Research on Human Resources Development of Rural Public Service Departments in New Countryside Construction

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Abstract On the basis of defining related concepts concerning human resources in rural public service departments, this paper analyses the overall status quo of human resources in China's rural public service departments and points out the problems existing in human resources in China's rural public service departments during new countryside construction as follows: first, the constitution structure is not rational; second, the cultural quality of staff is universally low, and the business capacity remains to be promoted; third, the improvement of human resources development environment lags behind, and the supporting reform is short. In the context of new countryside construction, the opportunities faced by the human resources in China's rural public service departments are as follows: China has elevated strengthening new countryside construction and rural talents construction as important state development strategy; the ideas of service-oriented government and learning-oriented government are put forward; civil servant system is overhauled. Therefore, I advance the development strategy of human resources in China's rural public service departments as follows: implement elastic personnel system reform in public service departments (including civil servant positions in department), to form the public service personnel system of "able one comes in, mediocre one moves over and shiftless one steps down"; audaciously promote young and middle-aged grass-roots cadres with strong business ability, high political quality, acute judgement and decision-making ability; build learning-oriented grass-roots public service organization, to make the staff in rural public service departments study assiduously and progress; broaden horizon, and build the human resources development system geared to international standards; in developed regions, the human resources in grass-roots public service departments should introduce enterprise competition model.

Key words New countryside construction, Rural public service departments, Human resources development, China

The quality of human resources in rural public service departments has a direct impact on the level of public service efficiency, while the overall status quo of human resources in China's rural public service departments is as follows: there are plenty of traditional talents and innovation-oriented talents are short; there is a plethora of primary-level and intermediary-level talents, but the highly qualified professional talents are in need; there are too many talents in government organization, but the practical talents at the grass-roots level are scanty; the human resources can not wholly meet the needs of socialist modernization construction in China. On the basis of analysing the existing problems and opportunities faced by human resources in China's rural public service departments, I point out the strategic choice for the development of China's human resources in rural public service departments.

1 Definition of related concepts

1.1 Rural public service departments The rural public service departments exhibit the commonality of general departments, having organizational strategic objectives, offices, conduct code and so on, but in the mean time, the rural public service departments, exhibits the special property, different from that of the general institutions. Public characteristic is the most distinctive feature of rural public service departments.

1.2 Human resources in rural public service departments Human resources in rural public service departments refer to the general term of number of personnel within rural public service departments, the quality of personnel, and system and the environment related to development of human resources.
The development of human resources in rural public service departments, in short, is the activity and process that in order to better fulfill function of public service, the rural public service departments, constrained by the laws and regulations, carry out analysis, planning and integration on human resources within organization, for the purpose of optimizing structure and allocation of human resources in rural public service departments, promoting the level of human resources in rural public service departments, and elevating service quality of rural public service departments.

2 The overall status quo of human resources in China’s rural public service departments

According to classification and composition of China’s rural public service departments, human resources in rural public service departments mainly include staff of government agencies, personnel in public institutions, members of NGO and other staff of associations, and charities. Among them, the civil servant is the main body constituting China’s human resources in rural public service departments. The overall characteristics of China’s rural public service departments and situation of human resources are as follows: guiding ideology is clear, the subordinate executes the order of higher-up, and the feature is distinctive; it is basically geared to the need of China’s new socialist countryside construction, and answers the requirement of the public on rural public service departments; the structure (age structure, the position distribution structure, professional quality structure) is less reasonable; the educational level of staff in rural public service departments is generally low.

In terms of staff allocation in rural public service departments, the staff in China’s rural public service departments are sufficient, and civil servant team in government is the main body constituting human resources in rural public service departments. In accordance with the definition of People’s Republic of China Civil Servant Law that was implemented in the year 2006, civil servants are the staff, incorporated into state administrative organization, who fulfill official duties according to law, and obtain wage and welfare afforded by the state finance. China’s total civil servants have exceeded more than 10 million. Coupled with other people who sustain themselves on the state finance, the number has exceeded 60 million. Most of the civil servants are in the rural areas, who can fully meet the needs of public service in the process of China’s new countryside construction in terms of quantity, but the quality of human resources in rural public service departments is yet to be further developed. And with the deepening of reform and development, the situation of China’s human resources in rural public service departments inconsistent with the social development gradually outcrops. In order to accelerate new countryside construction and promote the development of urban-rural integration, the rural public service departments have to formulate development and planning of human resources as quickly as possible, and exploit the potential of China’s human resources in rural public service departments.

