carbon development.

F. Idea Promoter in Low-carbon Development

In low-carbon education, it is the main responsibility for governments as the main body to strengthen publicity and education and build an awareness of low-carbon economic development. The government should carry out extensive propaganda of the low-carbon idea among the masses, improve the public's understanding of energy and climate change issues, guide the public to realize the effect of green and low-carbon consumption on environmental improvement, vigorously publicize the low-carbon consumption idea in the whole society, and guide the formation of low-carbon consumption fashion in society. Meanwhile, it is quite essential to strengthen demonstration and guidance in low-carbon development, build a propagandizing mechanism combining governments, media and enterprises with the masses, and advocate production and life styles benefiting low-carbon economic development. A variety of advertising media should be used to publicize new consumption patterns, raise the public awareness of environmental protection, and guide the masses to consciously save fuel, energy and water and reduce carbon emission.

IV. CONCLUSIONS

At present, Baoding is at a critical period of entering the middle and advance stage of low-carbon development from the primary stage. It is quite urgent for the Baoding government to achieve coordination between low-carbon development and the government functions in economic regulation, market supervision, social management and public service, and develop a function allocation model in line with regional characteristics.

Compared with the "dominance-oriented government model", the "guidance-oriented government model" can more effectively explain and respond the reality in low-carbon construction. Along with a change from management-oriented administration to service-oriented administration, the government will inevitably develop to be guidance-oriented from the original control-oriented. This will be a positive

attempt of Baoding to explore low-carbon development of inland cities.

The government should be a designer portraying the blueprint for low-carbon social construction and developing the low-carbon development path, a supplier which provides supporting low-carbon tools and sets up evaluation standards, and a foregoer promoting low-carbon technology development. Only when the Baoding government properly positions and plays its role in low-carbon construction, can Baoding truly get on a green road of rise which not only fits the actual situation of urban low-carbon development, but also has its own characteristics.

ACKNOWLEDGEMENTS

REFERENCES

[1] Ge Zhongqing & Yin Hualong. On Low-carbon Economy and Hebei Transition [M]. Beijing: China Economic Publishing House, 2013. (In Chinese)

[2] Huang Aibao. Ecological Administration Innovation and Low-carbon Government Construction [J]. Social Science Research, 2010, (5): 11-16. (In Chinese)

[3] Li Junpeng. Government Management Innovation in the Context of Low-carbon Economy [J]. Science of Leadership, 2010, (10): 4-6. (In Chinese)

[4] Li Junpeng. Six Hot Issues in Low-carbon Government Theoretical Research [N]. Study Times, 2010-05-24 (6). (In Chinese)

[5] Li Huifeng & Yang Yanfang. Theory and Practice of Beijing Low-carbon Urban Construction [M]. Beijing: National Defense Industry Press, 2013. (In Chinese)

[6] Qian Mengdan. Discussion on the Government Functions in the Context of Low-carbon Economy [J]. Chinese Environmental Protection Industry, 2010, (7): 55-57. (In Chinese)

[7] Wulan & Liu Min. Reflection on Government Function Reform in Low-carbon Economic Development [J]. Chinese Public Administration, 2012, (11): 122-123. (In Chinese)

[8] Xiong Yan. Low-carbon Transition Roadmap [M]. Beijing: China Economic Publishing House, 2011. (In Chinese)

[9] Yang Jie. Research on Strategies for Accelerating the Low-carbon Industrial Development in Baoding [J]. Journal of Baoding University, 2014, 27 (1): 127-131. (In Chinese)

[10] Zheng Jiahao. Understanding the Chinese way from the Perspective of Government Functions— Discussion of Chinese Characteristic Guiding-oriented Government Functional Model [J]. Journal of Nanjing Agricultural University (Social Science Edition), 2013.13 (4): 97-103. (In Chinese)

Research of Regional Innovation in Public Services

--- the Development and Application of Elevator Network Security Monitoring Service Platform

Wei Yinghao *

Information Center of the General Administration of Quality Supervision, Inspection and Quarantine of the People's Republic of China
Beijing, China
weiyh@aqsiq.gov.cn

Ou Baozhu

Information Center of the General Administration of Quality Supervision, Inspection and Quarantine of the People's Republic of China
Beijing, China
oubaozhu@aqsiq.gov.cn

Chen Rui

Beijing XJ Electric Co., Ltd.
Beijing, China
bjcrlove@126.com

Abstract—In order to solve the problem of elevator monitoring and improve the safety level, Elevator Network platform of security monitoring services is proposed in this paper. It monitors the real-time operation status of the elevator. The effective traceability and regulatory supervision of elevator manufacturing and maintenance are achieved. Based on the big data analysis of elevator full life, the isolated information of related departments are linked, and failure risk is warned without delay. The system improves the performance and efficiency of supervision and maintenance departments. Meanwhile, it reduces the failure rate and increases the safety level of operation. The monitoring service platform promotes a rapid development of elevator industry.

Keywords—regional innovation; public service; elevator network; elevator remote monitoring; big data analysis; internet services

I. INTRODUCTION

With the rapid development of urban construction, cities have a dramatic increase in the number of elevators. According to industry statistics, to the first half of 2015, the elevator number in China have exceeded 4 million. From the overall perspective, China has a wide range of elevator brands; "aging" have become increasingly prominent; maintenance providers have different levels [1, 2]. The appropriate regulatory power in government department has a very slow growth, and the regulatory technology is relatively low. In recent years, major elevator accidents have occurred, which resulted in the loss of people's lives and property [3, 4]. The effective factors of elevator safety is shown in Fig. 1. Meanwhile, the community had a serious crisis of confidence to the elevator operation. Therefore, modern information technology is adopted to realize, the elevator remote monitoring, remote management, remote transmission and remote services, which has become significantly important [5-7].
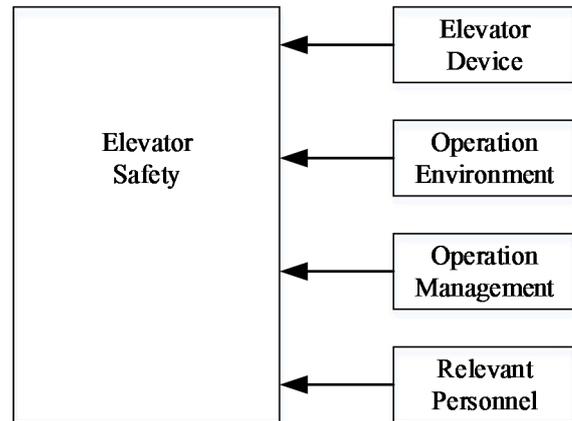
Fig. 1. The Effective Factors of Elevator Safety

To actively cope with the grim situation of elevator safety supervision, according to the latest national and local requirements, Administration of Quality Supervision, Inspection and Quarantine (AQSIQ) Information Center launched an Elevator security monitoring service platform research and application project in early 2015. The project serves the people's livelihood as the fundamental starting point In accordance with the general requirements of urban elevator public safety, elevator emergency rescue system, real-time running status monitoring system, daily maintenance and intelligent monitoring system are focused and researched based on Internet of Things (IOT), cloud computing, big data mining analysis and other emerging technologies. National elevator safety monitoring cloud platform is built to achieve interoperability and information sharing for national and local data center of elevator safety supervision. The system forms an intelligent comprehensive regulatory system through large data analyzing elevator regulatory information. Urban elevator running real-time monitoring, intelligent monitoring on routine maintenance, remote failure alarm, the big dada

analysis of the entire life for elevator warning is realized [8-10].

II. ELEVATOR NETWORK SYSTEM

The project adopts the "1 + N" construction mode. The cross-regional remote supervision elevator safety cloud computing service center is constructed in Beijing, which achieves direct connection between the main data center and the local cities by the "elevator network". The real-time operation status of the elevator, the elevator failure information, audio and video information, maintenance information and monitoring inspection information are sampled by CNSS, infrared, optoelectronic, Hall, contacting and other types of sensors installed in the elevator.

Elevator remote monitoring and security cloud service center is to regulatory authorities, manufacturers, maintenance providers and users, which achieves traceability, anti-counterfeit, warning, emergency response and supervision. Maintenance, construction and operation are executed by a third party. Its user includes governments, businesses (manufacturing, installation alteration, use, and maintenance), employees, the public and third organizations. National platform will establish a national data center and a national regulatory services platform. The data is validated and integrated to form credit database, license database, analysis database, status database, tracing database and authentication database. According to the "Special Equipment Safety Regulations" requirements and the public requirement, publish, inquiries, tracing, analysis and other functions are achieved. Data center willfully converges related regulatory information, including elevator manufacturers, maintenance units, inspection and monitoring providers. By various information sources interact, regulation is covered quickly and accurately to the operation and safety-critical sections, such as maintenance, inspection, alteration and repair. By big data analysis techniques, the big data system of completed data link in all life cycle including manufacturing, installation, alteration, repair, inspection and supervision for an elevator. Based on big data analysis applications, the platform supplies accurate decision reference for the government supervision department, manufacturing enterprise, and maintenance unit. So that it could improve the safety management level in all the elevator industry and provide the effectiveness which is unavailable in the traditional isolated information system. The system is shown in Fig. 2.

Fig. 2. Elevator Network Security Monitoring Service Platform

The system has 6-layer structure, including user layer, analysis layer, memory layer, application layer, transmission layer and perceiving layer, which is depicted in Fig. 3. In the perceiving layer, the elevator is the monitoring terminal. The monitoring terminal function module is shown in Fig. 4. It is composed by central computing and control unit, sample unit, power unit, display unit and transmission unit. Memory layer is shown in Fig.5 and Fig.6.
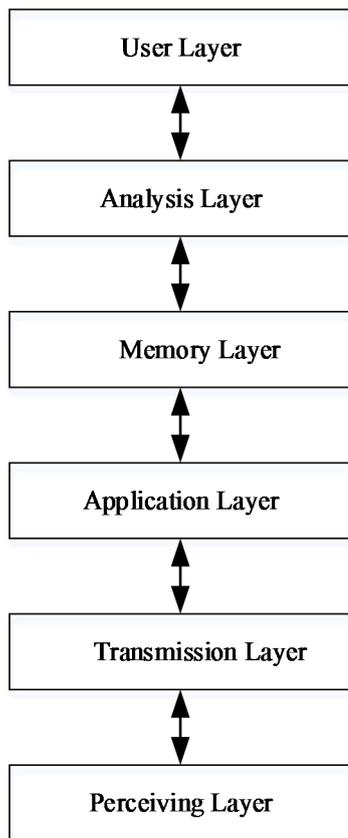
Fig. 3. Six Layers Construction of the Platform
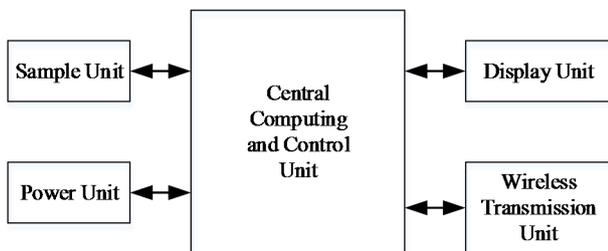
Fig. 4. Monitoring Terminal Function Module
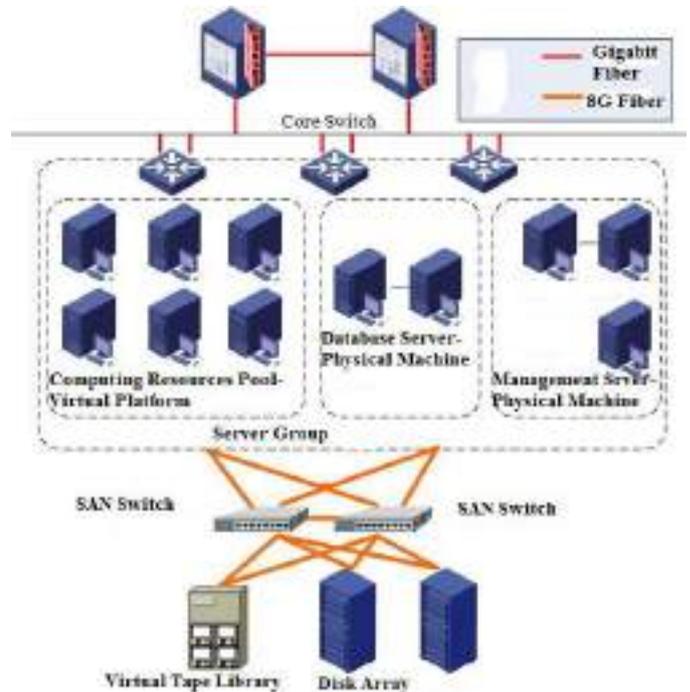
Fig. 5. Server and Storage Backup System
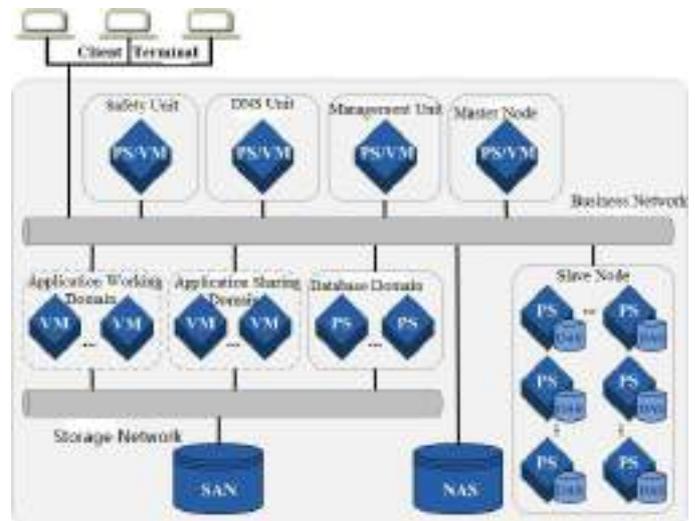
Fig. 6. Hybrid Dynamic Data Center

Elevator emergency response center analyzes and evaluates all kinds of information. Then the center designs the coping strategies and program. So that long-term effective and remote information management for the elevator is achieved. The "three layers of emergency rescue system" is established. When an emergency occurs, emergency response center could locate the point quickly by electronic map, and trace the site real-time video. Meanwhile, it deploys emergency resources and commands rescuers remotely to achieve rapid response to entrapment accidents.

Meanwhile, the regional public websites are built, which could publish the national and local government's and industry's relevant laws and regulations. The published information also includes basic information about

manufacturing companies, maintenance department and government supervision departments. The fault maintenance information violated enterprises and punished personnel information are also published. The public could access the relevant information about elevator manufacturing, maintenance, fault and warning. The system takes full advantage of big data in cloud platform, and communicates all kinds of elevator information with the public and the elevator owners. The masses supervision and reporting mechanisms is improved. In this case, the hidden faults risk could be detected timely and submitted to the maintenance department. The accident and failure are reduced. The IOT standard system of elevator safety monitoring is shown in Table 1.

Table 1. IOT Standard System of Elevator Safety Monitoring

No.	Standard Name	Standard Content
1	Entire Platform Structure	The platform structure and information sharing are specified.
2	Data and Style of basic Elevator Information	The classification of basic elevator information, data format, basic data requirement and data directory are specified.
3	Coding Rule of Sample Device	The coding rules of sensors are specified.
4	Data Sample Specification	The data transmission protocol is specified.
5	Requirement of Transmission Network	The technology conditions and requirements are specified.
6	Storage Requirement of Monitoring Data	The storage format and quality of the data are specified.
7	Storage and Quality Requirement of Image Information	The format, quality and storage time of image are specified.
8	Technology Requirement of Sample Device	The production criteria of front-end sample equipment are specified.
9	Installation and Acceptance Specification of Sample Device	The installation specification and acceptance standard of sensing device are specified.
10	Technology Requirement of Mobile Terminal	The technology requirement of IOT based on mobile terminal are specified.
11	Technology Requirement of Platform	The function and technology requirement of each platform layer are specified.
12	System Information Safety Specification	The information safety of system data and network are specified.
13	System maintenance Requirement	The requirement of platform maintenance and operation are specified.
14	Traceability Specification of Elevator Parts	The traceability range and process of elevator parts are specified.
15	Record Specification of Elevator Maintenance and Management	The record content, format and requirement of elevator maintenance are specified.

III. EFFECT ANALYSIS

Elevator network safety monitoring service platform development and application improves the operation safety of the elevator and the people's life quality. It plays an active role in promoting the social development.

A. Decrease emergency response time

The elevator network platform security monitoring service processes the special equipment safety supervision by information and automatic technology. It greatly reduces the repetitive work and improve the efficiency of supervision. In addition, through the application of IOT technology, the key process is traced, which is gradually opened to the public by wireless technology and intelligent terminal technology. So that citizens become the special safety supervisors. With the mass's power, the special equipment safety supervision ability is improved.

In the past, there is no effective real-time monitoring means. When people are trapped in the elevator, rescue information is transmitted through many layers. The safety supervision department, the maintenance unit, the property management company cannot understand the situation timely, which delays the valuable rescuing time. The public give low evaluation to the poor effectiveness. A comprehensive monitoring service cloud platform of urban elevator is established based on IOT technology. The elevator safety supervision department, maintenance unit, property companies could be informed about the accident information in real-time and rescue the people in the accident rapidly. Meanwhile, the emergency response center can observed people trapped inside the elevator directly and stabilize people's emotion.

B. Further strengthen the main responsibility of enterprises

The elevator safety depends mainly on the production quality. It also relies on routine maintenance. In the long time, elevator maintenance replies the producing company, which sets up maintenance center for its own production for the routine maintenance and fault diagnosis. Because of the intense competition in the elevator industry, many producing

and maintenance companies chase immediate profit at the expense of safety. The routine maintenance does not meet the specified requirement. The elevator malfunction or accident cannot be promptly and effectively addressed. And the supervision agency cannot get the relevant information in time. The problems are only found in usual inspection. The working efficiency is in the bottom. With the city Elevator Safety Integrated monitoring service cloud platform based on networking technology, the elevator failure information, and emergency response can be grasped in the real-time. The elevator safety operation status is informed regularly based on the daily call records and, the fault reason analysis, which solves the information asymmetry from the mechanism It is a fundamental solution for the enterprise regulation, supervision and examination, which increases the pressure on enterprises using the market's invisible hand. So that the enterprises, especially the first responsibility consciousness maintenance units improve their work.

C. Improve the urban public service and management level effectively

A comprehensive monitoring service cloud platform is established based on IOT technology. Each elevator becomes a real-time monitoring terminal by monitoring facilities installed in the elevator, such as video, audio, and fault information collection sensors. The elevator network realized the centralized monitoring to the distributed elevator status. It inspects the operation data dynamically and grasps the operation status in the network in real-time. When the abnormal data is detected, the warning is delivered to the responsibility department and persons automatically. Maintenance stuff inspect the elevator and eliminate safety hazards, which avoids the elevator faults. In the event of failure, the signal is automatically transmitted to the processing center. The user name, machine ID's, fault status and other information are displayed, which is helpful for the addressing of emergency. Through the remote monitoring of safety situation, the elevator safety operation is guaranteed. The urban public service and management level are improved.

IV. CONCLUSION

This paper proposes a new elevator network security monitoring solution, which adopts internet technology, cloud calculation and big data analysis. The system samples real-time data about operation status, fault information, audio and video. Then the data is transmitted to the maintenance unit and national elevator network security platform, which is computed and analyzed. It reduces the elevator failure rate and increases the safety level.

References

[1] Liu Jia, "The Development of the Elevator Technology", Science & Technology Information, vol. 03, pp.90, 2013. (In Chinese)

[2] Luan Wei, "Research of the Elevator Testing Technology Development", Science and Technology Innovation Herald, vol. 31, pp.115, 2010. (In Chinese)

[3] Zhao Liming, Yan Chenyang, "Bayesian Elevator Fault Classifications Network Based on Stigmergy Strategy", Proceedings of the 2012 IEEE International Conference on Computer Science and Automation Engineering, pp. 382-386, 2012.

[4] Chenguang Zhao, Hongyu Xu, Liang Jia, "Research of Elevator Fault Diagnosis Based on Decision Tree and Rough set", 2012 International Conference on Computer Science and Information Proceeding, pp. 1318-1322, 2012.

[5] Tundong Liu, Xiaosheng Liao, Jianping Zeng, "Design of Intelligent Elevator Remote Monitoring System Based on Ethernet", the 5th International Conference on Computer Science & Education, pp. 1120-1123, August 2010.

[6] Jiwen Chen, Hongjuan Yang, Wenli Fan, "Research of elevator remote monitoring system based on zigbee technology", Advanced Materials Research, vol. 1222-6, pp. 1049-1050, 2014.

[7] Chen Zexi, Ye Xuan, "Design of Interconnection Gateway in Elevator Remote Monitoring System", 2014 Sixth International Conference on Measuring Technology and Mechatronics Automation, pp. 247-250, 2014.

[8] Zhang Demin, Li Lian, "Design of the Monitoring and Control System for Elevator Internet Based on CANBus", Automation and Instrument, vol. 27(8), pp. 38-41, Aug. 2012. (In Chinese)

[9] Xu Yongmei, Liu Songguo, Fan Jinchang, "Elevator monitoring and alarm system based on Internet interaction", Journal of Mechanical & Electrical Engineering, vol.30 (9), pp. 1137-1141, Sep. 2013. (In Chinese)

[10] Shuilin Tu, Zhengyang Wu, Bin Qian, "Research of the elevator monitoring system based on the internet of things", Applied Mechanics and Materials, vol. 423, pp. 2380-2385, Sept. 2013.

Research on SysML-Based Urban-village Security Administration System

Zhu Xiaoning[1]
School of Political Science and Public Administration,
University of Electronic Science and Technology of China,
Chengdu, P.R.China,611731

Yang Liwei[2]
School of Political Science and Public Administration,
University of Electronic Science and Technology of China,
Chengdu, P.R.China,611731
ylwei2010@163.com

Han Jiasheng[3]
School of Mechatronics Engineering, University of
Electronic Science and Technology of China, Chengdu,
P.R.China,611731

Abstract—**Urban-village is a special and widespread phenomenon which has been resulted from urban-rural dual structure. Urban-village security problem is the major difficulty for urban governance. As the reconstruction of Urban-village can't be accomplished in one-time action, Urban-village security problems will exist over a period of time. Based on new public service theory and system management thought, this paper is trying to find out a mode of Urban-village security administration by building a security administration model. The purpose of the research is to guarantee safety requirements of Urban-village residents and maintain long-term stability of the city.**

Keywords—*Security Administration, Urban-village, SysML, System Modeling*

I. System Management Thought and SysML

System management thought is a thought which applies general systems theory to organization management. The aim is to use systems research methods and tools to build a common model and solve problems from management areas. System management thought considers the administration object as an ecosystem and analyses the sub-systems and elements. It can effectively avoid the disjoint management. That's why it is extensively used by many researchers to solve problems in government administration and public services. With the in-depth study of the system, a new system modeling language SysML has emerged. It is the methodological innovation under the guidance of system management idea. SysML includes the two parts of semantical representation. SysML defines the semantics of the system structure model, behavior model, and demand model parameter model. Meanwhile it achieves visual representation for semantic by showing various aspects of the model through class diagrams, assembly diagrams, Parametric diagrams, requirements diagrams, activity diagrams, sequence diagrams, time diagrams, state charts and use case diagrams nine basic graphics. As a standard multi-purpose modeling language, SysML supports a detailed description of explanation, analysis, design, verification and validation of various complex systems so that it can be extensively applied to various fields.

It is able to methodically decomposing the complex public service systems by using SysML modeling techniques. On the structural model level, it using class diagrams, assembly drawings defines the administration participants and their relationship. On the behavioral model level, using activity diagrams, sequence diagrams, time diagrams clarify the process and optimize the working flow. On the demand model level, using requirements diagrams achieves demand oriented analysis. On the parameters model level, combined with parametric diagrams, achieves qualitative and quantitative combining research and even promotes public service procedures under certain conditions. This is both modeling techniques and a way of thinking. Since the issue of public services becomes increasingly complex, SysML-based research can better solve related problems by building management models.

II. The Raising of Urban-village Security Problem

A. Formation and Characteristics of Urban-village

With the deepening of reform and the promotion of urbanization, in the process of rapid development of the city, a special urban residential area appears, which is composed of peasants who still live in their original village since their arable land has been acquired and their personal identity change to be townsfolk. On the surface, these villages have achieved the transformation of the city. However, the ideology, habits and self-organization of the population of this part have not changed and retain the characteristics of rural areas. As an urban and rural blend area, these villages present a certain transitional state in the population, social structure and economic development, showing a "non-city and non-village" scene. So Urban-village is a residential area with low living standard, lagged behind the development of the times and isolated from modern urban management. Urban-village is a result of the latest urbanism problem due to incomplete urbanization. Caught in the urban and rural areas, Urban-village has the following four characteristics. (1)Disorder of construction. It means the construction of the buildings in the community is under morphological disorder and anarchism being not subject to rules of the overall planning of the city.

(2)The complexity of the inhabitants. That is to say the composition of the inhabitants is complicated and their high-frequency mobility. (3) "Duality" of Administration system. On the one hand, Urban-village shows traces of urban administration, on the other hand, it retains rural management mode to a large extent. (4) Incompleteness of Infrastructure. Due to urban-rural dual structure, the municipal facilities of Urban-village are not complete and the social security mechanism is not perfect, which result in social risks [2].

B. Urban-village Security Problem and Its Causes

In the process of rapid urbanization, Urban-village is subject to the interaction and interpenetration of cities, villages and other exotic ingredients. It obviously shows the complexity of the population, economy and management. Various social problems generated from time to time, especially security problems. Urban-village is a breeding bed for different kinds of crime and an area of high incidence of urban crime. It is not conducive to Urban-village internal management and it also set the security and social risks for the development of the entire city. The reasons for Urban-village security problems are as follows. Firstly, Urban-village is a place where the internal environment is complex, its infrastructure is poor and has many factors of instability. The original inhabitants used to living on agriculture and did not have a high-level education. During the transformation to townsfolk, they lost arable land and meanwhile have not got the capability to survive in the city. Mentally stricken by the significant gap between richness and poverty, they are likely to be induced to commit a crime and go astray. Secondly, Urban-village is also a high-frequency mobility zone. The constitution of the local population here is complex, which leads to difficult File Management. Once a security incidence happens, the police could hardly identify the illegal offenders. This becomes a legal loophole that criminals can take advantage of. Thirdly, due to the urban-rural dual management structure, functional departments are disconnected and emergency interaction is not available. Once security problems have become security incidence, it is hard to control the situation. In conclusion, the root cause of Urban-village security problem is the urban and rural dual structure. The fundamental reason is that the security management mechanism is not fully in place. The direct reason is the complexity and instability of Urban-village internal environment[3]. Urban-village security problems have a serious influence on the daily life of its residents, and even go against the harmony and stability of the whole society.

III. FEASIBILITY OF SYSML-BASED URBAN-VILLAGE SECURITY SYSTEM STUDY

A. Systematicness

The introduction of SysML into the study of Urban-village security management System is to build an administrative model of Urban-village security system by means of designing a security administration framework based on the semantics of SysML and using SysML notation. Use request model to analyze the requirements of Urban-village public security services at the present stage so as to determine the main contents of Urban-village security management under modern governance. Use behavioral model to rationalize the relationship between security management, the prevention and control of public security and emergency interaction, regarding them as three subsystems of security management system. Finally, use structural model to integrate the internal elements of each subsystems, straighten out their relationship and promote the organic coordination among them. By introducing SysML, a huge security management system can be separated into subsystem module, which makes it possible to systematically set a few lines for the contents of fragmented and trivial security management according to the needs, structure and behavior. This provides a theoretical feasibility of designing a framework and constructing a model of Urban-village security administration system.

B. Comprehensiveness

Based on SysML, this paper uses request analysis as its research starting point. It is a big change from the former political security control to social security services. From this research perspective, the design of Urban-village security administration system can better divide the functions of security administration, highlight the leading security administrator and optimize the involving way of each participant insecurity administration. In the meantime, it helps the government realize its role change from a regulator into a servant. Urban-village security issues are related to variant type of problems and each case shows different crux. Therefore, the advantage of SysML lies in that the function of its nine basic patterns is very powerful. Different graphics can be used for the scientifically modeling of different module so as to effectively avoid the limitation of single modeling and ensure the scientificness of Urban-village security administration system Modeling[4].

IV. THE OPERATION MECHANISM OF URBAN-VILLAGE SECURITY MANAGEMENT SYSTEM

Urban-village security management is a complete system. Taking the resident needs analysis of Urban-village as the starting point of the research, It can be concluded that security management contain four aspects. They are prevention of security problems, defuse of potential crimes, handling of general cases as well as emergency response of severe security issues. Hence, it is necessary to establish and improve the management organizations in correspondence with the e four aspects. In specific, it shall include Community Integrated Management Agency, Security Problems Prevention-control Police Agency and Emergency Interaction Response Center[5].

Firstly, the occurrence of security incidents should be prevented. This requires a comprehensive Urban-village community management agency to build a secure community environment and agreeable atmosphere a nice security through integrating community security resources, Strengthening study and promotion of legal rules and actively making use of external resources. Secondly, the Security Prevention-control Agency should carry out the registration administration of mobile population, supervision of emancipist and visiting of ordinary urban villager so that security risks and potential crime can be prevented beforehand. Meantime the police agency can also deal with common security problems by

banning illegal operations and conducting security patrols. Finally, in case of occurrences which is likely to expand and hard to deal with, community police agency shall promptly release the information through early warning mechanism. That means when a common security problem changes to be a criminal case or a people gathering security event, through this early warning mechanism, community police agency is able to contact the emergency response center timely so that a special action team can be jointly set up in time by city public security and other authorities to conduct the intervention cooperatively. In most cases, it is difficult to get early warning in public safety affairs. So emergency response centers should streamline the process of handling security incidents, in case of no early warning emergency case happening and get fully prepared. Every security incident response and disposal methods should eventually feedback to the community policing and community integrated management center for the future accumulation of experience to carry out the work.
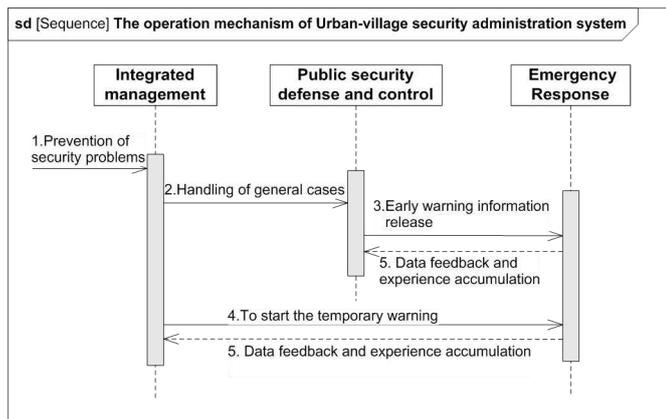
Fig.1. SysML Sequence Diagram of Operation Mechanism

In summary, the key to the operating of Urban-village security administration system is to change the hysteretic disposal measures of security problems in the past. That means it's necessary to do relevant work in advance, i.e. to build communication platform between the community and residents and police and residents as well, to Strengthen community services and social care, to alleviate social conflicts and disputes caused by rural dual structure, thus to avoid security problems and security incidents and create a secure environment for the Urban-village community residents as well as. provide good public safety services for them[6].

V. THE BUILDING OF URBAN-VILLAGE SECURITY MANAGEMENT SYSTEM MODEL

A. Requirements Analysis of Urban-village Security Administration

Urban-village Security Administration requirements analysis needs to be mainly considered from the security needs of Urban-village residents. Surviving in the cracks of the city, on the one hand, these residents rely on the physical safety of life, health and property. On the other hand, they rely more on psychological safeness. This psychological sense of safeness comes from the acceptance by urban society and integration of lifestyle. Thus the demands of the Urban-village security

administration are as follows. Firstly, it's to ensure the psychological safety of Urban-village residents. Secondly, it's to maintain their physical safety[7]. Thus, the primary meaning of Urban-village Security management is to provide security services, followed by security management.
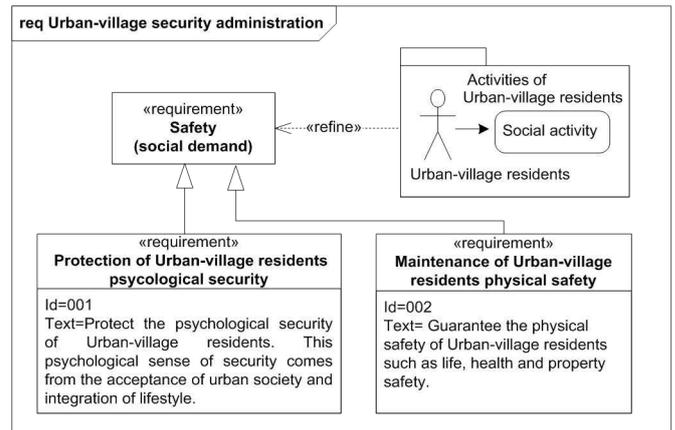
Fig.2. SysML Requirements Diagram of Urban-village Security Management

Figure 2 is a demand model of Urban-village security administration. As it shows, safeness as a top requirement can be defined as a blank requirement or that of an empty class, from which the specific Sub-requirements are derived from. Demand characterization is to guarantee the psychological security needs of Urban-village residents. Another demand characterization is to maintain their physical security needs. These two Sub-requirements are inherited from their parent requirements. In the diagram, the example of Urban-village residents participating in social activities is used as a model element. It is also a sub-requirement relying on social safety demand of <<requirement>>.

B. Architecture of Urban-village Security administration

Figure 3, in the form of a class diagram, depicts the system architecture of Urban-village security management in the view of software engineering. The whole Urban-village security administration system as a parent class consists of the two properties of "demand" and "mechanism", from which are derived the three sub-classes of. Urban-village community integrated security management system, Urban-village security prevention police system and security emergency interaction response system. Since the parent class is composed of the sub-classes and sub classes succeed the parent class property, the general relationship between parent class and sub-classes is the combination relation of 1 for n. The three subclasses are relatively independent from one another and interconnected as well, so their relationship is n-n association.

1) Integrated Community Security Administration System

In order to prevent Urban-village security problems, the key solution is to introduce community management and community services. To carry it out a Street Office shall take the lead to form an Integrated Community Security Administration agency composed of community residents committee, aboriginal autonomous organization and enterprises security department. This means to form an integration organization which includes government, community

autonomy organizations, community enterprises and resident representatives to handle security problems, resolve conflicts and provide security needs service.

Firstly, it needs to have the internal resources of the Urban-village community integrated by working out a mass prevention and mass control system composed of community defense system, enterprises defense system and self-defensive system and setting up A multiple collaboration mechanism of community security management by rationally dividing the responsibilities of Urban-village community security management and establishing appropriate accountability mechanisms. To do this, it's necessary to build the integrated community security management information platform to provide a channel for information exchange, problems submission and requirements conveying. Through this way, it can be attained to optimize the allocation of Urban-village internal security resources and strengthen the mass foundation for Urban-village Security Administration. Secondly, it needs to improve the internal safe environment of Urban-village community by removing the potential dangerous elements which may cause Urban-village community security events. To achieve this, it's necessary to. take specific measures like cleaning up the street and installing anti-theft system, etc. to create the security atmosphere for the Urban-village community. Thirdly it needs to do a good job in security promotion and education. By having public columns and lectures on public security precautions in a people and mass oriented view, so as to ensure the lives and property safety of the residents are put in the first place. Fourthly, it needs to get external resources. This can be achieved through acquiring more external support including fund, charity help and voluntary service to carry out community security administration by contacting the third sector. Urban-village comprehensive community security agency shall put community security service in the first place. Its major function is to resolve social conflict and build a secure atmosphere of the community.

2) Security Prevention and Control Police System

To effectively prevent the Urban-village security problems from occurring, the core measure is to establish a Urban-village security prevention and control policing system. That is to establish a policing system with community prevention at the core by separating community police office from the agency. Firstly, controllable regulations in regard to targeted people shall be established in terms of Strict registration and management of mobile population; legal education of teenagers for them to correct their bad behaviors in a timely manner; as well as assistance and guide of emancipists. The classified and extended assistance and guide is very important to help emancipists not to be subject to discrimination and merge into the society once again. Secondly, potential crime prevention system shall be established by means of implementing the Urban-village community "Lighting Engineering", establishing security guard post, exerting guard patrol and security monitoring system to enforce community "Safe Living Engineering" and promoting the use of "home alarm" and other effective defense facilities, effectively enhance the capability of prevention, detection, control and combat for crimes. In the place where security danger exists, the police shall carry out

scroll investigation and rectify security mess and striking problems. By supervision and control, to make sure leaders are in place and responsibilities taken. Thirdly, prompt police interaction response mechanism shall be formulated. With the establishment of "Five in One" police linkage mechanism consisting of the commission of neighborhood residents, police office, mobile people management station, coordination committee and real estate management station to promptly resolve common public security cases. Fourthly, the emergency pre-warning information platform shall be available, in order to promptly release pre-warning information in regard to after the study and judgement or classification of security incidents for their possible expansion.

3) Emergency Interaction Response System

To achieve Urban-village security governance, also we need to build Urban-village emergency response system as a potent guarantee which has an Emergency Response Center with public security, fire-fighting and medical care organizations as its core members. On receiving the pre-warning information, event can be first disposed in time and by introducing science and technology early disposal, rapid assessment, joint coordination and scientific decision can be made. At the same time, recovery and caressing mechanism needs to be ready to restore the order of the community and caress the people. Finally, the data of every emergency security incident should be stored as to assess the handling process, gather experiences, and give feedback to the community and community police agency for them to carry out the training, promotion and demonstration of security precautions according to the emergency pre-action plan. By this way, to accumulate experiences for future work.
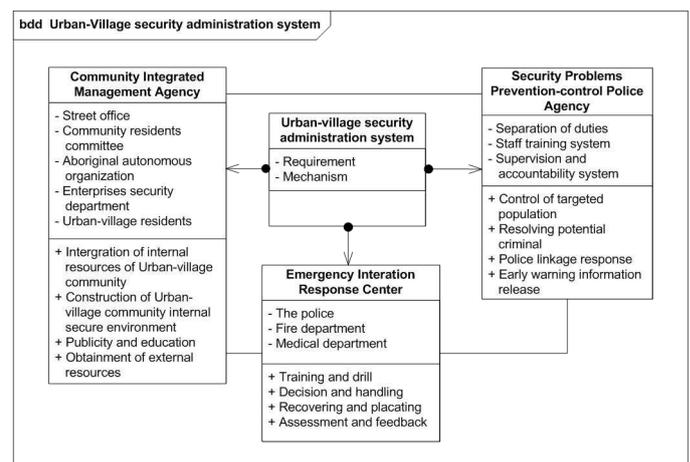
Fig.3. SysML Class Diagrams of Security Management System

VI. CONCLUSIONS

Urban-village is an integrated security administration system that emphasizes both "community-centered" security management and security services and also stresses security control and prevention with "police system as the core". Strong "emergency interaction response mechanism" is an important support and foundation of Urban-village security administration. The direct means to solve the current Urban-village security issues is to rationalize the relationship between security management, security prevention and control as well

as emergency response, so as to achieve the smooth operation of the three subsystems and strengthen the functions of community organizations and police system. Urban-village is a product of urban-rural dual structure. The Urban-village security Problems can be eradicated only by breaking urban-rural dual structure in order to maintain long-term stability of the city[8].

REFERENCES

[1] Jiang Caiyun,Wang Weiping. SysML: A New Modeling Language[J]. Journal of System Simulation,2006 (18) , pp.1483-1492(in Chinese)

[2] Yin Zhaonan. Research on the Prevention system of Urban-village Security[D]. Changjiang University,2014(in Chinese)

[3] Yuan Fang. The Study of Multi Central Governance Security Management of Urban Fringe Areas[J]. Zhongzhou Journal, 2011(3), pp.130-134(in Chinese)

[4] Liu Mingyu. The Innovation of Urban Security Administration Mechanism[J]. Mordern Economic Information, 2010(in Chinese)

[5] Zhang Jing. The Mechanism of Society Security Management and the System of Crime Prevention and Control in Japan[J]. Journal of Beijing Union University, 2015(7), pp.67-77(in Chinese)

[6] Gu Xiao. SysML-based Emergency Management System Modeling Technology[D]. Nanjing University of Science and Technology,2012(in Chinese).

[7] Peng Linhua. The Study on the Urban Community Security Management[D]. Xiangtan University,2012(in Chinese)

[8] Yu Yue. The neccessity of Urban-village Reform from the View of Urban-village Security Problems[J]. Theoritic Observation,2011(in Chinese)

[9] Gao Xuewu. Strategy of the Dilemma in Urban-village Governance from the View of Urbanization[J]. Macroeconomics,2014(in Chinese)

Multidimensional Poverty Measurement of Migrant worker and Factors Analysis during Urbanization of China

---a Sample from Construction Industry

Cheng Shiyong
School of Management
Capital Normal University, CNU
Beijing, China
(chengsy04@163.com)

Li Na
School of Management
Capital Normal University, CNU
Beijing, China
(nali9210@163.com)

Xiang Senlin
Circulation Department
China National Petroleum Corp.
Karamay Branch
Xinjiang, China
(xslin12@163.com)

Abstract—**Based on the contribution of Amartya Sen on forming mechanism of poverty, the analysis framework of global poverty and its reduction issues has been transforming from "single-dimension" poverty research, taking wage income as core, into multidimensional ones. Regarding to the multidimensional poverty problem of urban migrant worker in China, the paper attempts to account the poverty incidence and relevant influential factors of Chinese urban migrant worker from five dimensions including education, health, assets, life quality, and social participation for empirical research. The results show that, in addition to wage income, the "multidimensional" poverty problem that urban migrant worker in our country are facing is quite prominent while it has been too long neglected. Therefore, it is in need of structural reform in order to eliminate urban-rural dual structure.**

Keywords—Migrant worker; Multidimensional poverty; Measurement; Policy

I. INTRODUCTION

To eliminate poverty is the inexorable requirement of the essence of socialism and the intrinsic requirement of constructing a well-off society in an all-round way. Poverty is a worldwide problem, the relative poverty and even the absolute poverty problem have not been fundamentally eliminated yet in the institutional system, even for some developed capitalist countries which has developed more than a hundred year. As a developing country with a large population, China has achieved success in solving the poverty problem and has made a great contribution to the global elimination of poverty after over 30 years of reform and opening up. According to the data released by the National Bureau of China in 2014, calculating in accordance with rural poverty standard determined by yearly average income of 2300 Yuan in 2010, China has got a rural poverty population of 70,170,000 people and has reduced 12,320,000 people compared with in 2013, which means the 14.9 percent of the total poverty population reduction. At present, the proportion of the poverty population is less than 7.2 percent of the total population of rural residents. With the acceleration of new-type urbanization and the improvement of urban-rural labor mobility and the wage security level, the total poverty population of the urban and rural will decline further, consequently achieve improvement and enhancement in quality of life and standard of living for poor people in multidirectional ways[1].

Urban migrant worker is a special social group under current urbanization in our country. The reason why we refer to this stratum's specialization is its two mainly features. The first feature is its large scale. According to the National Bureau of Statistics released 2010—2015 *Migrant* worker *Survey Report*[1], from 2010 to 2014, the total inflow of migrant worker in the city were 242,230,000; 252,780,000; 262,610,000; 268,940,000; and 273,950,000 respectively, showing growth year after year, and the average outflow has accounted for more than 80% of the rural labor force. Second, the migrant worker often have relatively low wages and insecure jobs, and their wage levels still exist significant gaps with urban residents'. In 2011, the per capita monthly income of our country's migrant worker is 2049 Yuan, and respectively 2,290 Yuan, 2,609 Yuan and 2,864 Yuan were from 2012 to 2014. 2The new national poverty line in China is annually 2,300 Yuan in 2011, which defined by the Party Central Committee's Poverty Alleviation Work Conference; those whose wages cannot reach this level were classified as poor. While according to the World Bank standard, those people whose income was less than $2 per people per day(US$1=6.5 Yuan exchange), 4,680 Yuan per people per year, were the poor. On the basis of this one-dimensional poverty studies, it is increasingly deeply aware that income alone is not enough to characterize the welfare benefits and is far too narrow to use it as a measure of poverty: The issues of other dimensions, such as life expectancy, literacy, public goods provision, freedom and security haven't been reflected completely.

---

[1] Central Government Gate-way Website: http://www.gov.cn/xinwen/2015-04/29/content_2854930.htm

[2] Chinese Financial and Commercial News: http://finance.china.com.cn/roll/20150507/3103356.shtml

For quite some time, the foreign scholars who study on poverty issues understand the concept of poverty as a "single-dimensional". Even in relative poverty and absolute poverty theory of Marxian Economics, the wage income level is regarded as the core index of measuring poverty. Limited by the "single-dimensional" concept, poverty only refers to economic poverty, which is on the basis of the minimum income or consumption level that a person needs to maintain a livelihood, that is, the poverty line (threshold) as the standard of poverty. The World Bank also determines the poverty population depending on wage income and consumption levels, that an income below 1 dollar a day is identified as the "extreme" poverty, and an income over 1 dollar while below 2 dollars a day is identified as poverty.

On the basis of the "capacity poverty", Amartya Sen raised the "multidimensional poverty" theory on which the core focus is that poverty isn't influenced only by the pitiful income, but the other multiple objective indexes and the subjective feelings to the well-being. Less income is only the presentational reason why the poor is poor, while the deepest reason is from various deprivation, including the poor health, the lack of education, incomplete living standards, inadequate income, the lack of empowerment, poor working conditions as well as the violence threat. Atkinson and Bourguignon conducted a set of multidimensional model building based above, thus established the framework for multidimensional analysis of poverty theory [2].

Since Amartya Sen raised the multidimensional poverty theory, the biggest challenge had changed to how to measure the multidimensional poverty. Alkire and Foster (2008), from the Oxford Poverty and Human Development Initiative, proposed a new methodology for multidimensional poverty measurement, which includes identification, counting and decomposition. Thereafter, Alkire, Sabina, Maria Emma construct two concepts: multidimensional poverty incidence and the well-being deprived average level of the poor. Multidimensional poverty incidence is the proportion that is in the multidimensional poverty, while the well-being deprived average level of the poor is using the multiple indexes to measure the level that the well-being of the poor has been deprived. Alkire and Foster's multidimensional poverty theory was also used in the 2010 Human Development Report, measuring and sorting the Multidimensional Poverty Index (MPI) of 104 developing countries.

III. THEORETICAL FRAMEWORK AND EMPIRICAL
INVESTIGATION OF MIGRANT WORKER'S
MULTIDIMENSIONAL POVERTY IN CHINA

To measure multidimensional poverty of migrant worker, it is supposed to identify and quantify indicators according to the following four aspects. Firstly, each dimension (index) of poverty should be identified. We need to get feeling, evaluation and rating in each dimension of a migrant worker or his/her family through a random survey. Then, the level of poverty in each dimension should be defined. And we identify whether each migrant worker or his/her family is poor based on the criteria we have defined. Secondly, it is necessary to identify whether a migrant worker or his/her family is deprived in each dimension. In this paper, we mainly consider that whether a migrant worker is deprived in five different dimensions. Thirdly, after identifying if a migrant worker is deprived or not in five dimensions and poverty status, we sum each dimension up to obtain the composite multidimensional index, which is the product of the multidimensional poverty incidence and average level of how migrant worker are deprived. Finally, with microcosmic direction, we could analyze the multidimensional poverty index according to dimensions, regions, provinces and so on.

Based on the reality in China, to identify multidimensional poverty index, we extend the three dimensions set by the United Nations—health, education and living standards—to five dimensions. These five dimensions are education, health, assets, living standards and social participation. We increase assets and social participation dimensions according to Chinese experience in poverty reduction. Assets dimension includes three aspects that are whether the migrant worker is in poor, whether the migrant worker owns contracted land and the housing condition. Assets of a family reflect the accumulation of income and fortune after consumption smoothing. Whether the migrant worker is in poor directly reflects the wealth of a family at the moment. Whether the migrant worker owns contracted land accurately reflects the long-term financial situation of a family and their ability to get rid of poverty. Housing condition reflects a migrant worker or his/her family's social status because one could gain a house through inheritance and transfer. Social participation dimension includes five aspects, which are relation with the manager, relation between colleagues, communication with urban citizens, work overtime in holidays and participation in regional cultural and sports activities. On the one hand, social participation effectively reflects the income of a family. On the other hand, spiritual poverty is also a necessary element of poverty research [3].

To learn about multidimensional poverty of migrant worker, we take migrant worker in construction industry as example. We take 2400 samples by systematic sampling, quota and simple random sampling. The samples are taken from three typical regions, which are Beijing, Shenzhen and Xi'an. There are 1874 observations in effective samples. In the effective samples, the youngest worker is 15 years old and the oldest one is 71 years old. The average age of workers is 37.54 years old. Among the effective samples, there are 88.13% men and 11.87% women, 92.46% Han Chinese and 7.54% minorities, 87.30% agriculture account and 12.7% non-agriculture account. The followings are indices in five dimensions.

TABLE Ⅰ DIMENSIONS AND INDICES OF MULTIDIMENSIONAL POVERTY OF MIGRANT WORKER

Dimensions	Indices	Explanations of Indices
1.Education	①Years of Education	Whether the migrant worker is well-educated
	②Vocational Training	Whether the migrant worker has taken part in vocational training
	③Household Expenses	Expenses in children's education and support for the old
2.Health	①Urban Medical Insurance	Whether the migrant worker gets insured through the urban health insurance
	②Whether the Medical Expenses Can Be Reported by NCMS	If it is possible for migrant worker to have their medical expenses reported when they go back home
	③Employment Injury Insurance	Whether the migrant worker gets insured by employment injury insurance
	④Regular Physical Examination	Whether the migrant worker participates in physical examination regularly
	⑤Appliance for Labor Protection	Whether the company provides appliance for labor protection
	⑥Labor Contract	Whether the company signs labor contracts with migrant worker
	⑦Working Hours	Whether migrant worker always works overtime
3.Assets	①Whether in Poor	Whether the migrant worker's family is in poor
	② Contracted Land	Whether the migrant worker owns contracted land
	③Housing Condition	Is the migrant worker's house a brick house or an abode house
4.Living Standards	①The Quality of Drinking Water	Is the drinking water running water or well water
	②Toilet	Does the toilet migrant worker usually use flushing toilet or dry latrine
	③Durable Consumer Goods	Whether the migrant worker owns television or mobile phone
	④Electricity	Whether there is electricity or frequent power outages
	⑤Satisfaction of Food	The migrant worker's satisfaction on food
	⑥Satisfaction of Living Condition	The migrant worker's satisfaction on living condition
	⑦Wage Arrears	Is the migrant worker owed wages every year
5.Social Participation	①Relation with the Manager	Does the migrant worker get on well with the manager
	②Relation between Colleagues	Does the migrant worker get on well with the colleagues
	③Communication with Urban Citizens	Does the migrant worker always communicate with urban citizens
	④Work Overtime in Holidays	Does the migrant worker always work overtime in holidays
	⑤Participation in Regional Cultural and Sports Activities	Has the migrant worker participated in regional cultural and sports activities

IV. THE ACTUAL SITUATION AND INFLUENCING FACTORS OF THE MULTIDIMENSIONAL POVERTY OF URBAN MIGRANT WORKER IN OUR COUNTRY

A. Poverty incidence and multidimensional poverty situation of urban migrant worker in China

According to the previous theoretical analysis, the greater the multidimensional poverty index is, the more prominent the problem of urban migrant worker occurs. At the same time, the two concepts of poverty incidence and deprivation intensity have portrayed the degree of multidimensional poverty of the migrant worker from different perspectives. Table 2 and table 3 below showing the actual situation of China's multidimensional poverty are estimated by using large sample investigation data and measurement method. The first method: weighted by dimension. Based on this method, the calculated values of the multidimensional poverty index are shown in table 2. When considering any dimension of the 5 dimensions of poverty, the national poverty incidence is 95.30%, that is, 95.30% of the families in China are poor measured from any dimension of the 5 dimensions; the deprivation intensity is 10.28%, and the multidimensional poverty index is 0.098. When considering any 2 dimensions of the 5 dimensions of poverty, the national poverty incidence is 74.12%, the deprivation intensity is 11.38%, and the multidimensional poverty index is 0.084. When considering any 3 dimensions of the 5 dimensions of poverty, the national poverty incidence is 29.94%, the deprivation intensity is 13.39%, and the multidimensional poverty index is 0.040.

TABLE II. CHINA'S MULTIDIMENSIONAL POVERTY ESTIMATES (BASED ON THE FIRST METHOD)

Dimensions	Multidimensional Poverty Index	Poverty Incidence (%)	Deprivation Intensity (%)
1	0.098	95.3	10.28
2	0.084	74.1	11.38
3	0.040	29.9	13.39
4	0.002	1.28	16.62

The second method: weighted by index. Based on this method, the calculated values of the multidimensional poverty index, the incidence of poverty (poverty incidence) and the intensity of deprivation (deprivation intensity)are shown in table 3. When considering any 1 index of the 25 indexes in the 5 dimensions of poverty, the poverty incidence is 100%, which means 100% of the households in China are poor in any (secondary) dimension of 5 dimensions, the deprivation intensity is 49.47% and the multidimensional poverty index is 0.495.When considering any 2 indexes of the 25 indexes in the 5 dimensions of poverty, the poverty incidence is 99.95%, the deprivation intensity is 49.50% and the multidimensional poverty index is 0.495. When considering any 5 indexes of the 25 indexes in the 5 dimensions of poverty, the poverty incidence is 99.47%, the deprivation intensity is 49.70% and the multidimensional poverty index is 0.494. When considering any 11 indexes of the 25 indexes in the 5 dimensions of poverty, the poverty incidence is 70.76%, the deprivation intensity is 57.26% and the multidimensional poverty index is 0.405.

Dimensions	Multidimensional Poverty Index	Poverty Incidence (%)	Deprivation Intensity (%)
1	0.495	100	49.47
2	0.495	99.95	49.50
3	0.494	99.47	49.70
4	0.493	98.29	50.15
5	0.491	96.91	50.64
6	0.486	94.45	51.44

According to these two multidimensional poverty index calculation methods in different weights, China's construction industry is facing very serious problem of multidimensional poverty. This severity, whether it is from the multidimensional poverty index, the incidence of poverty, or from the intensity of deprivation, can be reflected clearly. If compared with the traditional income standards, the income of migrant worker has been significantly higher than the level of domestic poverty line, and has even exceeded the level of the United Nations International Poverty line. Therefore, whether use the standard of poverty in rural areas or urban basic living allowance level to measure income threshold, it cannot comprehensively measure the poverty of migrant worker in the construction industry in China [4].

B. Decomposition of the factors influencing the Multidimensional Poverty of migrant worker in China

We can draw the following conclusions, based on the data analysis of large sample:

TABLE IV. DECOMPOSITION OF MULTIDIMENSIONAL POVERTY INDEX BASED ON SAMPLE (UNIT: PERCENTAGE)

index \ demension	Educational situation	Job-training situation	The quality of drinking water	Toilet facilities	Expense reimbursement	Work-related injury insurance	Participate local activities	Relationship with colleagues	Labor contract	Working hours
1	4.84	3.71	0.99	3.86	5.66	4.78	5.49	3.21	2.56	7.16
2	4.84	3.71	0.99	3.86	5.66	4.78	5.49	3.21	2.56	7.16
3	4.84	3.71	0.99	3.86	5.66	4.78	5.50	3.21	2.56	7.12
4	4.80	3.72	1.00	3.87	5.68	4.79	5.51	3.22	2.57	7.05
5	4.78	3.74	0.99	3.88	5.69	4.80	5.53	3.23	2.56	6.98

1) Drinking water, electric lighting indicators of urban migrant worker have the lowest contribution for multidimensional poverty. Even in different dimensions, the average contribution has only approached about 1%. This shows that workers who work in the construction industry in our country have gained powerful protection in basic facilities like drinking water and electric lighting. This is also the point in terms of multidimensional poverty where our country is different from other developing countries. However, compared with drinking water and electric lighting, rotten bathroom and toilet facilities contribute to a greater degree for multidimensional poverty.

2) At present, the problem about working time is more prominent than others of urban migrant worker in China. According to the decomposition of multidimensional poverty index, its contribution is very high in 25 indicators, the average contribution degree to the multidimensional poverty reached 6% - 7%. The construction industry has been the few which continuously working over hours in large number of industries. According to the data analysis results, the construction industry labor rights in working time has been much serious damaged, which has lead an important aspect of the multidimensional poverty of construction industry workers. Holiday overtime has contributes to the multidimensional poverty about 3% ,half of the corresponding working overtime, which shows that the issue of overtime work in the construction industry has aroused the concern of the community and the interests has been relatively protected [5].

3) Affected by hometown and consanguinity, migrant worker have much more comprehensive relationship between each other. According to data analysis, the relationship between construction industry workers in our country contributes to poverty about 3.4% on average, which directly

connected with the construction industry workers' hometown, social network, clan, sectarian and other factors. This is different with our traditional political science on the proletarian theory. According to the traditional political theory, workers and workers should have a much more harmony relationship. Data shows that the relationship between workers and managers is not so serious. Its average contribution to the poverty is as same as the contribution of the relationship between workers. Even though the result is unexpected, it is easy to understand. This relaxed hierarchy of relationship relatively helps rational workers have better access to protect their own interests.

4) Migrant worker living and working environment is relatively closed. In the multidimensional poverty index, the association between workers and local people contributes to poverty degree about 5.07%. Whether the construction workers participate in all kinds of activities organized by the local district contributes to poverty degree about 5.50%, far higher than the average contribution of 25 indicators. This shows that, the construction industry has a relatively closed environment, although many workers engaged in the industrial city, but not integrate into the city. They have not better enjoyed the urban lifestyle from aspects of life and spiritual. In some degree, they define themselves as a passenger in city.

5) Urban migrant worker have relatively bad comments on the satisfaction of living conditions and food satisfaction. According to k value data under different dimensions, catering satisfaction average contributes up to 4.8% of multidimensional poverty, while the satisfaction of life condition contributes to the multidimensional poverty about 5.1%.Which illustrates that the workers in the construction industry is different from the traditional construction workers who only earn money in the city. They are gradually beginning to pay attention to their diet and daily life. Workers begin to pay attention to where they sleep and the quality of rest. Compared to the diet, informants have lower satisfaction of the food. The construction industry enterprises blindly gain profits by holding down the value of food and living costs .This way may face some challenges in the future.

6) The educational level of our country's urban migrant worker is relatively low. According to the related data of education years, there is a relatively few numbers of people in this industrial workers group who are graduates of senior- high schools or above. In recent years, the education level has obtained great promotion with national investment in rural basic education. As you can see, the best quality of the rural surplus labor force resources, for various reasons did not choose construction industry in the first place. This point can also be validated by the indicator of dependency burden, which its contribution to the poverty is only 3.1%. The middle-aged and young labor force who are relatively older and no burden of children education are gathering in this industry at present [6].

7) In recent years, the labor services and employment aspects in our country have been standardized. It can be seen from the index analysis that whether the problem of wage arrears has been solved in the construction industry, on the other hand, the service contract is also gradually standardized. Service contract has contributed only 2.7% to multidimensional poverty, significantly lower than the average contribution rate of indicators. And the vocational training is always an extremely significant link in the safe operation of construction industry. The data shows that the contribution degree of vocational training to multidimensional poverty is not very prominent. It can be concluded that most enterprises have begun to pay attention to this problem.

8) The lack of migrant worker' social security and health dimension exerts structural impact on multidimensional poverty for urban migrant worker in our country. It can be seen from the index decomposition that the migrant worker in construction industry in urban areas can hardly have local medical insurance. This point contributes 6.5% to multidimensional poverty on average. As most of the workers in construction industry are rural surplus labor, they usually attend the rural cooperative medical system. The medical costs incurred in cities whether can get timely reimbursement in the rural areas, the result is not optimistic. This index contributes 5.6% to multidimensional poverty on average. And the industrial injury insurance, as a national rigid system design, the implementation in enterprises is not satisfactory. According to the index decomposition, the poverty which caused by not attend the industrial injury insurance contributes to multidimensional poverty around 4.8%. The lack of this three basic medical services and industrial injury security lead to the contribution to multidimensional poverty about 15%. Meanwhile the frequency of physical examination leads to a prominent poverty contribution at 4.3% on average. Therefore, the lack of systems is one main aspect of migrant worker' multidimensional poverty in construction industry in our country. Construction industry is a high-risky industry and only has temporary labor protection products. Though the impact of labor protection products cannot be ignored (3.5%), it is not the main problem [7].

9) Rural land contract right appears differentiation and the cord relationship between labor and land is gradually weakening. It is generally believed that most of migrant worker in construction industry flowing into cities have contracted land in countryside, which basically derives from the Rural Collective Land System in our country. We also believe that migrant worker generally have land, due to our country's special urban-rural dual structure. And the cord relationship between labor and land cannot be broken down without institutional reform. However, according to the actual data, a quite number of migrant worker in construction industry do not have contracted land in their hometown. Therefore, the influence of contracted land on the multidimensional poverty cannot be ignored. A reliable explanation is that after the second round of contract, the household contract responsibility system, a gradually fixed contract relationship, has made part of peasants in rural areas

who do not comply with the conditions lose their land step by step. Objectively speaking, these part of the people have more intensive impulsion to flow into cities. Though there is no definite causality between no land and whether it is poor family or not, there is correlation to some extent.

V. CONCLUSION AND POLICY RECOMMENDATION

At present, China's urbanization rate has reached 53.7 percent, with a large amount of the population transferring to the cities. In the next period of quite a long time, China will be in the accelerating period of urbanization. Under the background of urbanization, the rural surplus labor force into the city has become a special class and group in China's urbanization process. The living standard of the migrant worker is relatively different from that of the urban residents, especially maintaining a large number of rural households, which has a direct correlation with rural poverty. When the impoverishment of migrant worker is solved, the poverty issue is maximized solved, too. Through these data analysis, the issues of rights and institutional mechanisms related to multidimensional poverty in China, compared to the representative developing countries and other foreign countries, has its intrinsically uniqueness, and therefore the policy transmission mechanism for reduction of poverty in rural areas also has its own features. Policy of migrant worker multidimensional poverty suggestion is as follows:

A. Strictly regulate the employment contract of migrant worker in the cities. Based on a large sample of inferential statistics, considerable progress has been made for migrant worker in terms of labor and employment contracts standardization in recent years , while the problem of wage arrears have been settled in a better manner. This paper studies the poverty issues with emphasis on viewing the urbanization process in China migrant worker from a multidimensional perspective, but the salary income of migrant worker is a basic guarantee of life, through regulating the labor contract to further safeguard the legal rights and interests of migrant worker. Because a lot of rural surplus labor into cities is relatively less educated, they are short of awareness of contract and law, which needs to be guided. Meanwhile, further introduction of collective wage consultation system should be made to strengthen negotiation between labors and collective bargaining employers and ensure the efficiency of the marginal product of labor in accordance with the orderly adjustment of wages, finally the gradual elimination of urban-rural dual structure of the labor market.

B. Strengthen education and training for migrant worker, and increase investment in human capital of migrant worker. Based on the statistical inference, we can find that the education level of urban migrant worker is relatively low, and that they lack vocational training. Theodore W. Schultz(1902-1998)pointed out that: "the contribution made by the increase of human capital to economic growth is much greater than which was made by the increase of physical capital and increase of labor force ." Investment in education constitutes an important part of human capital investment. The economic benefits of education investment far outweigh that of material investment. Along with economic growth pattern changing from extensive model in the respect of labor force and capital

to the optimized structure in economic development model, the progress of technology and science and technique will play an increasingly important role in the generating economic development. The improvement of human capital of migrant worker is helpful to increase the contribution of technological progress to output. Employment enterprises should increase investment in education and training for migrant worker, the Government should enact macro-fiscal policy to direct and encourage enterprise strengthen investment on human capital.

C. Guarantee the right to rest and social interaction of urbanization of migrant worker. Their working hours is relatively long, which has become the most prominent problem in all the multidimensional poverty index system, from which we can know that the contribution about their long working hours is more than 7%. Although the urban migrant worker still have a close ourumbilical relationship with rural areas, but they are essentially standing at this stage of the working class. Estimating from the scale, we can predict that there will be nearly 300 million urban migrant workers in the future. In order to protect the legitimate rights and interests of workers, Labor Law provisions stipulate that the migrant worker can have a Eight-hour day and the related right to rest. While, the violations are very common in China's economic transition period, there are plenty of enterprises that are still illegally using labor force excessively, which not only harmed the interests of migrant worker in the city, but also accelerated depreciation of labor force. To solve above questions, we must take the following measures. First, in order to enhance awareness of the right protection of ordinary workers, we must hold related training about Labor Law to migrant worker. Second, local governments and relevant departments must strengthen supervision and increase the punishment for illegal enterprises which using labor force excessively. Moreover, the governments should guide urban migrant worker participating in the urban social interaction. Constructing a metal-fenced enclosed world is not a normal process of urbanization. To accelerate the progress of urbanization on the cultural and psychological levels and enhance their feeling of integration, we should take a variety of measures. For instance, we can guide them to participate in community activities, which can enhance exchanges between migrant worker and urban residents effectively.

D. The social security system which regards migrant worker as flexible employment personnel needs institutional breakthrough. Our long-standing urban-rural segmentation, resulting in the system of New Rural Endowment Insurance and the system of Urban Labor Endowment Insurance running like two parallel track. This institutional barriers lead to a large number of rural migrants, even who working in cities for many years, couldn't enjoy the local security benefits. In 2014, the State Council promulgated the "comments on further promoting the reform of the household registration system", which not only abolished the restrictions on agriculture and non agriculture, but also canceled the geographical restrictions. It also stipulated that the pension insurance benefits cover not only the urban flexible employees, but also the local or non-local migrant worker who used to be engaged in agricultural production, but working in flexible employment that has left agricultural work now. But in the policy's implementation,

these workers who work in flexible employment and don't have the local household registration, can't participate in the city's social pension insurance. In the future, the core point of the urban and rural social security system reform is to solve the problem of transfer and continuity of eligible cities' flexible employment pension, health care and other security systems. To solve above questions, we must take the following measures. First, ensure the continuation of the urban and rural social security system. We should integrate the NCMS, the new agricultural insurance and the urban medical insurance and pension system effectively. Second, ensure the continuation of the social security system accounts between cities and cities. Solve the basic security problems of the migrant worker' cross-regional and intercity flow, and institutionally promote the urbanization of population in practice.

E. Pay attention to the construction of enterprise culture in the informal sector, maintaining the employment environment and quality of migrant worker. Enterprise culture construction is important soft power of modern enterprise, especially the construction of enterprise culture in the informal trade is particularly significant in China's economic transformation. For a long time, China's urban migrant worker mainly pass the origin, clan, relationship network, sectarian as well as other factors to maintain and integrate in the enterprise, but lack of market economy as the foundation of modern enterprise culture construction to exert overall functions which include cohesive function, incentive function, limitative function and guiding function. To improve the construction of enterprise culture in the informal trade is helpful for the urban migrant worker to better integrate into the modern enterprise and its governance model. In addition to enterprise culture construction, it is necessary to enhance the employment environment for urban migrant worker, especially the housing, food, living conditions, toilet facilities and other aspects of the conditions, it cannot continue low-cost expansion mode used by traditional enterprise. With the improvement of the economic level of our country and the acceleration of urbanization, we need to promote the living and working environment of migrant worker so that they can enjoy the benefits of urban life.

F. To straighten out the relationship between the process of migrant worker's urbanization and rural land contract rights. In the current phase of labor allocation across urban and rural areas, an important economic truth is that the outflow's scale of population does not match the scale of land circulation, which means the outflow of the population is much larger than the size of the rural land circulation and leads to the result without the optimal efficiency of land resources' allocation. According to the statistics of the agriculture's ministry, in 2013 the total amount circulation of rural contracted land in China had about 3.1 million acres and it only take 23.9% [3]of the total amount of contracted land by farmers, while more

than 80% of the rural labor has already been flowing to the city. To change the current situation that the proportion of cultivated land transfer does not match the proportion of the population mobility, we need to further improve the level of our land contract system, deepening the reform of the property right system of collective land, strengthening the function of farmers land contract right. This aspect will contribute to the moderate scale management of agriculture, meanwhile, it can make urban migrant worker feel at ease to work in the urban and eliminate the uncertainty of the fluctuant land contract period.

REFERENCES

[1] Han, .L. & Yuan. X. "The empirical analysis on the factors of income increase for rural migrant worker in our country," Journal of population: 2009.1. (In Chinese)

[2] Huang, C.W., editor in chief. International poverty reduction theory and frontier issues, 2012. China Agriculture Press, 2012 Edition. (In Chinese)

[3] Kang, J.Y. "The analysis of poverty in the process of rural-urban migration—based on human capital, social capital," Journal of Henan normal university: Philosophy and Social Sciences 2009, 7. (In Chinese)

[4] Lin, N. "Analysis on the migrant worker in poverty from the multi-dimensional perspective," Journal of Fujian provincial Party School of the CPC 2009, pp.50-55.

[5] Li, S. how to judge the income distribution of China correctly. China development and observation: 2010.12. (In Chinese)

[6] Li, S.T. Walker Wendy's editor. Employment, income and public service of migrant worker in the city: A Perspective of urban poverty. Beijing economic science press 2009. (In Chinese)

[7] Wang, X.L. Poverty measurement: Theory and method. Social Science Literature Press, 2012 Edition. (In Chinese)

---

[3] Han, J.: Interpretation of rural land transfer policy. Central Research Network: http://www.snagri.cn/News/Show.aspx?id=28391

Website for Solving Hyperreality of Indonesian Village Government Budget

Wita Ramadhanti
Jenderal SoedirmanUniversity
witarama.akuntan@gmail.com*

Tyas R. Wulan
Jenderal Soedirman University
tyashzul@yahoo.com

Sri Wijayanti
Jenderal SoedirmanUniversity
yantietaslim@yahoo.com

Dalhar Shodiq
Jenderal SoedirmanUniversity

Abstract—**There are sudden shift in Indonesia village law in 2014. The villages that usually "forgotten", now empowered fully by central government. Village organization have to make radical structural change in organization body, budget and accounting. This change will be analyses with qualitative approach using critical-postmodernism approach. Informants are village governments in Banyumas Region, Central Java, Indonesia.**

The analysis shows that there is hyperreality about village capacity, which the "flood" of the budget coming from higher government transfer fund not from village real income rises. Overall, the change in village organization is mostly about top-down not bottom-up like it used to be. If this change is not followed by capacity building for village people, the change only wasting money. Building villages' website is one innovative way to gather public participation and also disseminate public information between village governments to village people.

Keywords: hyperreality, village government, budget, and website

I.INTRODUCTION

There are radical changes in Indonesia village government due the issuance of Undang-undang Number 6/ 2014. The villages that usually "forgotten" empowered fully by central government. It should experience a big change the organization body, the authority, and point a view about development.

The smallest government body in Indonesia consist of village and *kelurahan*. *Kelurahan* is an administrative authority, run by government official men, and located in the city district. Village is a rather autonomous authority, run by head of the villages' team which is elected by citizen, helped by one government official man, and located in the rural area. Living in *kelurahan* usually much more prosperous rather than in village because it has better access to healthcare, education, and job.

Despite that, many people still choose to live in village due to the origins of their ancestor.

The village law have been implementing in 2015. Villages' government now are independent democratic unit. It run by government select directly by citizen, without any of government officials men. The citizen have representative such as parliament in the village level. Every village suddenly have enormous budget, more ten times it used to be since this country independence. This villages have to make development planning, revenue generating unit, as well as reporting the budget usage with the help of citizen participation in budget process.

The problem is the administrative system to make planning, budgeting, and reporting is beyond villagers' capacity. The system are usually for highly educated people, while in the village mostly low educated. This is also difficult to change villagers' perspective which usually dictating by higher authority government into participative development. This rapid social changes that seems unrealistic could drive into hyperreality (Baudrillard, 1998: 171) that is welfare village community will never be achieved.

This research wants study several things. First, it want to know the villages' official point of view of the process changes. Second, it would make critics on the conditions experiences by villagers'. Third, it then trying to make solution by helping villages developed official website to gather and disseminate information with its citizen.

II.JEAN BAUDRILLARD HYPERREALITY

Hyperreality is one of popular critical postmodernist theory. Hyperreality is a stage of cultural changes where there are transition between conservatives and routines life into mass culture that mediates by technology such as televisions and computers (Smith, 2010: 95). Its stages are simulacrum, implosion, hyperreality (Macintosh and Shearer, 2000).

Sign, model, image are example of simulacrum (Macintosh and Shearer, 2000). Implosion is a condition when a new conditions emerges and the boundaries between old one gradually dissolves (Smith, 2010: 96). Hyperreality are a condition where simulacra no longer associate with reality (Macintosh et al., 2000). In other word, it already create illusion that are far beyond reality (Smith, 2010: 96).

There are 4 types of sign (Macintosh and Shearer, 2000). First, sign which is really associates with real objects. Second, is a sign that starting is create unclear or partially hide real image to the reader. Third, a sign that hides the real objects. Fourth, an images that is really detached from the real objects.

This theory then adopt in accounting and finance area. Machintosh and Shearer (2000) shows that conventional accounting model are an example of simulacra. Implossion example are the difference between operating and financial income to hide activity that might will cause loss in the short term but will create sustainable income in the future. Hyperreality example are covenants liability, such as a condition where a company give warranty to attracts customers but afraid of loss due to fulfill this promise.

Study on credit failure in Hongkong by Fung (2009) shows that hyperreality exist in this area. Simulacra is the condition where people buying a big house that they actually cannot pay using credit as a sign of higher status in society. This is a sign of consumer world value implodes. It became hyperreality when many people that doing the same things finally failed to pay their mortgage and lead the world to credit crisis.

Study on external funding in public sector are shows the same pattern. Rudkin (2005) finding that government funding in Australian public university only a simulacra of politics accountability. This is one way government shows that they care about public education needs, but actually they only need to make citizen politically vote for government. Pasoloran et al. (2015) in Indonesian Local government budget shows that politician uses aspiration funds just to get political support for them.

III.RESEARCH METHODOLOGY

This is a qualitative research. Informant are village governments in Cilongok District, Banyumas Region, Central Java, Indonesia. This research choose Cilongok district because it is the largest District in Banyumas (Bappeda Banyumas, 2014).

Data are taken using focus group discussions with the Villages' government men and the head of the district. Analysis uses in this study are critical-postmodernist approach. This methods employed because this research not only gathered data than criticized it, but also reflect it find out the solution (Riduwan et al., 2010).

IV.HYPERREALITY IN VILLAGE GOVERNMENT BUDGET AND STRUCTURAL CHANGES

Based on data collection the condition before implementation of Village, the village is lack of money and infrastructure. The induction of Village law then create a hyperreality. Here are the proof that there are the stages of hyperreality in village organizational changes.

A.Simulacra

Cilongok district contains 20 villages, the largest in Banyumas. Therefor it only have 1 senior high school and have no hospital (only clinics available). Accepting a lot of money means this village have to open bank account, but there are only 1 bank available in Cilongok District (Bappeda Banyumas, 2014). As consequences of lack public service conditions, there are more people choose to move out from Cilongok rather than move in (BPS Banyumas, 2015).

Total district real income in 2013 Rp 13,718,300.00 and in 2014 Rp 8,455,481.00 (BPK RI, 2015). It is already total income from all village and district in Cilongok. Imagines if Rp 8,455,481.00 are income from 20 villages, then each actually earns Rp 422,774.05. This means that before the implementation of the law the condition villages in Cilongok is low income.

This statististical data is a sign of simulacra, sign which is really associates with real object. A sign that Cilongok is "not welfare". Not welfare maybe but also not consumeristic, it means that life is not derived only by money. Consumer value, even though look good on paper it could be dangerous in reality (Baudrillard, 1998).

It also a sign that even though it is not good in "consumer" indicator, it have other "value" that make people still lived in that place. It may something that is stated in *Undang-undang Number 6/2014*, a bless living in ancestor land with warm relations with extended family. They could fulfill needs with their own hand by having farm and livestock to family's daily consumption.

B.Implosion

Implementation of *Undang-undang Number 6/2014*, in the year of 2015 a village could have much more higher transfer income. This could lead to implosion, from non-material culture to capitalist one.

First, one serious consequences accepting rises in budget is the villages have to be ready finding their own income. Flypaper effect theory (Hines, Jr. and Thaler, 1995) states that a local government authority stated as healthy financial condition if at least 50% of their income budget coming from their own income, not from transfer income from higher authority. It means that if they want to accept up to Rp 1,000,000,000 transfer budget, at least they have to boast their own income 2365 times! The fastest way to boost the local income is apply as much as tax as they could. It also make that public facility that usually care together becoming capitalist and ask them to pay because it is a "government aset", not a community belonging anymore.

Second, village government have to make planning and calculating whether their performance will meet the "welfare criteria" or not. They should make planning that could be "marking" on yearly basic calculation. It would lead to the change from "socialist government" into "pure capitalist", which only doing project because it have good rate of return in terms of money. This project usually will choose the projects that have income in the short run rather than a holistic project that will remembering and stays for generations.

C.Hyperreality

Hyperreality is when the reality is all hidden. This is all the facility and looks great is there but this village government do not know how to get the transfer fund such as what Mr. Wa, a government team from JB Village states:

"We need routines updates information about law changing….the budget proposal and to make it could have real outcome."

When then the floor further asked whether they need training in making budget or also with accounting report, they are all answer:

"(We need) both!"

The logic actually villages that for long time had been marginalized now empowered through authority of enormous budge that could be use flexible according to their need. But the fact that to take this budget they need to make a difficult and bureaucratic planning, budgeting, and reporting beyond village government team's capability.

Overall this condition can be called as hyperfunctionalist a consumer culture (Baudrillard, 1998: 109). Government giving enormous money to the village government. The higher they could proposed the better hyperfunctionalist a consumer culture. The higher surplus and growth the better. It is been better "good in administrative process" rather than good in usefulness. Regardless the changing process making them happy or not.

V.BUILDING VILLAGE WEBSITES: AN INNOVATIVE WAY TO MAINTAIN VILLAGE BUDGET HYPERREALITY

Implementation of Villages Law make village governments have to change faster than ever. The have to find out what their people need. They also have to disseminate faster information about development to the villager. Building a village website is one way to solve it in information system era. Village changes from traditional into virtual are obvious with or without the implementation of Village Law.

A.Simulacra

Simulacra here is the real condition of Cilongok villages' infrastructure and facility in Information Technology is not good. Here are story from several village government team:

"Thieves took the fixed line communication cable" (Mr. Ax, head of the District)

"There are no fixed line communication cable in our village offices. Internet access using modem are very slow" (Mr. Az, KS village government team)

"There is an (internet) signal problem and there is no staff that could maintain the web" (Mr Kha, GL village government team)

This opinion means that the true conditions in Cilongok is not ready for having website. In Indonesia, fixed line telecommunication are monopoly by central government through Government Company namely PT Telkom. No fixed line cable is indicator of "underdeveloped" region. If they have fixed line cable but lost by theft and PT Telkom do not directly changes with new one, means that there means that a villages is not good in terms of "economic scales" for having revenue for the company.

Signal is a telecommunication using cellular phone provider. There are a several of privat provider in Indonesia. The more remote a village, the more difficult to get the signal. It also means not economical to build signal tower over there.

Maintaining the web itself need people that could do that. In the village it is difficult to find people who have IT ability. Mostly IT people will choose to stay in the city, and make it more difficult for village government to get this kind of staff.

B.implosion

Although the real conditions in Cilongok stated that they are not ready to implement IT, but there are still the virtual life are unstoppable. There are implosion in village website or social media building such follow:

"We have web that update about our tourist object. The problem is about routine update" (Mr. Az, KS village government team)

"7 villages already have village website, and 2 other have already have Facebook" (Mr Ax, head of the District)

It means that there are implosion about building website or its official social media such as Facebook. But there are the problems of update continuity. Since 9 from 20 villages have already had official sites, the rest of the villages agree to have training in activating official website hosting from Banyumas Region. The training not only consist of maintaining website, but also how to make planning, budget and reporting to funding the IT projects.

C.Hyperreality

At the end of the research all of the village already have official websites. Some of them already updates the conditions. Some of them already know what and how to proposed higher budget than last year, including budget to developing and maintaining its websites.

Baudrillard (2010, 96) stated that the seminal hyperreality terms are using for community changes due to the television and computers. It means that building village websites is also a hyperreality. But is that really a good village website and a good budget and its realization only hyperreality or will be embedded in real "growth" for village?

VI. Conclusion & Suggestion

Radical changes suggest by Undang-undang 6/ 2014 is a hyperreality. It contain too fast organizational changes and too much budget raises, but too low human resources capacity to manages. One way to mitigating this hyperreality is building village website. The existence of the website is actually a hyperreality itself, but it could use to control the previous problems.

This research process are during first year implementation of Indonesia Village Law in 2015. The era where almost all of the informant experiencing "shock" due to the rapid changes. Further research could use longer time to collect data to derive deeper conclusions.

REFFERENCES

[1] Badan Pemeriksa Keuangan Republik Indonesia (BPK RI). 2015. Laporan Hasil Pemeriksaan atas Laporan Keuangan Pemerintahan Daerah Kabupaten Banyumas Tahun 2015. BPK RI, Jakarta.

[2] Badan Perencanaan Pembangunan Daerah Kabupaten Banyumas (Bappeda Banyumas). 2014. Kabupaten Banyumas dalam Angka 2014. Bappeda Banyumas, Banyumas.

[3] Badan Pusat Statistik Kabupaten Banyumas (BPS Banyumas). 2015. Statistik Daerah Kecamatan Cilongok 2015.

[4] Baudrillard, J. 1998. The Consumer Society: Myths and Structures. Sage, London, England.

[5] Baudrillard, Jean. 1988. Jean Baudrillard Selected Writing. Edited by Mark Poster. Retrieved from www.humanities.uci.edu/mposter at February 25, 2016.

[6] Fung, H. Y. Y. 2009. Comparing Jean Baudrillard's Hyperreality to Credit Crisis in 2008. Hong Kong Baptist University Paper.

[7] Hines, Jr. J. R. and R. H. Thaler. 1995. Anomalies The Flypaper Effect. Journal of Economic Perspectives Vol. 9 Number 4, Fall 1995, pp. 217-226.

[8] Indonesian Government. 2014. Undang-undang Nomor 6 Tahun 2014 tentang Desa. Indonesian Government

[9] Macintosh, N. B. and T. Shearer. 2000. The Accounting Profession Today: A Poststructuralist Critique. Critical Perspectives on Accounting 11, pp.607-626.

[10] Macintosh, N. B., T. Shearer, D. B. Thornton, and M. Welker. 2000. Accounting as Simulacrum and Hyperreality: Perspectives on Income and Capital. Accounting, Organizations, and Society, pp. 13-50.

[11] Pasoloran, O., E. G. Sukoharsono, D. Said, and Y. Rura. 2015. Narcissism in Local Budgeting: The Mirror and Mask Effectsof Public Aspiration Fund. The International Journal of Accounting and Business Society, Vol. 23, No. 1, August 2015, pp. 73-96.

[12] Riduwan, A., I. Triyuwono, G. Iriyanto, and U. Ludigdo. 2010. Semiotika Laba Akuntansi: Studi Kritikal-Posmodernis Derridean. Jurnal Akuntansi dan keuangan Indonesia, Juni 2010, Vol. 7, No. 1, pp. 38-60.

[13] Rudkin, K. M. 2005. Australian School Funding and Accountability: History Imploding into the Present. Paper Wollongong University.

[14] Smith, R. G. 2010. Baudrillard Dictionary. Edinburg University Press, Edinburg.

