

The Problem and Countermeasure Research of the Reform of "Provincial Direct Management County"

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Abstract

With the deepening of China's administrative system reform, the shortcomings of the "city management county" system, which were gradually promoted in 1983, are becoming more and more obvious. Therefore, the academic community puts forward a series of reform ideas, and its mainstream direction is "provincial direct management county" reform. It has been proved that the reform of "provincial direct management county" not only conforms to the development trend of our country, but also promotes the transformation of government functions and the development of county economy and so on. This paper first knows the background of the reform of "provincial direct management county", then based on the core concepts such as "city management county" and "provincial direct management county", discussing the necessity of the reform of "provincial direct management county", and analyzing the practical problems in the process of reform. At the same time, comprehensively studying these difficulties, and in the end this paper puts forward the corresponding countermeasures to promote the reform of "provincial direct management county".

Keywords

"City Management County", "Provincial Direct Management County".

1. Introduction and Literature Review

The reform of "provincial direct management county" should not only conform to the trend of the times, but also conform to the national conditions. In our country, the provincial government should gradually promote the reform of "provincial direct management county" under the existing conditions. From the practical point of view, we continue to explore and take the road of administrative system reform with Chinese characteristics. In short, the theoretical community's discussion of the reform of "provincial direct management county" can be broadly divided into three categories: "accredited", "skeptical" and "transcontinental".

1.1 "Accredited Category"

The main views of the "accredited faction" include that on the one hand, from the "city management county" system shows the ills to demonstrate the "provincial direct management county" reform needs. Fan Jianfei pointed out that adding the city-level management level between provinces and counties will increase the cost of two-way management [1]. On the one hand, the financial expenditure of the city is relatively large. On the other hand, the increase in management level leads to a decrease in administrative efficiency, which indirectly increases administrative costs. Xu Xuemei also pointed out that the increase in information costs leads to a decline in administrative efficiency, and the increase in intermediate links lead to an increase in the rate of information distortion [2]. Tao Shancai pointed out that from the point of view of not conducive to rural development, if the resources are too concentrated in the central city, and the "three rural" construction investment is insufficient, then it will aggravate the urban and rural dual system [3]. On the other hand, from the "provincial direct management county" reform role to express support for the reform. Qi Yong pointed out that the reform of "provincial direct management county" to some extent solves the problem of excessive administrative level, and then making the management cost drop, reducing the approval process, and improving the administrative efficiency. Finally, it guarantees the unity of the central policy [4]. Chen

Xiao pointed out that after the reform of the "provincial direct management county", the financial revenues, transfer payments, special funds and public capital investments of each county (city) have been improved [5]. The increase of county-level finance not only enhances the autonomy of county-level development, but also plays a more obvious role in promoting the development of county-level economy.

1.2 "Skeptical Category"

The main points of view of the "skeptics" include that some scholars have doubts about the effectiveness of the reform of the "provincial direct management county". Pang Mingli pointed out that the promotion of the reform of "provincial direct management county" has led to that the financial system and the administrative system are not connected [6]. If vertical institutional setting and its own dependent development are difficult to change, then many contradictions between the power-expanding county and superior will be difficult to coordinate, resulting in that the financial system and the administrative system are not connected. In addition, Cui Fengjun pointed out that after the reform of the "provincial direct management county", the autonomy of county development has been increasing. In terms of the promotion criteria for cadres, the direct lying counties and the provincial and municipal governments will be consistent. As a result, the county leaders will overdevelop the county areas in order to promote them. Therefore, the phenomenon of repeated construction and vicious competition will continue to appear [5].

1.3 "Transcontinental Category"

The main points include that they maintain advocating the opportunity of reform, and finding another way, then spanning the two systems of "city management county" and "provincial direct management county", finally exploring a new model of local governance that is different from the two sides. Wang Xueli pointed out that a single zoning adjustment can not solve everything [7], and behind it also involves deep-seated issues such as the transformation of government functions, the division of powers and responsibilities. The adjustment of administrative divisions has been done, although some problems can be solved temporarily, this is only a stopgap measure. Therefore, the reform of "provincial direct management county" needs to change from the "zone-oriented guidance" to the perspective of "functional orientation". Zhang Jingxiang also pointed out that the "provincial direct management county" is a major change in China's local administrative system, but the design of this system can not only focus on eliminating the abuses of "city management county" system, and it can not only consider reducing the burden of rural taxes and fees, but to carry out a series of overall system design [8].

On the whole, the theoretical circle has been exploring and studying the reform of "provincial direct management county", and the results are quite fruitful, which has laid a good research foundation for this paper, and the different views and evaluation of the reform of "provincial direct management county" in the theoretical circle is precisely a concern and uncertainty about whether this system can solve the current practical problems. Therefore, after carrying out the reform of "provincial direct management county" for some time, we should effectively strengthen the evaluation and study of the effect of its reform, and speak with "facts" in order to promote its smooth development.

