

To Promote Quality Improvement of Urbanization by Normalizing Regulation inside Government

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Abstract: China is now at a crucial stage of developing urbanization deeply. The development of urbanization turns to deceleration stable period from acceleration period. The quality improvement of urbanization is the priority among priorities in the development. The author thinks that normalizing regulation inside government is an actual requirement to advance new-type urbanization, defines content of quality improvement for new-type urbanization from two aspects of physical form and service guarantee system, respectively, proposes an idea that it must promote quality improvement of urbanization by normalizing regulation inside government, and comes up with reflection and reform suggestions on normalizing regulation inside government from the aspects of institutional arrangement, supervising subject, legal system, supervision blank and relationship distance, etc.

Keywords: Regulation inside Government, New-type Urbanization, Quality Improvement.

INTRODUCTION

At present, under the overall background of new-type urbanization, we should pay more attention to improving quality for the development of urbanization. China is now at a crucial stage of developing urbanization deeply. Urbanization rate of permanent resident population has already reached 53.7%. Now, the development of urbanization turns to deceleration stable period from acceleration period. It is necessary to get rid of the development pattern of urbanization that pursued for rapid development previously and turn to quality-oriented urbanization. Reflecting on development history of urbanization, our country appears a series of social prominent contradictions and problems. Some of them may be unavoidable, and severity of social prominent contradictions and problems in our country cannot be ignored. Reasons for these problems are often attributed in ineffective government supervision by educational circles and the society. It cannot be denied that business regulation is important. However, quality improvement of current new-type urbanization has updated content and embodiment. These new changes require us to pay more attention to the deep reason for these problems—regulation inside government. The government plays a crucial leading and basic role, which is irreplaceable, on urbanization. Therefore, if we want to advance quality improvement of new-type urbanization, we have to find out the root of problems, lay emphasis on normalizing government behaviors, and perfect internal supervision.

Content of Quality Improvement for New-Type Urbanization

New-type urbanization sticks to the core of people first, persists in the urbanization with the basic characteristics of overall urban-rural development, industry-urban interaction, ecological intension and harmonious development, and belongs to the urbanization that has harmonious development and mutual promotion in large, middle-sized and small cities, small towns and new-type rural communities. Nowadays, the requirement of new-type urbanization is to promote quality connotation of urbanization constantly by comparing with traditional statement. It emphasizes the integrated development of inner quality. Main indicators of our new-type urbanization include urbanization level, basic public service, infrastructures, resources and environment [1]. Previously, scholars have carried out many studies on the quality of urbanization from different perspectives, roughly including following five categories, spatial carrier of urbanization, component of urbanization, representation of urbanization's quality, human urbanization, and essential connotation of urbanization's quality [2].

The author thinks that content of quality improvement of current new-type urbanization. The main content reflects in “hardness” and “softness”. “Hardness” refers to the physical form of urbanization, while “softness” means the service guarantee system of urbanization.

“Hardness” mainly reflects in three aspects: firstly, it refers to optimize infrastructure layout between regions, urban and rural areas, coordinate quantity of infrastructure construction regions, urban and rural areas, and promote supply level of infrastructures; secondly, it refers to ensure overall planning of urban and rural construction in urbanization process, enlarge strength of overall urban and rural development, increase, rural development vitality, promote harmonious promotion of urbanization and new rural construction, and realize integration of urban and rural development; thirdly, it refers to realize spatial intensive ecology, configure urban and rural resources reasonably, achieve intensive maximization, and ensure safe and friendly ecological environment.

“Softness” mainly includes: in public product provision and basic public service, it refers to ensure quantity guarantee and quality improvement of public products in compulsory education and administrative service and perfect urban and rural basic endowment insurance service system, primary care health service system and employment security system constantly. As for institutional mechanism, it refers to eliminate service difference in household registrations system gradually, perfect urban and rural land system step by step, and solve multiple social contradictions caused by it. In spiritual and cultural construction, it refers to solve problems of social honesty deficiency and moral deficiency caused by high-speed urbanization, develop cultural development of prosperous and newly-developing towns, and promote overall quality of citizens.

