

## Study on the Modernization of Government Administration System From Restricting Conditions, Power Distribution and Dynamic Mechanism

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### Abstract

The modernization of government administration system is the important foundation and approaches to that of the state. From the dimension of administration, the modernization of government administration system is embodied in three aspects: sticking to its restricting conditions, improving its mechanism of power distribution and unearthing its dynamic sources. Recognize and adhere to the market's decisive function, respect social autonomous rights, so we can form a benign interaction of the government, market and society. Improve the legal power centralization of central government and the administration rights decentralization of the local government, so we can make the rational allocation of rights between central government and local government. Adhere to the combination of the dynamic of top-down and bottom-up, so we can deep mine the dynamic source of the government administration system.

**Key words:** Government administration; Modernization; Restricting condition; Power distribution; Dynamic mechanism

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### INTRODUCTION

It is presented at the 3<sup>rd</sup> Plenary Session of 18<sup>th</sup> CPC Central Committee that the overall goal of deepening the reform comprehensively is "to improve and develop socialism with Chinese characteristics, and to promote the modernization of the national governance system and capacity". "Scientific macro control and effective government administration are the intrinsic requirements for exploiting the advantages of the socialist market economy system" (Anonymous, 2013, p.2). That is to say, the goal of the reform of the administration system is to realize the modernization of the national governance system. We need to base on the foundation of "improving and developing socialism with Chinese characteristics", "to promote the modernization of the government administration system and capacity". This article will study about it from its restricting conditions, power distribution and dynamic mechanism.

### 1. THE RESTRICTING CONDITIONS OF GOVERNMENT ADMINISTRATION SYSTEM

Government administration is occurred in the national governance background, and the establishment and gradual maturity of its system of one country are related to the heritage of history and traditional culture. Overall, the government management system's fundamental factors exist in the interactive relations between government, market and society, and play a leading role in it.

#### 1.1 The Decisive Function of the Market

It is put forward at the 3<sup>rd</sup> Plenary Session of the 18<sup>th</sup> CPC Central Committee that "Economic system reform is the focus of deepening the reform comprehensively. The underlying issue is how to strike a balance between the role of the government and that of the market, and let the

market play the decisive role in allocating resources and let the government play its functions better.” (Ibid., p.5) Economic development problems, in the final analysis are to improve resource especially scarce resources allocation efficiency and get the greatest possible benefit to minimize resource input. Under the condition of modern market economy, market is the center and embodiment of economic operation. It is a general rule of the market economy that the market decides the allocation of resources, and it is also the essence of the market economy.

The decisive role of the market means that it is all up to the market as long as it can play a role in the fields. Since then, the main task of the government is to make up for the market failure and no longer intervening micro economic activities. Let me put it another way which includes three aspects. Firstly, either goods (service) or resource factor prices are no longer controlled by the government, but rather determined by the market. Secondly, it is the consumer market rather than the government to decide and guide investment. What’s more, it is the market to control the business activities of enterprises and finally determine the survival of the fittest. The function of the market with its eye for value not only can make all kinds of enterprises to achieve the best combination of various resources and production factors, maximize their own interests through the market competition, but also can make all kinds of resources in accordance with the proportion of the supply& demand reflected by market price signals flow to the most appropriate departments and regions. Under the condition of socialist market economy, the role of the market can establish the material basis for realizing the goal of common prosperity through its mechanism of internal supply& demand, price and competition, with releasing gushing vitality of all the elements of the market, allowing all sources of social wealth to flow to the fullest extent, and bringing the benefit of development to all people with fairness.

Under the condition of modern market economy, government and market are the unity of opposites and closely linked. The idea presented at the 3rd Plenary Session of 18th CPC Central Committee that make the market play a decisive role in the allocation of resources is conducive to the transformation of government functions, while in reality, the boundary between government and market is not clear, problems caused by dislocation and absence of the government are the biggest obstacle to make the market play a decisive role in the allocation of resources. However, the market in the allocation of resources is not omnipotent and perfect without its decisive function.

## 1.2 The Self-Governance of Society

Alexander Hamilton has proposed a thought-provoking question: “Is the human society really able to build a good

government through one’s mind and freedom of choice, or are they always doomed to rely on the opportunities and strength to determine their political organization.” (Hamilton, Jay, & Madison, 2009, p.3). These kinds of human rational worries concern how to deal with the relationship between state power and social autonomy. In fact, to establish a middle regime must take into account two basic values: “power” of the government and “rights” of the people. The neglect of either one of them could lead to the disintegration of the political community. That is to say, “the government must stand on its own relative and not influenced by the rules so that its power could control more. Meanwhile, we must let the people take control of the government, weaken the government’s power, so that their rights would not be violated.” (Ibid., p.127) It has been the major challenge in the whole history of western political as well. For instance, the ancient Greek was unable to resist the invasion of Sparta even if its citizens of each polis enjoyed autonomy, the Roman Empire couldn’t protect the basic space of autonomy as ambitious and powerful as it was. Therefore, if we want to establish a modern country, avoiding the tragedy of polis and imperial politics, we must strike a balance between social autonomy and state power from the aspect of regime science. It is noted that, in the political scene of a modern country, social autonomy is an important factor that must be considered in the construction of national political system.