An Analysis on Social Unstable Factors of the Urban New Poverty Group

Liu Yutong*
National Police University of China
Shen Yang, China
(13705040@qq.com)

Ding Yong
National Police University of China
Shen Yang, China
(yong.ding@foxmail.com)

Abstract—**With the China's reform and opening up, and the social, economical and industrial transformation, the amount of urban laid-off workers and rural migrant workers is increasing rapidly. As the social management and security system development are lagging behind, the gap between the rich and the poor in the city keeps on widening, and urban new poverty problem becomes increasingly serious which is harmful to urban public security and social stability. In order to explore the solution to the unstable problem on the next step, the essay aims to conclude the unstable reasons of the urban new poverty comprehensively and objectively, which include social environment factors from the objective perception and the group psychology factors from the subjective perception.**

Keywords—urban new poverty; unstable factors; social stability; transition

I. INTRODUCTION

Urban poverty is always the outstanding problem during the urbanization process at home and abroad which has drawn great attention of scholars. In the process of rapid urbanization of our country, urban new poverty problem becomes so serious to affect the urban social stability and development that the research on the problem has stronger realistic urgency. The existing researching literatures about the urban new poverty group is mainly about the formation background and definition indicators, and gradually focus on the correlation between urban new poverty and the social stability.

A. The transformation of the researching perspective on the urban new poverty problem

It is widely believed that Rowntree, a British economist, is the first scholar to research poverty problem systematically, who had written a book named "poverty: a study of urban life" in 1901 took a town named York as sample. With the continuous development of society, the connotation and denotation of the poverty have also change, so as to the focus of the government, social and academic on poverty. That is: from focus on "lack of money" simply to focus on "internal causes" about the abilities, psychology and so on, and focus on "external causes" about deprivation and social exclusion [1]. The perspective has transformed from single to multidimensional one, from individual, familial and other microscopic one to social system and structure of macro one.

B. The transformation of the identification perspective on urban new poverty group

With the transformation of urban new poverty research perspective, the criterion of identification for poverty has changed, so did the specific indicator which has changed from the single to the multidimensional one. Firstly, According to the criterion of identification, the urban new poverty is a kind of relative rather than absolute poverty [2]. Absolute poverty means the people's consumption ability and rights can not afford their lives. While relative poverty refers to that people's income can satisfy their basic survival needs, but Fail to meet the minimum standard of living in the society they live; Secondly, the specific indicator of identification for urban new poverty transform from income in a single to a multidimensional indicator system, such as "poverty for living, rights and interests, happiness" [3], etc.

C. The urban new poverty and social stability

There is a large amount of analysis and researches on the correlation between the urban new poverty group and social stability. The existing researches in our country can be mainly summarized the following three points: (1) The sense of relative deprivation in the urban new poverty group produced by gap of wealth may result in serious social discontent and group antagonism [4], that is easy to cause security problems such as mass incidents; (2) The lack of approaches to realize the aspirations and interests for the disadvantaged groups such as the land-lost farmers may directly cause them to choose abnormal way to express their interests appeal [5]; (3) Social exclusion to the urban new poverty could result in their psychological causes, which in turn lead to serious adverse social consequences.

II. THE IDENTIFICATION AND CHARACTERISTICS

Since the mid 1990s, the transformation of economy and society has brought new time and space dimension to China's urban poverty problem which is harmful for social stability. It is theoretically and practically significant to analyze the unstable factors of the urban new poverty that could cause social problems.

A. Transition poverty: the definition and formation of the urban new poverty group

The current urban new poverty is distinctively different from the traditional poverty, therefore, there are two factors in identifying the urban new poverty group: The first one is "living space" that refers to whether the poverty group is living in city and engaged in non-agricultural industry. The second one is "time background" that refers to whether the poverty is produced in the transitional period, therefore, the urban new poverty in our country is a kind of "transitional poverty" from macro perspective of "transformation" which includes the economic transformation and social transformation. The economic transformation is a multidimensional concept which consists of transformation of economic system, as well as that of economic structure, technical structure, market structure, enterprise organization structure and so on. The social transformation refers to the transition from traditional society to modern society, and characterized by the three aspects: social structure, social operation mechanism, and value system. The urban new poverty formed in the period of economic system reform, and has been continuously developed with the urbanization process.

In view of this, the urban new poverty group should include not only the laid-off workers who appeared in large quantity at the end of the 20th century, but also the urban underprivileged groups such as rural migrant workers, the land-losing farmers and so on who formed in the urbanization process. They are the urban new poverty in "transition" because that they all live in cities and work in the second or third industry and have outstanding characteristic of social and economic institutional change and transformation.

B. Relative poverty: the nature and criterion of the urban new poverty group

In our country, the nature of the current urban new poverty is relative poverty. Generally speaking, this group can afford their basic lives, but their living standard is much lower than the average. In view of this, economic income is no longer the single indicator to confine relative poverty. The urban new poverty could be identified by an index system consists of three indicators as material poverty, rights poverty and mental poverty (Table Ⅰ).

Table Ⅰ: Index System for the Urban New Poverty
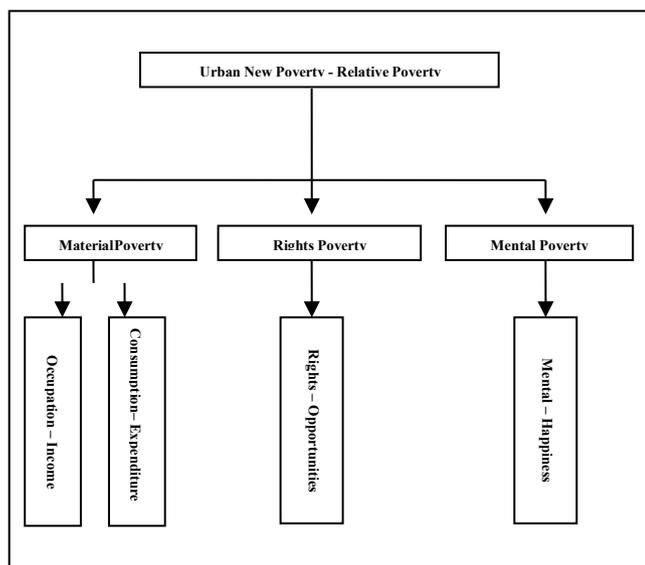
1) Material poverty can be observed through occupation - income and consumption - expenditure. From the perspective of occupation-income, the urban new poverty group is mainly composed of urban laid-off workers, rural migrant workers and land-lost farmers. They usually lack of cultural knowledge, re-employment abilities, business skills so that it is hard for them to obtain re-employment or stable employment chance, and can only get some temporary jobs as low- technical content, low-payment or become low-income street vendors; From the perspective of consumption-expenditure, the consumption of the urban new poverty group is passive and low because of their low income. The expenditure of the group include housing, educational, medical and other necessary expenses in addition to the main content of basic survival needs such as clothing, food, etc.. Usually speaking, the group could make ends meet because of the expenditure of family health and children's education, so that they would have little money for initiative and entertainment consumption.

2) Rights poverty is mainly from the perspective of rights - opportunities, the urban new poverty group is underclass who is disadvantaged not only in economic resources but in social resources, social mobility, welfare policy, rights for interest expression and so on.

3) Mental poverty is mainly from the perspective of psychological - happiness, due to the disadvantaged position and the lack of chance resources, the urban new poverty group has a strong sense of injustice, inferiority and social exclusion, their sense of relative deprivation is stone but happiness is weak. They are easy to have antagonism for the upper and middle class groups in society as a result of the psychological sense.

III. THE INFLUENCE OF THE URBAN NEW POVERTY GROUP ON SOCIAL STABILITY

In the 1990s, as the transformation of the economic and social structure and the speeding up of urbanization, China's urban poverty population was growing rapidly. The amount of the urban poverty has increased by almost five times in ten years which has become one of the most serious social problems. The rapid increase of the amount of new poverty group and the continuous enlargement of the gap between rich and poor put forward more and higher demands on social welfare, assistance, guidance and support system on one hand, and also potentially harm the harmonious and stability of the society on the other hand.

A. Influence on social order

Owing to the unequal opportunities for urban new poverty group, the wealth gap between rich and poor keeps on enlarging, and the direct result is group opposing in the society. As we know, if the large income gap between the laborers cannot be eliminated or reduced by normal working, the poor in city would feel difficult to change the state of poverty even abandon to try to improve their abilities to increase their income, which could make negative effect to the social order. More seriously, as the wealth gap is too big to be tolerated by the society, the poverty group might feel anxiety and insecure of the existing social order, and might attempt to change the existing status, which is harmful for social stability.

B.Influence on economic order

Once the logic of "If it is hard to get rich reasonably and legally, why not try the unreasonable and illegal ways? " generated among the urban new poverty, some of then would inevitably let off steam and find out unreasonable or even illegal ways to get wealthy. As a result, the economic order and chaos will get worse and orderly market environment cannot be formed.

C. Influence on political order and reform process

The continued increasing poverty and enlarging wealth gap could reduce the public support for the government and the reform, and weaken the government control or lead to social disorder.

IV. ANALYSIS ON THE SOCIAL STABILITY CAUSES OF POVERTY GROUPS

The urban new poverty is one of the most important problems during China's economic and social transformation, it would negatively impact the social stability as well as the reform and opening up process if not controlled effectively and timely [6]. It is urgent to analyze the potential unstable causes of the urban new poverty to base for exploring the effective means of social control next. Usually deviant behavior is the result of the interaction between social environment and behavior subject, so we could analyze social unstable causes of urban poverty group from the two aspects of objective social environment factors and the subjective group psychological factors.

A.Objective perspective: analysis on the social environment factors

1) Social structure stress

Robert King Merton, American sociologist, argued that social culture has proposed goals accepted and desired by the society (e.g., to become successful in the money), and also made clear the legal means or social acceptance means to achieve these goals (such as working hard working, studying diligently). If the arrangement of social structure cannot provide legal means to achieve these goals for people, it would naturally make them feel frustrated and nervous, the situation is called social structure stress. Under the background of the rapid social transformation in our country, the urban new poverty group has fewer abilities, rights and other resources, has little or no chance to achieve success target set by social culture through the legal ways. The Frustration and tension could make some of the urban new poverty to choose illegal means (deviant behavior) that threaten social stability in order to obtain the legal goal, such as theft, robbery crime; or simply give up the legitimate targets and the normal life of the society, such as alcoholism, drug abuse, suicide, etc. From a certain extent, the deviant behavior of the urban new poverty is a result of the social structure stress because in their real life they cannot achieve goals with legal means of cultural.

2) The weakening of social control function

Social transition in China since reform and opening up is a kind of transformation from a highly centralized planned economy to the market economic society. Along with the transformation from the old to the new, the society is easy to be disorder in the process of running and the social control function becomes weaken or even failure. In this situation, the social members would feel disoriented, and there would be more and more frictions and contradictions between people and groups such as various land disputes, debt disputes and group conflict.

For the laid-off workers in the 1990s, the sudden lost of controls, rules, benefits rights and so on in the system made them at loose ends and have the fight mood and behavior; For rural migrant workers, most of them are experiencing a passive process of urbanization, so the rapid development of urbanization makes them by surprise. The dual system of urban and rural restricts their upward mobility, related social security and rights policy failed to come on stage, their social integration degree is low, and the urban floating population management system is not perfect, etc., all these fact have made this group to become the urban unstable factors.

3) The pressure from large number of floating population in the process of rapid urbanization

With the deepening rapid urbanization of China's, the crime rate of urban floating population keeps high, especially for serious crime cases in which 70% of the subject belongs to floating population [7]. The "China's floating population development report 2014", issued by National Health and Family Planning Commission, pointed out that in recent years, the scale of the floating population increase gradually , the floating population has reached 245 million which is more than 1/6 of the total population at the end of 2013.

The large number of floating population in city can inevitably cause enormous pressure to the urban public security. The current floating population in city characterized by large size, high flowing speed and strong anonymity could increase the difficulty of the social management, because there are often many fugitive suspects and unstable molecules hidden who may commit crime at any time.

Population explosion may cause tensions in employment opportunities because that the rural surplus labor force is far more than the employment capacity in cities. Generally speaking, the rural surplus laborers have much less opportunity to get jobs in the city than the urban population, as a result they are often engaged in low-level physical labor or service industry in which some of them even conduct illegal activities such as prostitution, many of them become part of the "street" labor who often peddle food and service unregistered, and bring great instability to urban society.

4) Channels of interests expression is not clear

Having little or no chance to express and realize their appeal and interests is one of the important reasons for the urban new poverty group to take deviant behaviors. Due to the stress of inefficient or even invalid institutionalized expression, someone of the group often choose abnormal ways such as petitions, group events to express their interest demands and seek response from the related institutions.

B. Subjective perspective: analysis on the group psychological factors

1) Sense of relative deprivation

Robert King Merton argued that when individuals compared their own situation with a standard or an object (reference group), and found themselves at a disadvantage, they will feel deprived. And the feeling of deprivation will produce negative emotions such as discontent, anger or resentment. Because of the differences in possession of social resources, the urban new poverty group has already become dissatisfied with the relatively high status groups. The situation should be efficiently controlled in order to avoid increasing fierce antagonism and conflict between groups, and to keep the harmony and stability of the society.

2) Marginal psychology

Due to the dual system of city and countryside and the aboriginal exclusion from the urban residents, it is difficult for the urban migrants from countryside to Integrated into the city life. There is a strong sense of exclusion and discrimination among the migrants generally that makes them feel anxiety and discontent, as a result they might not only easily to have antagonistic behavior, but also lack of self-discipline and control even to abandoned themselves .

3) Frustration

Aggressive behaviors are often caused by the frustration, which depends on the degree of dissatisfaction with the realization of one's needs, impulses and desires. When the urban new poverty group failed to meet their demands such as lacking of economical security, political rights, self-realization and social belonging and so on, they would feel frustrated and take aggressive behavior. The extent of the aggressive behaviors depends on the frustration extent people suffered, that is to say the more people feel frustrated the easier for them to take aggressive behaviors.

V. CONCLUSION

Since the mid 1990s, as the deepening of the Industrialization and urbanization in China, the urban poverty has developed rapidly than ever which brings unstable factors to the society. The study primarily analyzes the factors of the urban new poverty group which cause social instability and mainly comes to the conclusion as follows:

(1) The urban poverty is a kind of relative poverty produced in the transitional period. The urban new poverty group should include not only the laid-off workers who appeared in large quantity at the end of the 20th century, but also the urban underprivileged groups such as rural migrant workers, the land-losing farmers and so on who formed in the urbanization process.

(2) The rapid increase of the amount of new poverty group and the continuous enlargement of the gap between rich and poor potentially harm the harmonious and stability of the society. The urban new poverty problem has influence on social order, economic order, political order and reform process.

(3) The study analyzes social unstable causes of urban poverty group from the two aspects of objective social environment factors and the subjective group psychological factors. From the objective perspective, there may be at least four causes that make the urban new poverty group to become unstable: social structure stress, weakening of social control function, pressure from large number of floating population in the process of rapid urbanization and channels of interests expression is not clear. From the subjective perspective, the psychological states of marginal psychology, sense of relative deprivation as well as frustration are widespread in the urban new poverty which would lead to deviant behaviors.

From what has been discussed above, the urban new poverty would negatively impact the social stability as well as the reform and opening up process if not controlled effectively and timely, so it is necessary to explore effective approaches to solve the problem

REFERENCES

[1] Dang Chunyan, "Reach on urban poverty in our country in transition", Shanghai: Central China Normal University, 2013. （In Chinese）

[2] Amartya Sen, Poverty and Hunger. Beijing: the Commercial Press, 2001. （In Chinese）

[3] Xie Lvyuan and Song Feng, "Study on social harm and its countermeasures of the urban new poverty," Science and Technology, 2014 (8). （In Chinese）

[4] Zhao Lun, "Relative poverty from individual attribution to social deprivation," Business Times, 2014 (18) . （In Chinese）

[5] Zheng Tao, "Research on interests appeal problems of land-losing farmers in urbanization, Shanghai: East China normal university, 2013. （In Chinese）

[6] Yin Zhigang, "Analysis urban poor products cause Beijing, Journal of Marketing and Demographic analysis, 2002 (4). （In Chinese）

[7] Wu Pengsen, Criminal Sociology, Beijing : Social Sciences Academic Press, 2008. （In Chinese）

The Study on Transformation of Government Functions in Urban Community Care Services for the Old

---Based On A Survey Of Tianjin Binhai New Area

Hu Xiaoli

1. School of Public Administration and Policy(SPAP)
Renmin University(RUC)
2.School of Law and Politics (SLP)
Tianjin University of Science and Technology(TUST)
Tianjin, China

Li Xiaofeng
Southwest University, SWU
Chongqing, China

Abstract—**Along with the aging of population in our country, the model of community care has gradually developed into a new model best suits China's national conditions. At present, China's urban community care services for the old have many problems, like the offside or vacancy of government functions; inadequate supply and unequal distribution of community care resources; the bad development of the third sector or other community organizations. All these make it difficult for our government to transform their functions in this area. The paper innovatively makes an in-depth study from the perspective of the urban community care services and basis on the investigation and analysis in Tianjin Binhai New Area , finally put forward suggestions for the transformation of our government functions.**

Keywords—urban community; community care services for the old; government functions; transformation of government functions

I. INTRODUCTION

Tianjin is the first municipality to implement community care services for the old in China, which has a history of more than 20 years. December 2010, Tianjin and Ministry of Civil Affairs signed a cooperation agreement, which had regarded the Tianjin Binhai New Area as the first reform and innovative district and the experimental area of national civil affairs.It provided a appropriate opportunity for the development of community care services to Binhai New Area .

The data from Department of Civil Affairs of Tianjin showed that at the end of 2015, there had registered a population of 1,244,549. Among them, there were 259,781 people over 60s, which accounted for 20.88 percent of the total population. It increased more than 17809 people compared with 2014, increased by 7.36 percent, which was slightly higher than the proportion of city average. For the old in Binhai New Area, there are ninety percent living in the community, in addition to such an aggravating trend of aging, it is significant to take Tianjin Binhai New Area for example to study the transformation of government functions in urban community

care services for the old.

II. THE PROBLEMS OF TRANSFORMATION OF GOVERNMENT FUNCTIONS IN COMMUNITY CARE SERVICES FOR THE OLD

A. Insufficient Supply Capacity of Institutional Public Goods

The development of community care services for the old in Tianjin Binhai New Area, has been lack of a scientific, standardized and specific services regulation. Over the years, the government of Binhai New Area based on the relevant state laws and regulations or other guidance from the government of Tianjin to develop the community care services for the old. So far, the specific laws and regulations about community care services in this area have been in the blank.

B. Excessive Interference for Community Management from the Local Governments

As a local government, it is her duty for the government of Binhai New Area to lead the building of community care services for the old, which is the fundamental guarantee for the sustainable development of the community services for the old. Nevertheless, because of the long-term impact by planned economy, the inertia from model of traditional All-round-style Government still exists.So it makes the governments of Binhai New Area be accustomed to control the management of community care services. Together with that resources for community care services are mainly from the government, especially the financial resources, the community organizations have to attache to the local government.

C. The Lack of Supervision and Management Functions

At present, it is the truth that the development of community care services is still in an exploratory stage, supervision and management functions are relatively backward, management means are single, and so on. The Regulatory and management for community care services in

Binhai New Area depend on the administrative supervision from the government. It is lacking of strong social regulators and uniform regulatory standards. And the supervision and management means also lack objectivity and fairness.

III. Investigation and Analysis about Demand Conditions of Community Care services in Tianjin Binhai New Area

A. The Basic Situation of Sample

The reading literature, sample survey methods and consultation methods were used to investigate the demand of the old about community care services. We sent 500 questionnaires to six functional areas in Tanggu by the random sampling way, and recovered 481 valid questionnaires with the effective rate of 96.20 percent. The respondents aged 60 years old and over, whose the minimum age was 60s, the maximum age was 89s, with an average age of 75.31 years. The population of the old men was 234, the women was 247, and sex ratio is 0.947. Most of them received junior or senior high school education, their vocation were diversity but the majority were wage earners. Many lived with their children, and their income mostly from 2001 to 3000 yuan. The questionnaire includes basic information of the elderly, the care needs of the old from community and the supply situation of community care services.

B. Demand of the old in the community of Binhai New Area

For the diverse demand of the old who are living in community, the paper studies the following aspects: whether they need their community to provide care services; what aspects of services they mostly want to receive; which services their community has been provided; thire willingness to pay for community care services.

- Data of the survey showed that up to 81.59 percent of the old needed their community to provide care services. With an aging population and the popularization of "4-2-1" family structure, it is increasingly difficult for the old to rely on their own children or spouse to enjoy their old age. And due to the influence of the traditional family pension model, most of them want to stay at home at the rest of their life. Moreover, to respond to the plight of the sustainable development of family pension model, the local governments are trying their best to explore community care model. So, all these factors lead more and more elderly people to turn their eyes towards their own residential communities, and hope it could provide all kinds of sound services.

- In terms of what aspects of services they mostly wanted to receive , there were 218 elderly selecting medical services, which accounted for 44.67 percent of the total sample. There were 175 elderly people choosing entertainment services, accounted for 35.86 percent of all, and the remaining 95 elderly selected housekeeping, accounted for 19.47 percent of all. The living lifestyle does have a major influence on the demand of the old . In general, the people living with their children and spouse pay more attention to the demand of medical and recreational services. The demand of housekeeping services was more in common for those living alone. With they grow older, the demand for domestic services and medical services would also gradually be growing.

- There were 414 old people more or less had accepting the various care services provided by the community, accounted of 84.84 percent of the total number of samples. The remaining 74 elderly not received any community-based care services , accounted of 15.16 percent of the total number of samples. After analysis, we could conclude that, whether the old received the community care services related to their age. And the older they were, the more probability they needed the community care services. So did the income levels. To some extent, the income level stood for the power of purchasing. These with higher income level were more likely to buy community care services.

- There were 79.10 percent of old people believed that the services should be provided free of charge, while 20.90 percent thought that it was reasonable to charge appropriately. The age, living style, income level and education level all affected their willingness to pay. Especially deserve to be mentioned, the level of education has a big influence on the willingness of payment. These with lower cultural level thought it was the government's duty to provide community services for free.

C. The Current Supply of Community Care Services for The Old in Binhai New Area

Based on the present situation of supply of community care services in Binhai New Area , the paper did the research mainly from the following aspects: existing community activities, existing equipment of community activities, existing community services for the old and existing form of community services.

The results of survey showed that most communities had service stations, day-care centers, catering rooms and other basic facilities, like elderly centers, universities for the old. There were also various activities venues as well as reading rooms, audio-visual rooms and so on. But the community activities venues established specifically for the old were insufficient, activity devices were also single, and mainly to be dominated for chess or mahjong rooms.

TABLE 1

The Supplement of Community Care Services		
Services	*People*	*Rate(%)*
Catering Services	186	38.11
Home-care Services	207	42.42
Day-care Services	149	30.53
Medical Services	216	44.26
Entertainment Services	292	59.84
Sporting Services	354	72.54
Law-advice Services	43	8.81
Dispute-resolution Services	94	19.26
Chatting Services	155	31.76
Others	82	16.80
None	58	11.89

TABLE 2

The Acceptance of Community Care Services		
Services	*People*	*Rate（%）*
Home-care Services	166	34.02
Day-care Services	275	56.35
Catering Services	318	65.16
Community Agencies	131	26.84
Others	89	18.24
None	74	15.16

(Postscript : It is a multiple choice, so the total proportion is more than 100 percent)

From the two tables , we could see that, various forms of community care services for the old were indeed provided by the local governments or communities. But we should also notice that there was a wide gap between the supply and the acceptance of community care services for the old. Moreover, health care, law-advice and other supply were obviously insufficient. The survey generally reflected that the elderly spiritual demand was not well met.

IV. THE RECOMMENDATIONS OF SPEEDING UP THE TRANSFORMATION OF GOVERNMENT FUNCTIONS IN URBAN COMMUNITY SERVICE FOR THE OLD

A. Transforming the Government Ideas, and Establishing a New Sense of Service

To successfully transform the government functions to promote the development of urban community care services, first of all, it is necessary to change the concept of governments. The government should be combined with the market, make full use of their various functions change the single administrative means to mixed means including political, economic, juristic, informational, administrative and other means. Sending part of the ability of the administrative functions appropriately to the third sector, and making full use of community organizations and committees.

B. Building a Sound Legal System, and Promoting Community Care Services Legalization

To promote the development of urban community care services, we should establish a series of specific, operational and legal system. It should be involved all aspects of life of the old, such as the subsidies for the oldest, the problems of dental health for elderly, etc. Striving for providing a comprehensive legal protection for the old, and strengthening community care services management. Meanwhile, for the development of the third sector, the government should develop appropriate preferential policies to encourage the development of social organizations and non-profit organizations.

C. Reforming the Financial Investment Mechanisms, and Promoting the Development of Investment Diversification

As the main investor in community care services, government should establish a stable investment mechanism of public finances. The government should also continue to improve the mechanisms of investment diversification of community care services. Building a diverse investors system that based on government financial investment as the mainstay, supplemented with community itself and continued to attract community enterprises, social organizations and individuals to raise funds for investment diversification development system .

D. Reforming the Monitoring and Evaluation Mechanisms, and Promoting Community Care Service Management Being Standardized

The government should base on the uniform norms or standards for the old in community and the providers of community care services to develop a long-term, continuous feeding back and adjusting monitoring and evaluation system. The government should strengthen the training and assessment of service staffs who directly provide the community care service. They should quickly formulate and revise standards for admittance into industry and evaluation mechanism to guide the third sector to provide better care services for the old.

E. Nurturing the Awareness of Residents to Participate in Community Affairs, Improving the Participation Ways for Residents

To promote the development of urban community care services, apart from the legal protection, policy support, and supervision and management of financial resources, the government should also nurture the awareness of the old to participate in community affairs, like holding the hearings, forming dance teams.

[1] Rose Gilroy. Taking a Capabilities Approach to Evaluating Supportive Environments for Older People[J]. Applied Research in Quality of Life,2012.

[2] Cirminiello C; Terjesen. M. Case study: home nursing care for a 62-year-old woman with multiple health problems[J]. International journal of nursing terminologies and classifications, 2013(2)

[3] Morissette T.M. Elder Friendliness and Social Participation of Older Adults Living within Age-segregated Retirement Communities. Thesis for Master's Degree ,California State University, Long Beach, May 2012

[4] Sun Xuli.Accelerating the transformation of government functions to build the service-oriented and rule-of-law government[J]. Chinese science and technology aspect,2014(3).(In Chinese)

[5] Ren Donghai.Tianjin Binhai New Area is above the city's average levels of the proportion of the old[N]. Bohai Morning Post,2014(5).(In Chinese)

[6] Zhang Dinghao.The study of Government Functions in the Development of Services for the Aged - Taking in the City of Suzhou [D]. Suzhou University,2012.(In Chinese)

[7] Liu Yansui, Zhou yang. "Challenge and Solution of China's Beautiful Rural Construction," Journal of Agricultural Resources and Environment, 2015, 32(2), pp.97-105. (In Chinese)

Research on Talents Cooperative Innovation Paths in the Coordinated Development for the Beijing-Tianjin-Hebei Region

Liu Tao

School of public management
Renmin University of China
Beijing, China
(liutaoruc@ruc.edu.cn)

Bai Haiqi

School of public administration
Renmin University of China
Shijiazhuang, China
(bhqzzh123@163.com)

Abstract—**Coordinated Development for the Beijing-Tianjin-Hebei Region is a major strategy for economic and social development in the new century. Talents cooperation is the basic guarantee for the strategy implementation. Through literature research and field investigation, this paper analyses the necessity of talents cooperation in the coordinated development process on the historical basis of Beijing-Tianjin-Hebei Region and talents-cooperation, Moreover, four paths are to be studied to promote its advancement, namely: talents-education, talents-selection, talents-adoption and talents-retention.**

Keywords—Coordinated Development for the Beijing-Tianjin-Hebei Region; Talents; Talents Cooperation; Talents Cooperation Path

I. INTRODUCTION

The Beijing-Tianjin-Hebei Region, geographically dependent with cultural inheritance and close economic exchanges, are inseparable. However, due to differences in political and administrative division and functional orientation, after the founding of PRC, the developments of these three districts are fragmented. Over thirty years of reform and opening-up, we have witnessed its considerable economic process and social development; however, the level of development is uneven and its structure is irrational. Regional integration has not yet come into full performance. Coordinated development for the Beijing-Tianjin-Hebei Region has become a major issue.

Talents development and cooperation plays a significant role in promoting coordinated development for the Beijing-Tianjin-Hebei Region, whose top-level design, industrial docking cooperation, urban layout and spatial structure adjustment and optimization, environmental protection, transportation and market integration can't do without talents cooperation. Exploration and innovations for the talents cooperative paths has become the only road to advance the strategy.

II. REVIEW ON BEIJNG-TIANJIN-HEBEI REGION TALENTS COOPERATION

The development of Beijing-Tianjin-Hebei Region has experienced three stages: industrial base in the Beijing-Tianjin-Tangshan, Beijing-Tianjin-Hebei Regional Integration, as well as Coordinated Development for the Beijing-Tianjin-Hebei Region. From its process, we could find that Initial industrial cooperation gradually extended from human collaboration to policy or even capital collaboration. It goes without any slightest question that talents cooperation for the Beijing-Tianjin-Hebei Region has also witnessed its own growth from non-strategic, fragmented and local cooperation to strategic, long-term and comprehensive cooperation process. In 1986, Tangshan, Bohai and other 15 cities established the "Bohai Mayor Coordinated Cooperation" coordinately, which has laid the foundation for talents cooperation for the Beijing-Tianjin-Hebei Region. In 2004, the National Development and Reform Commission in Beijing-Tianjin-Hebei region decided to establish a regular high-level mayor joint conference system and organize the economic development strategy seminar. In 2005, they signed the "Talents Development for the Beijing-Tianjin-Hebei Region and Cooperation Agreement", intending to build the basic framework for talents cooperation. In 2006, Talents Coordinated Development Meeting for Beijing-Tianjin-Hebei Region was held in Tianjin, while topics around talents exchanges, personnel agency, talents dispatch and other business were discussed. Specific cooperation opinion has formed in discussion.

In 2008, aiming to promote integration of talents cooperation for the Beijing-Tianjin-Hebei Region, "Talents Collaborative Alliance around Bohai Area" was established in Tianjin, which is attached to the alliance mentioned above. Their members include brainpowers in northern talent markets and Tianjin, Dalian (Services and Personnel Exchange Center), Qingdao and other 36 cities. "Talent Collaborative Alliance around Bohai Area" has held a number of personnel exchanges, cooperation and service activities, such as "Bohai Intellectual Exchange Fair", "Regional Talent Recruitment Network in Bohai","Guidance Training Class for Employment from College Graduates in Tianjin and surrounding area of Bohai" and so on. Up to now, "Talent Collaborative Alliance around

Bohai Area" has made important contributions as regional cooperation organization services partner connecting most of cities and covering the most extensive area of cooperation for promoting talents cooperation within the region.

In 2011, the Beijing-Tianjin-Hebei Region signed the "Talents Cooperation Framework Agreement for the Beijing-Tianjin-Hebei Region" in Langfang, committing to share talents market, personnel services, high-level personnel intellectual resources and build a talent innovation and entrepreneurship carrier, establish mutual inclusion of social security system, thus to achieve cooperation in the exchange of talent policy thus to develop a coordinated conference system. Almost the same year, leading group has launched "Coordinated Meeting for Beijing-Tianjin-Hebei Region Talents" in Beijing and adopted the "Charter on Coordinated Talent Conference for the Beijing-Tianjin-Hebei Region" and issued a "Declaration on the Talents Integration of the Beijing-Tianjin-Hebei Region", which is the very first time at the strategic level to promote regional cooperation from the personnel perspective. At the same year, this regional government has launched a project to promote talent cooperation, signed a "Framework Agreement on Talents for the Beijing-Tianjin-Hebei Region" and proposed that the talent market and personnel services, shared resources and high-level intelligence personnel and other 6 aspects should promote regional talent cooperation comprehensively. In 2013, Premier Li Keqiang led a new guide to regional cooperation for the Beijing-Tianjin-Hebei Region in his speech in Bohai economic conference. Then, in report on the work of government in 2014, coordinated development for the Beijing-Tianjin-Hebei Region is made clear as a strategy for this region, and the promotion of personnel and labor force mobility has become one of the key regional integration developments.

III. THE NECESSITY OF RESEARCH ON TALENT COOPERATION INNOVATION PATHS FOR THE BEIJING-TIANJIN-HEBEI REGION

Competitions between regions and countries, in the final analysis, rely on the competitions for talents. Talents cooperation in Beijing-Tianjin-Hebei Region has made some advancement such as the level, areas and content. However, there are still some problems: it is not active for Beijing and Tianjin to carry out talents cooperation; the strategic planning of the coordinated development of talents is too coarse; talents cooperation policy convergence is not smooth enough, and talents cooperation paths and areas are not wide enough, etc.

Among such concerns, the brainpower is the key to the innovation and cooperation paths as fundamental objectives. Through field investigation and literature review, this paper assumes that talents innovation and cooperation paths start with four areas, namely: talents-education, talents-selection talents-adoption and talents-retention. Talents-education refers to personnel training; talents-selection refers to recruiting and selection; talents-adoption refers to personnel using and evaluating; and talents-retention refers to policies, measures and treatments to keep talents. In this paper's view, the coordinated talents development directly rely on the effectiveness within four areas mentioned above.

IV. THE CONSTRUCTION OF NEW TALENTS COOPERATION PATHS IN COLLABORATICE DEVELOPMENT FOR THE BEIJING-TIANJIN-HEIBEI REGION

A. Innovation on Talents-Education Cooperation Path

Talents-education is the starting point and the premise of other three paths. Talents training should take complementary advantages, mutual reciprocity and mutual benefit as principle, and carry out cooperation between colleges and universities actively, thus enhance the vocational and technical colleges academic exchanges and student enrollment training cooperation and foster personnel linkage of party and government and make the cooperation for the joint training of enterprise management, the professionals and the technical with high skill, as well as rural practical talents training cooperation and social work talents training cooperation.

1) Be Active in the Training Cooperation between Universities, Academic Exchanges and Student Enrollment in Vocational Colleges.

It's known to all that Beijing and Tianjin are provided with more elite schools and top teachers. Under the premise of collaborative development, Beijing and Tianjin need to support Hebei in the following areas: strengthening academic exchanges and cooperation with Hebei universities, as well as enrollment in doctoral, post-doctoral training, visiting scholars, undergraduate and graduate admissions policies in continuing education and professional training. Meanwhile, Hebei should take complementary advantages and give full play to vocational and technical schools and support Beijing and Tianjin in vocational personnel training with more educational experienced brain powers.

2) Conduct Party and Government talents Exchange and Cooperation Orderly.

As the maker and executor of development policies, Party and government talents determine efficiency and quality of coordinated development for the throat. The departments concerned should actively carry out the party and government talents assignment like sending some senior party and government talents to take a temporary post to government agencies, talents training counterparts or office. Parties should select talents in accordance with the needs in the exchange activities, and focus on advanced management methods and learn from each other to achieve convergence of different management concepts and policy regimes. Party and government talents should pay more attention to training and academic education; besides, select talents with solid theory foundation and practical ability to participate the academic education in elite schools, or in short-term training courses. In addition, parties should meet training demand and build talents training base by the integration of the education and training resources to obtain more comprehensive training.

3) Emphasis on Enterprise Management talents Training.

Hebei should regularly send senior business management to the famous schools to participate business management training classes to improve their theoretical level. Meanwhile, the three regional governments should play a leading role in organizing enterprises sub-sector management personnel Forum. Among the three leading enterprises, the leading group

should have the potential exchange between management staff, and cultivate business management personnel from the practice.

4) Promote Professional And Technical Personnel And Highly Skilled Personnel Training Cooperation Steadily.

In addition to management personnel, the three governments should break the administrative divisions, train the professional and technical personnel with business needs by adopting institutions expertise and top teachers. Besides, the three governments should design talents cooperative training project(specially key projects) and support enterprises to establish the professionals and technical and highly skilled personnel training base thus urge enterprises to conduct on practical training regularly. In addition, the personnel training should be based on training institutions and expertise form various industry clusters and undifferentiated culture.

B. Innovation on Talents-Selection

Talents-selection is the follow-up stage. This process should be based on regional development needs and need to break the administrative divisions barriers, thus to build talents market-oriented human resources selection and hiring allocation system, the unified professional qualification certification system, a consistent assessment evaluation and incentive mechanism and construct party and government personnel selection and appointment system.

1) Strengthen the construction of the talents market, boost it a fundamental role in the selection part.

Break barriers from talents flow, and the recognition of the unified talents market system combining with infrastructure, information platform and service system should be improved. Developing online talents market, comprehensive regional featured talents market and positive development of professional talents market are the good ways to realize large-scale talents flow configuration. Meanwhile, innovative remote management services can be explored, and professional ethics practitioners and service quality training need to be strengthened.

2) Establish a unified professional qualification certification system.

Vocational qualification certificate is an important basis for the selection and its importance determines the level of personnel selection for party and government directly. Research on professional qualification certification system should be reinforced to break the administrative boundaries. Vocational Qualifications departments need build title appraisal committee to develop a unified assessment criteria and procedures for the formation of professional qualification evaluation experts to eliminate duplication of industry professional qualification certificates achieving mutual recognition of professional qualification certificate exchange.

3) Establish and Improve consistent appraisal incentive and evaluation mechanism.

It is to promote the potential of talents and realize the goals for talents choosing with guidance and incentives. According to the overall requirements for the unified and coordinated development of regional classification, business management talents and other talents evaluation system, incentive evaluation

mechanism should be improved by establishing organizational performance, by stimulating the vitality of talents and protecting the legitimate rights and interests. It is proper to find talents in the evaluation and assessment stage and select brainpower afterwards.

4) Construct a system of selecting and appointing of party and government talents.

In terms of recruiting civil servants, unified recruit selection policy and admission qualification examination should be developed to achieve mutual recognition of qualifications in interworking. In terms of the promotion of party and government talents, exchange experience and contribution of co-development should be taken as an important condition for the selection and appointment. In terms of open selection of cadres,the selection should be delineated within the Beijing-Tianjin-Hebei Region, intending to provide more opportunities for the officials in the region, and communications between cities should be strengthened to solve difficult puzzles on selecting cadres off-site openly.

C. Innovation on Talents-Adoption Cooperation Path

Talents-Adoption is the ultimate aim and fundamental to previous three stages. The Beijing-Tianjin-Hebei Region should work together with a clear and innovative path to build a broader employment arena, fully mobilize the brainpowers' enthusiasm and real talents.

1) Break the boundaries of administrative divisions,introduce mutual cooperation policy that is suited to three cities.

The regional distribution for talents is more concentrated in Beijing, Tianjin, but scarce in Hebei. Related policy, unified household registration system, and improved social insurance continuation approach should be actively introduced based on the personnel policy of mutual aid and cooperation, which take salary as a lever and talents market as a mobile carrier. Beijing and Tianjin should transfer excessive reserves to Hebei to maximize the talent bonus.

2) Guide the enterprises talents innovation path and establish commission system, industry cooperation system and Cross-industry recommendation system.

Commission system means that when the enterprise itself cannot retain or use someone for a long-term，achieves work goals by resorting to the contract commission. Industry cooperation system refers to establishing talents relations with peers. When the enterprise needs to expand the scale of production, it could adopt borrowing talent resources from peers by resorting to contract. Cross-industry talents recommendation system refers to sharing talents recruitment information and demand. In the recruitment process, if some industry itself does not need someone, they could recommend to other enterprises.

D. Innovation on Talents-Retention Cooperation Path

Talents-Retention is a means at the service of talent-adoption. The departments concerned should actively work together to create a unified platform for entrepreneurial talent, and build three integrated service system.

1) Create talent innovation platform and carrier services.

The departments concerned should actively create an integrated interactive platform for innovation and entrepreneurship and improve the "Talent Collaborative Alliance around Bohai Bay Summit" system, host regional talents exchanges, cooperation, service and other activities regularly, building a platform for domestic and international cooperation and innovation talents, suggestions and ideas, discussing issues and share experiences. According to the talents demand conditions and dislocation development, with the principle of complementary advantages, unified planning and functional layout and complete talents innovation and entrepreneurship support should be programming. Equipped with a complete, functional innovation and entrepreneurship incubator platform this region should upgrade and expand a number of Science and Technology Park, Pioneer Park and high-tech parks to attract gifted people to settle down.

2) Promote talents service system for the Beijing-Tianjin-Hebei Region.

The region should coordinately develop unified compensation incentives and reward systems for talents, and explore ways of factors participating in the distribution, including knowledge, technology, management and other production in order to smooth high-level personnel in the political participation. The one who has made outstanding contributions in the economic and social development should be given special political treatment. High-level talents with outstanding contributions should be given special support like housing, schooling for their children and spouse employment and others. Besides, creating an atmosphere of taking care of the talents and supporting them counts much.

V. SAFEGUARDS ON THE CONSTRUCTION OF NEW TALENT COOPERATION PATHS IN COLLABORATIVE DEVELOPMENT OF BEIJING-TIANJIN-HEBEI REGION

Sound organizational structure design, adequate funding and scientific policy system are the basic guarantee for innovative talents cooperation.

Reasonable framework of organization is the main carrier for innovative talents cooperation paths. The Beijing-Tianjin-Hebei Region should negotiate and establish its own center to coordinate talents cooperation comprehensively. Its functions include: formulate talents development strategy properly, improve talents market system vigorously, construct talents public service platform and expand the public service functions of the talents market, talents service and management institutions supervision, etc.

Capital is the source of talents innovation and cooperation. The region's financial sector should be pulled out by the special fund for talents-education, talents-selection, talents-adoption, and talents-retention. The talents capital and special matching funds for regional talents recruitment should be included in the financial budget. According to the financial status of reasonable cost sharing, traditional pattern of "talents-education by government and talents-selection by enterprise" should be changed. Governments' departments should guide the enterprise funds into talents cooperation and encourage

enterprises to support more on talents education, selection, adoption and retention actively; in addition, the Beijing, Tianjin and Hebei integration development opportunity must be seized to absorb social funds extensively.

Scientific and reasonable policy is the lubricant and connector as well to promote talents cooperation for the region. For overall development, regional talents policy system, innovative talents training development mechanism, talents evaluation discovery mechanism, talents selection, appointment mechanism, talents flow allocation mechanism and talents incentive and guarantee mechanism should be coordinately developed. In the process of policy making, the communication and coordination, multiconsultation should be strengthened; moreover, a harmonious environment for the talents policy system should be created.

REFERENCES

[1] Huzhou municipal Party Committee Organization Department Research Group: "Reserch On Talent Cooperation Model for the Yangtze River Delta", Yangtze River Delta in 2009 (11), page32-34(In Chinese).

[2] Liu Naigang, Liu Yan, "Research on Talent Cooperation for the Beijing-Tianjin-Hebei Region" , Financial Education and Research, 2012 (4), Page50-51(In Chinese).

[3] Lv Jingjian, Zhao Yunzhong, Yao Yingyuan, Su Yanli, "Path for Cooperation in the West Triangle", Talent Service 2010 (11), Page 50(In Chinese).

[4] Ding Yanli, "Exploration for Talents Demonstration Zone in Hong Kong and Macao", Chinese Talent, 2013 (5), Page21(In Chinese).

[5] Pang Bo, "Exploration on the Circular Economy of Talents Based on the undeveloped areas-Western Areas in China", Department of human resources and social security in Gansu Provincial, China talent development forum in 2012(In Chinese).

[6] Jiang Feng, "Study on the Beijing-Tianjin-Hebei Region Industry Talent Cooperation". Beijing Talent Development Summit Forum Best Paper Anthology in 2011, in June 2011(In Chinese).

[7] Integrate the Work of Human Resources Development and Joint Force of [N], Jiangcheng Daily June 11, 2009, Seventh Edition(In Chinese).

[8] Central Committee and the State Council, "National Long-term Talent Development Program (2010-2020)" ,June 7, 2010(In Chinese).

[9] Cen Jiafeng, "Reflections on the Construction of Special Zone for Talent Attraction and Retention", Nanning Daily on 14 November 2013(In Chinese).

Reflections on Local Colleges and Universities' Convergence from the Perspective of the Comparative Advantage Theory

Lin Yun[1]
College of Public Administration
Yunnan University of Finance and Economics
Kunming, China, 650021
E-mail:584269287@QQ.com

Zhu Jie[2]
Research Department
Yunnan University of Finance and Economics
Kunming, China, 650021

Wang Hong[3]
International Education Exchange Institute
Yunnan University of Finance and Economics
Kunming, China, 650021

Abstract—From the perspective of comparative advantage theory, the convergence of local colleges and universities is a process that they look for development against their endowments, which caused by the external institutions. It is mainly manifested in the following three aspects: the converge of discipline, lacking of core competitiveness; the convergence of specialty， lacking of viable ability; the convergence of training model , lacking of differences. One of the basic ways for local colleges and universities is to look for developing on their differences and endowments; another way for the local government is to try its best to reform the evaluation mechanisms and fiscal funding system, and set up information platform to protect their comparative advantage and leading them developing healthily.

Keywords—comparative advantage theory; local colleges and universities; convergence; reflections

I. A brief Introduction to the Theory of Comparative Advantage

At the early time of 1776, Adam Smith made a conclusion that the division of labor will make workforce more skilled, social labor productivity higher, national treasure richer, in his research of An Inquiry into the Nature and Causes of the Wealth of Nations. And the principle of the division is that the absolute cost advantage or absolute interest, which means, each person should specialize in the production of his most advantageous fields according to their own endowment and gift, in order to exchange their benefits with each other. This process is beneficial to both sides. Smith further analogized this principle to the division of labor between country and country, which is a situation that if a country's production cost is lower than another country due to its natural conditions or sources, so that this country will enjoy absolute advantage and a less cost in the production process than another country, which is without those advantage but in need of these products. This is formed between the two countries, which of the two countries are beneficial. [1] Thus, the Smith brought the

principle of absolute advantage into the sight of people, creating a source of comparative advantage theory. However, the principle of absolute advantage cannot explain the participation of the countries without absolute advantage in international trade.

How can we explain the participation of countries without the absolute advantage in international trade? David Ricardo answered this question in 1817 in the book of Political Economics and Taxation Principle by referring to "labor value theory", which is regarded as the basis of the theory of comparative advantage. In the view of David Ricardo, the cause of the international trade is not about the absolute difference but the relative difference in cost. Although a country is at a disadvantage position in two kinds of products' production, as long as the different degree of adverse exists, there is always a product having a less disadvantage, which has relative advantage. If a country with the relative advantages starts the specialization and the international exchange of products for trade, both sides can also benefit from the exchange.[2] By this way, both sides can break through the limitations of Smith's theory of absolute advantage.

However, Ricardo's theory of comparative advantage does not point out where is the source of comparative advantage coming from. The study of Swedish economist Eli Heckscher and his student Ohlin indicates that the differences between the relative scarcities of countries' production factors are the essential conditions of cost difference, so of the international trade. [3]In their view, abundance differences in the structure of factor endowment and element level, is the source of comparative advantage. Therefore, countries can produce and export products with advantages according the differences between their endowment structures of production factors, and imports products without comparative advantage according to its endowment structure. Obviously, the difference of factors and the abundance degree of the two core concepts is the key factor of the theory of comparative advantage.

With the development of economic and social development, the theory of comparative advantage has become into analysis methods and tools of industrial development from the interpretation of trade reason theory, and become into the guiding principles of economic development of some developing countries to formulate development strategy of the important basis. Yifu Lin, a famous economist in China used the theory of comparative advantage to economic development, and put forward the development strategy of comparative advantage. Therefore, the development of a country's economy must be based on its own factor endowment structure and the formation of the comparative advantage, so as to improve the viability of enterprises, have the core competition, achieve capital surplus, enhance the factor endowment structure; and new factor endowment structure will bring a new round of industrial upgrading and technological progress, in a result to keep the sustainable development of economy. The principle of comparative advantage between different countries is not only applicable to the economy, is also applicable for different enterprises in different regions within a country. [4]

II. Inspection of the Convergence of Local Colleges and Universities from the Perspective of the Comparative theory of Advantage

From the two core concepts of comparative advantage theory, namely the difference of endowment structure elements and the level of endowments' abundance. It emphasizes that international trade and economic development should be both in accordance with its factor endowment structure in their industrial production, in order to form the optimal industrial structure. Once betrays its own endowment structure, blindly take to catch up with the industrial structure and set up their own thinking, factor endowments do not have the advantage, will only lead to economic development lag. In recent years, local higher education in our country has been an unprecedented development, but due to blindly "big and complete" and "upgraded heat", the local colleges and universities appeared three aspects of school type, professional setting, personnel training mode against the convergence of its endowment structure.

A. Convergence of type

With the reform of China's economic system, the higher education developed rapidly. In 1997, the number of colleges and universities was 1020, the number of undergraduate students was 579.7 thousand, and the junior college education was420.7 thousand, which break out 1000 thousand; In 2014, there are 2529 regular college and university（including 283 independent college）, undergraduate and junior college enrolled 7214 thousand people. For more than ten years, the number of colleges and universities turned nearly 1.5 times, the number of college enrollment has more than 7 times. ① According to Professor Martin Tero's distinguished standard of higher education, the higher education in our country has reached the intermediate stage of popularization. Local colleges and universities have been developing rapidly both in quantity and scale. In order to survive in the market effectively, the local colleges and universities are competing to strive for "Large and Completed". The originally local comprehensive

university seeks to emulate to Tsinghua University and Peking University; the originally one subjected university seeks to turn to comprehensive university. Major colleges and universities are trying to improve their education level and constantly strive to imitate blindly in order to upgrade. And this blind hardworking is disregarding the endowment structure, which is deviating from the local development track, and also out of the touch of local economic and social development. The following consequence is invalid of college's function of serving the local economic development, more importantly, leading to homogenization of the serious employment problem of talent cultivation, also leading to the same type and level of the universities, tuning out losing of features.

B. Convergence of specialty settings

Local colleges and universities have set so many same and popular specialties demanded by the market without considering teaching conditions and teaching resources,, which results in the convergence of specialty. For example, accounting is a popular specialty in china with its high employment rate. Therefore, many local colleges and universities have set up accounting in their discipline .In Yunnan province, There are 22 colleges, 7 independent colleges, 38 schools of higher vocational colleges. And there are 39 colleges which have set accounting or financial accounting. A scholar called He-an from Western Normal University have done a research about the convergence of specialty in Sichun province. And the results show that there are professional distribution of more than 15 schools in a total of 16 specialties in Sichun province, science and computer technology ,law and English are the most and largest enrollment . In addition, such as management, economics and science of law are the most convergent.[5] MyCOS Institute's research reports of "Chinese college students employment" in the year of 2010,2011 and 2012 showed that such as law, computer and English which were once popular in the three years are warned with red and yellow card for their low employment rate . As can be seen, the convergence of specialty setting in local colleges and universities can not only achieve the optimal allocation of educational resources, but also lead to serious structural unemployment.

C. Convergence of talent training mode

In 1998, Minister of Education in China issued a document called " opinions on deepening the teaching reform, to cultivate high quality talents for twenty-first Century'' which defined that "talent training mode" is a way to help student to construct knowledge, cultivate abilities and the structure of quality, which stipulates the students characteristics, reflects the thought and concept of education. "Talent training mode" can realize what kind of people should be cultivated "and" how to cultivate individuals ". With the convergence of local colleges and universities' types and specialty setting, their talent training modes are convergent at the same time. After the expansion of higher education, some local colleges and universities changed the single mode of training academic talents according to the demand 0f the talent market's characteristics. Fallowing by this, the training mode of compound talents, training mode of applied talents, international talents cultivation and creative talent cultivation

mode have appeared in various collages and universities' training programs, which attracted a new round of homogenization of talent cultivation. Obviously, this doesn't match diversified talent demand of the development of regional economic, coincide diversity of the individual needs in mass education, and then it's bound to hinder the development of economic and society, even the cultivation of diversified talent.

III. THE SOLUTION TO CONVERGENCE IN LOCAL COLLEGES: FOLLOW THE COMPARATIVE ADVANTAGE

The excessive convergence in local colleges is a developing process of college's disciplines, specialties and personnel training mode, which violates its natural endowment by external environment. It caused by both internal factors and external factors. In the view of two reasons of convergence (the local colleges and local government), the solution to convergence can be found.

A. Follow the comparative advantage and establish the viability

Due to the highly centralized management system and resource allocation mechanism, local colleges lack of autonomy and viability. So local colleges and universities keep seeking the legitimacy of the existence and higher perfection, which leads convergence of school type, major setting, and talent training type. According to the theory of comparative advantage, a lack of viability of the enterprise is unable to get promising profit and survive in the market. Similarly, local colleges without viability are not able to survive in a market economy. So cultivating local colleges viability is the key point to solve convergence.

Local university itself should set the target in running colleges, subject category, diversified talent training mode based on its natural endowment. The natural endowment of college refers to material conditions of running schools, faculty structure, and scientific research accumulation, characteristic of campus culture and so on. Different university has different endowments and also abundance degree of endowments is different. Take local business as an example, it is abundant endowment in major economic and management disciplines. Obviously, economic university has advantages of above aspects in talent training and scientific research and social services. Thus, each university should run school based on its own comparative advantage in order to gain more educational resource in the competitive marketing, which can optimize its ability. Then the benign cycle can realize the ability of local colleges.

B. Preserve the comparative advantage and develop in healthy and ordered way

Local government should establish a market-oriented education resources allocation mechanism, extend the power of the local colleges to different directions, reform evaluation mechanism and funding mechanism, set up information platform and maintain its own respective advantages so as to ensure its healthy and orderly development.

First of all, the local government should reform their own evaluation mechanism dominated by themselves, introducing the third party appraisal institution. Classification evaluation should be implemented to ensure evaluate efficiently and publish the evaluation result to the society to achieve "peer competition, superior win, the inferior out". Secondly, local government should reform the higher education funding mechanism in order to maintain the advantages of local colleges, which is helpful for their healthy development based on comparative advantage. Local governments need to take the combination of "foundation grants + performance funding" funding mechanism.

Basic funding should base on the average cultivation cost and the total number of students in order to guarantee the basic teaching operation and development of local colleges. But the purpose of performance funding is to improve the level of local university and avoid convergence development, including teaching quality evaluation funding, subject competitive grants and individual merit special appropriation fund of higher education, which will stimulate them to comply with theory of comparative advantages based on its own endowment [6]. Lastly, local government should set up information platform, establish database information database construction of academic disciplines and talents demanding, give full play to the role of the information collection and transmission, and publish provincial discipline professional domain information and talents demanding to society. Then it can guide the local colleges to cultivate talents according to their own endowment and market demands. It can not only maintain its advantages but also reduce blindness in terms of discipline construction and talent cultivation. Namely it can reduce "homogeneity" talent cultivation and talent of the structural unemployment. At same time, convergence can be avoided.

REFERENCES

[1] Adam • Smith , An inquiry to the nature and causes of the wealth of nations. Beijing: Commercial Press, 1996.

[2] Guan Gong, International Trade Theory, Wuhan University Press, 2000.

[3] Li Huiwen ,dynamic nature of the modern theory of comparative advantage ,Economic Review, 2004, (1), 42-47.

[4] Lin Yifu, Sun Xifang ,Comparative Advantage Theory of Economic Development Strategy , International Economic Review, 2003, (11-12), 12-18.

[5] He An, DU Xue Yuan, Specialties College of similar problems ,Educational Research, Tsinghua University, 2004, (10), 93-97.

[6] Zeng Yalan, From the perspective of educational resource fair financial allocation mechanism places of higher education ,Higher Education and Economy, 2011, (9), 59-64.

The Effect of Situation of NGO in Yunnan China on Government Purchase of Social Services

Zheng   Xiujuan

Yunnan university of finance and economics institute of public administration

Kunming City, Yunnan Province, China

ynkmcat@126.com

Abstract—**Yunnan as a province with multi ethnical minority groups and bordering location confronts complex social context and the needs when promoting government purchase of social services. Analyzing the overall features, functions and, attitudes and governance characters of local government, the research considers government purchase of services facing challenges. It is needed for Yunnan province government purchase of social services to foster non-profit civil society organizations, develop government responsibility transferring category and more detailed operational scheme.**

Keywords—*government purchase of service；social service；Yunnan；cross border*

I. SUMMARY

A. NGO Development in Yunnan China and Macroscopic Background of Government purchase of Service

Government purchase of service is the process that the government provides social services to the community groups who need the service by purchase social services as public products from social service providers. The government purchase of service is a strategy to transfer government functions and develops new government management system. It is more helpful to improve effectiveness of government management over society.

The NGO in this paper means the foundations, civil society groups and non-government non-enterprise organizations. General characters of Yunnan NGO are, number of industry associations is large, lack of non-profit NGO, and for long period, the international NGOs dominate vulnerable community services. The international NGOs (INGO hereinafter) have being carried out activities in Yunnan for over 30 years, and the activities has already covered 16 prefectures of Yunnan. Policy is key factor that restrains local NGO development. Policy reformation in 2014 brought dramatic increase of local NGO, and caused by policy, level of cooperation between INGO and local government is low.

		Development Profile of Yunnan NGO		
Time	*Total No.*	*Type and Number*	*Increasing Rate*	*Features*
2010	12,390[a]			3000[b] in the capital city
2012	15,603[a]	10,845 [b] industry associations, 4,710b non-government non-enterprise organizations, 38 filed INGO, 7,342[b] filed urban and rural community NGOs	13. 3%	Number of NGO meeting provincial annual check standard is low. Up to 400[c] INGOs are carrying out activities in Yunnan, number of industry association is big, and it is lack of developed non-profit public service provision NGOs.
2014		Newly-registered, 58 social groups, 52 non-government non-enterprise organizations and 8 foundations[d].	18%	Directly registered NGOs is 107, which takes 90.68%[d] of the total newly registered, the NGO development is tremendous.

a.   A notice for "The initiation of the province level of public welfare fund to support NGO to participate in community service project in 2015" which is issued by Yunnan provincial civil organization administration http://yunnan.mca.gov.cn/article/tzgg/201508/20150800867010.shtml   2015

b. The present situation and Community Party constructive work of Yunnan provincial new social organization   http://www.docin.com/p-764146879.htm

c. Shengling etc., The present situation and influences of overseas NGO in Yunnan. Journal of Kunming University of Science and Technology Social Sciences Edition 2013，06

d. Government purchasing social services helps social organization growing. Xinhua News 2015，02

B. Government Purchase Service Development Goal

"Yunnan Province Government purchase of Social Work Services Implementation Methods"(Consultation Paper) (The Method hereinafter) was introduced in May, 2015. There are eight categories of services included in the Yunnan government purchase of social work services. 1) Mobile population support and aid; 2) vulnerable groups care and support; 3)social protection and supportive network instruction for the core empty villages, core empty families and left behind population. 4)daily life care and psychological comfort for the aged people and the handicapped population; 5) psychological support, rehabilitation and social function regaining services for special social groups; 6) social work services in disaster situations; 7)social medical services; 8)social work services for children, women, marriage and family issues. The Method stipulates that the government purchase of services includes purchase social work services posts and purchase social work services programs, and the payment body will be government department at each levels and the state - run institutions that have administrative functions according to the "Civil Servant Management Method". Social group/organization that is included in the administrative establishment management and funded by government finance can also provide social work services through government purchase of service program.

C. Development Status of Policy and Regulations

In 2012, Yunnan Civil Affair Department drafted series of supportive documents including, "The Suggestions about Accelerating formation of the Advanced NGO System to Promote Healthy and Organized Development of NGO", "The Regulations of Promotion Non-profit Work of Yunnan", "The Interim Regulations of Government purchase of Services", "The Service Category (First List) of 2013 Provincial Level Government purchase of NGO Services", "The Management of INGO in Yunnan" to manage NGOs of industry associations, non-profit, scientific and urban and rural community service by direct registration, to support NGO management fund step by step, to establish a supervision system that involves government, society and NGO, and to set up a non-profit projects pool and an authoritative information publicity platform.

Status of Yunnan Government purchase of Service

Time	Total Input	Scope of Services	Project Level	Number of projects
2014	RMB 28,441,300[a]	Social work service, retirement service, NGO service, etc.	Provincial level terms and government projectterms	
2015	RMB 121,835,500[b]	HIV/AIDS prevention and control	Provincial and nationallevel terms	106+42
		Teenager social service, etc.	Provincial level terms	17

a. A notice for "The initiation of the province level of public welfare fund to support NGO to participate in community service project in 2015" which is issued by Yunnan provincial civil organization administration http://yunnan.mca.gov.cn/article/tzgg/201508/20150800867010.shtml 2015

b Yunnan provincial governmental department will spend 1.2 billion to purchase social services in year 2015. Yunna Information News

D. Situation of Social Service Personnel

By 2013, there are up to 210,000 people involving in social work in Yunnan province, amongst which 13,000 are social work professionals, while only over 1000 have an occupational certificate. There is a great gap between both the number and capacity of social work personnel and the community need. Both low professional level and high part-time level directly effect on forming and development of NGO.

II. DEVELOPMENT FEATURES OF NGO DEVELOPMENT IN YUNNAN PROVINCE

A. Human Resource Insufficiency

1) Short of Full-time Staff

According to statistics in 2012, there were 100,000 full

time/part-time staff members in 12,390 NGOs in Yunnan, amongst which 36,000 were full time staff members, that is 3 full time staff members in each NGO on average. Excluding non-government non-profit organizations, huge portion of NGOs are lack of full time employers. The information provided by Yunnan Provincial Political Consultative Committee, at present, in the 22 youth and teenager affairs social work service centers that fostered by Yunnan government, there are only 33 full time social workers and more than 190 part time staff members.

2) Lack of Management Personnel

In most situations, the person in charge of a NGO also holds the post of the leader of the reporting government department of that NGO or is the leader person in that professional field. This leads the management of NGOs involves in heavy administrative influence and very vague division of duties caused by dual positions. Some NGO are not able to neither continue social work activities nor receive annual inspection and remains an empty rack due to change and/or leave of the founder.

3) Lack of Professional Personnel

Because of limitation of NGO development and brain drain from local, NGOs in Yunnan could not absorb high level intellectuals to involve in NGO work. Currently, in the 22 youth and teenager affairs social work service centers that fostered by Yunnan government, there are less than 20 social workers have social work qualification.

4) Frequent Personnel Flow

The personnel in NGO are flowing around heavily because long time developing isolate, unsustainability and instability of their work, and low reward for the staff. NGO personnel are part -time staff predominated without support from government, and full time staff would leave an NGO as there is not much career development. Kunming Black Headed Gull Youth and Teenager Affairs Service Center recruited 17 staff members by two times of recruitment each in 2013 and 2014, and 10 of them left so far.

B. Funding Challenge Caused by Related Support

Most NGOs maintain operation and carry out activities solely depending on charge of membership, and a few NGOs are able to obtain irregular funding support from government. NGOs do not form an effective funding chain yet. They over depend on government contribution or charge of membership. And there are only a few NGOs obtain funding by using government function transferring. A good funding resource combination for a NGO should have one half each from government distribution and from society resource. The activities NGOs carry out become intermittent and low organizational self-governance without stable funding chain. This dramatically contributes NGOs' function to be carried out and stability of personnel.

C. Loose Internal Management Systems because of Immature Organizational Development

Most NGOs could not set up established management systems, and have no power to bind or support its membership. The management team is usually lack of stability and nor professional enough. NGO management either applies a government administrative model or in a loose situation.

D. Multi Head Management Leads NGO Lacks of Self Governance

In the past, NGOs all were under supervision of more than two government departments, one is civil affair department for registration management, and the other is a functional government department of professional supervision. The reality is that the civil affair department only plays the role in objective assessment of registration fund of NGO, number of staff members, office venue, etc. and annual inspection. While the functional department does not provide support, instead, becomes obstacle when NGOs carry out activities, for instance, the numerous and jumbled approval procedures, low efficiency office work style do not assist coordination of social resource. Secondly, confusion of responsibilities of the government management bodies about NGO sustains forming of NGO self-motivation.

E. Strict Requirement for NGO Registration Makes Obtaining Legal Legislation and Development Assistance Difficult

Revents lots of NGO helping local development from obtaining legal legislation. By 2012, there are 7342 urban and rural NGOs put their files because they could not succeed

registration at the civil affair department, 38 put their files abroad. This indicates that there are lots of NGOs in Yunnan could not acquire the eligibility for government purchase of service. Application requirement such as for office venue, funding and organization structure standard p

F. Lacking Greatly of Native Non-profit NGO in Yunnan

For the moment, NGO eligible to government purchase of service is dominated in provincial city with limited scale-up, and in the less developed places, there is rarely any local non-profit NGO exists. The total registered NGO in Yunnan in 2010 is 12,390, with 4 prefectures and/or cities have more than 1000 NGO registered at government department, while there were 3000 in Kunming, the capital city. By the end of 2012, there were 10,845 social groups including industry associations, the industry association covers most, and the number of NGOs eligible for government purchase of service was very small. For example, in three border counties of Wenshan prefecture, types of NGOs inclines in minority culture and breeding and farming associations, the social service non-profit NGO falls short of.

G. INGOs in Dominated Position among NGOs in Yunnan

After promulgation of "Yunnan Interim Provisions to Regulate the International NGOs in Yunnan" (the Interim Provisions hereinafter)in 2012, there were only 38 INGOs out of more than 200 INGs in Yunnan province get registered. However, there were actually more than 270 INGOs of over 20 other countries carried out activities in Yunnan in 2012. At the moment there are 140 INGOs set their office and conducting activities in Yunnan. In 2011, the projects of INGO filed at Yunnan Provincial Foreign Affairs Office reaches 288, 128 was in 2012 and 16 was in 2013. Active INGOs in Yunnan are mostly from developed counties or regions, their non-profit service projects cover all over prefectures, cities and counties of Yunnan in the areas of poverty support, disaster relief, primary education, drinking water for man and livestock, ecological protection, HIV/STI prevention and control, drug control, health education, disabilities rehabilitation, Child welfare, community development, aid and support to orphans by HIV and/or poverty and woman, etc.

In 2013, both number of INGOs and their cooperation projects got a dramatic decrease. Reasons analyzing from institutional and practical aspects, "the Interim Provisions" comes first, it restricts organizational legality from administrative law enforcement entity. Secondly, in the way of dual filing and requirement of interfere of government management department makes INGO activities effectiveness becomes low, even, could not carry out activities. Thirdly, obligation of cooperation partners in the local has to be a legal NGO in China makes continuation of INGO project activities difficult. Withdrawal of international funding and INGOs from Yunnan affect forming and developing of puerile local non-profit NGOs.

H. Long time of Administrative Interfere and top-down formation mechanism results in the Number of NGO Considerable, but Low Outcomes

From interviews, there are number of NGOs in many places of Yunnan formed upon local government. The administration layers are complicated, especially for the associations, which there is nearly no any activity or social function. For the community based NGO (CBO hereinafter), suffered by less development of society and local government management attitudes, the development of CBO could not get moved forward. Therefore, it is invalid to decide development status by the number of NGO in Yunnan.

III. DRAG FORCE ANALYSIS OF YUNNAN GOVERNMENT PURCHASE OF SOCIAL SERVICE

A. Serious Shortage of Social Work Professionals Affects Forming of NGO

From the direction of employment of social work graduates, only a few involve in social work field for low level of payment and limited career development space. There is no universal standard for social worker's salary. Apart from a few graduates hired by the civil affairs departments in the way of civil servant, the welfare treatment of other posts like social workers in welfare house and the street running office is just more or less close to the general health care workers. For the problem of personnel control, their residential and housing are very difficult to work out. By 2013, there is only

10% of the employed hold a social worker occupation qualification certificate. By the 15% rate of passing the examination, and 20% of those passed joined social service work, the total number of social work professionals in 2015 could only increase about 2000. Meanwhile, every NGO is able to carry out government purchase of service project at least has to have 3 qualified social workers. Shortage of social work professionals could not foster adequate non-profit NGOs.

B. Small Number of NGOs Could not Meet High Quality Requirement by the Government purchase of Service

Currently, for its small number, the public service NGOs in Yunnan are not able to reach Requirement by the Government purchase of Service. In most places, it presents a general feature that development of the government operated NGOs are better than community based NGOs. Limited number of the government operated NGOs can't form open competition, and it easily results in an in-system recycle. An independent and equal relation can't be established between the purchase entity and the service provision entity. Government purchase of service will possibly transfer into government authorization. This will lead to adverse consequence of low quality but high price of government purchase of service, vague interest boundary between purchase body and service providers, and collusion between businesses and government officials. If there is no open and fair competition, in order to form an effective and/or adequate level of competition pattern, certain number of NGOs and their active involvement in competition process are the basic conditions necessary.

C. Limited Space for government Function Transferring Existing for Time will lead to Prolong of Development Cycle of Government purchase of Service

Since arising of demand for government function reforming, the big gap for transferring is still in office stationary purchase, transportation service and infrastructure construction, education, medical and health. Most of public social services surrounding eight areas listed earlier remain blank for functions to be transferred. The functions still are included in the civil administration system.   The government functions are not transferred and transited, government

officials are not even aware that social services could be taken over by NGO, and cannot imagine to hand over services like supporting the aged people, aid for the handicapped, moving around the population to NGO. It reflects in government work report and plans that these kind of work are still carried out by communist youth league commissions and civil administration departments. There is only one provincial NGO directory introduced in Yunnan by now. Therefore, government purchase of service of Yunnan has long way to go.

D. *Enormous Exploration is still needed as an Integrated System is not Developed Yet*

Three level categories of provincial, city and county have been introduced in the provinces/regions where the government purchase of social services promoted early. The first is the category that the government needs to transfer, the second is the government intends to purchase from NGO, including content, title, item and price rate; the third is major entity that will take over public services. However, both the "The Interim Regulations of Government above County Level Purchase Services From NGO" and "Yunnan Provincial Government Implementation Measures of Purchase Social Work Service, May, 2014" developed by Yunnan Government are just regulative documents that are not operational nor practical, instead of forming a complete category.

Yunnan province started 77 HIV/AIDS prevention and control government purchase of services projects in 2014. In 2015, 17 NGO involved projects Supported by Yunnan Welfare Lottery Public Non-profit Fund. A complete project cycle of government purchase of services is not completed yet, and it still needs lots of exploration. In other provinces, through practice of government purchase of service, challenges are already identified for pricing of social service, monitoring mechanism, granting and performance assessment, while in Yunnan, policies and regulations about government purchase of service developed do not raise any solution for the issues mentioned above.

IV. Conclusion: Recommendations for the Development of Yunnan province government purchase of social services

A. Continue to implement NGO direct registration system

To establish new system and mechanism to manage and guide NGO, encourage growth of NGOs that are suitable for local needs. In management model and system, increase government departments' understanding of NGO, and to give sufficient space for NGO development.

B. To Develop Standard Operational Evaluation Procedures for the Government purchase of Social Services.

On the foundation of current purchase project being implemented, to improve the policy system in speed by learning experience from other places. To develop pricing principle system and super vision for mulation of social services, to set up specialized agencies of management and performance evaluation. Operational regulations concerns about NGO operation, sustainability and realization of social functions. Practice in the matured developed places reflects that the biggest challenge is related to disbursement of funds service quality evaluation. Therefore, Yunnan province government purchase of social services should establishes specific and feasible systems in these two aspects as priority.

C. To Strengthen Input and NGO Professionals Development

In view of the lack of NGO professionals and features such as mobility, the government can adopt corresponding measures to support the construction of talent team to fit the NGO needs of various administrative areas of social services and economic development. At present, due to little recognition for the profession and treatment, there is a huge drop-off of social workers, which plays very negative effect on development of NGO and its social function. Yunnan Province is limited to local education level; economy development status and the disadvantage position in, the local NGOs are lack of capacity to absorb talented professionals. Only if the government can put efforts in employment treatment and posts setting, can high-quality NGO teams be established and a supportive environment for NGO development is formed.

D. The Government Needs to Effectively Guide the Existing NGO, and Provide Focused Support and Authority Transferring Space to the Typical NGOs in its Administrative Areas of Governments at all Levels.

For over long time, government does not have scientific attitude and guide mechanism in NGO management. It leads to a high degree of homogeneity of the NGO, cumbersome hierarchical structure. It should encourage the social service function of NGO establishment and development to fill blank areas of social services as soon as possible. The government should play the role of macroeconomic regulation and control, on the basis of scientific research of NGO system planning, take social functions as the evaluation standard, to reduce the hierarchical system of NGO, provide favorable conditions to those NGOs have social service function. For its geographical location, multi ethnical minority groups and economic development condition, Yunnan province has a portion of NGO with local characteristics, such as ethnical culture and the ethnic relations adjustment function of NGO, and another portion of NGOs providing services for the special social groups of people. They should have more government support and the power transferring space. Through government resources, provide good projects and good platform to NGOs, and to increase possibilities of the government purchase of services for the NGOs.

E. All Levels of Government to List Services for Purchase that are Suitable for Social Needs in the of the Region Instead of Blindly Following the Provincial Project.

Yunnan province is very culturally and economically diversified and unbalance in development with its ethnical minority group sand cross-border location. Social service needs and satisfaction are different greatly. In general, basic needs for social services should be a bottom-up process, and social services will result in better social recognition and resource utilization if the services are set from angle of community needs services. The Yunnan provincial government purchase of social services takes the capital city as the base to start the pilot, for example, 77 items of the HIV/AIDS prevention and control project that is under implementation also includes subordinate regional levels. But this cannot be the regular condition; governments at all levels need list out

local social service directory of service for the most in need. Through the process of social surveys and needs assessments, to help and support development of NGOs that fit the local needs.

F. Assess and Regulate the Existing Public Non-profit NGO.

NGO resources in Yunnan Province should not be ignored and abandoned. NGOs existing but not registered yet that have undertaken related social services, with help and support to improve its social functions after assessing; can be included in the mainstream of government purchase of services.

REFERENCES

[1] The present situation and Community Party constructive work of Yunnan provincial new social organization http://www.docin.com/p-764146879.html

[2] The 4th development documentation Solicit opinions of Yunnan push on social organization

http://roll.sohu.com/20130723/n382333167.shtml

[3] An outlook of Yunnan social organization innovation "box combination"2013，08

[4] A notice for "The initiation of the province level of public welfare fund to support NGO to participate in community service project in 2015" which is issued by Yunnan provincial civil organization administration http://yunnan.mca.gov.cn/article/tzgg/201508/2015080086701 0.shtml 2015

[5] Government purchasing social services helps social organization growing. Xinhua News2015，02

[6] Yunnan provincial governmental department will spend 1.2 billion to purchase social services in year 2015. Yunnan Information News2015-07-27

[7] Yunnan social workers is about 210,000 and the demand gaps still big. Yunnan news2014-03-24 06:36:45

[8] Yunnan: Social worker line unchanged for 20 years. It's time to change. Chinese Youth Newspaper March 11th,2015

[9] Hou JiangHong"The present situation and standard Specification countermeasures of overseas NGO in Yunnan"minority area.2012，26，

[10] Sheng ling etc,"The present situation and influences of overseas NGO in Yunnan" Journal of Kunming University of Science and Technology Social Sciences Edition2013，6

[11]Interim provisions of Yunnan province regulate overseas NGO activities http://wenku.baidu.com/view/523878ebb8f67c1cfad6b8d2.htm l 2010，02

[12] Chen Ying,"Study on the legal system for the entry of Yunnan overseas NGO", Master Thesis 2012

[13] Xu Guangjian,"The Key Difficulty and Path of Government to promote the Purchase of Public Service"Frontline, 2014(5)

[14] GaoShang: Discussion on government procurement of services and social organization development. Contemporary Economy & Management, 2015,09

Government Purchasing Public Services from Social Organizations:

Influence Factors and Optimization Paths

Yuan fang
School of Public Management (SPM)
Yunnan University of Finance and Economics
Kunming, P.R.China
2513020416@qq.com

Abstract—**Government procurement of public services from social organizations is an important way to promote the transformation of government functions and service-oriented government construction. At present, it is still in the exploratory stage. Government procurement of public services from social organizations to promote the construction of the transformation of government functions and service-oriented government is becoming the main means of innovation of public service provision.**

Keywords—government purchase; public service ; optimization paths

I. INTRODUCTION

Government purchasing public services from social organizations is refers to by the way of direct funding or public bidding, the government will give the public services to a social organization which is qualified to complete. Finally, according to the quantity and quality of public service provided, government pays the service fee. For the first time in 2012 the central government allocated 200 million Yuan of special funds to support social organizations to participate in social services. The purchase of services is gradually developed into a system in China. This paper tries to analyze the restricting factors to the social organization of government purchase of services, to explore the practice path of further optimization.

II. THE RESTRICTING FACTORS TO THE GOVERNMENT PURCHASING PUBLIC SERVICES FROM SOCIAL ORGANIZATIONS

In our country with an underdeveloped market mechanism,improving the subject system of government purchase of public service is urgent and difficult.

A. From management to service, the need to further change government functions

The service government is our country administrative reform goal. This goal has been established, but the realization of the transformation of government functions from management to service is still quite difficult in practice.

First of all, in the process of governance the government reliance on administrative power too much. The purchase of services is a achieve fiscal way to maximize and public service quality effect, can restrain government's fiscal expenditure, effective the taxpayers' money in the most. But because of administrative power can more quickly mobilize social resources , government departments are usually reluctant to take the initiative to explore the new management path. Second, the motivation for the government to buy service is seriously inadequate, cognitive inconsistency. Because the government is not a non-profit organization, purchasing service performance is difficult to quantify. Many governments have no incentive to carry out the purchase of service activities. Finally, the government attaches great importance to the management and economy, despise the people's livelihood. Many grassroots government have this problem.

So some government departments pursuit budget maximizing bureaucracy. The face of the new public service mission, not a priority purchase to the social organization , but requires the agency to increase, expansion of the establishment, personnel hired, supplemental spending. The result is the expansion of personnel and administrative performance goal difficult to achieve.

B. The social organizations are not mature, it is difficult to provide effective services.

According to the survey, social organizations are facing a shortage of funds, lack of talent, lack of facilities, lack of policy support and other issues. The organization management is poor, lack of project support, lack of social support.

Poor quality products and public service, cannot meet the basic needs of the public. Some social organizations by capital and management personnel and other aspects of the constraints, can not develop, its survival and development cycle generally only about five years. Even some of the social organizations in the name of social service seek interests.

Only the social organization development and popularization to a certain extent, it can form a benign competition between each other, so that the quality of public services meets the social requirements.

C. The government purchase service mode is too single, the type and scale of public services is difficult to define.

Which of the public goods provided by the government, which can be provided by social organizations? Social organizations can provide what kind of services and products? These problems must have an accurate definition.

Only reasonable definition of the type and amount of public service products, it is make the social organizations give full play to the positive role. In the public service market, government and social organizations should have equal main body in the market and social organizations should be independent in the operational processes.

But in the purchase process, social organizations often lack the independence. The decision-making behavior is strongly influenced by the government. Contract of purchase way is the most fundamental way of purchase. This single mode presents the public service supply on a smaller scale, narrow coverage.

D. It is difficult to assess the purchase of public service performance, supervision mechanism needs to be established

In the process of government purchase of public services, buyers is the government, the user is the public. How to evaluate the quality and effectiveness of public services is a problem.The ultimate goal of government purchase is to improve the quality of services ; The ideal results ultimately must be supervised mechanism as a guarantee.

III. THE EFFECTIVE PATH OF GOVERNMENT PURCHASE

A. Strengthen the integration of resources, establish the sustainable development mechanism of government procurement of services

1) Government to set up special funds account, establish persistent fiscal guarantee mechanism, establish a sustainable budget growth mechanism.
Setting up a government purchase of public service of special subjects, and included in the annual budget, the implementation of the budget management, to ensure that the government purchase of public service system, persistence, normalization. Governments at all levels should gradually increase investment, provide a stable financial support for the purchase of public service.

Keep buying public service continuity. Establish a public service project library purchase, according to the characteristics of project development and development cycle, service partition into two type of perennial and project type.

Government purchase public services which are sustained, long-term and stable once every 3 or 5 years. The government purchase temporary or short-term projects every year.

Put purchasing public services into the public budget, can not only regulate the payment standards and procedures, but also conducive to the supervision and evaluation of the purchase, but also to promote the construction of public service system as a whole.

Put purchasing public services in government procurement catalog and public budget, is the main system security to promote the smooth progress of the purchase of public services, but also an important basis for the construction of service-oriented government.

2) Develop the project implementation plan for different service types
To the vocational qualification training and education of community residents, legal education, legal training, skills training, government departments can purchase from the public or private training schools.

The work which need for government departments to do, but due to restrictions and failed to carry out , such as research, statistics, assessment, investigation, identification and other services, can be purchased by the government from the relevant intermediary organization.

Some of the professional or highly technical work, such as technical indicators, planning, information system maintenance can be purchased by the government from the relevant industry associations or social organizations.

Community education, science and technology, health, sports and other services, can get government grants and subsidies.

3) Strengthen evaluation service performance and information disclosure
It is important to strengthen evaluation service performance and information disclosure. If there is no competitive purchase project performance evaluation and information disclosure, it cannot guarantee the service effect.

The government should put forward specific requirements and standards, specific measures and methods to put forward the assessment, in order to establish assessment system.

At the same time, strengthen the information communication, sharing information.The decision of the government purchase of public service, service process and performance evaluation and other information should be put forward to the public through a variety of ways.

B. Development social organizations, enhance the ability to undertake the service

At present, the social organization is inadequate; seriously restrict the purchase of public service vigorously. We should speed up the cultivation and development of public welfare, charity, social service organizations and community organizations, to promote the supply of public service socialization, diversification and marketization.
1) Accelerate the reform of social organization management system
To reduce the threshold of social organizations access, simplify the registration procedures. In addition to laws and regulations, policy documents, the competent department of social welfare charity, social organizations and community organizations should change into guide departments, and registration by the Department of civil affairs directly.
2) Cultivate all kinds of social organizations

To provide services for vulnerable groups and social welfare undertakings of social organizations, the government give the necessary tax, capital, space and administrative support, at the same time to protect the independence of social organizations. Conditional area can be set up special funds for the development of social organizations, the government reward fund.

According to the eighth session of the Fourth Plenary Session of the Party Central Committee comprehensively promote the rule of law requirements, within the limits of the functions conferred by the laws and regulations, to the business activities of the social organization guidance, regulation and supervision.

3) Cultivate Establish the database of the integrity of social organizations and practitioners; supervise the service activities of social organizations and their employees. To improve the autonomy of social organizations, credibility and service capabilities, establish the punishment and exit mechanism.

4) Strengthen the training of social work professionals

Training specialists in the field of social organization; reforming teaching mode and teaching activities in colleges and universities; To strengthen social work groups and non-governmental organizations in Hong Kong, Macao and Taiwan regions and overseas exchanges; Actively introduce social work professionals.

5) To maintain the independence of social organizations

In order to prevent social organization become agents of the management function of the government or quasi government organizations, social organizations to maintain their autonomy and independence, the right in personnel, independent financial right. Society organizations need to become independent decision-making, independent operation and self-development and accept government supervision according to law of the organization.

C. Perfect laws and regulations, promote the institutionalization and the legalization of the purchasing public services

1) To develop and improve the practice guide for the purchase of public services

Pay close attention to the study and development of government purchasing public services to guide the work of, clearly defined services, evaluation criteria, and the division of responsibilities, purchase, undertake the subject qualification, bidding procedures, the activity on the project reporting, budget preparation and reporting, procurement organization, project supervision, performance evaluation, implementation management standardization process, for social organizations undertake public service to provide policy basis.

2) The establishment of effective supervision mechanism

To strengthen the supervision of the public and the media. Hire experts to study and solve the problems in the purchase service.

D. Straighten out the management system, clear responsibilities at all levels of government public service

The establishment of classification system for the management.On the supply of public services to coordinate and grading management, make the different levels of government have different emphases.

The central government is mainly responsible for the formulation and implementation of the macro development strategy, planning, policy and standard; formulate laws and regulations of government purchase of public services; supervision of market activities, and urge all levels of government to provide public services.

The central government needs to provide national security infrastructure across the region, major basic scientific research and other public services.

Provincial government is mainly responsible for the province within the scope of the purchase of services policy, compiled catalog. Within the scope of responsibility, the provincial government need to manage and use of fiscal funds, for the province to provide public services; guide and supervise within the jurisdiction of the government departments at all levels to provide public service and supervision of financial capital of the rational use of.