THE ACTUAL REQUIREMENT OF NORMALIZING REGULATION INSIDE GOVERNMENT FOR PROMOTING QUALITY IMPROVEMENT OF NEW-TYPE URBANIZATION

Orientation of Regulation inside Government and Analysis of Our Regulation inside Government System

Christopher Hood thinks that regulation inside government is regarded as various ways, which use some public institution to exert influences on other public bureaucracies, namely *some governmental organization is endowed with specific supervisory power to implement supervision on other governmental organizations in the way of maintaining independence with the supervised*. Here, it contains three basic elements: The purpose of a bureaucracy is to impact behaviors of another bureaucracy; there is organizational independence to a certain extent between the “regulator” and “the supervised”; “The regulator” is duly authorized to investigate behaviors of the supervised carefully and try to correct it [3].

Here, it is necessary to clarify the relationship among regulation inside government, business regulation and supervision government. Their subjects, objects, ways, purposes and granted permissions are slightly different (Table 1). From the supervision level, regulation inside government, as a matter of fact, is the supervision on external supervising subjects, namely it supervises the regulator. The common point of regulation inside government and business regulation refers to intervene, guide and correct behaviors and decisions of supervising objects, while supervision government has no permission of correction. It emphasizes a kind of monitoring and supervision.

Table 1: The Comparison among Regulation inside Government, Business Regulation and Supervision Government

	Regulation inside government	Business regulation	Supervision government
Subjects	Government policy department	Government functional department	Legislation, judiciary, media and the public, etc.
Objects	Government executive decisions and services	Market	Behaviors of governmental personnel and civil servants
Ways	Parallel supervision	Vertical supervision	Stereo supervision
Purposes	Forge “Waste-watchers, Quality Police and Sleaze-busters”	Normalize market order and maintain social stability	Restrain government behaviors and supervise governmental personnel and civil servants to execute and modify decisions.
Permissions	Guidance, investigation and correction	Guidance, investigation and correction	Monitoring and Supervision

The regulation inside government defined by Hood is “pure” regulation inside government, but the organization of regulation inside government often combines supervision functions with broader political functions, and relatively pure supervision organizations are fewer.

Regulation inside government in our country is not pure pattern of regulation inside government. Its supervising subjects mainly include the Commission for Discipline Inspection of Central Committee of the CPC and National Audit Office of the People’s Republic of China. However, National Audit Office develops more auditing supervision functions, so it is excluded. Our country implements the central government system of the State Council, which is a socialist governmental system with Chinese characteristics, is the executive organ of the highest organ of state power in the State Council, and also is the highest state administrative organization. The Commission for Discipline Inspection of Central Committee of the CPC and National Audit Office of the People’s Republic of China are one of departments of the State Council and are directly guided by the State Council. Moreover, our supervision departments are mostly established in the internal government agencies. These departments have double leadership, namely it includes the leadership of the same-level and superior departments. Under the double leadership, professional supervision organizations are under many restrictions, which have a strong impact on independence of supervising subjects and cause mental concerns of regulators. Furthermore, independence of supervision power isn’t embodied completely, and supervision effect is also unsatisfactory.

Significance and Necessity of Our Regulation inside Government for Quality Improvement of Urbanization

From the perspective of current urbanization effect, rapid development of urbanization brings about a series of contradictions and problems, which should be solved urgently. Phenomena of the “Ghost Town” and “Empty City” are current hot topics. Many new districts and cities, which were placed high hopes once, become the “Ghost Town”. Moreover, its quantity is increased constantly. Under the general trend of quickening and advancing urbanization, on the one hand, reclaiming cities from lands blindly intensifies dissatisfaction of the local public on society. Group anti-demolition events and petitioning quantity are rising continuously. In recent years, group events reach 100000 every year. On the other hand, in urbanization process, ecological environment is destroyed seriously, resulting in ecological deterioration. Moreover, local traditional culture is also suffered persecution and loses cultural characteristics. We shouldn’t just look on these superficial phenomena. Instead, we must explore inner

motivations, namely, it is necessary for us to analysis how to make a decision for the government and who will restrain the government, from the internal perspective of the government.

