

ANALYSIS ON THE PATH FOR SOCIAL ORGANIZATION FOR PROVIDING PUBLIC SERVICES SUPPLY UNDER THE PERSPECTIVE OF COLLABORATIVE GOVERNANCE

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ABSTRACT: *In the era of big data and the "Internet Plus" in China, the complexity and uncertainty of national governance have been increasing. Therefore, for the public services supply, it is necessary to form a pattern of multi-subject social collaborative governance. As the main bodies of collaborative governance, social organizations have been engaging in the public services supplying actively, which reflects China's governance system and governance ability modernization. In this paper, by analyzing China's traditional supply mode and multiple subjects mode on public services, as well as social organizations providing public services under the perspective of collaborative governance, from which can find the lack of social organizations providing public services. Therefore, proposing the optimized path of social organizations providing public services through the case analysis meanwhile. The improvement measures of introducing competitive bidding in the public services supply, promoting the ability construction of social organizations and orientating the multi-subject roles rationally can optimize the path of social organizations providing public services.*

KEYWORDS: Social organization; Public services; Collaborative governance

INTRODUCTION

Collaborative governance of multiple subjects in national governance is a very important aspect of the China's governance system and governance capacity modernization. It is not only the government but also the society included governs society, which is the process for the government and society promoting the modernization together of China's governance system and governance capacity^[1]. Chinese Communist Party's eighteenth Congress Report proposed that improving the way of government providing public services, strengthening grass-roots social management and service system construction, enhancing the urban and rural community service functions, strengthening the enterprises, institutions, people's organizations' functions in social management and public service, and guiding the social organizations to develop healthily and orderly. Nowadays, the local government is not omnipotent and limited, and the demand for public service is a dynamic process. In the view of collaborative governance, social organizations participate in the supply of public services to meet the needs of the citizens, which not only embodies the diversification of social

governance bodies, but also shows the modernization of national governance system and governance capacity of China.

In China, social organizations include social group, private non-enterprise units and the foundation. Social organizations in China have developed rapidly in recent years with the help of the existing national policies and financial support. By the end of 2014, the number of social organizations in China was 60.6 million, an increase of 10.8% than last year. Among social organizations, the social groups 31 000, foundation 4117, private non-enterprise units 29.2 000 ^[2]. Social organizations can participate in the public service supply by signing contracts with government and obtaining the financial support in order to provide public services. Thus, it makes the government change from the direct provider to the coordinator and supervisor of public resources, forming a government-led, social collaborative governance new pattern which allows social organizations to provide public services.

Table 1: Number of Social Organization in China (2007-2014)

Unit: ten thousand

Indicators	2007	2008	2009	2010	2011	2012	2013	2014
Social organizations	21.2	23	23.9	24.5	25.5	27.1	28.9	31
Foundation	0.13	0.16	0.18	0.22	0.26	0.30	0.35	0.41
Private non-enterprise	17.4	18.2	19	19.8	20.4	22.5	25.5	29.2

Source: 2014 Social Service Development Statistical Communique, Ministry of Civil Affairs of the People's Republic of China.

Traditional Mode of Public Services Supply

In the traditional planned economy, the supply of public services in China emphasized a single supply management mode. The main supply bodies of public services are mainly the government departments and institutions which are hosted by the government. However, social organizations and enterprises as well as other governance bodies are rarely involved in public services supply. The supply management mode of traditional public service needs the public to feedback their public services demands to government. Then, the government provides the public service to the social public directly, or the public service is provided by all kinds of institutions which are hosted and allocated by government^[3]. In this case, the institutions has a strong dependent and subsidiary relationship on government so that the institutions lose autonomy, independence and enthusiasm as well as innovation. Even if the

government has the power of decision-making, executive and supervision, the public service provided by the public service is not clear, but also lack of effective assessment of the public service, the public service supply model has not kept pace with the socialist market economy.

Multi-subjects Mode of Public Services Supply in Collaborative Governance

As the traditional public service supply model can not meet the new demands of social governance, in the 2014 Chinese Government Work Report, Premier Li Keqiang first proposed “to promote social governance innovation and focus on the governing way by law so as to implement the multi-subject collaborative governance.” As a platform for social governance, it is a major breakthrough in the single subject to the multi-subject, and also the important content of collaborative governance about the supply model of public services. In the traditional government management, the government is the only provider of public services. However, with the rapid development of social and economy, the public service demands appear to be a diversified and dynamic trend. In the face of the diversified and different public service demands of the public, the government isn't able to provide public services with the single management idea.