City, county government is mainly responsible for the area within the scope of the provision of public services for the residents, and actively explore the method of government purchase service way.

IV. CONCLUSION

In our country, the history of the government purchase of public services is as long as the history of the transform functions. In this process, social organizations gradually rise. During this period, the government purchase service mode has experienced a series of changes.

REFERENCES

[1] Lu, Yiyi 2007, "The Autonomy of Chinese NGOs: A New Perspective." China: An International Journal 5(2).

[2] Shieh, Shawn & Guosheng Deng 2011, "An Emerging Civil Society: The Impact of the 2008 Sichuan Earthquake on Grass-Roots Association in China." The China Journal 65.

[3] Teets, J. C. 2009, "Post-Earthquake Relief and Reconstruction Efforts: The Emergence of Civil Society in China?" The China Quarterly 198.

[4] Unger, J. 2008a, "Chinese Associations, Civil Society, and State Corporatism: Disputed Terrain. " In J. Unger (ed.), Associations and the Chinese State: Contested Spaces. N. Y.: M.E. Sharpe.

[5] M. Salamon. Leicester, "Outsourcing Government-Financed Social services to Social services to Society Organzations:Lessons from China and Abroad"[M]. Beijing: Peking University press, 2010:3-4.

The Case Studies of Depression among Migrant Children and Left-Behind Children during China's Rapid Urbanization

Zheng xiaoxiang

Business School, Yunnan University of Finance and Economics

Kunming, Republic of China

zhengxx1978@ynufe.edu.cn

Abstract—**With the rapid development of urbanization in china, the probability of depression among MC and LBC remains increasing. The prior study indicates that migration was main factor for Children's depression. Based on the three cases, the author concludes the lack of social capital (family care, friendship and teacher's care) might be associated with an increased risk of depression in MC and LBC in china. Not only in that China's traditional social network relationships has been ruined and the interpersonal relationship becomes weaker, but also there are long learning hours, low social capital and the exam stress among MC and LBC.**

Keywords—rapid urbanization, depression, migrant children (MC), left-behind children (LBC).

I. INTRODUCTION

There was news that jumping without any symptom that a nineteen years old student lived before he died by Southern Weekend on March 27, 2014. I feel very sorrowful and deeply regret about his death. Why did he commit? The possible reason lies at that he suffered from depression. In 2011 6.87 percent of the total population suffered from depression in China, whose common symptoms are sleepy disorder, emotional downcast and pessimistic and despair. Yan Wenwei, a professor at Shanghai Psychopath Research Institution, said that thirty percent of patients committed suicide. According to the Lancet, it estimated that in China sixty-one million people that suffered from depression in 2012, and the number increased year by year. To the end of 2020, depression will displace cancer to become the second disastrous disease of human being. For that depression patients need to take medicine for many years, the local government has to bear a large sum of money. In the European Union there are over one hundred eighteen billion dollars per year for depression affected patients, who are more likely to commits to suicide. There are twenty-two million people that suffered from depression in USA, of whom one person commits suicide every thirteen minutes.

It is estimated that around 58 million children under 19-years-old are left behind at rural hometowns by their parents in 2010, and nearly 20 million MC are accompanying their parents to relocate in cities. The study indicated that MC and LBC are at a greater risk of mental health and behavior problem (Guo, Chen, Wang, 2012). According to the news of Chinese Jiao tong Daily, at Spring Festival of 2014 there were twelve hundred eighty-six children living in the Ake Middle School of BaMei County of Yunnan Province, over eighty percent of whom were left behind by their parents. The children and parents get together only once a year, so many of children were anxiety, weariness and infantile autism. They were so shy and cowardly in that they always lived with their grandfathers and grandmothers. Someone even took sleeping pills to suicide in the bedroom. In order to help them to live together with their parents, the government of the Chinese Transportation Department brought some children to the Dongwan City of Guangdong Province in which their parents worked and lived.

Urbanization is making rural villagers become urban residents. The rate of urbanization refers to the ratio of permanent resident population in the total population; however, rapid urbanization is a quick growth population and the expansion of the city space. According to the Fifteenth Conference of CCP, Premier Li Keqiang put forward the great plan of Chinese New Urbanization, that by the end of 2020, the rate of urbanization will reach about sixty-five percent, for which many problems need solving for additional one hundred million populations from rural to urban, for example, freshwater, shelters, transportation, education and medical treatment, the superimposed effect of which help increase the probability of depression in China. In 2014, President Xi Jinping expressed that rapid urbanization should been denied and new urbanization to be based on human rights.

The overwhelming majority of studies between global immigration and mental health conclude that the migration and the related experiences of insecurity, along with the main risk factor is the loss of accustomed social networks, which is harmful to psychological health. For example, social capitals are associated with the low depression among older Chinese and Korean immigrants in the USA (Kim & Auh, 2013). The Vietnamese–immigrants have higher rates of anxiety-depression than compatriots in low-middle income countries and lower rates than populations in host high income countries (Liddell & Chey, 2013).However, other studies suggest that since the migration could enhance economic status level and increase the living opportunities; this may lead to improved psychological health. I agree to the former view. Although the migration in China could advance the economical level and increase material income, Rural-to-Urban migration is liable to cause be anxiety and depression because of low social capital and low social support.

III. SOCIAL CAPITAL AND DEPRESSION

According to two different approaches of social capital, the first approach is influenced by Putnam (1995), the structural component is networks, association and behaviors; the second approach is influenced by Bourdieu (1986), the cognitive component is subject and intangible aspects, trust and norms, support or resources.

In China, social network relationship mainly includes family and relations, friends and teachers' care. With the development of China's rapid urbanization, the prevalence of depression was 10.9 percent among RC (rural children), 19.7 percent among MC (migrate children), and 14.3 percent among LBC (left-behind children). To comply with the national definition of a migrant population, the LBC was defined as "children under 19 who have been left behind at their original residence while one or both parents migrate into other places for work and live separately for at least 6 months". MC is defined as "children under 19 who have left their original residence and migrated to big cities for at least 6 months." RC refers to children fewer than 19 living with both parents at their original residence. The result indicates that Internet addiction might be associated with an increased risk of depression in LBC, and migration was an important risk factor for child depression (Guo, Chen, Wang, 2012).

The children of Rural-to-Urban Migrants had high emotion and effect of stereotype; however they were discriminated and scorned by urban children in that their parents migrated from rural to urban (Chen, Guan, 2013). There was a relationship between rumination and anxiety and depression of children, so it can forecast procrastination status through rumination (Kang, Mu, 2013). A nineteen-year-old youth had been found that he had been in depression and rumination, but nobody would take care of him. New Urbanization depends on residents' freely migration, medical treatment and social welfare. With economic development, personnel rights protection and freedom enlargement, new urbanization will be operated trouble-free (Yang, 2014). However, there are so many Rural-to-Urban Migrants who face poverty and unemployment, over-crowdedness and low social welfare. On September 12, 2014 in Kunming, a fire disaster befell in rental housing, leading to two children's death and one severely burned. The children were left without supervision because their parents had to work outside for a long time every day, and they only had eight hundred Yuan per month

and fourteen Yuan per day including three hundred eighty Yuan on rental fee. Nowadays, the rapid urbanization leads to a great gap between rich and poor, and slums have come into being for Rural-to-Urban Migrants in China.

These viewpoints indicate the causes that lead to depression of MC and LBC in China. However, different viewpoints will be put forward on the cases, expressing the propositions during Chinese rapid urbanization.

IV.. CASE STUDY

A.A nineteen-year-old youth depression and suicide

He Shuqing was born in a village named Chengbei of Pingjiang County Wenzhou city. In his childhood his parents migrated into the Town of Aojiang County. There were no other activities except for video games, and boys played video games all day and night. Without middle school, he had to migrate into the town of Xiaozheng for learning to attend Middle School. Here he had no old friends, and he was discriminated and scorned by his classmates while he played in the class programmer. Before he died, he lonely walked and talked by himself disorderly in that he was so long for friends. In order to make money for clothes and food, his parents worked long hours per day and didn't take good care of him. So he deeply demanded parental love and care. Once his English teacher deprived him of writing in a test paper, so which directly led to his suicide. Without any care and friendship, no outlets for unhealthy emotions, long-hour learning and the pressure from Gaokao, all these resulted in his death. The compensation is five hundred eighty thousand Yuans offered by the Xiaozheng Middle School on April, 2014. Can it recover the children's life? Never!

He Shuqing and his classmates learned from six o'clock in the morning to ten in the evening, at an average of 13h a day, except for weekend and holiday. He Shuqing had a dream that one day he would pass Gaokao into a famous college, but as a matter of fact, his mark was at a medium in his class. So stress of the Gaokao and long-hour learning combines to make him deeply depressed.

One Dimensional Man Studies in the ideology of Advanced Industrial Society, in his book Herbert Marcuse points out that industrial civilization changed human beings into animals without spiritual activities and affection, owning simplified technology and only pursuing for fame and money, a transforming and alienation of human being under the pressure of living.

The first proposition we put forward is that during the rapid urbanization lack of friendship, the long learning hours and the stress from the Gaokao increase the likelihood of depression and suicide in MC.

B.A young girl committed suicide as a thief by her neighbors

Rapid urbanization ruins some Chinese advanced culture, and many residents don't visit their neighbors or even know each other. Even visiting neighbors is restricted in some cities. A young girl who visited her neighbors in the Nanning City of Guangxi Province on June 29, 2013, was abused because she got incorrectly into one stranger's door. For the cause that the householders were stolen several months ago and mistook the young girl for the thief, be naked as a compensation for the loss. The poor young girl had to promise and pay for it, however she was depressed and committed suicide by taking pesticide after she came back home. The two criminal suspects had been sentenced to prison for eight years and three years, and compensated four hundred fifty thousand Yuan to the family of the dead. In order to avoid the prevalence of suicide, the Chinese culture should include the friendship of neighbors along with the development of rapid urbanization.

The second proposition is that during rapid urbanization living without social relationship increases the likelihood of anxiety and depression in MC.

C. A thirteen-years-old boy was depression and infantile autism

Shang Xiaoxiang was born in 2001, as a son of a professor of Wuhan University. When he was three years old, his handsome and clever attracted many people. His grandmother took care of him. However his grandmother died in 2007. At the same time, Professor Shang migrated to Chengdu for teaching, so the poor boy was left behind in his

maternal grandfather's family, which located in a small mountain village of the western Hunan Province. His maternal grandfather got up early and returned back home late every day in that there was a sizeable chunk of land. The little boy always played alone, bullied by neighbors' children. One day Professor Shang was told that the boy was wronged. The professor immediately lay down his business and took back his child. The poor boy couldn't speak clearly or recognize his father and his mother. He was diagnosed as infantile autism. The parents were extremely grieved and tried all their best to bring up his children. As a left-behind child, Shang Xiaoxiang lacked parental love and care, and that there was no kinder-garden in the rural.

The third proposition is that lack of family care, friendship and compulsory education increase the likelihood of depression and infantile autism in LBC.

V. DISCUSSION AND CONCLUSION

The New Urbanization doesn't change farmers rapidly to urban residents, but supply them with shelters, education and medical treatment and social warfare. If child and youth don't own basic rights and powers, they will become anxious and depressed. In western developed countries the urbanization rate is eighty percent, however, slums hindered social economic progress, which is not a successful model for China. Nowadays, there are many shelters for low income family in city, but these cheap renting houses

exclude to Rural-to-Urban Migrants. In order to guard against the gap between rich and poor, two suggestions have been put forward that the first one is to begin registering real estate and supply the immigrants with cheap renting houses; the second is to levy a tax on householders that their per area is over 70 square meters .

Supply more public places for urban residents and encourage more children and youth to take part in physical and culture activities. There is a Chinese saying by Guanzi that if there are so many grains in the store, people would be polite and honest, and if human beings have fresh food and good clothes, they are honorable and shame free. People demand not only material civilization, but also spiritual civilization. For example, they need singing 、 dancing 、 playing table tennis、Majiang、skating、handwriting、Taiji Quan. It is harmful for their eyes while child and youth learn and watch TV, play games at home all the time. I have witnessed that in the Visual Department in hospital, so mangy patients were playing games on the mobile telephone, while waiting for doctors. In order to prevent child and youth from indulging in TV programmer and video games, electric supply should be restricted and be hold down for two hours in the weekend. We have to bring child and youth to play with their friends outside.

REFERENCE

[1] Bum Jung Kim, Erica Auhm, the impact of social capital on depression among older Chinese and Korean immigrant: similarities and differences, Aging & Mental Health, 2013, Vol.17, 844-852.
[2] Belinda Liddell, Tien Chey, Patterns of risk for anxiety-depression amongst Vietnamese-immigrants: a comparison with source and host populations, BMC Psychiatry 2013, 13:329.
[3] Chen Jiejian, GuanJian, Effect of stereotype of Rural-to-Urban Migrants' children, Social Psychology Study, February, 2013.
[4] Lu li, Hong-mei Wang, Xun-jun ye, the mental health status of Chinese rural-urban migrant workers: comparison with permanent urban and rural dwellers: Soc Psychiatry Psychiatric Epidemiology2007; 42:716-722.
[5] Jing Guo, Lichen, Xiaohua Wang, The relationship between Internet Addiction and Depression Among Migrant Children and Left-Behind Children in China, Cyber psychology, Behavior and Social Networking ,volume 15,number 11,2012.
[6] Kang Jing, Mu Jing, the relationship between rumination and procrastination status and anxiety and depression in students, Social Psychology Study,February,2013.
[7] Xi Yihao, Jumping off a building without any symptom, and a nineteen-year-old-student lived before he died, Southern Weekend, March 27, 2014.
[8] Yang Junfeng, the investigation and thinking of the Chinese villages in my eyes, and when I came back home at Spring Festival in 2014, Southern Weekend, March20, 2014.

City-Region: A Way Forward to China's Urbanisation?

——A Regional Perspective

Yang Jian
School of Public Administration and Law
Southwest Jiaotong University
Chengdu, China
（120747576@qq.com）

Wang Min
School of Public Administration and Law
Southwest Jiaotong University
Chengdu, China
（352638504@qq.com）

Abstract—**The paper aims at researching if city-region is a way forward to China's Urbanisation, mainly from the regional perspective through the analysis of the connotation of city-region. The paper point out it's important that policy making for development purposes at the city-region level.**

Keywords—city-region; urbanisation; regional economy; China

I. INTRODUCTION

With the advent of globalisation and economic restructuring In the late 1990s, regional and city scales have changed. A great deal of attention has been paid in the academic literature to the growing weight of sub-national arrangements[1]. City-region is one of framework.

It's also the period of rapid urbanization for China that the last two decades. Nowadays China passed the US to become the country with the largest number of urban residents in the world. Despite a long political and cultural bias against urbanization, marketoriented reforms since 1978 have created conditions that will transform China into a predominantly urban nation early in the next decades.

The China government is always seeking a more systematic approach to urban development. The approach should balance economy and environment, fairness and efficiency. As well it should strengthen agglomeration economies that can generate a wide range of employment opportunities for rural migrants.

The paper aims at researching if city-region is a way forward to China's Urbanisation, mainly from the regional perspective.

II. LITERATURE REVIEW

The concept of the City-Region has a long history. It has been the basis for a wide variety of academic studies, not least in the central place theories of Christaller and Losch who saw hierarchical sets of cities nesting within each other and serving populations drawn from within regular hexagonal catchment areas at successively larger scales. More applied policy-relevant studies in England date from the early work of Smailes and Green in the 1940s and ʻ50s and Senior （whose minority report on administrative boundaries in the 1960s argued for a City-Region approach）2.

（Robson, Barr et al. 2006） City-Regions essentially comprise a central urban core together with the relevant commuter hinterland. Their conceptual underpinning is clear: City-Regions are essentially functional definitions of the economic but also of the social ʻreachʼ of cities. The aim in defining them is therefore to identify the boundaries of those areas in which a majority of the population see the core city as ʻtheirʼ place‐in which they may work, shop for certain types of goods, visit for entertainment and leisure pursuits, and with which they identify. As with any such geometry, there is bound to be fuzziness and overlap at the boundaries of many City-Regions; and the degree of self-containment is likely to vary for different kinds of activity‐whether for commuting to work, shopping, leisure, or whatever.

Although successive reorganisations of local government in the last half-century have never embodied the geometry of City-Regions, the argument for their relevance as administrative or strategic entities has grown ever more powerful. The increased range of commuting brought about by greater car ownership and higher employment mobility has widened the functional area of English cities, as a result

---

[1] Swyngedouw, E. （1997）. 'Neither global nor local: "glocalization" and the politics of scale', in K. Cox （ed.）, Spaces of globalization, New York: Guildford, pp.138-66;
Brenner, N. （1999）. 'Globalization as reterritorialisation: the re-scaling of urban governance in the European Union', Urban Studies, 36, 431-51.

[2] Smailes, A.E. （1947） 'The analysis and delimitation of urban fields', Geography, 32;
Green, F.H.W. （1950） 'Urban hinterlands in England and Wales', Geographical Journal, 116;
Christaller, W. （1933） Die centralen orbe in Suddeutschland, Jena;
Losch, A. （1954） The economics of location, New Haven.
For a summary see, for example, Berry, B.J.L. （1967） Geography of market centers and retail distribution, Prentice-Hall.

making existing local authority district boundaries increasingly less representative of the real functional reach of towns and cities. Increasingly, the scale of governance decision-making and policy implementation in fields such as transport, housing and physical infrastructure investment have become divorced from the real functional areas of towns and cities. Realigning the two may be a powerful means of improving the efficiency of strategic planning for sub-regional areas, with consequent improvements in outcomes for all parts of the country.

The impulse for discussions about regional and sub-regional reform, and the apparently growing momentum for greater regional autonomy in the late 1990s, can be seen within the context of the extensive debate about the 're-scaling' of institutional arrangements for governance, and economic activity, as a response to the challenges posed by economic globalisation. Briefly, the argument is that the advent of globalisation and the associated economic restructuring have eroded the power and scope of nation-states and has led to a re-invigoration of sub-national institutional arrangements operating at the regional and city scales. Together with the concomitant growth in powers assumed by supra-national bodies such as the EU, this has led to a 'hollowing out' of the nationstate, and a new and shifting relationship between institutions up and down the localglobal hierarchy. A great deal of attention has been paid in the academic literature to the growing weight of sub-national arrangements3. Indeed, Scott posits a constellation of global City-Regions – defined as cosmopolitan metropolises and their wider regions – as the spatial foundations of the world economy.

The closest current formal spatial definition of the City-Region is that based on travel-towork-areas （TTWAs）, which are relatively self-contained internally-contiguous labour markets. TTWAs were the outcome of interest, from the late 1970s, in using the concept of the Local Labour Market Area （LLMA） to represent sub-regional functional areas. A central aim was that any spatial unit for research and policy-making should reflect the relationship between labour supply and demand within a local area: Thus the LLMA should ideally not only represent areas within which identifiable processes of labour matching were taking place, but often also tend to approximate other related localized economic subsystems such as local housing markets and shopping centre hinterlands. As a 'locality', then, the LLMA offers the great advantage of representing a spatially-defined 'community of interest'.4

Much of the methodological approach to the definition of City-Regions was based on research from Newcastle's Centre

for Urban and Regional Development Studies （CURDS） in the early 1980s. Their attempt to define cities as self-contained functional entities resulted in a framework of 228 urban centres and the allocation of the whole of Britain between each of these centres as their 'functional regions'. Recognising that the functional regions themselves produced under-bounded definitions of the metropolitan areas, they proposed twenty 'city-regions' by aggregating functional regions that were closely linked to each other by commuting flows5.

III. CONNOTATION OF CITY-REGIONS

As noted above, travel-to-work is only one of a range of possible definitions of the City-Region concept. Since the linkages between cores and hinterlands vary in terms of different functions, （Robson, Barr et al. 2006） explores five different approaches to the definition of City-Regions:

A. Labour-market definitions

The most commonly used approach is to focus on labour markets, as measured by journey-to-work.

B. Housing-market definitions

City-Regions can also be defined as those areas in which households search for residential locations. This implies that house prices within such areas would move roughly in tandem. In theory, there is a close relationship between labour-market and housing-market areas since both are in principle strongly determined by commuting flows （at least for those households that are economically active）. In practice, however, the search areas used by households making residential location decisions tend to be strongly influenced by their 'mental maps' of areas with which they are familiar. Residential moves within a labour market area consequently tend to be restricted to relatively short distances. Housing-market areas are therefore generally smaller than labour-market areas; for example, they frequently differentiate between sectors radiating out from core urban areas, so that house prices and the balance of supply and demand may be differentiated within wider labour-market areas.

C. Economic activity-based definitions

While access to labour markets is a key element of business performance, other aspects of the City-Region may be highly significant for economic competitiveness. The richness of the surrounding area in terms of potential links other businesses and business services may be important in terms of the supply chains and procurement activities of firms. In principle this would seem to be an element of growing importance as city-region-based activities come to play an ever more significant role in economic activity. It may also be that some aspects on the demand side are also relevant to the functioning of City-Regions. However, the difficulty in exploring either the supply or demand side is that there is a dearth of relevant data.

D. Service-district definitions

Service areas demarcate those regions from which users of city-based goods and services are drawn. Central place theory

3 Swyngedouw, E. （1997）. 'Neither global nor local: "glocalization" and the politics of scale', in K. Cox （ed.）, Spaces of globalization, New York: Guildford, pp.138-66;

Brenner, N. （1999）. 'Globalization as reterritorialisation: the re-scaling of urban governance in the European Union', Urban Studies, 36, 431-51.

4 Coombes, M.G. Green, A.E. and Owen, D.W. （1988） "Substantive issues in the definition of 'localities': evidence from sub-group Local Labour Market Areas in the West Midlands" Regional Studies, 22, 304.

5 Champion et al, （1983） 'A new definition of cities', Town and Country Planning, 52, 305-7.

postulated an elegant model of settlements in which customers use their nearest available service so that a large number of places offer a restricted array of frequently-used services and are nested within progressively smaller numbers of 'higher-order' settlements which offer increasingly wide arrays of more specialised services. While the geometrical patterns of central place theory have little potency today – given changes in service provision and increased mobility – the underlying principle of frequency of use and distance travelled still has some potency.

City-Regions based on higher-level services can therefore be defined in terms of the use of services such as major hospitals, theatres and concert halls, major shopping centres, international airports and the like.

E. Administrative definitions

Administrative regions can be considered a subset of service districts. While their boundaries are formal and 'artificial' they are functional areas in so far as services and strategies are developed within the defined boundaries. Some of the administrative areas are formal – for example, the structures of local authorities, agencies such as police, health authorities, learning and skills councils and the like, quangos, etc. – some are informal and based on non-statutory partnerships.

IV. CONCLUSION

Hence, policy making for development purposes at the city-region level-while likely to prove a useful approach – may need to be complemented with additional policies in order to maximize the advantages of better-targeted policies, enhanced policy innovation, and greater empowerment and improved governance, while minimizing the risks of inadequate financing, debt, lack of economies of scale and scope, capacity constraints and zero-sum territorial competition. Otherwise, the promotion of city-region approaches to development policy may simply become a recipe for greater inequality and for an even greater influence of elites on policy making at the local level.

REFERENCES

[1] Ahn, C. H. (2003). The Evaluation of Korean New Towns: A study with comparison with British new towns. Birmingham Birmingham University. Ph.D.

[2] Carrillo, F. J. (2004). "Capital Cities: a taxonomy of capital accounts for city-region cities." Journal of City-region Management 8(5): 28-46.

[3] Cohen, B. (2004). "Urban Growth in Developing Countries: A review of current trends and a caution regarding existing focecasts." World Development 32(1): 23-51.

[4] Healey, P. (2002). "On Creating the 'City' as a Collective Resource." Urban Studies 39(10): 1777-1792.

[5] Robson, B., R. Barr, et al. (2006). A framework for city-regions working paper 1 mapping city-regions Newcastle Centre for Urban and Regional Development Studies

[6] Yin, R. K. (1994). Case study research : design and methods. Thousand Oaks, Calif. ; London, Sage Publications.

[7] Yin, R. K. (2003). Case study research : design and methods. Thousand Oaks, Calif. ; London, Sage Publications.

The Current Situation, Analysis and Exploration on the Needs of Data Sharing among Government Departments: Based on the Empirical Study of Y city

Li Chongzhao

Yunnan University of Finance and Economics
Public Management School
Kunming, Yunnan, P.R. China, 650221
(77812032@qq.com)

Qu Haiping

Yuxi Normal University
Foreign Language School
Yuxi, Yunnan, P.R. China, 653100
(echoqu@126.com)

Abstract—In the era of big data, it is a key standard to measure the capacity of government management as to whether a government can manage and use data effectively and improve the level of data management and services. The paper takes 66 municipal government departments as study object, analyzes the key problems and factors hindering and restraining data sharing among government departments from the aspects of the present situation of data acquiring, storing, using and sharing, as well as the needs of sharing data in cooperative work. Finally the paper puts forward some solutions and suggestions to the problems.

Keywords—government departments; data resources; sharing needs

I. Introduction

The mingling of information technology and economic society brings the quick growth of data, and data has become essential strategic resources for each nation, which has increasingly had an enormous impact on the activity of global production, circulation, distribution and consumption, even economic operating mechanism, social lifestyles and nation governance capacities. Since 1990s, "18 Golds" led by Chinese government has effectively pushed forward the information construction of governmental core business, and enhanced data collection and transformation in vertical departments. However, influenced by government administrative system of binary matrix organization structure and barriers among different government departments, horizontal function departments perform their own functions separately without constraints, so the barriers lead to highly scattered and disordered data, shaping "Isolated Information Islands" and "Information Silo". Therefore, if government, as the biggest owner of data resources, can gradually realize how to manage and use the data resources fully, the administrative effectiveness and service level of governments will be greatly improved.

To put forward data sharing across different departments and levels, it's necessary to investigate the current situation of data collecting, storing, using and sharing, to know the needs of data sharing to optimize cooperative business among different departments, to find out the core departments and key fields requiring data sharing, to analyze the main problems impeding data association and sharing among government departments, and to explore the targeted and operative approach to data association and sharing.

II. Investigation Method

To reflect the current needs and situation of data sharing among government departments, after contrasting and referring to the methods of similar investigations, the team adopted questionnaire and depth interview, together with collecting, analyzing and coding second-hand information plus large sampling to carry out the investigation.

A. Questionnaire

Questionnaire design. After collecting and sorting the information of Chinese local governments conducting survey on the current situation and needs of data sharing, the team adopted Delphi method to design the questionnaire of data resources survey and the needs of data sharing in government departments. There was a small adjusting survey in the departments before the team revised ambiguity problems and incomplete options and finally finalized the questionnaire. "The Diagnostic Questionnaire on Data Resources of Government" mainly includes the name and description of datasets, the ranges of data, the existing states of data, secret or non-secret, data origin, and whether data is shared with other government departments and so on. "The Questionnaire on the Needs of Data Sharing among Government Departments" mainly includes 6 items, they are the name of datasets in need of sharing, the description of datasets, the requirement specification of shared data, the existing states of expected data, government units where data is probably offered, and expected period of data update.

Questionnaire Distribution and Recovery. On July21, 2015, approved by General Office of Y City Municipal Government, the investigation team released "The Diagnostic Questionnaire on Data Resources of Government" and "The Questionnaire on the Needs of Data Sharing among Government Departments" to 66 municipal government departments through government Office Automation System. According to questionnaire instructions, each department and its branches filled in the questionnaire seriously. After our liaisons carefully examined the questionnaires to make sure there was no mistake or incomplete questions, all questionnaires were sent back to the investigation team mailbox before August 5, 2015.

B. Depth Interview

Design Interview Outline Interview outline had two steps. First, according to the result of questionnaire, the investigation team designed a draft of departmental interview outline based on open-ended questions to know data sharing demand and current situation in the process of optimizing department business. Second, we carried out a small adjusting research in municipal Bureau of Agriculture, so that we could revise and supplement a few unclear and ambiguous statements to get the final version of "The Interview Outline on the Needs of Data Sharing among Y City Government Departments".

Select Interview Departments. On the basis of data resources survey and investigation of data sharing needs, the team respectively sorted out the first 10 departments demanding for data most strongly, offering the most required data, and owning the most data. Deleting repeated departments, the investigation team contacted with left departments and finally interviewed 12 of them on site.

Collect Interview Data. Interview included group interview and individual interview. The team sent the interview outline to every respondent at first. As soon as respondents finished the outline, permitted by his department and himself, we began the open interview with recording and shorthand on site. Combined finished interview with shorthand draft, we converted recording into shorthand text and eventually we got 12 transcripts of departments interview.

III. Findings

A. The Statistics on Data Resources of Government Departments

59 departments, totally 66, took part in the investigation, accounting for 89.39% of the total. The 59 departments offered 1296 data items in 257 categories and 21.96 items per department on average. In 257 categories data, 165 categories (49.5%) were stored in electronic documents, 79 categories (23.70%) were stored in database, and 89categories (26.79%) were stored in paper. Within the 257 categories, 219 categories (85.21%) were collected by departments themselves, and 38 categories (14.79%) were acquired by sharing among departments.

B. The Statistics on the Needs of Data Sharing among Departments

38 departments, from totally 66 departments (57.58%) involved in the research, asked 110 departments and units for 377 categories data, 2902 items in total. According to the belongings situation of data sharing needs, the track of it among departments was clear. 89.9% data was required from government, and 10.10%data was required from enterprises. According to data usage, it could be divided into elementary business data, the data of administrative approval, the data of administrative enforcement, planning data and statistical data. Each department demanded for elementary data most. Among 377 categories datasets required sharing, 374 categories described the data sharing situation, 328 categories were required sharing in electronic documents, 22 categories were hoped to be shared in paper document, and 24 categories were shared by using database. The update cycles of 377 categories database required sharing differed respectively. 193 items needs updating by the month,119 items by the year, 21 items in real time, 14 items by the quarter, 13 items by the week,11 items by the day, and 3 items by the developing cycle of projects.

C. Problems

Analyzing the data, we found out some problems of data sharing among government departments in Y city.

The collection of data is repeated, inefficient and in poor quality. According to the investigation, we found that the same data was collected by different departments repeatedly. When conducting their business, nearly 12 departments collected data from legal entities. Since the present system is incompatible or it's not supported with business system, most datasets were filled in and submitted in paper, and lots of data resources weren't stored electronically. It didn't only occupy spaces, but also need managing by exclusive person, which led to the waste of personnel and property. Therefore, the size of data and its storage way couldn't help departments to optimize business by using data analysis.

Undeveloped construction of information system in government operational departments and serious data fragmentation. The current business information system in municipal departments was constructed vertically under the lead of China central departments or provincial departments, while the municipal departments built a few on the need of their business. Due to lack of information-sharing platform, the present horizontal departments hardly shared information. Even different sectors didn't share data within the same department, and they still exchange data through paper or electronic documents.

Lack of long-acting standard of data sharing and security mechanism. 58.5% departments involved into this survey asked for sharing data. On the one hand, because of lack of laws and policy documents permitting sharing data, some departments willing to exchange data didn't know the range, border or ways, so that their own data others required stuck inside, while the data they needed stayed outside. On the other hand, nearly 50% business data of government

departments was stored in electronic document, so most documents were delivered through e-mail. When sharing bulk data in the process of collaborating business, they often copied the data with U-disk with the help of acquaintances or superiors. So it was clear that there was lack of security mechanism when sharing data safely.

Lack of awareness and motives of sharing data across different departments. A portion of staff taking part in the survey were not aware of the importance and necessity of data sharing, as well as the approaches and ways of it. They even thought sharing data was the process of delivering paper documents or electronic documents to some department or uploading a policy document on the website. Some departments, influenced by narrow-mindedness, took data resources as their own property, so that they were unwilling to share data.

D. Analysis and advice

After investigating and analyzing, we refined some practical approaches and ways to improve data sharing among government departments. First, it's crucial to strengthen top design and integrated planning, to draw up the catalogues and administrative measures of data resources, to define the boundaries and operation method, and to clarify the rights and compulsories in the process of data sharing and managing in each department. Second, it's important to establish the institution managing data professionally, to take charge of controlling and making the definition of data, to build up basic standard and regulation on managing data, to ensure the consistency and quality of data definition, to guide the process of developing information system, and to form the administrative notion of data-driven management and data-driven decision. Third, it's necessary to build up long-term mechanism of data collecting and sharing based on data resources catalogue, to make unified and standardized information collection table covering data collection needs of different levels, to eliminate different data acquisition channels, and to develop the mechanism, one data collection for multiple sharing. It's essential to manage and use data comprehensively, to realize mutual connection, communication, verification and correction of information, and to overcome inevitable data distortion in the process of manual data transmission. It's elementary to set up data sharing mechanism with rights and obligations being equivalent, to create data sharing surroundings, to improve the awareness of sharing data, to found a benefit-sharing pattern with data co-building and co-maintenance through multi-sectors action, and to improve the efficiency and quality of data collecting. Fourth, it's significant to enhance the capability of internet information security management and to effectively guarantee the security of public data closely bound up with the mass. Government should implement national classification protection system for information security, strengthen the management of internet and information security, carry out liability mechanism, improve the standard system of internet and information security, intensify internet management by law and protect personal information, make efforts to secure key information system and information infrastructure to ensure its safety and controllability.

REFERENCES

[1] Circular of the State Council on Printing and Issuing the Compendium of Promoting Big Data Action, promulgated by the State Council, January 2015.

[2] Mo Like, Wang Peimin, Transforming public information resources into a strategic national asset, Studies in Science of Science ,June 2004.

[3] Fan Bo, The Propelling System, Mechanism and Method of Information Sharing among Different Public Sectors, Journal of Shanghai Jiaotong University,January 2008.

[4] Zhang Nan, Sun Tao, Tang Jinhui, Public Data Management Based on Office Automation System, Chinese Public Administration,2008 Official Business Innovation Edition.

[5] Zhang Nan, Analyzing Public Generated Big Data and Restructuring Government Decision Making Process: Review and Prospect, Chinese Public Administration, October 2015.

[6] Li Weidong, The Theory and Method of Governmental Information Resources Sharing, Chinese Public Administration, January 2008.

[7] G. Eason, B. Noble, and I.N. Sneddon, "On certain integrals of Lipschitz-Hankel type involving products of Bessel functions," Phil. Trans. Roy. Soc. London, vol. A247, pp. 529-551, April 1955. (references)

Towards Sister City Cooperation between Cilacap and Mueang Chonburi District

Muhammad Yamin
Universitas Jenderal Soedirman
yamin.unsoed@gmail.com

Arum Tri Utami
Universitas Jenderal Soedirman
arumtriutami@gmail.com

Abstract--This research will attempt to elaborate the possibility of establishing sister-city cooperation between Cilacap District in Indonesia and Mueang Chonburi District in Thailand. The significance of this research is to identify the similarities between the two regions that are potential for inter-region cooperation and further foster their development. The Cilacap District is a coastal area located in Central Java, with fishery and tourism makes the major economic activities in this region. Chonburi province where Mueang Chonburi district is located in urban area with industry, agriculture and tourism as the major local activities.The activities in this research will comprise of; (1) identification of each local strength/activities that are potential for socio-cultural cooperation; (2) exploration of possible cooperation frameworks between the Mueang Chonburi District and Cilacap District; (3) socializations through FGD or hearing to endorse and further gain input from practitioners in this case local governments to implement the designed framework.

Keywords: Cilacap District, international cooperation, Mueang Chonburi District, sister city, coastal areas development.

I.Background

Sister City is a concept of cooperation between two cities or provinces in two different countries who share geographical or political characteristics. This sort of cooperation based on shared traits similar is commonly aimed to improve the relationship between cultures and individuals and in the long run spur the region's growth and development. Ideally Sister City facilitates networking in economic, culture, education, and various fields of cooperation in accordance with the core competencies of the involved cities (Obsatar Sinaga, 2010, viii).

The concept of partnership between cities began to grow in the 1960s, pioneered by President Dwight David Eisenhower of the United States to improve public diplomacy through people to people diplomacy (Zulkifli, 2012, 4). There are many terms used to describe the pattern of foreign partnerships similar to sister city, like French uses the term Jumelage, United States and Mexico uses Sister City, Russia and the United Kingdom uses Twin Cities, Japan and China uses Friendship city and Germany uses partnerstade. All of these terms generally illustrates the cooperation of two cities as an activity of international community (Zulkifli, 2012, 4).

This research is interested to identify and further design a sister city cooperation framework for a region in Indonesia whose local strength has not been sufficiently developed. Cilacap is selected as the subject of research based on its geographical condition, potentials for tourism and the fact there are many rooms for improvement in those aspects. This region has not implemented a sister-city cooperation. Given that Cilacap is a coastal area, at its north is the Indian Ocean, it is famous for its tourism. Some most well-known recreational beaches in Cilacap are Teluk Penyu beach, Pasir Putih beach, and Nusakambangan island. In addition to that, the community makes living in fishery. The tourism in Cilacap has not been widely recognised; most of the visitors are domestic tourists. This district is currently attempting to promote its local tourism in order to boost the local economy. Cilacap District government so far has not done partnership with other districts abroad due to the lack of information about possible partners abroad. This results in the weak international outlook of Cilacap District. Furthermore, Cilacap administration has not made international cooperation their priority because they have tended to be inward-looking.1 Whereas according to the assumptions of researchers, it is time for2015. Regarding this issue, there are unlimited choices of foreign partners for Cilacap to establish sister-city cooperation. The district that is projected to be the sister city partner is Mueang District in Chonbury province, Thailand. The typical economic activity in the northern part of the Chonburi province is agriculture, while in the southern part, it is tourism. This province is famous for Pattaya which has been an international tourist destination. This makes sister city cooperation suitable for the two regions.

Sister City partnership does not only accelerate the economic development of both parties to cooperate but also expected to become a means to learn about the management of development cooperation fields, fosters active participation and

---

1 Interview with Sindy Syakir, Head Commission on Cooperation in regional parliament of Cilacap on April

initiative of the city local government, business and society. In addition to strengthening the friendly relations between the government and the people of both sides and give each other a chance to introduce their culture. By studying these things above, this research seeks to formulate a management framework Sister City partnership between Cilacap with Mueang Chonburi District, Thailand, and identify the stakeholders (stakeholders) that may be involved in these programs such as local government, businesses, and components of society in order to maximize the construction and development of the city as a whole.

II.LITERATURE REVIEW

A.Paradiplomacy

Paradiplomacy refers to the behavior and capacity to perform foreign relations or international activities with foreign parties conducted by the entity 'sub-state' or regional government/local government, to achieve specific interests (Wolff, 2009:1-2; Dickson, 2014). Mingus (2006) emphasizes that paradiplomacy is a matter of urgency especially since we are living in the age of globalization. With the growing breadth and capacity of local authorities, and more rapid flow of information, as well as the borderless capital movements and human migration between countries, it is inevitable for the provincial and district /city stakeholders to take part in international affairs. In a broader framework, paradiplomacy may lead to a democratization of foreign policy (Nganje, 2014).

Study on sub-state governments have been developed since 1980s (Kuznetsov, 2014), but the concept of Paradiplomacy was firstly developed by Ivo Duchacek and Panayotis Soldatos in 1990. According to Duchachek and Soldator, this terminology is used for activities that are parallel, coordinated, and complementary to, or even sometimes at odds with the macro-diplomacy carried out by the central government (Duchacek, 1990 and Soldatos,1990). Since the 1990s, Ivo Duchachek observed the role of sub-national governments in international relations that is getting more crucial. At least there are three reasons underlying these arguments: first, it is a matter of fact that the representatives of foreign countries always report to their government on the domestic issues that are affecting diplomatic relations between two states. Second, sub- national governments primarily the legislative organs are often the target of foreign intervention in the form of political and economic lobbies. Third, the interests of transnational corporations in securing business encourage them to build stronger relationship with sub-national governments.

B.Sister City

Sister city can be defined as a type of paradiplomacy where local government and administrations play a significant role in foreign relations. Sister city model was firstly introduced by USA in the 1960s by President Eisenhower through the international program sister city aimed to involve local organizations or individuals to engage in international activities. The goal was to create a peaceful environment by bringing people closer. In practice, sub-state actors or the local government can be the executor for international cooperation or interlocutor who links the domestic and foreign stakeholders, when providing network and forums to help resolving troubles in existing relationships (Souder and Bredel, 2005). Cremer, et. al. (2001) posits that sister-city should be understood in the context of bridging the global and the local. In particular, global activities need to be projected to stimulate local development. For the region involved in sister city, various advantages to be achieved;

A wide range of benefits, both tangible and intangible, accrue to cities involved in sister-city relationships. among these are the benefits of international trade, cultural exchanges, educational exchanges, migration, investment and tourism (Cremer, et. al., 2001: 393).

The conceptual framework of stages in establishing sister city partnership was explained by Villiers (2009) as follows. Firstly, the actors design a coalition strategy in order to build a mutually accepted perception, vision and mission as well as partnership goal, partner selection, management and achieving goals through learning and networking. Secondly, identification of strategic partners and elaboration of the potentials to be built together through the partnership. Thirdly, evaluation or verification of the track record of past cooperation of the partner candidates. Fourthly, negotiations in selecting the partner, planning the future activities, and formulating agreement or momerandum of understanding. Fifthly, implementation of the agreement, where every plan is executed and further reevaluated. Sixthly, as a result of the previous stages, the municipality/province will obtain a certain level of cooperation capacity.

This idea has been since then adopted by many countries in the world not excluding Indonesia when the Bandung municipality signed the Sisterhood Charter (Piagam Persaudaraan) on June 1960 with the Braunschwieg municipality from Germany which also marked the first sister city cooperation by Indonesian government. Other sister city cooperation in Indonesia includes cooperation between Medan and Cengdu (China) agreed in 2002; and cooperation of business and investment promotion between Bogor and St. Louis (USA) agreed in 2004. On the topic of implementation of sister city, O'Toole (2001) highlights the importance of perception building regarding sister city. Particular perception on sister city will result in particular public policies.

There have been a lot of works analysing the practice of sister city and their impacts on local communities. Ramasamy and Cremer (1998) analyse the economic impact of sister city cooperation between New Zealand and its Asian partners and its significance in other fields, i. e. cultural activities, and tourism. Forth and Howell further emphasize how the particular type of sister-city will influence the results. A relationship which is cultural in nature, in this case Australia and China, will result in lesser extent of economic impact (Forth and Howell, 2000).One of the past researches on sister city in Indonesia was conducted by Windiani (2013), titled "Indonesian Foreign Relations in the age of Local Autonomy: Evaluation of "Sister Province between

Central Java and Queensland state of Australia in 2000-2007. In this research Windiani mentions that the cooperation has been established in effective manner especially in the area of education. The major supporting factor for the cooperation was the opportunity and support provided by the central and local government. Another research undertaken by Stinjak, et. al. (2014) elaborates the potentials of establishing sister city partnership between Jakarta and Bandung and municipalities abroad aimed to improve the city's resilience.

These studies provide a great help for our research by outlining the stages and basic principles in establishing sister city. From the past studies, it can be learned that sister city can take different forms of activities, depending on the local potency that is wished to be developed or local strengths that are believed to be vital in the local society's life. Furthermore, although sister city is aimed to endorse people diplomacy, the role of government is still central, especially in providing institutional and legal framework for sister city.

III.RESEARCH METHOD

A.Method

Methods of research to be conducted is a qualitative method with descriptive form. Qualitative research method is a method of research that emphasize the quality or the most important thing of the nature of goods or services. A main feature of the goods or services are in the form of events or phenomena, moreover social phenomena is the meaning of the events that can be used as a lesson for the development of theoretical concepts. While the descriptive form used in this study intends to describe systematically, actual and accurate information on the facts, circumstances and events that are found in the field with coverage of the data, both qualitative and quantitative.

Based on the research question and purpose of this study, the design of the research is action research. Action research is one of research designs which is purposed to influence the performance or particular organizations, institutions or policy making (Fischer, et. Al., 2007). Singh (2005) posits the characteristics of action research includes; the participation of the practitioners being scrutinised in the research, and collaborative works among different group of people (Singh 2005, cited by Ficher, et. Al., 2007). The strength of action research is its commitment to finding solution of social problems occurring in societies (bryman, 2012).further explains that in an action research, several considerations are needed. They range from ethical issues and the obstacles in collecting data dealing with other counterparts. Data and technique of data collection

Drawing from the discussion on research activities above, it can be implied that the data collection will include enquiries of any relevant data to the local capacities. The purpose is identify the area in which sister-city cooperation may be carried out and the type of activities in the cooperation framework between the two regions. Source of data used in this research is secondary data. A secondary source is a source that does not directly provide data to data collectors through another person

or through documents. Secondary sources obtained from the literature such as scientific journals, books, data from the Indonesian Embassy for Thailand, as well as the other documents related to this research, including data from the website of the Official Government Thailand and ASEAN Secretary.

The data that will be collected throughout the research varies, ranging from government official documents bearing information of local demography, socio-cultural characteristics and economic condition and development plan; perceptions of the government and the society about development; as well as other relevant information including the socio-cultural activities of the local communities.

Data collection is conducted through a literature review techniques by collecting secondary data from the literature, journals, books and news through electronic and mass media. Different data collection methods will be employed to gather the data above. First, government official documents will be collected through document enquiry or interview. This will be improved through direct observation at the local societies. As for the interview, structured interviews will be employed to view the perceptions of the government and the local societies. Subject of interviews include government from Department of Tourism, Planning and Development and other related bodies, local leaders and local communities. Furthermore, the authors use other secondary data in the form of official data from the Thailand government website and other official websites that support research.

B.Technique of Analysis

The selection of technique of analysis helps us to decide how we sort the collected data and how to make use of them to establish the final arguments and conclusion of the research. An action research aimed to intervene in policy making will overlook the data based on the values they represent. According to Fischer, et. Al. (2007), it is common used in analysing data obtained from observation, interview, and documents collection. By employing this technique of analysis, the socio-cultural aspect of each region found to be imperative for local development can be identified. Furthermore, it will help identifying the constraints and opportunities to endorse local government to accomplish the cooperation.

IV.CONCLUSION

Sister city is one of micro model cooperation used by two-states in the second track bilateral diplomacy which focuses on enhancing development in the two states. Foundations of sister city or sister province cooperation include resemblance in administration, socio-cultural or geographical characteristics or similarities in problems faced by the publics. In the globalisation era, interconnectivity between states would become a tool to develop local potentials and solve local problems.

This research will attempt to elaborate the possibility of establishing sister-city cooperation between Cilacap District in

Indonesia and Mueang Chonburi District in Thailand. The significance of this research is to identify the similarities between the two regions that are potential for inter-region cooperation and further foster their development. The result of this research is to make a good relationship and take the advantages with this sister city like economy, tourism and other advantages.

The expected outcome of the research is a comprehensive framework for sister city cooperation in coastal region as well as policy paper to be presented to both local governments. The urgency of this research also lies on its contribution to paradiplomacy study and its role in local development, thus several academic papers will be produced in the end of the study.

REFERENCES

[1] Bryman, A. (2012). Social research Method, 4th Edition. Oxford: Oxford University Press.

[2] Casson, R., & Dardanelli, P. (2012). Local Government Paradiplomacy in the UK: The Case of the Kent-Virginia Project. Local Government Studies, 38(5), 599-614.

[3] Costello, P. J. M. (2003). Action research. London, New York: Continuum.

[4] Dickson, F. (2014). The Internationalisation of Regions: Paradiplomacy or Multi‐level Governance?. Geography Compass, 8(10), 689-700.

[5] Duchacek, Ivo. (1990). "Perforated Sovereignties: Towards a typology of New Actors in International Relations." In Federalism and International Relations: the Role of Subnational Units, ed. Hans Michelmann and Panayotis Soldatos. Oxford: Claredon Press:1-33.

[6] Eatmon, T. D. (2009). Paradiplomacy and Climate Change: American States as Actors in Global Climate Governance. Journal of Natural Resources Policy Research, 1(2), 153-165.

[7] Fischer, F., Miller, G. J. and Sidney, M. S. (Ed.) (2007). Handbook of Public Policy Analysis: Theory, Politics and Methods. London, New York: CRC Press.

[8] Forth, G., & Howell, K. (2001). The importance of Sino-Australian sister city type relationships in regional development. Regional policy and practice, 10(1), 16-24.

[9] Kuznetsov, A. S. (2015). Theory and Practice of Paradiplomacy Subnational governments in international affairs. New York, Oxon: Routledge.

[10] Miles, M.B. & Huberman A.M. (1984). Qualitative data Analysis. California: Saga Publication.

[11] Mingus, M. S. (2006). Transnationalism and subnational paradiplomacy: are governance networks perforating sovereignty?. Intl Journal of Public Administration, 29(8), 577-594.

[12] Mukti, T.A. (2013). Paradiplomacy, Kerjasama Luar Negeri oleh Pemda di Indonesia.

[13] Yogyakarta: Phinisi Press.

[14] Nganje, F. (2014). Paradiplomacy and the democratisation of foreign policy in South Africa.

[15] South African Journal of International Affairs, 21(1), 89-107.

[16] O'Toole, K. (2001) Kokusaika and Internationalisation: Australian and Japanese Sister City Type Relationships, Australian Journal of International Affairs, 55:3, 403-419.

[17] Ramasamy, B. and R. D. Cremer. (1998). Cities, commerce and culture: The economic role of international sister‐city relationships between New Zealand and Asia, Journal of the Asia Pacific Economy, 3:3, 446-461.

[18] Sinaga, Obsatar. (2010). Otonomi Daerah dan Kebijakan Publik: Implementasi Kerjasama Internasional. Bandung: Lepsindo.

[19] Sitinjak, E., Sagala, S., & Rianawati, E. (2014). Opportunity for Sister City Application to Support Resilience City.

[20] Soldatos, Panayotis. (1990).An Explanatory Framework for the Study of Federal States as Foreign-policy Actors. In: Federalism and International Relations: the Role of Subnational Units,Michelmann, Hans and Panayotis Soldatos, eds. Oxford: Claredon Press: 34-53.

[21] Souder, Donald Bell; Shanna Bredel & Laurel Rasplica Rodd. (2005). A Study of Sister City Relations. A Research Paper of Asian Languages and Civilizations in University of Colorado.

[22] Villiers, J.C. (2009). Success Factors and the City-to-City Partnership Management Process – From Strategy to Alliance Capability. Habitat International, 33(2), 149-156.

[23] Windiani, Reni. (2013). "Hubungan Luar Negeri Indonesia Era Otonomi Daerah, Studi Evaluasi Hubungan Sister Province (Provinsi Kembar) Jawa Tengah Dengan Negara Bagian Queensland Australia Periode Tahun 200-2007. Jurnal Politika 2.1(2013): 76-98.

[24] Wolff, S. (2007). Paradiplomacy: scope, opportunities and challenges. The Bologna Center Journal of International Affairs, 10(1), 141-150.

[25] Zulkifli. (2012). Thesis. Kerjasama Internasional sebagai Solusi Pengelolaan Kawasan Perbatasan Negara (Studi Kasus Indonesia). Jakarta: Universitas Indonesia.

Smart City And Media

---When Kompas Online Talks About Smart Cities in Indonesia

Monika Sri Yuliarti
Communication Department
Sebelas Maret University
Surakarta, Indonesia
(monika.yuliarti@staff.uns.ac.id)

Ismi Dwi Astuti Nurhaeni
Public Administration Department
Sebelas Maret University
Surakarta, Indonesia
(ismidwiastuti@staff.uns.ac.id)

Rino A. Nugroho
Public Administration Department
Sebelas Maret University
Surakarta, Indonesia
(rino.nugroho@staff.uns.ac.id)

Abstract—**By the end of 2014, the trends of creating a better service for citizens had been emerging in Indonesia. Some of the cities started to prepare for being the smart cities. A better service for citizens can be done using some new technologies and innovations, especially internet matter in a smart city. One of the factors for the successful of smart city is mass media. Nowadays, online media has developed rapidly. One of the famous online news portal in Indonesia is kompas online. Using a content analysis, this research analyzed the news about smart city in kompas online, in 2015. The result shows that there are only 38 news about smart city in kompas online in the period of 2015. The majority of the news mentions only two cities, Bandung and Jakarta. However, positive tone of the news were dominating.**

Keywords—smart city; content analysis; online news; Indonesia

I. INTRODUCTION

The development of technology changes the way of life of people in a country. The establishment of internet connection is only one of the examples. Using internet, people can do many of their things more easily and vastly. Using internet connection, smart city becomes the innovation for public service in a city. It can helps people for doing their activity effectively and efficiently. The technologies that play an important role in a smart city system are information and communication technology.

Forrester Research defines smart city as the using of information and communications technologies, in order to make the critical infrastructure components and services of a city – administration, education, healthcare, public safety, real estate, transportation and utilities – more aware, interactive and efficient[1]. In a smart city, the key concept is coordination and easiness. People no longer need to come to a place that is might be far away from their houses to pay for their needs. They just need a smart phone, that is be integrated to another device or internet connection.

Some research about smart cities all over the worlds have been conducting, such as the applications, challenges, and opportunities of smart city is China[2], the technical solutions and best-practice guidelines adopted in the Padova Smart City in Italy[3]; the applications of smart cities in Amsterdam, Chicago, New York, Busan, and Nice in France[4], and the general societal impact of smart city. Moreover, in Indonesia, Bandung has known as the first city that initiatives their

infrastructure to be a smart city[5], while the other cities in Indonesia that have initiatives to be smart city are Malang[6], Manado[7], Bogor[8], Surabaya[9], and Surakarta/ Solo[10].

In the other side, media plays a very important function in the society. The mass media involved in the process of mass communication where the dissemination of the message happens vastly. There are some functions of mass communication using mass media, such as surveillance, linkage, socialization, and entertainment[11]. One of the functions of mass communication process using mass media that relates in this study is surveillance function. Moreover, mass media nowadays have been developing in technology. Internet era has happening since the late 1990s. It also affects the people's life style in consuming mass media. Many people access online media. The news that appear in online media has been being consumed by people to fulfill their needs of information. Moreover, the appearance of smart city on news are important to show how this phenomena works in real life.

II. METHODS

It is a quantitative descriptive research. This research was conducted on the news about smart city in Kompas Online (www.kompas.com) that published in 2015. The collecting of the object of research found that there are 38 news about smart city in 2016. The searching of the news was done using search engine of the online news portal. The keyword that was used is 'smart city'.

The online news portal is being chosen because it is one of the outstanding media company in Indonesia. Using content analysis, it tries to find out some aspects in the news. Content analysis is a method to learn and analyze communication objectively, systematically, and quantitatively[12].

This research elaborated six aspects: (1) the amount of the news, (2) the amount of 'smart city' phrase appears, (3) the tone of the news, (4) the context of the news, (5) the source of the news, and (6) the sex of journalists that write the news up.

III. RESULT

The result of the observation on the news about smart city in kompas online can be found in the table below:

TABLE 1.

No	Content Analysis		
	Aspects	Frequency	%
1.	The amount of the news	38	100
2.	The amount of 'smart city' phrase appears	168	100
3.	The tone of the news	38	100
	a. Neutral	5	13.16
	b. Positive	32	84.21
	c. Negative	1	2.63
4.	The context of the news	38	100
	Bandung	11	28.95
	Jakarta	14	36.84
	Others (Indonesia, Singapore, Tokyo, Kutai, Batam, Bogor, Tangerang, Banda Aceh, Tanjung Selor)	13	34.21
5.	The source of the news	38	100
	Governor of Jakarta	9	23.68
	Mayor of Bandung	5	13.16
	Others	24	63.16
6.	The sex of journalists that produce the news	38	100
	Male	13	34.21
	Female	25	65.79

Source: The content analysis of the news about smart city in Kompas Online in the period of 2015

Table 1 shows the aspects of the news about smart city in kompas online. It shows that there are 168 "smart city" phrases from the total amount of 38 news. It means that the phrase came up in average four times on each news. The interesting data above is about the tone of the news. There are 32 positive news (84.21%), and only one negative news (2.63%) in 2015. Moreover, from the aspects of the context of the news, it is showed that 11 of 38 news talked about smart city in Bandung context; 14 of 38 news talked about smart city in Jakarta, and the rest are talk about Indonesia generally, other cities in Indonesia or other cities abroad, such as Singapore, Tokyo, Kutai, Batam, Bogor, Tangerang, Banda Aceh, Tanjung Selor. The source of the news is also an important aspect in content analysis of a news. From the table above, Governor of Jakarta became the source of the news for nine articles, it means that one third of the total news, the source is the chief of Jakarta Special Region. Meanwhile, the Mayor of Bandung became the source of the news in five articles (13.16%), and the rest of it are the Chief of Indonesian National Police, the Chief of Investment Coordinating Board and District Promotion, chief of Telkomsel, minister of Communications and Informatics, minister of National Development Planning, Chief of PT. PGN, General Manager of PT. Panasonic Gobel, Indonesia, governor of West Java, President of International Academy of CIO Waseda University, Chief Director of Telkomsel (63.16%). Eventually, looking at the journalists that produced the news, it is found that mostly the news articles are written by female journalist.

IV. DISCUSSION

Generally, the data shows that in a year (2015) which consists of 365 days, there were only 38 news that talk about smart city in kompas online. It means that quantitatively, the amount of the news is not quite enough to show to the people that smart city is an important program in Indonesia. Meanwhile, the amount of media exposure is important for people in increasing policy-specific knowledge of government policy, such as the volume, breadth, and prominence of news media coverage[13].

It also shows that smart city topic is unable to give an economical benefit for the online media institutions. Sometimes, even though a topic is not good enough, the media institution will keep publishing the news about it as long as it gives a good benefit economically.

However, the tones of the news were actually good enough, because almost all the news have positive tones. The tones of a news able to affect people[14]. Moreover, Bandung and Jakarta became the cities that are being mentioned often. It is because Bandung and Jakarta were considered as the city that ready to be a smart city in anytime soon, by the news were published. It is also understood that until now, the two cities have a great development in positioning the city as the smart city, even some other cities in Indonesia are ready to compete to be the smart city. The appearance of Bandung and Jakarta in the aspect context, automatically cause the data on the aspect of source. The leader for two regions became the source that often being interviewed for the news.

Finally, the other important finding in this research is the last aspect, the journalist. It appears that female journalists are bigger than the male journalists. It is contrast with some research about women in the technology innovation, especially internet[15][16].

V. CONCLUSION

From the discussion, it can be found that kompas online views smart city as a usual topic. However, the phrase "smart city" might be able to be a well-known phrase because of it appearance per news article. After the people being aware of it, at some points in the future it might be easier for people to understand what smart city is, and how it can make peoples life get easier each days. The interesting finding is the tone of the news. Although there were only a few of news about smart city, but the tone of the news tends to be positive.

REFERENCES

[1] Y.W. Law, Creating Smart Sustainable Cities through Internet of Things (IoT). ARC Research Network on Intelligent Sensors, Sensor Networks and Information Processing: The University of Melbourne, 2013.

[2] S. Chen, H. Xu, D. Liu, B. Hu, and H. Wang, A Vision of IoT: Applications, Challenges, and Opportunities With China Perspective, IEEE Internet of Things Journal, Vol. 1, No. 4, August 2014, pp. 349-358.

[3] A. Zanella, N. Bui, A. Castellani, L. Vangelista, M. Zorzi, Internet of Things for Smart Cities. IEEE Internet Of Things Journal, Vol. 1, No. 1, Feb. 2014, pp. 1-12.

[4] S. Mithcell, N. Villa, M. Stewart-Weeks, and A. Lange, The Internet of Everything for Cities: Connecting People, Process, Data, and Things To Improve the 'Livability' of Cities and Communities. San Jose: Cisco, 2013.

[5] D. Boss, et.al. The Societal Impact of the Internet of Things, A Report of Workshop on the Internet of Things, Oxford: BCS The Chartered Instituted for IT. February 14, 2013.

[6] A. Ardisasmita. (2015, Aug 3). Langkah Bandung dalam Mengimplementasikan Smart City [Online]. Available at https://id.techinasia.com/bandung-smart-city.

[7] W. Purnomowati and Ismini, Konsep Smart City dan Pengembangan Pariwisata di Kota Malang, Jurnal JIBEKA Vol. 8, No. 1 Februari 2014, pp. 65-71.

[8] F.P. Pongsapan, Y.D.Y. Rindengan, X.B.N. Najoan, Desain Arsitektur Jaringan Teknologi Informasi dan Komunikasi untuk Manado Smart city: Studi Kasus Pemerintah Kota Manado, e-journal Teknik Elektro dan Komputer (2014), ISSN: 2301-8402, pp. 1-7.

[9] Rachmatunnisa. (2016, Jan 22). Rambah Bogor, C-Gen Ikut Bangun Smart City [Online]. Available at http://inet.detik.com/read/2016/01/22/181943/3125071/398/rambah-bogor-c-gen-ikut-bangun-smart-city.

[10] D. Mahardy. (2015, Aug 10). Surabaya Diakui Kota Berpotensi Besar Pakai Smart City [Online]. Available at http://www.techno.id/tech-news/surabaya-diakui-kota-berpotensi-besar-pakai-smart-city-150810g.html.

[11] I. Mafil. (2014, Nov 30). Solo Juga Akan Jadi Smart City [Online]. Available at https://www.selasar.com/ekonomi/solo-juga-akan-jadi-smart-city.

[12] J.R. Dominick. The Dynamics of Mass Communication: Media in the Digital Age. Boston: McGraw Hill, 2004.

[13] R.D. Wimmer & J.R. Dominick. Mass Media Research: An Introduction 3rd Edition. Belmont, CA: Wardsworth Publishing Company, 1991.

[14] J. Barabas & J. Jerit. Estimating the Causal Effects of Media Coverage on Policy-Specific Knowledge. American Journal of Political Science, Vol. 53, No. 1, January 2009, Pp. 73–89.

[15] M. Eshbauh-Soha. The Tone of Local President News Coverage. Political Communication, Vol. 27, pp. 121–140, 2010

[16] L.A. Jackson, Y. Zhao, A. Kolenic III, H.E. Fitzgerald, R. Harold, A. Von Eye. Race, gender, and information technology use: the new digital divide. CyberPsychology & Behavior, Vol. 11, No. 4, 2008, pp. 437-442.

[17] S. Huyer & M. Carr. Information and Communication Technologies: A Priority for Women. Gender, Technology, and Development, Vol 6, No. 1, 2002, pp. 85-100.G. Eason, B. Noble, and I.N. Sneddon, "On certain integrals of Lipschitz-Hankel type involving products of Bessel functions," Phil. Trans. Roy. Soc. London, vol. A247, pp. 529-551, April 1955. (references)

[18] J. Clerk Maxwell, A Treatise on Electricity and Magnetism, 3rd ed., vol. 2. Oxford: Clarendon, 1892, pp.68-73.

[19] I.S. Jacobs and C.P. Bean, "Fine particles, thin films and exchange anisotropy," in Magnetism, vol. III, G.T. Rado and H. Suhl, Eds. New York: Academic, 1963, pp. 271-350.

[20] K. Elissa, "Title of paper if known," unpublished.

[21] R. Nicole, "Title of paper with only first word capitalized," J. Name Stand. Abbrev., in press.

[22] Y. Yorozu, M. Hirano, K. Oka, and Y. Tagawa, "Electron spectroscopy studies on magneto-optical media and plastic substrate interface," IEEE Transl. J. Magn. Japan, vol. 2, pp. 740-741, August 1987 [Digests 9th Annual Conf. Magnetics Japan, p. 301, 1982].

[23] M. Young, The Technical Writer's Handbook. Mill Valley, CA: University Science, 1989.

"Third Parties" and Empowerment Policy in Local Government of Indonesia

Sukarso

Public Administration Department
Faculty of Social and Political Sciences
University of Jenderal Soedirman
sukarso_upb@yahoo.co.id

Niken Paramarti Dasuki

Sociology Department
Faculty of Social and Political Sciences
University of Jenderal Soedirman
nikenpd@yahoo.co.id

Abstract--**To the recent, issue regarding people empowerment program raise inherent both with local autonomy era and democratization, so that almost local government in Indonesia has formulated and or implemented people empowerment programs. The research is applied research of third party role on people empowerment program formulation. The research carried out in Banyumas and Purbalingga Districts, Central Java. Result of the research is show us that formulation process of people empowerment program at local government level, Banyumas and Purbalingga Districts, almost never hire "the third party". At this context, role of the third parties are more as suppliers and construction of many buildings. By policy analysis perspective, local government have not hire yet policy analyst to formulate and design people empowerment efforts. It is, therefore, a recommendation for local governments to hire policy analyst when they want empowerment policy conceptually.**

Keywords--**empowerment program, framework, policy analysis, third parties.**

I. INTRODUCTION

The issue of community empowerment which is getting stronger in the era of regional autonomy and democratization has spawned a variety of community development programs, both at the local level (district / city) as well as at the national level. At the national level, one of the massive empowerment programs implemented was the National Program for Community Empowerment (PNPM) The program is implemented since 2008 to 2015 and it was organized by the Ministry of Social Welfare. Despite its name, national community empowerment program, but actually PNPM a "new clothe" for the Kecamatan Development Program (KDP) and the Development of Poor Urban (P2KP) that has been conducted since the 1997's, therefore, the pattern formulation and implementation is equally between the KDP and P2KP with PNPM. Meanwhile, at the district level, most of them have programs on community empowerment. In Banyumas, for example, there are Banyumas

Health Card program while in Purbalingga, among other things, there's Food Security Program. Such programs are funded by the respective district budget.

Both types of community empowerment programs always involve a "third party" in the formulation and or implementation. At the national level program (PNPM) known for their consultant and companion, while the program at the district level known a Management Consultant. At the national level, the involvement of a "third party" is considered more on the implementation of the procedures that have been defined at the national level, most of the individual contracts, while at the local level, the involvement of a third party even more on the procurement or other work, all contracts legal entities in the form of limited liability company. In this respect, at Banyumas alone, job procurement through auctions to contract with third parties such as 221 activities (2011), 396 activities (2012), and 353 activities (2013).

The general objective of this study is to describe a framework for third party involvement in the process of empowerment policies at the district level, while the specific goal is to identify, describe and analyze third party involvement in the process of community empowerment policies at the district level. The results of applied research is very useful to develop the concept of partnership between government, society, and the "third party", particularly at the district level, which is now known as the concept of governance. Therefore, the results of this study can be identified position of third parties, and resources of rural communities in the governance process, especially at the district level.

Studies on public policy and public policy analysis has become popular in developed countries (Ripley, 1985, Lester and Stewart, 2000, Dunn, 2000, Hogwood and Gunn 1984) but is still very rare in countries that are developing. Whereas the framework of public policy analysis is believed to be an academic product for policy formulation more conceptual. Therefore, it is interesting to examine how the involvement of

---

third parties from the perspective of public policy analysis in policy formulation people empowerment. Third party involvement in the policy process of community empowerment can be identified from the framework of policy analysis includes formulation of policy issues; develop alternative formulation of policy; the selection of the best policy alternative, formulate policy design, and to formulate policy recommendations.

II. RESEARCH METHODS

The location of this research in two districts, namely Banyumas and Purbalingga. Data sources of this research are

Local Development Planning Agency (Bappeda) and the District Legislative (DPRD) in Banyumas and Purbalingga.

Research sampling conducted purposively with the primary consideration informants who know well the process of formulating policies and empowerment program at each study site. Data collection techniques mainly use interviews, focus-group-discussion (fgd) and analyze of relevant documents. Data analysis techniques performed "interactive", from data collection, data reduction, the appearance of the data, and conclusion of the study (Miles and Hubermas, 1992) and is combined with a simple "Delphi technique" on three levels. Stages of this research includes the preparation, data collection, data processing, and write the report.

Tabel 1. Planning and Budgeting Circle in Indonesia
(Regulation of Internal Affairs Minister No. 54 Tahun 2010)

No.	Month	Activities
1.	January	Development Planning Forum at village level
2.	February	Development Planning Forum at sub-district level
3.	March	Forum for local government units, their work-plan formulation, and budgeting through local legislative.
4.	March	Development planning at district level
5.	May	Confirmation for local government's work plan
6.	June	Discussion and deal for general budgeting policy between executive and legislative
7.	June	Discussion and deal for tentative budget quotation between executive and legislative
8.	July to September	Formulation of local government units' work-plan and budget as well as tentative local budget
9.	October-November	Discussion and agreement for local tentative budget between executive and legislative
10.	December	Evaluation for draft of the local government's tentative budget act.
11.	December	Ratification for local budget act.
12.	December	Formulation for budget priority list of local government's units.

III. RESULTS AND DISCUSSION

A. Empowerment Policy Formulation Process at District Level
1). Community Empowerment Programs 2015

Here is a list of priorities and budget ceilings that exist in Banyumas and Purbalingga. It is identified at Banyumas district there are 31 programs of empowerment, while in Purbalingga there are 18 community empowerment programs. Data from the two locations is not the same time, but they can be analyzed, especially the involvement of third party in the process of formulation, not of quantity.

2)Formulation Empowerment Program

In the early stages, as detailed in the planning and budgeting circle (Regulation No. 54/2010), planning and budgeting policies, in this case the empowerment program, starting from the development planning at hamlet, village, and then the district. At the district level, both Banyumas and

Purbalingga, development planning place in late of March. In the district development planning discussed the proposal of development planning districts, priority of government units, and the budget proposal of the legislative. At this level reconcilable among the priorities of government units with the results development planning districts, including the Parliament's proposal. However, from the interviews is known that the priority of government units is stronger than the results development planning at sub-districts level.

B. Third Party Involvement in Empowerment Program

Here is the identification of various community development programs from the perspective of simple management, including planners, implementers and supervisors. From the research, it turns out all of empowerment programs are planned by the local government's units, even if it turns out the same result, it is just accidental that development planning priority are same between local government units and people

forum results. The role of the third party is very limited. Here is a list of third parties that can be identified by the type of work performed through the local government's procurement of goods and services.

Tebel 2. Pihak Ketiga dalam Pekerjaan Pemerintahan

No.	Assignment	Amount	Annotation
1.	Supplier	58	Counterpart
2.	Construction-Rehabilitation	144	Counterpart
3.	Construction of Road/Street	108	Counterpart
4.	Supervision	3	Counterpart
5.	Insurance/Guarantee	1	Counterpart
6.	Research	7	Counterpart
7.	Internet Service	1	Counterpart

Source: Local Government of Banyumas, 2013, adapted.

C. Discussion

From the description of the data upfront, it can be checked that almost all development programs or policies that are considered to empower communities, formulated and implemented and monitored by government agencies themselves. While the role of third parties in the programs of community empowerment is still very little, almost nothing. Here are the stages of policy analysis in relation to the formulation of community empowerment programs at the district level.

1) Formulation of policy problems. As outlined in the conceptual overview, the formulation of policy issues more or less significant than the fact that the phenomenon exists and can be even formulated a policy that will be considered by the government, in this case the local government, to be followed up with a policy or program. From the research, there are actually leading in this process, but still very simple in form. Instead of the direct results of this study resulted in a single policy alternative.

2) Formulation of policy alternatives. The various activities carried out by third parties but there are no alternative options for the government explicitly. Most results of the study provide a single alternative, while the other third party involvement is more available to the procurement or execution only.

3). Policy alternative choice. The involvement of a third party in the process of selecting the best alternative turned out to be nothing at all. All involvement is not up on these activities, especially in the process of community empowerment policy formulation. Even the results of discussions with informants, these activities are still considered as odd.

4) Formulation of policy design. Just like any other process, the process of policy design also not be used yet, however, instead of direct community that gives inspiration to formulate the design of this policy. For example in development planning precisely no input if the implementation of an activity should be directed by the community itself or the monitoring program. In this case, the process of empowerment policy design was carried out by local governments itself.

5)Policy recommendations. As stated in the formulation of policy issues, third party involvement in the process is still very limited policy recommendations. The process of formulating recommendations thus still uses a conceptual framework from academic research.

IV.CONCLUSION

From the analysis and discussion can be concluded that the involvement of third parties in the process of policy formulation empowerment at the local level is still very limited. More involvement of third parties in the procurement and construction of the building, both buildings, roads, bridges, and irrigation canals. At the same time, the role of "expert staffs" cannot be defined their conceptual job output. More expert staff working behind the scenes and thus making it difficult to fulfill his job responsibility. In other words, the framework of policy analysis has not been carried out in the policy formulation process of community empowerment at the district level. Whereas the results of interviews with most of the stakeholders agree to use the framework for policy analysis in the formulation of various community development programs. In this case, they feel there are many constrains by strict rules for the government's procurement of goods and services.

REFERENCES

[1] Hill, Michael, 1993 (ed.), The Policy Process: A Reader, Harvester Wheatsheaf, A division of Simon & Schuster International Group, Hertfordshire.

[2] Hogwood, Brian W., and Lewis A. Gunn, 1984, Policy Analysis for the Real World, Oxford University Press, New York.

[3] Lester, Steward, 2000, Public Policy Analysis, Foresman and Company, Glenview, Illinois.

[4] Pal, Leslie A., 1987, Public Policy Analysis: An Introduction, Methuen, Toronto.

[5] Patton, Carl V., and David S. Sawicki, 1986, Basic Methods of Policy Analysis and Planning, Prentice-Hall, Englewood Cliffs, New Jersey.

[6] Ripley, Randall B., 1985, Policy Analysis in Political Science, Nelson-Hall Publisher, Chicago.

[7]   Weimer, David L. And Aidan R. Vining, 1999, Policy Analysis: Concepts And Practice, Third Edition, Prentice-Hall, Inc., New Jersey.

[8]   Ruffeis, Dominik and Willibald Loiskandl, Seleshi Bekele Awulachew and Eline Boelee, 2010, Evaluation of the environmental policy and impact assessment process in Ethiopia, Impact Assessment and Project Appraisal, 28(1), March 2010, pages 29–40

[9]   John Glasson, John and Graham Wood, 2009, Urban regeneration and impact assessment for social sustainability.Impact Assessment and Project Appraisal, 27(4), December 2009, pages 283–290.

Public Service Quality of Village Government In Intergovernmental Relations Perspective

Didik G. Suharto
Department of Public Administration
University of Sebelas Maret
Surakarta, Indonesia
didikgsuharto@yahoo.com

Widodo Muktiyo
Department of Communication Science
University of Sebelas Maret
Surakarta, Indonesia
muktiyo@yahoo.com

Kristina Setyowati
Department of Public Administration
University of Sebelas Maret
Surakarta, Indonesia
krist_uns@yahoo.co.id

Abstract—**This article aimed particularly to analyze the quality and the factors affecting the public service quality in village government. The method taken to achieve the objective was descriptive qualitative research. Techniques of collecting data used were interview, observation, and documentation, including through need assessment, questionnaire distribution, and in-depth interview. Techniques of analyzing data used were content and interactive analyses, and supported with quantitative analysis to find out the service quality. Considering the research conducted, the following results could be found: firstly, quadrant A was service quality criteria/attributes becoming the main priority to improve for its quality. Secondly, the factors affecting service quality of village government were village government's apparatus resource, institution, standard operational procedure uncertainty, society, and less optimum authority.**

Keywords—public service, quality, village government, intergovernmental relations

I. INTRODUCTION

Public service quality as if becomes a classical problem that has not been resolvable completely since the past until the present time. The performance of bureaucratic service had not been able to apply good governance-oriented service public principles, the organization of public service upholding transparency, participation, efficiency, accountability values and appreciating the users' prestige (Dwiyanto, 2002). Bureaucracy also has competency of providing service justly and inclusively, and ability of empowering community or service stakeholders (Tjokrowinoto, 2004).

The reality of public service at village level seems to be more severe compared with that at upper level of government (regency/municipal and central government institutions). Public service quality by village government remains to be a big question. Even, the government's usefulness in providing service to community becomes had fighting for some villages.

Interior Department's finding mentions that many villages out of Javanese Island do not have their own village office, so that they use village head's house as village office. In addition to not having clear work hour, the "village office" seems to be quiet in most time, village apparatuses visit it rarely (Directorate General of PMD, 2007:30). In such condition, the performance of village government in improving its citizens' welfare is questionable.

Many parties' awareness of public service quality in village, village government capacity in providing service and service user (community) satisfaction is still very limited. Meanwhile, the position of village as the most bottom government institution (starting point) of public service clearly needs attention. The potential of village government located most proximately to community becomes center point of public service at lower-level of community. The concept finds strategic point when considering that the condition of villagers today is marginalized.

Essentially, the improvement of public service quality in village government actually resolves two problems all at once: public service improvement and social problems the villagers encounter. Considering that phenomenon, this article is expected to achieve some objectives: to find out the public service quality of village government, and factors affecting it.

II. METHOD

This research was a descriptive research constituting objective reinterpretation on social phenomena existing around the problems studied: how to improve the public service quality in village government and its relation to ideal intergovernmental relations (IGR). Through an assumption that any local governments have equality and no difference in interpreting the central government's legislation, the research location focused on one of regencies, Boyolali Regency - Indonesia, particularly all of villages in Banyudono Sub District. The data needed were collected using interview, questionnaire, discussion, observation and documentation technique. Techniques of analyzing data used were content and interactive analyses, equipped with quantitative analysis.

III. RESULT AND DISCUSSION

A. Service Quality of Village Government

The improvement of public service quality is related to government's attempt of reforming. From global perspective, public service reform began to be developed and done in Western European countries in early 1980s as public administration reform wave occurred. A new approach developed in public service reform in Western Europe was what called "*Neo-Managerial Reform*" (Toonen and Jos CN., 1997), in which there are some global principles related to public service organization: (1) business approach-oriented; (2) the use of performance and quality-oriented service approach; (3) responsive to service users' aspiration and need. In New Zealand, bureaucratic performance supervision system based on authority has been replaced with "market incentive" system, meaning that control over bureaucratic performance in providing service can no longer be based on political authority, but it also involves market mechanism including service "customers" and stakeholders. Australian government has taken reform attempt in public service management by encouraging the bureaucratic official to use planning process adopting "corporate-style" model to identify priority, objective, goal, and improvement of budget management in public service organization. Similarly, public service reform in United States of America introduced bureaucratic principles as "public entrepreneurs".

United Kingdom's government took similar attempt during the reign of Prime Minister Margaret Thatcher, in which the application of "Citizen's Charter" approach was done as the form of government's responsibility as service provider to arrange standard service providing consistent with the service user community's need (Wicaksono, 2007). Meanwhile, in Malaysia, the government had begun to apply public service reform in 1996 with the launching of Malaysian Vision Program of 2020 (Sarji, 1996). Malaysian government paid considerable attention and was very committed to focusing on customers' needs in providing public service. Service bureaucracy was obliged to establish standard and indicator of service performance, and be oriented to change.

Common et al. (1993) stated that to provide a good service, it is important to answer basic questions as to who, what, when, where, and how. V.A. Zeithaml et al. in Fitzsimmons & Fitzsimmons (1994) said that there are at least five important dimensions to be used in assessing service quality. They are: (a) reliability, (b) responsiveness; (c) assurance; (d) empathy; and (e) tangibles. Based on those five dimensions, it can be found the good and bad quality of public service. There are at least three service quality categories: (1) surprise quality, when the service received exceeds expectation; (2) satisfactory quality, when the service received is consistent with / as same as the expectation; and (3) unacceptable quality, when the service received cannot meet the expectation.

Theoretically, service quality results due to service users (community)'s perception, meaning that the quality of service is highly dependent on the absence of gap between community's perception on service interest and service

provider's perception on responding to user's interest/expectation. In other words, there should be compatibility of service users' expectation/interest to the response in the form of service performance given by service provider.

In this study, service quality was viewed from six indicators: reliability (there are five questions); accessibility (three items of question); transparency (five items); assurance (five items); tangible (three items); and responsiveness (three items). The score of service users' perception on reality/service performance was determined ranging between: Very Good (score 5); Good (4); Fair (3); poor (2); and very poor (1). Meanwhile, the score of service users' perception on interest/service expectation was determined ranging between: Very important (5); important (4); important enough (3); unimportant (4); and very unimportant (1).

Data of questionnaire was then analyzed using Cartesian chart. Cartesian chart is a building consisting of 4 parts bordered with two intersecting upright lines on points X and Y. Point Y is the mean score of implementation/performance, while point Y is the mean score of expectation/interest level.

Considering the result in Cartesian quadrants, quadrant A (is Main priority) called attributes to improve contains 7 criteria/attributes. It means that the factors or criteria considered as important by service used but in reality (its service performance) these factors have not been consistent with service users' expectation (low satisfaction level). It means that the service quality has not been good yet, so that organization or village government should improve its performance optimally, and take improvement measures in order to make the service users satisfied.

In quadrant B (maintain performance), there are 6 attributes. The attributes in this quadrant should be maintained for its achievement. Attributes in quadrant B are considered important to service users and consistent with what they perceive so that the satisfaction level is relatively high.

In quadrant C (attributes to maintain) there are 6 attributes. They are those with low priority. It means that it is unnecessary to prioritize these attributes, because they are considered as less important to users; but their improvement should be reconsidered because in reality the implementation of such the attributes is not too special and considered as less important to consumers so that the benefit received is also relatively small.

In quadrant D (main to priority), there are 5 attributes. The attributes in quadrant D are surplus ones, meaning that the performance is very good but they are not important attributes to service users, the improvement in these attribute should be reduced, thereby saving money.

B. Factors Affecting Service Quality of Village Government

Service quality of village government is affected by many factors. Considering the research, those factors can be identified as follows:

1) Factors deriving from village government apparatus resource.

Village government apparatus factor is particularly related to competency. Village government apparatus's incapability of utilizing information technology device results in relatively longer service time, less accurate result, and disorderly archive problem. Similarly, in the term of commitment to providing the best performance, the governmental apparatus' commitment seems to be low. Government apparatuses' low commitment and performance are due to status/condition of village government apparatus that is still inadequate materially or less clear future career problem.

2) Institutional factor.

Institutional factor pertains to institutional problem. So far, village government institution is rarely attended to, in either physical or non-physical matters. Limited budget the village government has is due to, among others, less adequate infrastructure in village. Generally, village government institution is less capable of managing government and development. Village government cannot function as duly public servant institution as the effect of village government's limited capacity.

3) Factor deriving unclear standard operational procedure.

The factor related to standard operational procedure (SOP) is actually similar to institutional problem. SOP issue in village government pertains to the extent to which SOP should be implemented, what for SOP should be developed, and potential negative effect of SOP. Standardization particularly pertains to time (work hour), service place (inside office/outside office), and institution service process (procedure). The absence of standard to be guidelines for all parties sometimes result in unexpected effect.

4) Factors deriving from community.

Service quality of village government is affected not only by internal factor of village government, but also by external factor of community. In the term of standard service time and place, for example, the users want it at their will. Village government apparatus that is not willing to receive service demand out of work hour or outside office is considered as not good by the community.

Community indicators are a potentially powerful mechanism for enhancing democratic engagement, setting strategic priorities for public policy and service delivery, measuring progress towards a healthy and sustainable community, and encouraging social and behavioural change (Ryan and Hastings, 2015).

5) Non-optimal authority factor.

There are two important facts of village government's service related to the authority the village government has. Firstly, the authority existing so far is not implemented optimally by village government. Less optimal implementation of duty by village government apparatus may be due to several causes: disability (low capability), unwillingness (low commitment), and unclear rule of apparatus instrument so that village government apparatuses only undertakes their job minimally, just the way it is, and

continues habits (traditions) that has run previously. Secondly, in addition to less optimal implementation of village government apparatuses' duty, service quality of village government (and local government service in general) is affected by limited real authority of village government.

IV. CONCLUSION

Based on the result of analysis using Cartesian chart, quadrant A contains criteria/attributes of service quality becoming the main priority in improving service and should be improved in order to meet the service users' expectation in village government, thereby a high-quality service will be created. The factors affecting service quality of village government are: factor deriving from resource of village government apparatus, institutional factor, factor deriving from unclear standard operational procedure, factor deriving from community, and non-optimal authority factor.

The strongest association is between goal consensus and types of interorganisational relations that imply more strategic information exchange between members of the organisations – especially managerial interaction (Schalk, 2013). By cooperating, scale economies can be achieved with lower transaction costs and fewer concerns for competition than is the case via private production (Bel et al., 2013). The public service quality improvement model was developed by considering the delegation of basic service types to village government and capacity building of village government.

