

# The Social Management Innovation of “Two Dimensional Four Points” and “The Trinity”-Based on the Example of Chongqing Rural Human Resources Development

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## Abstract

Social management refers to the government-led and the use of effective means and tools to administrate society. The main body diversifies gradually. At present, the management of human resources is gradually becoming the core content of social management under the new situation. This paper based on the analysis for the policy of "two dimensional and Four points" and the mechanism of "the trinity" try to come up with the social management innovation to the actual cases of rural human resources development and management. In order to provide policy recommendations to make reasonable and effective development of Chongqing rural human resources.

**Keywords:** two dimensional four points, the trinity, the innovation of social management, Chongqing, the rural human resources

## 1. Introduction

Social management is an organization, supervision, control and coordination process to the each link in the field of social through a variety of ways within the framework of laws and regulations system. Its main body is government-led, including other social organizations and the public. It embodied in adjustment of social interest relations, responding to social demands, resolving social contradictions, maintaining social fairness and stability. Generally, in the usage of effective methods and tools to administrate society, and provide service; its main body gradually towards diversification, including the party and government agencies, various social groups. As the increasing maturity of the human capital theory, the human resource problem is growing awareness. Its management has experienced a change process from organizational personnel management to the national strategic management (Lang, 2012), as the society's main elements, the management of human resources is gradually becoming the core content of social management under the present situation.

The gap between urban and rural areas is widening under the dual system structure in China. The social problems related to farmers' life such as rural education, health care, social security and so on are increasingly prominent. If these issues are not properly solved, the goal of comprehensive construction of moderately prosperous society would become a pipe dream. Therefore, the rural reform and rural economic development is the inevitable requirement of building a moderately prosperous society in an all-round way. The key to the rural reform is to solve the problem of "three rural issues", and its core is farmers, namely how to construct socialism new farmers is the key. This depends on the ascension process of farmers' overall quality such as culture, skills

and abilities. The improvement of farmer's quality is not only a long-term task, it is a great project to the mutual combination, restriction and development of the country and region, and also the government, society and market.

Chongqing as the economic hinge between the central and western, integrated large cities, big rural and huge reservoir, its human resources are rich. However, the balanced development between urban and rural leads to a large number of rural surplus labors stranded in rural and impeded the economic development and social stability in Chongqing. Therefore, how to innovate the social management and development of Chongqing rural human resources in a reasonable and effective way is a big problem that the social management practice is facing with in the city currently.

## **2. Policy Providing: Based on the Two-Dimensional Four Points**

The leading body of social management is government agencies, which is usually in the form of public policy to management society. According to the current situation and future development trend, what services should the policy makers provide for rural human resources development and management around the basic social rights?

### *2.1 The Education and Training Policy*

Rural education is an important way of promoting the rural human capital investment, and it is the key to the rural human resources development (He, 2011). Chongqing should actively implement the development strategy of education positive interaction between the urban and rural in the Coordinative development of urban-rural area. That is to grasp the main line of development and fairness. The policy includes rural basic education, rural vocational education, skills training, migrant workers' children education and the rural adult education, etc.

### *2.2 The Household Registration Reform Policy*

At present, urban and rural household registration division is not a problem just about simple "cancel" or "reserved", but a complicated social phenomena with right issues. If these issues such as jobs, salary, education, health care, housing, welfare and other social rights continued to be twinned with census register, it is unlikely to have a balanced development of rural economy and even to depress the social harmonious. To solve this contradiction needs new thinking and a new path. The first is separate the household register with specific social rights (privileges), so as to gradually weaken the value of registered permanent residence. The social rights such as education, employment, safeguard can separate from the household registration which is taken to the true nature of population management; Government and relevant departments and other institutions in providing public goods must be decoupled with the household registration in an equally way to the social members; The law should protect all citizens equal social rights when they meet the contradiction and disputation. The ministry of public security is planning to cancel agricultural and non-agricultural household register, and establish a unified urban and rural household registration system. If it is implemented, that should be a good start, at least reflects the respect for the value of a person.