Under the background of cooperative governance, the main bodies of the public services system is diversified: all levels of government, public institutions, private enterprises, social organizations and citizens can participate in the provision of public services. In the process of collaborative governance, on the one hand, the government needs to redefine the role in the supply of public services, from the traditional public service providers change as the mastermind, coordinator and supervisor of the public service. On the other hand, the government must build partnerships with the private enterprises, social organizations so that the supply of public service shows the diversified, dynamic and personalized trend. Under the perspective of collaborative governance, the institutions that are one of the multiple governance subjects are no longer the same as traditional supply mode which is allocated by the government directly. However, it can provide public services through the internal and external competitive bidding with the government. At the same time, the private enterprises can participate in public services through the PPP model. And for social organizations, it is a path for them to provide public services by the government purchase for services. Under the collaborative governance, there is a multiple supply mode of public services finally which is under the government-led, and institutions, private enterprises and social organizations compete and cooperate with each other. Promote effectively the government, market and social cooperation and interaction so that the integration of social resources in various systems is able to create together a high-quality public service supply platform to achieve high-quality and efficient public services supply.

The Path of Social Organizations Participating in Public Services Supply

Realistic Logic of Social Organizations to Provide Public Services

As Maslow's demand level, with the public service needs diversifying and complicating, the public have different needs in different stages. No matter from the dimension of quantity and

variety, or from the perspective of quality and satisfaction, the public service needs of the public have raised a high level of demand, so the public service supply model of government can not meet the different needs of the contemporary public. Under the framework of cooperative governance, social organizations are full of autonomy, which will be able to take responsibility of social organizations to undertake the task of social organizations to undertake the trend. On the one hand, as the bridge between the government and citizens, social organizations can express the public services needs rationally and legally which are on behalf of the group they belong to. On the other hand, the social organization can communicate with the government actively, and transfer the government's policy to the public. Also, social organizations are capable of coordinating and dialoguing according to the different groups' interest^[4]. Therefore, in the process of providing public services, not only can social organizations promote the national social governance system and governance capacity modernization and the development of public services, but also is able to boost social harmony and stability.

Operating Mechanism of Public Services Provided by Social Organizations

The government surrenders reasonably part of the social governance function. And as the subcontractors, social organizations undertake part of the social governance functions, which then become the provider of public services. The government and the social organizations take the public demand as the guidance, and then form the public service project. Thus, the public service supply mode which is based on the needs of public service and public service projects, makes the social organizations participate in the public service provision, which provides the opportunity for the ability promotion of social organization, and provides the possibility for the development of the social organization^[5]. But as the standard to citizen, the government not only provides the public services according to the wishes and preferences of the public, but also in the process, seeks a more diversified public service supply means. Innovating the system of public services supply and social governance, and supporting social organizations to participate in society governance and public services supply promote social collaborative governance. As the public services provider, the government is responsible for formulating services policies and planning services, providing the expenses the public service needs as well as supervising the service social organization provides. The government should assess the needs of public services in advance, and then make the services targets, services types, expense, services contents and so on. As for the public services provider selection, the government would better select social organizations openly and fairly via competitive bidding. After the successful social organizations undertake the services projects, the social organizations provide public services which are required by government. In the meantime, social organizations that provide public services should accept the supervision of the government and the public as well as the third party evaluation.

Case Study of Public Services Provided by Social Organizations: Guangzhou Benevolence Social Services Center**Case Background**

Because the social organizations participating in the public service in Beijing, Shanghai, Jiangsu, Guangdong and Zhejiang has been shown a good developing situation, we take the social services center of Guangzhou City as an example, a private social services center set up earlier in Guangzhou, which provides public services to the communities of Luocun society administration in the Nanhai District, Foshan City, Guangdong province. Guangzhou Benevolence Social Service Center is the earliest civil society welfare service group in Guangzhou city, which aims to unite the community and the people who are enthusiastic about social welfare undertakings both at home and abroad, to serve the society and benefit the people. Benevolence Social Service Center has rich experience in public service, and the service concept is mature. The social organization has begun to provide public services for Guangzhou city and its surrounding areas since the beginning of twenty-first Century. The operating mechanism of the public service in the case is mainly the government purchase of public service projects, and the government provides the service funds. Through the social organizations provide public services, the government will hand over part market oriented public service to the social organization to provide, which reflects collaborative governance in multi-subject participating in the public services after the government functions changed.

