

## A Public Service-Oriented Government Building Path in Chinese City: An Example From Public Rental Housing of Chongqing

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### Abstract

A public service-oriented government has become the core purpose of Chinese municipal government's reform, central and local government has tried many times to explore, but effective paths are still in short. Chongqing City puts forward to improving the local livelihood of the people and providing public products and services to construct a public service-oriented government. Public rental room as a people's livelihood of common goods to deal with marketing failures, not only eases the housing difficulties of vulnerable land, but for the construction of the Chinese city public service-oriented government from top design, the governance structure, supporting systems will produce strong demonstrating effect.

**Key words:** The city public service-oriented government; Path; Public rental housing; Chongqing

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### INTRODUCTION

The public service-oriented government was proposed by academic circles and put into practice by the Chinese local government, then adopted and popularized by the central

government in the whole China. The public service-oriented government insists on citizen and social standard, emphasizes core value position in social governance of public service and the government's public service function. The public service-oriented government's construction is achieved through the provision of public goods and public services, is to completely change the economic development administration. Constructing the public service government has become the core objective of the reform of Chinese government under the background of economic globalization, but also to optimize the path choice of government's mode of transformation. Up to now, the effective path of building is scarce in reality; it is hard to really push the overall improvement. The Chinese government clearly puts forward to build the public service type government and efforts to improve people's livelihood. Based on this top-level design, the government offers the public products to make up for the market failure, and ensure the housing rights of the poor—the public rental housing, which is the indemnificatory housing that was invested and supported by the government, limits areas and rent standards provides for the family that matches the condition. The city government guards the planning and construction, financing, operation and management, using supervision of all-round promotion of the public housing project. City public service government from the top-level design is to support system of governance structure and to form a complete system construction. Chinese municipal government is hard to serve the local people's livelihood, to promote the construction of public rental housing as a breakthrough point to promote the public service type government construction, constructing the new experience of public service type government according to provision of public products and services.

In the past 100 years, the public service government has been studied in-depth by the domestic and foreign policy makers, scholars and experts. Foreign public

service type government construction has undergone four periods. The latter half of the nineteenth Century is the limited public service period, government provided labor and social security, social relief, it was limited government theory; the late 20's and early 30's of twentieth Century is the public service development and perfecting period, and is attributed to the theory of government intervention; Emerging in fortieth Century, expanding the influence to solve the public choice theory and the government failure problem at the end of 60's; nineteen seventies, using mercerization and socialization to reform public service, the new public management theory occurred, that is governance and good governance theory, new public service theory. The foreign academics did not explicitly put forward the concept of "service-oriented government", but the correlate theory is very rich. The first relates to the service type government paper came from Germany administrative scholar, and he was the first to put forward the concept of "service administration" in his book *As the main service administration* (Ernst Forsthoff, 1938). Then Peter Badura in "as administrative task service administration and social life to take care of a country under the rule of law" was proposed a state that administration is welfare tools (Pete Badura, 1966). L. Cooper proposed a new public management movement, which is one of the most important contribution to make people be aware that the government belongs to people (Cooper, 1991, p.63). Osborn and Gaebler have put forward ten principles of Reengineering Government in "reform of government" (Osborne & Gaebler, 1992). the OECD concluded the connotation and characteristics of new public management theory (Mathiasen, 2000). United Nations Commission on Global Governance defined governance as the sum of the way of personal and public or private organizations managing the public affairs. The British scholar Robert Roots (R. Rhodes) think that management was a new management process or a change in the orderly rule, or a new way of managing society. From the view of new public management, Peters (1996) discussed market model of government, participation type government's mode, flexibility model of government and deregulation model of government in "management of the future". Entered in twenty-first Century, with Denhat as the representative of the scholars began to criticize the new public management theory and take new public service theory, the citizen is not only the master of the country, but also the public management behavior, its value orientation covers the citizen and public's interest orientation, citizenship and democratic orientation, services and livelihood of the people oriented, and put forward the public governance model (Normative model). Savas (2000) put forward the public service provider is not necessarily the government.