2. The Definition of the Relevant Concepts

2.1 "City Management County"

"City management county" is also known as the city-led county, that is to say, a system of the municipal government at the local level governing the county-level government. The system began in the 1960s and grew rapidly in the 1980s. The original aim is to "city" with "county" to coordinate urban and rural development [9].

2.2 "Provincial Direct Management County"

"Provincial direct management county" is a system of the provincial government directly governing the county government. From China's current "center-province-city-county-village" five-level

transformation into "center-province-city (county) -village" four-level or even three-level political system [9]. Under this system, the provincial government directly orders the county government, and the county government reports directly to the provincial government. "provincial direct management county" includes not only the financial aspects, but also the social affairs and cadres and personnel [10]. This is conducive to the overall urban and rural development, the consolidation of county power.

3. The Necessity Analysis of the Implementation of the Reform of "Provincial Direct Management County"

With the continuous progress of China's economic and political system reform, the "city management county" system has been unable to adapt to the development of china's society, and its disadvantages are becoming more and more obvious. In order to maintain the government's civil governance and efficiency, we need to adjust and perfect the existing system. The system of "provincial direct management county" has proved not only feasible but also fruitful. Therefore, it is very necessary for the reform of "provincial direct management county" to be further implemented.

3.1 The Shortcomings of the System of "City Management County" Being More and More Obvious

From the historical point of view, and in a certain period of time, the system of "city management county" has indeed played a positive role in promoting the development of the local economy. However, with the continuous progress of society, the shortcomings of the "city management county" system are constantly exposed.

First, the "city management county" system leads to increased administrative costs and decreased administrative efficiency. Shen Yonghong pointed out that the "city management county" system itself makes the administrative level increase, which in turn increases the administrative costs and reduces the administrative efficiency [11]. The county is a convenient hierarchy, and most of the time they do the implement policies that have been made elsewhere [12]. At this stage, China's administrative level is 5 levels. more level is easy to lead to information distortion, and increase the highest level and grass-roots communication and coordination difficulty, thus increase the cost of management and reduce efficiency.

Second, the "city management county" system leads to the city and county tension. Under the "city management county" system, the provincial government first allocates the financial funds to the prefecture-level city, and then from the prefecture-level city to the county. City can use this favorable time to intercept the county, which will not only hinder the county's economic growth and growth, but also the county can not say the bitter, and dare not say, thereby increasing the contradiction between the two sides.

Third, the "city management county" system has led to that a part of the city can not drive the county to get the development it deserves. Since the reform and opening up, China's economic strength has been continuously enhanced. Some counties are very strong in development, but its role has not been maximized due to the restrictions of the city under the jurisdiction. For example, Yongcheng in Henan Province, it is a large coal resources county, but always "little horse" Yongcheng pulls "big car" Shangqiu such a situation [13], resulting in that Yongcheng can not get limited development and progress.

Fourth, the "city management county" system leads to the problem of serious "heavy city and light village", which widens the gap between urban and rural development. Under the system of "city management county", the city leaders are mainly concerned with the development of the municipal level, and the result is that the support for county-level development is weakened, which is not conducive to the overall urban and rural development and socialist modernization. At the same time, in order to improve the performance, the city leaders often regard the city as the focus of work, and in the interests of the city and county, often more do more favor the city. If this phenomenon is not curbed, then the development gap between cities and counties will be further widened.

3.2 The Advantages of "Provincial Direct Management County" Can Not Be Ignored

The emergence of the reform of "provincial direct management county" is not accidental, but is the choice of history and the result of social development to the present stage. It can effectively solve some problems the "city management county" system brought about. The system of "provincial direct management county" has many advantages, which are the important reasons for carrying out its reform.

First, the system of "provincial direct management county" can reduce administrative costs and improve administrative efficiency. After the implementation of the "provincial direct management county" system, China's administrative level has been changed, from the original five to four or even three levels, which streamlines the administrative agencies and public officials, and improves the accuracy of information, thereby reducing administrative costs and improving administrative efficiency. At the same time, Shen Yonghong pointed out that the "provincial direct management county" system is conducive to reducing the administrative level, and thus decreasing the administrative costs and improving administrative efficiency [11].

Second, the system of "provincial direct management county" can ease the tension between cities and counties. After the implementation of the reform of "provincial direct management county", the city and county tend to be equal in administrative status. The provincial government directly governs the city and county, which is conducive to the provincial government directly contact the county government, reasonable allocation of human, material and financial resources. At the same time, it also can stimulate the development of the county vitality, then coordinate the city-county relations and promote the harmonious development of the two sides.

