PATH ANALYSIS OF SOCIAL ORGANIZATIONS PARTICIPATING IN NATIONAL GOVERNANCE

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ABSTRACT: *With the continuous deepening of reform and opening up, China's social management tasks are becoming increasingly heavy, the main body of national governance is moving from one to multiple. Social organizations in China have gradually developed and expanded in national governance and play a more and more important role, but they are inhibited because of the following reasons: the lag of the party's construction in the social organizations; the lack of government management; the defects of social organizations' development; the lack of public awareness, and social organizations' national governance has not yet formed a highly efficient interactive cooperation mechanism. To improve the social organization in national governance, party committees should strengthen the party construction and play an active role in social organizations development; the government should improve the management system, optimize the relevant specific policies; social organizations should pay attention to the construction of their own ability; the public should enhance the recognition of social organizations. There should be a benign interaction mechanism between social organizations and other related subjects.*

KEYWORDS: Social Organization; National Governance; Path

INTRODUCTION

After the reform and opening up, the main body of national governance in China is from one to multiple. The 18th National Congress of Communist Party of China puts forward the following policies: improving the government to provide public services, strengthening the grass-roots social management and service system construction, strengthening organizations' function in social management and public service functions, and guiding the healthy and orderly development of social organizations. In recent years, the social organization has developed rapidly (Fig.1).And it has been more and more significant role in education, environmental protection, sports, health, civil affairs, justice and other social life. According to the statistics of the Ministry of Civil Affairs, there has been 606,000 social organizations in China, increased by 10.8% over the last year, by the end of 2014, which included 310,000 social groups, 4117 Foundations and 292,00the private non-enterprise units.[1]]In addition, there are a large number of social organizations that have not been registered with the government's

requirements, and their detailed data cannot be obtained. Conservative estimates of many experts and scholars: the number of social organizations in this category has more than 3 million.
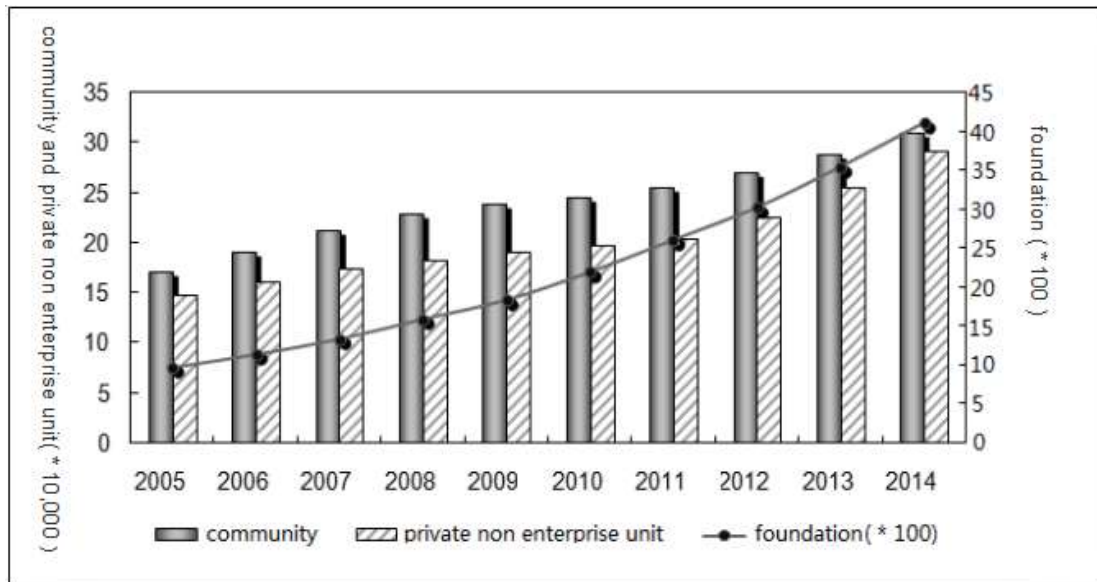

Fig. 1. Development of social organizations in China（2005-2014）

Data sources: Ministry of Civil Affairs announced the development of social services statistics bulletin in 2014