References

[1] Bel, Germà, Fageda, Xavier, and Mur, Melania, 2013, Why Do Municipalities Cooperate to Provide Local Public Services? An Empirical Analysis, *Local Government Studies*, Volume 39, Issue 3, pages 435-454

[2] Common, Richard, Flynn, Norman, Mellon, Elizabeth, 1992, *Managing Public Services, Competition and Decentralization*, Oxford:Butterworth-Heinemann

[3] Directorate General of PMD / Ditjen PMD, Interior Department, 2007, "Naskah Akademik RUU tentang Desa", Jakarta

[4] Dwiyanto, Agus. et al.., 2002, *Reformasi Birokrasi di Indonesia*, Yogyakarta: Pusat Studi Kependudukan dan Kebijakan UGM

[5] Fitzsimmons, James A., and Fitzsimmons, Mona J., 1994, *Service Management for Competitive Advantage*, New York: Mc. Graw Hill Inc.

[6] Ryan, Roberta, and Hastings, Catherine, 2015, Missed Opportunities for Democratic Engagement: The Adoption of Community Indicators in Local Government, *Asia Pacific Journal of Public Administration*, Vol. 37, No. 1, pages 33–43.

[7] Sarji, Ahmad, 1996, *Civil Service Reforms: Toward Malaysia's Vision 2020*, Selangor: Pelanduk Publications

[8] Schalk, Jelmer, 2013, Interorganisational Relations and Goal Consensus: An Exploratory Study in Two Local Dutch Service Delivery Networks, *Local Government Studies*, Volume 39, Issue 6, pages 853-877.

[9] Tjokrowinoto, Moeljarto, 2004, *Birokrasi dalam Polemik*, Yogyakarta: Pustaka Pelajar

[10] Toonen, The A.J., "The Comparative Dimension of Administrative Reform Creating Open Villages and Redesigning The politics of Administration," in Peters, B. Guy, dan Pierre, Joe (edt.), 2001, *Politicians, Bureaucrats and Administrative Reform*, Routledge/ECPR Studies in European Political Science.

[11] Wicaksono, Bambang, 2007, "Citizen's Charter: Terobosan Baru Penyelenggaraan Pelayanan Publik di Indonesia", *Jurnal Spirit Publik*, Vol. 3 Nomor 2

Strategy to Build Smart City:
Form of Public Service Innovative and Sustainable

Djoko Poernomo
Faculty of Social and Political Sciences
Jember University

ABSTRACT--**The population of the city is growing. Therefore the city authorities are required to provide quality public services, fast, accurate, and inexpensive. Solutions to provide excellent public services is to build a smart city that can serve all the needs of the public as well. The purpose of this paper is to uncover a strategy to build an innovative smart city, which can assure of services to meet all the needs of the public, both economic and non-economic sustainable manner, by learning from the various theories as well as the success story of a smart city. The results showed that, there needs to be a comprehensive analysis in order to develop a strategy that is integrated and complete to build a smart city that is able to realize innovative public services and sustainable.**

Keywords--Strategy, smart city, public service, innovative, sustainable

I. INTRODUCTION

A. Background

Public services in every city now more complex and complicated as the number of population increases and the level of education and knowledge of the population are getting better. There is a tendency the higher the level of education and knowledge of the community, the higher the demands on public services. Public services may involve variations of the service, its range, and quality. Public services such as providing shelter, roads, education, electricity, hospitals, water, markets, entertainment venues, transportation, orphanages, green parks, jobs, security, quiet and comfortable stay in the city, work and much more. Therefore, the city government should be able to provide a public service that is fast, precise, multi-sector, high quality, effective, yet efficient. Thus, the mouth of the public service only one that embodies the quality of life is better than before.

For those municipalities not easy to provide public services that are innovative, satisfying, comprehensive, and sustainable. This is due, public services that have four features should be integrated into the strategy of building the city of dreams, which is better known as the smart city. This is not a new concept but it remains a discussion of interest to academics, bureaucracy, consultants, practitioners, and the public until now. The concept of smart city has become "iconic" city development today. Smart city is an expression of a dream city to be able to accommodate all the needs of the population, both in the context of the economic / business and non-economic. Interpretation smart city very much. Nevertheless, Nam & Pardo (2012) were able to map the elements of smart city that is technology, people, and the community. Therefore, it is natural that there is a call as a digital city, city information, knowledge city, smart community and others. Whatever the appellation concept and its elements, there appears similar thoughts from experts in realizing the smart city based on information and communication technology (information communication technologies / ICTs). The author agrees with it (ICTs) but slightly different in the smart city-forming element.

Smart city embodies a visionary approach is needed. In addition, building a smart city requires strategic thinking, creative, innovative, holistic, and is supported by the acquisition of knowledge sufficient to reach good governance to municipalities in preparing smart city. Conducted a planned strategic means for the sake of the present and the future, ranging from the identification of public service needs are very varied, grouping needs, the process of integration and abstraction, fulfillment solutions, and implementation. Creative means the ability to produce a useful and new plans at the level of individuals, organizations, and communities. Innovative means no tools or new processes that benefit individuals, organizations, and communities. Holistic means all that is planned to start at the strategic level to the work program is integrated into a system.

It all indicates the construction of smart city will be more effective if the government of the city using a strategic management framework that puts people and the natural environment as a major factor. Without it, the city government will not be able to provide a satisfactory public services and sustainable while maintaining the damage of the natural environment. From previous research findings as well as the implementation of the concept of smart city in various cities of the world there has actually been significant progress towards improvement of the quality of people's living standards. However, with the persistence of flooding, deforestation, landslides, resulting in the suffering of the people and their demonstrations, complaints of people in different parts of the cities of the world (including Indonesia) expressed public dissatisfaction with the services provided by the city government is still a lot going on. That is the interest the authors to write this paper by adding new elements forming smart city using a strategic management perspective.

B. Problems

Based on the above description, the problem formulation of this paper is how a strategic move to build an innovative smart city as a form of public service that provides a comprehensive, satisfactory and sustainable while maintaining the damage of the natural environment?

C. Objectives

The purpose of writing this paper is to discuss strategic move to build an innovative smart city in the perspective of strategic management which guarantees public services will be comprehensive, satisfying, and sustainable while maintaining the damage of the natural environment.

II.LITERATURE

A. Smart City

In essence, humans are the heart of life, as well as natural environment. Both are the gift of God that must be considered (served) because its existence as a core factor of life that does not happen suffering and damage. Outside it is a contributing factor in providing services eg city government, technology, and infrastructure.

The essence of the city government is to provide the best services to the population while maintaining the integrity of the natural environment is not damaged. Perhaps what is different is the way the management of public services performed by the city government. For example, if the city government bureaucracy as the main actor and the place people or vice versa is not a major factor. So in theory the old paradigm of public administration are public administration, new public management, and the new public service. Smart city development would be more appropriate when using new perspective of public service. People who should be the main focus of service to safeguard the natural environment, then the other.

Basically the concept of multi-interpretative smart city. The term smart that causes intelligent interpretation of urban development be varied. Yahya (2013) for example, smart interpret as being (though flavor), thinking (though the ratio) and act smart (though the action) in the work. So smart then interpreted as the presence of sharp intuition, creative and innovative and impressive acts. Schuurman et al., 2012: Robertas & Giedrus, 2014: Dameri et al., 2014. interpret the smart city as digital cities, intelligent cities, and ubiquitous cities. South Korea, translating smart city as a city of "knowledge," the city "digital", the city of "cyber" or city "eco" as well. Here are some definitions of smart city (Schuurman et al., 2012).

"The uses of smart computing technologies to make the official infrastructure component and services of a city – which include city administration, education, healthcare, public safety, real estate, transportation, and utilities- more intelligent, interconnected, efficient". "A city well performing in a forward-looking way in economy, people, governance, mobility, environment, and living, built on the smart combination endowments and activities of self-decisive, independent and aware citizens". "A city striving to make it self 'smarter' (more efficient, sustainable, equitable, and livable)". "A city that monitor and integrates conditions of all of critical infrastrutures, including roads, bridges, tunnels, rails, subways, airport, seaports, communications, water, power, even major building, can better optimize its resources, plan its preventive maintenance activities, and monitor security aspect while maximizing service to its citizens". "An instrumented, interconnected, and intelligent city. Instrumentations enables the capture and integration of real-world data throught the use of sensors, kiosk, meters, personal devices, appliances, cameras, smartphone, implanted medical devices, the web, and other similar data-acquisition system, including social networks as networks of human sensors. Interconnected means the integration of those data into an enterprise computing platform and the communication of such information among the various city services. Intelligent refers to the inclusion of complex analytic, modeling, optimization,

and visualization in the operational business processes to make better operational decisions". "A city that give inspiration, share culture, knowledge, and life, a city that motivates its inhabitants to create and flourish in their own lives". "A city where the ICT strengthen the freedom of speech and the accessibility to public information and services".

On the other hand, according to the Department for Business Innovation & Skills (2013) there are five very important aspects to be used as an approach in building the city of dreams, namely:

▪ a modern digital infrastructure, combined with a secure but open access approach to public re-useable data, which enables citizens to access the information they need, when they need it;

▪ a recognition that service delivery is improved by being citizen centric:this involves placing the citizen's needs at the forefront, sharing management information to provide a coherent service, rather than operating in a multiplicity of service silos (for example, sharing changes of address more effectively), and offering internet service delivery where possible (at a fraction of the face to face cost);

▪ an intelligent physical infrastructure ("smart" systems or the Internet of Things), to enable service providers to use the full range of data both to manage service delivery on a daily basis and to inform strategic investment in the city/community (for example, gathering and analysing data on whether public transport is adequate to cope with rush hour peaks);

▪ an openness to learn from others and experiment with new approaches and new business models; and

▪ transparency of outcomes/performance, for example, city service dashboards to enable citizens to compare and challenge performance, establishment by establishment, and borough by borough.

Whatever interpretation is given, the essence of smart city that should not be lost is the improvement or development of the city is done in a sustainable manner, taking into account functional aspects, structural, cultural, and aesthetic, through the use of information and communication technology as a base infrastructure services. Functional aspects, the construction of smart city should be able to accommodate people with their respective functions, whether as economic actors or businesses, social actors, these officials, who can work quietly, safely, and comfortably supported by infrastructure (roads, highways railways, bridges, ports, airports, banking, information technology, etc.). Structural aspects, construction of smart city should be able to guarantee the institutional and institutional systems running smoothly, both in terms of economics / business, social, and governance. Cultural aspects, the construction of smart city needs to consider the value of existing systems and develop in society. The aesthetic aspect, the construction of smart city approach is designed with eco-friendly nature, friendly people, technology friendly, hospitable governance, morality friendly. In short, smart city should be able to create a population on

the move, doing so with a quiet, safe, comfortable, happy, and happy to stay in it.

B. Strategic Management

The simplest definition of strategy is action plans. The general definition strategy that is complete is a plan that is comprehensive, systematic, integrated into a single system, which connects the power of the organization to the outside environment (society), which is in the relationship, all received benefits, both economic benefits and non-economic so that the quality of life for the better than ever while maintaining the natural environment is not damaged. Elements of the strategy consists of (i) plans, (ii) integration, (iii) connecting the internal-external, and (iv) is useful. Terms of good strategy: (i) effective to solve the problem (the need), (ii) practical in the sense could be implemented in the existing situation by using the resources of the organization, (iii) feasible in reasonable time frame, (iv) cost effective and acceptable to stakeholders, and (v) pay attention to the appropriateness (fits) between resources and competencies with opportunities to meet the needs and fits between risk and expectations (Sampurno, 2011). The strategy therefore, needs to be managed professionally.

Nugraha (2014), the management strategy is defined as the art and science to formulate, implement, and assess the decisions which cross-functional that enable an organization achieve its objectives. Suyanto (2007), the management strategy is a set of decisions and actions designed to achieve the goals or objectives of the organization. Hit et al., (2005), strategic management as a series of managerial decisions and actions that determine the performance of the organization in the long term include environmental scanning, strategy formulation, strategy implementation, and evaluation and control.

Based on the above understanding, it can be concluded that the strategic management emphasis on observation and evaluation of the opportunities and threats of the external environment in terms of strengths and weaknesses of the organization, which is better known as a SWOT analysis (strengtheness, weaknessess, opportunities, and threats). Outputs from SWOT analysis is a strategic advantage profile, the basis for preparing the next strategic steps. According to Hunger & Wheelen (1996), the next steps is to develop a vision, mission, goals, strategies, policies, programs, budgets, procedures, and ends with a measure of performance.

III. DISCUSSION

A. Environmental Assessment External and internal

External environmental factors are elements that are outside the organization municipality. Essential elements of the external environment assessed are as follows.

a.   community

Society needs to be divided into groups that are more specific so relatively easily identified needs in order to prepare for its services. For example i) the industrial society (big industry, secondary industry, small industry): ii) higher income groups, medium, medium, low; iii) the total population in terms of gender, age structure; iv) and others.

b.   Natural and geographical environment

Smart city development must take into account geographical circumstances and nature. The illustrations, in the city center where there are rivers, forests, fields, then as much as possible maintained existence and sustainability. It's certainly a formidable challenge to not displace rivers, forests, and fields. However, the government requires the construction of smart city smart city with a glorious breakthroughs so as not to sacrifice the natural environment or geographical conditions.

c.   Technology

Rapid technological developments. The city authorities need to be extra careful in deciding the use of technology that ensures all community needs could be served. In this context, a comparative study on cities that have successfully implemented the technology as the infrastructure of public services, such as South Korea to the application of the "free wi fi".

d.   Infrastructure

In this context, public service infrastructure needs to be evaluated. This evaluation is to obtain certainty what things that did not exist, that there is improved quality. Examples can be seen at page previous infrastructure.

Elements of the internal environment is everything that is owned by the city government organizations. Such elements include the following.

a. Structure

The organizational structure of smart city needs to be flexible so it easily adaptable to changing demands of public service. Their public complaints immediately got a response and quick solution. The organizational structure is appropriate for this case is the organic structure. Therefore, it is also necessary to note the placement of people with expertise, skills and knowledge sufficient to occupy the parts of the structure.

b. Culture

Culture is how to think, how to behave, how to make decisions, and how to behave or act in everyday. Culture is needed in the construction of smart city and is considered the natural environment as the main factors that are very worthy of attention, the utilization of information and communication technology as the basis of public service infrastructure in addition to other infrastructure such as roads, etc., and making the city very competitive.

c. Resource

Resources are all assets owned by the organization, can be intangible resources (eg intellectual capital) and tangible resources (eg roads, railways, ports, and airports). All of these resources need to be managed and deployed to realize the construction of smart city.

B. The Importance of Vision and Mission

Vision is a view far into the future of the organization, the organization's goals, and what should be done to achieve these objectives (Dirgantoro, 2004). Vision is loaded with philosophical values   that need to be translated into values   of strategic and concrete. Building a smart city desperately needed a strong and clear vision of the city government. Vision is ideal to be realized at a certain future. Vision build a smart city should be able to integrate the values   of economics / business, social, governmental, and other values. Therefore, the vision must be clear and focused. Not easy to build a vision for necessary dreamy, predict, estimate and analyze the many factors to consider so many years into the future. Consequently, the acquisition of knowledge

(especially tacit knowledge) is enough for the city government is needed to build a proper vision. City of dreams as to what would be realized by the city authorities already exist in the minds of the city administration. Examples of smart city vision of London Canada in 2015-2019 is "A leader in commerce, culture, and innovation - our region's connections to the world", which can be interpreted as being a leader in trade, culture, and innovation in the world.

Vision organization / smart city needs to be derived on a mission. The organization's mission is basically to explain the uses and reasons why an organization exists. Purnomo and Zulkieflimansyah (2005), the mission of the organization must exist because it is the raison d'tre of the organization. They expressed the benefits of the organization's mission as follows: (i) help to focus resources in general, (ii) to help ensure that the organization is not involved in a conflict of interest, (iii) serve as the basis of thought common to allocate organizational resources, (iv) forming region extensive job responsibilities within the organization, and (v) serves as the basis for the development of the organization's goals. Thus, the mission is a statement of the reasons why the organization exists.

The mission of communicating to the public about smart city and its operations. Mission smart city can be prepared with a range of broad or narrow. Example missions London Canada 2015-2019 year is "At your service - a respected and inspired public service, building a better city for all" and then fitted with a values system: "individual responsibility, collective accountability, collaboration, and innovation". That is the guideline for the strategic planning of London Canada 2015-2019.

C. Objective Formulation

Smart city formulated objectives derived from the organization's mission. Lajimnya define what the organization's goals will be realized, when it will be done, and what measures of success. Objectives can be formulated into long-term goals, medium term and short term. Long-term goals can be up to 20 years ahead, the medium-term to 5 years to 10 years, and short-term goals can be resized one year. The destination can be more than one, and are arranged in statements. Preferably, the formulation for purposes other than in the form of qualitative statements are also accompanied by quantitative measures to be easily measured its performance in the future (eg within one year).

D. Strategy Formulation

Strategy is a plan of action to realize the objectives of the organization (smart city). The city government can formulate a strategy to optimize all resources to realize the power of a number of short-term goals have been set. If the short-term goals successfully realized, the strategy is directed to the medium-term objectives, so the pattern of effective strategic thinking. Strategy formulation should be supple or flexible in order to facilitate making adjustments if their demands so require. Suppose the demand of the people to preserve the natural environment or information technology findings that "forces" the city government to adjust itself in providing public services.

Examples of building smart city, a strategic focus area of London Canada 2015-2019 directed to strengthening our community, our growing economy, leading in public service, building a sustainable. The strength of the population relies on (i) a vibrant, connected, and engaged neighborhoods; (ii) diverse, inclusive, and welcoming community; (iii) caring and compassionate service; (iv) amazing arts, culture, and recreation experiences. Economic growth has relied on (i) a diverse and resilient economy; (ii) urban regeneration; (iii) local, regional, and global innovation; (iv) strategic, collaborative partnerships; (v) diverse employment opportunities. Leading in public service rests on (i) open, accountability, and responsive government; (ii) innovative and supportive organizational practices; (iii) proactive financial management; (iv) collaborative, engaged leadership; (v) excellent service delivery. Building a sustainable city rests on (i) a robust infrastructure; (ii) convenient and connected mobility choices; (iii) strong and healthy environment; (iv) beautiful places and spaces; (v) responsible growth; (vi) heritage conservation. Then each formulated its strategy by focusing on two questions: (i) what should be done? and (ii) how to do? Then described in more detail to a number of items on both questions. The illustration shows that all must be done carefully, accurately and comprehensively.

E. Formulation of programs

Policies in essence can be interpreted as a guideline for action. The formulation of the strategy that has been designed to be followed by policies that are directly related to the implementation of the strategy to be effective. In addition, it should be equipped with programming. The program is the charge of a number of activities that are concrete, detailed, and specific which is a derivation of the strategy. Contained in the program of activities, the allocated resources (human, expertise or skill, time started to work and finish the work, the cost of the necessary and desired performance targets).

F. Assessment of performance

Implementation of the strategy to build smart city must be measurable success. Size can be quantitatively and qualitatively. Both measures should be used because it could be there are things that can not be measured using quantitative measures. The measurement results can then be used as feedback to the smart city development goals, whether it has been achieved or not to follow up measures. The picture below is a model approach to strategic management in the construction of smart city.
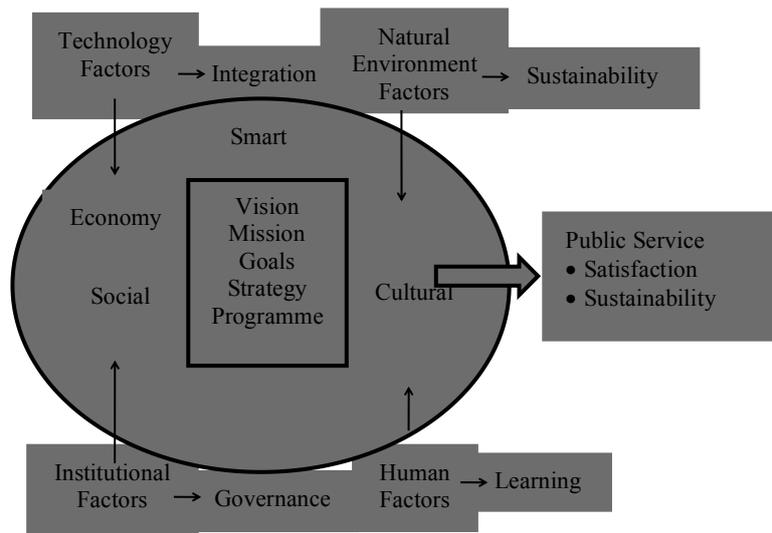
Figure 1. Strategic management approach in building a smart city (modification from Nam & Pardo, 2011)

IV. *CONCLUSION*

A. Conclusions

The conclusion of this paper is to (i) build the smart city requires a comprehensive approach that integrates into a single unit (system) with one ultimate goal, which caters to all the needs of the public with prompt, friendly, and satisfying, with the rest on the utilization information communication technology to the fullest and keep the damage of the environment (nature); (ii) utilization management concept in building a smart city strategy gives very clear guidelines on strategic measures so that everything will be identified from the obvious anyway. This causes the level of success of building a smart city that can satisfy sustainable society is huge.

B. Recommendations

Building a smart city is not easy because the city is multifunctional. Therefore, the proposed recommendations are (i) the required knowledge sufficient to municipalities, especially knowledge about the concept of management strategy, (ii) to develop a strategic plan to build smart city, elements of the natural environment should receive equal attention as elements more.

BIBLIOGRAPHY

[1] Damari, Renata Paola; Ricciardi, Francesca; D'Auria, Beatrice., 2014, Knowledge and Intellectual Capital in Smart City, European Conference on Knowledge Management 1: 250-257, ProQuest, download.
[2] Dirgantoro, Crown, 2004, Strategic Management, Jakarta, Published by Gramedia Widiasarana Indonesia.
[3] Hit, M.A., R.D, Ireland & Robert E. Hoskisson, 2005, Strategic Management, USA, South-Western, Thomson Corporation.
[4] Hunger, J. David; Wheelen, Thomas L., 1996, Strategic Management, Published by Addison-Wesley Publishing Company.
[5] Jucevicius, Robertas; Jucevicius, Giedrus, 2014, From Knowledge to Smart City: A Conceptual Study, European Conference on Knowledge Management 2: 508-515, ProQuest, download.
[6] Schilling, Mellisa A., 2013, Strategic Management of Technological Innovation, Published by The Mc-Graw Hill Companies Inc.
[7] Nugraha, M. Quadrat, 2014, Manajemen Strategis Pemerintahan, cetakan ketiga, Jakarta, Penerbit Universitas Terbuka.
[8] Purnomo, Setiawan Hari, Zulkieflimansyah, 2005, Manajemen Strategi, Jakarta, Penerbit Fakultas Ekonomi Universitas Indonesia.
[9] Sampurno, 2011, Manajemen Stratejik:Menciptakan Keunggulan Bersaing Yang Berkelanjutan, Cetakan kedua,
[10] Jogyakarta, Gadjah Mada University Press.
[11] Schuurman, Dimitri; Baccarne, Bastiaan; De Marez, Lieven, 2012, Smart Ideas for Smart Cities: Investigating
[12] Crowdsourcing for Generating and Selecting Ideas for ICT Innovation in a City Context, Journal of
[13] Theoritical and Applied Electronic Coomerce Research 7.3; 49-62.
[14] Suyanto M, 2007, Strategic Management: Global Most Admired Companies, Yogyakarta, Penerbit Andi.
[15] Yahya, Arief, 2013, Great Spirit Grand Strategy: Corporate Philosophy, Leadership Architecture, and
[16] Corporate Culture for Sustainable Growth, Jakarta, Penerbit PT. Gramedia.
[17] Department for Business, Innovation and Skills: Smart Cities, 2013, 1 Victoria Street London, Crown copyright.
[18] Strategic Plan for the City of London Canada 20150219, download, 11 November 2015.

Banyumas Potential For Local Culture-Based Tourism

Rawuh Edy Priyono

rawuhpriyono@yahoo.co.id

Sulyana Dadan

kangdadan_garut@yahoo.com

Abstract — **Banyumas is rich in traditional art, customs, and tradition that should be preserved as the nation's asset. However, the potential seems disorganized; and thus this research was conducted to find the synergy among tourism stakeholders in developing tourism in Banyumas. The result of this research shows that the cause of the decreasing number of visitors/tourists in Banyumas is that there are not enough attractive cultural performance from the local potential. The stakeholders cooperation are very important to manage as well as develop Banyumas tourism. It will also be encouraging by the support of the local government, private sectors, and the local people. The result also recommends that there should be a forum of stakeholders that periodically consolidates their roles in Banyumas tourism. Thus, they can together develop as well improve the tourism in Banyumas.**

Keywords—Clocal culture, Banyumas tourism

I.INTRODUCTION

Tourism in Banyumas and the surrounding areas has been well-known especially for the natural beauty of Baturraden. Tourists can enjoy the wonderful panoramic view, the peaceful atmosphere, and also the fresh air of Mount Slamet slope. They can also see the outstanding beauty of pine trees that grow in *Lembah Serayu* (Serayu Slope).

Banyumas Residency has various tourist resorts that can be categorized into natural resorts likeBaturraden, man made resorts (ie Owabong in Purbalingga), culture and historic resorts, such as *KotaLama* Banyumas (Banyumas Old City) and Puppet Museum, and religious resorts (Masjid Saka Tunggal and Maria Cave in Kaliori). Moreover, there are handicraft industries, painting centers, and culinary areas.

As a tourist destination, Banyumas has much culture which is rich in local tradition value and needs to be developed and preserved. The customs or art are the main part of tourism development in Banyumas. The friendly local people as well as the committed tourism stakeholders can also support the development.

However, it seems that the local authority has not really made their effort to maximize the tourism assets. For example, thetraditional art still lacks a little polish and there are dishonest pot plant sellers that consequently diminish the image of Banyumas. Besides, it is possible that tourists will not pay a visit to this cultural region.

Thus, the local government, private sector, and local people should support the development and preservation of Banyumas local culture. In fact, each party are still not able to work together and this situation may be disadvantageous.

Based on the conditions, this research tries to find the answers of the following questions: how is the development of the local culture-based tourism potential

II.RESEARCH METHOD

A.Research Approach

This qualitative research is focused on the purpose to find extensive knowledge of the Banyumas potential for local culture-based tourism.

B.Location

Banyumas Regency becomes the main location of the research and the researcher involved the people who actively participate in cultural activities and tourism industries.

C.Informants

In a qualitative research, a purposive technique can be used to determine informants (Rusidi, 1993); and the aim is to find particular subjects who understand research aspects; in this case understand the cultural elements in tourism. In Cresswell's view informants are intentionally chosen in order to be able to give best answers (Cresswell, 2002).

D,Data Collection Technique

Focus Group Discussion

Cultural activists and tourism stakeholders hold a group discussion to find factual information on specific topics.

In-depth Interview

The researcher, by doing a semi-structured interview, had an interview with public figures especially those who are active in cultural events and tourism.

E.Data Analysis Technique

The data is analyzed by a model of interactive analysis (Miles and Huberman, 1992). After collecting the data, the analysis goes to data reduction, data display, and conclusion drawing. The steps are classifying, categorizing, interpreting, formating information into narration or pictures, and writing it in a qualitative text (Cresswell, 2002).

III.DISCUSSION

Banyumas Regency has a number of potential tourist resorts and one of them is Baturraden that is visited by more than 400 thousands visitors per year. Their favourite spots are *PancuranTujuh* (Seven Sulphur Springs), *Wanawisata* Baturraden (Baturraden forest), *Curug Cipendok*(Cipendok Waterfall), *CurugGede* (Gede Waterfall), *CurugCeheng* (CehengWaterfall), and *Pancuran Telu* (Three Sulphur Springs).

Furthermore, the stakeholders are able to provide facilities and accommodation (hotels, inns) and so far Banyumas has 162 facilities consisting of 5 star hotels and 157 non-star hotels (Central Statistic Agency, 2009). Most of

the hotels are in Baturraden i.e. 2 star hotels and 99 non-star hotels.

The unattractive local culture might be the cause of the decreasing number of visitors in Banyumas. Eyang Nar, a *budayawan* (a culture expert), states that Banyumas tourism development is classified into urban and rural sectors. The urban sector development refers to education tourism, shopping tourism, and culinary tourism; whereas the rural sector is usually more varied especially in Baturraden area and *KotaLama* Banyumas (Banyumas Old City).

People will find much culture in Banyumas Old City such as *macapatan* (Javanese classical verses), *sedekahbumi* (a thanksgiving ceremony for the earth), *jumenengan* (commemorating the enthronement of) Raden Joko Kaiman, and the local people's daily activities. Moreover, Eyang Nur gave his opinion:

Tourists are basically interested in seeing the farmers' activity which is different from their own culture. They show strong interests in rice field ploughing, wood sawing, and watching traditional culture of *sedekahbumi*.Let's take Bali as an example. It has become the point of interest because the people's ritual activities, like praying in temples and wood carving, are very natural and have become their way of life.?(Nar)

It is clear that the natural daily life is very compelling and tourism will be more attractive if it has distinct elements so that people will be motivated to visit the place. Sharplay (in Pitana and Gayatri, 2005) outlines that the motivation for a person to go on a trip is culture motivation, that is the desire to know other culture, tradition and custom, and cultural heritage of a place.

Banyumas Old City is rich in genuine cultural heritage either in the form of art performance or classical tradition that is still maintained by the local people. For example, *larungan* rite (throwing offerings to Serayu River) that symbolizes a thankful expression to God that has made the people of Banyumas live in prosperity. However, the procession has not been organized so well that it has not given positive effect upon the local people.

The other example is Dawuhan where the residents really believe that water from the sacred well in the village is miraculous. Until today, many people come from other towns or areas to take the water and use it for many purposes like therapy (medical treatment), anti-ageing, etc. This is similar to a phenomenon when thousands of people visited Ponari, in Jombang – East Java, to heal their illness by drinking the water with the help of a magic stone which was obtained after being struck by lightning.

The above phenomenon can be called 'the rational of irrationality.' Ponari's or Dawuhan's magic water becomes a symbol of people's different behaviour when they have health problems. Some people prefer to see their doctors or go to hospitals; while some others believe more in *dukun* (shaman).

Table 1. Matrix of Tourism Development by Sector-oriented

Urban Sector	Rural Sector
Education Tourism	Historic Tourism
Shopping Tourism	Culture Tourism
Culinary Tourism	Art Tourism
Performance	Nature Tourism (Baturraden)

Source: Primary Data

Purwokerto also becomes a tourist destination especially for people from Cilacap, Purbalingga, Banjarnegara, and even Wonosobo. They visit the city for only enjoying traditional food such as *soto* in *JalanBank* (Bank Street) or *gethuk* (sweet fried cassava) in Sokaraja. The city is getting more dynamic with the growth of culinary centers in GOR Satria (Satria Sport Hall) and modern shopping centres.

Baturraden can be more interesting if the local authority are able to maximize the local people potential. It also needs better access, art performance, travel and accommodation, and public amenities. In years past, they were in good conditions; but now the conditions are different particularly after the new autonomy era when the local government assets was handed over to the state-owned forestry company (*Perhutani*) because they are Perhutani's income support. So, in developing the potential, the government needs to be aware of Baturraden's strengths and weaknesses as a tourists destination.

It is in line with Eyang Nar's statement that tourism needs characteristics, attractions, cleanliness, and promotion. Tourism practitioners (Tkd) have specific slogan called 'Rames' as the abbreviation for *ramah* (friendly), *aman* (safe), and *sejahtera* (prosperous).Friendliness and security are two most important aspects that usually become tourists consideration to visit this tourist area.

To sum up, the development will be more encouraging if it is supported by the local government, the private sectors, and the public. However, as mentioned before, they have not been able to work together, even there is such rivalry among the three parties. As a result, it can endanger the tourism and its development in the future.

IV. CONCLUSION AND SUGGESTION

A. Conclusion

Stakeholders will have opportunities to develop local culture-based tourism and their cooperation with other parties is very important. This will result in the productive synergy between the local government, the private sectors, and the local people; so that the development will also be exciting.

Stakeholders should not involve their sectoral ego and they should install a sense of togetherness particularly with the local people elements. In so doing, they are able to accomplish the purpose of improving life quality and of sustaining the relationships.

B. Suggestion

It is suggested that there should be a forum of tourism stakeholders in Banyumas. This forum will periodically discuss the matters of tourism and try to find solutions of the problems.

REFERENCES

[1] Abdullah, Taufik. 2001. 'Integrasi Nasional, Globalisasi dan Kearifan
[2] Lokal', Antropologi Indonesia, Indonesian Journal of Social and Cultural Anthropology, Th. XXVI, No. 65 May-August. Jakarta: Universitas Indonesia's Anthropology Department – Yayasan Obor Indonesia.
[3] Cresswell, John. 2002. Desain Penelitian, Pendekatan Kualitatif dan Kuantitatif. Jakarta: KIK Press.
[4] Koderi, M. 1991. Banyumas Wisata dan Budaya. Edited by Ahmad Tohari. Purwokerto: CV Metro Jaya.
[5] Kohari, Khasan. 2009. Ragam Budaya Banyumasan untuk Aset Wisata. Kontribusi Vol. 2 Edisi 1, November 2009. Purwokerto: Unsoed's Research Institution.
[6] Miles and Huberman. 1992. Analisis Data Kualitatif. Jakarta: UI Press.
[7] Nasikun. 2005. Pemuliaan dan Pemberdayaan Kesenian Daerah di Bawah Tekanan Globalisasi. InterAksi Journal, Vol. 3, No. 1, May 2005. Purwokerto: Department of Sociology, Faculty of Social and Political Sciences, Universitas Jenderal Soedirman.
[8] Pitana and Gayatri. 2005. Sosiologi Pariwisata, Kajian Sosiologis terhadap Struktur, Sistem dan Dampak-dampak Pariwisata. Yogyakarta: Penerbit Andi.
[9] Rusidi. 1993. Pedoman Penelitian dan Penulisan Karya Ilmiah. Bandung: Service Unit – Penerbitan Institut Manajemen Koperasi Indonesia.

Reinforcement of Public Relations Position in Structure of the Secondary Education Institutions Organization in Semarang
---A Case Study in Semarang Senior High School

Agus Naryoso

Communication Department of Undip
Semarang, Indonesia
(agunaryoso@gmail.com)

Sri Budi Lestari

Communication Department of Undip
Semarang, Indonesia
(lestarisamadikun@gmail.com)

Abstract—**High School is a place of education to produce qualified generations. A good school is able to create outstanding students. School achievement is generated through good institutional managements, one of which is public relations department. Every school that has a vice-principal in public relations affairs should be able to design public relations program that can improve school performance better. Ideally, the school put Public Relations as part of dominant coalition involved in school policy planning and strategic decision making. The school principal and public relations should not only carry out activities that are one way promotions such as creating of banners, billboards, leaflets, but also design programs that answer public expectations. Public Relations is required to communicate the important role and significant contributions of Public Relations to all sectors at school in achieving the objectives of secondary education.**

Keywords—*High School; Public Relations; Management Dominant Coalition*

I. INTRODUCTION

Public Relations plays an important role in achieving objectives of private and public organizations. Ideally, Public Relations through the function and role of communication should be able to bridge the interests of the organization in reputation developing. In the context of public institutions, Public Relations plays an important role to communicate the policies and regulations of government programs. Unpopular government programs have impact or great influence on formation of public attitudes. Management of secondary education in Indonesia will grow better if it is supported by public relations activities.

Case of School Operational Aid (BOS), which is a central government policy and it is formulated into compulsory program of local government, in implementation found many obstacles. Most of the cases that come related to misappropriation of such aid which is not appropriate with the objectives set. The School Operational Aid is used to support cost of daily activities but in implementation it is used for consumptive costs such as traveling of teacher, overtime incentives and also teachers' uniform purchasing.

In this context, Public Relations does not indicate its role at all, large and wide negative publicity does not get Public Relations positive response, so that during its development the news is not declining but more massive, sometimes the content is not proportional (cover both side). Secondary education managers are not accomodated for clarification of the negative publicity that appeared, written by the mass media.

Violence cases in education also become negative news that improve bad reputation of secondary education in Indonesia. Through writing, media accused the secondary school teachers who conduct violence make secondary education in Indonesia more collapse. Start from physical violence to sexual violence such as teachers ravishing the students, teachers doing sexual harassment, teachers doing intensive rude communication repeatedly.

The lack of space for clarification from the school managements more due to the opportunities presented by the mass media are not used properly. Secondary school managers more hold themselves aloof from mass media such as they difficult to contact, give stingy comment, avoid on contact with the media, even they tend to build stigma of mass media as the money seeker journalists and muckracking journalism practice or the presence of the media is to seek negative side for report materials.

The practice of Public Relations at high school institutional formally in Semarang is quite good, it can be proved that almost all schools have the Deputy Principal Officer who handles the activity of Public Relations (Public Relations). Ideally, the existence of optimized PR officials are able to anticipate the emergence of a potential crisis, but in practice not many of them are able to translate and execute the Public Relations activities. There are a lot of deputy principal officers who do not have a good understanding of Public Relations activities.

School Public Relations Managers are not sensitive to identify the issues, and even they tend to be apathetic, pay no attention and ignore the issues. This is compounded by the pride among managers of public schools, there is a negative or positive news, it does not affect anything, they still get a lot of registrants. The Principal understand and interpret the Public

Relations activities only on Communication Technicians such as creating of banners, leaflets, calendars, religious commemoration, art and culture show as annual activities agenda. The most strategic Public Relations program is the program that has characteristic such as two-way communication program. The program which is implemented largely provide opportunities to the two-way communication activities of the organization and the targeted public, this activity is based on solid empirical data which is the result of insight and mapping the public needs. Frances L. O'Reilly and John J. Matt (2013) stated that the Public Relations need to use the guide of research result for designing programs that suit the location of the school on their territory.

In practice, schools have only a few programs which opens intraction opportunities with the public. Public Relations of school should be able to play an active role to support other units such as curriculum, finance and improvement of teachers competence and students achievements. Rhee (2004: 18) asserted that public relations should be able to intepret its functions more integrated, be representative of all units within the organization in relation with interaction of school's public.

The organizational structure of senior high schools accommodate the position of vice principal in public relations affairs, when it refers to the structure of the organization in detail, there is no staff as may be authorized under the vice principal in handling public relations work. The human resource constraints make public relations activities only to continue the activities that have already existed in previous year that have minimum creativity and innovation. Academic achievement is also rarely used as a media relations strategy to eliminate the appearance of negative publicity.

II. Discussion

McCroskey and Steven (1999), Dean Kazoleas & Jason J. Teen emphasized that the credibility of the organizations affected by many factors such as competence, goodwill, initiative to open channels of communication and public relations. The position of public relations in the organizational structure at high school in Semarang showed that Public Relations yet enjoys a strategic position in the organization. This fact is reinforced by the position of vice principal in public relations affairs but he is not supported by qualified staffs to help the implementation of school public relations policy.

Research conducted on the scientific background, the majority of objects do not have relevant background such as communications, journalism or business administration, but most come from Pedagogy and Education Management Affairs. The reality affect on the lack of innovation and creativity when designing and implementing public relations activities. Most just do technical activities such as promotion of new students registration, making calendars, religious commemoration. The vice Principal does not conduct the role of public relations optimally as "expert prescriber". He does not implement a lot of function of boundary spanning, doing identification and mapping the issues, providing advice on school leaders to carry out communication activities to respond issues, and to develop public relations programs to answer public expectations.

Public Relations of school, continues more the previous programs of one way communication activities than two-ways communication. One way communication can be seen in creating of banners, briefing during flag ceremony and providing information by the class teacher in giving school report cards. Laura (2001:7) The role of Public Relations of secondary schools should be reinforced not only in the role of public information but also in strategic functions such as school promoting, reputation managing, publications, newsletters productions, website management, media relations, issues management, campaigns, communication crisis, public relations research polling and surveys, student achievement encouraging.

Public Relations of school in excellent perspective of public relations theory emphasizes the strategic management function with greater autonomy for the public relations department that is separate from the marketing function. Vice principal in public relations affairs as public relations official representatif should continue communication and coordination intensively with the principal as the highest officials. Public Relations of school should be able to prioritize the principle of two-way communication between the school and all of the relevant public.

Grunig (2001:9) emphasized, ideally, public relations should be part of the management dominant coalition that plays strategic role from the planning step to the organization's strategic decision making. Communication recommended to more emphasize on two-way communication for balancing interests of the organization with the public. The position of Public Relations is more optimal if it is able to anticipate the public interest creatively such as curriculum policy, students and school achievements and communication programs developing that answer the public expectations.

The position of Public Relations is not just as complement of school leadership but also proactively mapping the public interests and balancing it with the organization interests. This activity is a very strategic position, considering stigma of public relations position of secondary school in Semarang that only as officer who promote the school and attract new students to study at the school. Through its strategic position, Public Relations can provide insight and knowledge for policy makers in the School of Public Relations need to help reaching school achievement.

III. Conclusion

The implementation of Public Relations activity in High School in the city of Semarang has not been maximum implemented. This reality is seen from the strategic role of public relations that has not been optimal to develop strategic relationships with stakeholders through mutually beneficial two-way communication. Public Relations in high school only implement promotion role in registration of new students through banners, leaflets and billboards. The existence of vice principal in public relations affairs only act as a complement to the organizational structure, he has not become part of the management dominant coalition that involved in strategic planning and policy step making.

REFERENCES

[1] James E. Grunig, "Public Relations And Strategic Management: Institutionalizing Organization – Public Relationship In Contemporary Society," Central European Journal Of Communication 1, USA, pp. 1-22, 2011.

[2] James E. Grunig, "Public Relations And Strategic Management: Institutionalizing Organization – Public Relationship In Contemporary Society," Central European Journal Of Communication 1, USA, pp. 1-22, 2011.

[3] Larissa A. Grunig. and James E. Grunig and David M. Dozier, "Excellent Public Relations And Effective Organizations," Lawrence Erlbaum Associates Publsisher, New Jersey, pp. 1-668, 2002

[4] Frances L. O' Reilly amd John J. Matt, "Public Relations Opportunities For School Utilizing Innovations In Virtual Communities," Journal Of Education And Learning, Montana, pp. 1-5, 2013.

[5] Rhee Y, "The Employee Public Organization Chain In Relationship Management: A Case Study Of A Government Organization," Unpublished Doctoral Dissertation, University Of Maryland, College Park, pp. 1-30, 2004

[6] Laura Carlsmith and Jennifer Railsback, "The Power Of Public Relations In Schools," Northwest Regional Educational Laboratory, pp. 1-35, 2001.

[7] Dean Kazoleas, Ph.D., APR and Jason J. Teven, Ed.D, "Public Relations And Organizational Credibility: Refining The Definition, Measurement And Assessment Of Organizational Trust," A Publication Of The Pasific And Assian Communication Association. Fullerton, pp. 1-14, 2007

Gender Budgeting Implementation

The Ability on Gender Analysis of Regional Work Unit in North Sulawesi Indonesia

Ismi Dwi Astuti Nurhaeni

Public Administration Department
Sebelas Maret University
Surakarta, Indonesia
（ismidwiastuti@staff.uns.ac.id）

Monika Sri Yuliarti

Communication Department
Sebelas Maret University
Surakarta, Indonesia
（monika.yuliarti@staff.uns.ac.id）

Abstract—Gender budgeting in Indonesia was nationally implemented in 2009 and locally administered in 2011. Capacity building and technical assistance for its implementation has conducted since 2010. This study evaluates the ability on gender analysis of regional work unit in North Sulawesi, Indonesia. The Human Development Index of North Sulawesi Province in 2010 is 75.68, the Gender-Related Development Index is 76.91, and The Gender Empowerment Measure is 65.96. So, there is a gap between Gender-related Development Index and The Gender Empowerment Measure (10.95). Using the content analysis of Gender Analysis Pathway and Gender Budget Statement document, it is found that most of North Sulawesi regional work units have the capacity to do gender analysis. Unfortunately, they do not have the capacity to formulate performance indicators. Their inabilities will affect on unclear indicator to assess program performance.

Keywords—gender budgeting; gender equality; gender equity; gender gap; Indonesia

I. Introduction

Indonesia is one of the countries in ASEAN with a low achievement in Gender-related Development Index (GDI). Besides, it has the highest achievement of Gender Inequality Index (GII). In 2013, Indonesia's GDI (0.923) is lower than Thailand (0.990), the Philippines (0.989), Singapore (0.967), Sri Lanka (0.961), and Malaysia (0.935); but it is higher than Cambodia (0.909), Bangladesh (0.908) and Timor Leste (0.875). Meanwhile, Indonesia's GII is higher than Singapore (0.09), Malaysia (0.201), Sri Lanka (0.383), Thailand (0.362), the Philippines (0.406), Vietnam (0.322) and Myanmar (0.430). By contrast, Indonesia's GII is lower than Cambodia (0.505) and Bangladesh (0.529) (UNDP, 2014)[1]. These data indicate that gender mainstreaming in Indonesia hasn't implemented effectively.

Although gender inequality can be addressed using various frameworks, gender budgeting have been recognized in recent times by researchers and policy makers as an alternative tool kit (Okwuanaso & Erhijakpor, 2012)[2].

Research on gender budgeting has been developed by researchers since 2000 until now, with the various focuses, starting from gender budgeting initiative (Sharp, and Ray Broomhill, 2002)[3]; (Rubin and John R Bartle, 2005)[4]; (Budlender, 2000)[5]; (Budlender, 2005)[6]; (Bakker, 2006)[7]; (McKay, 2004)[8]; (Holvoet, 2007)[9]; (Rees, 2005)[10]; institutionalizing gender budgeting (Kim, 2008)[11]; and (Jones, et.al., 2010)[12] until adapting gender budgeting (Adeyeye, et.al., 2011[13]; (Zakirova, 2014)[14]; (Okwuanaso & Erhijakpor, 2012)[2]; (Moschini, 2009)[15]. However, research focusing on governing gender budgeting has never done before.

This study discusses the ability of regional work unit on doing gender analyzing for the implementation of gender budgeting. It will be useful for strengthening the capacity of local government to integrate gender dimension in all cycle of development process, includes planning, budgeting, implementing, monitoring and evaluating.

II. Methods

This study was conducted in North Sulawesi, Indonesia. The location is selected purposively based on their participation on technical assistance of gender-responsive budgeting, which has conducted by Ministry of Women Empowerment and Child Protection of Indonesia, local government and donor. Seven organizations of regional work units were selected purposively based on their involvement on the technical assistance. They are Food Security Agency, Library Agency, Department of Cooperatives and Small-Medium Enterprises, Department of Industry and Trade, Department of Culture and Tourism, Mental Disorder Hospital and Department of Secretary Regional. Collecting data was done by documentation technique, while content analysis was used as an analysis technique. It was done by analyzing the content of Gender Analysis Pathway and Gender Budget Statement documents formulated by 7 (seven) organizations of regional work unit.

There are seven indicators in this study: (1) Ability to choose fix program/ activity to solve gender issues or gender specific issues; (2) ability to formulate sex-disaggregated data fix to program or activity, covered access, participation, control and benefit; (3) Ability to formulate gender issues based on sex-disaggregated data; (4) Ability to identify factors that contribute to gender disparities, both internal and external institution; (5) Ability to formulate the program/activity objective responsive gender for narrowing or erasing gender gaps/specific gender issues; (6) Ability to formulate action plan for narrowing/erasing gender gaps as formulated as gender issues/specifics gender issues; (7) Ability to formulate performance indicator, both output or outcome indicators.

III. Result

Table 1 provides the result of content analysis about the ability on gender analysis of 7 (seven) organizations of regional work unit in North Sulawesi Indonesia.

No	Aspects	Frequency	%
1.	Ability to choose fix program/ activity to solve gender issues or gender specific issues	6	86
2.	Ability to formulate sex-disaggregated data fix to program or activity, covered access, participation, control and benefit	3	43
3.	Ability to formulate gender issues based on sex-disaggregated data	5	71
4.	Ability to identify factors that contribute to gender disparities, both internal and external institution	5	71
5.	Ability to formulate the program/activity objective responsive gender for narrowing gender gaps/specific gender issues	5	71
6.	Ability to formulate action plan for narrowing gender gaps as formulated as gender issues/specifics gender issues	5	71
7.	Ability to formulate gender performance indicator, both output or outcome indicators	2	28

The Ability on gender analysis of regional work unit in North Sulawesi, Indonesia (source: Content Analysis of Gender Analysis Pathway and Gender Budget Statement documents)

Table 1 shows the percentage of each organizations of work regional unit in North Sulawesi, Indonesia, based on the indicators. Most of the organizations of work regional unit in North Sulawesi (86%) have the ability to choose fix program/activity that relevant in solving the gender issues based on the main tasks and the functions of the work regional units. However, only three out of seven organizations of work regional unit in North Sulawesi that have the ability to formulate the sex-disaggregated data based on access, participation, control, and benefit according to the program/ activity that be chosen (43%). Meanwhile, the four other organizations of work regional unit don't have the ability to do so. This disability causes only two organizations of work regional unit that have the ability to formulate gender performance indicators, both output or outcome indicators (28%). Finally, 5 (five) organizations of work regional unit have the ability to formulate gender issues based on sex-disaggregated data, to identify factors that contribute to gender disparities, both internal and external institution, to formulate the program/activity objective responsive gender for narrowing gender gaps/specific gender issues, and to formulate action plan for narrowing gender gaps as formulated as gender issues/specifics gender issues (71%).

IV. Discussion

Gender budgeting is a budget allocation that accommodates justice for women and men in access, benefits, and participation in decision making. It will also realize a justice for women and men in controlling resources and having an equal chance and opportunity to choose and to get the benefits of development. Capacity building and technical assistance play important role to improve the ability of regional work unit to do gender analysis which eventually they will have the ability to implement good gender budgeting according to their main task. Unfortunately, the data shows that the ability on gender analysis of regional work unit is not optimal enough, especially the ability to formulate sex-disaggregated data fix to program/activities based on the main tasks and the functions and the ability to formulate gender performance indicator.

The data that exist on the document are the general data which is not being separated sex-disaggregate and the performance indicator is still gender neutral. It might be the lack of information and knowledge of the people who are in charge in each organizations of work regional unit related to the importance of sex-disaggregated data as the basic component in forming the program policy and gender responsive activities. According to Me (1996)[16] and Badiee (2009)[17], it happens because of a little tradition of gender analysis, meanwhile the availability of sex-disaggregated statistics has led to the development of policies and projects benefitting both men and women. However, the limited availability of statistics to measure women's and men's social, economic and political empowerment has restricted the development community's ability to design effective programs. When the sex-disaggregated data is not exist, it will causes more difficulties in measuring the equality gender (Me, 1996)[16].

Besides sex-disaggregated, disability of regional work unit to formulate performance indicator as describes in table 1 would be a serious problem. As we all know that measurements of gender equality might address changes in the relations between men and women, the outcomes of a particular policy, program or activity for women and men, or changes in the status or situation of men and women. According to Demetriades (2007), indicators can be used for advocacy, enable better planning and actions, and holding institutions accountable for their commitments on gender equality. Without formulating gender performance indicators, gender issues should not be taken seriously. As a result, gender budgeting could not implemented well and gender equality could not be achieved significantly[18].

Bothale stated that gender-responsive budgeting will ensure equality in resource allocation for men and women (Bothale, 2011)[19]. Brock (2008: 22)[20] states gender budgeting reviews budget decisions to ensure departments spend money to provide services that suit men and women equally. A gender responsive budget would create a virtuous circle in which the policy itself contributes to the reduction of gender inequality, and hence lessens gender constraints to successful macroeconomic outcomes. The result is the simultaneous improvement of economic growth and human development performance in ways that also empower women.

V. Conclusion

Most of the organizations of the work unit regional in North Sulawesi Indonesia have the ability to choose fix program/activity to solve gender issues or gender specific issues. Unfortunately, only two organizations of the work unit regional in North Sulawesi Indonesia that have the ability to formulate performance indicator, both output or outcome

indicators. It is caused by the lack ability in formulating sex-disaggregated data fix to program or activity, covered access, participation, control and benefit.

The capacity building and technical assistance for regional work units should be improved especially focusing more intention to formulate sex-disaggregated and performance indicator. As a result, gender budgeting will be well implemented for narrowing gender gap.

REFERENCES

[1] UNDP, 2014. Human Development Report. htpp://hdr.undp.org/en/data. Accessed on April, 12, 2015.

[2] Okwuanaso, K. O.; Erhijakpor, E. O. 2012."Gender Responsive Budgeting As A Tool For Solving gender Inequality In Nigeria". Journal of Global Intelligence & Policy. Summer 2012, Vol. 5 Issue 7, p9-15.

[3] Sharp, Rhonda and Ray Broomhill. 2002. "Budgeting for equality: the Australian experience". Feminist Economics. Vol. 8, No. 1: 25-47.

[4] Rubin, Marilyn Marks and John R Bartle. 2005. "Integrating Gender into Government Budgets: A New Perspective". Public Administration Review. Vol. 65, No. 3: 259-272.

[5] Budlender, Debbie. 2000."The Political Economy of Women's Budgets in the South". World Development. Vol. 28, No. 7: pp. 1365-1378.

[6] Budlender, Debbie. 20056). "Expectations versus realities in gender-responsive budget initiative". United Nation Research Institute for Social Development. (http://www.unrisd.org)

[7] Bakker, Isabella. 2006. "Gender Budget Initiative: Why they matter in Canada". Alternative Federal Budget. Ottawa: Canadian Centre for Policy Alternative.

[8] McKay, Ailsa. 2004. "Developing a Gender Budget Initiative: A Question of Process or Policy? Lessons Learned from the Scottish Experience". University of Linz, Gender Studies series. Vol. 4

[9] Holvoet, Nathalie. 2007. "Gender Budgeting In Belgium: Findings From A Pilot Project". European Societies. Jun2007, Vol. 9 Issue 2, p275-300.

[10] Rees, Teresa. 2005. "Reflections on the uneven development of gender mainstreaming in Europe". International Feminist Journal of Politics. Dec2005, Vol. 7 Issue 4, p555-574.

[11] Kim, Youngock. 2008. "Institutionalizing Gender Budgeting in Korea". GSPR. Vol. 1.

[12] Jones, Nicola; Rebecca Holmes, and Jessica Espey. 2010. "Progressing Gender Equality Post-2015: Harnessing the Multiplier Effects of Existing Achievements". IDS Bulletin. Jan2010, Vol. 41 Issue 1, p113-122

[13] Adeyeye, M.M; Akinbami, C.E.O; Momodu, A.S., 2011. "Adapting Gender Budgeting Support Framework In Nigeria: Policy Issues And Options". Gender & Behaviour. 2011, Vol. 9 Issue 1, p3592-3611.

[14] Zakirova, Venera. "Gender inequality in Russia: the perspective of participatory gender budgeting". Reproductive Health Matters. Nov2014, Vol. 22 Issue 44, p202-212. 11p.

[15] Moschini, Laura. "The economic proposals of Charlotte Perkins Gilman and gender budgeting in Italy". International Review of Sociology. Nov2009, Vol. 19 Issue 3, p433-446

[16] Me, Angela. 1996. Gender Statistics: Are there new challenges for Europe? in Platform for Action and the Beijing Declaration. New York: United Nations.

[17] Badiee, Shaida. 2009. "The Importance of Sex-Disaggregated Statistics for Effective Programs". Gender Equality as Smart Economics, April 2009. http://siteresources.worldbank.org/INTGENDER/Resources/StatisticsNewsletterSpring09.pdf

[18] Demetriades, Justina. 2007. Gender Indicators: What, Why and How? . BRIDGE" s Gender and Indicators Cutting Edge Pack, 2007. http://www.bridge.ids.ac.uk/reports_gend_CEP.html#Indicators.

[19] Bothale, Emmanuel. Gender-responsive budgeting: The case for Botswana. Development Southern Africa.Mar2011, Vol. 28 Issue 1, p61-74. 14p. DOI: 10.1080/0376835X.2011.545170.

[20] Brock, Ed. Locals adopt U.N. gender equality rules.American City & Country. Aug 2008, Vol. 123 Issue 8, p20-22.

Inclusion-Elitist Paradox in Participatory Public Budgeting：

A Case Study on Surakarta City, Central Java, Indonesia

Rutiana Dwi Wahyunengseh

Department of Public Administration

Faculty of Social and Political Sciences, Sebelas Maret University

Surakarta, Indonesia

(rutianadwi@staff.uns.ac.id)

Abstract—**Participatory public budgeting is believed as a model to improve budgeting's politic accountability. Such the approach is based on democratic elements: representation, participation, and inclusion. Democratic elements are paradoxical in nature, thereby presumably impacting on participatory public budgeting practice. This topic provided critical reflection on massive incentive of participatory public budgeting mechanism organization, generating the excess establishment of pseudo participation practice. The research method employed was case study with participatory budgeting planning mechanism in Surakarta City, Central Java Province, Indonesia, as observation object. The result of research found one paradox in participatory public budgeting, namely inclusive vs. elitist paradox. Such the paradox arouse due to derivative contradiction in democratic principle underlying participatory budgeting model. Participatory principle required inclusive element, while representation principle needs certain competency criteria some elite group had.**

Keywords—budgeting; participatory; paradox; accountability

I. INTRODUCTION

Participatory budgeting (thereafter called PB) is used as a democratization model of public financial resource management. PB model is believed as making the government more accountable to citizens for its budget allocation policy. Does critical point in PB model impact on harming the public accountability? One answer to this question traces to PB mechanism budgeting. Such the process involves governmental element as accountor/agent and civil society as accountee/principal. Agency theory perspective assumes that agent and principal has personal interest and experiences information asymmetry, thereby potentially generating opportunistic behavior [1].

PB potentially contains inclusive paradox with elitist representation. Government and society make a consensus on budgeting process occurring in institutional environment structure, regulation, procedural rule, and certain social cultural environment. Structural and cultural environments color the participative public budgeting process model occurring [2]. The choice of bureaucratic action holds all forums, both formally and procedurally, due to the demand for meeting the mandate of regulation. Government issues technical instruction of forum organization to make the forum more controllable. The bureaucratic official's decision to have transparency and citizen involvement exerts substantial effect. The official has authority of deciding on (1) who will participate, (2) how they will participate, (3) how values and attention/care distributed to the public are integrated into decision making process, (4) how they reflect in on outcome, and (5) how the result is realized [3]. Government determines who should be involved in PB forum with the excuse to make the process runs effectively and efficiently. This action results in elitist bias of participatory representation [4]. It is because politically, government with its work unit as public official is required to undertake participatory method. They take a brief attempt of bridging such the process through a relationship to the leader of community-based organization. Thus, the leader of civil society organization serves as intermediary elite between government and citizen. Government elects the representative considered as understanding the concept of budget. Technical competency of citizen representative becomes one of paradoxical sources in PB [5].

Inclusiveness-elitist paradox potentially results in pseudo participatory budgeting. This finding is similar to that of Kapp and Baltazar in Brazil [6]. They found that participation potentially leads to conflicting perception between government and society and existing social, economic environments, and power relation. Government is an entity responsible for the process of defining rule, objective, and forum target, and who participates. Meanwhile, society as participant should adjust with forum protocol the government has established. Such the condition makes the citizen participation not supporting the improvement of citizen's autonomy qualitatively in controlling the government, and weakens the citizen's autonomy.

II. RESULTS AND DISCUSSION

The procedure of community involvement in local budgeting process as the manifestation of local budgeting democratization in Indonesia is governed in Law No.25 of 2004 about National Development Plan System. All of areas enact development discussion forum from neighborhood to

municipal/regency and discussion forum between local apparatus and community. Formally and procedurally, a discussion forum is established by involving community (society), but in practice the community follows more the figures' opinion because they are reluctant to have dissenting opinion. This phenomenon indicates the presence of value contradiction becoming the paradoxical source of PB (participatory budgeting). The value contradiction occurring between formal norms designed to regulate behavior is defeated by individual or kinship relation norm despite occurring in the format of a rational-based organization structure.

Civil society involvement in the context of budgeting planning process in Surakarta City results in inclusive versus elitist paradox. This paradox is due to supply-drive and demand driven causes. Supply driven paradox derives from opportunistic culture of government bureaucracy. Demand driven one derives from culture co-modification among participating civil society. Bureaucratic opportunity is the government's tendency to apply some rules favorable to its domination [7][8]. Government elects the participating citizens to be complement of PB forum to meet regulation instruction. Meanwhile, society co-modification culture means the utilization of citizen group forum for activist group's interest [9][8].

Those that can attend citizen forum tend to have special legitimacy. The preconditions include: (i) the head or administrator of organization or citizen association enlisted in government service, Nation Unity Office (*Kantor Kesatuan Bangsa*), (ii) having symbol of community's prominent figure, (iii) having mass power under its control, and (iv) other elitist power. The citizen having such an attribute tends to be embraced by government on behalf of public engagement. Instead, the procedure to meet inclusive element results in elitist boxes among citizens. There are some elitist groups among citizen and here are those groups and their explanation. The first one is elitist group because there is a proximate relationship to government structure, for example RT (neighborhood association)/RW (citizens associations). The second elitist group is capital power, for example, employer/business performer association. There is also elitist group due to science, for example, academician. Then, there is elitist group because they has massive power of adherents, for example community figure, religious figure, chief of citizen forum group, NGO activist, head of association or mass organization, and similar. Finally, it is this elitist group that dominates citizen forum representative space. Thus, inclusiveness element results in elitist or dominative paradox.

The paradox arising is who is dominant and who is marginalized in decision making thereby the result is not inclusive. Because decision making participants are citizen representatives, the paradox arising is the presence of domination of group with larger competency and other social capital [9]. Thus, inclusive representative potentially results in exclusive decision despite a process with democratic and participatory mechanism procedure. Elitist and dominative citizen representative forums will be harmful to the functioning of balance between budget allocation priority and agenda of distributing development evenly. The domination of

more vocal and highly supported group tend to get more budget allocation but not priority. For example, *kelurahan* (administrative village) with good physical environment and facilities will be getting richer because it has strong representative in budgeting process. Otherwise, election area with less strong representative in budgeting process tends to be left behind in its area development. Meanwhile, priority and even distribution elements should be balanced to reduce the risk of intergroup conflict. Priority element promotes the partiality to certain group because of rational deliberation. Whereas, even distribution element promotes the attempt of relieving conflict by divide the existing resource evenly to all of groups.

This inclusive-elitist paradox makes the participatory budgeting system keeps running procedurally, but there is dysfunction substantively, for example budget injustice, majority group's domination, patronage, clientilism, and corruption [10][11]. It is in line with Celina Souze (no year) finding authentic participatory paradox. Authentic participatory paradox is the deviation of participatory mechanism tending to change the leader of civil society and institution into broker of political interest not based on society need. It results in disruption in the achievement of justice value in public budget allocation.

The result of research in Surakarta showed that the actor's perspective on the advantage of participatory budgeting forum affects the forum utilization behavior. This attitude and perspective is connected to incentive and disincentive they receive from the implementation of participatory budgeting forum mechanism, it is here that the convergence between procedural formalism culture orientation and vulnerable co-modification culture results in pseudo participatory pathology in participatory budgeting process.

In practice, currently the incentive for the government to hold participatory budgeting forum is to bring down the procedural obligation mandated by regulation. Such the incentive is related to government performance assessment system concerning participatory development still oriented to procedural assessment, for example: whether or not participatory forum has been held, the number of participant representatives present by gender, evidence of forum document signing, and similar. Meanwhile, the incentive for the society representative to be involved is dominated by the interest in maintaining status as civil society activist having close relation to government power. The proximate relation to government becomes the source of access to co-modification of various interests. Incentive encouraging the citizen's presence in accountability forum is varying, because the citizen's collective action is a complex link of interest and incentive. Informants of research showed that interest and incentive included material (transport money, project work, special facility) and immaterial ones (known by official, known by media, having social access network). The result of research on Surakarta City showed that elitist behavior of forum representative brings about disincentive risk for the motivation of citizens involved in participatory forum. Other members of community become apathetic with participatory forum because they are disappointed with the co-opted forum implementation by government and elite domination. It means

that, there should be an evaluation non counter-productive incentive system in the quality of social accountability.

III. CONCLUSIONS

The conclusion was that at certain condition, participatory budgeting practice potentially encounters deviation leading to dysfunction if the related variables interact inappropriately. Procedural orientation of bureaucratic forum and community co-modification culture become the source of inclusive-elitist paradox in participatory budgeting process in Surakarta City, Indonesia. The consequence of such the paradox is the institutionalization of pseudo participatory budgeting forum mechanism. Pseudo participatory budgeting results in a bias in the achievement of budgeting democratization values, namely justice aspect, even distribution of access and social accountability.

The recommendation for further research was that the next research should apply Theory of Change to study the citizen's incentive growing demand-driven to participate genuinely in order to have control power among the ruler. The civil society's care about genuine participation becoming demand driven reduces the effect of representative selection in the elitist participatory budgeting forum. The future challenge is how to make the access the citizens obtain in participatory budgeting forum results in improved knowledge among the public budgeting policy-literate citizen and social capital reinforcement for the efficiency of public resource and social justice, for example improving productivity and job opportunity, maintaining life environment quality, improving public service, and developing other public information literacy quality. There should be an innovation in the improvement of participatory budgeting mechanism organization quality and dissemination of public budget information so that the stakeholders can grow genuine participation to be involved in Participatory Budgeting.

REFERENCES

[1] B.M. Mitnick, "Origin of the Theory of Agency: An Account By One of the Theory's Originators", March, 25 2013. Available at: http://dx.doi.org/10.2139/ssrn.1020378.

[2] L.E. Jedenastik, "The Politicization of Regulatory Agencies: Between Partisan Influence and Formal Independence," Journal of Public Administration Research and Theory, pp. 1-18, August 24, 2015. Available at: http://jpart.oxfordjournals.org/content/early/2015/08/23/jopart.muv022.full.pdf+html.

[3] K. Yang and K. Callahan, "Citizen Involvement Efforts and Bureaucratic Responsiveness: Participatory Values, Stakeholder Pressures, and Administrative Practicality," Public Administration Review, vol. 67, no. 2, pp. 249-264, March-April 2007.

[4] T. Anasti, C.M. Grogan, J.E. Mosley, J.E., "The Representative Role of Community Based Organizations: Characteristics Associated with Involvement in Participatory Processes," February 2015. Available at: www.socialimpactstrategy.org/wp-content/uploads/2015/02/Anasti.pdf.

[5] S. Hong, "Citizen Participation in Budgeting: A Tradeoff between Knowledge and Inclusiveness", Public Administration Review, vol. 75, iss. 4, pp. 572–582, July-August 2015.

[6] S. Kapp, and A.P. Baltazar, "The Paradox of Participation: a Case Study on Urban Planning in Favelas and a Plea for Autonomy", Bulletin of Latin American Research, vol. 31, iss. 2, pp. 160–173, April 2012.

[7] M.K. Harmon, Responsibility as Paradox: A Critique of Rational Discourse on Government (Rethinking Public Administration), Thousand Oaks, CA: Sage, 1995.

[8] R.D. Wahyunengseh, "Pathologies of Social Accountability (A Case Study on the Regional Budget Planning Processes in the City of Surakarta and the City of Magelang), Dissertation, Department of Public Policy and Management, Gadjah Mada University, 2016.

[9] H.O. Kondrikova, "Struggling for Civility the Idea and the Reality of Civil Society an Interdisciplinary Study with a Focus on Russia," Dissertation, Radboud University Nijmegen, 2012. Available at: http://repository.ubn.ru.nl/bitstream/handle/2066/93537/93537.pd

[10] T. Akkerman, "Populism and Democracy: Challenge or Pathology?", Acta Politica, vol. 38, no. 2, pp. 147-159, June 2003.

[11] A. Akman, 2012, "Beyond the Objectivist Conception of Civil Society: Social Actors, Civility and Self-Limitation", Political Studies, vol. 60, iss. 2, pp. 321–340, June 2012.

[12] C. Souza, "Participatory Budgeting in Brazilian Cities: Limits and Possibilities in Building Democratic Institutions," Environment & Urbanization, vol. 13, no. 1, pp. 159-184, April 2001.

Innovation of Public Sector Financial Management: Towards Accrual Accounting

Zarah Puspitaningtyas
Universitas Jember
zp.zarahpuspita@gmail.com

Abstract—**Accrual-based accounting is an innovation in the financial management of public sector organizations. The application of accrual accounting is seen to have many benefits. Why? Because, the resulting accounting information would be useful in the decision-making process. Application of cash accounting is seen as less able to provide relevant and reliable information as the basis for strategic decision making. Thus, we need innovation in financial management of public sector organizations that can provide more transparent information. This study aims to explain how the innovation of accrual accounting in the financial management of public sector organizations. The approach used in the analysis of this study is qualitative descriptive. The implications of this study are expected to provide an overview of the innovations of accrual accounting in the financial management of public sector organizations that are able to present information that is relevant and reliable.**

Keywords—*accrual accounting, public sector accounting*

I. Background

Cash accounting and accrualare two alternatives in the financial statements as a form of accountability of financial performance.Useful for generating accounting information which is the nused for decision-making. The resulting accounting information into one tool to measure the level of performance as well as one of the tools of financial management accountability(Sadjiarto, 2000;Rofikoh2006; Sa'adah, 2015). Disclosure of information to the public to be very important role in realizing there form of the bureaucracy, that is, toward good governance. One goal is to bring transparency bureaucratic reform, the openness that is built on the free flow of information, including the transparency of public sector financial management.

During this time, the basis of accounting used in the public sector is cash-based accounting. However, along with the development of modern financial management in the public sector which aims to provide financial information more transparent and to improve the quality of decision making, the preparation of financial statements is expected not just to present information on a cash basis. Reporting generated from cash basis are considered less able to provide relevant and reliable information to serve as a basis forstrategic decision making.One drawback of the cash basis is not reflect the amount of cash available. Why?Because, on a cash basis every cash receipts are recognized as revenue and any cash expenditure is recognized as an expense. Whereas,

on the accrual basis income and expenses are recognized when the transaction occurs, so that the resulting information is more relevant and reliable.

This study aims to explain how the innovation of accrual accounting in the financial management of public sector organizations. Accrual-based accounting is an innovation in the financial management of public sector organizations. The application of accrual accounting is seen to have many benefits. Why? Because, the resulting accounting information would be useful in the decision-making process. Application of cash accounting is seen as less able to provide relevant and reliable information as the basis for strategic decision making. Thus, we need innovation in financial management of public sector organizations that can provide more transparent information. It is this background that turns the accrual basis of accounting was adopted into the public sector as part of public sector financial management innovations.

II. Literature Review

A. Public Sector Accounting

Public sector organizations is a state institution both central and local governments whose operations are financed from public funds. The Ministry of Finance as the central government work units that are below. Each unit of work to obtain funds from the central government through Ministry of Finance. Furthermore, the fund is managed in a decentralized manner working unit together with the working units below it. Funds managed by a unit of work must be accounted for accountable, transparent, effective, and efficient (Asfiansyah, 2015).

Accounting is a process of recognition, presentation, and communication of financial information that is useful for decision-making and assessing the performance of the organization. Public sector accounting is closely linked with the implementation and accounting treatment in the public domain. The main role of the public sector accounting is to present the financial statement information that is relevant and reliable in the public domain which among other things allows you to: 1) the decision making process, 2) as proof of financial management accountability, and 3) as an evaluation tool managerial performance. Riyanto (2015) states that the financial statements of public sector (government) is one form of government responsibility in managing public financial resources. Therefore, the financial statements of public organizations should reflect the comprehensive condition relating to the operations, financial position, cash flows, and disclosure of accounts presented in the financial statements.

B. Cash Basis vs Accrual Basis

Basis of accounting is one of the accounting principles in determining the period of recognition and reporting of economic transactions in the financial statements. Basically, there are two options accounting basis, namely: cash basis and accrual basis. Accounting basis chosen will determine the form of a report to be presented. On a cash basis, economic transactions are recognized and presented in the financial statements on a cash or cash equivalents received or released. Whereas, on the accrual basis, economic transactions are recognized and presented in the financial statements at the time of the transaction. Accrual basis used to measure the assets, liabilities, and equity in the period. In the public sector accounting, the choice of accounting basis to develop into four, namely: 1) accounting basis, 2) the modified cash basis of accounting, 3) a modified accrual basis of accounting, and 4) the accrual basis of accounting. However, the division of the accounting basis is not absolute. The fourth is ongoing accounting basis from cash basis to the accrual basis (Asfiansyah, 2015). On development, the accrual basis is seen as financial management in accordance with the principles of New Public Management (NPM) that prioritizes accountability and transparency.

C. Public Sector Financial Management Innovation

Public sector accrual-based accounting is an innovation in the management of public sector finances. Changes are seen as important in the public sector financial management innovation is how to account for the funds that are managed in a transparent manner, which is related to how economic transactions are recognized and presented in the financial statements. Why public sector financial management innovation so important? Because, through the recognition and presentation of economic transactions in the financial statements will be generated accounting information available to parties for use in the decision making process. Management of public sector finances are on a cash basis is considered not fully support the realization of good governance (Sari & Putra, 2012; Amriani, 2014).

The birth of the concept of NPM has encouraged innovation of public sector financial management, one of which is towards the implementation of accrual based accounting. Public sector financial management innovation aims to provide financial information more transparent and to improve the quality of decision making by using the expanded information, not just basing on cash information. The use of the accrual basis to be one characteristic of the practice of public sector financial management innovations. Accrual accounting has spread to many countries in line with the development of NPM. Currently, the implementation of accrual accounting become a trend in public sector organizations in the various countries. Some countries that have implemented accrual accounting, among others, New Zealand, Australia, Nepal, and Fiji.

D. Towards I mplementation of Accrual Based Accounting Public Sector

The Indonesian government has mandated the implementation of accrual accounting through Undang-Undang (UU) No. 17 of 2003 on State Finance and UUNo. 1 of 2004 on State Treasury. This was confirmed in Peraturan Pemerintah (PP) No. 71 of 2010 concerning the Government Accounting Standards (Substitute PPNo. 24 of 2005) which states that the accrual accounting implemented not later than on the financial statements of fiscal year 2015. Especially for Local Government, the implementation of accrual accounting is set in Peraturan Menteri Dalam Negeri No. 64 of 2013 on the application of accrual-based government accounting standards for local governments.

UUNo. 17 of 2003 states that income and spending both in budgeting and accountability reports are recognized and measured by the accrual basis. Pasal 1 of UU No. 17 of 2003 states that income countries/ regions is the right of the central government/ regions recognized as an addition to net asset value, and shopping country/ region is the obligation of the central government/ regions are recognized as a reduction to net asset value.

Changes in public sector accounting basis in Indonesia on cash basis be done gradually accrual basis. Government through Komite Standar Akuntansi Permerintahan (KSAP) preparesthe Government Accounting Standards.The standard is the basis for the implementation of changes in public sector accounting basis. Government issued PP No. 24 of 2005 regulating government accounting standards in the transition from the cash basis to the full accrual basis. Based on the PP, the preparation of the accountability of the APBN/ APBD 2005 fiscal year using the cash basis to the accrual (cash basis toward accrual), meaning that it uses the cash basis for the recognition of revenue, expenditure and financing in the Budget Realization Report (LRA) and the accrual basis for the recognition of assets, liabilities, and equity in the balance sheet.

The Indonesian government through Direktorat Jenderal Perbendaharaan Kementerian Keuangan,in cooperation with Pusdiklat Anggaran dan Perbendaharaan has been providing training on the implementation of accrual accounting public sector as part of efforts to realize the preparation of the financial management of public sector innovation. The quality of human resources is important in increasing understanding in efforts to achieve the successful implementation of accrual-based public sector accounting (Putra & Ariyanto, 2015; Setyaningsih, 2013).

III. Research Method

This study analyzes used descriptive qualitative approach. The data collection technique using semi-structured interviews, as the informant was an employee of Badan Pengelolaan Keuangan dan Aset Daerah (BPKAD) Banyuwangi. Selection of informants using purposive technique. Why Banyuwangi selected as an object of study? Because, Banyuwangi listed as the only region in the province of East Java that have implemented accrual-based financial statements (beritajatim.com, 2015). The analysis is also based on a literature review of published several news sources.

IV. Results and Discussion

A. Tasks, Principlesand Functions BPKADB anyuwangi

Regulation of Bupati Banyuwangi No. 59 of 2011 states that BPKAD has a fundamental duty to implement the development and implementation of regional policies in the

field of finance and asset management area. To carry out basic tasks as referred to in Pasal 2, BPKAD has the function (http://banyuwangikab.go.id/skpd/bpkad.html):

    1). formulation of technical policy in the field of finance and asset management areas;

    2). coordinating the preparation tasks in the field of finance and asset management areas;

    3). development and implementation of tasks in the field of finance and asset management areas; and

    4). execution of other tasks given by the regents in accordance with its duties and functions.

B. Innovation of Financial Management of Public Sector Organizations through the Implementation of Accrual Based Accounting

In 2015, Banyuwangi has implemented a pure accrual based accounting. Earlier, in 2012 and 2014 to apply the cash basis to the accrual (cash toward accrual basis) with the results of the audit opinion Unqualified (WTP) for three consecutive years (Results Interview with Informant).

Informants also revealed that preparations are underway to implement the accrual basis is to change the system and the accounting policies are used as the basis for preparation of the Local Government Finance Report (LKPD), as well as prepare human resources. There are at least two competencies required to devise LKPD accrual basis, ie accounting competence and the competence of financial applications. The application of the accrual basis needs to be supported by the Internal Control System (SPI) is strong so that the financial statements will gain public confidence higher. The informant statement supporting Tohirin (2015) which states that in order to apply accrual accounting it is necessary to set up strategies including educational employees to participate in education and training of accrual accounting, as well as strengthen SPI.

How the results of financial management by implementing accrual accounting? The informant stated that the application of accrual accounting has resulted in financial statements that is more informative than the cash basis. Cash basis only provide information about the amount of the balance and the turnover of funds in the local treasury, thus presenting LKPD have not been able to describe the real conditions. Prior to apply accrual accounting, LKPD presented using cash toward accruals basis, where the presentation of a report drawn up in the form of LRA, balance sheet and notes to the financial statements. Meanwhile, the accrual-based financial statements in addition to presenting the third report, also presents the operational report and statement of changes in equity. In cash toward accrual basis, ie accounts receivable, fixed assets, accounts payable shown in the balance, the process of recognition and presentation on an accrual basis. On an accrual basis, third-party assistance should also be reported. Furthermore, the published financial statements, whereby all financial activities are uploaded every day and can be accessed at the website, which is expected to bring transparency to the public. Banyuwangi also contain a program that implements innovations transparency of financial management.

Operational report in question is the same as the profit/ loss on the private sector, provides about revenues and expenses. Revenues accrued. Meanwhile, the load is different

with the expenditure reported in the LRA. The results of operational reports showed a surplus or a deficit. Furthermore, changes in equity in question is the same as the statement of changes in capital in the private sector. If the operational report shows a surplus, the results will be reported as an addition in the statement of changes in equity, and vice versa (Tohirin, 2015).

V. Conclusion

Public sector accrual-based accounting is one form of innovation of financial management within the scope of public sector organizations. Innovation of public sector financial management through the implementation of accrual accounting is essential to improve the transparency of financial information. Public sector accounting accrual able to contribute in improving the quality of financial information is relevant and reliable. Based on the information presented in LKPD, the public can make an assessment on the financial performance of local governments.

References

[1] Amriani TN, 2014. Menyongsong Penerapan akuntansi Berbasis Akrual. Http://www.bppk.kemenkeu.go.id/berita-makassar/19410-menyongsong-penerapan-akuntansi-pemerintahan-berbasis-akrual.

[2] Asfiansyah A, 2015. Strategi Implementasi Akuntansi Akrual Pada Pemerintah Daerah (Studi Kaus Pada Pemerintah Kota "S"). Jurnal NeO-Bis, 9 (1): 1-19.

[3] Badan Pengelolaan Keuangan dan Aset Daerah. Http://banyuwangikab.go.id/skpd/bpkad.html.

[4] Berita Jatim, 2015. Baru Banyuwangi yang Terapkan Laporan Akuntansi Berbasis Akrual. Http://m.beritajatim.com/politik_pemerintahan/239614/baru_banyuwangi_yang_terapkan_laporan_akuntansi_berbasis_akrual.html#.VuARcnrdVaA.

[5] Peraturan Bupati Banyuwangi Nomor 59 Tahun 2011 tentang Rincian Tugas, Fungsi dan Tata Kerja Badan Pengelolaan keuangan dan Aset Daerah Kabupaten banyuwangi. Http://www.banyuwangikab.go.id/media/doc/produk_hukum/d230c5cb392041fbeef53d6e99f57c3d.pdf.

[6] Putra IWGYD, D Ariyanto, 2015. Faktor-Faktor Yang Mempengaruhi Penerapan Standar Akuntansi Pemerintahan Berbasis Akrual. E-Jurnal Akuntansi Universitas Udayana, 13(1): 14-32.

[7] Riyanto, 2005. Akuntansi Pemerintah Berbasis Moralitas (Sebuah Sudut Pandang). Http://www.bppk.kemenkeu.go.id/publikasi/artikel/150-artikel-keuangan-umum/21118-akuntansi-pemerintahan-berbasis-moralitas-sebuah-sudut-pandang.

[8] Rofikoh N, 2006. Mewujudkan Good Local Governance Melalui Transparansi Dan Akuntabilitas Anggaran Publik. Jurnal Kebijakan dan Administrasi Publik, 10(1): 51-64.

[9] Sa'adah B, 2015. Akuntabilitas Dan Transparansi Anggaran Melalui E-Government (Studi tentang Penganggaran di Pemerintahan Daerah Kabupaten Blitar). Kebijakan dan Manajemen Publik, 3(2): 1-10.

[10] Sari DP, dan HS Putra, 2012. Menelisik Akuntansi Pemerintahan Berbasis Akrual. JEAM, 11(2): 33-56. ISSN: 1412-5366.

[11] Sadjiarto A, 2000. Akuntabilitas dan Pengukuran Kinerja Pemerintahan. Jurnal Akuntansi & Keuangan, 2(2): 138-150.

[12] Setyaningsih T, 2013. Studi Eksplorasi Tingkat Pemahaman Aparatur Pemerintah Daerah dan Anggota DPRD terhadap Standar Akuntansi

Berbasis Akrual (Kasus di Pemerintah Kota Surakarta). Simposium Nasional Akuntansi XVI.

[13] Tohirin, 2015. Srategi Satuan Kerja Pemerintah Menyusun Laporan Keuangan Berbasis akrual. Http://www.bppk.kemenkeu.go.id/publikasi/artikel/147-artikel-anggaran-dan-perbendaharaan/20439-strategi-satuan-kerja-pemerintah-menyusun-laporan-keuangan-berbasis-akrual.

Improving Public Welfare or Burdening the State: Indonesia's New Autonomous Region in Decentralization Era

Hardi Warsono; Yuwanto

Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email:prodidap@gmail.com)

Abstract—**Since Indonesian Law No. 22 Year 1999 on Regional Government having been enacted, there are a massive regional expansions (also known as a "region splitting") in Indonesia. Within a decade (1999-2009) there are new 7 provinces, 164 regencies and 34 cities existed, bringing the total increase of 205 new autonomous regions. The evaluation result shows that not all goals of establishing a new autonomous region are reached. Supposedly the formation of new areas as a form of regions can improve people's welfare, accelerate an equitable distribution of development, improve the quality of public services, enhance the competitiveness of the region and establish good governance in the region. The development of new autonomous regions often does not reveal the phenomenon on purpose, but instead of forming a new dependency on the new autonomous regions to the central government. This fact leads to the mechanism of forming new autonomous regions reorganized by Law No. 23 of 2014.**

Keywords—*regional expansion; new autonomous regions; public welfare*

I. INTRODUCTION

The regional autonomy in Indonesia given by the government in order that development can be more effective, the quality of public services is increasing and the welfare of the people as the ultimate goal can be materialized. As the dynamics of local politics is getting stronger, narrowing the objectives of regional autonomy has occurs only toward "the establishment of regional" than necessary "regional arrangement." In the arrangement of the area includes the following activities: the establishment, merger, adjustment and evaluation capabilities and fostering autonomous regions (Ministry of Home Affairs, 2010).