### *2.3 The Employment Policy*

To establish a unified labor market, Chongqing must accelerate the construction of labor market information network, and integration of various information resources; Unified the employment management system, and canceled the various discriminatory restrictions to the rural migrant workers are important; Accelerate the construction of Chongqing labor intermediary service institutions, improve the employment service systematization, specialization and socialization; making a Guidance for farmers to choose a career or self-employment so as to realize the labor optimization configuration.

### *2.4 The Population Policy*

The first is controlling population growth strictly. That is to do a good job in population and family planning work on the sustainable development strategy in the first place; The second is to set up and improve the family planning management and service network, and persist in the principle that "the major management is given priority to the current residence with the comprehensive control of concerned department" (Deng, 2004), in order to stable low birth level, and continue to advocate late childbirth and fewer healthy birth at a mature age; The third is to implete the family planning program awards and preferential policies. Through the development of economy and improvement of labors' cultural level to enhance the consciousness of family planning couples at the child-bearing age. Study and establish the rural one-child families and old-aged parents security policies, earnestly implement various rewards motivations for family planning.

### *2.5 The Financial Policy*

Human resources development inevitably requires improving capital input and support. Its capital types include

rural education capital, technology capital, rural health capital and farmers' migration capital (Wu, 2012). Its investment contents include education and training, health investment and the spatial configuration.

### 2.6 The Incentive and Constraint Policy

Labor incentive and constraint mechanism is also an important content for rural human resources development. It is a motive factor to facilitate the rural human resources development. Its content includes two aspects of incentive mechanism and constraint mechanism. Specifically, the purpose of motivation mechanism is to mobilize person's enthusiasm and creativity, the main construction way is "from the two aspects of social environment and psychological environment of human resource individual factors" (Song, 2011). "Constraint mechanism as a reversed transmission, it constraint and regulate people's behavior from the opposite direction" (Hao, 2012), this reversed transmission behavior needs to be rigid rules and regulations to regulate and coordination. The mechanism which oriented by target takes appropriate means and methods to make the main development body of human resource complied with the demand of environment, thus to increase the service efficiency of rural human capital.

### 2.7 The Social Security Policy

It is important to Perfect rural social security mechanism and reduce the risk of several of rural laborer damage. Through the establishment of endowment insurance in the overall nationwide, and also as the medical insurance, industrial injury insurance and the minimum living security system, serious illness insurance and rural cooperatives medical service system, etc., to develop the reasonable effective social security system covering urban and rural areas in equally.

### 2.8 The Rights Protection Policy

This involves these problems such as the labor contract, labor protection and work intensity, work time. It is not only to build rules and regulations in legally, but also to protect rural labors interests in the whole areas.

There are two types of orientation about the above eight policy issues on the transverse: one is the problem orientation, the second is incentive orientation; on the longitudinal has two stages: one is the safeguard, the second is developmental. Eight policy issues have the following categories in the frame structure of the two dimensions, as shown in Figure 1. With the deepening of social transformation and development, even if there is a new emerging policy issues, can also be included in the policy framework of the system, rather than "no overall plan for a fundamental transformation". At the same time, the rural human resources development question also is broken down into the various operational aspects of social management.