The important purpose of social management is to protect and improve people's livelihood, the most important way is to stimulate social vitality and promote social participation.The Third Plenary Session of the 18th National Congress of the Communist Party of China proposed, "the state and national governance need to create conditions for social part icipation in major decision-making, from all levels of the field to expand citizens' orderly political participation, to build a reasonable and complete system of deliberative democracy, to broaden the channels for the grassroots organizations, social organizations,and other types of ways main bodies partaking i n the democratic consultation process. 《Decision of the Central Committee of the Communist Party of China on major issues concerning comprehensively deepen reform》 proposed to "stimulate the vitality of social organizations". In order to make the social organization can better participate in national governance, the state provides a good development space, so the social organization should not violate the mission. Instead, they should accurate positioning, assume the important responsibility of national governance.

The function of the social organization is to make the government's mandatory minimum, ensure the political freedom, and improve people's life.[2]Social organization is the important link and bridge between the government and the society, besides it is one of the important

elements in the national governance. Social organizations want to participate more effectively in national governance, they should be formed a positive and interactive mechanism with other related subjects. Party committees, governments and social organizations around the citizens' movement are the important elements in the modern society, and also the important subject of national governance. The balanced development between the main body, the benign interaction, and the cooperation of the society can not only be full of vigor and vitality but also the harmonious development of the key. However, at present, the main body of national governance in China has not formed a highly effective and perfect interactive mechanism, and the path of social organization in national governance is still to be optimized.

Reality path analysis of China's social organizations to participate in national governance

Social organizations make a difference in many fields such as social security, social service, social coordination and national governance. In recent years, social organizations have been booming. The party and the government have paid attention to them, and delivered some functions to them. At the same time, the party and the government have also given social organization a lot of policy supports. Social organizations play an increasingly important role in social development by providing public services and participating in national governance. The social organization is spontaneous, voluntary, there are many of them were set up under the guidance of the government, the two types of social organizations in the vast majority are affiliated to the government. The government can make the social organizations participate in national governance and solve the problems of the management of the social structure change, through the way of entrust or authorized .[3]Among them, the hub-social organizations foster social organization so that the whole community can better provide public services to the public, better participate in national governance.

The analysis of the issue concerning the path of social organization participating in national governance

Social organizations play an important role in participating in national governance, which complements the government management. However, from the perspective of overall practice, here are still many obstacles in the path of participation.

Lag of the party's construction in the social organization

The party plays a crucial role in ensuring the right direction of the development of social organizations and in leading their appropriate development. The relationship between social organizations and the party is constantly adjusted as the social organizations develop quickly. The construction of party within social organizations is till lagged behind, reflected in those aspects: the relatively small number of party member in social organizations and it is not easy to increase the rate; party membership credential connection within social organization is hard to enforce, so does the management of party member education; the weakness of the management mechanism of party construction within social organizations and the difficulties in responsibility realization; the unclear definition of the party organization within social organizations making it hard for party organization to fully exercise its influence.[4] The main

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body of the social organization of the party is not clear and the management system of the social organization is not perfect. Which affects the party construction of social organization, but also is not conducive to social organizations to participate in national governance.

The deficiency in government management

Insufficiency of policy and management system

The unclear responsibilities and lack of institutional norm are the issues involved in the shared national governance between social organizations and government. The development of social organizations cannot stand without the support of government. Nowadays, the majority of China's social organizations are tied to government for their existence. The lack of policy supply and clear specification in dealing with two issues, what should do and what should not do, lead to the turmoil of inter work and unclear goals of social organizations, when they come to national governance together with government. Reasonable institutional norm and sound legal restraint are the premises for social organizations to participate in national governance. The present acting point of administrative laws and regulations in china focuses on the registration management of social organizations, ignoring the internal administrative control, leading to many legal loopholes in assets management and financial regulations in social organizations, which not only compromise the effect of government management over social organizations, but also hinder social organizations from participating in social government.

Lack of institutionalization of the Government in the process of purchasing service projects from social organizations.

In the purchasing process for a community service project in the West, the government first announced to the public the social welfare budget and the government purchase price, quantity and other data, then followed the budget strictly. If they want to append or reduce the budgets, they must be passed by Parliament to implement. The government has a set of systematic purchasing procedures when they come into buying the service projects. While there is a lack of institutional buying procedure about the governments in China when they purchase service product from social organizations, the purchase of budget changes and randomness is large. In addition, there is no stable institutional budget while purchasing, which leads to a situation that it is needed to improve the institutional arrangements at the national level further.