It has been found that many formations of new autonomous regions tends to satisfy the interests of the local elite group for the sake of power, without considering more long-term interest to materialize an equitable distribution of development and public welfare, thus only making the new autonomous regions cannot be develop properly and independently.

II. THEORETICAL FRAMEWORK AND METHOD

This study employs Indonesia's decentralization as a case study. Accordingly, it uses several basic questions as a framework namely: how to evaluate the establishment of new autonomous regions, what factors encourage the formation of new regions, and how is the revision of the mechanism of formation of new autonomous regions implemented. Methodologically, in line with Yin (1995), case study employed as the data collecting technique to achieve the research objectives. The advantage of case study is on the research questions of "how" and "why" that leads to a set of contemporary events, where the researcher does not have the opportunity to control the events. Data is collected by revealing phenomena that Become research focuses. It is because the research is using triangulation technique. Result and Discuss.

III. CURRENT FINDINGS

A. Evaluation of the Establishment of New Autonomous Region

The Indonesian Ministry of Home Affair formed a team that is tasked with evaluating new autonomous regions. If the results of the evaluation show that the new autonomous regions are not able to improve the public welfare and not be able to push the equity in development, the new autonomous regions can be returned to their parent regions.This assessment team is working with a number of indicators which are focused on the region's ability to produce local revenues as a source of financing of the regional administration. The assessment will be more comprehensive if the focus of the ability to generate the local revenue is synergized with the regional capabilities in improving public welfare and bureaucratic competence in governance more broadly.

The results of the evaluation conducted by the Ministry of Home Affairs shows that in general the regional growth has not been able to encourage an equitable distribution of development and welfare of the community, but (the new autonomous regions) are still much dependent on the central government in financing their regions. The condition is caused by the low capacity of the regions in the search for their own

sources of revenue. The second finding indicates that the goals of autonomy to shorten the span of control of governance have not been proven yet because there are still many affairs of the new autonomous regions handled by the central government. Evaluation of the Ministry of Home Affairs shows that 80% of new autonomous regions are performing poorly, even some of them are declared failed. This failure is mainly caused by the unprepared region at the beginning of the transition period, especially in the first 3 years.

B. Supporting Factors in the Formation of New Autonomous Region

Proposed establishment of new autonomous regions is generally based on political interests reinforced by certain parties with the purpose of obtaining power and to get subsidies from the central government. The other factor leading to the formation of new autonomous regions is the desire of making public service closer to the community. With the far location of the capital, people in some areas find it difficult to access services provided by local governments.

The formation of new autonomous regions is not only related to the division of powers and the provision of subsidies from the central government, but also about the future of a region including the natural potential. When the consideration is based only on short-term interests, the new autonomous regions will not be able to advance and to be independent. The criteria "developed" include: per capita income, gross domestic income, human development index, public services, regional competitiveness in the economy and social resilience. This condition is a comparison between before and after becoming an autonomous region. Meanwhile, independent is defined as the ability to control and manage its own country, to finance part of the spending areas from the development of the region potential (Wasistiono, 2012).

C. Mechanism of Forming New Autonomous Region

Under the new policy, the establishment of new autonomous regions do not necessarily apply when an area has been set to become the new autonomous ones, but through several stages as a preparatory region. If the evaluation results in the region of preparation prove unable to encourage equitable development and improve the public welfare, central government can restore the region to its covering region.

Aims of the regions structuring policy in Indonesia are to improve the effectiveness of local governance, accelerate the improvement of public welfare, accelerate the improvement of the quality of public services, improve the quality of governance, enhance the regional competitiveness and maintain the uniqueness of local customs, traditions and culture of the region.

The scope of the region structuring in Indonesia comprise the regional division and merging of regions. Regional expansion (in the case of "region splitting" plan of Brebes Regency in Central Java Province) was running slow because according to regulations (Act No. 23 of 2014 on Regional Government) it must pass through the stages namely new preparation region and then set as the new autonomous region. To pass the preparatory stage requires a long way including the

assessment of regional divisions related to the basic requirements related to the three aspects of territorial and regional capacities and the fulfillment of administrative requirements, namely the approval of the relevant parties.

Firstly, the requirement includes: area, population minimal, boundaries, area coverage (for new province at least 5 regencies, for regency at least 5 districts and to the city at least 4 sub-districts), and limit minimal age of the origin regions (provinces 10 years, regencies/cities and sub-districts 7 years 5 years consecutively).

Secondly, the region capacity means ability to thrive in materializing the public welfare. This region capacity covers aspects such as: geography, demographics, security, social policy, customs and traditions, economic potential, local finance and local governance capabilities.

Lastly, the administrative requirements are the approval of the relevant parties. The development of the province needs the approval from the City or Regency Regional Council (Local Parliament) of the new development regions to be its area and approval of the provincial parliament with the governor of the province. Similarly for new autonomous regions, the level of regency/city requires similar approval on its level.
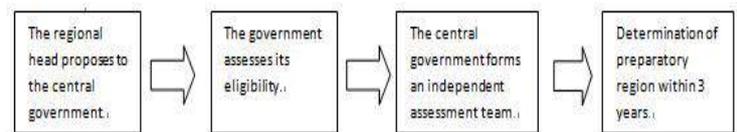
Figure 1. The mechanism for determining the preparatory region

This preparatory region will be evaluated within three years; and if the region does not meet the requirements, it will be returned to its origin region. However, if eligible, it can be approved as a new autonomous region. Preparatory region according to the "Big Design of Region Formation" is part of the autonomous region specially prepared to be a new autonomous region, by providing authority to run the government under the guidance and responsibility of the autonomous origin region.

Figure 2. Formation Mechanism of New Autonomous Region

The mechanism for forming an autonomous region as mentioned above is in a generally accepted standard mechanism for the establishment of new autonomous regions in Indonesia, but for a certain circumstances, it can be excluded for the formation regions of the state border, offshore islands and on studies conducted by the government.

Thus, the region formations are not going to be trapped by the desire of local politicians solely for the sake of some elite group desire who wants to get power from the formation of the region, but through long stages to ensure the benefit of new region for the welfare of the people. In addition to the improvements in the regulatory side, the government has

formed a great design for region arrangement in the year 2010-2025. This big design for the region arrangement is primarily intended to change the mindset that regional autonomy merely "local establishment" to "regional arrangement." This big design also requires the preparation stage which is a critical stage of the formation of new autonomous regions.

IV. CONCLUSION

Arranging region is not merely making an expansion or splitting a region, but it is much broader sense related to mergers, adjustment and evaluation of capabilities and fostering autonomous regions. Evaluation of a preparation region is a strategic activity in order to determine whether the preparatory region will be sustained as a new autonomous region or returned to its origin region. Therefore, the indicator of evaluation should be comprehensive and is not just limited to the ability of the preparatory region to generate their own revenue but also related to whether the implementation of the preparatory region can encourage an equitable distribution of development and the welfare of society as well as related indicators of good governance.

ACKNOWLEDGMENT

REFERENCES

[1] Albrow, M. (2005). *Birokrasi*. Tiara Wacana Jakarta.

[2] Charles, H., & Anne, D. (Eds.). (1994). *The post bureaucratic organization, new perspective on organization change*. SagePublication, Thousand Oaks, CA.

[3] Cheema, Shabbir, & Dennis, R. (1983). *Decentralization and development*. Baverly Hills, CA: Sage publications.

[4] Djohan, D. (2002). *Fenomena etnosentrisme dalam penyelenggaraan otonomi daerah (Ethnocentrisms phenomenon in regional autonomy implementation)*. A paper in workshop Desentralisasi, Demokratisasi, dan Akuntabilitas Pemerintahan Daerah (Decentralization, Democratization and Government Accountability), Diponegoro University, Semarang, Indonesia.

[5] Fukuyama, F. (1995). *Trust: The social virtues and the creation of prosperity*. New York, NY: The Free Press.

[6] Henry, N. (1995). *Public administration and public affairs* (6th ed.). Englewood Cliffs, NJ: Prentice-Hall.

[7] Jenkins, W. O. (2006). Collaboration over adaptation. *Public Administration Review, 66*(3), 319-321.

[8] McGuire, M. (2006a). Intergovernmental management: A view from the bottom. *Public Administration Review, 66*(5), pp. 677-679.

[9] Patterson, D. A. (2008). *Intergovernmental cooperation*. Albany, NY: New York State Department of State Division of Local Government Services.

[10] Rendell, E. G., & Yablonsky, D. (2006). *Intergovernmental cooperation*. Handbook. Harrisburg, Pennsylvania: Department of Community and Economic Development.

[11] Robert, K. Y. (1995). *Studi kasus, desain dan methode* (*Case studies, design and method*). PT. Raja Grafindo, Jakarta.

[12] Rouke, F. E. (1965). *Bureaucratic power in national politics*. Little Brown, Boston, MA.

[13] Thomson, A. M., & James, L. P. (2006). Collaboration process: Inside the black box. *Public Administration Review, 66*, 20.

[14] Wasistiono, Sadu, dkk. (2012). Parameter Daerah Persiapan: Penjelasan Teknis Pembentukan Daerah Otonom Baru dalam Desain Penataan Daerah, Jakarta, Kemitraan Bagi Pembaruan Tata Pemerintahan.

Part IV

Law Innovation

Public Rationality in China: an important cornerstone of social governance

Yang qianqian

Yunnan University of finance and economics law school

Boyuan Bldg., 237 Longquan Rd.

Kunming, Yunnan, China

(Helenyang69@gmail.com)

Abstract—Under the background of the conflict with multi-culture and the values, and the current politics, life, values are closely related, which help to relieve social contradictions. Public reason is a kind of rational cognition that is also a kind of public morality and the public body free and fair rational, the realization of social equality and justice and promote the harmonious development between the social public affairs, also the moral cognition and the unity. In the process of social development, public rationality is the important foundation of a harmonious society, which provides a measure of the maturity of the rule of law, and provides the value orientation for civic education.

Keywords—public rationality; social governance; democracy

I. Introduction

In the era of the coexistence of multiple cultures, public rationality has become an important concept in western political philosophy. However, the definition of the concept of public rationality has experienced Hobbes, Rousseau, Kant, Rawls, Habermas and other philosophers to explain it.

The concept of public rationality can be traced back to Hobbes's "supreme agent's rationality". According to Hobbes's opinion, people should obey the public reason and give up the rational judgment of the facts. Public rationality is the "supreme agent", but Hobbes did not explain why the "supreme agent" compared with individual rationality of superiority. Rousseau in "social contract theory" pointed out that "the law only considers the community of subjects and abstract behavior, but never consider a person and individual behavior." He thinks the public reason is that people abide by the common participation in the establishment of the law, also named "public opinion". Rousseau believed that people were born and free, in order to solve the contradiction between freedom and social conflict, the best way was to make laws and follow the law. The public rationality of Rousseau phase compared with Hobbes's public reason was more respect the freedom of individuals; the public reason is transferred from the hands of the "highest agent" in building their own. To some extent, Kant's concept of public reason inherits Rousseau's viewpoint. With the combination of Kant's reason and enlightenment, he thinks some subjective reasons lead that human is not able to use their rational, then after the enlightenment, the use of human's own reason, "from themselves in addition to their immaturity". However, the Enlightenment of public reason, he thought "the public to

enlighten itself, as long as they allow freedom", Kant regarded public reason as to a rational based on human freedom, also had the universality of human reason. Rawls's public rationality benefits from the influence of Kant's concept of reason. The difference is that he puts the public rationality in the political philosophy and no longer in the moral philosophy. He believes that public rationality is the rational principle used to dealing with public life, and it is not used to limiting the freedom of individual life rather to respect individual freedom as the premise. Rawls distinguished the concept between public reason and non-public reason. At the same time, he distinguished "rational" from "reasonable". The premise of freedom of public rationality shows its universality and public nature. Public rationality is a guide to public inquiry, and it also makes this kind of research into free and public. In addition to the political and philosophical significance of Rawls's definition of public reason, it also promotes the development of human rights, fairness and justice. He appealed to a rational, which was based on human freedom and respected for human equality to achieve a deeper level of public rationality. Habermas put forward to the concept of public sphere on the basis of public rationality. His works of the public sphere structure transformation criticized social problems on rational analysis. He will regard public realm of capitalism as a measure for analyzing the problems in the development of contemporary society and providing direction for the transformation and construction of contemporary society.

II. The Connotation of Public Rationality

Public rationality is a kind of cognitive rationality. The public reason combines the individual rationality with social reason, and from the individual's reason, in order to seek common and harmonious public reason, and to create a fair, equal and free public platform. The rationality of the public is not all the individual rational integration among the entire society, such integration is still dispersed for society and it can't play positive role, which is difficult to make the social to norms of equality and justice. The premise of the public reason is that every citizen can accept it, the purpose is to realize the equality and freedom of the citizens. It can be seen that the cognitive rationality of the public reason is fundamentally the cognition of democracy.

In terms of thinking, the public reason is a win-win way of thinking. And the way of thinking is influenced by the social and cultural background. For example, the Chinese traditional

culture aims at considering the global thinking, emphasizing the "harmony between man and nature", but there are many defects on the details of the deal. The role of public reason is to overcome the loopholes in all kinds of thinking and examine public affairs in the view of public reason. The cognition of public rationality is public, objective, overall, and win-win. The cognition of public reason first requires that the maximum of individual reason and beyond the individual reason can reach the balance of the society as far as possible, from the aspect of public interest. Secondly, the cognition of public reason is also objective, and should not be personal. Scientific analysis and treatment must be based on the objective facts. The cognition of the public rationality is also the totality, and carries on the conformity to all individual rationality. Finally, the public rationality is a win-win situation, which is in order to adapt to and deal with the differences and conflicts caused by multicultural background, so as to achieve the harmonious development of public subjects and to avoid the possible contradictions between the public. The cognition of public reason must respect the Democratic will of the citizen, but not be limited to the limitation of the right organ at present.

Public reason is a kind of public morals, advocating people from the point of view of the public interest of using rational norms of social behavior and the expression of ideas of justice. Contemporary public rationality and Hobbes were not different from the public reason proposed by the time that did not control in the sovereign, nor is it a strong means to force citizens to comply with the requirements of its. In order to realize the citizen's freedom, democracy, the public reason, must have certain public morals. In essence, the public morality is the public good that is, the citizen's obligation on the basis of fairness. In order to realize the effective development of public rationality and respect the premise of public rationality of civil liberty, fairness and justice, it is inevitable that the citizen should have the obligation to the public reason.

The establishment of public reason can effectively make the social order in a fair and equitable way. On the contrary, good social order can urge citizens to feel obliged to maintain and develop the public order, and have better support and reason for the public reason. Public moral needs to be established based on democracy for meeting the needs of civil society, and the establishment of the public moral need is established from a win-win situation, the overall level, public morals and public reason are closely related to. As the Eighteenth National Congress of the CPC the core values of the socialist view of prosperity, democracy, civilization, harmony and freedom, equality, justice and the rule of law, patriotism, dedication, integrity, kindness, these moral values are from the different level guide citizen life and the social order giving social development moral guidance provides, which is conducive to the sustainable development of society.

The public reason is the wisdom of the public affairs, which represents the public, public opinion, democratic. At the same time, the public reason is constantly developing, not only it can be effectively used in the current social expectations, but also need to adapt to the social development, and contribute to the progress of the society. Whether it is a country, a society

or a citizen, it needs to have a sense of public awareness. Current China's social development facing the unexpected mass incidents, a large part of the reason is that citizen is lack of public reason to judge things and the relevant departments to deal with unexpected events that does not have enough public reason to resolve social contradictions. Therefore, the public reason is very important for the development of social stability. From Kant's point of view, reason needs enlightenment, and the Enlightenment of public reason should be based on democracy, which is of great significance on the healthy development of our country.

On the one hand, public rationality is the rational thinking of the citizens to own; on the other hand, it is a rational analysis of the social stratification. Civil reason makes the citizen from the traditional passive dependent to become independent and active role. Rational citizen development is helpful to promote social fairness, freedom, alleviate social contradictions and enable citizens to be in a proactive way objective consideration of public affairs, and win-win perspective to regulate their own code of conduct and to promote social harmonious development.

III. The Important Value of Public Rationality to Social Governance

1.The public reason is the important foundation of building a democratic and harmonious society. In the context of diversified society, it is bound to produce various contradictions, the alienation of public affairs and individuals, and the failure of moral norms and so on. As a rational way of thinking, public rationality cultivates the concept of citizen independence and mutual benefit, which is helpful to the government's management of the society. "Public reason is various political subjects (including citizens, all kinds of community and governmental organizations) to the concept of justice, free and equal status, in the social and political of public affairs, such a long-standing cooperation system, were full of cooperation, the ability to generate public, can be expected that the governance effect." The construction of public rationality and social governance complement each other, which is a necessary condition for the rule of law to mature, and the development of public rationality can promote the practice of the rule of law society better.

2. The public rationality is a measure of the rule of law society that is mature or not. "The legalization of the state power and civil society are inseparable from the public reason; at the same time, public right and private right force, which is the trend of equalization of public rights and private rights marks maturity of society under the rule of law." Therefore, the public reason is the inevitable demand of the mature rule of law society. At the same time, the development of public reason is to follow the development of the times and adapt to the development of the times.

3. Public rationality is the value orientation of civic education. Civic education focuses on the basic values of social life to the citizens, and for adapting to the social and cultural, economic and political values. Fairness, justice and the equal rights of discourse development in respect of

contemporary society, the public reason in terms of cognitive, moral qualities of the citizens to enhance, cultivating moral quality of citizen cooperation, communication, tolerance, for equality, mutual benefit and win-win to solve social and life problems.

IV. Conclusion

Chinese society is in the stage of development, facing with various challenges brought by diverse cultural background, social contradictions emerge in an endless stream. On the one hand, China has long been influenced by the traditional culture, and the traditional culture has been difficult to meet the modern social mechanism and social ethics. At the same time, the traditional culture and the impact of modern culture, with the country's opening up, the Western cultural values and ethics of a large number of input, towards the domestic community, public affairs, as well as the great impact of the citizens. Western individualism and the traditional collectivism collide with each other, then the current society pay more attention to democracy, fairness and justice. Therefore, what are given to our country not only in culture, life, at the same time for politics, state governance, and other levels to bring a lot of challenges. On the other hand, the country did not establish a complete value system, which is the same as influenced by Western values, value view of mutual fusion and conflict, and even some extreme to consumerism, materialism, pragmatism guided by economic interest. And the establishment of the democratic system is not yet mature, although the country began to pay attention to democracy, but the lack of citizens in the sense of public awareness, often lead to many extreme public affairs. Moreover, there are still many social problems in the western society, and the values of their values are introduced into China, which leads to some confusion. Therefore, the public reason is very important to the social governance. Public reason is on behalf of the citizens in the fairness and justice of the public level common rationality, neither in a small fraction of an individual reason instead of the rationality of the whole society, nor abandon individual rationality, but to achieve the harmony of the individual and society and provides equal dialogue platform for citizens to live in freedom and democracy. The mature development of society needs the sound system and the rational development of the social citizen. In order to realize the ideal goal of harmonious coexistence of multiple values in Chinese society, the enlightenment and development of public rationality is of great significance to social governance.

Acknowledgment

References

[1] Habermas, Jürgen, (Trans. William Rehg) Between Facts and Norms: Contributions to a Discourse Theory of Law and Democracy, Cambridge, Mass.: The MIT Press, 1996, pp.45-62.

[2] Hobbes, T., 1640, the Elements of Law, in J.C.A. Gaskin (ed.) the Elements of Law, Natural and Politic, Oxford: Oxford University Press, 1990, pp.210-213.

[3] Hobbes, T., 1651, Leviathan, in E. Curley (ed.) Leviathan, Indianapolis: Hackett, 1994, pp.125-136.

[4] Plato, (Trans. G.M.A. Grube) Five Dialogues, Hackett Publishing Company, 1981, pp.59-67.

[5] Plato, (Trans. G.M.A. Grube) Republic, Hackett Publishing Company, 1992, pp.123-145.

[6] Rawls, John. A Theory of Justice, Harvard University Press,1971, pp.69-152.

[7] Rawls, John. Political Liberalism, Columbia University Press,1993, pp.59-123.

[8] Rousseau, Jean-Jacques, the Basic Political Writings. (Trans. Donald A. Cress) Hackett Publishing Company,1987, pp.8-42.

[9] Sandel, Michael, Liberalism and the Limits of Justice, Cambridge: Cambridge University Press,1982, pp.105-117.

[10] Vallentyne, Peter. (Editor) Contract arianism and Rational Choice: Essays on David Gauthier's Morals by Agreement. New York: Cambridge University Press,1991, pp.51-60.

An Approach to civilization of the rule by law of religious affairs

Nai Peng
Law School of Yunnan University of
of Finance and Economics
Kunming，China
(863193534@qq.com)

*Chen Xiaolong
Law School of Yunnan University
of Finance and Economics
Kunming，China
(672401796@qq.com)

Wang Yandi
the Tianjin High People's Court
Tianjin, China
(1017501272@qq.com)

Abstract—**Either guiding by the principle of fundamental rights in Constitution or driven by the innate characters of Civil Law, the Civil Law codification must consider the religion and minority issues. In fact, we are delight to see that substantial achievements of the religious legal person and religious property were gained. But it is not enough, when we took the systematic character of civil code and multitudes of facets to religious affairs into account. Meanwhile, the Legislative Affairs Committee of P.R.China has decided to boot up enactment of general principles as the leading part of civil legal codification. This part may involve legislative philosophy and fundamental rights effect and fundamental principles and resource of law and the civil subject system and civil juristic acts, even the personality law.**

Keywords—religious affairs; civil code; fundamental right

I. Introduction

The rule of law in religion have been lucubrated by numerous civil jurists who are willing to plead for the mass, plentiful and substantial achievements were gained.

Sun Xianzhong intensively studied the law systems of the religious legal person and religious property as early as 1990(Sun Xianzhong,1990）. In time of China's civil Code being compiled, issues of the religious legal person and religious property had gained wide attention. Article 84 of *General Principles of the Civil Law of the People's Republic of China (Draft, China law society)* definied of the religious legal person as a kind of legal body of financial group（China law society,2015）. Article 19 of *General Principles of the Civil Law of the People's Republic of China (Draft, Yang)* stipulated principle of freedom of religious belief (Yang Lixin, 2015). There were dichotomous classifications of legal system of religious legal person, either by social group or by financial group. Some jurists classified it by "profit organization/nonprofit organization" from functional aspect. Others suggested that the law systems of the religious legal person could be stated by a normal issue in Civil Law but should be legislated by a specific law from legislation aspect.

II. Codification of Civil Code and Rule by Law of Religious Affairs

A. Fundamental rights of religion must be upheld throughout the legal system

The Constitution and Civil Law are the basic law of civil life（Xie Hongfei, 2015）. Religious affairs involved law of education, employment, association, personality rights，property，contract and kinship. Thus, the rule of law in religion should be achieved by the corporation of public and private law under the rule of Constitution. The shortcoming of current dual administrative mode "Administration-Legal institution" of religious affairs could be overcome by innovation of the rule of law in religion-"broaden the application of Civil Law by switching from administration to govern "(Wang Liming, 2015). Fundamental rights must be upheld throughout the legal system, especially considering no Constitution Law suit would be accepted by the courts in China. So the legislation of private law of the freedom of religion belief in Constitution, construction and protection of the legal system of the rule of law of religious legal person and religious property is of great importance to improve religion administration, desensitize religious affairs，eliminate extremism in religious affairs, secularize religious affairs and promote the level of legalized management of religious affairs.

B. Civil code with the eyes of a mother looks religious affairs

Civil law cannot exclude the religious affairs by itself. "Wherever it is, the Civil Code is always considered as the core of legal system（Alan Watson，2005）. And rights-standard（Wang Zejian, 2009），the innate characters of Civil Law as rights standard endowed itself an self-evident important role in legal system, Civil Code with the eyes of a mother (Montesquieu) won't ignore the rights and interests of religions. The essence of Civil Code as "General-special provisions" (Wang Liming, 2015) was predestined that the interplay between Civil Code and rule of law in religion should not be limited in religious legal person and religious property but should be considered in an architectural view (Cui Jianyuan, 2014). The civil legal codification should face the history, future, citizen lives and national cultures, meanwhile maximize

the benefits through meticulous technology and systemization. We hold Privatautonomie as the first value of civil code, and also must show respect for the traditional values such as morality, developing for the people, harmony（Xie Hongfei, 2015）. Furthermore, the excellent ideals of traditional cultures and religions could pay the civil law back for making the rules strike roots in people's hearts （Wang Liming, 2015）. Therefore, either guided by the principle of fundamental rights in Constitution or driven by the innate characters of Civil Law, the Civil Law codification must consider the religion and minority issues.

III. Special Law of Civil Code and Religious Affairs

A. Civil law and fundamental right of freedom in religious belief

Specifically, German scholars put forward different doctrines: the direct effect theory, the indirect effort theory and "duty to protect" when they talked about the relationship between fundamental rights and Civil Law（Canaris, 2013）. It's a positive fundamental issue in our law system. According to these different doctrines, Civil Law approaches to protect this fundamental right of freedom of religious belief will be significantly different.

B. Source of Civil Law and religion

The Swiss Civil Code Art.1: the law applies according to its wording or interpretation to all legal questions for which it contains a provision. In the absence of a provision, the court shall decide in accordance with customary law and, in the absence of customary law, in accordance with the rules that it would make as legislator. In doing so, the court shall follow established doctrine and case law (Li Min, 2015). *The Swiss Civil Code* has confirmed three sources of law for the first time as established doctrine, customary law and case law. However, the relationships between canons, religious customs, ethnic customs and civil law, the principle of public order and good consideration required in-depth study.

C. Personality law and religion

Divergent views have existed as to the position of personality rights as an independent part in Civil Code or not (Long Weiqiu, 2012, 2013). Most scholars have agreed to the legalization of personality rights in Civil Code in China, although opposite arguments are convincing (Yin Tian, 2015). However, the personality right is highly abstract and hard to clearly defined, it was fist emerged from Constitution and once been sidestepped in Civil Code. Right of freedom of religious belief was naturally intimate to personality right, such as abstractness, origins and complicacy. But the relationship between them needed to be considered carefully. For example, religious rights of reputation are more complicated than common (there are multitudes of experience and information that we should evaluate and utilize from *Charlie Hebdo Event*) (Mu Mingchun, 2015). The relationship

between religious halidom and personalized things also needed to be pondered.

D. Real right law and religion

In property right chapter, the rule of law of religious affairs may involve the following parts: the fact rights of things of religion, religious neighboring relations, and ecclesiastical property rules and so on. For instance, Myanmar's decision to suspend the construction of Chinese-backed Myitsone dam, and ignoring local belief was probably a factor in the Myitsone dam decision (Li Li, 2015).

E. The legal acts and religion

The legal acts are subject to restrictions by fundamental right of freedom of religious belief. Obergefell v. Hodges, decided in June 26 2015, is a landmark of United States Supreme Court case in which the Court held in a 5–4 decision that the fundamental right of marriage is guaranteed to same-sex couples by both the Due Process Clause and the Equal Protection Clause of the Fourteenth Amendment to the United States Constitution. It is a complicated problem to solve the underlying contradiction between the Equal Protection of gays and right of freedom of religious belief. For instance, does a believer have right to refuse to service a couple of gays for his belief? In 2015, a couple of gays sued Furong district of Changsha civil affairs bureau for refusing their marriage applicants. Different kinds of rights and interests derived from fundamental right of freedom of religious belief have different effect basic on account of the distance between these kinds of rights and interests and personality rights.

F. The tort law and religion

Above all，there are many possible solutions for civilizing of fundamental right of freedom of religious belief. Perhaps we could create principle of freedom of religious belief，such as article19 of *General Principles of the Civil Law of the People's Republic of China (Draft, Yang)*(Yang Lixin, 2015); or applying principle of public order and good custom and tort law to protect religious rights; or protecting religious rights by creating special provisions in part of personality rights law. According to the regulation "this law is formulated for the purpose of protecting the legitimate rights and interests of civil subjects" of article 1 in Tort Law of the People's Republic of China, some jurists considered this law as a law of remedy. Even the norm of this law, tort liability different from tort obligation, has manifested its role (Long Weiqiu, 2012). The religious rights and interests must be protected and coordinated with general principles, the property right and obligation of right between the future Civil Code and tort law. The abstract nature of Civil Code did not necessitate itself to specific respond to these affairs, we could create only general and necessary provisions for regulating by special laws and developing it in practice to build up Civil Law mode with different department civil laws. In one word, only Civil Code is not the department mode of civil law we need.

IV. Conclusion Legislation of General Provisions of Civil Law is an opportunity for rule of law in religion

The Legislative Affairs Committee of P.R. China has decided to boot up enactment of general principles as the leading part of civil legal codification. "General Principles of Civil Law" is the basis of establishment of civil code (Wang Liming, 2015). Religious affairs may involve legislative philosophy and fundamental rights effect and fundamental principles and resource of law and the civil subject system and civil juristic acts. Furthermore, scholars have not come to an agreement on whether the personality right should be an independent part of civil code. But the personality right will be close to the general principles under any possible mode. Confined to the length of the thesis, we just discussed issues of legislative philosophy and fundamental rights.

A. Legislative philosophy and religion

Relationship among law, religion and morality is a classical and enduring topic (Roscoe Pound, 1924). While law does not compel people to pursue some faith and virtues, it also does not prevent and restrict pursuit for faith and virtues. Furthermore, it is very important to prevent mankind against depravation by the mysterious hand of the legislator, and the legislator's virtue is of same importance. According to "religious prosociality hypothesis" (Ahmed, A. M. 2009), Social scientists and folk wisdom both claimed that there was an association between religiosity and prosocial behavior. The legislator should show their understanding and respect to religious affairs, facing up to positive effect of religion. Indeed well-ordered Chinese religious ecology may promote civil code melting into our national life. For example, culture of Buddhist religious disciplines and principle of public order and moral may complement each other (Ma Zhiguo, 2010).

B. Fundamental right of freedom of religious belief

Article 36 in *Constitution of China* stipulates:

"*No state organ, public organization or individual may compel citizens to believe in, or not to believe in, any religion; nor may they discriminate against citizens who believe in, or do not believe in, any religion. The state protects normal religious activities. No one may make use of religion to engage in activities that disrupt public order, impair the health of citizens or interfere with the educational system of the state. Religious bodies and religious affairs are not subject to any foreign domination.* "

From the fact that freedom of religious belief involves education, employment, association, personality rights, property, contract, kinship and so on, we can conclude that the right must suffuse the civil law system. It is logical to protect the fundamental freedom of religious belief in Constitution by enact of private law in Civil Lay codification to implementation of freedom of religious belief. It is usually agreed that Pandekten System should be applied in civil law, protection of the fundamental right of freedom of religious belief by civilization approach means constituting the basic claim procedure of that right. At the same time, the fundamental right of freedom of religious belief of article 36 of *Constitution of the People's Republic of China* could be split into three aspects, the freedom of religious belief right, the equality of people choosing religious belief, the ability of free legal religious exercise. The approaches and effect of the three aspects of article 36 of constitution are different according to their characters.

References

[1] Sun Xianzhong (1990). Consortium legal person property rights and religious property ownership problem, Study of science of civil law. (in Chinese)

[2] China Law Society (2015). *General Principles of the Civil Law of the People's Republic of China (Draft, China law society)*. (in Chinese)

[3] Yang Lixin (2015).*General Principles of the Civil Law of the People's Republic of China (Draft, Yang)* (in Chinese)

[4] Xie Hongfei (2015). The civil code and human virtue. China Law Review. (in Chinese)

[5] Wang Liming (2015). The compilation of civil code in comprehensively deepening the reform. China Law science. (in Chinese)

[6] Alan Watson, Li jingbing and Yao Xinhua translated, (2005). The making of the civil law. China legal publishing house.

[7] Wang Zejian (2009). General principles of civil law. Peking university press. (in Chinese)

[8] Cui Jianyuan (2014). Several problems must be solved before the codification of civil code. Tsinghua Law Journal. (in Chinese)

[9] Canaris. Grundrechte und Privatrecht,-eine Zwischenbilanz-,Berlin,New York 1999.

[10] Li Min (2015). The Famous Art ．1 of Swiss Civil Code: Legal Thoughts ，Methodology and Judicial Practice. Journal of comparative law. (in Chinese)

[11] Long Weiqiu (2013). The basis of China codification of civil code. Journal of China University of Political science and Law. (in Chinese)

[12] Yin Tian (2015). A Re－criticism of Personality Right as an Independent Part. Journal of comparative law. (in Chinese)

[13] Mu Mingchun (2015). Right of freedom of speech over the controversy. Journalism and Communication. (in Chinese)

[14] Li Li (2015). Using the ISO26000 to improve go-global Chinese enterprises. Journal of University of International Business and Economics. (in Chinese)

[15] Long Weiqiu (2012). Basis and developments of tort law. Social science in China. (in Chinese)

[16] Ahmed, A. M. (2009). Are religious people more prosocial? A quasi-experimental study with madrasah pupils in a rural community in India. Journal for the Scientific Study of Religion, 48(2), 368–374.

[17] Ma Zhiguo (2010). Study on he Relation between Buddhism and Modern Secular Law. Journal of Xi`an Jiaotong University (social science). (in Chinese)

Research on Reform of County-level Administrative Law Enforcement in View of Law-based Government

Li Kun
School of Public Administration
Yunnan University of Finance and Economics
Kunming, China

Abstract—County-level administrative law enforcement includes the city administrative law enforcement of county-level cities and rural administrative law enforcement of countryside areas, which is featured with comprehensiveness, orientation of rural policy, regional characteristics, etc. On the issues that the existing county-level administrative law enforcement system is not going very well, duty division is not clear, law enforcement efficiency is not high and so on, this thesis proposed that we should step up the construction of law-based government and the reform of super-ministry system to promote the integration of county-level administrative law enforcement subjects, allocate law enforcement power reasonably and innovate more efficient ways to enforce the law.

Keywords—county-level government; administrative law enforcement reform; path choice

As a part of government functions transformation, reform of administrative law enforcement plays a critical role in administrative system reform. Administrative law enforcement system relates various respects such as law-executor, authority, content, procedure, way and supervision of law enforcement. The Central Committee of the Communist Party of China released "Decisions on a number of important issues in relation to comprehensively implementing governing the country by law". It says that the government is committed to promote comprehensive law enforcement to reduce the ranks of law enforcement types both in city and county level of government; The management of administrative law enforcement of city and county levels of government is to be improved and the leadership is to be unified and coordinated. City and county-level administrative law enforcement is the specific embodiment of the whole administrative law enforcement system. However, there are still some problems in our country's administrative law enforcement system. For example law enforcement may be duplicate, repetitive and troublesome for the residents. The ultimate aim of promoting the reform of county-level administrative law enforcement is how to solve these problems and how to benefit the most people. The reform of administrative law enforcement is the inevitable choice of constructing law-based government.

I. Administrative Law Enforcement Reform is an Inevitable Choice of Law-based Government Construction

A. The County-level Administrative Law Enforcement Reform is the Inevitable Result of the Super-ministry Reform

Since 2013, the State Council launched the super-ministry reform to transform the government's administrative functions and optimize its organizations. The super-ministry reform is to make up super-large government department by reorganizing and combining government sectors. And these sectors are integrated with correlative departments according to their functions. The super-ministry aims to get a sector provide more kinds of services. This combination can help related affairs be dealt in only one sector, so that the administrative efficiency can be totally improved and the cost will be reduced. Since functional departments of county-level government are set up integrally and specifically, the government must carry forward the super-ministry reform by integrating sectors with similar functions and downsizing administrative organizations. And some malpractices like poly-execution, duty overlapped, barriers between different levels, inefficiency and difficulty for coordination in a same level , all of which must be eradicated. County-level administrative law enforcement is primarily decided by various administrative functional sectors, laws and regulations, departmental rules and administrative decisions. It aims to maintain normal social order. Its essence is to fulfill the corresponding government functions through law enforcement activities. As super-ministry reform bringing out the reform of county-level government functions and the relocation of government institutions, county-level administrative law enforcement system also needs to reform and reconstruct to keep up with the change of its functions. Therefore, to promote the county-level administrative law enforcement reform is the inevitable result and the realistic choice of the super-ministry system reform.

B.   County-level Administrative Law Enforcement is the Critical Step to Strengthen the Law-based Administration

The Third Plenary Session of the 18th Central Committee of the CPC made a "Decision on some major issues concerning comprehensively deepening the reform". This decision has made it clear that "to promote the construction rule China by law" is a strategic objective, and pointed out that "to build the rule of law in China, we must uphold the rule of law, governance and administration according to law together, and uphold the rule of law, law-based government and law-based society." At the same time, China should take deepening reform of administrative law enforcement as its major objectives and tasks when practice rule by law.

The value of rule by law is on implementing it. The most important executive body of the legal system is administrative organization. Law enforcement is undertaken by the executive authorities as the most important daily activities. It is the main approach to implement laws and regulations, and manage the political, economic, social and cultural affairs by law. It also helps the government to achieve its functions. At present, 80% of the law and 90% of almost all local regulations and administrative rules are executed by the executive authorities.[1]County-level administrative law enforcement is the foundation of our law enforcement system, which bears the primary law enforcement responsibilities and tasks. It should be said, the county-level administrative law enforcement is a major force in the entire national administrative law enforcement system. Its fundamental position in our government law enforcement system determines whether we can build clear responsibilities, code of conduct, effective supervision to ensure effective county-level administrative law enforcement system And it will be crucial for us to build law-based government and administration according to law.

II. THE SCOPE OF COUNTY-LEVEL ADMINISTRATIVE LAW ENFORCEMENT REFORM

A.   The Connotation of County-level Administrative Law Enforcement

Administrative law enforcement is a relatively rich and complex concept. In a broad sense, administrative law enforcement refers to the state administrative organs implement a given legal power and ways in accordance with the terms of reference and modalities. In the narrow sense, administrative law enforcement refers mainly to administrative penalties, supervision and administrative enforcement, while some scholars also believe that administrative approval also belongs to the scope of administrative law enforcement.

County-level law enforcement is a relatively comprehensive concept, which is based on the concept of a

particular county-level administrative divisions for the proposed boundaries of time and space. At the same time, the county-level administrative law enforcement is the basis of the longitudinal part of the administrative law enforcement system. And it has most direct, significant and specific impact on citizens' interests. We believe that the county-level administrative law enforcement refers to administrative law enforcement agencies and law enforcement personnel to achieve administrative goals in the county administrative areas, according to the statutory powers and legal procedures, enforcement of laws, rules, regulations and executive orders higher levels of government. It directly practices power on specific person and certain administrative affairs some certain administrative services mainly like administrative penalties, administrative inspection, administrative supervision and administrative coercive measures. Thereby it will affect and change the relative rights and obligations to maintain external administrative acts related to public interests and social order.

County-level administrative law enforcement does not include that the administrative counterparts initiatively apply and the administrative sectors give benefits to the administrative counterparts including administrative licenses, confirmation and approval, etc. while not including abstract administrative behaviors which do not affect the specific counterpart like administrative decisions and commands. The breadth, complexity and scope of the particular county's economic and social activities determine the county administrative enforcement inclusive, comprehensive, agricultural policy, regional characteristics. It is an administrative law enforcement category with a particular spatial and temporal scales.

B.   The Scope of County-level Administrative Law Enforcement

Determined by county social and economic structural characteristics of the county law enforcement, county-level administrative law enforcement covers not only the administrative law enforcement in urban areas, its scope is broader than the city's comprehensive law enforcement. County-level administrative law enforcement consists of two areas: First, county-level cities as the core of the city administrative law enforcement. Second, the vast rural areas as the main agricultural and rural law enforcement.

County-level city administrative law enforcement is within the scope of city-level administrative law enforcement. Throughout the reform process, administrative law enforcement of the city has gone through several stages including the departments administrative law enforcement, joint law enforcement, the relative concentration of administrative punishment as well as the city's comprehensive administrative enforcement. In 2015, the central government issued "Opinion on Advancing Urban Law Enforcement System Reform and Improved Urban Management", which regards "promote the comprehensive administrative enforcement" as a momentous mode of governance to improve urban management and advance the standards of urban management and the quality of its service.

---

[1] Yan Shuhong. Deepen the reform of administrative law enforcement system．Guangming Daily, Nov. 27th, 2013，2nd edition．

This guidance clearly defines the scope of responsibility of urban management including major municipal management, environmental management, traffic management, emergency management and implementation of urban planning and management. [2]However, each urban management field relates to administrative penalties, administrative inspection, administrative supervision and administrative coercion law enforcement activities. Its specific range mainly includes the municipal construction(including the construction of public facilities, housing construction, etc.), urban environmental management, transport operation management and other fields. These fields are also present the main functions of the county level administrative law enforcement departments.

Another important field of county-level administrative law enforcement is law enforcement in the rural area. It mainly refers to the administrative law enforcement related to rural agriculture, areas that are closely related to agriculture, forestry, water conservancy, environmental protection and land. Rural administrative law enforcement is featured with "Agricultural policy" of rural properties, which determines its differences against urban administrative law enforcement. The main difference is that it is directly associated with agriculture, such as administrative checks, supervision and punishment of agriculture seeds, fertilizers, arable land, aquaculture, forests and. It can influence the stability of agriculture development more directly and specifically. There are some similar fields between the city and rural county administrative law enforcement, such as urban and rural housing construction, environmental protection, business management and other fields. Therefore, the county-level administrative law enforcement reform must be integrated with city and rural county administrative law enforcement. To build a comprehensive county administrative law enforcement system, it can coordinate and promote the integration of urban and rural county administrative law enforcement system.

III. The Present Situation and Problems of County-level Administrative Law Enforcement in China

A.   The Present Situation of County-level Administrative Law Enforcement in China

Tracing back to the history of administrative law enforcement reform, the reform of administrative law enforcement in China began at "relatively centralized administrative punishment" pilot work after the " Administrative Penalty Law " in 1996. From 1997 to 2002, there are 23 provinces and 79 cities, including three autonomous regions---Beijing, Tianjin, Shanghai, and Guangdong province and Heilongjiang province. In 2002,

---

[2] The CPC Central Committee   the State Council "Opinion on Advancing Urban Law Enforcement System Reform and Improved Urban Management，Dec. 24th, 2015．Xinhua online, http://news.xinhuanet.com/politics/2015/12/30/c_1117631143.htm，December 30th, 2015．

having concluded the experience of this pilot work, the State Council promulgated the "decision on further promoting the relatively centralized administrative punishment work," ([2002] No. 17), authorized provinces, autonomous regions and municipalities that they can carry out a relatively concentrated administrative punishment work in the discretion of the administrative district. With the pilot project spreading across the board, the administrative law enforcement reform constantly enrich the connotation of development and implementation of comprehensive administrative enforcement, which is gradually being put on the agenda of government reform law. In the same year, the State Council forwarded " view on the rectification of administrative law enforcement team, the implementation of comprehensive administrative enforcement pilot ", deciding to start pilot in Guangdong and Chongqing. Other provinces, cities and districts were selected to 1-2 prefecture or county mainly related to the fields of urban management, agricultural management, environmental resource management, cultural market management, transportation management. Comprehensive law enforcement reform officially started. Throughout the national comprehensive reform pilots of administrative law enforcement, it mainly included city management, cultural market, agriculture, resources, environment, transportation, and food and health fields.

For a long time, under the economic and social impact of traditional rural and urban "dual" structure, the county administrative law enforcement has not received the attention it deserves. County-level administrative enforcement system reform has subordinated city administrative law enforcement for a long time. County-level city is mainly focused on the relatively centralized administrative punishment pilots and comprehensive administrative reform and reform of law enforcement in all areas. From the problems reflected by the reform, county-level administrative law enforcement is similar to the city administrative law enforcement. There is also the authority weakened longitudinal and transverse dispersion of administrative law enforcement, law enforcement agencies fragmentation, low efficiency of law enforcement, simple and extensive administrative enforcement methods. In recent years, some local city and county governments run a useful exploration in deepening the reform of administrative law enforcement, such as integrating law enforcement body, relative concentrating law enforcement powers, implementing joint law enforcement departments, promoting comprehensive law enforcement, establishing system of law enforcement responsibility, innovating law enforcement methods. Modifications in the reform of rural county administrative law enforcement, there are comprehensive administrative enforcement reform. Since 1999, pilot on comprehensive law enforcement being launched, the original "seven eight stations----overlapped sectors were set in prefectures" had decentralized punishment exercise, which in 2005 has been centralized. At that time, the country had 30 provinces (both autonomous regions and municipalities), 1,539 counties (local cities) carrying out rural comprehensive cooperative enforcement and setting up a universal comprehensive agricultural law

enforcement agencies.[3]The reform of administrative law enforcement had a positive meaning to promoting the rule of law of county-level administrative law enforcement reform, standardization of content, standardization of enforcement procedures and scientificaction of enforcement instruments.

B. The Present Problems of County-level Administrative Law Enforcement in China

1) Divisions of administrative law enforcement duties is not clear, boundaries of law enforcement functions and management functions are fuzzy

When administrative law enforcement subject implement laws and regulations, the implementation of administrative enforcement is outside the legal system of the administrative act, which is also an important way to fulfill administrative functions. After relatively centralized administrative punishment reform pilots, county government departments have become the comprehensive administrative law enforcement departments related to main fields like agriculture, transportation, food safety and health. And to assume a plurality of original features within the executive departments different functions or administrative subject, the reform merged the functions of them into the newly established administrative law enforcement departments. However, during the process of segregation of duties, due to the existing institutional hinder and sectors' interests bound, division of power of county-level administrative law enforcement between the executive parts are not clear, especially for some administrative enforcement power divisions mainly like administrative supervision, administrative prosecution, technical inspection. And with implementing super-ministry system reform, county government departments, agencies and their functions are facing a new round of integration and restructuring. Departments functions are overlapped between law enforcement sectors and administrative sectors. Law enforcement functions residing administrative functions are quite prominent. And some department rules have no clear boundaries between administrative management functions and law enforcement functions. These all lead to the management activities of the original administrative departments and the law enforcement activities cross and conflict.

2) Integrations among law enforcement agencies have not been done enough so that horizontal coordination is difficult

Our county government agency system is organized relatively completely, which generally corresponds to provincial and municipal departments. This kind of organization model can effectively implement the higher level policies, but it can also lead to division of functions of government departments and county institutional settings. Some of the government departments with similar functions are lack of effective integration. In the field of administrative law enforcement, part of the economic and social management affairs are allocated to different departments, such as the main law enforcement subject of rural water sources is managed by environmental protection departments, and agricultural water managed by the agricultural sector, food and drug safety in production managed by the food and drug supervision, while food sales run by administrative department for industry regulation.

It is bound to make the administrative difficulties that different segments of the same matters of administrative law enforcement subject is divided to different regulatory departments. What is worse, there still exists the lack of regulatory convergence and cooperation between these departments, which makes the process's coordination difficulty. And it can finally leads to "power vacuum" of the administrative law enforcement that is called the "dozens of top hats can not control a little hat". At the same time, the fuzzy boundaries between functions of the administrative and law enforcement also make coordination of administrative law enforcement departments and administrative management departments difficult. This deep rooted institutional conflict is a major obstacle to deepening the reform of administrative law enforcement.

3) Procedures of administrative law enforcement are not standardized, ways of law enforcement are not scientific

Administrative law enforcement activities belong to external administrative behaviors which mean the administrative subject inspects, supervises or even punishes whether administrative counterpart abides by relevant laws and regulations. Over the years, many county administrative law enforcement agencies and law enforcement personnel lack of awareness of the rule of law when engaged in administrative law enforcement activities, especially lack of awareness of proceedings. In addition that citizens of the county lack of awareness of their rights, all led to administrative law enforcement agencies lack of a comprehensive and accurate understanding of the law enforcement subject legality, applicable laws, enforcement procedures and enforcement tools when implementing administrative law enforcement activities. At present, there still exists misconducts and other illegal practices in varying degrees during the county-level administrative enforcement process such as the main law enforcement subject disqualification, violation of procedure and inappropriate applicable laws. Especially simple and extensive ways of law enforcement impact the authority of the county administrative law enforcement activities, which is brought out by the serious deficiency and random law enforcement of part of law enforcement leaders and staff's legal awareness and legal literacy. So a number of administrative law enforcement activities are criticized by public people.

---

[3] Gao Xiaoping, Shen Ronghua．Promoting the reform of Comprehensive law enforcement system: effect, problems and resolutions [J]．Chinese Public Administration，No.5, 2012．

A. To develop county's economy and promote the reform of government functions, fields and power allocation of county-level administrative law enforcement should be clarified

Government functions is the logical starting point of the operation of the executive power, but also the main basis for the implementation of administrative law enforcement. Currently, we steadily implement the reform pilot of "county directly under the provincial government" and the super-ministry system reform of the administrative system, which will help promote the transformation of county government's functions, optimize resource allocation. To ensure that the transformation of government functions can promote economic development, strengthen market supervision, intensify social management and improve public service, thus the county government administration and administrative capacity levels can be gradually improved. County government fulfills its administrative functions mainly through the implementation of laws and regulation. Therefore, when implementing the reform of county-level administrative law enforcement, its critical aim is to transform the government functions so that some main areas and power allocation of the county administrative law enforcement can be to further clarified. First, scopes and boundaries of the administrative law enforcement should be divided scientifically and clearly, particularly the management functions of government executive department and the law enforcement functions of law enforcement departments should be defined clearly. So the problems of functional overlap and conflicts can be resolved between the administrative activities and enforcement activities. Second, the administrative enforcement responsibilities should be further integrated, the coordination and cooperation between different law enforcement agencies should be strengthened, in particular, convergence of law enforcement activities should be strengthened effectively in relevant field, such as industry and commerce administrative law enforcement, law enforcement on food and drug safety, environmental protection and agricultural administrative law enforcement, therefore administrative law enforcement process can achieve seamless docking.

B. Taking Super-ministry System Reform as an Opportunity to Promote the Integration of County Administrative Law Enforcement Subject

In recent years, the county administrative law enforcement reform has gone through the joint law enforcement, the relatively concentrated punishment of administration, administrative law enforcement responsibility, comprehensive administrative and law enforcement reform, which has played an important role in making county administrative law enforcement more scientific and, institutionalized and standardized. With further promoting the super-ministry reform, the administrative functions of county government is facing a new round of re-relocation. And to transform functions, the administrative departments reforms are being carried out steadily. Correspondingly, the law executive power of the county-level administrative law enforcement are appropriately adjusted and re-relocated along with transformation of government functions and institutional reforms. In a result, comprehensive administrative law enforcement bureau have set up in various fields, such as comprehensive administrative enforcement bureau of following fields---- agriculture, transportation and the cultural market, etc. These are new requirements proposed to administrative law enforcement activities by transformation of government functions and restructuring. It is also the inevitable choice if administrative law enforcement activities actively adapt to the super-ministry system reform. In the future, we should implement a comprehensive county administrative law enforcement as the starting point to promote the further integration of the county administrative law enforcement subject. And law enforcement authority and the responsibility of the county administrative law enforcement subject should be unified. In particular, it is important to make the appropriate administrative inspection, administrative supervision, administrative enforcement and other law enforcement activities as the specific responsibility under the appropriate law enforcement subject, not just placed under administrative punishment.

In addition, professionally technical administrative law enforcement activities should also be carried out under further improving the conditions for the transfer of software and hardware of law enforcement subject. And the subject, basis and standards of administrative law enforcement should be more standardized and reasonable.

C. Changing the Core Concept of Administrative Law Enforcement, Promoting the Innovationof Ways and Means of Administrative Law Enforcement

With modern management concepts gradually getting into the public administrative practices and a general increase in awareness of civil rights, the construction of the rule of law government, responsible government, service-oriented government has become an important goal of the new era when promoting governance model reform. Function of county government departments is gradually transformed into maintaining market order, strengthening social management and public service delivery, and establishing a good public service concept has become an inevitable requirement of administrative sectors and their staff. County administrative law enforcement activities is essentially administrative subject performing its functions and tasks. And it also requires law enforcement subject to establish the concept of public service in the implementation of laws and regulations, and service awareness must be enhanced, not only in the implementation of administrative examination and administrative oversight and also in the course of the implementation of administrative penalties. In the practice of administrative penalties, punishment should be combined with education, at least punishment is a means not its goal. We must resolutely put an end to administrative

penalties, especially fines as a sector assessment indicators. We should prohibit disguised forms and means to link fines and sector performance, and strictly enforce the separation of the penalty payment system. At the same time, we should take innovative ways to carry out law enforcement activities in the process of law enforcement, including administrative guidance, administrative contract.

V. Conclusion

In summary, promoting county-level administrative law enforcement system reform is a necessary requirement to improve the governance structure and build service-oriented government, the rule of law government. Through analyzing and summarizing the situation and problems existing in connotation, function, present law enforcement situation of law enforcement, this thesis analyzed the current difficulties faced by the county administrative enforcement system reform, put forward that we should further rationalize the county government management system, integrate administrative law enforcement power, optimize administrative law enforcement legal guarantees, a clear the relationship between rights and responsibilities, strengthen horizontal coordination between administrative law enforcement departments, standardize administrative law enforcement activities, innovate law enforcement ways and means, improve the efficiency and level of law enforcement.

References

[1] Jiang Ming'an. Research on administrative law enforcement [M]. Beijing：Beijing University Press，2004．

[2] Wang Jingbo. City management and administrative law enforcement[M]．Beijing：Research Press，2011．

[3] Zheng Caifa . Countermeasures and proposal to deepening the reform of county-level administrative law enforcement [J]．Chinese Public Administration，2015，the 10th edition．

Legal Culture Innovation in Chinese Regional Public Service in Sustainable Development Perspective

Guo Xinyu

School of Public Management
Yunnan University of Finance and Economics
Kunming, P.R. China, 650221
(gxy0871@163.com)

Abstract—**It's to cultivate and develop regional public service legal culture for socialism with Chinese characteristics constantly, and inject new energy for sustainable development of China to make the whole society become prosperous, democratic and civilized, finally realize the goal of law-based governance civilization, which is great significant to promote the construction of the rule of law in China, and the operation of the rule of law practice. At present, unbalanced regional legal culture development will hinder the sustainable development course. The thesis analyzes legal culture status and problems of regional public services in China now, and propose legal culture innovation in legislative concepts, legal systems and institutions, etc, as to achieve the goal of regional sustainable development.**

Keywords—legal culture; regional public service; sustainable development; innovation

I. INTRODUCTION

An important factor that has influence on regional sustainable development is regional culture, which refers to the culture obviously related to geographical locations and evolving in history. Regional culture could reflect regional public service situations and people's participation in sustainable development. Regional sustainable development is closely coordinated with various factors like society, culture, economy and so on.

Optimizing regional public services is the objective requirement for promoting regional sustainable development, but the conflicts between actual requirements of sustainable development and backward awareness, concepts and institutions related to regional public services hinder the sustainable development course. The inconsistency legal culture is one factor that holds back the course [1].

II. THE MECHANISM OF REGIONAL PUBLIC SERVICE LEGAL CULTURE INNOVATION PROMOTING REGIONAL SUSTAINABLE DEVELOPMENT

Generally public service refers to "the public service that covers education, medical care, health, etc. and could satisfy and cover survival and development requirements of all citizens"[2]. Regional public service means analyzing public services in the angle of regional supply, while the basic institutions should be involved in general strategies for sustainable development [5]. Otherwise, it not only damages

concepts of regional public service legal culture suggest legislative concepts, legal systems and legal institutions, etc. in regional public services.

In theory, legal culture does not only have the attribute of resources, but also historical succession and co-melting attributes. Legal culture is not unchanged, and its historical succession shows its developmental inevitability. Similarly the co-melting also proves the developmental innovation. Meanwhile, co-melting is also the driving force for legal culture development, too.

Sustainable development mechanism of legal culture innovation driving area in regional public services is mainly displayed in the following respects:

A. Legislative Concept Innovation in Regional Public Services Promotes Regional Sustainable Development

Legislative concept runs through legislation, and it is the important yardstick to persist always [3]. Therefore fairness and efficiency are inevitable. Fairness is one of the conditions to support sustainable development, and sustainable development is possible only when fairness develops. In pursuit of high efficiency, stress on overall revenue, comprehensive revenue and best revenue is the important embodiment of high efficiency principle in sustainable development. In the course of optimizing, strengthening or completing public services, persisting in scientific legislation and sustainable development in the course also meets inevitable requirements of scientific development concepts [4].

B. Legal Institutions Innovation in Regional Public Services Promoting Regional Sustainable Development

Institutions include formal ones, such as laws, rules and regulations; and also informal ones, such as code of conduct agreed by people to comply with collectively.

Actual regional development must be based on persisting in scientific development concepts and meeting sustainable development requirements. Legal systems and institutions are established according to actual circumstances of China, instead of regulations resulted from administrative area classifications and hard to cater for overall development. The established legal

the quality of public service supply, but also is not conducive to the protection of citizens' right to public service. Only based

on the coordination of regional public service, formulate corresponding management mode and institutions, in order to ensure the sustainable development of regional social, cultural, economic and environmental.

C. Legal System Innovation in Regional Public Services Promoting Regional Sustainable Development

Sustainable development is the general strategy involving economic policies, fund mechanism, science & technology and education, population and social security, environment protection, natural resources protection, etc. In fact, the implementation is not realized overnight. Seen from its impact on global society, sustainable development brings a revolution to the world, and the reform includes national policy integration, national institutional reform and national law innovation. Good legal system is the foundation for benign social development, and meanwhile decisive conditions to realize ambitious modernization goals. The author thinks that to build a complete legal system, sustainable development strategies should be established in constitutions; to the "environmental protection law" as the core to establish the legal system of environmental resources; meanwhile, legal systems concerning economy, civil affairs and society security should be completed and amended accordingly. Besides, criminal laws, administrative laws and procedural laws should be amended correspondingly; To establish the guiding ideology of ecological security in the science and technology law; Actively participate in the International Convention on Sustainable development.

III. CURRENT STATUS AND MAIN PROBLEMS IN REGIONAL PUBLIC SERVICES IN CHINA

A. Current Legal Culture in Regional Public Services

Under the political system of central high centralization, administrative units work in their own ways. Administrative classification of China shows clear separation, partition, etc. and spans the rights scope and administration area of single administrative subject, thus resulting in quite much difference of different regional public services in different provinces, cities and even in nationality and non-nationality areas,[6] which also makes the Chinese regional public service legal culture is highly distinctive. On the whole, there are altogether three completely different legal cultures coexisting due to historic reasons: firstly Hong Kong legal culture, of which the legal institutions completely transplants British laws and displays intensive British and American law system features; secondly, Macao legal culture, which transplants Portuguese laws, displaying continental law system features ; thirdly, socialist culture which exists in Mainland China as the mainstream culture. The conflict of these three regional legal cultures becomes increasingly apparent after the return of Hong Kong and Macao, and also hinders development of our country's legal culture.

Socialism legal culture plays a key role in Mainland China, but legal culture is different in different provinces and cities, so regional legal culture conflicts are increasingly evident.

regional limitations. Therefore, it is urgent to establish and improve the public service system and promote the legalization of the service oriented government.

B. Main Existing Problems

1) Shortage of Legislative Concepts for Sustainable Regional Public Service Development

In terms of legislative concepts, the idea that law exists only as a tool is held by some people. Current systems are severely unmatched with actual development and drag the social development course [7], mainly displaying in the following respects:

Extreme unbalance of regional development, including the regional ecological and regional development is mainly displayed in the following respects: some areas are teemed with resources, while some other areas are in shortage; some areas own all conditions for good development, while some other areas are in the predicament of low output value, severe pollution, etc. All of these unfair on regional development, so that different regions appear very different in the pursuit of sustainable development outcomes.

The unfair legal policies lie in preparation and implementation, i.e. formulating and implementing policies. In terms of policy formulation, there are unfair policies in terms of prices, taxation, industry, investment, labor, etc. In terms of policy implementation, different policies are executed in different areas and people, i.e. developed areas and backward areas, the rich and the poor; so laws are unfair and unreasonable. Laws are not enforced justly in front of everyone, because of different people, different places, different things, different powers and money , etc. in the enforcement of law deviation.

2) Incomplete Legal Institutions in Regional Public Services

Firstly, only some policy guidance and development planning guide the regional development in current stage, which are not laws, so they don't have oughtness of laws and therefore hinder overall regional development. Secondly, regional development is inconsistent due to some reasons, such as terms of offices of leaders. Besides, local legislation is more active than central legislation, so there are legislative conflicts between national and local levels. In order to realize sustainable regional development, legal institutions meeting actual circumstances of a specific area should be formulated under the condition of fully understanding the regional supply and demand.

Seen from the current situations, local governments of every level have made explorations and attempts for regional sustainable development. Basic modes are: (1) Legislation in the form of governmental regulations and rules, for example "Service Regulations of Hunan Province". (2) System guarantee by making governmental planning, such as "Basic Public Service Equitable Planning of Guangdong Province" (2009-2020). It cannot be denied that ways above can meet regional development requirements temporarily, but it should be realized that local legislative levels are limited and impossible to get all respects of life involved. Moreover, these legislations have contradictions and conflicts generally due to

3) Incomplete Legal System in Regional Public Services

Firstly, sustainable development strategies are not established in the current constitution. Secondly, China doesn't

have a basic law to guarantee implementation of regional sustainable development. The basic law is able to coordinate with public services of all areas to realize overall regional development. Besides, China's civil, economy, social security laws and regulations , etc are not from the concept of regional sustainable development to set up the relevant promotion of regional public service supply system. Meanwhile, as the sustainable development legislative system of regional public services is incomplete, there are inadequate legal standards for public service providing standard, scope, ways, safeguard measures, etc.

As a result, current Chinese legislative systems cannot support regional sustainable development, and should be completed in the respects above.

IV. LEGAL CULTURE INNOVATION IN CHINESE REGIONAL PUBLIC SERVICES

A. Concept Innovation in Regional Public Services

Creative concepts are guiding and driving legal culture development. They not only guide legal culture innovation, but also promote legal culture forming. Concept innovation should be carried out in the following respects:

Firstly, establish modern legal concepts. The modern legal concepts here are state governance concepts and legal concepts suitable with modern economic and social life and the supremacy of law and power restricting as the core content of the governing philosophy and legal concepts., including cultural transition such ideology, values, morality and ethnics, and they are core forces to promote modern legal culture concept innovation.

Secondly, establish the legal modernization concept. The so-called legal modernization is virtually institutional modernization, including legal institutions, rules and procedures involving all social life respects, that's to say, not only political economy, but also social culture. In modern China, only when pragmatic and progressive legal reforms are persistently pushed forward, and institutions innovation is carried out in order, the legal development of the Chinese model is improved and optimized, legal development will gain long-lasting revolutionary motivation.

Thirdly, establish the sustainable development principles [8]. There are many requirements for regional sustainable development. It is not the ultimate requirement of sustainable development to narrow down regional economic gap, and the ultimate goal is to ensure coordinated development of regional society, culture, economy and environment.

B. Complete the Legal institutions for Regional Public Services

Most western countries launch public service legislation activities in reform, so that public services "have laws to abide by". Even in western countries focused on unwritten case laws such as the U.K., written laws are stipulated concerning public services, such as "Telecommunications Act" and "Water Supply Act" of the U. K. Targeting at defects of legal systems for public service organizations, including issues of governments and social organizations in public service

legislation, our country's public service organization legal system can be completed in the following respects:

1) Complete the Legal Institutions for Government Public Services

Firstly, define the duties and responsibilities of government public services. On one hand, National People's Congress should define rights and liabilities of the government in the constitution. On the other hand, allocate reasonable public service responsibilities of central and local governments in the constitution, and safeguard basic rights of citizens effectively only in this way.

Secondly, guide governments to implement public services by way of laws. On one hand, by formulating laws, guide governments to concentrate their services areas within the framework involving providing infrastructure, establishing fair public service systems, building public service management, etc. On the other hand, under the guidance of laws, public service providers including enterprises manage themselves.

2) Complete Procedure and Legal Institutions of Public Services

Firstly, standardize "legislation" of public service procedures via legal standards of different levels. Secondly, classify public services into two categories via public service procedure codes. The code provides rigorous stipulations about procedures that may have significant impact on rights and interests of citizens, and public sectors should implement the code rigorously; as for other public services, public sectors are given the discretion.

C. Complete the Legal System of Regional Public Services

In order to provide the most appropriate public services for the public, most western countries adopt legal systems of different origins with a combination of multi-level legislative authority, administrative decree, judicial precedent, etc. Therefore, it is necessary for our country to build a complete public service legal system so as to complete public service legislation.

1) Prepare Uniform Legal Standards for Public Services

At present, the law has been the main means to administrate national and social affairs. Relatively complete public service legal systems of worldwide countries are all compulsorily carried out by national legislation. Completing public service systems by legislation will lay a foundation for the long-term development of public services,

The current, it is necessary to further complete legal institutions of Chinese public services, accelerate the legislation course, and ensure the good development. Based on actual circumstances of China at present, "Basic Law for Public Services" should be formulated as soon as possible, in a bid to define fundamental principles of public services on the whole, reasonably classify duties and responsibilities of public service responsibility subjects, and better regulate their operation and development.

2) Complete Different Levels of Public Service Legislation

In terms of legal levels of public services, improvements should be made in the following two respects: firstly, on the

longitudinal level of legal systems, integrate current laws, regulations and policies as soon as possible, clear relevant laws, regulations and policies, advance relatively mature laws and regulations, policies into basic laws by way of legislation in National People's Congress, and improve their authority and uniformity. Secondly, on the horizontal level of legal systems, complete the standardization of public service providing subjects, fund sources and management systems, further define detailed responsibilities to be borne by governments and sectors of all levels, and meanwhile formulate responsibility assigning mechanism, such as restriction and punishment system for responsibility fulfillment failure, so that every step will be put into practice.

Besides, active participation of the public should be engaged in regional public service legislation, and the legislative course should be open and transparent to the public. For instance, in the U. K., "the formulation of laws respects the expression of various interest viewpoints, encourages participation of political and social groups, and attaches much importance to the transparency during the entire legislative procedure", and effective "consultation mechanism" is established. Based on such "consultation mechanism", the public service legislation is accepted more and more widely.

V. Conclusions

In a word, regional public services are involved in every respect of life, and it is able to safeguard sustainable development of regional public services to constantly innovate legislative concepts and build a legal system of multiple levels with the combination of diverse legal systems. We are expected to constantly cultivate and develop regional public

service legal culture for socialism with Chinese characteristics and inject new energy for sustainable development of China based on inheriting history and referring to overseas reasonable and advanced legal culture, so that the whole society will become prosperous, democratic and civilized, and finally realize the goal of law-based governance civilization. This is of great significance to promote the construction of the rule of law in China, and the operation of the rule of law practice.

References

[1] Sun Guangyan, Linking Ways of Traditional Legal Culture and Legal Modernization [J]. Academic Exchange, 2006,(4) P45-48. (In Chinese)

[2] Zhang Xiaojie, Equalization of Urbanization, Regional Gap and Basic Public Services [J]. Economic System Reform, 2010,(2) P118-122. (In Chinese)

[3] Feng Nianhua, Theory and Empirical Study on Regional Sustainable Development Theory [D]. Nanjing Agricultural University, 2003. (In Chinese)

[4] Peng Rongsheng, Study on Connotation, Mechanism and Evaluation of Regional Economic Coordinated Development [D]. Henan University, 2007 (In Chinese)

[5] Li Rong, legislative Conflicts and Ways of Solutions [D]. Yantai University, 2007 (In Chinese)

[6] Zhang Bo, Study on Administrative Legal Culture Innovation during Social Transition [J]. Guihai Tribune, 2005,(3) P58-60. (In Chinese)

[7] Yang Xingjuan. Promote Legal Construction of Sustainable Development [J]. Development Research, 2005,(3) P61-62. (In Chinese)

[8] Liu Tongjun, Legal Culture Interpretation of Farmers' Rights Development under New Urbanization Background [J]. Study & Exploration, 2014, (2) P63-70. (In Chinese)

Part V

Culture Barrier and Public Service Innovation

Theoretical analysis of the ways to enhance the ability of the government's public service

Li Pengfei*
Yunnan University of Finance and Economics
(13888186161@126.com)

Yin Zhaoyi
Yunnan University of Finance and Economics
(460745828@qq.com)

Abstract—**Enhance the ability of the government's public service, it is necessary to make a theoretical analysis from the human perspective. From the origin, the nature and mission of the government, gradually establish the service concept, exercise public power properly, make a scientific public decision are the three most important ways.**

Keywords—The public service ability; Power ; Decision making; The government

I. INTRODUCTION

Any government has Class Nature and Publicity. The class nature means the government to safeguard the interests of the ruling class, to suppress the resistance of the ruled class, attribute of safeguarding national sovereignty . Publicity means the government management of social public affairs. The class nature determines functions of political domination. The publicity determines functions of public service. The four aspects of humanity contradiction, like relationship between public and private, animal and culture determined the dual attributes of the government . In terms of relationship between the public and the private, reflect the conflict between selfishness in DNA and gregarious in real living conditions. In terms of culture and animal, reflect the conflict between the individual and collective development. The all-round development of people is not only the individual's all-round development, but all-round development of human beings. In the process of human development, the quantity, the quality and range of public services are important parameters. However, in modern society the increased demand of citizens for public service, the importance of government's public service function, make us to think how to efficiently provide public services? There are many people analysis the ways from the aspect of technology and tools , but rare people analysis the ways from the theory and value level. For this reason, this paper will makes a preliminary study on human nature theory.[1]

II. GRADUALLY ESTABLISH THE SERVICE CONCEPT

The government improve the public service ability, first must establish the service concept. Establish service concept is the key to change management ideas for the service concept.

---

[1] Li Pengfei,male,1971,Professor,Chairman of Department of Political Science,School of Public Management(SPM),Yunnan University of Finance and Economics
Yin Zhaoyi,female,1993,Graduate Student,Major:Administrative Management,Yunnan University of Finance and Economics

Back in the history of the world, in the agricultural society, the country emphasis the ruling idea, and established a power governance model, power governance type mode is a kind of govern pattern rely on power. In the power structure of the pyramid, the king in the top of pyramid and the ruling class through from top to bottom, can not overstep the level to control the power relations the domination of society. Rule at the core of the main line has been around power gain, exercise and consolidate. The power of selfishness, imperious, cruel and brutal in national and community level can be found everywhere, the human nature of self-interest, animal reflect incisively and vividly. Legal and moral means of governance in agricultural society, in fact, are under the rule of the ruling means, is not in the modern significance of the rule of law and rule of virtue.

In the industrial society, the country emphasizes the management philosophy, and established a model of rule of law. Finally, as a kind of law in the above the king's public will and appear, although it actually reflect the will of a part is not all, but it is undoubtedly a great progress of human history, because it is human digestion of animal, selfishness, public publicity, culture began. Why do you say? Because in the animal kingdom, generally only one leader group living animals, such as wolves, sheep, elephants and so on. As the same as the social life of human beings, there is a group leader, although only a part but not all people. Therefore, it is slowly human out of self-interest, animal, constantly generate publicity and culture. In the industrial society, the subject of management revolves around three main line of laws, policies and institutions, laws, policies and institutions of the moral thinking has been a perfect system, appropriate policies and reasonable legal important motivation.

In the post industrial society, many countries began to emphasize the concept of service. Therefore, it is necessary to establish a governance model is a type social governance model of rule of virtue. Virtue type social management mode and the agricultural society, industrial society governance model is not the same, mainly reflected in the following aspects: (1) the diversification of the governance main body. Not only a government social governance body, also including non-governmental public organizations, enterprises and citizens. The subject of governance is a relationship between democracy and equality. (2) the diversity of governance mode. Perfect policy, laws and regulations are still an important methods of governance, but improve the basis and prerequisite is a broad consultation between citizens.

Network and electronic means to make extensive consultation possible. (3) the goal of governance culture. The essence of culture is the relationship between citizens equality and personal happiness. This is significantly eliminate animal and human self-interest, make public the beginning of the culture and the public.

Can be seen from the above analysis, service and management are two fundamentally different concepts: (1) the relationship between the citizens are completely different. The management emphasis is the advantaged position of civil servants, and the service emphasizes the relationship between civil servants and the equality of citizens, that is equal to the relationship between the government and society. (2) different orientations to the problem. Guided by passive solve the problem of what, emphasize the civil servant's administrative behavior of one-way and initiative; Is the service is to satisfy the needs of the public oriented, emphasizing administrative behavior of interaction and harmony, because in order to satisfy the needs of citizens, it is necessary to establish harmonious relationship with the citizens, in order to make a perfect and effective policies and laws. (3) the different ways of solving problems. Administrator advocate to control the way to solve public problems, highlight the control ability of the government, reflects the civil servants and the citizens in the unequal relationship: in fact, civil servants in the active, strong position ,the public in a passive, weak position. The service is to discuss ways to meet the needs of citizens, advocated consultation, dialogue and compromise the way to solve the problem, reflect the equality between civil servants and civil. (4) the results of different governance. Management results is to continue to strengthen the unequal relationship between the civil servants and civil, lead to citizen dissatisfaction and resistance, which results in the low efficiency of public service, to reduce the government's legitimacy, and services can stimulate the citizens the enthusiasm and initiative, between the civil servants and public form equal cooperation, mutual support and harmonious coexistence of harmonious administrative relations, to enhance the government's legitimacy.

Therefore, change management concept for the service concept, government is not only to adapt to the objective requirement of human social governance model transformation, the urgent need of self building a service-oriented government ,or the idea of improving the capacity of public services. In the contemporary world, along with the market economy and the further development of global division of labor has become more and more refined, with power to link social relationship are increasingly being to contract to link social relationship replaced, " everyone is a server, and everyone is the service recipient" concept is deep into people's hearts. In view of this, governments after several administrative reform, the public service as an important function of the government and to be strengthened, and this is the way of human society transition response, but also highlights the government's public. These changes with the consistency of the theoretical logic and profound social and historical background. Of course, due to the social form of unbalanced and inconsistent, the final establishment of the service concept is a gradual process.

III. THE CORRECT EXERCISE OF PUBLIC POWER

The first premise of correct exercise of public power is a primary prerequisite for clear the power source, human history of public power sources generally have a several kinds of understanding: (1) think the power comes from god, called the divine right of kings. Such as Chinese's book of songs cloud,Dong said: "the emperor ordered the people", Thomas Aquinas said: "the king is a servant of God." (2) think the power comes from the people, is a reflection of the people's will. As Marx said, the people are the creators of history, the masses is the locomotive of social progress. (3) think the power comes from the social contract ,is the achievement of social contract. Enlightenment scholars Rousseau, Hobbes, Locke, Montesquieu and others have held this view.

In fact, as a kind of reflect human, the power of the relationship between man and material strength, power is a relative concept in nature.From the relationship between people and objects, the early humans in front of the nature is extremely weak, because of human intellectual development is still in its childhood, the human still small in front of the universe, because the universe there are still many unknown to the human things. The nature and the universe formed on human rights. Because of this, religion and philosophy that has been flourishing. From the interpersonal relationship, before the advent of the state in the elders has power objective is because of its generation and life experience than young people more rich and subjective said is because their IQ and EQ is higher than their peers. Therefore, one power initially formed and individual experiences, IQ and EQ. After the appearance of the country, personal power to obtain the various forms, with abdication and hereditary income, democratic election and revolution to seize power income. Since the four forms still exist in the world of government.

For the individual, no matter in what form of power, also has many factors of the individual, whether it's power such as knowledge quality, moral level, IQ and EQ so-called personality charm. Have the public power from first to last. Because: (1) the power comes from others and obedience. If no one else in the world, only one person, this person does not have the power, as social life animal, can not leave others to talk about personal power. (2) power is both for yourself and the purpose of service to others. The essence of human nature in the animal is selfish, this has been confirmed by molecular biology. However, is not for others, it reflects both contradiction and conflict between people's selfish nature, also reflects the essence of human culture in terms of development requirements Therefore, inevitably has the public power. The power is in the contradiction between public and private, and has realized the dialectical unity.

The power of the public how to organize to achieve its function? System created by human beings is representative, that is the majority of people the power entrusted to a few people, by a few people instead of most people to organize the production, to govern the country. Is a representative democracy in the political realm, is the company's corporate governance structure in the field of economy, the society is in the field of civil autonomy organization. As the provider of public service, the government is the representative

democracy that citizens through the generation of debate democracy to delegate the power to officials at all levels, officials at all levels acting citizens giving power to the client is responsible for, service for the client, trustee to oversee, and realize their own value.

As a result, the basis of the effective supply of public service is simplified to the correct exercise of public power. In the post industrial society, the right to exercise of public power depends not only on the power owner to correctly identify the origin of public power and purpose, and also depends on the political system and the law of public power effective national standards and constraints. In all the legal and institutional arrangements, the effective supply of public services, forever all cannot leave the government administration in the people, to the people, asked should be the people on the overall design.

IV. Scientific Public Policy Decisions

Which provide public services, provide much public services, to provide some public services? This requires the government makes a scientific decision. The so-called scientific decision-making is based on science and technology, the combination of qualitative and quantitative methods to make decision on public issues. Although the democratic decision is important, but it does not necessarily lead to scientific decision-making. To realize the scientific decision-making, the need for government decision makers in from the way of thinking, consciousness and attitude change efforts in three areas. Mode of thinking is the idea generation and organization form, is the thought of the "engine", consciousness is the actual content of the thought and mental state is individual emotion and volition of individual can make a scientific decision-making on actual effect of "catalyst". The government decision makers, to make public decision-making science, can work from three aspects.

In terms of mentality change, (1)get rid of intolerance, continue to expand the space of thinking. Is the enemy of insularity of mind thinking innovation. "Hobson's effect "advocate to avoid falling into the trap of choice. (2) get rid of fear, civil servants should take the good habit. "To get rid of the gun fight bird effect", this effect is a reflection of human nature is jealous. Jealous of the negative mentality is hurt, a positive attitude is the competition. (3)get rid of psychological, develop a fear of the authority of the spirit of doubt. (4)get rid

of the impetuous psychology, develop careful thinking habits. To avoid flighty and impetuous, civil servants should learn to think carefully, reduce entertainment, reduce the toss, strengthen forecast, plan and overall. (5)get rid of the mediocre psychology, the good habit of the pursuit of excellence. To pursue higher competitive, dare and strong, dare to climb high, dare and fast match.

In terms of mode of thinking, (1)pay attention to the application of reverse thinking, combine positive thinking and converse thinking. With the feasibility of policies, measures and feasibility demonstration, truly understand the real meaning of "look before you leap" (2)pay attention to the application of divergent thinking, divergent thinking and convergent thinking together. When the closing of the closing, the right time, do the thinking freely. (3)pay attention to the application of intuitive thinking, intuitive thinking and logical thinking together. (4)pay attention to the application of deductive thinking, the deductive thinking and inductive combination. (5)focus on the application of analytic thinking, civil servants should put together analytic thinking and comprehensive thinking.From the way of thinking of Chinese and Western medicine, combine with the comprehensive thinking and analytic thinking. (6) pay attention to the application of quantitative thinking, the quantitative and qualitative combination of thinking.

From the aspect of ideology, (1) pay attention to the accumulation of knowledge, expand the width of thought. In accordance with the "learn what we need" and "get what we lack" principle, make our knowledge diverse . (2) focus on the theory of learning, and strive to promote thought highly. The height of the theory would have no pertinence and effectiveness of the policy, to understand the relationship between theory, policy and practice. (3)pay attention to practice, efforts to increase the thickness of thought. To know how to practice the purpose of the exercise is to accumulate experience and more job training is an effective way for the accumulation of experience, experience is the valuable fortune of the life. (4)focus on the integration of refining, improve the accuracy of thought. Is to know the screening knowledge and theory, integrated into a block, condensed into a person saying, do a good summary of decision makers. (5) focus on changing ideas, refine ideological purity. Is to know the concept of value is a kind of collective unconscious, to abandon negative values, establish positive advanced values.

References

[1] David Osbome and Ted Gaebler. Reinventing Government:How the Entrepreneurial spirit is Transforming the Public Sector,1992

[2] Karen Miller.Public Sector Reform:Governance in South Africa.Political Science,2005

[3] Maxwell,JesophAlex.Qualitative Research Design:An Interactive Approach.Sage Publications,Inc,2001

[4] George Haddow,Jane Bullock.An Introduction to Emergency Management Boston:Butterworth Heinemann,2003

[5] William.Waugh,JR.Livingwith Hazards,Dealing with Disasters:An Introduction to Emergency Management.New York:M.E.Sharpe,Inc,1999

[6] W.Timothy.coombs:Ongoing Crisis Communication Planning,Managing and Responding.London:Sage Publication,Inc,1993

The Analysis of Social Governance Problem of Floating Population of Urban Ethnic Minorities at Present

Wang Xiaojing
School of Public Management (SPM)
Yunnan University of Finance and Economics,   P. R. China
(258016567@qq.com）

Abstract—**The problem of floating population of urban ethnic minorities is a comprehensive social governance problem; it is an important issue in the process of urbanization in our country. The government must strengthen the management thinking, adopt various forms to build platform for different nationalities, different cultures communicate with each other, make the ethnic floating population integrate into the management of urban community, and safeguard their legitimate rights and interests, in order to achieve the goals of mutual tolerance harmonious coexistence and common development between various nationalities.**

Keywords—Urbanization; Social governance; Ethnic minorities; Floating population

I. INTRODUCTION

Since the reform and opening, our country has entered an "active period" of the flotation of various nationalities which cross different regions, it result in the growth of urban ethnic minorities floating population, and the development of the city, at the same time also brought challenges to urban ethnic work. In 2014, the conference of central ethnic work pointed out that it cannot take the attitude of "closed-doorism" to the floating population of ethnic minorities, nor a laissez-faire attitude, the key is to manage the two places where the population flow out and inflow [1] .It is a matter of the harmonious development of cities and the overall situation of national unity that must be taken seriously, the city where the population inflow how to use management thinking then to make minority people integrate into the city better.

II. THE SITUATION OF FLOATING POPULATION OF URBAN ETHNIC MINORITIES

The so-called floating population of urban ethnic minorities are mainly refers to the population of ethnic minorities who as carriers of national culture, and come from rural and pastoral areas into the city and do not change the household register. The population often referred to who flow in, not including flow out. It included in the scope of urban minorities together with the new comer of ethnic minorities[2]. At present, the proportion of floating population of urban ethnic minorities is on the rise, the residential area has broken the pattern of early reform and opening up which is limited to

the local coastal developed cities, gradually flow to the big and middle cities. It appears the characteristics of multiple, wide distribution, and has formed the pattern of "big scattered, small settlement". They are scattered in the Han people and other ethnic groups, and become an important group in the city. According to statistics in 2010, the ethnic floating population in China is close to 30 million [3] , and the vast majority people flow into cities.

As the ethnic minority population flow into the city, the minority population who without local household register is increasing, and gradually become the majority of ethnic minorities in the city. For example, the minority population of Guangzhou is nearly 640000 in 2012, the minority population who without the household register is about 567000, and the population who has registered is only 63000; the ethnic minority population of Shenzhen is 795000 in March 2011, the population of household registration is only 52000, the others are more than 93%[4]. From the perspective of flow form, the situation of floating population of urban ethnic minorities is disorder than orderly [5] . This phenomenon had greater pressure to the social security, and become a difficulty to manage the floating population of urban ethnic minorities. To analysis from the education level, the overall culture level of urban ethnic minorities floating population is not high, have a plenty of illiterate or semiliterate, and young adults.For example, according to the sampling survey of Jiangsu province, the proportion of the cultural level under the stage of elementary and middle school of floating population of urban ethnic minorities in Jiangsu province is as high as 46.2%[6]. The analysis from the aspects of employment, the employment of floating population of urban ethnic minorities is relatively single, mainly engaged in ethnic restaurant industry, selling local products and handicrafts and buildings, and processing industries.