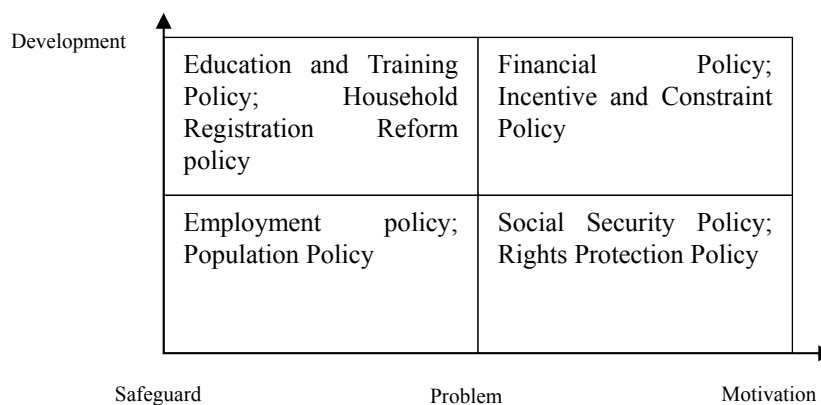


Figure 1. "Two-dimensional four points" policy frame

According to Maslow's view, lower needs had to be satisfied at least in part before higher needs could be addressed gradually. So safeguard-oriented policy should be taken precedence over development-oriented policy, problem-oriented policy should be more urged to motivation-oriented policy. As a result, the eight policy issues have a sequence of priorities: safeguard-problem policy should be the priority, and then in turn is safeguard-motivation policy, development-problem policy and the last is development-motivation policy.

### 3. Mechanism Designing: Based on "The Trinity"

The innovation of social management requires that its subjects tend to be diversified. In 2011, *The Construction Planning of Chongqing Rural Practical Talent Team* presented clearly that the working principle of practical

talents construction is "government-leading, citizen-participation". In the specific economic background, the rural human resources development and management can't rely on a certain factor alone, but a process of mutual constraint, mutual influence with the public sector, society and market. Therefore, the effective human resource development and management must rely on a sturdy mechanism design. "Role positioning, relationship placing, dynamic upper" is the key to the rural human resources development mechanism design, and is also the power collection to guarantee policy implement. Building the trinity mechanism of rural human resources development with "government-led, social-help, diversified-investment" is the inexorable trend of current new rural construction and urban and rural overall development, as shown in Figure 2.

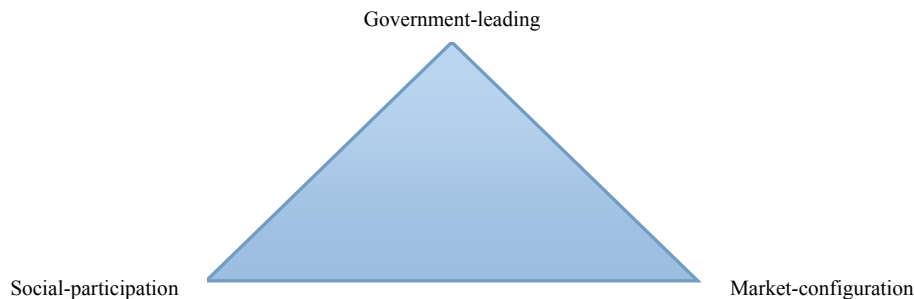


Figure 2. The trinity linkage mechanism model

### 3.1 The Government Leading Mechanism

The government playing a leading role in the rural human resources development is determined by the conditions of the rural economy in our country.

Known as "big cities with large rural", Chongqing rural economic development level is low. With labor liquid and restricted by production and living, market or farmers can't separate as the main body of human capital investment. As the public sector, the government is the provider of public goods and services, and also the organization bearing the rural basic education, health care, employment environmental protection. So establishing a government-led mechanism is the foundation of the realization of rural human resources development.

### 3.2 The Endogenous Development Mechanism

Endogenous development mechanism refers to the rural human resources development in the way of farmers' autonomous learning driven by rural grassroots organizations, farmers' organizations and agricultural professional associations, township enterprises, and other forms of organization to enhance workers' skills of scientific and cultural quality and laboring. And by the individual or group learning arouses the enthusiasm of the entire region learning, thus forming the linkage development mechanism of from bottom to top, inside to outside. Endogenous development mechanism is the fundamental guarantee for rural human resources development.

### 3.3 The Market Operation Mechanism

The establishments of rural talent market, realizing the rational flow of human resources, and playing the role of basic configuration elements in the talent market, are inevitable requirement to construct the networked labor market operation mechanism.