Evaluation and supervision system is in need of improvement

In addition to provide the public services, the Government also plays a watchdog role. The Chinese Government exist confusion while do the work of evaluation and monitoring toward the social organizations , which is mainly reflected in the body of the evaluation and monitoring .At present, not only the registration and administration of social organizations performs its assessment and monitoring functions, but also does the governments' departments relating to the scope of business of social organizations and the units authorized to carry out assessment and supervision by the governments, which forms a phenomenon that a unified registration authority and several competent business units do the work of evaluation and

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monitoring toward a social organization at the same time. As different departments focus on different aspects and the way they adopted to assess and supervise differs, the results came into being are obviously different, which would make some resources wasted as well as social organizations confused. Besides, the entangled management can also cause some vulnerabilities about the contents of evaluation and supervision, which is not conducive to objective evaluation and monitoring of the social organization for the government meanwhile.

Defects of social organizations' development

Limitations of their service capacity

The China Charity Federation and the Red Cross Society of China raise a huge amount of money, but without ability to make contributions to the social organizations so as not to make contributions achieve the maximize effectiveness, which mainly due to insufficiency of capacity to provide professional services of the majority of social organizations. So more and more people are providing help to the society through their own way, rather than through social organizations. The following reasons could help to explain the phenomena. On the one hand, social organizations lack a organizational structure including clear and reasonable division of labor and the capacity to deal with social issues and do not perform the original functions as social services organizations, which led to distrust on social organizations of people who are enthusiastic about public welfare and charity. On the other hand, financial system of the social organization is not transparent to the public, causing financial chaos and eventually losing the public's confidence with the social organizations. Social service organizations need to strengthen their own capacity-building, only so could social organizations provide higher-standard services and more qualified products and participate in national governance better.

Self-management problem

Internal management and internal oversight of the current organizations in our society are in a state of empty. The disordered internal self-management of social organizations slackens the work processes and results in deficiency. Thus it is unable to meet the requirements of national governance. Although the Government is strict with the access system of social organization, the group, once established, government management would loosen over it. There are no complete responsibility systems in the internal structure of social organization, which is not integrated and is insensitive to social events, and departments in it shed responsibility. The organization itself does not have strict financial disclosure system, which serves to that the public don't know whether donations are used for public service careers. In addition, due to the lack of internal oversight mechanisms, corruption often happens. Self-management of social organizations has a great negative impact on public credibility.

Insufficient resource integration

The insufficient resource integration of social organizations is mainly reflected in the using of labor and financial resources. From the perspective of organizational structure, social organizations do not make full use of human resources and organizational force is not strong,

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leading a situation that staffs dispersed in the Organization and could not be effective in time to provide the public with quality products or services. On the other hand, the community organizations are in need of professional financial talents who are unable to allocate funds according to the social situation in a timely manner and make an inefficient financial integration. For instance, during Wenchuan earthquake period, the public donated a large amount of rescue materials heavily needed. As there is no emergency plan for disasters in some relating organizations, huge loads of belongs backlog and it is no way to integrate the resources of labor, finance, and substance. The final result is that there is so much rescue material out of reach timely, which decrease the public credibility of the organizations. Therefore, the strengthening of social organizations' ability to integrate their own resources is necessary.

Insufficiency of public understanding toward social organizations

Community management is constantly updated, but public the right awareness of the social organization is still insufficient. From the public point of view, the concept of social organization is often a social group, many citizens know little even nothing about the participation process, business processes and services. In the face of social development, people often adopt an indifferent attitude. In aged care, for example, with the social progress and development Government purchasing Home pension services from social organizations is necessary, but the actual results often goes against expectations. That is to say, there are always some vacant beds in the nursing home while there is a huge number of the aged who needs to nursing home services in our society. In addition to the management system needs to be improved by the Government, the insufficiency of public understanding toward social organizations serves as the main reason.

To optimize the way of social organizations partaking in the national governance.