Specific Process of Social Organizations Providing Public Services

Benevolence Social Services Center provided public services to the community first in September 2007. Before providing the public services, social services center evaluated communities comprehensively in Luocun. Meanwhile, Benevolence Social Services Center collected public service needs through the participatory observation. After collecting, Benevolence Social Service Center designed projects of the public service provision, covering the life support, youth development, parenting education, recreational activities, immigration, social interaction and so on. Benevolence Social Services Center provides a series projects of youth services, the elderly services, the disabled service projects and family and community services according to the specific circumstances of the communities in Luocun, involving physical, psychological and social factors. However, Benevolence Social Services Center took different service means for different public service objects. At first, Benevolence Social Services Center has considered that the public did not know it well, so it has a wide range of service objects in order to enhance its popularity by providing large service projects.

After having fully known the communities in Luocun and analyzing the public service needs deep, Benevolence Social Service Center gradually improve the way of public service supply on the basis of the friendly relation with the public. And also, the public service supply model has developed from extensive to refining and professional. As for service groups, for example, Benevolence Social Services Center biases in favor of young people, but the public services are also provided to other service objects in the same time. What's more, Benevolence Social

Services Center engaged the professional of Hongkong social work in the process of providing public services to guide the public service provision, paying more attention to specialization on service supply.

The Dilemma of Providing Public Service under the Coordination of Social Organizations

In this case, Guangzhou Benevolence Social Services Center has achieved remarkable results in the process of providing public services to the public while some existent problems are reflected as well when the social organizations are participating in public services supply.

Informal Participation of Social Organizations

As the leader of the Luocun sub-district office knew Benevolence Social Services Center well, in the choice of public service providers, Luocun chose Guangzhou Benevolence Social Services Center which has the better social reputation, richer public service experience and more professional social service. Mutual consultation and negotiate with Luocun sub-district office and Benevolence Social Services Center, and there was no real way through the open bidding process. As is known to all, in the field of public services, the introduction of competition mechanism makes social organizations provide superior and efficient services to the public, which can better meet the targeted and heterogeneous services needs of the public.

Co-melting and Recognition Problems of Social Organizations

When Benevolence Social Services Center started to enter the communities in Luocun, first of all, it must got the public's recognition. At the same time, Benevolence Social Services Center must work together with the community committees to provide public services. However, in the process of providing public service, Benevolence Social Services Center was facing with the dilemma of the public and the non-recognition and even the resistance of community residents' committees: Benevolence Social Services Center needs to provide efficient and professional public services to be recognized by the public. But in the process, the community's residents committee believes that Guangzhou Benevolence Social Services Center puts pressure on it because of Benevolence Social Services Center's public services supply. Therefore, the community committee intended to squeeze Benevolence Social Services Center out when it provided public services. And it was obviously that Benevolence Social Services Center has not been given full supports and cooperation from the communities when providing the public services.

Blurry Subject Boundaries

The modern society is government transferring the responsibilities, which are undertaken on its own independently before, to the civil society, including all kinds of private sectors and civil volunteer groups. And the latter are taking on more and more responsibilities undertaken by the government formerly. As a result, the boundaries and responsibilities get more and more blurry among the government and the market as well as the volunteer organizations.

Under the background of collaborative management, it is difficult for the multi-subject to define the responsibilities in the process of providing public service. In the case, the responsibilities and functions are vague when the government and social organizations, the government and community committees or community committees and social organizations are providing the public services, which forms the unclear responsibility main body. At the same time, the government requires community committee to supervise the public service supply of Benevolence Social Services Center so the government is a lack of supervision to the Social Services Center. But the community committee believes that some functions are not within the prescribed scopes, which results in leak of public service supply. From the view of Benevolence Social Services Center, it tends to take it for granted that community committees should take on some public service supply while Benevolence Social Services Center is not willing to provide. Therefore, the function boundaries of the collaborative governance main bodies, which leads to the public service supply can not meet the needs of the public better.

Optimizing Path of Social Organizations to Provide Public Services in the Collaborative Governance

In order to encourage social organizations to provide public services better, on the basis of the existing successful experience, in allusion to the path to the trouble of social organization in the process of providing public services and according to the current situation analysis, there is a need to optimize the path of social organizations providing public services based on the perspective of collaborative governance so that social organizations are able to provide public services with efficiency and high quality.

Introducing Competitive Bidding in the Public Services Supply

Governance theory believes that market mechanisms should be brought in the field of the public management and public services, which can break the on state authority and the government's monopoly on social resources, and achieve the transformation which policy governance strategies and tools and governance model adapt to each other. In the collaborative governance of public service, the competitive bidding can make the collaborative governance bodies of public institutions, private enterprise and social organizations are fair on the starting point. In the system and the theory, any social organizations are able to participate in the public services project bidding that meet the requirements of public services supply. And in the same field, bidding also promotes social organizations to provide public services efficiently to promote competitiveness^[6]. A series of various and flexible ways are used in the competitiveness, including project bidding, contract system, cooperation between government and social organizations to attract more social organizations to actively participate in the public service provision, and then improve the efficiency of public services supply to meet the needs of the public.