According to the statistics of national bureau, in the first half of 2013, year-on-year growth of rural residents cash income, household operation income, salary income, metastatic income and property income respectively are 9.2%, 7.6%, 16.8%, 14.4% and 22.6%. Following property income, the increase velocity of salary income was the fastest, and to the farmer's contribution rate is as high as 51.8%. Obviously, non-agriculture employment is the leading power source of increasing farmers' income. Thus to build talent market operation mechanism of urban and rural overall development is the inevitable choice. Breaking the urban-rural binary partition system, practicing unified labor market and equal employment mechanism, quest to establish a fair and open talent exchange platform and the real-time information network with urban and rural connected and cross-regional.

## 4. The Construction Cases of Chongqing Rural Human Resources Development Policy

Based on the above analysis of "two-dimensional four points" policy framework and "the trinity" mechanism model, the article applies the social management innovation of rural human resources development and

management to interpret the actual cases as follows.

#### 4.1 "Safeguard-Problem Oriented" Policy Interpretation and Construction: Employment Policy for Example

For a long time, labor configuration has obvious characteristics of the division between urban and rural areas. Rural migrant labor force due to the household registration restriction can only become the transients in the city, and the positions of temporary workers. So far, enterprises still in almost most cities in Chongqing hire general rules if they have local registered permanent residence as a prerequisite. In 1994, the labor department in that time had established *The Employment Management Interim Provisions of Rural Labor Flow Across the Province*, expressly stipulated in article 5 : only the local labor force cannot meet the demand, and in accordance with one of the following conditions, employers can engage rural labors from the other province: (1) approved by the labor employment service agencies, widespread labor shortage in local is indeed and needs to employ staff across the province; (2) vocation and type of jobs that employers recruit must be approved by the labor employment service agencies; (3) not belonging to the above situation, but employers cannot recruit or hire required personnel within the prescribed scope and duration. At the same time, rural migrant labor must receive outdoor-workers employment registration card before employed. The current system of employment restrictions for migrant workers still exists in cities throughout the country. Some parts of the Chongqing government in order to ensure full employment for urban residents, made some man-made mandatory restrictions for farmers' employment range, such as employment of industries and jobs. On the other hand, the Chongqing municipal government general office of urban and rural labor force implemented *The Research of Human Resources and Social Security Work Project Meeting Minutes (2010-224)* .It requires each community (village) should be equipped an employment social security political assistant, to fulfill the basic level power of employment social security work, and to strength the foundation of urban and rural employment and social security. However, problems that contingent of employment social security cadres has weak capacity and shortage of service ability increasingly prominent, and become the bottleneck of restricting the sustainable development of human resources employment.

Through the above policy interpretation, there is serious discrimination in the current employment policy of rural human resources mainly from the system arrangements of the public sector for a long time. Under the constraint of "the trinity" model, the employment policy of rural human resources, on the one hand, needs to gradually reduce restrictions on industries and vocations for the migrant workers employment, and try to reduce administrative intervention so that let the market function of selection and elimination into full play; Informal employment market, on the other hand, should further excavation, to make the migrant workers and urban residents in harmonious competition in the job market, and also to realize equilibrium configuration on the industrial structure.

#### 4.2 "Safeguard-Motivation Oriented" Policy Interpretation and Construction: Social Security Policy for Example

Under the dual economic and social structure, uneven distribution of public finance in urban and rural areas leads to rural social security system missing for a long time. *The Chongqing Municipal Government about Pilot Work of Residents in Urban and Rural Social Endowment Insurance* issued in 2011 expressly stipulated that "urban and rural residents eligible for coverage and volunteered for the resident's endowment insurance can take the resident identity card and residence booklet to the domicile villages and towns (street) to participate in old-age insurance social security service ". However, this disjointed with the rural migrant workers labor force. Under the difference of urban and rural household registration system, employment level system and the differences between the urban and rural social security system, it hindered the effective transfer of rural surplus labor force. This kind of "no flow trap" leads to low levels of rural human capital accumulation.