The overall social organizations in a large scale and number even developing on its way, and the tasks of China's national governance being various, it is not reasonable that whether social organizations is partaking in national governance alone or merely only relying on the government's supporting. Party committee, government, social organization (hub type social organization, ordinary social organization), the public, all these are the important main body in the process of social management. It is an essential way to guarantee its effective participation of national governance in which forms a virtuous interaction mechanism between multiple subjects.

To strengthen the work for the party building of social organizations, and to exert the optimistic effect of leadership of party committee.

The construction of the party's organization and the party's ability in the social organization should be strengthened. Firstly, to lay down the party's rules and regulations for building and improvement of the party in social organizations, including the branch responsibility system, branch development system, party members' education system and so forth. Secondly, the upper party committee should guide and supervision the building and developing things of the party organizations in the lower class. In recent years,"four simultaneous stages" the experience

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of Shandong, Guangdong province of China and other places has been taken and needed to promote: the First, the registration of the social organizations syncs with the setting-up of the party; the second, the construction of social organization itself synchronized with the inspection of the party building yearly; the third, the head of the social organizations and the head of the party in responsibility, synchronously adjusts; the forth, some excel activities of the social organizations and the Party are carried out simultaneously.[5]The thirdly, to alter the scientific level of the building work of the party. To strengthen the building work of social organizations without affecting its autonomy, on the contrary, which should stimulates its vitality. Social organizations is full of volunteer, spontaneity and other characteristics, so there would be getting better results to take a democratic way in the management, for example, taking the form of democratic decision-making on the policy agenda. In addition, the specific activities of social organizations participating in national governance, the party committee should change the original "guidance" approach to a cooperative one to achieve its common governance together.

To show an active role of the party committee in building works. Social organizations plays an important role in national governance, but generally, is still in the early stages of development, its behavior being not sufficiently standardized. The party committee should ensure its right developing direction of social organizations and guide it growing gradually. The party committee should combine its own different characteristics to carry out flexible forms, and content-rich organizational activities, to encourage members' enthusiasm in the community and related masses; and the party committee should promptly publicize and interpret the party's documents, resolutions, so as to help social organizations to grasp the policy information for making decisions.

To intently improve the management rules and regulations of the Chinese government towards social organizations, and to optimize some specific policies.

Reasonable authorization and mutual political trust

Social organizations, as a bridge or tie between government and citizens, on the one hand, it can rationally express their legitimate public demands with representing the population in a certain group; on the other hand, social organizations, through active communication with the government, will deliver the government's policies to the public, according to different groups in various profits.[6] Chinese government should understand correctly that the social organizations"an organization, should not be place to streamline personnel and retirees, but to shoulder the functions of government departments; not the formalized tool changing of the government, but the most active civil society in the public sector; not a power struggling with the government, but with the help of national governance".[7]Chinese government should regard the social organizations as a companion in national governance, the government should abandon the original ways to restrict and control the practice of social organizations, but should license it to social services according to different social services, provided it with enough developing space to let it exert its spontaneity and make it multiply and totally partake in the national governance. The social organizations with a huge number will inevitably sometimes

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burst out some different voices, but the government should be lenient attitude and not merely to suppress the way to deal with that, in the management of social organizations should be trusted.

Policy optimization and preferential policies

Government policies have great impacts on the development of social organizations. Therefore, to encourage social organizations to better participating in national governance, the government should increase the supply system, and to optimize in terms of policies and promotions. Currently, a large number of social organizations, registered and not registered, different regions, different types of social organization being complex, the relevant policies are also fragmented. Government needs to sort out, according to different regions, some types of policy systematic optimization to make policies clear and operable. Meanwhile, in the policies of social organizations should be promoted. To encourage social organizations in registering with some certain preferential policies, maybe, it can be supported on the funding or the human resources. In addition, to promote the development of social organizations, the government can do the implementation of lower taxes or part of the social organizations tax policy.