In this case, the choice of the social service center of the village is mainly based on the relationship of the non-institutionalized procedures. In the choice of providing public service, the government adopts many ways such as public inquiry, tender and bid to introduce the

market competition mechanism. In addition, the government compares and merits public service projects or programs that are provided by many social organizations according to the public service needs. Moreover, the government establishes the cooperative governance partnership with social organizations through the contract ^[7].

Promoting the Ability Construction of Social Organizations

In the process of social organizations providing public services, social organizations must continue to promote their ability building and improve the competitiveness in the public services supply by the multiple subjects, to provide efficient and professional public services. Social organizations should strengthen their own independence and autonomy, in order to respond actively to the real public service needs of the public with the nongovernmental character. At the same time, in the trend of collaborative governance, social organizations are badly in need of promoting the construction of professional ability, and strengthen the professional advantages in the process of expanding the main body diversification of public services supply. Specialization is the core element of social organization. And it is the professional orientation that makes social organizations effectively play the social governance functions. The professional social organizations have clear service purpose, clear work plan, scientific leadership system, professional decision-making system, standardized fund management model, powerful supervision mechanism and other factors. The stronger is social organization's professional advantages, the easier play the social governance function, and longer is the professional ability, the more effectively can social organization provide the public service. Consequently, the social organizations are in urgent need of actively expanding the development ideas, promoting diversification and specialization simultaneously, even attracting and training outstanding operation management personnel and professional social workers public service supply, to ensure the public can enjoy professional and high quality public services.

Orientating the Multi-subject Roles Rationally

It is a very complex system project for the main bodies of the collaborative governance to build the relationship with each other, which needs to orientate rationally the roles of the main bodies of the public services supply, even balance and coordinate wisely the interests' relationship of the multiple subjects. In the process of providing public services, the government, private enterprises, social organizations and even the public play a different and particular role of their own, which requires every main body of the collaborative governance to reasonably orientate the respective role in order to ensure social organizations and other main bodies of public services provision to define their responsibility and authority and meet the diversified public services needs of the public , and jointly promote the healthy development of public services. Under the background of collaborative governance, social organizations providing public services, needs to ensure the independence and autonomy of social organizations, and establish their main position in providing public services. When social organizations provided the public services, for example, they need to make contact with sub-district offices, community committees and other grass-roots organizations.

However, the grass-roots organizations believe that they master rich resources; as a result, they are in a superior position. In fact, social organizations and sub-district offices, community committees are supposed to be collaborative governance relationship with equal consultation and cooperation. All the main bodies need to reasonably orientate their own role and clear their respective responsibilities to provide the public services of efficiency and high quality to the public. At the same time, the government should transform its functions, clarify the boundary of responsibility and give the rights reasonably to society, which can really realize the separation of government and society.

CONCLUSION

From the perspective of collaborative governance, it is a profound and practical significance that social organizations provide public services in social governance. What's more, this public service supply mechanism is not only good to social governance modernization, but also conducive to show the diversification and humanization of social governance. However, social organizations achieve some success during the public service supply while also coexist some development barriers caused by the deep-rooted concepts of society. Breaking the inherent constraints and improving the legal system as well changing the government functions can create a good environment for social organizations to provide public services. At the same time, under the premise of the government leading role, the public service should be managed in sort. Cultivating social organization development and innovating system construction and mechanism, can build a multivariate public services collaborative governance system in which the government, public institutions, private enterprises and social organizations cooperate with each other, which promotes Chinese governance system and governance capacity modernization by social organizations engaging in the public services supply.

It is a long-term and systematic project that social organizations participate in public service provision, and there are bound to experience a gradual process for its mature and stable development in the field of public service supply, which needs to accumulate experience and lessons in practice. However, due to the lack of academic ability, I can not do the more comprehensive and in-depth study on the subject. In this paper, it's a pity that the research is more on the theory level. But for the social organizations participating in the public service supply, it is more practical and exploratory. Besides, it also needs more professional and in-depth study in many aspects.

SUPPORT

This paper is supported by the Fundamental Research Funds for the Central Universities of China "Social Organizations Participating in National Governance in the Process of Governance Capacity Modernization" (SWU1509381).

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