The floating population of urban ethnic minorities tends to face high pressure of "adaptive". They not only face the cultural conflict and integration of rural and urban areas, but also face problems with other ethnic conflict and fusion; Not only to break through the obstacles, such as household registration system, to break through the national culture, customs and language obstacle, etc. [7] From the perspective of

national psychology, the national minority population in the city either in the quantity of population, or in social life is definitely one of the few, is easy to be the "vulnerable groups", and psychological sensitive and fragile. [8]That is a difficult problem in the social governance of urban ethnic minorities floating population.

III. The predicament of social governance in the floating population of ethnic minorities

A. The management of urban public is lag

At present, our country has not established the effective organization and management mechanism for the floating population. The increasing floating population that overloads the operation of urban infrastructure has brought great pressure to the city. At the same time, because the ethnic problems are sensitive and complex, they also bring new difficulties for urban public management. As the cultural level, citizen consciousness, economic income of urban ethnic minorities floating population are relatively low, but their religious consciousness, ego to protect consciousness are relatively strong, it has brought challenges to balance the public management between the "legal" and "moderate".

B. The pressure of social security is increasing

At present, the problem of disorderly flow and how to get along with the urban community residents, and the security of their selves are more outstanding, such as pressure to the urban social security. Few of them be engaged in theft, drug use, drug trafficking and other disturbing social order, and even gang crime in some places, become a big hidden danger which affecting urban social stability.

C. The legitimate rights and interests of the urban ethnic minorities floating population is difficult to guarantee

They are particularly vulnerable in the modern city. In cities, they cannot equally enjoy the same social security and social welfare with urban citizens, the right of labor and employment, skills training, rest, children's education rights and other rights have also been restrictions. At the same time, the urban ethnic work regulations, the management measures of urban ethnic work, urban minority rights which guaranteed by the laws they cannot enjoy equally.

D. The urban ethnic relations bring new challenges

Due to the propaganda of ethnic policy is not enough, and the lack of the understanding of ethnic minorities, a few of urban residents has adopted a way of rejection to ethnic minorities under the influence of traditional concepts of residual ethnic discrimination in some cities. For example, they don't respect minority customs and religious beliefs; some local media even appeared the phenomena that violate the national policy, distort and demonizing ethnic image; some industries and units exist ethnic discrimination, such as hotels and taxi which reject to provide service. Due to urban agglomeration and radiation is stronger, some accidental events tend to expand, even distortion caused by mass incidents, produce larger social impact, so as to affect the urban ethnic relations and social stability.

IV. The Analysis of Social Governance Issues of the Floating Population of Urban Ethnic Minorities

A. The contradiction between the social development and mechanism lag

Due to the influence of urban and rural dual structure and the limitation of the household registration system, social security system of our country and the national work mechanism are still in the "dual-track" run, ethnic floating population from rural and other place can't into the relevant system of the city. This caused a lot of livelihood problems, the basic rights such as social security, welfare of the urban ethnic minorities floating population are difficult to achieve.At the same time, the city's public administration and public services, especially the urban national work departments of national affairs management and public service function is relatively lag, so it can only stay in the later adjustment and management, can't realize the management and service in-depth, and difficult to do warning in advance.

B. The contradiction between the demand of population flow and the lag of urban functions

The development of market economy, the advancement of urbanization, is bound to drive the unprecedented mobility of the population. But because of the lag of city function, the city unable to carry a large number of floating populations, therefore it can only set the barriers; the management of the floating population is greatly reduced. At the same time, modern city do not have diverse national culture forward-looking when constructing its function, it is difficult to meet the needs of multi-cultural minority population.

C. The contradiction of multi-culture collision

Due to different language, culture, customs, religious beliefs and lack of proper understanding between each other, the friction and disputes appear easily in the exchanges between different nations. On the one hand, a small number of Han residents who lack of knowledge of the ethnic minorities have ethnic discrimination and do not respect for minority customs and religious beliefs.On the other hand, because of the ethnic floating population is lack of understanding of modern urban civilization and the urban lifestyle, they are difficult to adapt, so there will be a continuous process of collision, conflict, and debugging. Because of the ethnic floating population often at a disadvantage situation in the city, they are very sensitive to stimulation and have strong against psychological and rebellious attitude, when the national characteristic and the legitimate rights and interests is ignored, tend to intensify contradictions, thus influence to the stability of the ethnic relations.

Urban ethnic minorities floating population is a special group, it needs the city government, social organizations, market organizations and citizens to work together, then to solve the problem of social governance, to actively play their respective role and adopt special policies and measures.

A. *To expand the diverse functions of city's economy, politics, and culture*

Planning and developing the function of modern city, to constantly enhance the absorption capacity of the floating population is a historic mission that the era has entrusted to for the development of modern city. In light of the characteristics of urban ethnic minorities floating population, broaden the way of urban development of national economy, to explore through promoting the development of national enterprises to drive the ethnic floating population employment, trying to change the present situation of the employment of the floating population of ethnic minorities. To match the economic and political functions of the city, to adapt to the multicultural demand of the modern city, on the one hand, to do well for the development of ethnic cultural industry, on the other hand, should pay attention to urban ethnic and religious multicultural integration. For example, China has 10 national minorities who believe in Islam, in the long historical development, they formed their own unique religious beliefs and customs, therefore, when expanding urban functions, try to meet the special needs of religious culture and living custom of these ethnic minorities, truly implement respect for minority religious culture.

B. *Urban ethnic minorities floating population will be incorporated into the urban community management*

In 2014, the central ethnic work conference pointed out that to solve the problem of urban ethnic minorities floating population rely on community, promote the establishment of mutual embedded in social structures and community environment, pay attention to protect the legitimate rights and interests of ethnic minorities [9].It should take the full advantage of urban community, the scope of the ethnic floating population should be brought into the community management, and gradually establish a national network which consist of 4 level such as city, district, street, neighborhood. The transformation of the past defensive management mode to the service and participative management mode, through community platform of ethnic floating population for education, health, training, project services such as security, improve the legal consciousness, cultivate their sense of identity, promote mental adaptation of ethnic floating population of coordination with the community. In turn, to use the rich resources of the community, safeguard the legitimate rights and interests of the floating population of ethnic minorities. [10]

C. *To strengthen the construction of urban national rule of law*

The fourth plenary session of 18th communist party of China put forward the new demand of promoting the rule of law, it also pointed out the direction of the rule of law in order to strengthen the city's governance. One is to strengthen the formulation of policies and regulations and perfect the work, make the urban ethnic minorities floating population management laws. To speed up the revision of the regulations of the urban ethnic work, to protect the rights and interests of ethnic minorities; to draft and develop the ethnic floating population management ordinance as soon as possible. The second is to enhance the city administration law enforcement. Promote the shift from "heavy power and management" to "heavy rights and service". For example, the city's management could engage community ethnic minority residents or minority flow personnel to participate in city management; to provide the appropriate operation sites for the minority vendors, simplify the registration procedures and other humanized measures, etc. The third is to strengthen the awareness of the rule of law of ethnic floating population. Lead into the city of minority people consciously abide by laws and urban management regulations of the state, make the city better acceptance of ethnic minority people, let the ethnic masses to better integrate into city [11]. At the same time, to guide urban ethnic minorities floating population use legal means to safeguard their legitimate rights and interests.

D. *To mobilize the social intermediary forces participate in the management*

To strengthen the organization construction of urban ethnic minorities floating population, in accordance with the guide to establish a batch of such as ethnic minority communities, religious groups, national research institutions. By raising the ethnic floating population in the degree of organization, make their interests expression into the orbit of cooperatives and systemization of the government, help resolve urban ethnic minorities floating population in the labor and employment, labor remuneration, social communication, to adapt to the actual problems in the aspects of city, in order to make up for the blank of government management. At the same time, to give full play to the city demonstration role in driving the minority elites of all nationalities, guide them to participate in the minority in the management of the floating population. [12]

VI. Conclusion

The historical process of Chinese modernization will inevitably lead to the frontier minority migration and flow. As the city of flow in, to incorporate the ethnic floating population in social governance, through the mutual governance of the government, social organizations, market organizations and the individual, the ethnic floating population should be resolved in the practical problems of the city. To

emphasize national multi-cultural existence inevitability, adopt various forms to build platform of different nationalities, different cultures communicate with each other; To actively implement the national policy of equality, and gradually make the ethnic floating population in urban community management; To solve the actual problems in the ethnic minorities living, and protect their legitimate rights and interests; To cultivate the ethnic identity and cohesion of the motherland, in order to achieve mutual tolerance between various nationalities, harmonious coexistence and common development purposes.

REFERENCES

[1] The central ethnic work conference under the state council and the sixth national unity progress commendation congress held in Beijing. People's Daily, The People's Daily, September , 30,2014.http://politics.people.com.cn/n/2014/0930/c1024-25763359.html

[2] Tang duoxian. The analysis of the floating population of urban ethnic minorities,[J]. Journal of South-central University for Nationalities (humanities and social science edition), 2009 (2).

[3] Li Jun-qing. The research on the public service of ethnic floating population in the eastern city. [J]. Journal of Chinese administrative management, 2012 (11).

[4] Zheng Xinzhe. The adaptation and integration of urban ethnic floating population. [J]. Journal of South-central University for Nationalities (humanities and social science edition), 2014 (1).

[5] LI Linfeng. The problem of urban ethnic minorities floating population under the vision of social work. [J]. Journal of Heilongjiang National Periodicals, 2006 (1).

[6] State Ethnic Affairs Commission. The Reference Material of National work (inside information). 2009 (4).

[7] HuaYanlong. The thinking of urban minority population flow problem [J]. Journal of Zhongzhou United Front, 2003 (10).

[8] LI Linfeng. The problem of urban ethnic minorities floating population under the vision of social work. [J]. Journal of Heilongjiang National Periodicals, 2006 (1).

[9] The central ethnic work conference under the state council and the sixth national unity progress commendation congress held in Beijing. People's Daily, The People's Daily, September , 30,2014.http://politics.people.com.cn/n/2014/0930/c1024-25763359.html

[10] Lin Yunchang. The "equal protection" of urban ethnic minorities floating population [J]. Journal of the Second Northwest Institute of National (philosophy and social sciences), 2007 (3).

[11] The central ethnic work conference under the state council and the sixth national unity progress commendation congress held in Beijing. People's Daily, The People's Daily, September , 30,2014.http://politics.people.com.cn/n/2014/0930/c1024-25763359.html

[12] Wang Xia. Ethnic roblems and Harmonious Society--The Management of Urban Ethnic Minorities Floating Population. [J]. Journal of Brokers, 2006 (1).

Cultural Security and Adaptation of Cross-border Ethnic Intangible Cultural Heritage
--- The Case Study of Bulang Nationality's Singing and Instrument Playing in Xishuangbanna

Xi Chun-ai
School of Public Management ,
Yunnan University of Finance and Economics
Kunming, P.R.China.650221
E-mail:xixi1972@126.com

Li Qin
School of International Languages and Cultures,
Yunnan University of Finance and Economics
Kunming, P.R. China, 650221
E-mail:liqin01@189.cn

Abstract—In the horizon of nontraditional security cultural safety nowadays is one of important and difficult problems facing the world. It will greatly influence national continuity, national sovereignty and social system. Yunnan, a border province with the most cross-border ethnic groups in China, has generally complicated and sensitive social and cultural problems, which has strategic significance in the aspect of cultural safety. Taking the Bulang nationality in Xishuangbanna in Yunnan as a case, the paper focuses on the study of the survival and continuity status of the state-level intangible cultural heritage, Bulang Nationality's Singing and Instrument Playing. The research study discovers some challenges in its related cultural security including weak culture survival and continuity because of lack of the traditional culture identity, unsustainable development ability due to insufficient funds, a dwindling breed of inheritors causing inheritance chain unsustainable and a noticeable impact on the national identity by cross-border exchanges. As a consequence, this study suggests in the view of cultural security vision that the protection and adaptation of the traditional ethnic culture should deal with inside-outside relations, old and new relations and the relations between differences and similarities.

Keywords—cultural Security; cultural adaptation; cross-border ethnic group; intangible cultural heritage; Bulang nationality

I. INTRODUCTION

Cultural security is deep-level national security, which is the spiritual pillar to inherit national essence and the important foundation to maintain state power and establish social system. To defend the cultural security is a particularly urgent task for developing countries. The Chinese Communist Party and the Chinese government repeatedly stress the importance of cultural security, clearly indicating that the great rejuvenation of the Chinese nation and the realization of the Chinese dream should not be directed by double economic indicators only, but should be also based on cultural revival. A country without a strong national culture can rarely have deep sense of national pride and self-confidence, much less fully gain the respect of other nations. A country which loses its own national culture will not probably get proper security and respect. If a country loses its cultural security, it will lose its spiritual pillar and appeal to maintain national security. Our field experiences witnessed that the cross-border ethnic culture resource security in China is facing a crisis. The most concentrated problems are the severe challenges of independence, continuity and ownership. If the security problems of cultural resources are not taken seriously, or the problems are not appropriately dealt with in time, China's modernization will accordingly be fractured in terms of national culture, which will finally in turn endanger China's national security. Therefore, cultural security is essentially significant for a country's security in politics, economy and military affairs. Based on the thinking above, the paper will take the Bulang ethnic group of Xishuangbanna in Yunnan as a case to explore in the aspect of cultural security the protection and inheritance of Bulang nationality's traditional singing and instrument playing.

II. THE CONNOTATION OF CULTURAL SECURITY AND ITS ANALYSIS DIMENSIONS

As early as the 15th century both historians and anthropologist in the west gave great attention to the cultural security. After the second world war, some western scholars have introduced the culture research into the national security system (such as Alexander Ferguson, Glenn Jordan, Alexander Wendt). Also, other scholars studying global culture in international security system put forward that culture would be the main cause of conflicts and human separation (such as Fukuyama , Rosenau , Huntington in 1993). In China the study of cultural security starts comparatively late. As a proper noun, the term of culture security began to appear in 1999 in the book of *On the Chinese National Culture Safety* (Hu Huilin, 2005), which based on the theory of national culture security put forward the viewpoint that cultural power should be taken as a national strategy. More complete discussions about the term of culture security can be found in the book of *Cultural Security* (Pan Yihe, 2007), in which the author pointed out that the intangible cultural heritage in China was facing a potential safety hazard. For the connotation of culture security, in the academic circle there is not any unified definition at present. However, one representative description by Pan Yihe puts that cultural security mainly refers to the sense of security with which basic values and cultural characteristics of a nation will not disappear or degrade under globalization trend . Generally there are four aspects for what cultural security should be included. They are the security in

politics, culture and social administrative systems, the security in traditional culture and typical value systems, the security in the transmission of ethnic languages and information, and the security in national educational system and national quality. In short, it basically means that the survival and development of ideological culture in one nation, such as the national spirit, political value concept and belief pursuit, will not be objectively endangered.

Cultural security contains three dimensions of theory analysis: the inside-outside relation dimension, the dimension between old and new relations, the dimension between differences and similarities relations. All of the three dimensions work together to construct three different solutions to national and ethnic cultural security problems. For inside-outside relationship dimension, it analyzes the internal and external aspects of cultural security from internal and external cultural conflict and collision as well as the independence and the maintenance of cultural sovereignty. The dimension between old and new relations discusses the country - nation culture security from cultural inheritance and innovation. While the relations between difference and similarities dissect the country - nation culture security from the nationality of culture and internationalization of culture, which regards the country - nation culture security as the conflict between the nationality of culture and internationalization of culture.

Economic globalization followed by cultural globalization wave has currently led to the highlighted cultural security issues worldwide. Every country- nation basic values and cultural characteristics are subject to threats and challenges, making intangible cultural heritage impedingly endangered because of its unique intangibility. China's minister of Ministry of Culture Sun Jiazheng once pointed out four severe challenges for Chinese protection in intangible cultural heritage. Firstly, intangible cultural heritage in China is facing the problems of dramatic ecological environment changes for cultural survival, serious condition in resource loss, inheritors in short and some traditional skills facing imminent extinction. Secondly, the construction of laws and regulations needs speeding up to effectively protect intangible cultural heritage. Thirdly, the protection consciousness of cultural heritage remains to be strengthened a lot. Finally, the protection mechanism must be urgently improved. Because of its particularity cross-border ethnic groups have primarily important impact on national security (An Jian , 2011). For cross-border ethnic groups in Yunnan, some scholars believe that the cultural security problem is particularly complicated and sensitive and has a major impact on national security (Luo Binsen, 2013). Other scholars think that under the new situation of Yunnan it is increasingly more difficult to deal with cross-border ethnic culture exchanges and safety management (Pu Lichun, 2013). Based on the thinking above, the paper will from the view of cultural security explore the protection and inheritance of Bulang nationality's singing and instrument playing in Xishuangbanna.

III. The Evolution and Cultural Connotation of Bulang Nationality's Singing and Instrument Playing

A. The Bulang Nationality

The Bulang nationality is mainly distributed in Menghai county of Xishuangbanna Dai Autonomous Prefecture in Yunnan province. Besides, there are also some areas of mixed habitation in the counties of Jinghong, Lingcang and Simao Regions. The Bulang nationality, an ethnic group with a small population, speaks Bulang language which belongs to Wabenglong language branch of Meng Khmer language family of south Asian languages, including Bulang and Aerwa dialects. Some Bulang people can speak Dai language, Wa language or Chinese language. Bulang nationality does not have its own text words.

B. The Sweet Bulang Nationality's Singing and Instrument Playing

In Yunnan Xishuangbanna Dai Autonomous Prefecture, the folk songs of Bulang nationality in Langshan county, Xiding county, Mengman county and Daluo county are generally called Bulang tunes. Basically there are five kinds of tunes including "suo", "shen", "zhuai", "zai" and "tuanman", among which "suo" (called "ensong"in Bulang language) is the most colorfully tuned. It has five tunes with some cheerful , some slow and deep. The tune of "suo" uses homemade four string instrument to play and is therefore called "Bulang Singing and Playing". The "suo" tune usually sings passionate love to express young Bulang people's yearning for love and future. The tune of "suokelikeluo" in Bulang singing and playing is exactly the tune of love. In the past, it was often hard to find a mate if a young Bulang could not play and sing love songs. That's why Bulang people usually view traditional songs as matchmakers. For folk ballads and love songs, they enjoy smooth melody and pure and fresh lyrics. The head and tail of many songs embody a rich variety of lining words and tunes with particularly lively humor and beautiful sounds. The traditional Bulang sing and instrument playing is a kind of popular ethnic culture, which is often manifested and shown in major festivals or marriage festival occasions. There are many methods for song singing such as solo, duet and chorus. They are mainly accompanied by traditional four- string plucking instrument. The playing sound will bring people into a beautiful world full of flowers, birds and gurgling springs, while the sweet and furious songs will always make lifetime impression.

Bulang's sing and playing is traditionally characterized by unique tone rhythm and beautifully gentle singing. It embodies rich and extensive contents, involving legends, etiquettes, migration history, productive knowledge and worship songs. Moreover, folk songs, love songs and nursery rhymes are also involved. Since there are no native text words, the Bulang singing and playing has become an important way of passing on Bulang ethnic culture. In order to rescue, protect and carry forward traditional excellent folk culture, since 1997 Menghai county of Xishuangbanna has vigorously strengthened the declaration of intangible cultural heritage protection. After years of careful preparation and unremitting efforts, in May

2006 the Bulang's traditional singing and playing was listed in Yunnan province as the first batch of intangible cultural heritage protection. And in June 2008 it was listed as China's intangible cultural heritage protection.

Because there are no native words, for thousands of years the inheritance of Bulang's ethnical singing and playing has long been thought by dictation and heart memory. It is the important and indispensable part in Bulang people's life to sing and play musical instrument, especially in major festivals, marriage ceremonies and funerals. The singer who sings well usually gets invitation to show his or her performance in different places, which at the same time enhance Bulang nationality's cohesion, improve the harmonious relationship living together with other ethnic groups and the feelings with ethnic people in Laos, Burma, Thailand and other southeast Asian countries, consequently becoming an important link to promote the national unity and stable frontier.

IV. The Measures of Inheritance and Potential Security Problems for Bulang Nationality's Singing and Playing

With the successful declaration of intangible heritage, the inheritance of Bulang nationality's traditional musical performances has been increasingly valued, shifting gradually from consciously civilian inheritance to oriented inheritance advocated by the government. The followings are some measures that local government has taken to protect and inherit Bulang nationality's singing and playing.

A. The Measures Taken by Local Government

1) Developing policies and setting up relevant institutions:

After Bulang nationality's traditional musical performance was listed as state-level intangible cultural heritage, Menghai county government has accordingly attached great importance to its protection. In 2009 the local government took a series of measures for the protection, including setting up *State-level Intangible Cultural Heritage Protection List Scheme*, forming a special protection group with a deputy county chief as the main director and a deputy of Culture and Sports Bureau as vice director, clearly defining project director unit and the unit in charge. The scheme explicitly puts forward five general goals for the protection of Bulang nationality's traditional musical performance.

2) Compiling an inheritor directory:

After the successful declaration of intangible heritage, the local authorities set about selecting appropriate inheritors. At present, there are all together 15 Bulang people in Menhai county who have been named the state-level intangible cultural heritage inheritors, among which 10 people are named as national folk musical inheritors, 2 people as national folk etiquette inheritors, another 2 people as national traditional inheritors, and one person as national folk dance inheritor. In June 2007 and August 2008 two Bulang people in Menhai county were named as provincial intangible culture heritage inheritors. Typically, Aiwalao, a Bulang people, is the first and only person so far who has been named as state-level inheritor.

3) Establishing the training institute for Bulang nationality's singing and playing:

In order to carry out a long-term cultural inheritance, Menghai county in May 2010 in DaLuo town founded the first training institute for Bulang nationality's singing and playing. The institute was responsible by Aiwalao ,the state-level intangible cultural heritage inheritor who was in charge of recruiting apprentice for inheriting the Bulang nationality culture. The establishment of training institute provides an important place and platform for the protection and inheritance of the Bulang nationality intangible cultural heritage. Aiwalao said: "Since 2007 when I was named as provincial inheritance successor, I have recruited 46 disciple with 20 men and 26 women in my village. Besides, I have enrolled 10 people (8 men and 2 women) in Manshan village and 5 in Manyong village(2men and 3 women)."

4) Conducting training classes for Bulang nationality's singing and playing:

In order to develop young generation of Blang nationality music artists, the government offered 50,000 to 60,000 yuan for each training class in order to effectively cultivate the inheritors of Bulang nationality cultural heritage. In December 2010 in Daluo town Menghai county Culture and Sports Bureau started the first training class for Bulang nationality's singing and playing. About 70 young men and women of Bulang people from Daluo town, Bulangshan county and Xiding county took part in the class. Some leaders concerned from prefectural bureaus gave lectures on Bulang historic culture and traditional music. More importantly, Aiwalao ,the state-level cultural heritage inheritor, Yunankan, the provincial inheritor and Aisangong and Yupashuai, the prefectural inheritor, all personally taught and demonstrated some skills and methods of Bulang folk songs and performance. So far there are 5 terms of training classes from 2010 to 2014 with all together 339 people trained.

5) Launching a variety of national activities

To protect the national intangible cultural heritage the prefecture government of Xishuangbanna has gradually explored a positive and effective model through national song and dance performance in major national festivals. Menghai county, meanwhile, is also constantly exploring new ways of protection and inheritance of national culture. As early as April 2006 and April 2007 in Daluo town, Menghai County Culture and Sports Bureau held the first and the second sessions of the invitational tournament of Bulang nationality musical performance. In April 2010 the same invitational tournament was held in Dingxi county. Today, regularly every April Menghai county government will organize Bulang nationality invitational tournament in the towns with large Bulang nationality communities. Moreover, the local government encourages every village to take turns to undertake the Bulang nationality traditional festival "Mulberry Kan " in order to provide platform for Bulang cultural performance. The fact shows that regular activities have enriched the cultural life of the Bulang people, cultivated and mined a large number of folk artists with traditional Bulang musical skills and improved the sense of Bulang people's national pride and cultural consciousness. In addition, the cultural activities held regularly in towns and villages have

explored a new effective way for the protection and inheritance of the Bulang nationality traditional culture.

B. Potential Security Problems for Blang Nationality's Singing and Instrument Playing

In recent years although Xishuangbanna government vigorously promote the national culture protection and inheritance, Bulang nationality traditional singing and playing still faces many security challenges.

Challenge 1: The cultural survival and continuity is apparently weak because of lack of traditional cultural identity. The field visits found that Bulang traditional culture is facing security challenge of weak survival and continuity. In most cases many training students took part in the classes only after they were persuaded by village cadres. The followings are some facts and reasons recorded. " It was the fourth time for me to take part in the training class, but every time it was the cultural center that called me by telephone to attend. Many young people I know would not like to go for it." "Young people in the village can rarely sing the Bulang traditional songs. Only my father's generation who are more than 60 years old and the generation over 50 years can perform it. However, their children are seldom interested in it. In fact, young people nowadays are so absorbed in fiddling cell phone that they have little about their own ethnic culture." " In the past the singing and playing with passionate love used to make mate-seeking. Today in the modern and advanced society cell phone is so popular that almost no young people would like to learn sing traditional love songs, which is comparatively time-consuming and outdated."

Challenge 2: Insufficient funds will affect sustainable development of Bulang traditional ethnic music. Field work found that although the local government has invested a lot of money in the protection and development of traditional culture, insufficient funds still remains a bottleneck restricting the development of benign ethnic traditional culture. In order to effectively cultivate Bulang nationality cultural heritage inheritors the government annually paid one or two terms of training classes for training folk singers and artists. However due to shortage of training funds from Menhai county government the classes sometimes could not start as planned, which would directly result in lower class attendance rate and effectiveness because folk singers would not be possible to attend training in farming season in order to avoid ineffective farmland production. Moreover, the lack of funds also greatly influenced the participants' enthusiasm and passion. By taking Manya village in Daluo village as an example, every year more than 10 cultural heritage protection inheritance successors will spend a lot of time to transmit the Bulang nationality's traditional music and undertake some performances arranged by higher authorities, which greatly influence their own farming benefits. However, only Aiwaluo, the state-level inheritor, and Yunankan, the province-level inheritor can annually get some allowance from government. Unfortunately, the prefecture-level and county-level successors do not have any financial help from the local government, which to some extent weakens the inheritors' enthusiasm.

Challenge 3: The dwindling breed of inheritors has caused inheritance chain unsustainable. Another field survey found that although the government carried out the inheritance system, the inheritance chain was suffering the drought of new Bulang traditional culture learners. Here are what the local villagers think about the fact. " Today, there are only a few folk artists in the village who can traditionally sing and play. Some skillful and demanding performance enjoyed by some senior villagers meets no person to share. Teachers of training class completely have no idea about it." " It is advisable that only those who love singing and dancing be chosen as folk artist candidates. Besides, the candidates should be patient and keen on Bulang traditional culture too." "Most of young trainer learn Bulang's singing and playing only after graduating from school. What they can teach is so limited and superficial."

Challenge 4: Cross-border exchanges have made a noticeable impact on the national identity. Xishuangbanna, bordered with Myanmar, Laos and Thailand, has multiple port channels connecting with South Asian and south-east Asian countries. The national cross-border exchanges here are conducted frequently. Every year Xishuangbanna government will hold or attend art festivals hosted by China, Cambodia, Myanmar, Vietnam, Laos and Thailand. Excellent national programs and performers often go abroad to take part in competition. The survey found that some of Bulang families lead a cross-country life. One Bulang said: " When I was very young, my elder brother together with my dad went to work in Myanmar, leaving my mom and I staying at home only. Sometimes we went to visit them, sometimes they came back." This is what Bulang nationality is facing in terms of Blang nationality cultural security challenge.

V. Conclusion

Under the globalization situation every culture group of diverse and multicultural nation will inevitably face cultural adaptation and development problem in the process of mutual exchanges and fusion. Ethnic minorities or disadvantaged groups under the background of mainstream culture have witnessed particularly prominent problems in cultural adaptation and development. How to effectively protect and inherit traditional culture of ethnic minorities and make it onto the safe road of the sustainable development is significantly worth thinking nowadays.

A. Theoretically Keeping Development in Adjustment

In theory cultural adaptation is a two-way process, which means that the cultural patterns of the two connecting groups will generally have some changes. Practically in the cultural adaptation of ethnic minority, it is nonmainstream culture that would adapt itself to the mainstream party, consequently more changes tending to occur in vulnerable groups. In this situation, strategies selected by ethnic minorities and the attitude taken by social subject will be particularly significant. The famous American anthropologist Benedict had concisely described the process of cultural integration. He said: "Every culture has its own special purpose which is different from other culture. In order to achieve this goal, people select something that might be used from what is around and give up what is not available.

Also, people recast other traits to make them meet their own needs." Therefore, cultural adaptation is a kind of cultural learning from each other and the process of developing good and discarding the bad. It is also the process of establishing new culture and culture model. In the integration process culture holders constantly adjust their own cultural factors, keeping the traditional essence to adapt to the mainstream culture and obtain long-term development. Only by preserving the essence of national culture can national self-confidence completely be set up. With confidence, self-reliance can be elementally established. With self-reliance, cultural development will be conducted in turn.

B. Practically Dealing with Several Relations in Rright Direction

As is discussed above, cultural security analysis dimension contains inside-outside relations, old and new relations and the relations between differences and similarities. In the vision of cultural security the protection and development of the national traditional culture should deal with these relationships appropriately.

The inside-outside relations mean that the protection and inheritance of Bulang nationality traditional culture should take account of the relations inside and outside of the Bulang nationality. Under the trend of globalization, the internal Bulang nationality culture unavoidably meet collision and cultural exchanges with foreign culture. In the process of internal and external cultural exchanges, the protection problem of national cultural sovereignty appears. Foreign culture as a kind of the other culture has its own traditions, religious values, ways of thinking and value ideas, the introduction of which will make some changes in Bulang nationality's mental ideas and affect its independence and integrity. Therefore, in the face of the other culture invasion Bulang nationality as the cultural main body should take active measures to prevent the other culture from deconstructing Bulang national culture foundation .

The old and new relations refers to the sustainable development of the national culture security from the aspect of the cultural heritage and innovation of Bulang nationality. When facing a new cultural environment, if the mainstream culture is completely resisted, the Bulang nationality will be inevitably alienated from society, unfavorably affecting the development of native culture. If the mainstream culture is passively and completely accepted, the original culture and its basic foundation will be entirely possible to disappear. When facing the impact of the mainstream culture, if negative impact brought by the culture shock fails to be timely adjusted with total loss of confidence in national culture and declination of foreign culture identification, the national identity will gradually shift between the two cultures and go astray finally in the marginalization, which will seriously affect the nation's long-term development. Therefore, to adapt to the mainstream culture the innovative development of the national culture has become the best way for the Bulang nationality to maintain the original culture and integrate with the mainstream society.

Relations of difference and similarities discuss the sustainable development of national cultural security in terms of the nationality of culture and internationalization of culture. The nationality of the Bulang nationality culture has particularly unique features that cannot be replaced by other culture. However, in the era of globalization, with the strongly unprecedented integration of human culture, the situation of Bulang nationality traditional culture appears apparently insecure. With the situation involved, one core idea should be kept that only the national is international, only with the national culture identity fully developed and characteristically demonstrated can the nation itself have a place among nations in the world.

REFERENCES

[1] Pan Yihe, Culture Security, Zhejiang University Press, Oct. 2007, p. 28. (In Chinese)

[2] http://baike.baidu.com/link?url=37oaSQUcTNymckvlcg2D09jty7Xxp6 VmBF3WeJ9n8IkjP30yVtulYYAmTaZLn46QP0zomWMTedNo4R7R Y0YcfK

[3] Pan Yihe, Culture Security, Zhejiang University Press, Oct. 2007. (In Chinese)

[4] Sun Jiazheng, Opening speech on "China's intangible cultural heritage protection, Suzhou Forum", Suzhou, 2006. (In Chinese)

[5] Data from the research team for nearly four years of field survey, recorded and sorted by Xi Chun-ai.

[6] Rose Bendinct, Cultural Model, Social Sciences Press, 2009, pp. 36-39

[7] ideas from Xi Chun-ai's doctoral dissertation

The Analysis of the Governance of Rural Community in Yunnan Minority Areas

---Based on the perspective of holistic governance

Wang XiaoFen

School of Public Management (SPM)

Yunnan University of Finance and Economics,   P. R. China

(437535177@qq.com）

Abstract—at present, now is a crucial period for building a well-off society in an all-round way in Yunnan. There exist a series of "fragmentation" dilemma in the process of governance practice at the frontier region of Yunnan rural community. Therefore, how to analyze the dilemma, and build a reasonable governance structure and governance patterns is a critical task at present. This paper tries to coordinate and integrate the "fragmentation" problem in the process of governance of rural community at frontier minority areas in Yunnan province based on the holistic governance theory, to achieve "good governance".

Keywords—Yunnan; The frontier; National; Rural community; Holistic governance

I. INTRODUCTION

The third plenary session of the 18th Communist Party of China points out that to push on the modernization of the national management system and management ability, speed up the formation of scientific and effective social management system, to ensure that the society is full of vitality and harmony. [1] Community that is the basic cell of the society, and is the foundation of effective governance which to realize the social groups. Therefore, to promote urban and rural community governance is an important task of construction of national governance system. Community is a living community that based on a certain region, certain interests, a certain community interaction and a certain cultural life. F. Tonnies thinks that the community refers to those who have the same value orientation, strong homogeneity, and its embodiment of the interpersonal relationship is a kind of intimacy, mutual care, obedience to authority and share common beliefs and common customs. This kind of community relations is not the result of social division of labor, but by the traditional kinship and geographical and cultural nature. The rural community refers to the concept of community based on agricultural production activities as the main source of income of the local community. In China's rural society, rural communities can also be interpreted as administrative village; it is an area of farmer's political and economic activities. [2]The rural community of frontier minority areas refers to relatively stable community where locate in the frontier region and consist of two or more than two people together, and contains the nation formed a concept of social relations, the common culture. [3] The rural community governance in frontier minority areas, therefore,

can be understood as a process in a series of governance in the rural community.

It is different from traditional "management", governance refers to the community activities which by the government and community autonomy organizations, non-profit organizations and villagers to promote the community public affairs management, and the harmonious and continuous development of rural community.

Yunnan province is located in the southwest border, the border with Vietnam, Laos, Myanmar and other southeast Asian countries, is a multi-ethnic province, in addition to the Han nationality, the population of more than 5000 people of indigenous minorities have 25 ethnic minorities that includes Bai, Dai, Hani, Yi, Zhuang, Miao, Hui, Lisu and others. Yunnan minority staggered distribution, on the border line of 4060km; the vast areas distribute the minority communities. [4]

The rural community of frontier minority areas in Yunnan is the same as other areas, which is facing the restriction of "two duplication", namely "the urban and rural duality" and the "duality of social structure". It is the "living community" of residents' and the "bridging" between government and citizen, and it has evolved into all kinds of social contradictions. The common characteristics in frontier minority areas of Yunnan province are that the mode of production is comparatively backward and the production means is more primitive, the size of the market is relatively small, the industrial structure is relatively single, the infrastructure is weak, the traffic is not convenient, information is relatively occlusion, all of that has become the restriction and significant hurdles of economic and social development in rural community of Yunnan minority areas. While these obstacles and grassroots governance structure and governance patterns are invariably linked. Therefore, how to analyze the current frontier minority areas in Yunnan dilemmas in rural community governance, and construct the reasonable governance structure and governance patterns is a critical task at present.

II. HOLISTIC GOVERNANCE THEORY AND ITS CONNOTATION

On the new public management movement in the 1990 s, in the process of reflection, criticism and respond to, represented by British scholar hicks and holistic governance theory is proposed. Based on the definition of Hicks, the

holistic governance is based on citizens' demand management orientation and governance mainly by means of information technology, in coordination, integration, responsibility for governance mechanism, the management level, function and relationship between the public and private sectors and information system "fragmentation" problems such as the organic coordination and integration, constantly from scattered to centralized, from part to whole, from broken to integration, provide citizens with no gap and the separation of the integrated service of government governance pattern. [6]

The starting point of holistic governance theory is dismantled barriers among departments using the modern information technology, through the integration of the supply of public services department, implementation of the new public management "fragmentation" governance of strategic response. Starting from "problem – countermeasures" guide, the holistic governance theory put forward the key link to realize the integrity management, coordination and integration. In 2004, Hicks will be integrity "coordination" and "integration" in the treatment of the two phases of content for the development of "coordination", "integration", "gradually close and mutual involvement" three stages, and think more in terms of integration, "gradually close and mutual involvement" is a more deep stage, highlights the mode of cooperation, deepening of phase structure stability and cooperation. [6]

Using the holistic governance theory to analyze the problems of the rural community governance in the frontier minority areas of Yunnan province, is to find the "fragmentation" problems in governance, through the coordination and integration, to achieve a more effective supply of public service and social management innovation, through the way of "1 + 1 > 2" in order to achieve a confluence of public goods supply and collaborative governance of pluralistic society.

III. THE "FRAGMENTATION" PROBLEM OF RURAL COMMUNITY GOVERNANCE IN YUNNAN FRONTIER MINORITY AREAS

A. The "fragmentation" of power structure in rural community.

In traditional rural community governance, the carrier of the villagers' self-governance, generally is elected by the villagers' self, and shall be responsible for the villagers. But in the real rural community governance structure, the carrier of the villagers' self-governance---the village committee that elected by the villagers, but actually does not need to be responsible for the villagers. This is because the resources of community governance from the government that at a higher level, the restriction of village cadres is often from the superior's various appraisal. In the process of the change of the frontier minority areas organizations at the grass-roots level, though country given the status of the village autonomy, but these autonomous elements restricted by the state resource allocation and power allocation, the village committee is between the state power and the villagers, it causes the power structure of "fragmentation", so as to affect the villager autonomy and democracy. [7]

B. The "fragmentation" of public service supply

From the practice point of view, the public service supply of rural community in Yunnan frontier minority areas is a focus on fixed services; mobile service mechanism is not perfect. The window of government service is immobilized, such as fixed settings in the township (town) government and the county seat, lead to the low accessibility and high cost for farmers to access services. Secondly, the lagged construction of service oriented government. On the one hand, the grass-roots government controls the management way; on the other hand, it is lack of comprehensive and serious division services. The third is that the rural community governance means is lag behind.

At present, the frontier minority areas in Yunnan still using traditional management way that is "face to face", the means of information management which with the support of "people don't meet". From the view of rural community autonomous practice, due to the villagers are lack of economic basis, and with the stopped supply of public products and service which based on the traditional family, the rural community's self-management and self-governance began to emerge. [7]

C. The "fragmentation" of rural community social security system.

From the perspective of social security system, the rural social security system of Yunnan frontier minority areas includes social endowment insurance, the minimum life security, medical assistance, cooperative medical care, five guarantees, etc. At the same time, there is also resident's endowment who lost ground, rural resident's endowment, old age allowance system, endowment insurance of village cadres, widowed elderly welfare system. Because the segmentation problem exists in system design, it directly led to the "fragmentation" of the social security system. And from the point of view of management organization, the system and points belong to different departments, the lack of unified coordination and management, bull management, pipe leakage and repeat the phenomenon such as a large number of existences. The current situation leads directly to the "fragmentation" of management. For example, the jurisdiction of the local health department to manage the new farmers, local labor and social security departments manage the new agricultural insurance, civil affairs department manage rural residents, the five guarantees and medical treatment. [3]

D. The "fragmentation" of information resources of rural community governance.

The information construction and information engineering penetration is lagged in frontier minority areas in Yunnan rural community. Due to a lack of comprehensive, unified, concrete development plan, lead to cross-sectoral, cross-regional, data interconnection of common difficult, often appear the effect of "information island", the no gap supply of public service and the lack of powerful guarantee. But with the coming of information society, the "digital divide" problem plagued by the same frontier minority areas in Yunnan grassroots government, rural communities and the masses. On the one hand, the government affairs service resources provided by the government departments, tend to give priority to the people

who is good at the Internet, but the others who is not good at is difficult or very little to be able to enjoy the convenience and benefits of electronic government affairs; On the other hand, due to the basic functions of the government and the unbalanced development of e-government, this also made the obstacle of online collaborative office. [8]

IV. THE STRATEGY CHOICE OF HOLISTIC GOVERNANCE OF RURAL COMMUNITIES IN YUNNAN FRONTIER MINORITY AREAS

A. The realization of holistic governance mode with integrated rural community power structure

To build the linkage pattern of community governance power of frontier minority areas in Yunnan with the goal of "good governance". To set up the power of the multiple main bodies, cultivate social capital, establishes the grid community power network; get rid of the dilemma of collective action of rural community governance in frontier minority areas [7]. One is to straighten out the vertical network relationships of rural community and the government at a higher level, to definite their respective responsibilities. Township government should provide institutional guarantee for the rural community governance and economic support, and gives policy tilt and guidance combining with the situation if community; Village committee should change the present situation of "dual role", which is the executives and representors of villages and towns government, and represents the interests of the villagers' representatives. To change the single management forms of township government and village committee, and then construct the cooperation and coordination relationship between each other. Secondly, to strengthen the construction of villagers' autonomous organization, and improve the villagers' autonomy mechanism, guarantee the village-level democratic management and democratic decision-making, democratic supervision, democratic elections in accordance with the procedures and legal. Thirdly, to play a function of community organizations, take the advantage of mining community organizations, definite their respective responsibilities, handle the relationship between the organizations, to promote community governance. Fourthly, it is the political participation of the masses to actively cultivate community awareness and sense of responsibility, promote their active participation in community governance, and develop the community governance elite of having both ability and political integrity.

B. To integrate the public decision-making mechanism and optimize the public service supply

Building a democratic and transparent public decision-making mechanism is the realization of optimizing the supply of public services. To actively open the "village affairs" to public in the rural community of frontier minority areas, public contents mainly includes the main financial work, community, community public service, residents participation way, and to participate in the program, etc.; To fully mobilize the enthusiasm of villagers' participation in public decision-making, advocate deliberative democracy mechanism, to ensure that the public opinion demands mechanism and interest expression channels are unblocked.At present, from the perspective of rural community construction of frontier minority areas in Yunnan, to be based on the characteristics of the frontier minority areas of rural social economic development and the needs of the development of rural production and rural living environment, strengthening the management of community public service function, highlight its particularity;To handle the relations between township government and rural communities, gradually achieve an organic unity of community building and the village committee; To explore the democratic management mechanism, ensure various democratic rights; To improve the level of the rural community public service, and actively provide the community people with culture, education, health care and other comprehensive public services. [11]

C. To strengthen the leading role of the government and integrate the social security system

To give full play to the role of the government as the main responsibility, improve the social security system of frontier minority areas in Yunnan rural, make the villagers "life have to rely on, old be raised, in sickness and live in a house". To resolve the problem such as "fragmentation" that exists in the social security system. To increase the intensity of financial transfer payment to the frontier minority areas, strengthen the support of the frontier minority areas rural community, in order to realize the coordinated development of social security between different regions. To strengthen coordination and collaboration between departments, make division of labor and should work in mode of cooperation, to achieve equal social security services between regions.

D. To promote the e-government construction, building an integrated information system

To closely combine the construction of government web site with reform of administrative system, according to the construction of electronic government affairs as an opportunity to break the regional segmentation of management system, optimize the government functions and service process.To break the monopoly and closed departments of information, integrate the government's information resources, highlight the information resources to develop, update and maintenance; Integrate the existing distributed service platform, establish service platform of one-stop full functional integration. To integrate departments of existing network resources, enrich the government website information resources, according to information, online management, public participation, convenient service requirements of the four major function upgrade, promote the construction of GZC (government to the public), GZB (government to the enterprise), GZG (government to the government), GZE (increased the government internal management performance).

V. Conclusion

The innovation of governance structure and governance patterns of rural community in frontier minority areas is a key to building a well-off society in an all-round way. In the practice of the rural community governance in frontier region of Yunnan, there is "fragmentation" of rural community power structure, the public service supply, social security system, information resource. Holistic governance theory based on the crack problem of "fragmentation", from the perspective of the coordination and integration, to achieve a more effective supply of public service and social management innovation.

Therefore, to realize the "good governance" of the frontier minority areas in Yunnan rural communities, it can follow the holistic governance path, and integrate the rural community power structure, realize the holistic governance model innovation; To integrate the public decision-making mechanism, optimize the supply of public service; To strengthen the government leading role, integrate the social security system; Promoting the construction of e-government, makes the integrity of information systems.

References

[1] The decision of several major issues on comprehensively deepen the reform of the central committee of the communist party of China

http://cpc.people.com.cn/n/2013/1115/c64094-23559163.html

[2] Cao Juan. The governance research on Guizhou minorities region rural community [D]. Master's Degree Thesis. Guiyang: Guizhou institute for nationalities. 2010.

[3] Lin Cong. The holistic governance study of rural communities in multi-ethnic region. [J]. Journal of Academic BBS, 2012 (6).

[4] Jim zhang, Bao yue ping. The study of cross-border marriage and social stability in Yunnan frontier minority areas. [J]. Journal of Yunnan University for Nationalities (philosophy and social sciences edition), 2013 (1).

[5] There are still 5.6 million poor people in Yunnan, Li Jiheng said that it will realize well-off in 2020. China news, March 7, 2015. http://news.sina.com.cn/c/2015-03-07/142031579882.shtml

[6] Shi yun-gui, Zhou Quan. Holistic governance: comb, reconsider and trend [J]. Journal of Tianjin Administration College, 2014 (9).

[7] Luo ming-jun. The power of community governance in ethnic minority areas [J]. of Heilongjiang National Periodicals, 2015 (6).

[8] Zhu Huiyong. The research on E-government development in Ethnic minority areas county government [J]. Journal of Yunnan administration college, 2014 (2).

[9] The development condition of Yunnan minority population. http://www.docin.com/p-1010034849.html

[10] Zhao Peixi. Diverse religious and social harmony in Lijiang of Yunnan minority religious culture interaction study [J]. Journal of Yunnan Normal University (philosophy and social sciences edition), 2009 (4).

[11] Gao Hao. The study of the rural community construction in the remote ethnic minority areas. [D]. Master's Degree Thesis. Urumqi: xinjiang agricultural university. 2014.

Cultural Barriers in Involving Children in Development Planning

---The Case of Surakarta Children Forum

Sri Yuliani
Public Administration Department
Sebelas Maret University
Surakarta, Indonesia
(julie_fisip@yahoo.com)

Rahesli Humsona
Sociology Departement
Sebelas Maret University
Surakarta, Indonesia

Rina Herlina Haryanti
Public Administration Department
Sebelas Maret University
Surakarta, Indonesia

Abstract—Convention on Children Right mandates that children voice should be accommodated in development plan. In 2016, 52 Children Forums have been established in Surakarta City serving as a child participation medium, but in reality Children Forum has not been fully involved in Deliberation of Development Planning. This research wanted to find out the factors inhibiting child participation in development planning. This study was a qualitative research. Informants were selected purposively consisting of the Surakarta Regional Development Planning Board and the Agency for Community Empowerment, Women and Child Protection; builders of Children Forum; as well as the members of the Children Forum. Data analysis using interactive model of analysis encompassing : data reduction, data display, and conclusion drawing. The result of research found that Children Forum was involved in development planning at village level only not at City level. The voice of Children Forum has not been realized into pro-children program. It was because of internal condition such as children's low awareness of their rights, low communication and decision making abilities, and less self-confidence. External condition resulted in it as well, cultural values establishing adults (parents, community and local government apparatus)'s point of view about the importance of children participation in development.

Keywords—Children participation; Children Forum; Development Planning; Cultural values

I. INTRODUCTION

Children participation in development is a process of dialog and information sharing between children and adults to make decision related to children need and importance, in which children are positioned equally and appreciated for their opinion and aspiration. Children participation in development planning will give the children an opportunity of influencing public policy pertaining to their interest and rights (Hart, 1992) [1] ; Convention on Children Rights of 2009 [2]).

Recalling the importance of children participation, Surakarta City Government released Mayor's Regulation Number 18-A of 2012 [3] stating that Children Forum is an element of community involved in Deliberation of Development Planning. Deliberation of Development Planning (Musyawarah Perencanaan Pembangunan thereafter called Musrenbang) is a forum of development stakeholders in the attempt of developing local development plan.

Surakarta City Government's policy involving Children Forum in development planning process is a breakthrough in the public policy formulating mechanism.

Regarding the existence of Children Forum in Surakarta City, the result of Yuliani, Sudaryanti and Hadi's [4] studies found that the existence of Children Forum in Surakarta City can be stated as less effective, because their establishment since 2008, there are only few Children Forums are involved actively in all stages of Development Planning until 2015. Participation of Children Forum is still limited to Musrenbang at kelurahan (village) level. Budget plan and allocation had not fully accommodated yet the aspiration the children deliver in Musrenbang. Development program for children is largely the activities formulated in adults (parents, community, and local government apparatus)'s perspective of interest. It proves that children participation in development has not been an actually active participation yet.

Horelli et al. 1998; Chawla 1999; 2002; Driskell 2002 (in Sotkasiira, Haikkola dan Horelli: 2010) [5] found that scarce youngster participation is the one growing itself. Children Participation needs intellectual, emotional and social structure resources enabling them to be involved in adult world to make their participation effective. In practice, only very few youngsters have sufficient resource and skill to influence their surrounding environment.

Considering the problems above, this study wants to find out what cultural values inhibit the Children Forum to participate actively in Deliberation of Development Planning in Surakarta City.

II. METHODS

This research was a qualitative descriptive research. Informants were selected purposively consisting of the Surakarta Regional Development Planning Board, the Agency for Community Empowerment, Women and Child Protection; builders of Children Forum; and children who are members of the Children Forum. This study also utilized secondary data source deriving from documents, archives, government regulations and data obtained from newspapers, magazines, and internet-related research themes. Data collection was carried out using observation, in-depth interviews and focus group discussions (FGDs) methods. Data analysis was carried

out using an interactive model including three components: data reduction, data presentation, drawing conclusions [6].

III. RESULT AND DISCUSSION

A. Participation of Surakarta Children Forum in Development Planning

Surakarta Children Forum is an organization of young people set up by the Government of Surakarta as a medium of conveying children aspirations and participation, particularly in urban development planning deliberation or Musyawarah Perencanaan Pembangunan. Musyawarah Perencanaan Pembangunan (Musrenbang) is a forum of actors to construct annual planning and budgeting of national and regional development. The development of Children Forum in Surakarta began around 2008. Until 2015, 51 Children Forums have been established at village levels, one (1) at district level, and one (1) at municipal level.

Yuliani, Haryanti and Humsona [7] found that children's participation in deliberation of Development Planning is still limited to the formation of the medium only, not to the substance of the children involvement in determining the pro-child development programs. The factors contributing to lower participation in the Children Forum in Musrenbang are : 1) children are less self-confident; 2) urban government bureaucracy still finds the establishment of Children Forum serving limited to be precondition, legitimacy or formalization for complying with rule demand, rather than for meeting the substantial function of children forum; 3) Less political support because Legislative Local Assembly (DPRD) has not considered yet the importance of children participation in development plan, DPRD's focus on physical or infrastructure construction only; and 4) most builders are old, preoccupied with their own affairs, and understand child world less competently.

B. The Cultural Barriers

Yuliani, Haryanti and Humsona [7] identified some constraints with the development of a model of children participation in development based on children right fulfillment values. The constraints derived from internal condition including children's low awareness of their rights, low communication and decision making abilities, and less self-confidence. External condition resulting in it is among other Eastern (particularly Javanese) cultural values establishing adults' point of view about the importance and the manifestation of children participation in development that in turn will influence children profile and character.

Cultural value factor becomes a main inhibitor. Javanese cultural value considers the male adults' position high as patron. Family head and male adult figure should be respected. In serat Wulangreh by Paku Buwono IV [8], there are five individuals to be respected obligatorily: (a) parents or fathers and mothers, (b) parents in law, (c) eldest brother, (d) teacher, (e) king. Children are obligatorily subjected to any decision or rule the parents make. Such norm makes children having no bravery to express their wish and even to criticize their parents' decision because it is considered as not proper or modest [9].

It is also true for the position of children in development planning discussion. David Alfian, the builder of Children Forum for Kelurahan Jajar mentions that the inhibitor of Children Forum's active participation in Musrenbang is that children have not understood completely yet the function and the role of Children Forum related to children's right in development plan (interview on April 16, 2015). It is because democratic value in relation to children and parents is not internalized since they were child, in either family or community environment. In Javanese culture, children are not considered as independent individual entitled to express his/her aspiration and interest. The importance of children is represented or decided by parents' perspective. As a result, in development planning discussion, children are less self confident or not dare to express their aspiration. Their voice is defeated with adults' (interview with Dwi Firman, Builder of Children Forum for Kelurahan Gilingan 9-4-2015). Tias, the head of Children Forum for Kelurahan Gilingan, confirmed her statement: "Our voice is usually defeated with adults', and young child's voice is like considered inadequately" (Interview on April 9, 2015).

Matthew and Kirby and Bryson in Cavet and Sloper [10] argued that adults' less confidence in children's ability makes the program "adult focus". As a result, more agendas and processes of program implementation are controlled by adults and parents. Matthews found that non-participatory culture is still very strong and there is "invisible network" or a kind of control by adults making the children's thought and decision not taken into account. Percy-Smith mentioned that the inhibitor of children participation is the presence of social-economic power limiting children participation in development planning, for example the difficulty relation to local government and the failure to unite diverse voices (in Cavet dan Sloper [10]). For that reason, according to Shier (in Thomas) [11] the form of active participation may occur only when adults want to share their power by means of delegating or transfer some of their power to children.

IV. CONCLUSION

A Children Forum established by Surakarta City Government is still limited to a media of expressing children's aspiration, but has not ensured yet that the children's voice is actually accommodated in development planning. The elimination of children's ideas from Musrenbang and budget allocation and program implementation prioritized to adults' needs are evidences that pro-child development policy has not been a mainstream yet in Surakarta City Government's environment. Stakeholders (adults occupying in government position, parents, teachers, and community)' reluctance to receiving or accommodating children's ideas, thoughts or opinion proves that development plan is still oriented to adult interest perspective. It occurs because Javanese cultural value respects highly parent figure and children are not positioned as an independent individual with capacity of making public decision.

To develop children participation in development planning, a foundation should be established, namely socialization and internalization of democratic value to enable the children expressing their aspiration in development planning forum,

and it can be achieved only when there is an attempt of making the stakeholders (particularly parents, civil people [school, Children Forum Builder, mass organization, and non-government organization/NGO] and state [related SKPD]) aware of children participation. For that reason, the measures to be taken are to make parents or stakeholders aware of the importance of right in development plan and to develop a child-friendly participation method or approach.

REFERENCES

[1] R.A. Hart. Children's Participation: From Tokenism to Citizenship. UNICEF International Child Development Centre. 1992

[2] Convention on Children Rights of 2009.

[3] Peraturan Walikota Surakarta No. 18-A Tahun 2012 tentang Pedoman Penyelenggaraan dan Petunjuk Tehnis Pelaksanaan Musyawarah Perencanaan Pembangunan Kota Surakarta Tahun 2013.

[4] S.Yuliani, Sudaryanti, and M. Hadi .. Pengembangan Kemitraan Pemerintah, Masyarakat, dan Swasta Berbasis Human Governance untuk Mewujudkan Kota Surakarta sebagai Kota Layak Anak. Research Report unpublished. 2012-2013

[5] T.Sotkasiira, L. Haikkola, and L. Horelli. Building towards effective Participation : A learning-based network approach to youth participation , in Percy-Smith, Barry and Thomas, Nigel. A handbook of children and young people's participation : perspectives from theory and practice. Routledge 2 Park Square, Milton Park, Abingdon, Oxon. 2010

[6] M.Miles and A.M. Huberman. Analisis Data Kualitatif. UI Press. Jakarta. 1992.

[7] S.Yuliani, R.N.Haryanti, and R. Humsona. 2015. Strategi Pengembangan Kapasitas (Capacity Building) Forum Anak Surakarta Untuk Meningkatkan Partisipasi Aktif Anak Dalam Musyawarah Perencanaan Pembangunan. Research Report unpublished. 2015

[8] S. Endraswara. Falsafah Hidup Jawa. Yogyakarta Cakrawala. 2006

[9] A.Harsono. Tafsir Ajaran Serat Wulang Reh. Yogyakarta : Pura Pustaka. 2005.

[10] J.Cavet and P. Sloper. Children's participation and young people in decisions about UK service development. Social Policy Research Unit, University of York, Heslington, York, UK Convention on The Rights of The Child. 2004 http://www.ohchr.org/ Documents/ ProfessionalInterest/crc.pdf

[11] N.Thomas. Towards a Theory of Children's Participation. International Journal of Children's Rights. Vol.15. Issue 2. pp 199-218. 2007.

Social and Culture Factor in Bangsri Traditional Market Management in Jepara Regency

Ferninda Arlisa Widyasari, Tri Yuniningsih

Public Administration Doctoral Program Faculty of Social and Politic Sciences

Diponegoro University

Semarang, Indonesia

Office Email:prodidap@gmail.com

Abstract—**Traditional market is one of the contributor in the Region Native Income in Jepara Regency. Meanwhile, the best managing is important thing to do, so it can increase the amount of Region Native Income. Management is influence by various factors, one of them is social culture factor in the environment of that traditional market came from seller and buyer. At Bangsri Traditional Market, social culture factor is very influence. Behavior and awareness from the seller and buyer at Bangsri Traditional Market shown the character and mentality that they do not want to responsible about the managing of Bangsri Traditional Market. Awareness about the cleanness, orderliness and comfortable is not important thing for them. So this case is the foundation of the research, it is about influence from the social culture factor of Bangsri Traditional Market management.**

Keywords—*social culture factor; management; traditional market*

I. Introduction

Management of traditional market have connection with the success of organization doing the main task and function. If the traditional markets managed well, so the purpose and the aim of the organization could reached by the strategic planning which have by the organization. The purpose of management and empowerment the traditional market attached on the Minister of Home Affairs Regulations Number 70 Year 2013 Section 2 about Structur And Founding Orientation Of The Traditional Market, Shopping Center And Modern Store include creating a orderly, coincreasing the service quality to public, make the traditional market as a moving spirit for the economic territory and make the traditional market had compete power with shopping center and modern store. The Instruction from Minister of Home Affairs is poured by the Department of Cooperation, UMKM and Management Market into Strategic Planning 2012-2017. There are five strategy by the Department of Cooperation, UMKM and Management Market of Jepara Regency, these are increasing access of cooperation, UMKM about the financial capital and technology, increasing quality of the human resources of UMKM and cooperation, best utilization the local resource, developing the infrastucture of Cooperation, UMKM and Management Market and increasing the market segment of the product by UMKM (Strategic Planning the Department of Cooperation, UMKM and Management Market Jepara Regency, 2012-2017: 23). One of the strategy for the management of traditional

market developing the infrastucture of Cooperation, UMKM and Management Market. Aspect which can be the boost to make materialized the management of Bangsri Traditional Market is cooperation between government and public to make the clean and comfortable market appropriate with the purpose from Minister of Home Affairs Regulations. But the cooperation between government and public is not agreed with. The lack awareness of public to make clean, healthy and comfortable market. Condition of Bangsri Traditional Market is far from the expectations. The rubbish is everywhere at the buyer pathway, the pathway is muddy, less lightning, not suitable infrastucture and pathway access for the buyer is not properly because of enlargement of the wares.

The things that mention above want to be researched, so it can be improvement for Management of Bangsri Traditional Market.

II. Theoretical Framework and Methods

Qualitative approach emphasize the analyze in the conclusion of process deductive and inductive and the analyze about dynamics connection between the phenomenon, using with scientific logic. (Azwar, 2012: 5). Informant chosen by accidental sample technique. Instrument of the research is the author and others support instruments is interview guide and recorder. Data collected starts from January 2015 until February 2016 through observation, interview and documentation. Locus of the research is at Bangsri Traditional Market. Data validity is an important concept that can be improved from the validity and reliability according to positivism version and appropriate with scientific demand, criteria and our own paradigm (Moleong, 2011: 321).

III. Results and Discussion

Public management is a complex performance from the actors, it is government and all staff to serve the public well and public all the wishes can be done well with the performances or rules in the organization (Ferninda, 2016: 38). To serve public that is the seller and buyer at the Bangsri Traditional Market it need efforts to reach the public wishes and satisfaction. To reach the public wishes and satisfaction it also needs the synergy between government with public to make cooperation of manage and save the Bangsri Traditional Market well. But, the cooperation between government with

public to manage and save the condition of Bangsri Traditional Market is not going well as the wishes from the government. One of the influence in managing Bangsri Traditional Market is social and culture factor of public (seller and buyer). There are influence from social and culture factor about management at the Bangsri Traditional Market about management can be seen in the research result.

A. Negative Influence of Social and Culture Factor

Influence from social and culture factor affected to the orderly and cleanness at Bangsri Traditional Market because it is have connection with the mentality from public or buyer that shopping at Bangsri Traditional Market (Ferninda, 2016: 107). The character also have significant influence to make realization the cleanness and comfortable at Bangsri Traditional Market. In fact, these are seller does not have waste container in their kiosk or their shop. From observation that had been done by author the seller have less awareness to keep the cleanness so they throw the trash every where. So did the buyer at Bangsri Traditional Market, the minimum quantity of waste container at Bangsri Traditional Market push them to throw away the trash. So, it needs to make mentality improvement for them who came and selling to Bangsri Traditional Market, the purpose is to make Bangsri Traditional Market more clean and comfortable.

B. Positive Influence of Social and Culture Factor

Majority the seller at Bangsri Traditional Market are Muslims made the social condition at Bangsri Traditional Market peaceful and safe. So the crash between seller or group rarely happened. Another group from Muslims at Bangsri Traditional Market is Chinese group, but it is a minority. Another uniqueness from Bangsri Traditional Market is the bargaining process between the seller and buyer, so there is a deal price. With that way, there is a good relation between the seller and buyer because they will know each other. Ask and accost increase the intimate between the seller and buyer. The bargaining process until they deal with the price is a special quality that it does not have in the Modern Market, which is now is often happened. (Ferninda, 2016: 107).

IV. CONCLUSION

Organization can achive the success by made Strategic Planning. To gain the strategic it contain the organization aim and purpose. Management Bangsri Traditional Market can be done by Department of Cooperation, UMKM and Management Market with five main strategies, one of the strategy to manage Bangsri Traditional Market is by developing Cooperation, UMKM and Market infrastructures. The successes of organization can be affected by another external factor of organization, one of them is social culture factor. Public's social culture factor had negative and positive affected in Bangsri Traditional Market management. The low public's mentality and character can be seen by throwing the trash away behavior, also the quantity of waste container. So Bangsri Traditional Market very low in cleanness, comfortable and safety. But, social culture factor also have another positive capability that there is no crash between group and uniqueness in bargaining culture that did not had by modern market.

REFERENCES

[1] Azwar, Saifuddin. 2012. *Metode Penelitian (13th ed.)*. Yogyakarta: Pustaka Pelajar.

[2] Moleong, Lexy J. *(2007). Metodologi Penelitian Kualitatif.* Bandung: PT. Remaja Rosdakarya.

[3] Peraturan Menteri Dalam Negeri Nomor 70 Tahun 2013 Pasal 2 tentang Pedoman Penataan dan Pembinaan Pasar Tradisional, Pusat Perbelanjaan dan Toko Modern

[4] Rencana Strategis Dinas Koperasi, UMKM dan Pengelolaan Pasar Kabupaten Jepara tahun 2012-2016

[5] Widyasari, Ferninda Arlisa. (2016). Analisis Strategi Pengelolaan Pasar Tradisional Bangsri Di Dinas Koperasi, UMKM dan Pengelolaan Pasar Kabupaten Jepara. Skripsi. Universitas Diponegoro

Management strategy of the Marind Cultural Arts Festival as breakthrough innovations for improving tourism appeal in Merauke, Papua

Fitriani
Faculty of Social Science and
Political Science，
Musamus University
Merauke, Papua Indonesia
(fitriani310878@gmail.com)

Dr. Ida Hayu Dwimawanti
Faculty of Social Science and
Political Science，
Dipenogoro University
Semarang , Cntral of Java
(prodidap@gmail.com)

Edoardus E. Maturbongs
Faculty of Social Science and
Political Science,
Musamus University
Merauke, Papua Indonesia
(edoms.unmus@yahoo.co.id)

Abstract—**Merauke is a district area of *Marind* ethnic shelter life, the expansion of Papua especially in Merauke, making the young generation forget their identity. Government's efforts to preserve *Marind* cultural ethnic is by holding the *Ndambu* Festival for 3 years, nonetheless the lack information and the distance activity place so that these activities do not impact. This study describes the innovation implementation of Marind cultural arts festival, this researcher uses descriptive qualitative methods focus on management strategy of this festival, starting from planning up to evaluation. Implementation of management strategy produces the right success of the festival activities, and expected this activity can take place annually in the long term and able to increase tourism and economy appeal in Merauke and undertook to preserve *Marind* ethnic culture art.**

Keywords—Management; Marind Festival; Papua

I. INTRODUCTION

Ndambu words means compete healthily. This ritual formerly held in order to dilute the disputes between clans or villages and the district on the *Kimaam* Island, bordering with Papua New Guinea, and the Arafura Sea. This Island is separate with Merauke land, located in south Papua. *Ndambu* is one of the hereditary ritual displays of agriculture celebrations held when their important family member pass away and commemorate their deceased. The core values of the ceremony festival is have to work hard, don't be lazy. Planting is not just for the festival but to fulfill their family necessities. However for three years, this festival has done have yet to find a good pattern organization so that it could not only known *Ndambu* in Papua but also known nationally and internationally. This Festival also involves a lot of people up to the thousands, doing a variety of race and culture, and spend the funds Income Budget Finance Region around 3.5 billion. The biggest obstacle of unsuccessful festival is transportation and the lack information, then the researcher interest to take research on the management strategy of the *Marind* cultural arts festival as breakthrough innovations for improving tourism appeal in Merauke, Papua.

II. RESEARCH METHOD

The research uses participatory methods, qualitative research approaches with descriptive. Where the researchers directly involved in the Marind cultural arts festival activities, namely by observing, interviewing, provide inputs, analyzing, describing and evaluating.

III. RESULT AND DISCUSSION

The Festival is an event celebrated by the community and usually centered on some aspect of the characteristics of the community or tradition. The Festival is the focus on the topic of culture seeks to inform owned members of the public over tradition. Cultural Arts Festival usually mixed program which may include culture, traditions, music, literature, comedy, children's entertainment, science, and others presented in a certain period. Artists participating in the exhibition are the most important part of the festival. Cultural Arts Festival Marind 2016 conducted by an art community, with funding from the local government in Merauke district is a new breakthrough for the local government, because for the first time a community entrusted to carry out the festival. The festival activity truly has been planned from the beginning by 2015 in the sysop community work plan. Then do the formation of the Committee, with select members who are very competent in the sections that are created, as well as understand the arts and concerned with cultural sustainability Marind. Support human resources committed to these officials in the main activities of the festival passes. This results of Committee's meeting discussion of this festival determine themes and sub themes activities tailored to Merauke motto of (expected to be a long-term reference), various contents festival as follow (Merauke photo exhibition once-now, the photo art exhibition and Marind dance performance both of -modern-contemporary, exhibition booths of the share element of the art and culture in Papua, Marind tifa culture book exhibition, book launch of merauke in the photos) , adjacent to the implementation date bases on this city anniversary (community bustling festive moment), the place of execution in a huge building is set in the middle of the city (make it easier to transport), as well as implemented just 1 day from morning till

night (use of funds is not great). Since the mid-2015 community (the Committee) has already done in the coordination form approaches by the perpetrators of art from particular various regions in Merauke, Papua to get involved participate in such activities.

Similarly, service-relates service and youth organizations as well as other independent organizations for support in moral and material for the festival. The Government officially has been designing society area to carry out this festival as an extension form of Marind cultural arts preservation. The festival promotion is done via email, websites, invitations, facebook, Republic Indonesia Radio known as RRI, and banners from September 2015, making it an echo festival is already felt by society in Papua region. Despite limited funds, with the support, cooperation and a commitment from the Committee, the artist participant, organization service, other organizations have created the successful implementation of the Marind cultural arts festival. This is visible from the enthusiastic artists from inside and outside from Merauke is present and become participants in this festival, society visiting that so many from morning to night closures, even bases on society interview, the most of them want this festival more than 1 day, because a lot of the knowledge they get for their selves or for children, in addition to the abundance of art sold results illustrate the buying and selling process and the economic impact for society perpetrator art. Evaluation and accountability activities carried out by collecting the entire festival organizers and the local government in Merauke, openly community (Committee) receives many suggestions and shortcomings that must be rectified in the next year so that it could be more successful and this schedule as an annual event by entering the activities kinds that are different from monotonous and packed so there is more interesting and visible ideas originality.

Managing strategic of Marind arts cultural festival activities is done by the society above is statement reflection of Fred r. David (2008:5) about management strategy is the art and science of formulating, implementing, and evaluating cross-decision functions that allow the organization can reach its destination. Management strategy is more emphasis on strategic decision-making. Strategic decisions relates whole organization in future for long term The purpose of the management strategy is to exploit new opportunities and create a different future, long-term planning and trying to optimize the trend today for the future. Stages in strategic management are strategic formulation, implementation and strategic evaluation of location.

This means that society has done festival planning (Rob Harris and Johnny Allen, 2002) which consists of strategic planning (vision, mission, objectives, goals, strategies), and the planning operational (finance, human resource, marketing, fundraising, programming, unmarked, exhibition, logistic management, attendance, transportation, safety, communications location). The process undertaken by this society can be called by the festival management, namely full service event management form, production, and consultants who are responsible for the production and management creation in various festivals and events. With this team often behind-the-scenes running the event, involve in the planning and execution the event. Build your brand, marketing strategy and communications. The planning process and this event coordinating is commonly refer as event planning and may include budgeting, scheduling, site selection, obtaining the necessary permits, transportation coordination and parking, set up a speaker or entertainer, set decoration, catering, event security and emergency plans. This activity success certainly broad impact and increase the power of tourism appeal in Merauke.

IV. CONCLUSION

Strategic management can be enforced on the whole organization (private, state or independent) on a wide range activity. *Marind* Cultural Arts Festival in 2016 improving where society are applied the right strategic management on the implementation through festival so that it makes this festival goes accordance with strategic planning, operational planning and implementation of appropriate targeted. Then it is time for the local Government giving Merauke society or stakeholders competent in the implementation of events or festival area, so that the desire goals and objectives are achieved accordance with the city vision and mission.

REFERENCES

[1] Batbual, Agapitus. 9 september 2015. Ndambu di Pulau Kimaam, Perayaan Unjuk Hasil Alam. Mongabai.co.id.

[2] David, Fred R. 2008. Strategic Management: Concept & Case 12 th Edition. Prentice Hall, Inc.

[3] Putri, Ratih Dewi Pratama Adyka. 2015. Pengembangan Manajemen Strategi Festival Seni Surabaya, Institut Seni Indonesia Yogyakarta.

[4] Rob Harris and Johnny, Allen, Lindfield. 2002. Handbook Regional Event Management. N.S.W.: Australian Centre for Event Management, University of Technology.

[5] Saputro, Johan. 2014. Perencanaan Penyelenggaraan Festival Kesenian Yogyakarta (FKY) sebagai Media Komunikasi Identitas Yogyakarta sebagai KotaBbudaya, Universitas Islam Kalijaya Yogyakarta.

Analysis of Influences of Religion on the Social Governance on the Ethnic Board Region -- Taking Yunnan Province as an Example

Feng Yong-li

Yunnan University of Finance and Economics

P. R. China

574265304@qq.com

Abstract—**With the development of economic globalization, the development of information era and the abundance of resources have gradually become the trend。 However, in the process of steady running of the society, the emerging of some religion has constituted the restraining influence on social governance of ethnic board region. This article uses Yunnan province as the key of the research to systematically analyze the problems of the religion in terms of the social governance in ethnic board region. The article aims to realize the comprehensive development of regional social governance, and infiltrate the religion in the economic and cultural construction process of social governance, to promote the comprehensive development of social governace.**

Keywordst— religion; ethnic board group;social governance; work influence

I. INTRODUCTION

Religion is the cultural form of close cooperation of human society development, especially in the region where the ethnic minority groups of our country live, their religion plays an important role in the social governance process. Therefore, the construction of the social governance under the religious influence has become the characteristics of board land ethnic groups. In the process of this research, the research of the life management in ethnic group region in Yunnan province is carried out, however, due to the historical, religious, and natural constraints in Yunnan, there are some uncoordinated factors in the economic and public service projects which lead to the constrained phenomena in the construction of social governance. Therefore, the mechanism for social management of ethnic minority region in Yunnan province should be gradually reinforced under the current environment of economic development. The harmonized social governance mechanism should be constructed through the analysis of religion, which will then laid solid foundation for running and harmonized development of the economy.

II. SOCIAL MANAGEMENT AND ANALYSIS OF SOCIAL MANAGEMENT CONCEPT

A . The concept of Social Management

Social management analyzes and manages the social affairs and social activities through the construction of management methods by organizing, coordinating and controlling. By establishing the projects, the healthy and environment suitable development can be improved. At the same time, in the process of analysis of social management concept, the concrete content can be analyzed broadly and narrowly. First of all, the relatively social management is that, in the process of social systematic management and regulation of government departments, it is limited by the traditional social management mechanism. The systematic planning of the society and rational running can be achieved by government management, and the social relationship, behavior and order can be regulated on the basis of legal system. The broadly social management is not limited to the government departments and social management entity. It is a socialized management mechanism, which is realizing the

handling of the social affairs and the establishment of public service projects through the coordinated development of different departments on the basis of government and social organizational department. [1]

B. The analysis of social management novative mechanism

Although there are differences between the social management innovative mechanism and social management, the two management systems have close relationship. The social management has been put as the fundamental content of reform process, among which social management innovation is mainly the management mechanism reformed on the broad concept of society, the developing concept which emphasizing on the diversification and autonomization of subject, through the innovation of management methods, system and thoughts to realize the construction of management mechanism.

In terms of social management innovation mechanism, the current circumstances of the society should be analyzed from diversified perspectives in the process of management system construction. In order to adapt to the social environment changes, the traditional management model and concept can be adjusted and optimized to establish the people oriented value. The religion can be set as the core target of system innovation and management, the innovative system adjustment can be achieved by improving traditional social management model to reinforce the people oriented value, therefore the solid foundation of public service system innovation and management has been laid. During the process of innovation of social management system, the innovative system is formed by continuous adjustment. Therefore, the government departments should analyze and adjust the organizational structure, reinforce the internal and external link of the organization through the optimization of social function to provide the effective evidence for the innovation of service oriented society.[2]

A. The social stability of ethnic board region is the precondition to promote the harmonious development of the society.

In the process of running and development of the society, stability and development is a dynamic balancing mechanism. The stable running and development of the society can be achieved by construction of management projects, among which the stability is realized on the basis of unstability, the internal driving force of social vision can be realized to some extent.

However, development is a social evolution process, the cultural and material demands of people will be satisfied during the process of projects construction, the running of the social economy can be promoted through development. With the running of the society, the demands of the people will increase with the development of the society. Therefore, the demands of the people should be satisfied to some extent. if the stable running of the society needs to be realized with the development. The stable development of social economy can be realized through the promotion of the construction of social stable factors on harmonious society construction. However, due to historical and religious constraints, the construction of social management mechanism in ethnic board region lags behind. This is mainly because the internal differences between ethnic groups are big, the unbalanced development of regional development will lead to the unbalanced feeling of the people in board area, which poses some threat to the social stability. It can be found out that by constructing the social stability factors, the core development of ethnic board region can be effectively promoted.[3]

B. *Religion is the core evidence to promote the social governance in ethnic board region*

Religion plays an important role in the social governance in ethnic board region which can be

summarized as the following: Firstly, religion in the ethnic board area has a long history, and exists in the family, village and groups. It has the important function of cultural heritage and innovation, and also to the manifestation of main stream culture of our country. Secondly, the "groupiness" means the religious concept of the same region and same group, it will display a kind of consistency among different cultures. This character can sometimes improve the cohesive force. On the basis of religion analysis, the emotion and thought of the people get unified and the comprehensive development of social management projects can be achieved. Finally, religion has the character of being stable. For many ethnic groups in the board region, their thoughts are restrained by the traditional religion, so the religious personality will be displayed somehow. They are reluctant to accept the innovative thoughts, which increase the innovation of social culture and other culture. Therefore, we should improve the analysis of the function of religious governance to provide the effective evidence for the ethnic groups governance in the board region.[4]

C. *The stability of ethnic board region is the basic requirement of construction of harmonious society*

Since our country has a vast territory, the economy is getting stronger and stronger. Also, with the development of the influences of our country, the international strength is increasing as well. It can be found out from the economic perspective that the economic strength of our country is increasing gradually, therefore the analysis of running of the economy needs to be carried out from a global perspective. We need to analyze the comprehensive national strength, broaden external market, and construct effective environment resources. The religion should be used as the basic requirement of market running and development to realize the complementary effect of resources. From the political perspective, the political system in the board region of our country has some strategic advantage. For example, Yunnan province is the bridge-head that open to southwest Asia. Therefore, the economy of

ethnic board region should be taken as the foundation to construct the overall open economy in board region. The religion should be taken as the basis to maintain the stability of the society.   [5]

IV. THE OPTIMIZED ANALYSIS OF RELIGION IN SOCIAL GOVERNANCE IN ETHNIC BOARD REGION

A. *Effective integration of the "groupiness"*

For the ethnic board region, there are circumstances of several ethnic groups live together or one group lives separately. Therefore, how to promote the integration and communication of different groups has become the important content of current social governance and cultural integration. Usually, the integration of religion displays the feature of reality, and the diversified development of group integration will be reinforced during the process. In Yunnan province, the typical culture is "village group" which reflects the basic features of agricultural society and shows the regional cohesion and risk system in the construction of some certain regions. At the same time, the emerging of religion has some regional connection, it overrides the limits of groups and can improve the value recognition of members within the same culture scope. However in a group with a relatively stronger heterogeneity, if the derivative cultural concepts emerge during the process of cultural development, the construction of core value of socialism and culture integration can be promoted, therefore the integration of different group in board regions can be realized and the communication can be improved as well. Therefore, the following things should be carried out in cultural governance of board region society. Firstly, through innovation and collection of theories, the characterized social management systems should be constructed. Secondly, the cultural development and main stream values should be reflected under the party leadership. The cultural innovation will display some complication under the religious background, which is the main driving force in the process of construction. Thirdly, in order to realize the innovation and coordinated running of social management, the religion should be taken as the basis to construct scientific guidelines, to realize the coordinated development of management system which will lay solid foundation for social stability and coordinated running.[6]

B. *Promotion of the moral internalization of people in the region*

The emergence of moral culture and religion culture of human society has connection with accompanying culture and common ancestry culture. Although there are differences between the two cultures, their internal relationship promotes the construction of social management system. It can be summarized into the two following aspects: On one hand, the comprehensive development of social culture and economy can be achieved by the demand of religion during the process of its formation, on the other hand, it provides support for the religion on the moral and legal basis, and the characteristics of persistence and in-depth provide sufficient guarantee for the construction of social management system. Therefore, the construction of social management mechanism of ethnic board region should have legal basis to reinforce the mandatory effect of the system. Moreover, the equity and measure of the system should be emphasized to construct the harmonized social concept and value. And the patriotism and integrity should be the basis to realize ethnic group culture under the religious perspective. To the ethnic minority group in Yunnan province, the government departments should promote social cultural organizations' function to realize the core ability of social management and service system. Moreover, the social management and innovation mechanism under the religious concept can be transferred to the relatively established enterprises by using transferring right. The enterprises can develop the advantages of charity, social-aid and environment protection, and realize the coordinated distribution among different departments by useful work distribution. For those social management innovation mechanism involved by NGOs, if it gives full play with the construction of board region service system, then the capability and the involvement of the people should be improved to realize the management innovation of the community. For the ethnic minority mechanism, not only the government concerns should be taken into account, but the religion should be integrated to develop the long-term strategy, to realize the "small government, big society, strong system" mechanism, therefore to provide the effective evidence for the core development of the region.[7]

C. *Reinforcement of the natural protection function of social management*

For the board region, there is certain difference compared with the developed area regarding the social civilization and economy. Moreover, there is certain connection between the inheritance of religion and the backward productivity in the natural environment. Board regions are mainly in high mountains, for example, the difficulty of ecological protection of the natural resources in Yunnan is relatively big, the construction of social management system put more emphasis on the economy and it lacks the protection of the natural region and inheritance of religion. For example, from the 50s to 60s of last century, the forestry in the board region was severely damaged in the "Great Leap Forward", which influenced the ecology badly and limited the scientific and cross-culture development in the board region. Therefore, the importance of constructing ecological environment should be realized to provide the effective evidence for the current social governance in the board region. At the same time, religion origins from the adoration of the nature, the scientific construction of plants, animals and weather should be carried out with the construction of management mechanism. Religion is a stage product of social development, it will vanish when human society develops to the advanced level, while it takes a long time for religion to develop currently. Especially in the key phase of social development, the conflicts and profits are burgeoning. Therefore, the ethnic conflict of group ecological balance and profit should be effectively adjusted. If the resources acquisition and the construction of social management system are carried out regardless of the consequences because of the huge profits, it will damage the ecological resources and then the management mechanism construction. Moreover, if human being can not analyze the religion systematically when transforming resources, the construction of its management mechanism can promote the economy, but the natural resources can not be protected. By realizing this factor on time, we can then construct the mechanism based on the religion and provide the evidences for the construction of harmonious society.[8]

V. Conclusion

Generally speaking, in the process of construction of social management system, the relative regulation system should be established from scientific view in order to realize the dynamic running of regional management, which can lay solid foundation for the stable running of ethnic board region. The distinctiveness and universality in the construction should be realized and combined to realize the stable running of ethnic region. At the same time, in the process of public governance and value analysis, the usefulness of religion should be reinforced in the stable running of the society, which will lay solid foundation for the stable running and development of the society.

REFERENCES

[1] Lv Huaiyu, The poverty alleviation strategy research in ethnic board region, Yunnan University, 2013.

[2] Zhang Beibei, The research on the economic development and social stable mechanism in southwest ethnic board region, Southwest University of Finance and Economics, 2012.

[3] Li Chan，The innovative research on social management of ethnic minority region in Yunnan province, Central China Normal University,2012.

[4] Wang Xin, The political involvement research of ethnic minority on board region, Inner Mongolia University,2013.

[5] He Jinrui, A preliminary study on the ethnic group problems governance system and modernization of its governance capability, Journal of Minzu University of China 2014,04:20-26.

[6] Lv Chaohui. The outline of legal civilization construction on board region—Using the multi-group region of Yunnan as the analyzing perspective,Journal of Yunnan Administrative Academy,2014,03:148-153.

[7] Wu Fuhuan, Discussion on the innovation of social governance of ethnic board region in China, Journal of Xinjiang Normal University,2014,05:29-35+2.

[8] Chen Weizhi, Discussion on ethnic group characteristics and revelation of ethnic board region, Journal of Chongqing Technology and Business University 2011,04:63-67.

Part VI

Innovative Educational Standard for Sustainability

Study on the Preliminary Construction of the Cloud of Mental Health Education in Chinese Colleges and Universities

Liu Shengyue[1]

School of Political Science and Public Administration,
University of Electronic Science and Technology of China,
Chengdu, P.R.China, 611731
chrisour@163.com

Li Yuan[*]

Mental Health Education Center,
University of Electronic Science and Technology of China,
Chengdu, P.R.China, 611731
liyuan@uestc.edu.cn

Zeng Weixi[2]

School of Political Science and Public Administration,
University of Electronic Science and Technology of China,
Chengdu, P.R.China, 611731
zcj213@126.com

Abstract—In recent years, the combination of network and mental health education in colleges has realized its transition from the tool and problem consciousness period to the system construction period. However, some shortcomings still exist in the system construction period: the resources integration of mental health education is insufficient; such resources are not shared among colleges; the network mental health education has sole function. Recently, the wide use of Cloud technology indicates such combination of network and mental health education will be expanded. Cloud technology make it possible to overcome these shortcomings. To make the Cloud technology and the mental health education combine well, the author proposes a new concept, The *Cloud of Mental Health Education in colleges and universities*, and discuss its practical significance and value. Besides, this study makes a preliminary construction for the Cloud from the aspects of platforms and services which may contribute to practical operation.