Scientific management and supervision according to law

The government should establish a scientific management system of social organization in the following aspects. First, the government should be based on the recent situations of social organizations in accordance with the scientific management, the principle of convenient services to sort it in a reasonable classification. In the current, classification-based social communities, private non-enterprise units and foundations on three categories of social organizations, respectively, can be further divided according into interest-oriented and legal status: nonprofit organizations and mutual benefit organizations; legal associations and unincorporated associations. As for legal associations and nonprofit organizations, government should be strict supervision to checks, but in policy support and financial support should give greater concessions.[8]what's more, in an institutionalized form of management. Government should develop customized for different types of social organization corresponding with various management rules, including registration, approval, membership management, daily operations, organizational development, budget and final accounts and exit mechanisms. In addition, currently social organizations' great contribution is to provide public services to the government. So, the government should develop detailed things to purchase this service system, so as to establish a fair and transparent bidding through institutionalized procedures. Finally, the government should imply dynamic management system under an innovative mode. The Government should innovate management mode, should further reduce barriers to its entrance; in a simple purpose to streamline the approval process; in the background of "Internet plus+", with the much use of network information, data on large to achieve its dynamic system management towards social organizations.

The government should supervise the social organizations in accordance with relevant laws. Social organizations with strong spontaneity, often have more flexible forms of activities. The

government should carry out effective supervision of its products, supervise and urge them to participate in national governance and provide public services in accordance with law and order. Government needs, in accordance with relevant laws and regulations, to supervise social organizations, which can not because of the leaders of social organizations or the temporary benefits brought by social organizations to release the supervision. Government should do the following aspects: first, to supervise the establishment of information disclosure system, the basic information on the social organizations of public services to the government, participating in a particular program and the progress of national governance should be open to the public; second, to establish incentive mechanism, will be rewarded for good faith compliance, service effectiveness obvious social organizations and individuals, otherwise be punished; third, to establish a tax regulatory system about social organization. Social organizations have not only preferential policies, but also strict tax regulation system. The Government should, at the circumstance of distinguishing profit organizations and non-profit organizations, make the development of differentiated tax policy and strengthen the follow-up supervision.

To focus on its own building ability of Social organizations.

Social organizations need to strengthen self-management, enhancing the service capabilities to keep themselves stable and healthy development and to have a better participation in national governance.

First, to form sound internal governance mechanisms. The specific internal management can learn from the experienced enterprises' management: the implementation of human resource planning, financial budget accounts, incentives, management by objectives, total quality management and things alike. Second, the social organizations of democratic decision-making mechanism and self-monitoring mechanism should be established. Social Organizations, during the elections, should follow democratic principles of decision-making. At the same time, the Board of Supervisors may establish internal management as well as specific activities to participate in national governance oversight; social groups are to take advantage of third-party assessment organization in order to conduct self-assessment. Third, to actively cultivate professional talents of social organization. At present, there is a general lack of professional personnel of Social Organizations. The hub of Social Organizations should play the role of incubator of the talented, to have some cooperation with the government, enterprises, and universities to attract or train professionals to social organizations. Fourth, improving service capabilities to achieve the product and service professionalized. Only by providing good products or services can win public recognition of their own, and to have a better participation in national governance. Society organizations should be advanced with the times; for the demand from the public, the government should have a keen "sense of smell," so that it can update their products or services altering for the new demands public. At the operational level, the social organizations should be flexible when updating activities, and actively introduce advanced technology, and science and technology; via the using of the Internet, information exchanging between various social organizations, policy interpretation and sharing information in a timely manner and for different development plans, which are to avoid the formation of

blind competition.

Enhancing the public recognition of social organizations

Social organizations partaking in national governance, its fundamental starting point is to serve the masses, any activity management of social organizations is as it should be people-oriented. If it is without public recognition of the organization, it is clearly difficult to survive. At the same time, the public recognition of social organizations will also promote the development of itself. At present, social organization in China as a whole is still in its infancy, yet well developed. Chinese people still have not a correct understanding of social organization. And because of the scandal of the Red Cross, the Chinese Patriotic Association and other social organizations project make people doubt social organizations and so it is leading the public to have not enough identical recognition with social organizations even resentment. In this regard, the Chinese government should take actively positive publicity measures and guide for basic information of society organizations as well as the contribution and achievements publicized through television, newspapers, Internet and other media; social organizations itself should also further the masses to carry out its various forms, content-rich, relaxed atmosphere theme activities, so that the public can really understand themselves and obtain its approval; universities, primary and secondary schools should actively carry out some theoretical and practical teaching on social organizations in the dissemination of knowledge and nurture the talented while making students really understand what the social organizations is.

SUPPORT

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