Nowadays, our inner government, on the one hand, exists lots of problems, such as severe corruption situation and government honesty risk, and so on. The international organization “Transparency International” issued 2014’s Corruption Perceptions Index, while China only had 36 scores. Its ranking dropped 20 places on year-on-year basis. It ranked the 100th place in 175 statistic countries and areas. In the data over the years, China has been kept in the midstream position, but it dropped by the 20th place uncommonly and dramatically [4]. On the website of YAHOO news, China investigated more than 25,000 people for corruption in the first six months of 2014, Nearly 85 percent of the cases investigators pursued involved bribes of more than 50,000 yuan (\$8,000) or embezzlement of 100,000 yuan [5]. It can be observed from yearly increasing group events that government inner problems still can’t be improved. Though, the nation established Bureau of Corruption Prevention in 2007, it attaches to the State Council and adds a brand in Ministry of Supervision. However, it is still enslaved to the constraint of current administrative supervision and can’t realize independence of supervision really. Urbanization still suffers from social development dominated by government. Therefore, good and bad government internal governance impacts quality of urbanization directly.

On the other hand, regulation inside government is an institutional guarantee condition for developing functions of business regulation. How to normalize government actions is an important topic of impacting the development of new-type urbanization. Only to have good environment for regulation inside government can it promote the perfection of business regulation. Our country is a socialist country that is based on the public ownership. Our country has established socialist market economy system gradually, since from the reform and opening-up policy. Market mechanism plays an increasingly important role on the urbanization development, but it doesn’t reverse the situation of disordered relationship between the government and market in urbanization development at all [6]. The tangible governance of the government still guides the development process of urbanization. Thus, it is necessary to normalize governmental behaviors and decisions, fully play the role of regulation inside government, and build the good environment of government behaviors and decisions, so as to promote constant perfection of business regulation.

Under the overall background of new public management movement, regulation inside government increasingly pays attention to act as a role of a governance tool for public service quality improvement, cost control and performance improvement, etc. [7]. Currently, studies and works concerning regulation inside government in academic circles are very few. Many scholars are wild about studying the relationship between the government and market, supervision government and government corruption, etc., but lose sight of studying system of regulation inside government. Studies about how to normalize governmental behaviors and decisions are remained blankness. Undoubtedly, studies on business regulation are important, but it is noteworthy that current situation should focus on regulation inside government. Our country is now at a crucial stage of developing urbanization. Orienting the status of government regulators and developing functions of regulation inside government have significance on building a good development environment for quality improvement of new-type urbanization and ensuring quality of urbanization development. As a result, we must better restrict government behaviors by normalizing regulation inside government and guarantee rationality of decisions and execution from the source.

REFLECTION ON NORMALIZING REGULATION INSIDE GOVERNMENT

Regulation inside government is highly diverse and there is a marked disconnection between the control regimes applied by regulators of government to those they regulate and the way the regulators are themselves assessed and controlled [8]. So we must take some measures to normalizing regulation inside government from the aspects of institutional arrangement, supervising subject, legal system, supervision blank and relationship distance, etc.

To Optimize Institutional Arrangement and Reinforce Independence of Supervising Subjects

Independence of supervising subjects will improve implementation efficiency and effect of supervision measures greatly and form direct power restriction on behaviors of government officials and departments. Our country implements the system of people's congress. The People's Congress is our authority and performs the state power on behalf of people. Other state organs should be supervised by the authority [9]. The Commission for Discipline Inspection of the Central Committee of the CPC and Ministry of Supervision merge work in one official. The Bureau of Corruption Prevention is subordinate to the Ministry of Supervision. Dependence of supervising subjects restrict the development of governmental inner restrictive functions