The theory of autonomous management put forward by Elinor Ostrom thinks that, Leviathan and Privatization are not the effective means to solve the problem of public resource management, so it gives a chance to the third way, which break through the limitation of the common two means that of the government and the market (Ostrom, 2012, pp.11-17). Social autonomy, which is the foundation and the characterization of a civilized society, means freedom and basic rights of individual life, forbidding any intervention from organizations or other one. In social practice, many problems of human can only be solved by themselves but rather the government, because people know things around more well than any organizations or other one, and they can find a better solution to these problems. If the government is immersed in the situation that it is unqualified to handle, it will not only make the problems remain unaddressed, but will also damage the government’s image, causing discontent of the people with the government.

The development of the socialist market economy needs a combination of the government and the market. On the other hand, the better the government worked, the more guaranteed that of the decisive role of the market in resources allocation. It is clearly presented at the 3<sup>rd</sup> Plenary Session of 18<sup>th</sup> CPC Central Committee that the scientific macroeconomic regulation and control, effective governance, is the inherent requirement of full playing to

the advantages of the socialist market economic system. Overall, with gradual maturation of the market and society, we must reposition and transform the role of the government and construct the government administrative system to realize the benign interaction of the government, the market and society.

## 2. THE POWER DISTRIBUTION OF GOVERNMENT ADMINISTRATION SYSTEM

In the interactive process of government, market and society that mutually restrict and support each other, the government responsibilities and authorities are restricted within a reasonable range so that the management functions of the market and society are absorbed into the national governance process dominated by the government. In the centralized and unitary power structure of a state, the key point is the problem of the power allocation. It is the important premise of full playing to the role of the government to form a reasonable division of responsibilities and authorities and a mechanism of collaborative governance between the central and local governments. Concentrating the “Right” in the central government and devolving the “Administrative Power” to the local can not only share responsibilities, but also stimulate the activity of the market and social.

### 2.1 The Centralization of the Central Government’s Legal Power

The “Right” means legal power and it is centralized by the central government. America is a federal state. Its political affairs are highly localized while the judicial power is centralized, such as the Federal Supreme Court and The Federal Circuit Court which transcend the local politics. On the contrary, it is centralized in political power in china though the judicial system is dependent on local government. As a result, judicial independence is constrained, and it is not conducive to independently exercise the legal power as state “sovereignty”. The aims of centralizing the legal power are to constrain the power of local government and ensure the independence of jurisdiction and enforcement.

The supremacy of right advocated by law scholars is just one aspect of the legislation. In reality, law is primarily an instrument to achieve the state will. That is to say, law is primarily the law of country, representing and helping to realize the state will. The legal power is the power of the highest authority, or the “sovereignty” advocated in traditional politics. So the legal power should be highly centralized and unified. That means, the judiciary, as the carrier of the legal power, should be national centralized as well. We can apparently see that rule from the politics of USA. As a federal state with powers separated, the judiciary system is centralized.

The French political observer Tocqueville pointed out in *Democracy in America* that the key reason why America with high degree of autonomy can exercise self-governance smoothly is that the local administrative power subjects to the “government centralization” (De Tocqueville, 2008).

From the point of practice, the centralization of the legal power can guarantee the top-level designing of policy nationwide and maintain the consistency and authority of the macro public policy.

### 2.2 The Decentralization of Local Government’s Administrative Power

The administrative power should be decentralized. Practical wisdom informs us that the planned centralized government is not able to handle all kinds of affairs such as local affairs, departmental politics and people’s life, which got their own manager. Otherwise, the government couldn’t settle problems well, the people would dissatisfy with the government and the social vitality would die away. At present, the decentralization of administrative power means dividing some powers from central government to local government and so as that of the government to society, so that we may reach an interactive management between government and society. The idea of “government administration” is a new type of decentralization of administrative power, which means the transformation from central-local government power decentralizing to co-government of official and people. Under the condition of social autonomy and the co-government, the market and society is responsible for the legitimacy of administrative power. The market and social risk sharing are the advantage of decentralizing the administrative power.

Local governments are actuators of central government within the administrative system of political hierarchy because there is no independent system of central government that can enforce its policy. All the time, the local government has been the representative of local interests. What’s more, the situation, which leads to clumsy enforcement of the central government’s commands, is growing worse. In order to enhance the authority of the central government and control the behavior of the local government, the central government can only rely on the power of appointment, controlling the finances and the evaluation system of the “veto”. This mechanism severely weakened the autonomy of local government. So the local government conversely copes with management responsibilities with the help of various “alternative” strategies and calms things down with unconventional operation mechanism.