Keywords—colleges and universities; mental health education; Cloud computing; construction

I. INTRODUCTION

The Chinese scholars early define the relationship between network and mental health education from the perspective of tool consciousness and problem consciousness. In this phase, network has been used as a technology and a platform for information exchange. Therefore, network has been used in mental health education such as online psychological training, counseling, testing, and treatment. In the second phase, the combination scholars concerned becomes different. Network has not only been treated as an extension of the traditional mental health education, but the networking of the mental health education, that is, the formation of the network system of mental health education. Although the domestic colleges and universities do pay attention to the construction of the network system of mental health education, say, making psychological webpages and developing resources, there are also some problems. Firstly, the focus of function design has been put on preventing and resolving the mental problems college students may encounter during the process of growing up. For instance, network platforms have been used to make an appointment of psychological counseling. It neglects the communication and interaction with users and doesn't achieve the function of collecting, classifying and integrating the data of college students' mental health via network platforms. Secondly, that content construction mainly focuses on releasing the information and news of college students' mental health activities doesn't meet the needs of mental health education for them [1]. It fails to provide the resources for science popularization and education and build a self-help learning system to supply personalized mental health services to students. Thirdly, the mechanism of co-sharing and co-construction has not been completely established among colleges and universities. That the platforms of each college haven't been linked as a web leads to the information islands. For another hand, in view of lack of standardized design, that the data exchange are limited by copyright protection, the editions of software and bandwidth results in some difficulties such as low access speed, long download time and low utilization ratio.

Zeng Wenxiong (2012) insists that Cloud computing technology can cope with the problems above. Cloud computing technology, the integrated derivation of distributed processing, parallel processing, network storage and hot backup redundancy and other network technologies, is an available, convenient, on-demand network access mode with extraordinary function of computing, storaging, high security and high compatibility [2]. The shared pool of configurable computing resources (e.g., The network server, storage equipment, selection of network equipment and apps) is easily be accessed by could computing technology that can make

resources rapidly provided to satisfy the need of the users. It can realize the integration of the mental education resources and ensure the safety and speed of the access to the personalized mental health education services. Therefore, it is significant to combine mental health education with Cloud computing technology. However, there are few related researches in this field at present, this paper come up with a new concept names the *Cloud of Mental Health Education in Colleges and Universities*. Its practical value and elements will be discussed in the following sections.

II. DEFINITION

the *Cloud of Mental Health Education in Colleges and Universities* which has been proposed based on the Cloud computing technology's fantastic computing and storaging capacity and its heterogeneous-access and sharing, is a tremendous data pool which can integrate all the mental health education resources among colleges and universities. It can not only realize the resources sharing among colleges but provided users with reliable custom services of mental health education resources in Chinese colleges.

III. THE SIGNIFICANCE OF BUILDING THE *CLOUD OF MENTAL HEALTH EDUCATION IN COLLEGES AND UNIVERSITIES*

A. It is the requirement of the era

For college students, the network is a double-edged sword which has powerful attractiveness and inevitable realistic perplexities. Along with the era of cloud and digitalization, the Internet has played a indispensable role in scientific research, learning skills, knowledge acquisition and interpersonal communication. Mental health education will be disconnected with the era if it doesn't catch up with the step of Cloud Era and only sticks to the traditional developing model. Therefore, it is urgent to explore a system of network mental health education which is suitable for the initial needs of the college students.

B. It is the requirement of resolving Internet-related mental problems

At present, the academic community argues that the content of the mental health education has two aspects: disseminating the basic knowledge of mental health and solving the mental problems [3]. the *Cloud of Mental Health Education in Colleges and Universities* is serve for network mental health education and its partial function is to analysis the time segments and preference of the internet usage, the ratio of network resources and the group network behavior of college students by using Cloud computing technology. It can localize and screen the individuals who has mental problems such as Digital Personality Disorder, Paranoia in communication with machine and Network Demoralization Symptoms, etc.

C. It is the requirement of educational innovation

In the era of Cloud, The subject of education is becoming more and more non subjective. That is to say, it is no longer the authority to instill ideas, but the subject which can produce, disseminate, storage and monitor the network information. Therefore, it has three identity of the thought leader, the information disseminator and information swapper [4]. Then, in terms to the construction of the *Cloud of Mental Health Education in Colleges and Universities*, educational innovation must absorb the essence of the traditional mental health education and meet the need of the physical and mental growth of college students.

IV. THE ELEMENTS OF THE CLOUD OF MENTAL HEALTH EDUCATION IN COLLEGES AND UNIVERSITIES

A. The construction of the Cloud platforms

That the platforms of the *Cloud of Mental Health Education in Colleges and Universities* is based on advanced technology equipment and excellent Cloud algorithm will attract enormous numbers of college students as its users. As is shown in figure 1, it's a consolidated bodies that has 4 parts which can interact with each other.
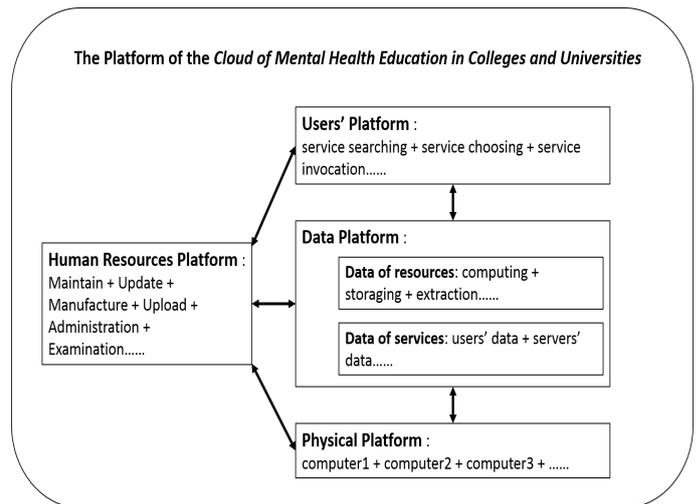

Fig. 1. Framework of the Platform of the *Cloud of Mental Health Education in Colleges and Universities*

1) Physical platform: The physical basics of the Cloud are computer clusters which have been constructed as an incredible data center. The Cloud of Mental Health Education in Colleges and Universities has connected the computers of administrative departments of education, psychology related departments in colleges and social organizations and institutions by Cloud computing technology which also can integrate the resources in those computers. Accordingly, the computer clusters are steady physical preparation for the extraction and access of resources [5].

2) Data platform: The data platform is the interlayer which is the bridge that combines physical platform with users' platform and its main function is to collect, store, exchange data. Generally, the date can be classified in to two categories: data of resources and data of services. The former can put he wide range of heterogeneous information resources together and remove redundant constructions and wipe the redundant data when it enriches resources constantly. The latter consist of receiving request data and providing service

data. To go into greater detail, the proper management of data no matter in user end or in Cloud, acquisition of performance data and task scheduling can make two functions mentioned in great order and ensure the users have the access to anywhere of the Cloud.

3) User's platform: The construction of user's platform includes two tasks. Firstly, the potential user group of the Mental Health Education in Colleges and Universities can not be only meant for the college set, but the students' parents, mental health education workers and related social institutions. Secondly, the approaches to it will be designed in varied forms such as cross-platform compatible apps of phone or Pad and High-tech intelligent equipment with function of off-line data transference. And if so, there would be a win-win situation that users can enjoy the resources of the Cloud efficiently and conveniently, on the other hand, the Cloud can record and store users' behavioral date and preference to deliver well-matched services.

4) Human resources platform: The construction of user's platform is of significant in whole plan. Although the powerful characteristics of Cloud computing technology can make the data and resources transfer safely and efficiently among those three platforms, notably, the participation of human resources is going to coordinate those three. Firstly, for physical platform, the maintenance of the equipment can not be realized without technicians. Secondly, for data platform, mental health education resources are made by professional mental health education workers and the upload rules used to audit and manage resources are carried out by the authorities. What's more, it is essential that scientific research teams are good at updating computer algorithm and patching security vulnerabilities. Thirdly, Restricting users' requests and taking intervention measures for high-risk users can not be absolutely automatic.

B. The construction of the Cloud services

It is vital that the *Cloud of Mental Health Education in Colleges and Universities* can provide various Cloud services that users can choose to resolve their own mental puzzles and learn the knowledge of the mental health education. Basically, the Cloud services can be divided into three categories.

1) Personalized service: Personalized service is aimed at the need of the individuals which facilitates users to select the resources they want. To the first, users can learn the common knowledge from the mental health education online video open class and the massive open online courses [6]. Secondly, the cloud can record and storage the mental growth of the college students which can be made into their mental health reports. In addition, A variety of scales (e.g., SCL-90, MMPI, MBTI, 16PF) are provided to users which can be used to evaluate their own mental health status.

2) Cooperative service: Cooperative service is similar to the C2C model in E-business, which means that cooperation can be realized among users. For example, users can upload their own mental health education resources into the shared section of the Cloud which can be extracted by others conveniently. Moreover, Online chatting rooms and BBS would be used into compeer mental tutorship. Along with the popularity of the video 3D technology, affective communication across time and space may be around the corner [7].

3) Help service: Help service supplies another more professional way to solve the mental problems when college students can not resolve them by personalized and cooperative service. On the one hand, Users can make appointment of counseling or treatment with experts in the resource pool according to their own situation, on the other hand, experts can master the psychological development and change of the people who seeking for help and do real-time monitoring and timely intervention of the special individuals in case of the emergencies.

V. CONCLUSION

In present, the era is transferring to the big data with Cloud technology. The transmission and dissemination of data is becoming more and more mini, instantaneous and flat, while the storage and reception of information resources tend to be huge and systematic. Colleges and universities can not only stick to the traditional network psychological health education model, but should catch up with the advanced technologies. Therefore, building the Cloud of Mental Health Education in Colleges and Universities and transferring the traditional mental health education field into the technical supported Cloud platform can not only achieve the realize the sharing and efficient use of mental health resources, but also able to enhance the effect of mental health education through a wide range of Cloud services.

REFERENCES

[1] Yao Benxian, Lu Lu. Status and Prospect of the research on the education of mental health in China [J]. Psychological science, 2007, 30 (2), pp. 485-488.(In Chinese)

[2] Guo Dongmei, Meng Yan. Research on cloud computing and data storage and management technology [J]. Information technology, 2012 (5), pp. 73-76. (In Chinese)

[3] Jiang Qiaoling, Hu Kai. Research progress and trend of College Students' network mental health education [J]. Modern university education, 2013 (6), pp. 81-86. (In Chinese)

[4] Zhou Banghua. Analysis of the current situation of network ideological and political education in the new period [J]. People's Tribune. 2012 (35), pp. 154-155. (In Chinese)

[5] Zeng Wenxiong. Sharing one day: primary and secondary school mental health education in the age of the Cloud [J]. Mental health education in primary and secondary schools, 2012 (17), pp. 4-6. (In Chinese)

[6] Liang Fangmei. Study on the teaching reform of mental health education for college students in the age of the Cloud era [J]. Asia Pacific Education, 2015 (8), pp. 86-86. (In Chinese)

[7] Zeng Wenxiong. Teaching and management of mental health education in primary and secondary schools based on cloud computing [J]. Teaching and management: theoretical edition, 2013 (27), pp. 33-35. (In Chinese)

Analysis on the Current Situation of grandparenting education of Urban Household and its Cause in China

----Taking Kunming City as an example

Yu Huijuan
School of Public Management,
Yunnan University of Finance and Economics
Kunming, P.R.China
Email: 44218931@qq.com

Abstract—this paper aims at analysis of the current situation of grandparenting education of Urban Household and its cause in China. The author visited some residential areas of Kunming City through interviews and questionnaire survey to study the present situation of grandparenting education and find that with the development of economy and society, grandparenting education has a very high proportion in China and is rising year on year soon. This paper analysis its cause from the social and economic development, the change of family structure, government policy and personal reasons. We must be aware of such a high proportion of grandparenting education which is unfavorable to the family education. Appeal to the state and government attach importance to parenting education and encourage parent to take care and educate their children personally.

Keywords—grandparenting education; current situation; cause

I. INTRODUCTION

There is an interesting phenomenon in China. At the time of kindergarten, there are so many old people crowded at the gate of kindergarten. Who are they? And what are they doing? They are grandparents of the kids in the kindergarten. And they take their grandchildren to school and bring them back everyday. Actually, in the neighborhoods，parks, or everywhere there are infants, you always find the one who accompany infant is their grandparents. This is a very common phenomenon in China. We called it grandparenting education.

With the development of economy and society, the rapidly accelerating pace of life in ordinary people's society and the increasing pressure to survive make many young parents do not have much time and patient to educate their children. Such a social reality promotes grandparents assume more responsibility for their grandchildren's education. Comparison with The West, grandparents and grandchildren are entertainment without too much responsibility.[1] The high proportion of grandparenting education brings new challenges to the development of family education. With the absence of parents, a series of family education problems have emerged. For a child, we all know how important it is to be accompanied by their parents! This paper analysis its cause from the social and economic development, the change of family structure, government policy and personal reasons. We must be aware of such a high proportion of grandparenting education which is unfavorable to the family education. Appeal to the state and government attach importance to parenting education and encourage parent to take care and educate their children personally.

II. THE CURRENT SITUATION OF GRANDPARENTING EDUCATION

A. Chinese Grandparenting education family classification

It can be divided into Grandparenting education of Urban Household and Grandparenting education of rural area. In this paper, we discuss about Grandparenting education of Urban Household. And take Kunming as an example.

There are two types of Grandparenting education of Urban Household: completely grandfamily and joint grandfamily[2].

Completely grandfamily means children live with grandparents and grandparents take the guardian's responsibility. They take care of them when a baby was born. Parents give up completely to taking care of children and leave their children with their grandparents who play the role of parents in the whole growth period of the child. It takes them about the whole time to raise a child. Usually the cause of completely grandfamily is poverty which forces their parents to leave their hometown to work; or parents divorce and give up custody of the child. The children nearly can't see their parents only if their parents have a vacation. In this type of

---

[1] Kathleen M Roe Meredith Minkler．"Grandparents Raising Grandchildren Challenges and Responses" [J]．Generations, 1999，22（4）．pp25—32.

[2] Li Qinxia，"On the issue of child rearing in grandparents" [J] ，Studies in Preschool Education，2001 (3)．pp.7-10 (In Chinese)

---

family, there is "surrogated parents"[3] and due to the lack of knowledge of the elderly and backward education conception, children's education is lagging behind. Further more, the child's physical and mental development is not very easy to be health without parents' company. This kind of family in the city is rare, about 5% or so. But in rural areas and remote areas completely grandfamily is very common, about 50% or so.[4]

Joint grandfamily means three or more generations family members live together. In this family, father and mother go to work everyday; grandparents educate and take care of child. Parents accompany child only after work or weekend. In China, the most joint families are based on "421" family structure.[5](Fig. 1)

Generally, in current situation, "421" family structure is the most important family structure in China. "421" family structure---- 4 means four grandparents, mother's parents and father's parents; 2 means father and mother; 1 means a child. Under this family structure, grandparents are the corn of the family. Young parents are busy with working. Grandparents are retired at home. So grandparents take care of grandchildren spontaneously. This situation of grandparenting education is relatively good. Parents have some time with their children.
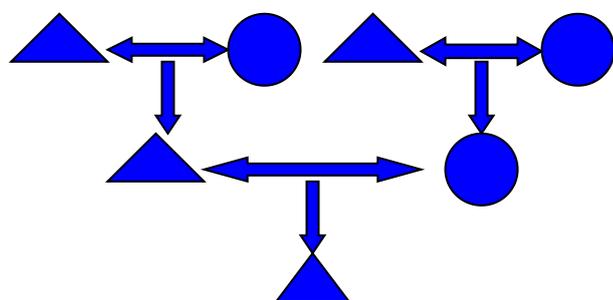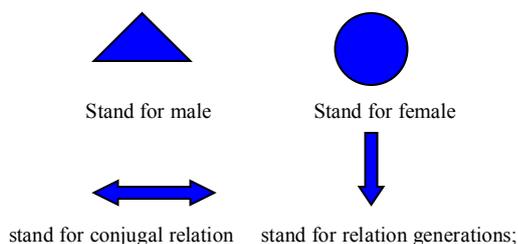

Fig. 1. "421" Family Structure

Stand for male   Stand for female

stand for conjugal relation   stand for relation generations;

[3] Qiu Zhenwan，"The change of family----Grandparenting"，Xuefu Culture，Tai Wan，2004, pp78—79 (In Chinese)

[4] Zhu Yongliang, "Investigation and Analysis on the present situation of unattended children", Gan Su Science and technology, 2007, 23(12), pp146—147(In Chinese)

[5] Li Jingjing, "The research of modern family---Based on "421" family structure", Hua Dong Traffic University, 2013, pp10—11(In Chinese)

III. THE PROPORTION OF GRANDPARENTING EDUCATION

The proportion of grandparenting education increased year by year. Especially in the developed regions with the rapid economic growth. Chinese aging scientific research center conducted a survey of elderly policy research. 20083 elderly people in urban and rural areas were interviewed who look after their grandchildren occupy a large proportion, up to 66.47%. The time of the investigation is in the year of 2000. Over the past 10 years, to 2010, it climbed to 69.73%. Taking Beijing, Shanghai and Guangzhou as an example, the proportion of grandparenting education is 80%, even nearly 90%.

In this paper, the writer make a survey about the proportion of grandparenting education family and the age of children grandparenting educated in Xishang District of Kunming. From the year of 2008 to 2016, we can see that the high proportion of grandparenting education in Kunming, and is rising year on year soon. (Fig.2)

Besides, the younger the children are the higher proportion of grandparenting education. In most case, grandparents take care of children or more when he or she was born. They come back to their parents when they go to primary school or secondary school. (Fig.3)

That is to say, for various reasons, more and more parents leave their children with grandparents to take care of. All these data indicate that grandparenting education is our national conditions. Its existence and development is inevitable and has exuberant vitality.
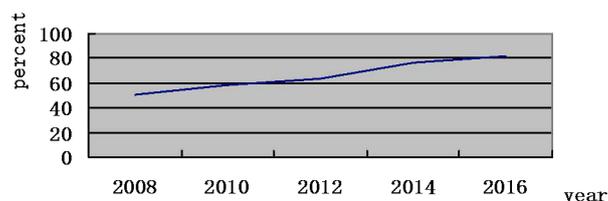

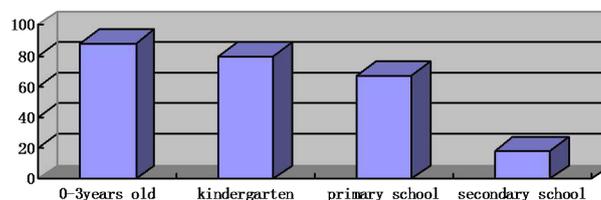Fig. 2. The proportion of grandparenting education in Xishang District of Kunming

Fig. 3. The age group of grandparenting education

A. *The change of family structure, "421"family structure increase is the primary cause of grandparenting education.*

With the economic development, the pressure of life and high price of house, the family structure in China has undergone tremendous changes. Generally speaking, there are about five types of families in Chinese family structure. "Extended family is members of three or more generations, related by blood or marriage, which live together or near each other. Stem family is parents, married children and grandchildren live together. Nuclear family is parents and unmarried children live with each other. Dink family means double income, no kids. And bachelordom family."[6]

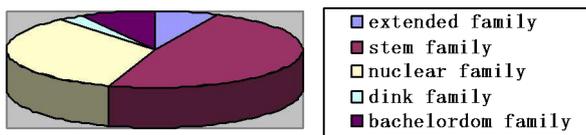From Fig. 4. We can know Stem family is the main important form in China's family structure.

Fig. 4. Family structure in China

(Data sources: The fifth national census bulletin of National Bureau of Statistics of P.R. of China)

In 1979, family planning---one child policy was promulgated, so far, 30 years past, the first generation only child become parents which marks the Chinese traditional family has changed. They, their parents and their children make a family which is stem family that is the primary family structure in China now. That is the "421"family mentioned above. The sixth national census bulletin of China in 2010 boards that there are about 2 million families which is only-child family. Further more, the figure is growing at a rate of one percent a year and total population growth was less than one percent. After 40 years, the number of only-child family will grow to 20 million if family planning---one child policy does not change. With the increase of only-child, there will be more and more "421" family structure. However, grandparenting education is usually in this family structure.

B. *The rapid economic growth increase the pressure of life and high price of house led to grandparenting education*

In recent years, Chinese economy was growing up at a very high speed. It brings great changes in turn the world upside down in people's life. The first is to rise the standard of living and the price of goods. Young parents have to go to work to support a family. Grandparents have to share responsibility for their grandchildren. Taking Kunming city as an example for the cost of raising a child, the cost of raising a

----
[6] Wang Yuesheng, Analysis of contemporary Chinese family structure, Chinese Social Sciences, 2006(01), pp96-108(In Chinese)

child is about 2500RMB to 3500RMB per month for 0 to 3 years old children. The cost will go up with the growth of the age. But for ordinary family, a person's average earnings are about 3000RMB to 4000RMB per month in Kunming. In such conditions, only father go to work which can't take the whole family life. So father and mother have nothing to do but go to work to earn money.

On the other side, the price of house is at a very high level. In large and medium size cities, as Beijing, Shanghai and Guangzhou, the average price of an apartment is about 20000RMB to 30000RMB per square meter or more. In Kunming, this small city, the average price of an apartment is about 5000RMB to 10000RMB per square meter. For an ordinary family, they can't afford an apartment, especially for families with children. So for young couples have no choice but living with their parents after married. This is the direct cause of "421" family structure growth.

C. *The government does not have the corresponding policy which support mother to stay at home to educate their children.*

In China, women's maternity leave only have for 3 months. In some private enterprises, it just lasts one month. Furthermore, there is no guarantee of income during maternity leave. Women have to go to work immediately after production. By contrast, western countries have long maternity leave. Such as Russia, women can take 4 and half years of paid maternity leave. In addition, some countries have adopted some policies to encourage women to stay home with the kids. Like America, housewife can enjoy tax relief and get food stamp. The same as Japanese, housewife in Japan can enjoy duty-free, housewife subsidies, raising subsidies and so on. All these policies provide a strong guarantee for women at home with children. If there is sufficient economic capacity, I think, most parents still want to accompany their children at home.

D. *Parents who take care of child at home are difficult to be accepted by the public*

In China, there a lot of parents who have too much hope for their children. At most of the time, the ability to have a good job with high salary become a standard for the success of the general public. If young mother or father take care of their children at home instead of going to work, their parents can't agree at first. Because Chinese parents are pround to cultivate a successful child who must has good job with high salary. To take care of a child at home means nothing in Public opinion in China. So grandparents assume the obligation to take care of grandchildren, and force their parents to go to workplace.

Otherwise, housewives will be discriminated against. People will think you are lazy or a parasite if you don't go to work and just do the housework or take care of the child. The housewife's housework is not recognized. So the public is encouraging women to be self reliant and economic independent; to go to workplace to compete with men. Therefore, it is seems that parents don't take care of their

children is a normal phenomenon. Instead, parents who take care of their children at home became the object of being condemned.

E. Irresponsible parents, and high divorce rate is also one of the reasons caused grandparenting education

Now most parents are the only child in the family. They grow up in an over protective and pampered environment. They are not independent and heavily reliant upon their parents. To be parents, they are afraid of trouble and don't fulfill the responsibility for their children.

Finally, with the rising divorce rate, the number of single parent families increased exponentially which also lead to the proportion of grandparenting education growth.

V. CONCLUSION

Family education will be a long term issues. Parenting education is the foundation and core of family education. A child's character and habit is usually formed by the age of 3 years old. So from 0 to 3 years old, parenting education is the most crucial. But the fact is nearly all children are educated by grandparents from 0 to 3 years old. But in a short term, the current situation of grandparenting education in our country can not be changed. That indicate grandparenting education is our national conditions. Its existence and development is inevitable and has exuberant vitality. We must be aware of such a high proportion of grandparenting education which is unfavorable to the family education. Grandparents will never replace their own parents. Although they have some experience in feeding the children, in the education of children they lack of knowledge and are conservative and backward. In most cases, children are easily over protected by their grandparents and their nature and creativity are killed. In addition, because of old age and limit energy, the elderly who take care of children are under tremendous physical and psychological pressure. The Youth education is very important to our country's development. All we can do is pay attention to it. Appeal to the state and government attach importance to parenting education and encourages parents to take care and educate their children personally. More critical is that the government should develop appropriate policies to protect the rights of parent who take care of child at home. On the other side, parents must take the responsibility for their children. Coordinating the work and life, parents should try to spend more time on their children after work.

REFERENCES

[1] Baker, Lindsey A. and Jan E. Mutchler. "Poverty and Material Hardship in Grandparent—Headed households", Journal of marriage and family [N], 2010

[2] James T Sykes, "Grandparents Raising Grandchildren" [J], The Gerontologist，2002，42（1）. PP.140-141.

[3] Kathleen M Roe Meredith Minkler . "Grandparents Raising Grandchildren Challenges and Responses" [J] . Generations, 1999，22 (4). pp.25—32.

[4] Li Jingjing, "The research of modern family---Based on "421" family structure", Hua Dong Traffic University, 2013, pp.10--11 (In Chinese)

[5] Li Qinxia，"On the issue of child rearing in grandparents" [J] ，Studies in Preschool Education，2001 (3). pp.7--10 (In Chinese)

[6] Qiu Zhenwan ，"The change of family----Grandparenting", Xuefu culture，Tai Wan，2004, pp.78--79 (In Chinese)

[7] Wang Yuesheng, "Analysis of contemporary Chinese family structure", Chinese Social Sciences, 2006(01), pp.96--108 (In Chinese)

[8] Zhu Yongliang, "Investigation and Analysis on the present situation of unattended children", Gan Su Science and technology, 2007, 23(12), pp146 -- 147 (In Chinese)

Research on Innovative General Education Course Reform in Finance and Economics Academies

Exemplified with Yunnan CJ University

Chen Meixia

Yunnan University of Finance and Economics

Kunming, P .R.China, 650221

yngcx@126.com

Abstract—**With the deepening of college education and teaching reform, general education has received more and more attention in finance and economics academies. After years of curriculum practice, its reform is picking up great popularity. Thus, practicing general education reform for the time being conforms to the demands of the time and tide. Through categorizing and analyzing problems in present general education practice in finance and economics academies such as irregular general education management system, irrational course structure, limited course resources, rigid teaching method and unsatisfactory teaching quality, this essay casts light on effective ways to optimize general education courses, reform teaching strategy and practice workable management to ensure the success of general education reform.**

Keywords—*higher education, finance and economics, general education, course reform*

I.Introduction

The objective of practicing general education is to extend the teaching basis of the secondary education. General education is an extensive and all-round education of non-professional and non-utilitarian basic knowledge, skill and attitude, aiming at bringing up sound and round human beings. In other words, it is an education that cultivates college students' sense and mind, allowing them to grow into a forward-looking and inclusive human being; someone with foresight, refined spirit and elegance. So it goes without saying that the diversification and variation of general education is significant in college education.

A.Literature Review

Researches on general education reform have been done from different perspectives both in China and abroad.In 2006, MengYonghong mentioned in "Practice and Exploration on the Construction of Undergraduate General Education Courses" that general education should be regarded as an educational ideology and concept and weaved through higher education. In 2013, in "Analysis of General Education Curriculum Provision in Universities of China", Hu Liping proposed that American professor Packard initially integrated general education into college education at the beginning of 19th century. According to him, universities should offer young adults highly comprehensive education including "classical, literary and scientific" knowledge. In 1920s, Mr. Mei Yiqi, president of Tsinghua University in China stated universities should not cultivate "experts in certain field"but "talentsin general areas". In 2012, Yu Fujun wrote in "Practice on Construction of General Education Curricula System in Local Undergraduate Colleges" that general education courses were the major field and channel of practicing general education. The incomplete course construction is the major factor that hinders the successful development of general education. So it is necessary to analyze the major problems in the construction of general education curricula system in local undergraduate colleges and discuss methods to optimize its setup.

B.Basic Concept of General Education

General education regards students in the educational system as independent and integrated individuals and offers education for all-around development, aiming at cultivating eligible citizens for modern society. It further imparts scientific and cultural knowledge and encourages other accomplishment to form a systematic knowledge frame, as a result of which, fosters students' basic capability and allows

them to develop strong skillset. [1]

In this course, students will be able to understand the relationship between self and the nature, self and the others, self and the environment, as well as self and the social rationality, all of which will contribute to their full transformation to social man.

The word "general" in general education indicates the education shall be resourceful, extensive, comprehensive and multidimensional. The general education is both instructive and cultural, striving for the pursuit of freedom and nobility at its core.

C. Present Status of General Education Reform in Yunnan CJ University

A. History of Yunnan CJ University

CJ University originates from Yunnan Finance Cadre School of 1951 which launched finance and trade classes in 1979 recruiting associate-degree students. Yunnan Institute of Finance and Economics was set up in 1981 for full-time undergraduate education. It was listed as a provincial key university by Yunnan Provincial Government in 1995 and renamed as Yunnan CJ University in 2006. Currently, it has 53 undergraduate programs with a developed multilevel system for talents cultivation which streamlines undergraduate, graduate and PhD education and incorporates schools for international students and continuing education. Featured with economics and management science, it has become a comprehensive university with other majors such as law, philosophy, literature, science, engineering and art, all developing jointly. [2]

B. General Education Mode in CJ University

Under the personalized quality education ideology of unification of erudition and specialization, the general education in CJ University is divided into six categories: philosophic wisdom and scientific thinking; ecological environment and life care; world vision and cultural communication; science and technology development and social progress; cultural heritage classics reading; aesthetics and art experience. Courses are academic units-based and

[1] Zhang Xiaoxu, *"Problems and Solutions to General Education Curriculum Provision in Universities of China"*, Changchun Normal University Journal (Humanity and Social Science Edition), 2012.7
[2] http://www.ynufe.edu.cn/xxgk/xxjj/index.htm

implement "basic education plus professional education" mode. That is to say, courses are composed of five modules: general education course (including general education basis and general education core) + subject foundation course+ specialized course +professional development course (school-wide optional course) + social practice and innovative course. Students majoring in science and engineering, economics and management, and liberal arts and law shall score 60-65 credits in general education courses which take up 36.36%-38.24% of the total compulsory credits in all majors. This system aims at cultivating specialized and versatile modern professionals with interdisciplinary, applicable and hands-on knowledge.

C. General Education Reform in CJ University

In order to meet the market economy's demand for talents with integrated quality, Yunnan CJ University consistently follows the guiding ideology – an education based on Yunnan but faces the whole nation; one emphasizes quality, efficiency and unique features to train qualified talents. Credit system management took effect in the year of 2000 in CJ University and general education started in September, 2008. The school constructed the school-wide general education course system meticulously, selected instructors carefully, took pains to design the course scheme and endeavored to explore methods for general education reform and practice. Students from CJ University have been required to attend six categories of the general education courses and acquire 12 credits to get their bachelor degree regardless of their majors since 2008.

Problems arose over years of general education practice. Initially, due to the lack of special management institution, qualified faculty and standard teaching syllabus, teachers from different departments reserved too much freedom in applying for and offering courses; as a result, the course names were myriad. The absence of teaching syllabus and textbook, together with the randomness in teaching impeded teaching quality. Thus, in 2013, the original six categories of the core course in general education mode was revised to current four categories. The Office of Educational Administration took the responsibility of clearing and specifying course names. Teachers were required to submit relevant materials for school's evaluation before they

officially started a course. Finally, the general education was regulated by teaching administration. Undergraduate students were requested to study the four categories of the core course in general education and seek eight credits to get the degree.

The talents training mode of Yunnan CJ University essentially differs from the "knowledge-oriented education regardless of ability and competence cultivation" in the past. Rather, it demonstrates versatility, fundamentality and applicability of undergraduate education as well as highlights the selectivity, independence and individuality in students' self-learning and self-development. [1]

IV. Factors Restricting General Education Course Reform in Institutions of Finance and Economics

Despite the significance of general education in cultivating innovative talents in finance and economics sector, it descends to subordinate position in real practice and receives little attention from institutions of finance and economics. Many problems still exist in general education course reform.

A. Deficiency and Irrationality in Planning General Education Course Structure

Problems have been found during the general education course reform: ignorance of the connotative meaning in general education courses, absence of well-developed ideology guidance in designing general education course syllabus, disorders in curriculum provision due to inconsistent ideology understanding and divided course planning. Some courses even renamed specialized courses to general education courses. In short, the general education practice lacks clear objective and teaching philosophy, leaving overall planning and arrangement out of consideration.

In addition, course resources in institutions of finance and economics concentrate on the application and utilization of "finance and economics", lacking humanities, artistic cultivation and technological development courses. General education courses are offered on the strength of teachers instead of the value of the courses themselves. The low

satisfaction in teaching efficiency from the students is the result of irrational curriculum provision and superficial understanding of general education and its teaching objective.[2] The general education optional courses are less useful than specialized courses and less mandatory than required courses, so they are rarely valued by teachers and students. Due to their low status, they are always excluded by other courses.

B. Education Resources Shortage and Poor Teaching Quality

Most of the instructors and professors in institutions of finance and economics are economics or management majors. The shortage of faculty members in social science sectors is out of step with general education reform, which has become a growing concern. General education demands courses on natural science, humanities, social science and so on, so it leads to the absence of qualified teachers in certain subjects especially in natural science.

On the other hand, general education courses are not as important as other courses in many aspects. For instance, classes are usually taught in the form of lectures in the evening to students of different majors and levels, which leads to slack supervision during class. The high passing rate in the final exams and truancy free of punishment result in unsatisfactory teaching efficacy and poor quality in general education courses.

C. Teaching Contents and Organization to be Improved

Some institutions of finance and economics only concern about course structure and format planning and requirement when carrying out general education. General education course module partition rests on categories, course numbers or required credits, barely exploring teaching contents, organization or teaching method reform. The general education courses are monotonous during which big lecture mode is adopted and each class has a large number of registered students. So class presentation and discussion are rare and the classes are teacher-oriented. Teaching contents are superficial, plain and deficient in terms of student-teacher interaction, communication and problem discussion. The lack of students' independent study and reflection makes it difficult

[1] Chen Hui, *"Survey Report on General Education Mode in Institutions of Finance and Economics"*, New Curriculum Research, 2010. 8

[2] Ni Xin, *"Reflections on Existing Problems in General Education in Universities"*, Theory Research, 2013.14

to achieve the goal of exercising thinking ability, curiosity and problem-solving. [1]

D.Mismanagement in General Education

Most of the institutions of finance and economics lack specialized general education management organizations and the teaching resources distribution and management work is currently done by specific divisions from the Office of Educational Administration. The lack of school's attention to general education courses leads to its mismanagement. Worse still, insufficient teaching supervision, incomplete teaching quality evaluation system and ineffective teaching reform measures are undermining the general education courses, which in turn make some of the elective general education courses one that helps students to get high score, GPA or credits. Furthermore, its evaluation system is too random. Some teachers give easy tests even leak test questions in advance. In short, the testing system is too simple and inflexible.

E.Students' Heavy Utilitarianism and Pragmatism

Today's society is full of competition, but institutions of finance and economics still occupy the dominant position. Once students enter these universities, the majority of their time will be spent on sitting exams for certificates of various types, qualifications or other credentials; to achieve that, little time is left for general education courses. Students study general education courses only to accumulate enough credits for graduation and degree rather than their own needs so it results in utilitarianism in these courses. The end goal of the educational philosophy in general education courses is stifled and the purpose of general education reform makes little achievement.

V.Methods to Improve General Education Course Reform in Institutions of Finance and Economics

A.Rational Optimization in General Education Course Resources

The general education course provision should be interdisciplinary and comprehensive: humanities and sociology courses shall be inclusive of some scientific spirit;

natural science courses shall contain certain literary and artistic cultivation. Only when both are interrelated and interpenetrated can we work out ways to integrate humanistic spirit to break the boundaries of different disciplines and synthesize students' literary cultivation, artistic forms, scientific learning and nobility as one. Thus, multidisciplinary balance and interdisciplinary rationality shall be achieved through course structures. General education courses shall be enriched based on full understanding of needs from the society and students for the schools to provide students more options and inform them the knowledge they are supposed to acquire. In this way, general education courses can be inspiring and distinctive.

B.Reinforcement of the Teaching Team in General Education Course

Teachers are principal subjects of teaching activities, so quality faculty is essential to the proper functioning of schools. Short term training should be offered to teachers of general education courses to elevate their literary and artistic cultivation. The key of teaching team reconstruction is the improvement of the teaching quality. Lectures by experts in general education can be provided to teachers from different subjects for greater course concept, which can help them find a conjunction point between individual specialty and general education. Teachers should be encouraged to actively participate in relevant seminars to raise their educative awareness and enhance their teaching skills and teaching levels. [2]

C.Standardization of General Education Course Management

"General Education Center" or "General Educational Teaching Instruction Committee" should be established ininstitutions of finance and economics to develop general education courses and relevant application, provision and evaluation systems. The standardization of general education is achieved through effective management, control and coordination so as to maximize teaching quality. [3] Thus, the practice of general education demands a set of standard

---

[1] Liu Chujia, *"Course Provision and Optimization of General Education Courses in Universities – Exemplified with Local Undergraduate Universities"*, Guangzhou University Journal (Humanity and Social Science Edition), 2009.3

[2] Zhang Jianbo, *"Problems and Solutions to General Education Practice in Institutions of Finance and Economics"*, Southwest Petroleum UniversityJournal (Humanity and Social Science Edition), 2010.11

[3] WangJianzeng, *"Researches on Strategies of General Education Practice in Local Universities"*, Management Journal, 2010.8

management principles and methods for course teaching to meet the requirement of training objectives.

D.Measures to Improve General Education Course Teaching Quality and Contents

Teaching methods of general education courses should differ from specialized courses. General education courses lay emphasis on the width of knowledge so teaching should stress both the point and scope of the knowledge. Since students are from various majors and grades, teachers should screen and optimize teaching contents in general education courses to make the class interesting and informative – neither contents nor theoretical background should be neglected. The selected contents should be common, simple and straightforward in course planning and teaching. Both students' professional knowledge, background and their comprehension receptivity abilities should be taken into account during teaching practice. Teachers in general education courses should pursue class teaching art and adopt appropriate teaching method and superb teaching skill1[1] to improve teaching efficacy.

E.Intriguing Students Though Effective Course Management

For one thing, teaching management should take different forms and the course organization of general education can be diversified and multilevel. The achievement assessment should be based on class attendance, participation, assignment, quizzes and so on. Tests can be closed-book or open-book or in other forms like book reports, surveys, or papers to evaluate students' academic performance. For another, teachers should reinforce daily teaching inspection and evaluation and strengthen attendance management. Students should be encouraged select interdisciplinary courses and sign in courses of other majors for self-development and erudition. Teachers should guide students to choose difficult courses based on one's needs and practice strict self-discipline to strengthen students' proactivity and quality.

VI. Conclusions

In conclusion, general education is not general knowledge course which touches a little bit of everything. Instead, it aims at guiding students to put book knowledge

into practice and integrating different knowledge as a whole. Education innovation is the way to cultivate competitive students, and it could be realized by general education. General education with distinctive features in institutions of finance and economics will eventually produce talents with high creativity and competiveness.

General education is beyond imparting knowledge but it teaches interdisciplinary knowledge and cultivates literary spirit. Under the concept of "individual-oriented quality education unifying erudition and specialty", universities should advocate the combination and integration of different subjects, unification of humanistic and scientific spirit, cohesion of morality and knowledge, as well as coordination of technical skills and aesthetic education to train modern talents with multi-skills and integrated knowledge.

References

[1] Hu Liping, "Analysis of Curriculum Provision of General Education in Universities of China", WenjiaoZiliao, 15th issue of 2013

[2] Chen Hui, "Survey Report on General Education Mode in Institutions of Finance and Economics", New Curriculum Research, 2010. 8

[3] Ni Xin, "Reflections on Existing Problems in General Education in Universities", Theory Research, 2013.14

[4] Liu Chujia, "Course Provision and Optimization of General Education Courses in Universities – Exemplified with Local Undergraduate Universities", Guangzhou University Journal (Humanity and Social Science Edition), 2009.3

[5] Zhang Jianbo, "Problems and Solutions to General Education Practice in Institutions of Finance and Economics", Southwest Petroleum University Journal (Humanity and Social Science Edition), 2010.11

[6] Wang Jianzeng, "Researches on Strategies of General Education Practice in Local Universities", Management Journal, 2010.8

[7] Zhang Xiaoxu, "Problems and Solutions to General Education Curriculum Provision in Universities of China", Changchun Normal University Journal (Humanity and Social Science Edition), 2012.7

---

[1] Zhang Jianbo, *"Problems and Solutions to General Education Practice in Institutions of Finance and Economics"*, Southwest Petroleum UniversityJournal (Humanity and Social Science Edition), 2010.11

Exploration on Students Work Based on the Concept of Holistic Education

---A Case Study of Yunnan University of Finance and Economics

Yao Wang
Department of Information
Yunnan University of Finance and
Economics
(63203214@qq.com)

Guo Meng
Department of Information
Yunnan University of Finance and
Economics
(1103616712@qq.com)

Tang Long
Department of Information
Yunnan University of Finance and
Economics
(1183503460@qq.com)

Abstract—**Holistic education, or whole person education, in colleges and universities emphasizes on the harmonious development of students' professional and general study, ability and personality, and of individuals and groups. Students-affairs has become a powerful grasp for whole person education in university due to its working principle and mode, and therefore plays an effective role in promoting the practice of whole person education concept in the education in colleges and universities. However, the implementation of holistic education as well as the further development of students work is still faced with opportunities and challenges at the same time, under this circumstance, this paper discusses the effective methods in student affairs under the concept of holistic education in colleges and universities with the case study of Yunnan University of Finance and Economics.**

Keywords—*holistic education; students work; Communist Youth League; study case*

I. INTRODUCTION

Holistic education is not a new concept, nor an education mode totally introduced from abroad, on the contrary, it oriented from ancient China, and has developed up to now. Chinese education always attaches importance to moral education, as is mentioned in the ancient literature, as well as the great educator named Zhu Xi in Southern Song dynasty, education should has a primary target of understanding the ethics, and paying attention to the development of personal cultivation and humanity. Even when the ideas and methods of education change according to the social and economics evolution, whole person education concept has been emphasized by educators in our country in all periods. Mr. Cai Yuanpei, a former President of Peking University, said that education is to help people by allowing them to develop their abilities and to complete their own personality.

Inheriting the ancient concept of education, and driven by the trend abroad, the idea of whole person education which is valued more and more in China, is experiencing the development opportunity, but also faced with misunderstanding and challenges. The Communist Youth League (CYL) in Yunnan University of Finance and Economics, which act as the department of students work, has

been committed to the work of idea shaping and grow-up services for the university students, through three major projects known as ELEGANCE, LOVE, and INSIGHT. With these projects, CYL becomes an important grasp in the process that develops from ideal to reality, and from theory to practice in holistic education. The environment, which attaches great importance to the ideas of the CYL, in turn provides the university students work with fertile soil for its development. Similar to the holistic education, which faces growing challenges, the CYL is also experiencing difficulties. Meanwhile, similar obstacles and misunderstanding also became the adverse factors in the work of students work. Therefore, healthy development of holistic education provides a suitable environment for the students work, and the orderly work of the CYL in students work in the universities will in turn impact positively to the development of whole person education. Furthermore, effective practice of the students work which promote the further implementation of whole person education concept, will be at the same time motivate the performance of the CYL itself. As a result, considering that the concept of holistic education performs mainly as the background, the Communist Youth League in colleges and universities should explores its method of development based on the understanding of the theories of holistic education.

II. OPPORTUNITIES AND CHALLENGES

With a view of holistic education, the significance of education is to cultivate a complete person, rather than to specially emphasize on moral, artistic, physical or intellectual education while ignoring the output of knowledge, as is in the understanding of the opponents. Holistic education is to develop a complete and harmonious personality, which not only emphasizes the moral and spiritual ascension, but also embodied in the full development of individual knowledge and skills. At the same time, it not only pays attention to personal development, but also puts forward the idea of coordinating development between individuals and groups, individuals and society, as well as men and the nature [1]. And as a holistic-educated person, one should not only master rich fund of knowledge and professional skills, but also meet the demand of healthy body, perfect personality, elegant interest

and great mind [2]. To sum up, holistic education encourages interaction and integration of knowledge from different disciplines and fields.

A. *Conceptual Advantag Brings Development Opportunity*

As Einstein said, professional education or knowledge output can only make person a useful tool for the society, but can't make them complete persons in harmonious development. Unlike the concept of knowledge output under instrumentalism inclination, holistic education mainly emphasizes on people, and this concept of education would not allow the teaching to make people become machines [3]. In the concept of holistic education, the purpose of education includes not only to cultivate applied talents for the development of society, but also to explore students' potential. This kind of education is trying to make people gain the abilities of self-awareness and self-innovation, thus to further improve the harmonious development of a person. On one hand, similar to the educational concept of comprehensive development, which was raised in the eighty's last century in China, whole person education also aims to develop students' various abilities in intelligence, sports, art and so on. On the other hand, holistic education also focuses on improving the students' cognitive, behavioral and creative ability, and the adaptation to the development of groups, society and nature [4], and then makes the students to achieve the harmony of the body, mind and soul. The advantages of holistic education embody the value of implementation of the concept, and provide opportunities for the further development of the ideas. Its advantages mainly refer to the following several aspects.

- The implementation of holistic education is conductive to the balance between professional and general education. As is told by the experience of Capitalism Society in high-speed development periods, that excessive focus on professional education while overlooking general education mode, would eventually lead to the consequence that the students would inevitably become machines and tools in social and economic development and therefore the student's own personality could not be improved, either the potential of students themselves could be developed. However, on the other hand, if the professional knowledge is abandoned, merely general education will prevents the students to master specific knowledge, and this also has disadvantages against the personal growth and social development by inadequately exploring the potential of the students. However, holistic education focuses on both specific and general education, and conducive to maintain a balance of them.

- The implementation of holistic education is conductive to the balance between ability and personality. Holistic education affirms that the process of education should contain the transmission of knowledge and skills to master, and that the importance of materials and the actual operations for the human progress and social development. Meanwhile, holistic education emphasizes that education should pay attention to the comprehensive development of personality and growth

in intellectual level, the idea asks the educators to avoid to underestimate the importance of personality when cultivating the students' ability. Focusing on ability and personality, holistic education makes progress of coordinating development.

- The implementation of holistic education is conductive to the balance between individual and the group. Holistic education not only focus on the cultivation of the individuals, but casts more emphasis on groups. It encourages students to realize themselves, at the same time it stressed the harmonious development between individuals and groups, people and society, as well as human and nature by emphasizing the ability of understanding and communicating, the accomplishment of mutual understanding and trust.

Compared with the specific education, holistic education tends to make the students reach an organic unity and coordinating development among body, mind, and spirit, and to cultivate persons with morality, knowledge, health, and so on. Nowadays in the world, where the excessive bloom of professional education has already caused repeated problems in both campus and society, holistic education has been drawing more and more attention, and therefore facing favorable opportunity.

B. *Misunderstandings Produces Difficulty*

Under the present background that higher education is defined as a popular one, holistic education appears to be lack of power, and even too emotional and soft, especially compared with the professional education which is always highly considered as instrumental education. This comparison makes the idea of holistic education a short in strength during the process of implementing, and thus difficulties rose. These obstacles has made holistic concept of education to stay in theoretical stage for a long time, and hard to practice, and less effective. The problem is that people who misunderstand holistic education, including educators and students who have a tendency of professional education concept, underestimate or over expect the value and function of whole person education, these two extremes of thinking tendency are theory of uselessness for the former, and theory of omnipotence for the latter. In the first case, people take whole person education as general education, which focuses on cultivating the students' perceptual cognition, while paying insufficient attention to rational cognition. Someone even put the whole person education to the opposite side of knowledge transmission, and force themselves to choose between the two, so-called rational education and emotional education, and then the rational one always wins out when these persons deliberately ignore the goals and functions of whole person education. Meanwhile, there are also many teachers who are engaged in professional research think of that the driving force on students' academic achievements of whole person education is not big enough to consider, so it would be better to focus on professional study and professional knowledge transmission, and to train the students to become social screws. In the second case, however, people expect to use holistic

education to solve all the problems of the students, they take holistic education as a universal solution to all problems outside the field of professional knowledge. For example, they wish holistic education to play an efficient role when students are not eloquent, when they hold bad living habits, and when the sense of responsibility is not strong, etc., in the hope of that holistic education will become a new efficient tool, as a panacea for solving all the problems [5-8]. To a large extent, these two extreme errors of wrong definition hindered the healthy development of the holistic education.

The long term stagnant of the theoretical system does harm to its practice and development, and this, further raises the problems that no one is willing to handle, no one is willing to teach and that no one is willing to listen [6].

III. HOLISTIC EDUCATION EMBODIED IN THE STUDENTS' WORK

Since 2012, the Communist Youth League (CYL) in Yunnan University of Finance and Economics (YNUFE) has been promoting the method of educating via culture. They put forwards three major projects known as ELEGANCE, LOVE, and INSIGHT, and utilize them as the main working method in promoting the comprehensive development of young students in the university. For many years, YNUFE always practice the educational concept of ELEGANCE, LOVE, and INSIGHT throughout the steps and details of the work, this highlights the university's motto, and unites the ascension of the university spirit and the construction of campus culture with the young students' daily education.

A. Project of ELEGANC

The project of ELEGANCE in YNUFE is a series of activities for the purpose of promoting the construction of campus culture by advocating the idea of conducting a positive, healthy, lively and elegant campus culture. It internalizes the function of university education and promotes the construction of self-shaping mechanism in young students, by focusing on comprehensive quality and potential exploration adapt to the progress of time. In the campus of YNUFE, the CYL practices the project mainly through the culture and art performance, student associations and youth forums. The project of ELEGANCE emphasizes the organic combination of cultural construction and self shaping, and promotes students' personality shaping by organizing campus activities such as aesthetic standards promoting, cognitive training, and emotional intelligence cultivating.

B. Project of LOVE

In the project of LOVE, volunteer work, which promotes the students to build their personality as well as responsibility, is considered to be an important carrier to mobilize the students' moral education development. The project aims at a harmonious construction which consists of body, mind, and spirit. Promoting the students to become intelligent, virtuous, healthy and harmonious persons, encouraging them to form a healthy, optimistic and loving outlook towards society, and making them to establish personal identity, are also considered

the most important targets of the project of LOVE. In YNUFE, LOVE is practiced mainly through various types of volunteer work long-term and short-term.

C. Project of INSIGHT

The focus of the project of INSIGHT is to guide the young students improving themselves in the process of practice. Through this process of seeing, learning, and doing, experience accumulates, knowledge increases and then students are educated. This project tends to build a platform for the students, makes it possible for the youth to enrich and perfect the college life by practicing and experiencing outside the classrooms. The project also allows the students to walk out the classrooms and even the school gate, and encourages them to step into the groups of people, the society and nature. In this way, university students could gradually and more easily realize their value, and know about their own responsibility, as well as adapt themselves to the groups, the society and nature and make coordinating development.

The three major projects of ELEGANCE, LOVE, and INSIGHT have been highly regarded by both teachers and students. The projects are praised for their vivid interpretation of the function of cultural education for the university, and their effectiveness in practicing the quality education, as well as the powerful embodiment of whole person education in college education.

IV. IDEAS AND SUGGESTIONS

Firstly, as a college educator, one should clear understand that holistic education is different from anti-intellectualism. Only under the premise that the teachers have a clear identification of holistic education, could the idea come into practice, and the students being educated build the confidence. True interpretation for holistic education should be like this, professional stamens + general petals = whole person flower. Holistic education is actually a comprehensive cultivating model which consists of the improvement in humanistic quality, social responsibility, life skills, scientific literacy and the ability to get alone with nature [5]. Holistic education also contains knowledge transfer, so the holistic educator in the first place should not stand in the opposite of knowledge transfer, on the contrary, they should try to promote the cross and fusion of different types of knowledge. Also, the leagues who work for the students affairs in colleges and universities should not stand on the opposite to professional education, nor to the professional teachers. The university can achieve the target of cultivating college students only when professional education, ideology education and practical education come to an organic unity. Education policy makers, therefore, should pay more attention to the practical significance towards whole person education patterns made by the students in the university. By doing this, the leaders could coordinate the relationship of campus culture, students' quality cultivation and professional knowledge transfer.

Secondly, whole person educators should accurately identify the meaning and function. They should not exaggerate the role of the mode in education, nor could they hold the

negative opinion that holistic education is of no use when facing to the difficulties in implementing the ideas. On the contrary, educators should be steady enough and build up confidence on the basics of knowing what can be done by this mode of education and what cannot. In the students work, I would give some specific suggestions as follows. First, general education and ideological education could be utilized to lead the youth and promote them to establish their personality. Second, by campus cultural construction and educational mode of practicing, students work in the university could build a second classroom for the youth to enhance the professional skills and make a comprehensive development. Third, the university should be committed to training the faculty. After all, advanced educational concept, mature educators are directly related to the students' growth and development, as a result, a stable and excellent team, is a guarantee to the implementation of the whole person education. Therefore, the key points of the university's development must contain the cultivation of the faculty.

Teacher's internal concept of education and the actual behavior in teaching are the determinants of the success or failure in education. Along with the development of society, the university education is more and more multi-functional. In this process, the effective work of students affairs requires that teacher committed to students work should pay attention to the harmonious development of himself as a teacher in university on the first place. On the other hand, however, they are required not to stop trying to penetrate the idea of whole person education to professional teachers, and encourage the professional teachers to implement the concept into specific work. In this way, the harmonious development of the college students' professional and general knowledge, ability and personality, individuals and groups could come into reality.

REFERENCES

[1] Tan Min, The Theory and Practice of Holistic Education in Taiwan HEIs—A Case Study of Chung Yuan Christian University,. unpublished. . (In Chinese)

[2] Xie Anbang, Qin Yurong, The Holistic Educational Courses under the Idea of Harmoniousness, Vol. 6, No. 4, Fudan Education Forum, July 2008, pp. 28-32. (In Chinese)

[3] Gao Xiaoqing, Li Sisi, Teachers' Coorperative Teaching Pattern under the View of Knowledge of General Education, Vol. 24, No. 4, Teacher Education Research, July 2012, pp. 51-55. (In Chinese)

[4] Tang Shaoqing, The Comparison between Holistic Education Native and Abroad, No. 12, General No. 212, Social Scientist, Dec. 2014, pp. 110-118. (In Chinese)

[5] Ding Sanqing, Yan Guohua, The Modern Confusion of General Education in Taiwan, Vol. 21, No. 2, Meitan Higher Education, Mar. 2003, pp. 1-6. (In Chinese)

[6] Jin Yaoji, The Idea of A University, Joint Publishing TW, 2001, pp. 146-150. (In Chinese)

[7] Shan Min, The Concept and Practice of Holistic Education in Taiwan Zhongyuan University, Vol. 21, No. 2, University (Academic), July 2012, pp. 69-75. (In Chinese)

[8] Yu Fengzhu, Scientific and Technological Rationality Is The Ladder of Human Civilization'S Progress, No. 5, Science and Technology Management Research, 2009, pp. 548-550.

Study on the Governance of Compulsory Education in Border Areas

---based on empirical analysis on Pu'er

Yang Li
School of Public Management
Yunnan University of Finance and Economics
Yunnan, P.R.China 650221
yanglikm2000@163.com

Abstract—**Educational governance is a significant part of public education network, it is also plays a important role during the process of providing public educational services, the nine-year compulsory education in China is getting more universal from than ever, the basic policy based on Compulsory Education is more focused on promoting balanced development of governance. In this paper, based on the theory of education governance, combining the actual governance in Pu'er, exploring the problems existed in practice regarding the Compulsory Education in border areas, and proposing appropriate solutions.**

Keywords—Compulsory Education, Governance, Educational governance; equity of education

I. INTRODUCTION

For multi-ethnic border areas, promoting compulsory education is extremely important process of an innovation in the generation.

This means that this region will be gradually transformed from the traditional education, poor modern schooling to the institutionalization of school education. However, this process is very difficult for regions with a serious shortage of modern internal accumulation. Although the Chinese government has adopted a series of preferential policies and measures to support the development of compulsory education in those ethnic areas, such policies and measures improved the situation of compulsory education in some of border areas, and basically eliminate the illiteracy among the targets. However, due to constraints of many factors, the level of development of compulsory education is still quite backward.

Systems and governance modernization", the governance and educational governance have become a hot discourse of public policy. Governance and education governance have a certain degree of policy basis, practical basis and research basis. Education governance relates to the field of complexity, both involved in more subjects, more than a conflict of interest between subjects, but also different evaluations on the order formation according to the levels of value. Based on the big picture, in this paper, research on the governance of compulsory education will be provided in this following paper.

II. THE THEORETICAL BASIS OF EDUCATION AND EDUCATIONAL GOVERNANCE

A. The Connotation of Governance

In all kinds of definitions about governance, the definition of Global Governance Committee is the most representative and authoritative one. The Committee published a research report entitled "our global partnership" in 1995, and the report provided the following definition about governance: governance is the sum of all public or private individual, institutional management and the common services. It is the process of making different kinds of conflicts work together, It not only includes the right to force people to obey the formal system and rules, but also includes a variety of people agree or think informal institutional arrangements in accordance with their interests.1

B. Characteristics of Governance

Governance has four characteristics: governance is not a set of rules, also not a kind of activity, but a process; the basic process of governance is not control but to coordinate; governance involves both public sector or the private sector; governance is not a formal system, but the continued interaction.

C. The Content of Education Governance

Education governance refers to the state organs, social organizations, interest groups and individual citizens, through certain institutional arrangements for cooperation, common education and management of public affairs. The typical characteristics of governance is the common management of multi subject, good governance is the goal. The ultimate goal of good governance is to maximize the public interest, the good governance of education is to achieve the purpose of good education, "good teaching" means the maximization of public interests in the field of education.2

---

1 Commission on global governance, Our Global Neighborhood, University of Oxford press, 1995 p2-3

2 Hongqi Z, Education Governance: to Achieve Good Governance by Cooperation, 2014.10, P4-8

D. Purpose of Educational Governance

The value target of education governance includes five aspects: educational effectiveness, educational freedom, educational fairness, educational efficiency and educational order. These five aspects are specific characterization of good education ", the basic framework to ensure the maximization of public interest in the field of education, it is also a measure of governance capability, and how good is the governance of education.3

E. Mechanism of Education Governance

"Governance covers personal, private and public institutions, the management of the common affairs of all the action. This is a process, in the continuous process, various contradictions are going to be solved. This process is built based on the existing institutions and legal system, also cannot do without the informal consultation and reconciliation." Therefore, the mechanisms of education governance include: the diversification of the education; to make connection between government and schools by contract, using negotiation as the decision-making mechanism of basic education; using evaluation as the tool to adjust the education policy; construction of navigation system for the education system.4

III. THE PRESENT SITUATION AND DIFFICULTIES OF PU'ER CITY IN THE FIELD OF COMPULSORY EDUCATION GOVERNANCE

Pu'er City is located in Yunnan Province in the southwest, , the city area is 45385 square kilometers, it is largest area of Yunnan Province. The southeast border connect with Laos, Vietnam, and connect with Burma from southwest the entire border line is 625 kilometers in length, it is an important southwest gateway to the mainland.

A. Current status of compulsory education governance

Pu'er City compulsory education governance formed mainly by the county education management system, the full implementation of the development of compulsory education according to the central and county government policy; more importantly, try not to let anyone drop out of school, mostly in the minority and border area, setting up public boarding schools; the new policy is to provide free education, free books and even student subsidies for families with a low living standard. The new education governance system is formed of the government, schools, society and parents, policies regarding to education will be issued by central government, and the implementation of policies will be processed by education departments, schools and parents. Governance of Compulsory education has achieved a remarkable results, according to the data display, in Pu'er City, the teachers, books, the number of computers and sports area have basically reached the requirements of national standard. More data displayed by table 1.

B. Dilemma of Governance of Compulsory Education

In the governance process, whether it is external governance or internal governance, methods or exam, administrative departments pay more attention to the change of use of technology and the use of statistical data, ignoring the needs of the object of governance. Under a pressure type system, in order to complete the task government will do this by setting a target, then choose the most suitable measures to ensure tasks. According to the Investigation, in order to complete the "nine year compulsory education", school principals and teachers decided to aims at how to keep students

TABLE 1 CURRENT CONDITI ON OF RUNNING PRIMARY SCHOOL AND MIDDLE SCHOOL

	Primary school conditions				Junior high school conditions			
	Teachers person	Books volume	Computers unit	Sport area ㎡	Teacher person	Book volume	Computer unit	Sport area，㎡
Puer city	11768	3152632	8837	935100	9655	2992223	12182	864588
Simao district	1223	486458	2194	219604	1500	631547	2612	235987
Ninger county	1255	206528	502	82229	1041	246433	789	98447
Mojiang county	1314	346170	919	53473	1415	380930	1719	83857
Jingdong county	1677	352633	747	111630	1127	313761	1705	93184
Jinggu county	1443	291102	1017	96691	1018	327297	939	119160
Zhenyuan county	1191	261295	693	68710	854	230578	890	69777
Jiangcheng county	592	239362	567	93453	356	138691	604	38721
Menglian county	702	191647	402	61616	507	151491	615	45092
Lancang county	1856	609942	1397	125645	1502	457288	1798	66011
Ximeng county	515	167495	399	22049	335	114207	511	14352

Source of data: according to the "Pu'er Education Yearbook"

3 Hongqi Z, Education Governance: to Achieve Good Governance by Cooperation, 2014.10, P4-8

4 GAUDIN J P. Pourquoi la Gouvernance ![M]. Paris:Presses de Sciences Po,2002.P45-66

are at school, however, quality of teaching is less likely the focus by schools.

Dropout is always a important issue which blocks the development of compulsory education in the minority region, although government issued several policies in order to stop this situation, but somehow dropout has not been fundamentally solved. As table 2 shows, from 2010-2014, dropout rate elementary school shows there was an increase from 0.75 to 0.95%; reached 1.90% in 2011, 2012 reached 1.68%; high school dropout rate increase from 1.77% in 2010 3.72% in 2014, which in 2012 reached 5.23%. The survey also found that weariness, truancy, recessive dropout are still serious problems, the teaching quality is still low.

TABLE2 ENROLLMENT RATES AND DROPOUT RATES OF PRIMARY SCHOOL AND MIDDLE SCHOOL IN PU'ER FROM 2010

	Primary school			Middle achool		
	Enroll ment rate(%)	drop out rate(%)	Prom otion rate (%)	Enroll ment rates (%)	Drop out rate(%)	Promoti on rate (%)
2010	99.68	0.75	99.53	78.32	1.77	56.39
2011	96.39	1.09	95.58	77.05	2.55	55.59
2012	96.1	1.68	96.25	77.17	5.23	60.48
2013	98.76	0.95	98.74	78.4	3.72	67.8
2014	98.76	0.95	98.74	78.4	3.72	67.8

Source of data: according to the Education Statistics Manual of Pu'er city

IV. SUGGESTIONS

Management of compulsory education can not simply rely on administrative power. The government governance and local knowledge should corporate with each other, and gradually find acceptable strategy, rather than by planning the unified enforcement. Therefore, governance ideas not only requires the border area governance of compulsory education to consider local social psychological basis, attach importance to education governance culture dependent characteristic, pay attention to the choice of governance; at the same time, also to clear the difference between purpose of governance and means of governance, pay attention to the diversity of local culture.

A. Investigation on local demand for education

In order to finish the investigation on local people education governance in border areas, first requirement is to understand the real needs of people's education, understanding the conflicts and contradictions between the existing education pattern and people's real needs. The education based on the people's basic demand is what governance supposed to be. Select the appropriate methods based on the basic demand is the way to achieve better results.

B. Rethinking the purpose and means of Education Governance

The purpose of education governance is not only to keep students stay at school, this is only the first step of education governance. Education governance should be paying more attention to the interaction between education and socioeconomic development in ethnic areas. Only with the

interaction between socioeconomic development and education, school is not going to be isolated from the existing social environment, and education can really get the support of the population so as to achieve the sustainable development.

C. Focus on integrating and coordinating tools of governance

There are too many inefficient governing tools, the reason of that is lack of overall planning and effective integration between various tools. Therefore, to integrate all kinds of governing tools is very important. First of all, compulsory education should be well implemented among counties, choosing the suitable governing model and tools, fully tap the local resources, promote education governance with the correct overall plan; secondly, due to a variety of tools have their own strengths, different combination should be tested according to the local social and historical conditions and achieve complementary advantages.

V. CONCLUSION

This study discovered the compulsory education in border areas encountered the impact of social transformation and the traditional culture, several conflicts appeared during the process of connecting governmental will of education and local areas, which resulted in the fact of less efficient of governance of compulsory education in border area, even though the governance is getting more sophisticated and complex, however, teaching quality still remains at the lower standard. In order to find more efficient solutions, the target should be the particularity of border area, then to understand and deconstruct the structure and the mechanism of education governance, exploring new ways to improve the governance of education.

REFERENCES

[1] Zhengwei L, (2013), The theory deconstruction and local exploration in the process of reforming in the structure of education governance, theory of education in junior high school, vol34 , P21-25

[2] Commission on global governance, Our Global Neighborhood, University of Oxford press, 1995 p2-3

[3] Hongqi Z, Education Governance: to Achieve Good Governance by Cooperation, 2014.10, P4-8

[4] Shihua T, Public Governance Theory and the Transformation Cause by the Theory, Journal of National School of Administration, 2003, 1, P45-46

[5] Keping y, The Promotion of National Governance Systems and Governance Capacity Modernization of Governance Capacity, the front line, vol.1. 2014, P5-8

[6] Xiaohui W,Journal of Beijing Normal University regard to Theoretical Conception of education governace.2007,(4)P5—15

[7] Bray,M & Chad Lydins.ShadowEducation:Private Supplementary Tutoring and its implication for Poucy maders in Asia .Mandaluyong City,Pgilippines:Asian Development Band,2020

Study of Higher Education Reform under the background of Big Data

Wang Xidong[1][*] Lu Xiaoye[2]

[1,2] Yunnan University of Finance and Economics,
Yunnan, P.R.China 650221
（wangxidong1987@126.com）

Abstract—Along with the enhancement of the education informationization, more and more educational data has been collected, analyzed and applied. Big Data will promote a revolutionary change on teachers, students, university management and even the entire education system, leading to the deconstruction and reconstruction of education principles and education forms. Consequently how to utilize learning analysis and educational data mining technology, transform the online learning data into information in action, explore the underlying value of data, to improve the teaching and learning, will undoubtedly have a positive theoretical and practical significance. The paper first interprets characteristics and technology of education data, then analyzes the multiple challenges higher education being faced with in the era of Big Data; finally in terms of teaching, learning and management these three aspects excavates the direction of higher education reform under the background of Big Data: transforming it from traditional modes to intelligentization.

Keywords—Big Data; higher education reform; educational data mining; intelligentization

I. Introduction

Developments of education in China have been facing many problems. However, the rapid developments on the technology of cloud computing, Big Data, learning and analysis, networking, mobile communication etc. provide important opportunities and huge possibilities in order to solve problems of education and promote the comprehensive reform and development in the field of education. Among them, the Big Data technology is undoubtedly scientific power which promotes innovations and developments of education. In recent years, Big Data constantly has a profound impact on all areas of society and gradually brings about changes of human working, living and thinking. Similarly, the "power" has a strong impact on the whole education system which is becoming subversive force of the innovation and reform of the education system.

Educational data is a subset of Big Data, referring in particular to the data in the field of education, and it is a data set which is generated in the process of the educational activities and captured according to the educational needs, all for educational development and creating huge potential value. The "bigness" of educational data not only means the sheer quantity of data but more emphasizes the huge "value" of it that it can find out the relationship, diagnose existing problems and predict development tendency from complex educational data and it plays important roles in upgrading the quality of education, promoting education fair, realizing personalized learning, optimizing the allocation of educational resources, helping education with scientific decision-making. Big Data have been incorporated into the development strategy of our country. In August 31, 2015, the State Council issued a file: notice to promote the outline of Big Data Development Action. It pointed out:" Big Data has become a new driving force to promote economic restructuring and development, a new opportunity of reshaping the competitive advantage of nation, a new way to enhance the governance capacity. Leading technology flow, material flow, capital flow and personnel flow through data flow will profoundly influence organization mode of the social division and promote the intensive production organization and innovation. To explore supporting roles Big Data plays in transformation of education, educational equity and quality ". Big Data is a hallmark of human progress in seeking quantization and understanding the world. There is no doubt that the outline will provide new thinking for the reform of higher education in china.

Under this background, in the process of the development of higher education informationization, how to introduce new technology and new method of Big Data, transform the data of massive learners' study process and path of growth kept by the online space learning, find relevant and causal relationships, in order to face the reform of higher education which is brought out by information technologies and intelligence technologies, has significance undoubtedly for both theory and practice.

II. The Characteristics and Techniques of Big Data in Education

A. *The differences between Big Data and traditional data in education*

Compared with traditional education data, collecting bid data is more real-time, comprehensive and authentic which can process complex and diverse problems. The collection of traditional data is based on the users' knowledge so that the means of analysis usually comprise of statistical summary and comparative analysis. While in the era of Big Data, new

techniques like data mining, cloud computing, internet of things and distributed storage will gradually integrated into the whole process of education which can gather more micro procedural data about teaching and learning without affecting teaching activities between teachers and students, such as the trajectory of learning of students, their time used on homework and the times of questioning and smiling made by teachers in class. The structure of Big Data in education is more complex. Normal structured data (such as scores, students' status, employment rates, attendance records etc.) is still important, however, non-structured data (such as images, videos, instructional software, learning games etc.) will play leading role.

Traditional data in education mainly takes management, structured and conclusive data as lord. These data is easy to measure and dominant. While under the background of Big Data, the key point will transform to non-structured and procedural data. These data are difficult to measure and recessive. These data, no matter on their quantity, growing rate or potential value, will all far surpass traditional education data.

B. The key technique involved in analysis by Big Data in education

1) Storage mechanism of massive data

In order to realize the sharing of high-quality educational resources, it is necessary to build an information system to support the storage to mass educational resources. At the same time, many educational institutions have begun to explore new ways of interactive learning. Educational carriers including intelligence guidance system, micro blog and forum interaction and educational games have produced more and more non-structured data.

The Hadoop Distributed File System (HDFS), based on the technology of Big Data, supports the unified storage and management of non-structured data resources. It contains high fault tolerance and can be deployed in cheap equipment resource pool. At the same time, it provides high throughput of data access which provides the storage of Big Data in education with effective solutions.

2) Establishment of analytical data model

To support the Big Data analysis, it is necessary to establish a unified data model based on the themes about student's attendance, exam, daily performance etc., stored in information system for storage and analysis. In addition, it needs to strengthen gathering and inputting data about education process according to the need of teaching feedback, in order to establish models in views of conceptual ability, general ability, skill ability, habit ability etc. So that it can support to analyze the education processes and results.

3) Application of data mining

Data mining is a bridge between educational Big Data and intelligence education. After a long time exploration, many educators and researchers, through researches, have developed 5 techniques of extracting value from Big Data, including forecast, clustering, correlation mining, assistant judgment and discovery. Implementing these techniques can use Big Data to build a learning analyzing system for improving student's

achievement and help educators guide students more effectively, making them stride forward the direction which is more suitable for them to study.

III. THE MULTIPLE CHALLENGES HIGHER EDUCATION FACE IN THE ERA OF BIG DATA

Educational data as a new concept, in the process of its development, faces challenges from the traditional impact, data sources, skills training etc.

A. The impact in traditional higher education

In the era of Big Data, the globalization and international competition of higher education greatly speed up. The borderline between formal learning and informal has blurred. The classroom is no longer the necessary space for learning, and the post-secondary teachers have lost their status as knowledge agent. The impact on higher education and post-secondary teachers, which formed from these factors, is difficult to establish.

The innovation in the field of higher education in our country is far inferior to other traditional industries. Influenced by the popularization of higher education, because of limited educational resources, regular institutions of higher learning still follows mass production mode of industrialization, thought that "one size fits all", which leads to the serious fact that trained talent persons homogenize, lacking of creativity and critical thinking.

The integration of information technology and higher education still rests on lower level, so that some of structural contradictions and problems gradually emerge. The most prominent problem is that the informatization teaching can't reflect that it is learning-centered under the high unified framework. The educational service can't satisfy the adaptable needs of increasingly diverse student population in the knowledge society. The technology can't support individual autonomous learning. The informatization mode of teaching and learning is obsolete. The assessment mechanism of learning result simplifies seriously. Evaluation contents and methods are monotonous, lacking of individuality, diversity and flexibility.

B. The lack of a unified data standard

A Unified data standard provides possibilities of getting data from different platforms or channels and then analyzing uniformly. If there is a huge difference in storage data recording standards of the structure, it will be difficult to support modeling and analysis of Big Data.

The informationization level of education workers should be improved

Most post-secondary teachers haven't been aware of the revolutionary influence Big Data brings about on higher education, and they have weak sense of crisis and lack Big Data thinking. The post-secondary teachers and administrators who have relatively weak statistical base may not process the ability of data mining and even resent new technological changes.

To improve the educational informatization level and realize intelligence education needs to build high-quality education staff. The challenges it is mainly facing include: lack of educators, uneven distribution; also needs to put a lot of resources, continuously through training to improve staffs' informatization-cultivation.

IV. STUDY ON THE REFORM DIRECTION OF HIGHER EDUCATION UNDER THE BACKGROUND OF BIG DATA

With the maturity of Big Data analysis technology, the increasing choices of using analysis tools, the reduction of technical threshold and cost, it has become possible for data-driven teaching.

A. Overall understand students, accordingly teach them

The rapid development of Big Data triggers deeper teaching informatization, shakes teachers' original ways of working and thinking, and it puts forward a lot of challenges and higher requirements of knowledge and skills for post-secondary teachers. Therefore, leading teachers to understand functions of Big Data in the reform of teaching and learning comprehensively and rationally and improving post-secondary teachers ' data literacy is of great importance.

In the learning process informationization, a large number of students' relevant learning behavior will be automatically recorded and gathered as "big learning data". Based on the application of education data, teachers can analyze students' learning path and test results, keep abreast of each student's learning situation, create a customized learning environment and personalized curriculum for each student, provide tailor-made courses recommendation, and feed back to teaching timely by referencing students' basic information such as their learning behavior and so on.

B. Help students with individualized learning

The student with the aid of "Big Data" can better understand their learning status, carry out autonomous learning and improve learning efficiency. The Big Data in the field of education is inseparable from the current online education developed in full swing. The current mode of education is no longer confined to teaching, listening, midterm and final exam etc. Big Data help us to determine the feasibility and advantages and disadvantages of things with a fresh viewpoint, thoroughly present unobservable deep learning state with the traditional teaching methods, and then provide personalized teaching service for each student.

C. Assist colleges with management and decision-making

The college management department can gather and count the data of traditional and online educational institutions, analyze the current social hot subjects and the distribution of students, and provide a reliable basis for related system establishment, discipline establishment, education resources allocation and other decision-making behaviors. Meanwhile, the college management department can take advantage of all kinds of historical data, existing data as well as data to be generated, analyze and predict educational situation, teaching quality, educational needs, development trend for the future etc.

and continue to optimize the management decision system. In daily life, through analyzing the data of librarian books borrowing, the management department can also provide an instruction for books purchase, books classification, books optimization placement etc. in later period. Through analyzing information of campus smart card consumed in canteens, supermarkets etc. can help colleges update dishes and commodities, daily amounts of meals, amounts of goods purchase etc. reasonably.

V. CONCLUSION

With higher education having changed from the era of IT (Information Technology) into the era of DT (Data Technology), China's higher education will usher in a new round of changes and adjustments in combination with opportunities and challenges. Post-secondary teachers should seize this historic opportunity, with Big Data view of reviewing the ecological environment of higher education in new period to embrace Big Data; with data to understand and enhance students' learning experience, enhance teachers and managers' experience. Let data increase it value in the analysis and application, promote deep integration and development of Big Data and higher education and continuously bring forth innovative ways of teaching and learning. Scientific and effective application of Big Data is the need of the development of the times in educational informationization, creativity education, education efficiency and education fair for high education, is the inevitable way to achieve intelligence education is the necessary path for the reform and development of higher education.

REFERENCES

[1] Lane, J. E. Building a Smarter University: Big Data, Innovation and Analytics [M]. New York: State University of New York Press, 2014.

[2] Gandomi, A. Haider, M. Beyond the Hype: Big Data Concepts, Methods and Analytics [J]. International Journal of Information Management, 2015，(35)：137—144

[3] U. S. Department of Education. National Education Technology Plan 2010[EB/OL]. https://www.ed.gov/sites/default/files/netp2010.pdf,2015-08-08.

[4] Hussey, T. Smith, P. The Trouble with Higher Education: A Critical Examination of Our Universities [M]. New York: Routledge, 2010.

[5] Provost, F. Fawcett, T. Data Science for Business: What You Need to Know About Data Mining and Data-Analytic Thinking [M]. California: O'Reilly, 2013.

[6] Greller, W. Drachsler, H. Translating Learning into Numbers: A Genetic Framework for Learning Analytics [J]. Educational Technology& Society, 2012, l5 (3): 42-57.

[7] Romero, C. Ventura, S. Pechenizky, M. Baker, R. Handbook of Educational Data Mining [M]. Florida: CRC Press Inc. , 2010.

Features of Personnel System of Universities in the Late Qing Dynasty：

Analysis of Three Charters of the Imperial University of Peking

Xiao xing'an

Yunnan University of Finance and Economics

466258063@qq.com

Abstract: **It is concluded, after analyzing and contrasting Charters of three universities in the late Qing Dynasty to current system, that the personnel system of universities in the late Qing Dynasty is featured by:**

I. Intense centralization. Management of Official School Education System in the late Qing Dynasty was applicable to both national governance and school administration;

II. Bureaucratic assignment of university personnel;

III. Semi-colonial personnel system. At that time, personnel system of university was always intervened by foreign powers due to dependent state sovereignty in the late Qing Dynasty; and

IV. Modernity. New personnel management emerged in universities. New personnel managements like Democratic Management and Contract Management are in their infancy.

Keywords: Charters of the Imperial University; the late Qing Dynasty; university; personnel system

The three Charters in the late Qing Dynasty include the Memorial on the Charters of the Imperial University of Peking by Liang Qichao in 1898, the Imperial Order on the Charters of the Imperial University of Peking (never implemented) hosted by Zhang Baixi in December 190 and the Royally Approved Memorial on Charters of the Imperial University of Peking by Zhang Zhidong, Zhang Baixi and Rongqing Imperial University of Peking in January 1904. Years of 1898 to 1912 have witnessed establishment of the Imperial University of Peking, the end of the Qing Dynasty, establishment of the Republic of China, as well as nascent forms of universities in China. During the fourteen years, universities in China were nominally considered a seminary where bureaucratic organizations of China were developed, and there were only three public universities in China - the Imperial University of Peking, the Imperial Tientsin University (now known as Tianjin University) and the Imperial University of Shanxi (now known as Shanxi University).[i] We can see something about personnel systems of universities in the late Qing Dynasty in China by studying general assignments of personnel of the three universities. At that time, the Imperial University of Peking was always taken as a model in China, and its Charters were available in all universities nationwide. In other words, its management of personnel is typical of that of China's universities at that time.

In this paper, we first look into the personnel assignment of China's universities in the perspective of three "Charters" of the Imperial University of Peking, and conclude that the personnel system of China's university then is characterized by:

I Centralization

In 1898 and 1911, besides a little difference between salutations of administers and teachers and those in official school education system, personnel system was considered a successor of official school education system in the late Qing Dynasty, such as centralized governance of the country and administration of schools.

A.Highly centralized authority of the country

It means that all personnel rights of universities were highly centralized with the sovereign. In details, typically, the sovereign empowered the Chancellor of the Imperial University of Peking to concurrently administer education affairs nationwide; and the sovereign approved laws on

university development, such as Royally Approved Order or Memorial on the Charters of the Imperial University of Peking. The imperial power, in the late Qing Dynasty of feudal autocracy, was supreme. As an old saying goes that kings have long arms and can do no wrong, all affairs of universities were also under control of the sovereign. In other words, the sovereign had full jurisdiction over all personnel management of universities. Officials must submit to the throne memorials on all issues, from establishment and cancellation of universities, donations and places, appointment of Chancellors of universities and laws on universities; to employment, promotion and award of Branch Supervisor (Chinese: 分科监督 fēn-kē-jiān-dū, now known as the Dean of a faculty in universities) , General Supervisor (Chinese: 总教习 zǒng-jiào-xí), Controller (Chinese: 提调 tí-diào) and teachers and administering staff.

1).The Supreme of the Imperial University concurrently administering education nationwide

The Imperial University of Peking was designed to be a leading institution of the country and the highest educational authority nationwide. The Section I, General Provisions, Chapter I of the Memorial of Zongli Yamen (also known as Tribunal for the Management of Affairs of All Nations, in charge of foreign policies, it is equivalent to the Ministry of Foreign Affairs in Qing Dynasty) on the Charters of the Imperial University of Peking by Liang Qichao clearly points out that, "as a leading and admiring institution for all universities in all provinces and all countries, the Imperial University of Peking shall be built with all our efforts for its leading model". Furthermore, "all schools or universities in all provinces, shall be governed by the Imperial University due to their imperfect charters, regulations, inadequate discipline settings, unsound structural forms, and inconvenient information exchange. Their charters, regulations, disciplines and curriculum shall be consistent with the Charters, All these works shall be logically and generally laid out, and then properly arranged".[ii]In the Chapter IV of Royally Approved Memorial on the Charters of the Imperial University of Peking, the Imperial University is reaffirmed as a leading institution nationwide. "The Imperial University is eligible to administer all educational issues

nationwide, as it represents our national spirits........ All charters and regulations shall be immediately delivered to all education authorities in all provinces." The Charters also specify that, the Imperial University shall collect all overviews of all schools and submit them to the Emperor. In details, the Charters require that, "the Imperial University shall determine formatted book which includes all items that the survey needs, and disseminate it to all schools in all provinces. When each term goes end, all schools in all provinces shall fill with the book as required based on their actual situation, and submit it to the Imperial University who will annually submit to the Emperor after collection and compilation."[iii] All regulations hereinabove indicate that, the Charters of the Imperial University are necessarily taken as a model to standardize all management system of all universities nationwide due to lack of orders, imperfect and non-standard regulations of all universities in all provinces at initial stage. The Charters, in other words, empowered the Imperial University to administer all schools or universities nationwide.

Such setting bears analogy to that of the Imperial University of France (Université Impériale). Some scholars argue that China is imitating France. The author, however, believes that, such setting succeeds the old system of China, rather than imitating the French model. It has been being tradition that leaders of the highest seat of learning concurrently administer national education in China since the Han Dynasty. In the Han Dynasty, The government set Tai Xue (an imperial college, also the highest seat of learning in the feudal China) in the Capital. Leader of the Tai Xue, in Chinese we call Tai Xue Ji Jiu, administers concurrently the national education. The Guo Zi Jian (known as the Beijing imperial Academy) (the Tai Xue was included in the Guo Zi Jian,but sometimes, the Guo Zi Jian didn't include the Tai Xue)was designated the highest seat of learning starting from the Sui Dynasty. Since then, the Guo Zi Jian has been serving as the highest seat of learning run by the Central Government and the supreme administrative headquarter for organizations of education in the feudal China. The Imperial University of Peking is as authentic as the Guo Zi Jian or Tai Xue is. That means, the supreme leader of the Imperial University of Peking, serves as the Minister of Education (now known as

the Minister of the Ministry of Education of the People's Republic of China), as well as the Superintendent (now known as the President of the University). Later, frequent changes took place in the Chinese name of Guan Xue Da Chen, For example, the Guan Xue Da Chen was named Xue Wu Da Chen (Chinese: 学务大臣, literally: the Minister of Academic Affairs) in 1903, Shang Shu (the leader of the Department of Education) when the Xue Bu (Chinese: 学部 literally the Department of Education) (In ancient China, the government was structured as Three Departments and Six Ministries. The Department controlled the six ministries.) was established in 1906; and Xue Wu Da Chen in 1911. The Xue Wu Da Chen, or Guan Xue Da Chen, or Shang Shu, however, remained the chef executive of national education and the high Chancellor of the Imperial University of Peking.