Third, the "provincial direct management county" system can play the overall function of the provincial government, reasonable allocation of resources, so that promote the economic development of the county. To replace the city with the province to govern the county, the provincial government to coordinate the city and county two administrative units, which can pull the relatively developed economic county and fully promote the development of the region. Under the leadership of the provincial government, it can effectively avoid the city's interception of the county, so that the county can get a real preferential policy, finally mobilizing the enthusiasm of the county government.

Fourth, the "provincial direct management county" system can effectively solve the problem of "heavy city and light village", and narrow the gap between urban and rural areas, so that urban and rural regions realize the common development. The city is far from the countryside and can't effectively promote the development of the rural economy. The county town is closer to the countryside, and the relationship is relatively close. The reform of "provincial direct management county" can make the county economy better promote the development of rural economy, thus changing the structure of "urban and rural duality" and thus promoting the "three rural" problem to be further solved.

4. The Real Problems of the Implementation of the Reform of "Provincial Direct Management County"

The pilot work of "provincial direct management county" reform is very smooth, but we also need to solve a series of practical problems. According to the feedback in the pilot areas, the main problems are mainly manifested in the following aspects:

4.1 Too Large Provincial Management Range

At present, there are 34 provinces in China, of which 8 provinces between 50-80, 7 provinces between 80-100, 8 provinces more than 100 in the management range. In addition to the four municipalities directly under the Central Government, 2 Special Administrative Regions and Taiwan Province, each province governs 73 counties, plus prefecture-level cities, an average of 85 counties [14]. Zhuo Yongliang pointed out that the academic community believes that the reasonable number of counties (municipalities) directly administered by a province is 40 [15]. If this standard is strictly enforced,

only a few provinces will be able to meet it. Therefore, it is necessary to reform and adjust the administrative division in order to achieve the expected reform goal.

4.2 The Resistance of the Inertia of the "City Management County" System

"City management county" system is deeply rooted in the hearts of the people, and the scope is very wide. It involves more personnel, and has far-reaching impact, so the difficulty of reform will be particularly great. In our country, more than 70 percent of the counties are governed by prefecture-level cities, and this management way has been in place for many years. Municipal and county governments think that it is common, and ordinary people are used to it. At present, the "provincial direct management county" system is being implemented in our country, which may not have much impact on the people, but have a great impact for the majority of officials in the city. Because the system is directly linked to their immediate interests, they may not conceptually agree with it. Therefore, the implementation of this system will be opposed by some people, so the reform is quite difficult. If inappropriate measures are taken in the process of reform, the consequences will be very severe.

4.3 Obvious Differences in the Reform Attitude of the Three Levels Government, Difficult Implementation of the Power Expansion and Decentralization

In general, most provincial leaders are more supportive, but most of the city officials at the district level are unwilling to show their attitude. Of course, the county-level government is very supportive. The implementation of the "provincial direct management county" reform is conducive to the provincial government to play an overall function, and optimize the allocation of resources, so most provincial leaders support the "provincial direct management county" reform. The reform will certainly damage the vital interests of some municipal officials, who are bound to obstruct the reform or are unwilling to show their attitude. "Provincial direct management county" reform is conducive to the county economic growth, so the county government is very supportive of this reform. Zhang Zhanbin pointed out expansion and decentralization in place only one-third, half of the implementation of a third, and a third almost not in place, thinking that "expanding power strong county" is vividly described as "a joy and a stupefaction and a surprise" by some pilot county officials. That is to say, seeing the document is happy. Handling affairs is stupefaction when going to the department. The final result is surprise [16]. There are places where there seems to be a lot of power, but there are a lot of strings. In some places, the decentralization of power is only superficial, but in fact, the county has not received the real benefits.

4.4 The Large Difficulty of Streamlining Personnel

The implementation of the reform of "provincial direct management counties", in addition to streamlining the administrative structure, we should also compress administrative staff. In particular, the squeeze on administrative staff, because it involves the real interests of most officials, the reform is quite difficult. After the implementation of the reform of "provincial direct management county", the great change is the management content, mode and authority of the municipal government at the local level. In addition, some of the original administrative agencies will be abolished, while many administrative staff will have to be transferred and diverted. Thus, some people whose interests are threatened, will be opposed to the implementation of the reform. In addition, in the process of personnel diversion, many risks will continue to appear. For example, the employment concept of civil servants is more conservative so that they have the discrimination to the job. The quality of civil servants is so poor so that it is difficult for them to find a job after the diversion and complex interpersonal relationships and so on. These are all issues to be considered in the process of carrying out the reform of "provincial direct management county", which will have serious consequences if we do not care it, thus affecting the implementation of the reform.

5. The Countermeasures Analysis of the Implementation of the Reform of "Provincial Direct Management County"

The reform of "provincial direct management county" involves a wide range, large scale, many constraints and far-reaching influence, so its reform process can not be smooth sailing and will certainly face many practical problems. In order to better solve these problems, we must keep calm and deeply analyze them, and then find out the corresponding countermeasures in a timely manner, so that the "provincial direct management county" system can be fully played.