Using "the trinity" model to examination, the construction of rural human resources social security policy should be a public sector institutional arrangements and social support mutual adjustment problems. Chongqing, according to the current situation of rural areas and farmers, the rural social safety net should be the government and society to work together. It is a framework for farmers, especially in poor farmers to provide a general, presupposed system arrangement. According to the actual, the construction of Chongqing's rural social safety net should be centered on rural social security system, and constructed a diversify, systematic system. The first is to construct a basic social security system under the government-led, to form a low level, wide coverage of security system, so that can maintain the stability of rural society; The second is to build a rural social endowment insurance system that "family endowment being priority and social endowment being complementary". According to the actual situation in different areas, giving full play to the advantages of rural community mutual assistance and moral culture is an effective way to solve the problem of rural retirement with a variety of forms.

#### *4.3 "Development-Problem Oriented" Policy Interpretation and Construction: Education and Training Policy for Example*

In 2003, the state council made a decision on further strengthening rural education work, and convened the national work conference on rural education for the first time since the founding of new China. It cleared the strategic position of rural education in the education work, and the increased expenditures for education are mainly used in the countryside. This decision would focus on developing the rural compulsory education with more energy and more money. In 2005, the state council decided to establish a new mechanism for ensuring adequate funding for rural compulsory education, and incorporated the education into the scope of national financial security. In 2006, the newly revised compulsory education law of the People's Republic of China further defined the responsibilities of governments at all levels for compulsory education. It made the law to fully ensure the expenditures of compulsory education by the national finance, the implementation of quality education, and the balanced development of the compulsory education. In 2007, the "two basics" population coverage reached 99%, illiteracy rate dropped to 3.58%, and the free compulsory education realized in all national rural areas.

From "the trinity" model, the rural education problem is not only caused by a lack of institutional arrangements, but also has the following problems: Firstly, the government institutional arrangements are unavailable. The current rural education is a kind of education mode that a disconnection between rural areas and farmers. Chongqing rural education structure system mainly consists of three aspects, namely basic education, vocational education and adult education, but the distribution has many obvious regional differences. Most rural education structure is single. To be specific, the ordinary primary and secondary school education are developing rapidly, while the vocational education and adult education relatively weak, and the rural laborer's pre-service education and job training needs to be improved. Secondly, policies are not implemented effectively. Under the system of classification management, if there is no specific provision education funding sources, there is no good policy but just like a dead letter. Thirdly, social participation does not reach the designated position. With the increase of the rural floating population, left-behind children education problem is outstanding. Social participation in education development pattern has a more and more important role, such as the "community mutual" models that integrates the community education resources, and jointly promote the healthy growth of children, and the "surrogate parent" mode that intervened by local government, fully mobilize social organizations or individuals with the ability as an agent parents to help these children.

#### *4.4 "Development-Motivational Oriented" Policy Interpretation and Construction: Investment Support Policy for Example*

According to sixth census data, Chongqing rural population has 23.6666 million people and illiteracy rates as high as 6.4%, that is to say, rural human resources development also has the very big promotion space, and need to be strengthen the financial support. However, the Chongqing municipal government investment in rural human resources development is extremely weak at present. According to statistics, Chongqing local total fixed asset investment is 938.00012 billion Yuan in 2012, including the rural fixed value investment is 91.79664 billion Yuan, accounted for only 9.79% of the total investment. Education and health care are the most important factors to enhance the quality of rural human resources. But there is a great difference of the government's input between urban and rural areas.

From the point of "the trinity" linkage mechanism, the investment support problems of rural human resources development, just only based on the government investment is not enough. It also needs social participation and efficient allocation of market resources. The diversification of rural human resources development is the trend of future development.

### **5. Conclusion**

The management main body of social management innovation is diversification. The application of social management innovation to the rural human resources development is helpful to rural economic development and social stability. The strategy of Chongqing rural human resources development should be based on improving farmers' overall quality as a starting point, and increasing farmers' income as the foothold, in order to form the "trinity" of the linkage mechanism of government leading, market allocation, and social participation. The path design is the coordination effect of policy system for "two dimensional four points", and to take the main body linkage problems respectively into the "Safeguard-problem Oriented" Policy, "Safeguard-motivation Oriented" Policy, "Development-problem Oriented" Policy and "Development-motivational Oriented" Policy. Thus forming the comprehensive and systematic policy framework of rural human resources development and management.

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