As a result, first of all, our administrative system can use experience of regulation inside government in countries with parliamentary system, such as Britain, etc., for reference, make the Commission for Discipline Inspection of the Central Committee of the CPC and Ministry of Supervision independent of the administrative system of the State Council, make them responsible for the National People's Congress directly, let supervision departments at different levels plan and manage as a whole, and make them independent of administrative leadership of local governments and form a parallel supervision relationship with government administrative departments, so as to exclude all external interrupts and obstructions. Secondly, it will cause the scale expansion of supervision organizations and increase of department personnel, while emphasizing independence of supervising subjects. Thus, firstly, it should clarify power lists of supervision organizations, confirm responsibility by law, and set up the administrative system with the integration of power and responsibility; secondly, it should optimize multifarious supervision affairs in line with required supervision projects, reduce the staff, and control scale of organizations; thirdly, it should cultivate more professional regulators and improve moral quality of regulators; fourthly, it should implement strict position assessment system and responsibility accountability system, establish perfect examination and evaluation system, and enlarge performance examination and evaluation for supervision organizations.

To Perfect Legal System and Fill up Supervision Blank

The circulating dilemma that "who should supervise the regulator of regulators" has been an urgent problem. We must attach importance to links of supervision blanks, while emphasizing rights and authority of regulators. A perfect regulation inside government system must be supported by law. Law is the fundamental safeguard of institutional operation. The fourth plenary session of the 18th Communist Party of China Central Committee deployed comprehensive rule by law and emphasized that rule of law should be regarded as the basic means of governance and it should be combined with rule by law and rule by virtue.

Thus, in order to perfect supervision system, first of all, it should confirm existent legitimacy of organizations of regulation inside government by law, endow sufficient supervision functions for it, ensure supervision authority of supervision organizations, improve normative legal system for current supervision departments of the Commission for Discipline Inspection of the Central Committee of the CPC, confirm the range of supervisory power by law, designate behavior space of government administrative

departments according to law, stick to eliminate the space for using authority to establishing power, and bring the entire process of supervision activities into the legal system. Secondly, it should establish interactive mechanism between supervising subjects and perfect mutual supervision forms of superior and subordinate supervising subjects. Thirdly, it should reinforce moral construction of government departments. Governmental personnel should play a leading role on establishing legal and moral system of socialism. Fourthly, it should give full play to supervise supervision departments by the public, society, media, and other subjects.

To Enlarge Relationship Distance Moderately and Ensure Information Symmetry

Relationship distance is a concept of business regulation and hereby refers to the differentiated degree between the regulator and the supervised in the operational process of the government. To a certain degree, the larger relationship distance brings about more dynamic and official supervision. At present, the relationship between our inner supervision system and administrative units is closed and complicated. Moreover, functions of supervision organizations are overlapped each other. It resulted in multiple phenomena that bureaucrats shield one another and group corruption. This greatly reduces credibility of the government. Petitioning and protestation events take place occasionally. Consequently, it is essential to enlarge the relationship distance between inner supervision departments and administrative departments moderately. The independence of supervision departments also enlarges the relationship distance between the regulator and the supervised to some extent. Meanwhile, the requisite measures of preventing from corruption and enlarging the relationship distance involve in enlarging range of regulators' rotation and randomness.

Supervision activities also have information asymmetry. On the one hand, it must give consideration to information asymmetry caused by it, while enlarging the relationship distance. Only to fully obtain information of the supervised can it is better supervised. Government administrative departments must live up to maximal openness and transparency for governmental information under the circumstance of allowable system, take full advantage of modern internet, etc., various communication channels, perfect open procedures, and ensure that supervision departments can obtain sufficient information. On the other hand, the proportion of existing compliance cost in financial cost of local administrative departments is increasing greatly. Administrative departments often waste lots of manpower, material resources and financial resources, for the sake of coping with examination of superiors or supervision departments, etc., activities. Consequently,

sufficient information disclosure will also extremely reduce cost of administrative departments in this aspect. Supervision departments need to disclosure supervision information, improve efficiency of supervision activities and reduce administrative costs based on improving supervision requirements and content, too.

CONCLUSIONS

Though the author emphasizes the importance of regulation inside government, we must realize that construction of new-type urbanization is a long-term and enormous system process. It also must give full play to the supervisory role on government decision-making and implementation through the public, non-profit organizations, media and network, etc. So we can form a power supervision net with multi-agent interaction to advance the quality improvement of new-type urbanization commonly.

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