It is the inherent requirements of constructing the modern government management system and the imperious task of the transformation of the government to decentralize powers to the local government, market and society. The key point of the government to “reform

their own ways” is the effective constraints of public power. As long as the government’s self empowerment and randomly exceeding their authority are unable to obtain the correction, the government could stand on their own interests and will, step in all fields of economic and social life in the name of strengthening the management or a even more decent reason, upholding social equity, so as to enhance their own power constantly. With regard to what we mentioned, building the government ruled by law, constructing the framework in which we can implement the Constitution and setting up a sound system of checks and supervision over the exercise of power are no doubt the realistic breakthrough of constructing a modern government administration system. Although we always emphasize the rationality of decentralizing the administrative power, no matter how to distribute the administrative power, the decentralization, especially the decentralization of central to local government, has to be brought under unit control of the legal power. Governing power decentralization provides local governments the space in which they can implement the central policies according to local conditions.

### 3. THE DYNAMIC MECHANISM OF GOVERNMENT ADMINISTRATION SYSTEM

We usually elaborate the system of governance from the relatively static aspect, and we need to clear the propulsion of it so as to give it practical value. The net interests expected by all the participating parties are the propulsion source, and it is the interests that inspired the innovation and creativity of those parties. The propulsion source includes two kinds of dynamic: the top-down dynamic and the bottom-up dynamic.

#### 3.1 The Top-Down Dynamic

There are various forms of government as the countries of them have their own peculiarities. All those governments commonly face a problem of public management, which always tests the government effectiveness, no matter they are capitalist countries or socialist countries divided ideologically, developed or developing countries distinguished from comprehensive development, democracy or non democracy countries divided politically. The pressure and dilemmas occasionally with realistic require the governments to make sustained efforts to advance the reform of administrative system for good administration which is also named “humane management”.

America politician Robert W. Jackman holds the opinion that politics comes from the conflict of distributing interests and products, so the political ability is the ability to face conflict and solve them, which is composed of two parts: institutions and legitimacy. When

the political ability embodied as institutional capacity, it is manifested as the actual age of a country in legal sense and the age of generational replacement since the implementation of the Constitution, and on the other hand, when it is embodied as political legitimacy, the core of it is the implementation of the power (Jackman, 2005). Government function, which can only be realized in each link of management, is the responsibility and capability to manage state and social affairs according with the law.

The government is the most important subject of national governance. The governance efficiency directly determines the governance performance and only a government with relatively limited powers and responsibilities can move effectively. The government is not only the rule maker of management context, but also one of the participants of the administration system. Based on the overall requirement of deepening the reform, the 18<sup>th</sup> Central Committee of the CPC defined the government function as “creating a good development environment, providing public services of high quality and safeguarding social fairness and justice.” In the modern country administration system, the basic way to control the scope of government powers and responsibilities is to construct a labor division system in which the government, market and society can fulfill their proper functions, mutually restraint and support each other. Then, the pressure of the government could be eased as the market and society full playing to their role. This system could ensure the government to play its key role when the market and society failed.

#### 3.2 The Bottom-Up Dynamic

The economic globalization and diversification of world civilization bring new challenges to the government. Administrative capacity should be enhanced so the government could be able to adapt to those challenges caused by the society transformation. From the aspect of government functions, government administrative ability includes abilities of drawing social resources, social controlling, social balancing, social servicing and social adaption. The ability of drawing social resources means absorbing capacities of finance, human resources, information, etc. The ability of controlling the society includes macro regulation and control for economic development, maintaining social stability and national security, etc. The ability to balance the society is embodied in the relevant activities that the government redistributing the social resources and products. Social servicing ability usually includes service gave the society, people, enterprises, the market, and so on. At the end, the ability of social adaption means innovation of policies and institutions.

The most fundamental driving force of innovation usually comes from the grass-roots society, as the problem often comes from practice. In order to solve these problems, we need to seek some specific methods.



In the contemporary era, people with emancipation can participate in the government public affairs and, at the same time, their potential creativities get a chance to be excited. However, these “force” of people are still relatively decentralized. When it comes to their common interests under certain affairs, people will integrate through a certain mechanism and form a considerable resultant force. This force is the objective internal power of the governance system. Practice is quite complicated and fragmentary, which needs the leaders to constantly draw lessons from experience according to variety, and make it a continuous mechanism through dynamically integrating interests.

## CONCLUSION

In the process of dealing with challenges of the huge amount of public affairs, the increasingly complex governance structure and institutional system were born. The interaction between government, market, society, with responsibilities and authorities division, together form the main threads of the modern governance system. The core problem of the former is to reasonably define the relative autonomous behavior boundary of government, market and society, form the cooperative framework in which the three of them mutually restrict and support each other, so as to face and solve the failing problems caused

by the three of them in the public administration affairs. The latter thread is about promoting modernization of the governmental administration based on reasonably determining each government’s responsibilities and authorities, establishing the longitudinal and transverse intergovernmental relations of cooperation, and improving the overall performance of government administration.

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