2.1 The problems existing in human resources in China’s rural public service departments

2.1.1 The constitution structure is not rational. The talents structure of the public service departments in the rural areas is irrational, mainly including the following 3 aspects. First, the age structure is irrational; in the team of civil servants, the majority of people are with old age; the selection and fostering of youth leaders and cadres are insufficient; there are few young people who are recruited through examinations, not conducive to the formation of echeloned team of cadres. In recent years, although there are a growing number of young cadres have taken up leadership positions, the young cadres in important positions, especially the principal positions of the party and the government administration, are not enough. Second, the knowledge structure is irrational; there are many traditional professionals, but the high technology talents are short; there are many talents familiar with the planned economy, while there are few talents familiar with the market economy; there are many junior talents, but high-level talents are scanty. Therefore, we have to implement human resources development in rural public service departments, and adjust the knowledge and quality structure of staff in rural public service departments, so as to make the structure rational, the knowledge complementary, and the integrated adaptability strong. Third, the staff allocation of rural public service departments is irrational; there are many talents in institutions, and few in the grass-roots unit. Often the places that need rural public service departments, are still devoid of staff in rural public service departments, especially the professional talents with high business quality and strong working capability.

2.1.2 The cultural quality of staff is universally low and the business capacity remains to be promoted. The civil servant system is the main body constituting human resources in rural public service departments of China. In the system of more than 10 million civil servants in China, there are few people attending colleges, and the educational background of staff in rural public service departments is mainly in secondary education, and high school education. In accordance with the relevant statistics in 2001, among more than 5.2 million civil servants in China, the distribution of educational background is very uneven; the civil servants with technical school education and high school education account for 37.9%; the civil servants with vocational college education account for 44.8%; the civil servants with bachelor degree account for 16.3%; the civil servants with master degree only account for 0.89% (Fig. 1). Especially in the western rural areas, it lacks highly educated talents in civil servants.

In addition, according to statistics in 2001, the ratio of number of China’s civil servants at all levels who participate in training and number of civil servants basically shows a progressive trend of decrease; the central government is 50.1%, the provincial departments 72.8%, the municipal department is 49.7%, the county department is 38.3%, the township department is 23.7% (Fig. 2). Obviously the grass-roots rural public service departments need to be strengthened. This makes Chi-
na’s rural public service departments difficult to adapt to the speed of social development and change, thus in a disadvantageous position in face of increasingly complex international economic and social development. It can be seen that the civil servants are with low-level educational background, having enormous development potential.

2.1.3 The improvement of human resources development environment lags behind and the supporting reform is short. This limits to some extent, the development process of human resources in rural public service departments. The management systems of China’s rural public service departments are mostly formulated under the planned economy, and the rigid components of system are excessive, lacking adaptability to changes of the actual domestic situation and the world situation. And today’s international competition, after all, is talent competition, so the staff in rural public service departments play an important role in the process of China’s economic and social development. Because of long-term impact of the planned economic system, China lacks environment of human resources development, and the process of human resource development is slow, lacking follow-up of corresponding supporting systems.

2.2 The opportunities faced by the human resources in China’s rural public service departments

2.2.1 China has elevated strengthening new countryside construction and rural talents construction as important state development strategy. Accelerating the building of new countryside and promoting urban and rural development is now the top priority of China’s rural work, playing an important role in overall arrangement of national strategy. This will undoubtedly brings great development opportunities for development of human resources and building of talents in China’s rural public service departments. Therefore, the development of human resources in China’s rural public service departments should seize this opportunity, distinguish the development trend of human resources at home and abroad, and frame the development planning of China’s human resources.

2.2.2 The ideas of service-oriented government and learning-oriented government are put forward. With the rapid economic and social development in China, the building of service-oriented government and learning-oriented government has become the development direction of China’s government departments at all levels. This requires China’s government at all levels, especially rural grass-roots government, to pay more attention to development of human resources and building of talents, and to elevate the development of human resources in China’s rural grass-roots government to the level of organization, standardization and institutionalization. Meanwhile, China’s government is transforming from original government idea of "all-around government" and "big government, small community" to "learning-oriented government, service-oriented government", indicating that the government is no longer arrogant, but continues the pursuit of progress and promotion, which is bound to bring opportunities for the development of human resources in China’s rural public service departments.