2). Normalize personnel management of universities of China

The Qing Government managed to develop universities nationwide by laws and regulations like the Imperial Order on the Charters of the Imperial University of Peking and the Royally Approved Memorial on Charters of the Imperial University of Peking. These Charters specify universities in terms of "what to do" and "how to do", including (I) School Mission, disciplines settings and curriculum; (II) general affairs of students like leave of absence, living conditions, graduation examinations and awards and overseas study; and (III) organizational structure, and award, promotion and salary of teaching and administering staff. All of these charters make rule-based operations of universities, and facilitate their development.

B. Centralized power of personnel management within the university

The Imperial University is a highly centralized organization, its top leaders hold decision power. Though modeled on the Tokyo University concerning disciplines，curriculum and even buildings of the University, the Imperial University remains official school education system in feudal dynasty in its personnel management, - "top leaders hold centralized power", unlike its Japanese counterparts who have taken into consideration organizational characteristics of

university - bottom-heavy and loose coupling structure.

Centralization within university is shown as follows:

1). Powers are centralized with the Minister of Education (Chinese: 管学大臣 guǎn-xué-dà-chén), or Superintendent (Chinese: 总监督 zǒng-jiān-dū) and Zong ban (it is an official position equivalent to the president of a university). The Charters of the Imperial University of Peking specify that, the Minister of Education or the Superintendent shall be in charge of the whole university and administer all staff. Zhang Baixi required that the Superintendent or Zong Ban shall be entitled to all personnel rights excluding employment of the Branch Supervisor and Controllers. That means, The Zong Ban or the Superintendent is authorized to employ all staff, from the General Supervisor to ordinary teaching and administering staff. The General Supervisor, typical of academic authority, can only hold suggestion right of employment of teaching staff. In some other Imperial Universities, the Zong Ban was empowered to a larger extent. The Newly-revised Regulations of the Imperial Tientsin University, for example, specify that the Zong Ban shall be responsible for employing and examining all staff of the university, and oust the one who is found to be unqualified. In other words, the Zong Ban was empowered to employ and dismiss all staff of the university.

2). The personnel management in the university was vertically and hierarchically structured.

As shown by the three Charters of the Imperial University, the Line Management was adopted to the chain from the Superintendent, Branch Supervisors to all teaching staff. The Superintendent directly delegated authority to all Branch Supervisors, the Director of Library, and other Directors in charge of places of students' internship, like the Observatory, the Botanical Garden, the Zoo, the Excise Field and the Hospital. The Branch Supervisor directly and vertically transmitted his order or ideas down his lower-level officers like the Provost, the Controller of General Affairs (Chinese:庶务 shù-wù), the Inspector of Dormitories (Chinese: 斋务 zhāi-wù) and teaching staff. Such organizational structure intensely centralized power with the Superintendent, and made university in the late Qing Dynasty hierarchical. The personnel system of university in the late Qing Dynasty with distinct Chinese characteristics, therefore, combines that

of modern university with traditional one of official school education system in China.

II Bureaucracy

Bureaucratic teaching staff management was essential for personnel management in the late Qing Dynasty. At that time, Imperial Universities remained Official School Education. Instead of emphasizing on university as an academic organization, they stoke to the principle that students are inculcated with traditional ethnics and morals of China - "Inspiring spirit of faithfulness and love, correcting attitudes". Class origin of their graduates is the same as the one in "Imperial Examination System" (also known as kē-jiǎ). Postgraduates from the Imperial University or from Tong Ru Yuan (Chinese: 通儒院，the first postgraduate institute in China where postgraduates are required to do experiment and research their studies.) will be awarded Jinshi (or the Presented Scholar, refers to a successful candidate in the Imperial Examination) or Hanlin (member of the Imperial Academy in the Qing Dynasty) respectively. Teaching and administering staff of university remained educational officers. Management of officers was accordingly applicable to teaching and administering staff of university concerning division, salutations, employment requirements, employment methods, evaluation, promotion and awards. As above-mentioned, the Imperial University, naturally, was an official school education system, and its personnel was managed according to the slightly improved official school education system in the late Qing Dynasty.

III. Semi-colony

There was semi-colony concerning personnel system of China's universities at initial stage mainly in terms of (i) incompletely independent educational sovereignty of China, and (ii) interference by foreign powers to basic personnel rights of university such as Rights of Teacher Appointment.

In the late Qing Dynasty, declining national strength of China and War of Aggression of Foreign Powers against China led to incompletely independent educational sovereignty of the State. For instant, missionary universities established by Missionaries in China neither were filed by China's government, nor set the same school mission or specialized courses as public universities of China did. The Qing Government also never had a single voice in them. For the Government, the only choice was to disclaim the missionary universities. Cowardice of the Government was also a typical in semi-colonized China.

At that time, besides dependent educational sovereignty of the State, basic autonomy of universities, teacher appointment, was intervened by the foreign powers. This mainly means that foreign powers always intervened the Imperial University in selecting and appointing foreign teachers, such as appointing foreign General Supervisors or foreign instructors. Personnel system of China's universities, therefore, was semi-colonized, as the country was. For example, diplomats of Italy, Germany and other countries did question and intervene in appointment by Sun Jianai (孙家鼐) of William Alexander Parsons Martin (also known as Ding Weiliang 丁韪良) as General Supervisor of Western Science. Semi-colonization of China is typically represented by interference of Italians or Germans in minor details such as personnel system of Imperial Universities and by cowardice of Tribunal for the Management of Affairs of All Nations.

IV. Modernity

There were transformations of personnel system in infancy of China's university from the old Official School Education to modern university in terms of:

A. salutations of teaching and administration staff

First of all, title of teacher was transformed from Instructor (title of education officer) (Chinese 教习 jiào-xí) to teacher (today's title) (Chinese: 教员 jiào-yuán). In two Charters of Imperial University, teachers were named Instructor in Chinese - "General Supervisor, Deputy General Supervisor (Chinese: 副总教习 fù-zǒng-jiào-xí), Branch Instructor (Chinese: 分教习 fēn-jiào-xí) and Instructor". In Qing Dynasty, the Instructor (教习 jiào-xí), served by two ministers (one is Han and another is the Manchu), was a title of education officer who taught lessons to Shujishi (those jinshi or presented scholars who were candidate students of the Imperial Academy (Chinese: 翰林院 hàn-lín-yuàn) at Shu Chang Guan (the Shu Chang Guan of the Imperial Academy was an official school for teaching those excellent

scholars who have passed the Final Imperial Examination) . Assistant Instructor (Chinese: 小教习 xiǎo-jiào-xí) was served by officers lower than Shi Du or Shi Jiang (the position was set for teaching lessons or giving lectures to the Crown Prince, or for accompanying the emperor to study or to discuss knowledge). Instructors were also appointed in the Official School Education System. Teachers were also named Instructors (Chinese: 教习) at schools run in the late Qing Dynasty. Teachers were named in Chinese, however in the Royally Approved Memorial on Charters of the Imperial University of Peking, Jiao Yuan (teacher), Zheng Jiao Yuan (professional teacher) and Fu Jiao Yuan (assistant teacher). It is specified in the Regulations on Management of Teaching Staff that, the professional teacher, in charge of special lecture set for the specialities of universities, shall be responsible for delivering knowledge, teaching skills and instructing researches. The assistant teacher shall assist the professional in teaching students and instructing experiments.

Secondly, names of staff were increasingly modernized. For example, Zong Ban (in charge of all issues of the school), was transformed to "Da Xue Tang Jian Du" (Supervisor of the Imperial University) (now known as President of a university), the Controller of School Library (Chinese: 藏书楼 cáng-shū-lóu) to Director of Library, and Zhi Ying Ti Diao (This position was responsible for all financial issues of the school) to Accounting Officer (Chinese:会计官 kuài-jì-guān).

B. Divisions of administrative staff catching up with those of modern universities

First of all, Superintendent, equivalent to president in modern university, emerged. The two previous Charters specify that the Minister of Education supervises teaching staff led by the General Supervisor and administering staff led by Zongban. The Royally Approved Memorial on the Imperial University of Peking, however, specifies that the Minister directly supervises the Superintendent who has sole administration over all staff and all Directors of the university. Secondly, staff was subdivided. Universities began to set modern academic managing staff, Supervisor of Branch University, Controller of General Affairs, Inspector of Dormitoriesand Provost (Chinese: 教务 jiào-wù), when Controllers of Copy-writing, Accounting and Miscellaneous

Business were transformed to Copy-writing Officer (Chinese: 文案官 wén-àn-guān), Accounting Officer and Officer of Miscellaneous Business (Chinese: 杂务官 zá-wù-guān), and were under administration of the Controller of General Affairs and by the Inspector of Dormitories. These names exemplified character of university and division of staff. Controller, Inspector and Provost almost parallel to the Dean of General Affairs, Logistics Officer, Provost in modern universities. Such structure took forms of division of labor in modern universities. The Provost, who is special officer in charge of administering teaching staff, gets closer to division of labor in modern universities, in comparison with the General Supervisor who is under control of the Minister of Education as the Memorial on Charters of the Imperial University of Peking specifies.

C. Nascent idea of teaching staff involved in democratic management of the Imperial University

The idea of democratic management began to appear within the Imperial University. The teaching staff was involved in managing the University in two manners:

First, teaching staff concurrently serves as all managers. The Chapter for Teachers and Administrators of the Royally Approved Memorial on the Imperial University of Peking[iv] specifies that the Professional teacher and Assistant Teacher shall, with exception of General Inspector (Chinese: 检查官 jiǎn-chá-guān), concurrently serve as Students'Supervisor (Chinese: 监学官 jiān-xué-guān), Medical Officer (Chinese: 卫生官 weì-shēng-guān), Director of the Observatory (Chinese:天文台经理官 tiān-wén-tái-jīng-lǐ-guān), Director of Botanical Garden (Chinese: 植物园经理官 zhí-wù-yuán-jīng-lǐ-guān), Director of Zoo (Chinese:动物园经理官 dòng-wù-yuán-jīng-lǐ-guān), Director of Exercise (演习经理官 yǎn-xí-jīng-lǐ-guān), Director of Hospital (医院经理官 yī-yuàn-jīng-lǐ-guān) and Director of Library.

Second, A discussion body was set within the Imperial University for teachers' involvement. The Chapter V of Royally Approved Memorial on Charters of the Imperial University specifies that a chamber is set where the Superintendent, the Supervisor of Branch University, Provost, Professional Teachers, Assistant Teachers and Students' Supervisors are gathered for consensus. What's more, it also

specifies that chambers should be set within all branch universities for teachers and Students' Supervisors, where the Supervisor of Branch University calls together Provost,professional teachers, assistant teachers and Students' Supervisor for consensus. That means, ordinary teachers are entitled to management of general affairs of the University, particularly in Peiyang University which is greatly influenced by American-style school-running model. The Newly-revised Regulations of the Imperial Tientsin University (now Tianjin University) specify that 'where study affairs need improvement, the General Supervisor and the Supervising Teacher are gathered at the chamber for discussion and questioning. Comprise shall prevail. All participants, in case of conflicts, are encouraged to state their own views, but not to prejudice or to be stubborn.'[v] These regulations on democratic discussion have mirrored school-running model of university in the late Qing Dynasty.

D.Employment of teachers was standardized. The standard shifted from ambiguous requirements to degree-oriented ones.

At initial stage of universities in China, the standard of teacher employment of university was ambiguous, like "be excellent both in character and scholarship, have thorough knowledge of both traditional Chinese and western culture" (Chinese:品学兼优通晓中外)[vi], or "be proficient in academy and be an eligible teacher for a certain subject or branch"[vii], even or "Chinese teacher who knows something about a certain subject"[viii]. At that time, universities aimed to get someone employed. "Anyone, high or low official, junior or senior, or recommended by Minister of the Zongli Yamen (the Tribunal for the Management of Affairs of All Nations), will be reported to the Emperor for employment if he is full-hearted about his work, unlike those who teach Shujishi or Guozijian Jijiu who makes a muddle of his work (it is an official position in the Qing Dynasty, and it is equivalent to the Chancellor or the President of the Beijing Imperial Academy)"[ix]. " Anyone, officer or non-officer, who comes to Beijing at public expense or his cost, will serve as Instructor if he passed examinations of the Xue Bu (Ministry of Education in the Qing Dynasty).[x] " Later, the Royally Approved Memorial on Charters of Teachers Employment (November, 1903) specifies academic background of both Professional

Teachers and Assistant Teachers. "The Professional Teacher shall be certified postgraduate from overseas universities and from Tong Ru Yuan""The Assistant Teacher shall be top graduate at the University and graduate from overseas universities"[xi].

E. Perfection of contracts of foreign instructors heralds engagement system of universities

Contractual management was employed to the foreign instructors in the late Qing Dynasty. Xue Bu (the Ministry of Education in Qing Dynasty) determined contract with standard form for nationwide use due to different requirements to foreign instructors among provinces. The contract of foreign instructors with nineteen clauses that the Xue Bu determined specifies the foreign instructors in terms of service life, class time, salary, sick leave, personal leave, resignation, round-trip cost, dismissal, tenure extension, and compensation caused by disablement or death due to injury on duty. It also stipulates that the instructor must be full-time, he is not allowed to engage in other businesses or to teach students from other universities. What is more, it requires that, any instructor is not allowed to missionize even he is a missionary.[xii] These clauses, signed with foreign instructors, are deemed to be original form of teacher employment of universities in China.

Universities in the Late Qing Dynasty, however, did strongly control minds of teachers and students in universities, rather than accept the principle of University Autonomy and Academic Freedom when they were imitating and learning from overseas counterparts. As the Imperial Order on the Charters of the Imperial University of Peking requires, "all people, including but not limited to Instructors, Zong Ban, Controllers and Students, shall be subject to dismissal or accountability for violation if they are proved that their ideas or words go against the national constitution or obviously break the Three Cardinal Guides (Ruler guiders subject, father guides son and husband guides wife), the Five Constant Virtues (benevolence, righteousness, propriety, knowledge and sincerity) and the Feudal Ethical Code."[xiii] Essentially, such university model is considered an improved official school education system in the feudal dynasty. It is rigidly

modeled on overseas universities, such as setting Chamber for democratic discussion, but naturally remains highly centralized, bureaucratic and semi-colonial. Nonetheless, university, as an institution of higher learning in the late Qing Dynasty, has its personnel management characterized by western style. For example, the General Supervisor and Instructors are determined by intelligence and self-cultivation, rather than by power or wealthy. Besides, it also has the General Supervisor responsible for teaching, and the Provost responsible for administering teachers.

REFERENCES

[1] Realities of Education in Modern China, edited by Le Sibing, revised by Cheng Boqun, Shanghai World Book Inc,. July, 1936

[2] Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press, 1993.81

[3] Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press, 1993.88

[4] Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press, 1993

[5] Zhu Youhuan, Historiography on Educational System in Modern China (Part I, Vol II) [M], Shanghai, Eastern China Normal University Press, 1987.965

[6] Section II, Chapter I, the Memorial on the Charters of the Imperial University of Peking, Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press, 1993.84

[7] Careful Selection of Professional Instructors for All Disciplines of Branch Universities (1909), compiled by Research Office of Peking University History, Peking University Press, 1993.309

[8] The Royally Approved Memorial on Charters of Teachers Employment (November, 1903), Historiography on the Peking University (Vol. I), compiled by Research Office of Peking University History, Peking University Press, 1993.316

[9] Section II, Chapter I, the Memorial on the Charters of the Imperial University of Peking, Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press,1993.84

[10] Careful Selection of Professional Instructors for All Disciplines of Branch Universities (1909), compiled by Research Office of Peking University History, Peking University Press, 1993.309

[11] 10th Edition, Book I, the New Decree of the Qing Empire on Education, Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press,1993.316

[12] Vol. 509-658, the First Historical Archives of China, Historiography on the Peking University (Vol l), compiled by Research Office of Peking University History, Peking University Press, 1993.327

[13] Zhu Youhuan, Historiography on Educational System in Modern China (Part I, Vol II) [M], Shanghai, Eastern China Normal University Press, 1987.753

The Analysis of Service Quality at Inclusion School in Semarang

---A Case Study in Smp Negeri 5 Semarang

Grace Olivia Simangunsong; Nina Widowati,
Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office email: prodidap@gmail.com)

Abstract—**Inclusion school is one of the basic needs for education to people in Semarang. SMP Negeri 5 Semarang is one of the inclusion school in Semarang. The services from inclusion school, SMP Negeri 5 Semarang it is not as what we expected. The main goal of the research is to analyze and describe the quality of services in inclusion school SMP Negeri 5 Semarang with the five dimensions of service quality, which is tangibles, reability, responsiveness assurance and empathy.The final result concluded that the quality of education services in the inclusion school SMP Negeri 5 Semarang is not good because there are dimensions that have not run optimally, the tangible dimension, the dimensions of reliability and assurance dimensions.**

Keywords—Services quality; dimensions of service quality; inclusion education

I. INTRODUCTION

Education is a basic need of every human being to guarantee survival to be more dignified. Because the state has an obligation to provide quality education services to every citizen, without exception, including those who have differences in ability (disability) as stated in the 1945 Constitution article 31 (1).

Children who have different abilities (disabilities) are provided special facilities that are tailored to the degree and type of difabelnya called SLB. Unconsciously SLB education system has been built walls exclusivism for children with special needs. Wall exclusivism during this unconscious has hindered the process to know each other between children with disabilities with children of non-disabled. As a result of social interaction in the community with disabilities into community groups alienated from the social dynamics in the community. Society becomes familiar with the life of a group of disabled and handicapped while the group itself feels its existence is not an integral part of community life in the vicinity. Along with the growing demands of the disabled groups in voicing their rights, then later came the concept of inclusive education.

The emergence of inclusive education actually preceded by dissatisfaction with the system of segregation and special education prior accompany the journey of children with disabilities and bertunaan in obtaining educational services in accordance with the level of their abilities and needs. The success of a concept of education largely depends on the commitment in giving out positive contribution to the improvement of children with special needs. Problems related to inclusive education is a very sensitive issue for children who are considered disabilities, however, because the issue will have an impact on the trust they enter formal education and formal get together with children in general. As examined in this study regarding the quality of public services by Zeithaml et al in book Kualitas Pelayanan Publik (2011:73-74), which is about the tangible dimension, the dimension of reliability, the dimensions of responsiveness, assurance dimensions, and the dimensions of empathy. According to the research that has been done from the fifth dimension above, there are still shortcomings in the quality of services in SMP Negeri 5 Semarang, namely on the dimensions of the tangible, the dimensions of reliability, and assurance dimension.

A. Tangible Dimension

This dimension is an essential element in a service, because the service provided can not reach the maximum point where the unavailability of physical facilities that are used to support the maximum service. Without the availability of physical facilities, coordination is difficult to do, the public service in the field will encounter various kinds of constraints which resulted in the establishment of good service. Likewise with SMP Negeri 5 Semarang that was certainly require physical equipment to provide good service and the maximum to the learners, especially those of ABK., but in fact there are flaws in this dimension that is not the availability of special educators, medical workers, and psychologists who raises some difficulties for the crew in the learning process.

B. Dimensions of Reliability

The success of a service unit can be seen from the ability of its officers first. Various efforts to improve the quality of human resources must be made by SMP Negeri 5 Semarang. Resources are vital to optimize the entire potential of children with special needs. The public servants who work in the service of inclusive education should be carefully selected in order to provide maximum service, but it is at the problems in

SMP Negeri 5 Semarang that educators there is not yet have reliability or expertise to educate students with special needs.

C. *Warranty Dimensions*

In accordance with the results of research that has been done, it is explained that the SMP Negeri 5 Semarang already provide safety to all students, especially students of inclusion. The absence of fear in receiving education in this school is a statement indicating that they feel safe to learn at the school, but different if we are talking about a guarantee in terms of cost. Cost certainty for learners inclusion is not known for certain collateral costs such as what they can, and it is at the shortcomings here. Lack of clarity in writing and in underwriting fees lead to confusion in dealing with the school if there are funds needed.

REFERENCES

[1] Hardiansyah. 2011. *Kualitas Pelayanan Publik.* Yogyakarta: Gava Media

[2] Ponidi dkk. 2012. *Informasi Tentang Anak Berkebutuhan Khusus.* Semarang: Balai Pengembangan Pendidikan Khusus

[3] Skripsi Grace Olivia Simangunsong. 2016. *Analisis Kualitas Pelayanan Pendidikan Sekolah Inklusi di Kota Semarang. Semarang*: Universitas Diponegoro

[4] Suyanto. 2012. *Masa Depan Pendidikan Inklusif.* Jakarta: Kementrian Pendidikan dan Kebudayaan Direktorat Jenderal Pendidikan Dasar 2012.

[5] Takdir Ilahi, Mohammad. 2013. *Pendidikan Inklusif (Konsep dan Aplikasi),* Yogyakarta: AR-RUZZ MEDIA

[6] Undang-undang Dasar Negara Kesatuan Republik Indonesia 1945

The Model Organization of Early Childhood Education in Organizational Capacity Development

Iskhak; Sundarso, Hardi Warsono; Ida Hayu Dwimawanti
Public Administration Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**Model theory system is the organizational capacities of the concept correlated with more comprehensive and appropriate when applied to the early childhood education (OLD). Model organizational capacity development includes technical capacity Organization (educators and educational personnel and infrastructure, financing and curriculum), management capacity (leadership leader/head of Agency/ Principal), institutional Organization Capacity (The Policy in an environment of early childhood education). The educator is the key for teaching and learning, educational personnel preparation key to success holder and the post instruction. The principal is prerequisite skill (skill in leadership, human, group process, personnel administration, and skill in evaluation). Medium duty/role of the school head is known as EMASLIMo (Educator, Administrator, Supervisor, Leader, Innovator and Motivator).**

Keywords—Educator; Education; Children

I. INTRODUCTION

On the model theory of the system if in correlates with the concept of organizational capacity is more comprehensive in describing models of early childhood education. Model—the model can be divided into three types of organizational capacity: Transcending dualisms, integrating the activity approach with naturalistic approach within a coherent framework, linking the study—a study of micro (micro studies) about/interaction actions and knowledge with the theories macro (macro theories) about the social and institutional structures.

Based on the model of systems theory, system activity and organizing model early childhood education in the development of the capacity of the Organization, then the capacity parameters of becoming standard in this research are: a. the technical capacity of the Organization (educators and educational personnel and infrastructure, financing and curriculum), b. managerial Capacity (leadership leader/head of Agency/Principal) and c. the institutional Capacity of the Organization (The Policy in an environment of early childhood education). Those factors as a major factor in early childhood education in the mengukurdan to develop the capacity of the Organization, with an explanation as follows:

A. The technical capacity of the Organization

Technical capacity of the will be examined in this section include: educators and educational personnel and infrastructure, financing and curriculum.

B. Educators and Educational Personnel

According to law No. 20 of 2003 on the national education system, article 39 paragraph 2, educator is a professional in charge of planning and implementing the process of learning, assessing learning outcomes, conduct supervision and training, as well as conducting research and devotion to society, especially for educators at the College.

In particular the duties and functions of educators (teachers and professors) are based on the regulation of the Minister of national education no. 14 of 2007, i.e., as agents of learning to improve the quality of national education, developer of the science, technology, and art, as well as servants to the community. Standard of produce educators and Educators is the criteria regarding the education of duties and the feasibility as well as mental, as well as in the Office of education according to the Government Regulation Number 32 year 2013.

Educators on Education generally includes: teachers, professors, counselors, teachers learn, widyaiswara, tutors, constructive, facilitators, teachers, early childhood education teacher supervisor and technical resource educative.

Educational personnel includes: Unit Manager education, overseer, supervisors, researchers, developers, power laboratory, power, library technicians learning resources, personnel administration, educational psychologist, social workers, therapists, energy cleanliness and security.

C. Workforce Management

Educators and educational management are activities that must be done starting from educators and educational entry into organizations of education until it finally stopped. It can be said also was a series of workforce management processes for regulating the procedures of planning, procurement, construction and development, placement and assignments, promotions and compensation, termination, mutation, as well as the assessment of produce educators.

D. Infrastructure and Facilities

Educational facilities and infrastructure is the thing that can't be ignored in creating learning activities or activities of quality education (education and culture, 200:41). Education is a means of equipment or furniture schools/institutions needed in carrying out the activities of the institutions, especially educational/process, among other things: tables, chairs, whiteboards, lap top and its apparatus, film and other

The education infrastructure is a means of education supplies before making such as land, buildings, and other pages. There are three (3) management of the physical environment of the school, namely: Site or ground school, the building and the school grounds. The size of the land area for the OLD is the page on the national standards of education.

Soetjipto, (2009) reveals that the educational infrastructure and facilities are all moving or not moving objects that are required to support the learning process of teaching directly or indirectly. Infrastructure is a tool or medium of moving or not and useful help teaching and learning or educational process.

E. Financing

Strategies that allow effective provide financing depends greatly on the approach to the specificities and characteristics of the region, through the Central Government, as well as non-profit organizations (Behmen et al, 2006). Early childhood education more financed private parties, individuals, organizations or communities, because many private institutions instead of OLD institutions.

Meijer et al. (1995) in the Fletcher Campbell et al. (2003) stated that there are two major aspects in financing, that means (the way or means by which is financed) such as time, money, and training facilities, and the destination for the means (the target of a way or means used for the achievement, including: parents, students, school, community, local institution and so on).

F. Curriculum

Curriculum development is carried out with reference to the national standards of education in order to realize the goal of national education (Law No. 20 in 2003, article 36 paragraph 1). To improve the quality of education in Indonesia has implemented six times change curriculum, namely curriculum 1968, 1975, 1984, 2004 curriculum and now apply i.e. the curriculum level unit of education (KTSP), issued by the Government through the Candy Department number 22 standard of the content, Number 23 on standard Candy graduates, and Number 24 on the implementation of Candy, 2006. Curriculum unit level education (KTSP) is the revision and development of a competency-based curriculum, curriculum or 2004.

G. Managerial Capacity; The leadership of the head of school/institution

A leader is one who has the ability to affect the behavior of others in his work using his power (Stoner and Brian Mitchell, 2000, 48-49). He also expressed competence is the ability to direct and influence the subordinates in connection with tasks that need to be implemented. Gary Yull, (1994), the leadership contingency that can be applied to various situations effectively. Currier Davis (1991, 2-3) mentions that the leadership is one of the factors that must be present in the Organization, with the definition: "It has been pointed out that the organization consist of a group of individual cooperating under the ENE of executive leadership toward the accomplishment of certain common objective" (Has stated that an organization composed of a group of people who work under the direction of the Executive leadership for the achievement of the general objective is for sure). The leadership as a concept of management has a strategic position and is absolutely necessary in the management of the school so that the school's purpose can be achieved (Moe, 2000).

There are five skills that should be possessed by the Principals in leading institutes, namely: skills in leadership (skill in leadership), human relations Skills (skill in human), (skill in personnel administration), evaluating the Skills (skill in Group process skills (skill in group process), select the Skills of personnel evaluation).

The MoE (2000, 3-7) formulate implementation tasks/roles of the head of school as EMASLIMo (Educator, Administrator, Supervisor, Leader, Innovator and Motivator). From the explanation above, the role of the headmaster's leadership became the primary focus in the development of the organization.

H. Institutional Capacity of the Organization

On the capacity of institutions of this organization to discuss two important points in the development of early childhood educational institution, namely: network professionals and policy on early childhood education.

REFERENCES

[1] Behmen (2006), Exploring Strategies to Advance Public Sector Funding in Gereriartr, Journal of Social Work Edocation.

[2] Buchori, Achmad R 2010. Pelayanan Publik Dalam Bingkai Birokrasi. Jurnal Administrasi Negara.

[3] Dwiyanto, Agus. 2008. Mewujudkan Good Governance Melalui Pelayanan Publik. Yogyakarta: Gajah Mada University Press.

[4] Gary Yukl (1998) Leadership in Organizations 3e. Jakarta. Prenhallindo

[5] Patmonidewo, Soemiarti (2003) Pendidikan Anak Prasekolah. Jakarta: Rineka Cipta

[6] Ratminto & Atik Septi Winarsih, (2005), "Manajemen pelayanan : Pengembangan Model Konseptual, penerapan Citizen's Charter dan Estandar Pelayanan Minimal", Yogyakarta: Pustaka Pelajar

Cooperation Between State High School 2 Balige and Soposurung Foundation in Increasing the Quality of Education in Toba Samosir District, North Sumatra, Indonesia

Sri Mulyani[1]; Sri Suwitri[2], Kismartini[3]

Doctoral Program of Public Administration
Diponegoro University
Semarang, Indonesia
([1]mulyanihartomo@yahoo.co.id; [2]sri_suwitri@yahoo.co.id; [3]kis_martini@yahoo.co.id)

Abstract—**Law No. 20, 2003 regarding the National Education System mandates that the management of education is the responsibility of the government and the public. Private Public Partnership is a strategy to push for increased public participation in the management of public services. The cooperation between State High School 2 Balige and the Soposurung Foundation is a partnership collaboration that aligns both parties in managing the education at State High School 2 Balige. The government provides teachers, authority and legality in providing education while Soposurung Foundation provides technology, education management, budget and teaching innovation in an effort to increase the quality of education. The continuity of Private Public Partnership will be guaranteed if there are common vision and commitment to achieve a goal.**

Keywords—*Public Private Partnership; Cooperation; Quality of Education*

I. Introduction

Chapter III, Article 4 of Law No. 20, 2003 regarding the National Education System mandates that education is held by empowering all components of society through participation in the provision and control of education management. Public participation is a requirement to guarantee a quality education service. One of the government regulations to attain this participation is through partnership between the government and the private sector. Objective conditions show that the provision of public service is still expected from a government system that is not yet effective nor efficient and inadequate human resources. In that regard, it is sought to increase the quality of sustainable public service in order to provide quality public service. There are several strategies to increase the quality of public service. First is the development of institutional organisation within the government. Second is the change of behaviour and character to the bureaucrats. Lastly, is to design a process in which the enforcement of government's obligation to provide public service (Surjadi, 2009).

Savas (1994) purposes a model relationship among government and public in service, including Government Services; that is, government in whole implements policies, budgets and provision services. Government Vending where government provides service but the policies and consumption comes entirely from the consumer, public or public organisation. Slightly different from the two models, this paper evaluates a public service model from government to public through the concept of partnership between public and private sectors that is collaborative in nature (Dwiyanto, 2012). Collaborative partnership places government and private sectors on equal grounds. Both parties collaborate because of a common vision and destination to achieve together. The benefits to improving the quality of the service include a wider scope and better quality. This can be understood as the existence of a partnership means merging of resources and optimal utilisation of competency and information technology from both parties.

Quality is included in the service with the main to fulfil the needs to the consumers, attain for hope or perception of quality of service that is measured by consumer satisfaction or also known as ServQuel (Parasuraman, et al, 1985). A case study is regarding the services partnership between State High School 2 Balige with Soposurung Foundation in Toba Samosir District, North Sumatera. State High School 2 Balige is located in a rural area whose quality education is below other state schools located in urban area. Soposurung Foundation was established to push for increased quality education and provide scholarship funds to high achieving students. The collaboration between State High School 2 Balige and Soposurung Foundation is a form of collaborative partnership in order to increase the quality of education in Toba Samosir District. This partnership is established due to limited financials from the government. The Soposurung Foundation is able to provide a better and faster level of service in order to reach the destination with the support from the local public.

II. Method

This study was done on the research performed by the writers and secondary data including documents related to the

Foundation, partnership documents, profile of State High School 2 Balige and partnership development. The focus of this study is to provide a depiction on the type and benefit of collaboration and the relevance of such collaboration to increase the quality of education. The result of the research will be used as research material to determine the success of the collaboration and the prospect of future development. Secondary data such as documents and photographs were used to complete the result of this research. Writers have analysed using theories on public and private collaboration to come to a conclusion and provide recommendation on the partnership between State High School 2 Balige and Soposurung Foundation in Toba Samosir District.

III. RESULT

The partnership between Soposurong and the Department of Education and Culture is agreed upon No.7184/105/7/91.1 NO 91116/YYS/X/VL dated 10 October 1991. The partnership between State High School 2 Balige and Soposurung Foundation is entered into due to concerns on the quality of life of pole in Tano Batak and the low quality of the area. Hence, increasing the quality of education become the choice and pinnacle to resolving the issues of poverty and increase the quality of life for the community. Increasing the quality and competitiveness of the young in Bonapasogit can only be achieved if there is a capable medium to form students with characters of high discipline and integrity, both personally and academically. On the other hand, the facilities and quality education in Tapanuli is alarming. It is obvious that this situation must be addressed with creative solution that can bring the young people in the area out of low quality education. (http://yasop.org/?about=sejarah)

The next steps it to divide the responsibilities between the government, through the Department of Education and Culture, and Soposurung Foundation. The Government is responsible for the provision of education, facility and other educational resources in accordance with their budget availability as well as the provision of teachers as state schools. Soposurung Foundation is responsible for providing scholarship funds for high potential and adaptable students, building and management of dormitories and the provision of other facilities if the Foundation's budget permits, increasing professionalism, skills and welfare of teachers, extracurricular activities and assisting graduates in the workforce.

IV. DISCUSSION

Soposurung Foundation has a common vision with that of national education, which is the realisation of quality education as a basis to increase human resources, quality of life and national dignity. The advantage and strength of each institution provides comparative advantage to society as it is managed through collaborative management. In the beginning, Soposuring Foundation only provided scholarship funds to underprivileged students with high academic records, building dormitories and educated students' characters. However, State High School 2 Balige has developed into a favourite school with keen interests from students across North Sumatera. Since about 2010 even though become a favourite school in Indonesia.

The implication of the partnership between government and the private sector is to increase the trust between the collaborative parties (Dwiyanto, 2012). The level of government trust in the civil society will improve because of the critical actions of the civil society on the management of public services often cause tensions. The increased sense of citizenship as a result of increased involvement from the civil society in solving public problems is the a sense awareness that public problems are no longer only the government's but also becomes a shared problem between the government and the public. Partnership also increases the accountability of public service where government bureaucracy as the manager of public services must accommodate the aspiration and needs of the public as the user of those services. The ignorance of government bureaucracy towards the needs of the public will cause groups outside of government to be reluctant to cooperate. Hence, collaboration between government bureaucracy and non-governmental organisations mainly civil society can guaranty the existence of public accountability.

The advantage of partnership for district governments is the development of educational facilities and infrastructure in State High School 2 in Balige in order to have their status changed to become featured school. Limitation of budget by the government to public schools does not become an obstacle for the development of the school. As a public school, the teachers are considered public servants while Soposurung Foundation, as a government partner, proactively provides budget to increase the quality of the teachers by providing incentives to the teachers through extracurricular programs and housing facilities. In order to increase the quality of the teachers, in 1993 Soposurung Foundation flew in 10 (ten) teachers from Java. These are the finest teachers from IKIP (Teachers' College) with ten years of teaching experience. This innovation received appreciation from the government that State High School 2 Balige was given by the President of the Republic of Indonesia the status of pilot school in respect of the partnership between the private sector and the government as well as the discipline and character of its students. In the several last years, this school had been done abroad teachers recruitment, for an example from Singapore.

The management has designed future programs which include increasing and developing facilities and infrastructure. All of this will be done to increase supporting facilities for a quality teaching process. In addition, the establishment of TB Silalahi Center in April 2008. The Centre has complete educational facilities and cultural recreation which can be utilised by the students in conducting their learning activities. In the end, it will provide significant contribution to the success of the learning institution to provide quality individuals with honourable character and high competitive advantage. Transfer of technology, efficient education service, performance-based management and risk management are other benefits enjoyed by the government as a partner in its efforts to increase quality education.

Several challenges are faced in the partnership between State High School 2 Balige and Soposurung Foundation. The challenges include limited understanding by several officers in the district that the partnership is limited to building physical projects resulting in limited support towards the success of the

partnership. Other challenges include public perception that the relationship with the government has financial consequences such as the increase in costs which causes reluctance in providing education services. These challenges can be overcome by having a common commitment to the importance of developing education, both physically and non-physically in order to realise quality education.

V. Conclusion

Efforts done by the government to increase public service with respect to education sector through Private Government Partnership provides significant impact which include giving access to education to citizens living in remote areas, increase quality education and the development of rural areas into urban areas. The partnership can be a collaboration on human resources, technology and management.

References

[1] Dwiyanto, Agus, 2012, Manajemen Pelayanan Publik: Peduli, Inklusif dan Kolaboratif, Gadjah Mada University Press, Yogyakarta

[2] Parasuraman, A, V.A.Zeithaml and L.L. Berry, 1985, Conceptual Model of Service Quality an Its Implication for future research, Journal of Marketing.

[3] Savas, ES, 2000, *Privatization and Public-Private Partnerships*, Chatam House Publisher, New Jersey

[4] Undang-Undang No. 20 Tahun 2003 tentang Sistem Pendidikan Nasional

[5] http://yasop.org/?about=sejarah. 2016. Asrama Yayasan Soposurung

The Evaluation of Inclusive Education Implementation for Special Need Children in Central Java Province

Sri Widiastuti; Sri Suwitri; Y. Warella.; Haryono

Public Administration, Doctoral Program, Faculty of Social and Political Science
Diponegoro University
Semarang, Indonesia
(Office Email: prodidap@gmail.com)

Abstract—**The implementation of inclusive education in Indonesia reinforced by the release of Permendiknas verse 70 in 2009 on inclusive education students who have potential intelligence abnormalities and outstanding talent. In 2010, the Central Java Provincial Education Office started pilot 160 inclusive schools by subsidizing operational funds through social assistance. This study aims to evaluate the condition management component of the inclusive education implementation in Central Java province. This study is uses CIPP model (Context, Input, Process and Product). The instruments used are: questionnaires, observation guides, interview, and documentation. The sources of data research are document, perception and observation. The techniques included inquiry, observation, assessment documents and interviews. The data analysis carried out by following logic of qualitative approach. The results show that the student management, curriculum management, education personnel management, facilities and infrastructure management, finance management, environmental management and special services on inclusive education in Central Java province is insufficient.**

Keywords—ABK; Inclusive Education

I. INTRODUCTION

Education is a planned and conscious effort to bring learners into an atmosphere of learning and a learning process in order to developing their potentials to a religious, spiritual power of self-control, personality, intelligence, morals, as well as their skills, the community, the nation and the State (Law Number 20 of 2003 on the National Education System). Children in special needs (henceforth: ABK) is the term to replace the word "Wonderful Children" (ALB) which indicates the specific disorders. They have different characteristics and experience impairment vision (visually impaired), children with hearing and speech (deaf speech), children with the developmental capabilities of hendaya (mental retardation), children with physical or motor condition hendaya (tunadaksa), children with maladjustment behavior of hendaya, hendaya child with autism (autism children), children with hyperactive hendaya (attention deficit disorder with hyperactive), children with hendaya learning (learning disability or a specific learning disability) and children with developmental disorders hendaya dual (multihanddicapped and developmentally disabled

children). Harnowo's article in Detik Kesehatan estimated that there were 4.2 million children in special needs in Indonesia.

At the same time, Purwandari (2009) states that ABK are treated differently in terms of education due to barriers in some dimensions of life so that they should be separated from normal children in educational services and that the learning process is not interrupted. The schools for ABK produce the model of ABK's school, namely segregation model which places ABK in Sekolah Luar Biasa (SLB) to separate them from their peers. This particular school has a curriculum, a means of learning and special teachers for which the opportunity to optimize its potential and the designed curriculum is in contrast to the other curriculum. This condition is still behind the expectations of the Geneva Conventions in the form of commitment to the implementation of the Education for All (EFA) which means that like normal kids, ABK must be treated in the same education service. Based on the phenomenon above, the concept of inclusive education appeared. Through inclusive education, character diversity and learner's skills should be accommodated with wise ways, namely by giving space to all. Even in inclusive education, the difference is seen as a learning resource, not as a problem (Sutrisno, 2012: 32). The other thing that underpins the implementation of inclusive education is the existence of a Convention on the Right of Person with Disabilities and the Optional Protocol, which was approved in March 2007. Article 24 in that Convention states that every country is obliged to conduct an inclusive education system at every education and encourage the ABK's attainment of full participation around society.

Indonesia takes a part in the implementation of the Convention by producing Permendiknas verse 70 of 2009 on "inclusive education of students who have and have potential intelligence abnormalities and outstanding talent". This rule became a formal umbrella for the implementation of inclusive education in Indonesia. The full load signs regard inclusive education ranging from planning to implementation therein. Moreover, the rule also requires local governments to designate at least one school to organize inclusive education. In 2010, the Central Java province Education Office opened 160 inclusive schools by providing operational funds subsidy through social funds. The socialization and guidance techniques for inclusive

education have been realized in many times, but they are still under hopes (Trimo, 2012:225). Ishartiwi (2010:2) noted more specifically that there are some problems on the implementation of inclusive education, namely there are many difficulties in aligning the regular schooling service standard and variations of ABK's learning needs, the inclusive school has not received ABK students, the school has not been able to provide the precise programs, the ABK's condition of mental retardation, there is insufficient evaluation system for the student's assessment (both formative and summative), the lacks of facilities and accessed learning resources to accommodate the needs of mobility and ABK's learning, and the lacks of special teachers in inclusive school.

The school holders do not have an agreement about inclusive education and service for ABK. The assumption of ABK's existence will affect the results of annual completeness so that ABK must be replaced to SLB when they will conduct the exam. The inclusive services still do not converge in the system and the climate at school so that there will be two labels: regular students and ABK students. Not all policy makers understand an inclusive system even in the management, the implementation of inclusive education is unwell-prepared comprehensively and inadequate provision of learning materials. Thus, the study of the evaluation of inclusive education implementation in Central Java Province is considerably important.

II. THEORETICAL FRAMEWORK AND METHOD

This research was evaluative and designed by using the CIPP model (Context, Input, Process and Product). The subjects of the research included teachers, parents, school principals, school committee, and the official of education and culture. The instruments used to obtain data in this the study varied in the variables. The instruments used are questionnaire, observation guides, guides, interview and documentation. The sources of the research data were document, the perceptions of the people and the results of the observation. The data was collected directly from the field. The techniques used included observations, assessment documents, and interviews. The data was analyzed by following the logic of qualitative approaches.

III. RESULT AND DISCUSSION

Education is a fundamental need of every human being which will take place throughout life and make humans more civilized. It is equivalent to UNESCO's statement that declared to all Nations in the world that education can build the situation of the entire nation, because education is the key to improvement towards civilization. Therefore, the states should have the obligation to provide education quality to every people without exception, even for who have different ability (disabled).

The implementation of inclusive education in several countries including Indonesia are still encountered by many constraints, such as in Kenya, as stated by Eunice (2015) that the implementation of inclusive education is getting obstacles, among others there are public schools that are not willing to accept ABK students, lacks of energy, lacks of teacher knowledge, inadequate facilities and infrastructures. Ali (2006)

mentioned that the inclusive education in Malaysia is also facing constraints especially in regard to the low perceptions of the teachers on inclusive education. Dupoux (2006) stated that one of the constraints of the inclusive education in Haiti is the lacks of teacher knowledge on inclusive education even the lack of accompanying. Based on the survey results of *Badan Koordinasi Pendidikan Luar Biasa* Central Java in collaboration with Central Java Education Office, it can be stated that from the population of 33,472 ABKs, there are about 6,904 (20.62%) ABKs who already attended, while the rest about 26,568 (79.37%) ABKs Middle School have not attended (Subagya, 2009). Furthermore, it can be stated that the unwillingness of ABKs to school was influenced by four reasons, namely the homestay was far from the school, the parent's motivation for ABK was very low, some of ABKs felt so embarrassed that they preferred to hide themselves. Meanwhile, Central Java Education Office mentioned that there were five regencies that do not have SLB, namely Demak, Klaten, Magelang, Wonosobo and Banyumas. Thus, the inclusive education without SLB would be required to support the operations of ABK's education. They could attend in regular schools. However, not all regular schools accepted them. There were 519 schools in Central Java province that take a part as the inclusive school. There were 472 state schools and 47 private schools.

From the evaluation above, if it is aligned with the monitoring instruments and self-evaluation of inclusive schools education providers developed by *Direktorat Pembinaan Sekolah Luar Biasa, Direktorat Manajemen Dikdasmen* in collaboration with the Managing Contractor Program Management Australia-Indonesia Basic Education Program (MCPM-AIBEP), it can be stated that the assessment accreditation of condition for inclusive schools in Central Java is generally C (number of score=24 – 43) and even not-accredited (number of score = < 24). Meanwhile, SLB accreditation in Central Java is generally on category B (the sum of score = 44 – 63). This condition is not far different from Subagyo's research (2012) regarding school readiness in organizing inclusive education. The findings of the study can be revealed that the readiness of inclusive education schools providers in Central Java is still in the grade of E. It can be said that the school does not have the readiness in implementing inclusive education. The main component prioritizing the requirement is financial in estimation of 15.94% and 19.91% of infrastructure registration. The second component is due to the head of the Provincial district who issued local regulations concerning the holding of inclusive education.

IV. CONCLUSION

Implementing inclusive education requires preparation and readiness in various fields. Based on the research above, it can be then recommended into a few things: to enhance inclusive education evaluation result in Central Java, the head of the provincial area or district needs to develop rules to areas of inclusive education. The external regulation of the region should be assumed as the legal umbrella more valid to complete the components in organizing inclusive education. The implementation of inclusive education in regular schools needs to collaborate with teachers and therapists of SLB.

R<small>EFERENCES</small>

[1] Ali, Manisah Mohd, Ramlee Mustapha, Zalizan Mohd Jelas. 2006. An Empirical Study on Teachers' Perceptions Towards Inclusive Education in Malaysia. *International Journal of Special Education* Vol 21 No.3 2006

[2] Asyhabuddin. 2008. Difabilitas dan Pendidikan Inklusif : Kemungkinannya di STAIN Purwokerto. *INSANIA: Jurnal Pemikiran Alternatif Pendidikan*. Vol. 13, No. 3 Sep-Des 2008, Hal 406-519.

[3] Dupoux, Errol, Helen Hammond, Lawrence Ingalls. 2006. Teacher's Attitudes Toward Students with Disabilities in Haiti. *International Journal of Special Education* Vol 21 No.3 2006

[4] Eunice1, Lucy Akinyi, Ezekiel Onyango Nyangia, Prof. John Aluko Orodho. 2015. Challenges Facing *Implementation of Inclusive Education in Public Secondary Schools in Rongo Sub- County, Migori County, Kenya. Journal Of Humanities And Social Science (IOSR-JHSS)* Volume 20, Issue 4, Ver. VI (Apr. 2015), PP 39-50 p-ISSN: 2279-0845.

[5] Harnowo, Putro Agus. 2013. Jumlah Anak Berkebutuhan Khusus di Indonesia Diperkirakan 4,2 Juta. *Detik Health*. Rabu, 17/07/2013.

[6] Hildegum Olsen. 2003. *Pendidikan Inklusif suatu Strategi manuju Pendidikan untuk Semua* (Materi Lokakarya) Mataram : Direktorat PSLB.

[7] Permendiknas No. 70 Tahun 2009 tentang Pendidikan Inklusif bagi Peserta Didik yang Memiliki Kelainan dan Memiliki Potensi Kecerdasan dan/ Bakat Istimewa.

[8] Purwandari. 2009. Pendidikan Inklusif: Masalah Ketenagaan dan Peran Serta Perguruan Tinggi dalam Penyelenggaraan Sekolah Inklusif. Makalah disampaikan dalam Temu Ilmiah Nasional Jurusan PLB Se-Indonesia di UNY dengan Tema *Manajemen Pendidikan Inklusif* di Indonesia, pada Tanggal 1-3 Agustus 2009 yang dilaksanakan di Hotel Grage, Jl. Sosrowijayan 242 Yogyakarta.

[9] Subagya. 2012. Analisis Kebutuhan Rintisan Implementasi Sekolah Penyelenggara Pendidikan Inklusif (SPPI) Provinsi Jawa Tengah Tahun 2010. *Jurnal Rehabilitasi dan Remediasi* Tahun 21 No. 1 Juni 2012 Hal 19-28.

[10] Tarmansyah. 2009. Pelaksanaan Pendidikan Inklusif di SD N 03 Alai Padang Utara Kota Padang (Studi Pelaksanaan Pendidikan di Sekolah Ujicoba Sistem Pendidikan Inklusif). *PEDAGOGI Jurnal Ilmiah Ilmu Pendidikan* Volume IX No.1 April 2009.

[11] UU No. 20 Tahun 2003 tentang Sistem Pendidikan Nasional/ Sisdiknas

Reproductive Health Education For Adolescents:A Study On Surakarta City

Rahesli Humsona*
Department of Sociology, Faculty of Social and Political Sciences
Sebelas Maret University Surakarta Indonesia
rahesli64@gmail.com

Sri Yuliani
Public Administration Science, Faculty of Social and Political Sciences
Sebelas Maret University Surakarta Indonesia

Abstract—**Limited knowledge and inadequate understanding on reproductive health information can lead adolescents to risky sexual behavior. For that reason, this study aimed to find out adolescents' knowledge on reproductive health and factors affecting it. From the findings of research, a reproductive health education model would be developed consistent with adolescents' age development. Through adequate reproductive health knowledge, adolescents would understand the risk and responsibility of their sexual behavior. The research method employed was a descriptive qualitative one to get a comprehensive and complete understanding on adolescents' knowledge concerning reproductive health. Fifteen sample adolescents were selected purposively, while data collection was carried out using observation, in-depth interview, FGD and documentation technique. Data analysis was conducted using an interactive model of analysis encompassing three components: data reduction, data display, and conclusion drawing.**

The result of research showed that all of informant had ever received material about reproductive health. Information on reproductive health was obtained from school, family, playmates, and media. Among information sources, peer is the most important source. Even gadget use is firstly influenced by peer. From a variety of knowledge source, in fact majority adolescents' knowledge on reproductive health was less adequate, even some other was misleading. Reproductive health education with conventional method seems to be no longer adequate. Recalling that group is an important information source to adolescents, reproductive education model through Peer Education could be developed using innovative strategy.

Keywords: Reproductive Health Education, Adolescents.

I.INTRODUCTION

About 20% of Indonesian populations are 10-19 years old. It means there are about 50 millions adolescents. Adolescence is a transitional period, in which adolescents often face complex and less resolvable problems. USAID (2015) mentioned three risks the adolescents often encounter (TRIAD KRR): risks related to sexuality (unexpected pregnancy, abortion and being infected with sexual infectious disease), drug and substance abuses, and HIV/AIDS. Transitional period of adolescent life is divided into five stages called *Youth Five Life Transitions*: *continue learning, start working, form families,* (*exercise citizenship*), and *practice healthy life*. The adolescents successfully practicing health life are believed to be determinant of success in other four life areas. In other words, when adolescents are failed in

behaving healthily, they are more likely to be failed in other four life areas.

The result of UNICEF's survey shows that 15%-20% of abortion cases in Indonesia are committed by adolescents (BKKBN of Jakarta, 2009). Meanwhile, data of National Commission for Child Protection survey in 2008 shows that there are 62,7% Junior High School students are not virgin and 21.2% of them admit that they have ever committed abortion (BKKBN of Central Java, 2009). The findings of Dita's study on Surakarta City shows that sexual intercourse has been usually made by adolescent with their boy/girlfriend (Dita, 2015), confirming Martina's finding in Jebres Sub District (Martiana, 2010). There are adolescents making sexual intercourse with their boy/girlfriend, but the case of adolescent-age prostitution client shows an increase (Humsona, et al.: 2015). Limited knowledge and inadequate understanding on reproductive health information can lead adolescents to risky sexual behavior. For that reason, this study aims to find out adolescents' knowledge on reproductive health and factors affecting it. From the findings of research, a reproductive health education model will be developed consistent with adolescents' age development. Through adequate reproductive health knowledge, adolescents will understand the risk and responsibility of their sexual behavior. They will rethink when their interest arises in making sexual relation during adolescence.

II.METHODS

Research method employed was qualitative one to get a comprehensive and complete understanding on adolescents' knowledge concerning reproductive health. Qualitative data collected in this study included both primary and secondary data. Primary data derived directly from its source, 15 adolescents aged 12-19 years. All of them were students in Surakarta City. Primary data collection was carried out using observation, in-depth interview and Focus Group Discussion (FGD) techniques (Krueger, 1994; Irwanto, 2006). Secondary data was collected using documentation technique. To

validate the data, source and method triangulations were used (Moleong, 1995). Data analysis was conducted using an interactive model of analysis encompassing three components: data reduction, data display, and conclusion drawing (Miles and Huberman, 1992). The analysis was also done along with the informants involved in data collection.

III. RESULT AND DISCUSSION

A. Adolescents' Knowledge on Reproductive Health

Reproductive health, according to *Family Care International* is a complete health situation including physical, mental, and social aspects in relation to the functioning of reproductive system. Reproductive health contains a number of elements that overall can be grouped into two: sexual health and reproductive health (Sciortino, 1999).

Included into the definition of sexual health, according Dixon-Mueller as cited by Darwin (1994), are the following elements: (1) avoided from sexual infectious diseases (SID), (2) avoided from harmful practice and violence, (3) control over sexual access (including sexual abuse), (4) sexual gratification, and (5) information on sexuality. The elements of reproductive health include, among others: (1) safe and effective protection (and termination) of unexpected pregnancy, (2) protection from harmful reproductive practices, (3) contraceptive preference and satisfaction with contraceptives, (4) information on contraception and reproduction, (5) safe pregnancy and delivery, (6) sterility management.

One of important factors that should abide in order to achieve an ideal reproductive health situation is the individual's protected reproductive right. Reproductive right is an elaboration of human rights involving three basic rights: (1) couple's or individual's right to deciding independently and responsibly the number of children and space of childbirth, and to getting information and instrument for that, (2) right to achieving sexual and reproductive health standard, and (3) right to deciding independent of discrimination, compulsion, or violence.

The result of research showed that all of informants have received material about reproductive health at school. The material was delivered using lecturing method in the classroom, and then the students were given opportunity of questioning. Reproductive health is not a stand-alone lesson, but it is inserted into Biology, Social Sciences and Religion subjects. So the teacher delivers Reproductive Health material using different approach. Reproductive health material in Biology learning contains knowledge about human's body organs. In Social Science, he/she may use approach concerning inter-human social relation based on local values and norms. Meanwhile, in Religion subject, he/she used moral approach consistent with individual religions.

In addition to at school, students acquire knowledge on reproductive health at home. Mother delivers knowledge on reproductive health to her daughter more dominantly, while father does so to his son. However, knowledge on reproductive health derives most dominantly from friends and media. Knowledge coming from friends and media is usually more trustable to adolescents. The sources are pornographic VCD, internet and social media.

Adolescents' knowledge on reproductive health is still les adequate, for example, there is still an assumption that first sexual relationship done will not result in pregnancy. So, when adolescents make sexual intercourse only once, they will unlikely be pregnant. This assumption comes from friends or boy/girlfriend. In addition, only few adolescents know that there is a risk of being infected with sexual disease and how to cope with it. Only few adolescents know that sexual intercourse made during adolescents will result in risk of being infected with sexual infectious disease (SID) and HIV/AIDS.

This study also finds that some adolescents admitted that they have had active sexual behavior. Some of them make it with friends or boy/girlfriend. Even some others are involved in prostitution network, as either prostitutes or clients. Although they have made sexual intercourse actively, the knowledge on reproductive health is less adequate. For example, some adolescents who have made sexual intercourse commercial clean him/her self by taking a bath only. This behavior is based on inadequate knowledge on reproductive health.

Using Bourdieu's practical theory, clients' attitude and behavior can be understood through habitus, capital and domain involving it (Prasetyawati and Ramli, 2012). Habitus includes knowledge, thought and action. Rational action is human activity based on his/her rationality in achieving certain objective, but such the rationality is also based on knowledge derived from family, school and peer educations. Habitus is a practical sense supporting the actors to act on, and to react to in specific situations with an incalculable way previously, and not merely a conscious compliance with rules. Considering the considerable effect of adolescent-age group, knowledge on reproductive health is dominated by information coming from peer. Even this study also finds that introduction, choice and way of using gadget are affected by group. Interesting content for adolescents related to reproductive health is also affected by group.

B. A Model of Reproductive Health Education through Peer Education

Although the obligation of meeting adolescent's sexual and reproductive health need has been known widely, its service is still left far behind. Previously, there has been a small-scale innovative project, but only few attempts have been taken to expand it. As a result, this small-scale project does not produce widely acceptable program patterns for adolescent reproductive health. At the same time, there is a limited experience for either program management or implication to resource. Thus, proactive action is needed to expand this innovation smoothly and cost-effectively (Muis, 2011). Considering the considerable effect of social group, peer education strategy can be used to improve adolescents' knowledge on reproductive health. Peer Education is a learning activity process occurring among peers or colleagues to develop individual's or group of individuals' knowledge, attitude, and action (Iryanti, 2013).

In several sub districts of Surakarta City, Jebres Children Forum (*Forum Anak Jebres* thereafter called Fanbers) has been established. On it, expectation can be relied to transmit knowledge to other adolescents. However, the established

Children Forum is still dependent on funding from *kelurahan* (administrative village) and private managements. Even, for example, in Kelurahan Jebres declaring itself as Kids-friendly City (*Kota Layak Anak* thereafter called KLA), Children Forum activities include, among others, competition in vocal art and writing areas, tree planting activities, children day celebration and socialization of Child Protection Law. In the organizational structure of Children Forum, there have been health section, but no activities related to improving knowledge on reproductive health (Yuliani, et al. 2015).

Reproductive health education has been given in all of Junior and Senior High School throughout Surakarta City. However, conventional education strategy had not given the students a comprehensive understanding. The presence of various sexual stimuli's effect to adolescents is difficult to ward off; therefore reproductive health education through peer education strategy needs to use innovative approach. Innovative approach referring to ICPD action program (2014) recommended the community's respond to adolescent reproductive health need to be based on information helping them to be mature necessary to make a responsible decision.

Generally, the process of expanding new innovation can pass through three phases (Haberland and Rogow, 2013): innovation, demonstration in realistic program setting and wide expansion. During phase innovation, effectiveness becomes primary problem. The efficacy of intervention program is identified through trial process. Thus, it is very meaningful to document a promising innovation and to spread the experience and lesson gotten widely. Efficiency becomes major problem during demonstration phase. Innovation is made to see whether or not they can be simplified and whether or not unnecessary or ineffective activities can be removed. Thus, this planned innovation is made in realistic program setting to evaluate the effect and to identify the activities needed when intervention will be made more widely. Finally, expansive strategy can be developed by maintaining effectiveness and efficiency of demonstrated experience becoming the main focus in this phase.

Guided with the process above, ICOMP strategy consists of: (1) Documentation of innovative and successful adolescent sexual and reproductive health programs; (2) dissemination of such the findings; (3) regional and national workshop on more evenly distribution of documentation result and advocacy on adolescent sexual and reproductive health; (4) networking. The establishment of networking for sharing information, skill and empowerment among active adolescents in sexual and reproductive health areas; (5) training for trainer and manager, training curriculum development, training for health personnel and counselor in collaboration with expert institution; and (6) linkages. The innovative approach is expected to improve knowledge on adolescent reproductive health in Surakarta City.

This model developed offered reproductive health education through Peer Educator strategy with innovative approach. Peer Educator is a child exerting positive effect on his/her friends to generate trust and to avoid their friends' suspicion. Innovative approach in reproductive health education should use video electronic media with attractive movie and picture. Video media can be chosen because it is one of effective educating media. Electronic media of video moves dynamically, using visual and audio images, thereby maximizing the absorption of material delivered. To get deeper understanding, demonstration can be made with attractive games, and intense discussion on reproductive health problem with counselors or other participants. Then, an ability of expanding knowledge to peer by maintaining effectiveness and efficiency of obtained experience can be developed.

IV.CONCLUSION

Adolescents successfully practicing health life are believed to be determinant of success in other four life areas. In other words, when adolescents are failed in behaving healthily, they are more likely to be failed in other four life areas. The result of research showed that all of informants have received material about reproductive health from schools, families, friends, internet and social media. But, knowledge on reproductive health is most dominantly obtained from friends, internet and social media.

Adolescents' knowledge on reproductive health is still les adequate, for example, there is still an assumption that first sexual relationship done will not result in pregnancy. In addition, only few adolescents know that there is a risk of being infected with sexual disease and how to cope with it. This study also finds that some adolescents admitted that they have had active sexual behavior. Some of them make it with friends or boy/girlfriend, and even some others are involved in prostitution network, as either prostitutes or clients.

Considering the considerable effect of adolescent-age group, knowledge on reproductive health is dominated by information coming from peer. Even this study also finds that introduction, choice and way of using gadget are affected by group. Interesting content for adolescents related to reproductive health is also affected by group. To improve adolescents' knowledge on reproductive health, this study offers a model of reproductive health education through Peer Education with innovative strategy.

References

[1] Dita. Mariana. 2015. Perilaku Seks Bebas Sebelum Menikah di Kalangan Remaja di Surakarta. Skripsi S1 Sosiologi UNS.

[2] Haberland, Nicole dan Deborah Rogow. 2013. Sexuality Education: Emerging Trends in Evidence and Practice. Journal of Adolescent Health , Volume 56, issue 1, supplement, Pages 515-521

[3] Humsona, Rahesli, Mahendra Wijaya, Jefta Leibo, Sri Yuliani. 2015. Jaringan Prostitusi Anak di Kota Surakarta: Kajian tentang Pengguna. Proceeding Seminar Nasional UMS.

[4] Irwanto. 2006. Focused Group Discussion. Jakarta: Buku Obor.

[5] Iryanti, 2013. Pengaruh Pendidikan Kesehatan Reproduksi Melalui Metode Pendidikan Sebaya terhadap Pengetahuan dan Sikap Remaja dalam Pencegahan Kehamilan tak Diinginkan (KTD) di SMKN 15 Kotamadya Bandung. Jurnal Kesehatan Kartika Stikes A. Yani, 2013. http://www.stikesayani.ac.id/publikasi/ejournal/files//2009/200912/200912-004.pdf

[6] Krueger, Richard A. 1994. Focus Groups: A. Practical Guide for Applied Research. Sage Publications, Inc. California.

[7] Martiana, Aris. 2010. Perilaku Seks Bebas di Kalangan Mahasiswa. Thesis PPS UNS.

[8] Miles, Matthew B & A Michael Huberman. 1992. Analisis Data Kualitatif. UI Press. Jakarta.

[9] Moleong. Lexy J. 1995. Metode Penelitian Kualitatif. Remaja Rosdakarya. Bandung.

[10] Muis, Jayanti Sukma Hapsari. 2011. Strategi Memperluas Pendekatan Inovatif pada Program Kesehatan Reproduksi Remaja di Asia. http://ummiubay. blogspot.co.id/2011/04/strategi-memperluas-pendekatan-inovatif.html

[11] Sciortino, Rosalia. 1999. Menuju Kesehatan Madani. Pustaka Pelajar. Yogyakarta.

[12] USAID. 2015. K4Health. Pelayanan Kesehatan Reproduksi Remaja. USAID. 2015. https://www.k4health.org/toolkits/indonesia/pelayanan-kesehatan-reproduksi-remaja.

[13] Yuliani, Sri, Rina Herlina Haryanti, Rahesli Humsona. 2015. Strategi Pengembangan Kapasitas (Capacity Building) Forum Anak Surakarta Untuk Meningkatkan Partisipasi Aktif Anak Dalam Musyawarah Perencanaan Pembangunan. Laporan Penelitian Unggulan Perguruan Tinggi.

The Analysis about Influencing Factors of Teachers' Job Performance in University

Zhang Rui

Shandong Business and Technology University
SDIBT
Yantai, China
(376949884@qq.com)

Yuan Fei

Shandong Business and Technology University
SDIBT
Yantai, China
(380076394@qq.com)

Abstract—**In this paper, combined with the domestic and foreign scholars' analysis, we have selected and summarized the factors that influence the performance of university teachers' job. Based on the sample of 369 valid questionnaires, with the help of empirical research of statistical analysis software SPSS 17.0, we hope this paper can provide a reliable basis for mobilizing the enthusiasm of the job of college teachers, and promoting the optimization of human resource management system in universities.**

Keywords—Analysis; University teachers; Job performance; Influencing factors

I. Introduction

As the higher education system of China continuous deepening，the increasing competition among colleges and universities are facing great changes. Teachers are playing an increasingly important role in talents training and scientific research. The quality of their performance is affect directly to the core competence of universities. But right now, there are some problems which have significantly limit the development of higher education in colleges and universities requires us to pay attention to, such as the reduction of teaching performance level, loss of sense of responsibility and lack of enthusiasm for work. So how to strength internal mechanism management, enhance the sense of mission and sense of responsibility have become an urgent problem, which can maximize the performance of teachers job, stimulate vitality of universities' development. At the present stage, the research of teachers' job performance is mainly focus on how to build job performance appraisal mechanism inside and outside the nation, but the major factors which affect college teachers' job performance are neglected.

In this paper, we choose professional instructors from three universities in Yantai as a research object, then validate the job performance influencing factor index set out above. According to the statistical results, we can put forward the corresponding strategies. We believe this initiative will mobilize the enthusiasm of the work of teachers in colleges, promote the optimization of human resource management system in colleges and universities, improve the quality of higher education. This article's research result is significant in both theory and reality.

II. Relevant Influencing Factors Screening

Based on a foreign scholar--- Vroom's(1964) opinion, job motivation and ability can make an affect on personal performance[1],Blumberg etc(1982) added that opportunity, ability and excitation had a common influence on job performance[2]. Individual factor and environmental factor were the major factors of employee performance model, Gardy etc(1994) said[3].

Combined with performance management theory, domestic scholars, include Xiangping Wu, proposed that summarized from the research of individual, organization and job, they believed work environment, organizational commitment and human resource management level were the major factors of job performance[4].Considering from individual, universities, job and society, Wenyan Chen(2015)found out that the major factors of job performance can be concluded as knowledge ,skills, positive mental ability of individual, support of leadership team, organizational commitment etc[5].Dongmei Sun(2014) summarized that sense of organizational identity, management mode of colleges and universities, job pressure, development opportunities of professional teachers and campus culture can make an great difference on teachers' job performance[6]. Through data analysis, professor as Xingchun Xu(2011)made an conclusion that there was a significant positive correlation between teachers' job values and job performance[7];In 2008,Zhaotou Zhou showed in his study that achievement motivation of university teachers had a positive effect on their job performance[8].

Through the analysis of relevant research at here and abroad ,combined with theoretical research on performance management of domestic and foreign analysis of relevant research at the meanwhile, this paper have discussed the factors which affect job performance of teachers of universities from three aspects---individuals, organization and job. As for individuals, there are three dimensions of them, individual achievement motivation, individual knowledge skills and individual value; organizational culture, organizational support and organizational commitment are conclude as organization level. Last but not the least, there are also two dimensions of job, job opportunity and job pressure.

III. Questionnaire Design and Data Collection

A. Questionnaire Design

This paper is compiled through three parts, literature research, internal communication and discussion of academic team, and preliminary research of questionnaire, modify the various problems in the questionnaire at the meanwhile, and then the final questionnaire is completed. In spite of basic information of teachers, the extra parts are measured by Li Kete (Likert) 5 point scale.

B. Questionnaire Distribution and Recovery

Through the research concluded from professional instructors who are chosen from three universities in Yantai as a research object, we obtain the required data from two forms ,paper questionnaire and electronic questionnaire. After a rigorous screening, delete some invalid questionnaire such as the questionnaires with high missing value and the whole column select repeat answer item, we get 369 effective questionnaires totally.

C. Data Analysis Tool

Statistical analysis software SPSS 17.0

IV. Results and Discussion

A. Reliability and Validity Analysis

The reliability of this paper is tested by Cronbach's α coefficient test and common factor analysis test. The results are shown in table I. As we can see, items in the questionnaire have high reliability and validity for each variable.

TABLE I.   THE RESULT OF RELIABILITY AND VALIDITY ANALYSIS

variable	Cronbach	KMO	Total Variance Explained (%)
individual achievement motivation	.759	.669	67.965
individual knowledge skills	.763	.673	67.942
individual value	.790	.674	70.987
organizational culture	.769	.650	68.930
organizational support	.804	.666	72.168
organizational commitment	.744	.686	66.385
job opportunity	.649	.643	62.760
job pressure	.871	.610	79.877
job performance	.848	.705	76.710

B. Correlation Analysis

Through the Pearson correlation analysis, we make a conclusion preliminary of the relationship between influencing factors and job performance. As we can see in table II , there are eight factors involved in three concepts, they are all have positive correlation at 0.01 significant level.

However, Pearson correlation analysis can only make a preliminary determination of the correlation between variables, the causal relationship between variables can not be explained. Based on this study, the path analysis is introduced.

TABLE II.   PEARSON CORRELATION ANALYSIS BETWEEN INFLUENCING FACTORS AND JOB PERFORMANCE

		individual achievement motivation	individual knowledge skills
job performance	Pearson Correlation	.840**	.775**
	Sig.(2-tailed)	.000	.000
		individual value	organizational culture
job performance	Pearson Correlation	.797**	.927**
	Sig.(2-tailed)	.000	.000
		organizational support	organizational commitment
job performance	Pearson Correlation	.942**	.665**
	Sig.(2-tailed)	.000	.000
		job opportunity	Job pressure
job performance	Pearson Correlation	.867**	.619**
	Sig.(2-tailed)	.000	.000

**. Correlation is significant at the 0.01 level (2-tailed).

C. Path Analysis

The result of path analysis is shown in table III, besides job pressure, the rest of factors have a great influence on job performance. Among these factors, organizational support (γ_{22} =0.363)、organizational culture (γ_{21} =0.242)、individual achievement motivation (γ_{11} =0.131)、job opportunity (γ_{31} =0.130)are the most outstanding factors which effect the performance of teachers from universities, the significant level was 0.01. Individual value (γ_{13} =0.108)、individual knowledge skills (γ_{12} =0.074)、organizational commitment (γ_{23} =0.054) are significant at 0.05 level.

TABLE III. COEFFICIENTS

Model		Unstandardized Coefficients		Standardized Coefficients
		B	Std. Error	Beta
1	（Constant）	-.621	.099	
	individual achievement motivation	.144	.034	.131
	individual knowledge skills	.080	.030	.074
	individual value	.114	.033	.108
	organizational culture	.257	.047	.242
	organizational support	.366	.047	.363
	organizational commitment	.059	.030	.054
	job opportunity	.181	.046	.130
	job pressure	-.029	.026	-.028

Model		t	Sig.	Collinearity Statistics	
				Tolerance	VIF
1	（Constant）	-6.297	.000		
	individual achievement motivation	4.179	.000	.289	3.456
	individual knowledge skills	2.621	.010	.357	2.800
	individual value	3.511	.002	.300	3.334
	organizational culture	5.497	.000	.148	6.775
	organizational support	7.789	.000	.131	7.633
	organizational commitment	1.982	.049	.386	2.594
	job opportunity	3.939	.000	.264	3.789
	job pressure	-1.107	.270	.441	2.266

a. Dependent Variable : job performance

V. CONCLUSION AND COUNTERMEASURE

Empirical results show that the eight factors that influence the job performance of college teachers, except job pressure, the remaining seven factors are showing significant positive effect on job performance. Therefore, this study can improve the performance of university teachers' job through the following two ways: (1) Colleges and universities should provide teachers with all kinds of professional skills training opportunities, the ability and level of all aspects should be taken into account in the selection of talents. At the same time, universities should pay attention to the guidance and cultivation of teachers' achievement motivation and values, to lead them to set up lofty morality and academic reputation, stimulate teachers' consciousness of teaching and scientific research; (2) Universities should establish appropriate management mode, create an inspiring campus culture, pay more attention to the physical and mental health of teachers at the meantime, implement targeted management and intervention, in order to build a democratic and open learning environment, enhance the sense of belonging and identity of the organization.

REFERENCES

[1] Vroom,V.H. Work and Motivation[M]. New York:John Well Eyand Son, 1964.

[2] Blumberg,M. and Pringle,C.C. The Missing Opportunity in Organizational Research:Some Implications for a Theory of Work Performance[J]. Academy of Management Review,1982(7):560-569.

[3] Shengjun Chen. Peripheral performance theory and practice[M]. Foreign economic and trade university press,2007. (In Chinese)

[4] Xiangping Wu, Fuyuan Xu, Yong Zhou. Analysis of Influencing Factors of University Teachers' Job Performance[J]. Journal of East China Normal University(Educational Sciences), 2006,24(1):30-37. (In Chinese)

[5] Weiyan Sun, Qiang Li, Zhining Wang. Research on the University Teacher's Job Performance and its Influencing Factors [J].Technology Economy and Management Research, 2015,(3):9-13. (In Chinese)

[6] Dongmei Sun, Xia Chen. Hybrid Research on Influencing Factor of University Teachers' Job Performance[J]. Contemporary Teacher Education,2014, 7(2):9-12. (In Chinese)

[7] Xingchun Xu, Dajun Zhang. Relationship Study on the Teachers' Work Values and Job Performance [J]. Journal of Psychological Science, 2011, 34(4):871-874. (In Chinese)

[8] Zhaotou Zhou.Empirical Research on Teachers' Achievement Motivation and Job Performance Relationship on University [J]. Modern University Education ,2008. (4):80-85. (In Chinese)

The Literature Review about Education Function

Yin Guoqing
Yunnan University of Finance and Economics
Kunming, China
459046811@qq.com

Bao Jili*
Yunnan University of Finance and Economics
Kunming, China
1466931184@qq.com

Abstract—**From Tao Xingzhi proposed that education is the foundation of their nation to now implement the strategy of rejuvenating the country through science and education; it is obvious that education is important. During the transformation period, education is the basic category to push forward various reforms. Based on the present situation of country and society, it is the premise and fundamental that thorough grasps and understands the definition of education's function to promote the advancement of our nation. This paper combed through the domestic and foreign research achievements about the function of education, briefly summarizes each kinds of ideas about the positive function and negative function of education.**

Keywords—the function of education; positive function; negative function

I. Introduction

From the Renaissance to the glorious revolution, then to the industrial revolution, is such a development path that thought-system- implement. It contributed to the strong of Britain and even the entire Western Europe, the qualitative change of the world pattern and the human history. In contrast, in the process of the history of China, from the westernization Movement to the Xinhai Revolution, then to the new culture Movement, the trajectory is opposite to the situation of the Western Europe. The impartial arbiter—the history sentence for such a path is impracticable, because prosperity of any country and nation is inseparable from individuals' thought awareness and groups' exploration of the unknown. The United States from the earlier a deviation from the center, enslaved land of barbarians gradually growing into a superpower that can master right to speak in the whole world, such achievement own to the federal public's mentality of civilized and inclusive minds. However, thought liberation cannot be separated from the inheritance that the education as the carrier. Obviously, the education is very important to the country, to the society and to the individual. No matter how poor we may be, we cannot only accept the poor education. Actually, education has always been taken seriously, because it can produce immeasurable positive external effects, namely, the function of education. The ancients have done a very refined summary to the teacher: "the teacher , proselytizes, instructs, dispels doubt." In fact, the function of education also can be summed up in these three groups of words. In the academic context and phylum in our country, the function refers to the objective material's ability that can act on other objects in the environment; its objective attribute is beyond the will of human beings.

American sociologist Morton had list the terms that often mixed with function, such as purpose, utility, aim, motivation, intention, goal, consequences and so on. He also thought that the concept of function related to the view of the observers or researchers, but not necessarily involved in the view of participants. [1] Other scholar has carried on the definition of function from the angle of philosophy and science. He thinks that function is inherent to anything, is a fundamental attribute, the function is percept by outsiders through the mutual connection and interaction among things. [2]

The definition of function has not been accurate, neither the function of education is. In the face of indecisive, changeful individual thought and group phenomenon, the analysis of the function of education is much more complicated, but it is also one of the meanings of the research. As early as in primitive society, education was born with labor. In the social form of the most simple production relationship, people only depend on simple labor for a living, the duplication and transfer of labor means the continuation of life, the pass way is the simple action and imitation, it is the most primitive education in the mankind history. With the development of production tools and methods, agriculture got great development, human society entered the Neolithic age, human survival life got residence to recuperate. It is because the accumulation and transmission of people's life experience, their lives improve. And education has played a key role in it. In the late agricultural society, the social relations increasingly become complex, the concept of class began to sprout, the spiritual function of education continuously emerging, education has become means and tools for the emerging class for their special status to rebuttal. In class society, education is the social privileges form of monopoly that not everyone can accept that, its function reveals the instrumental characteristics of spiritual enslavement and class oppression, the education value of ruling class lies in its cultivating function and political function. The wave of the industrial revolution expands the scope of the function of education, today's scientific and technical revolution makes the function of education more focus on the mastery of personal value.

II. The Positive Function of Education

Durkheim thinks that education is that the elder instill idea and impose consciousness to the younger, because the younger generation is lack of social experience, its aim is to inspire and promote the physical and mental condition and the moral level of the next generation, enable them to adapt to the environment,

conform to the inherent requirements that public order and good customs need, have the peculiarity that the social citizens should have. [3]

Parsons summarizes that the main functions of school and class which serve as the carrier of education is social function and selection function. The social function is reflected in the guidance of think and cultivation of personality for the juveniles, which makes them independence in the face of social affairs as soon as possible; the selection function is reflected in manpower allocation.[4]

Hu Guiyong focuses that the function of education on the advantageous effects that the subject and environment object generated. The advantageous effect is produced in the process of interaction between subject and environmental object, on the one hand, it accelerates the speed of the individual growth; on the other hand, it maintains the normal operation of the whole society. [5]

Humboldt sums up the functions of education of shaping the personality and cultivating the morality, especially the higher education; its ultimate goal should be the personality development, even the national spirit activation. [6] As the same, Chen Hongjie has the similar idea. In his understanding, the ultimate goal of self-cultivation is achieved through individual self-development and improvement to the realm of the moral, but the education should highlight the value of the individual, people should pursue the free and all round development.[7] Veblen thinks that the function of education is aimed at exploring and pursuing for knowledge, focuses on the study of purely academic. [8] The famous scholar Cai Yuanpei has expressed similar views, in 1918 and 1919, the opening ceremony of Beijing University, he repeatedly stressed that university is the authority for the study of the pure knowledge. [9] Vanhise tends to the definition of pragmatism function of education. He points out that the function of education is to promote the development of economy and the improvement of the social life quality.[10] Kerr is also person who is a pragmatist function of education. He concludes the different institutions of higher learning's functions as a huge function network into productive function, consumer function and citizen function. [11]

III. THE NEGATIVE FUNCTION OF EDUCATION

The views above belong to the positive function of education view; however, some scholars study of the negative functions that the education caused.

Merton proposed two groups of concept, the positive function and negative function, dominant function and recessive function. [12] The Japanese education sociologist Shibano Masaama is early to explore the negative function of education according to the views. He divides the functions of school education into four parts, the dominant positive function, recessive positive function, dominant negative function, recessive negative function, and points out in theory that the negative and positive function of education are existed in the system of educational function. [13]

The domestic scholar Chen Yilin is aware of the negative function of education as early as in 1933, he concludes the negative function to keep the inherent culture and implant

impractical ideals. At the end of July in 1990, the national conference on education theory of the middle-aged and young held in Chengdu, many scholars widely realized the duality of education, they agreed that the education affects our human society, if do well, it has positive function; on the contrary, it has negative function.

Ilic strongly attracts and criticizes the contemporary higher education. In his views, the current higher education largely suppress the students' individual character and innovation. Students are cheated in the campus. University plays a role that beautify the society myth which filled with kinds of realistic contradictions and spread it, at the same time, it is a place where kinds of ceremonies implement. [14] Once the quality of education reduces or is utilized by the people with ulterior motives, the function of education is likely to be from positive to negative. The negative function of education can bring serious consequences, it is reflected to a kind of negative, hatred emotion, and it is extremely disadvantage for the construction of democratic society. Umbrella Movement in Hong Kong and the legislature occupy event in Tai Wan are typical cases, most of participates are college students. Of events in Hong Kong and Taiwan students to capture the legislature event is a very typical case, the two incidents are the main participants are college students.College students eagerly yearn for a democratic society, they are proud and self-satisfied and full of zeal, and they are easily agitated and get taken advantage of by others. But in a so-called democratic movement, they almost cannot have clear understanding of the nature of the movement, and in the process, those politicians who want to cause chaos and havoc, even the secessionists in the name of democracy through preaching to educate these young people to recognize the society, and then, the concept of idea and slogan rooted in the part of the students and spread as the virus, finally forming a serious movement. We do not want to see such a scene, therefore, the development direction and degree of goal realization of the whole country and nation, in some extent, depend on whether the negative of education can eliminate.

IV. CONCLUSION

It takes ten years to grow trees, but a hundred to cultivate people. How important is education to the existence and development of human society is obvious, and the continuation and glorious of human civilization largely depends on education. Both basic education and higher education affect the growth of the individual, especially affect their concept. A thought, a kind of cognitive and a kind of ideology is very difficult to change once they are formed; action and words are dominated by thoughts. Now, in transition of Chinese society, there are various social problems to some extent because of not suffering from poverty but afraid of inequality such thought, success and money worship pervaded the whole society, power and money have become the only yardstick of success, people are in a extremely unsafe environment, everyone's idea are pulling between the transition period and social reality, and the basic cause of the aberrant thought can be attributed to the deviation of the educational function. In addition, the school is the main place for the individual to accept education, but the education behavior can occur at any one moment in life, the government can stipulate the syllabus and the examination

form but cannot control everything as instruction model, however, the educational function has two sides, we still have a long way to go. For the moment, the government should re-examine the current educational situation, standing on the strategy of four comprehensive, through complete and systematic form to make the education actually work.

REFERENCES

[1] (American)Robert King Merton, translated by He Fanxing. Theoretical sociology[M]. Beijing: Hua Xia Press,1990.

[2] Hu Dehai. On function of education. [J]. The journal of Northwest Normal University(social science), 1999,(2):41.

[3] Emile Durkheim. Education, its properties and function.[A]. Edited by Zhang Renjie. Basic writings on foreign sociology of education[J]. Shang Hai: East China Normal University Press,1989.

[4] Cai He. Review on Modern sociology[M]. He Fei: An Hui People's Press, 1992.

[5] Hu Guiyong. Review on the fuction of education[J]. Global Education, 2004,33(7): 59—62.

[6] Humboldt, W. V. Schriften zur Anthropologie und Bildung〔M〕. Frankfurt：〔sine loco〕, 1984.

[7] Chen Hongjie. The view on German classic university and its effects on China[M]. Beijing: Peking University Press,2006.

[8] Veblen，T．The Higher Learning in Amercia〔M〕．New York：W. Huebsch, 1918.

[9] Gao Pingshu. The complete works of Cai Yuanpei: Vol.III[M].Beijing: The Chinese Publishing House,1984.

[10] Zhang Guoqiang. The history of function view of Higher Education[J]. Modern Higher Education, 2011,4: 27—31.

[11] Kerr，C．The Great Transformation in Higher Education：1960－1980〔M〕．Albany：State University of New Nork Press, 1991.

[12] (American)Robert King Merton, translated by He Fanxing. Theoretical sociology[M]. Beijing: Hua Xia Press,1990.

[13] Wang et al. The Review on function of education[J]. Journal of ChangZhou engineering and technology ,2004,17（3）: 84.

[14] Shan Zhonghui et al. The Masterpiece of western Educational[M]. Nan Chang: Jiang Xi People's Press,2000.