5.1 Reasonable Adjustment of the Provincial Government's Management Range

First, appropriate increasing the number of provincial level, and reducing the size of the provincial level. Now, in order to better implement the reform of "provincial direct management county", we can first increase the number of provincial units in the pilot units, and reduce the size of their regions, so that the provincial government can play an integrated function and make reasonable use of resources, thus stimulating the vitality of county economic development.

Second, the establishment of a municipality directly under the central government. At present, there are only 4 municipalities directly under the central government in China, such as Wuhan, Shenzhen and other large cities, due to various internal and external factors, so that its positive role can only be limited to play, but not fully played. If these cities are set up as municipalities directly under the central government and given them more favourable economic policies, then these cities will certainly drive the growth of our economy as a whole.

Third, through the expansion of the county to adjust the existing county planning. The number of counties in our country is numerous, both in economic development and supervision, so it needs to consume a lot of human, material and financial resources. In order to be able to make the best use of our talents and things, we can properly integrate some smaller counties, thereby reducing the number of counties and expanding the size of counties, so that provincial governments can better drive the development of the counties.

5.2 To Enhance the Flexibility of the System

In some pilot provinces, the reform of "provincial direct management county" seriously damaged the original system relations between cities and counties. Because some of the main body of the original "city management county" system still have the dependence, and they do not adapt to the current "provincial direct management county" system, which will inevitably increase the difficulty of reform. If we do not handle it well, it can even lead to social unrest. In today's world, the environment is in constant change, and the development of any affairs can not be separated from the environment, and "provincial direct management county" reform is not the exception. Not adapting to the environment will be one of the important reasons for its failure. Therefore, it is necessary to incorporate the flexibility factor into the system of "provincial direct management county" to make the reform soft and orderly [17] and to be flexible so that we can handle flexibly when there is a dramatic change in the environment.

5.3 Transforming Government Functions and Clarifying the Responsibilities of the Three Levels of Government

At present, the world financial crisis is all over the world, and Our economy is in a critical period of transformation, so the central and local governments should strive to transform their functions, and effectively put into place the four main functions of economic regulation, market supervision, social management and public services. In particular, we should emphasize on social management and public services, in order to better build a "service-oriented" government. In order to carry out the reform of "provincial direct management county" smoothly, the government must promote the transformation of its own functions. On the basis of transforming its functions, provincial, municipal and county governments should focus on solving the problems of people's livelihood, strengthening enforcement, strengthening law enforcement and supervision, and clarifying their responsibilities to establish a "responsible" government. At the same time, the provincial government should give the

county more autonomy so that to promote the development of the county economy and the overall harmony of China's economy.

5.4 Reasonably Streamlining Personnel

In the course of the reform, the streamlining of administrative institutions should be carried out in parallel with the rational placement of administrative personnel, especially the placement of administrative personnel. The streamlining of the executive branch can not only make the government "slim", but also overcome the aging of the organization, so that the organization stays active. The streamlining of administrative staff can separate some "inaction" government officials from the civil service and keep the entire workforce high-quality and efficient. For the placement of personnel, Jiang Xiumin, Dai Shengliang pointed out that if the personnel of diversion chooses self-employment or self-employment, the state should give encouragement and support, while economic compensation and various preferential policies should also be put in place [14]. At the same time, the government should pay attention to the training of the personnel of diversion so that they can better meet the needs of the job when they enter the society. In addition, China's current unified medical and old-age insurance system is not perfect, so that public officials are afraid of entering the society and have very many worries. Therefore, we should also establish and perfect social security system in order to solve these worries of personnel of diversion.

6. Conclusion

The reform of "provincial direct management county" has always been the focus of academic research. How should the reform continue to move forward in practice? How should the theoretical research be further deepened? We believe that the reform of "provincial direct management county" has a long way to go, and we have been on the road. We need to make steady progress according to local conditions, paying full attention to the real problems that are emerging at present, so that we put forward corresponding proposals and measures, then advance the process of reform and promote the healthy and coordinated development of our economy.

Acknowledgements

Paper is crucial in our study career and can add a bright color to our good life. We should take it seriously in the process of writing and give ourselves a satisfactory answer. In the process of writing this paper, I am faced with many difficulties, but I successfully overcome it due to my own efforts. In particular, I appreciate guide teacher very much because he gives me help in the content and framework. At the same time, I also appreciate the scholars involved in this paper, because this paper cites many scholars' research literatures. Finally, I want to appreciate International Journal of Science for giving me this opportunity to deliver my paper. Because my academic level is limited, so this paper may have many shortcomings. Please criticize and correct!

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