2.2.3 The civil servant system is overhauled. In the rural public service departments, civil servant is often a code word for "golden bowl, iron bowl", which means that once becoming civil servant, we will have no worry about food and clothing, and live comfortably. To a certain extent, this is not conducive to giving full play to the enthusiasm of civil servants, because they lack the pressure of competition in work, that is to say, no matter how they perform, they have infinitesimal possibility of losing jobs. A few days ago, Nanchang in Jiangxi Province, Pudong District in Shanghai City and other regions carry out the pilot civil servant reform, to implement civil servant employment system in some professions, that is, by open recruitment, when the employees enter into civil servant system, according to job performance of civil servant during employment and contract content, it is in the form of contract, but not lifetime tenure, to conduct comprehensive assessment. The salary is in the form of voluntariness, consultation, and personally discussing on the basis of equality. This model of employing talents similar to the company’s doings, to some extent, improves the motivation of civil servants in work.

3 The development strategy of human resources in China’s rural public service departments

Effective human resource management can reduce administrative costs, maintain the vitality of the organization, and adapt to changes of external values and system, so as to provide high-quality public goods and public services for the com-
munity and the public. We should focus on the current situation of China’s human resources in rural public service departments, coupled with academic research results at present, to put forward human resources development strategy targeted at China’s rural public service departments.

3.1 Implement elastic personnel system reform in public service departments (including civil servant positions in department) to form the public service personnel system of "able one comes in, mediocre one moves over and shiftless one steps down". As the saying goes, "moving things are unlikely to go bad", the development of human resources in rural public service departments, also applies to this truth. Since founding of new China, China has implemented system of "civil servant-iron bowl" for a long time. Once a man enters into the team of civil servants, he can live comfortably and carefree. This employing system in rural public service departments, to some extent, dampens the staff in rural public service departments, lacking pressure of social competition. At the same time, it further impedes the external fresh blood to be injected into team of civil servants, because personnel quota is limited.

3.2 Audaciously promote young and middle-aged grass-roots cadres with strong business ability, high political quality, acute judgement and decision-making ability

Since 20 years of implementation of the reform and opening up, according to the objective requirements of economic system reform and political system reform in the new era, the CPC Central Committee puts forward the basic guideline of "revolutionized, younger, better educated and professional" talents selection and appointment, and principle of "appointing people on their merits and possessing both ability and political integrity", carries out reform on the traditional cadres personnel system, abolishes life tenure of leadership positions, establishes cadre retirement system, the election and appointment system of cadres and the tenure system of the leadership, and actively encourages the young and middle-aged able cadres to take over the principal position.

3.3 Build learning-oriented grass-roots public service organization to make the staff in rural public service departments study assiduously and progress

The original concept of learning-oriented organization is from Professor Forrest in Massachusetts Institute of Technology, that is, everything is regarded in the dynamic and ever-changing process, like a never ending river. The learning-oriented organization is that to achieve the long-term development, the organization is advocated to maintain the inexhaustible motive power, improve the viability of the organization through learning, and foster a kind of learning-based cultural atmosphere in organization. With economic and social development, there are more and more requirements on the public organizations. China’s rural public service departments also advance the development concept of learning-oriented government, to introduce the concept of learning-oriented organization in the rural public service departments, in order to promote service efficiency of rural public service departments and improve the quality of staff in rural public service departments.

3.4 Broaden horizon and build the human resources development system geared to international standards

The modern world is an open world. The world’s development is inseparable from China, and China also needs to be integrated into the world. Especially since accession to WTO, China has a closer tie with the world, and the market operating system gradually gets connected with the world. In the mean time, it poses new development requirement in the staff in China’s rural public service departments. So, to make China better integrate into the world, the personnel system and development of human resources also must be associated with the world, refer to the advanced management experience of human resources in the western countries, and on this basis, explore the development mechanism of human resources in rural public service departments with Chinese characteristics.

3.5 In developed regions, the human resources in grass-roots public service departments should introduce enterprise competition model

The biggest difficulty of developing human resources in rural public service departments is how to introduce appropriate public competition mechanism, which is the biggest difference between rural public service departments and the private sectors. Competition can make people grow and develop rapidly, in order to realize "survival of the fittest in natural selection". We can try to introduce corporate-style competition mechanism in rural public service departments, but not the corporate philosophy of operation. We should pay attention to this distinction, for example, the assessment mechanism in some enterprises implements "more pay for more work" according to the performance.

4 Conclusion

The development of human resources in rural public service departments plays an important role in economic and social development. In order to achieve the strategy of "invigorating the county through talents", we should give priority to the development of human resources in rural public service departments. The quality of staff in public service departments in rural areas, to some extent, affects the development process of whole society. We must regard the development of human resources in rural public service departments as an important project, so as to achieve long-term development of China’s human resources in rural public service departments.

References