## 1. THE CONSTRUCTION HISTORY OF SERVICE-ORIENTED GOVERNMENT IN CHONGQING

As early as in the late twentieth Century, After Chongqing became a municipality directly under the central government, it began to promote "1+6" ("1+6" project means Chongqing government's decision on regulating the administration and improving the investment environment and other six supporting documents). project that is called "standard management, improve the investment environment", with the construction of public service-oriented government means. But it was put forward directly in the 2002 report on the work of the Chongqing City's government. The construction of public service-oriented government of Chongqing City from 2002 to now roughly has experienced the initial development; accelerating development, deepening the three fronts and rearing connected construction.

### 1.1 The Preliminary Development Stage (2002-2004)

In January, 2002, Chongqing City put forward the construction of public service-oriented government and opened the ideal design. In 2003 August, Chongqing City government issued "on the construction of service-oriented government work opinions" and "the construction of service-oriented government in 2003" two documents which insure the overall goal, mission, steps and measures of building a service-oriented government and guide the work of Chongqing local government. Chongqing Municipal government actively promoted the reform of the administrative system, founded the correct positioning and relationship of the government and the market in the construction of socialist market economy, especially found the boundary of government ability, paced from the practice to building a service-oriented government in Chongqing City. In May 2004, Chongqing City government formulated a China's first on-the-chief administrative officer accountability regulation "Chongqing City government department's chief administrative officer accountability Interim Measures", through effectively supervising their statutory duties and personal behavior, opening a new time of supervising chief administrative officer in China. The same year, Chongqing City government passed "Chongqing City government information disclosed Interim Measures" for opening the government information, facilitating residents' access to government information, and supervising the role of government effectively, which is a meaningful exploration and attempt to build a service-oriented government.

### 1.2 Accelerating Stage (2005-2006)

After the initial three years of exploration, the public service-oriented government of Chongqing City became

core areas by “cutting” the system of administrative examination and approval, reducing the project, standardizing the system of administrative examination and approval to improve the efficiency. In October, 2005, Chongqing formulated “Chongqing City area construction of administrative examination and approval system reform pilot scheme” to compress the approval procedures in the project approval process, optimizes the approval process and cuts the former approval project and transforms to establish, plan, land, design, accept five steps for shortening the processing time and reducing the rent-seeking space. In 2006, Chongqing City began to pilot the “strong county’s empowerment”, expand the scope of the district government power by decentralization, reduce the management burden and financial pressure of municipal government, strengthen county government management function and the service ability. At the same time, towns start “transformation” pilot reform; strengthening the supervision of law enforcement. In the organs of government departments, it carried out the “governing for the people and servicing development” learning activities, Chongqing commission of Transportation, Education, Public Security Bureau, Planning Bureau, land and house Bureau and other municipal departments have carried out correction activities for changing the style and servicing for people. Making the first joint responsibility, complaints investigation system, full agent system, post responsibility system, service commitment system, time limit system, dereliction of duty of accountability system and rules to improve the efficiency of government public service. This series of measures, driven by Chongqing City government at all levels are used to change the public service-oriented government. The public service-oriented government construction of Chongqing City went to accelerating stage; the relationship between government, market, society, and people has gotten better treatment and balance.

### 1.3 Stage of Deepening the Development (2007-present)

In 2007, China’s National People’s Congress, the central government formulated the “Chongqing 314” overall plan, started a new road for the construction of public service-oriented government, combined economic development with improving people’s livelihood. So far, Chongqing’s annual expenditure of livelihood has spent more than half of expenditure. In 2010 June, Chongqing put forward the construction of 30000000 square meters

(600000) public rental housing and other measures to solve the urban population (accounted for 30% of the masses of low-income) housing problem and aimed to improve people’s livelihood through the construction of public rental housing, started livelihood services for the people and the road of construction of public service-oriented government development. In July, 2011, Chongqing City put forward the public rental housing construction 40000000 square meters to meet the housing needs of the masses. In December, 2011, Chongqing City carried out the official assessment mechanism, the system of administrative examination and approval, the administrative law enforcement system, reformed the decision-making democratization, legalization and the disclosure of government information, etc.

Through the above three stages in an orderly way, Chongqing City government has constructed the service-oriented government by the people’s livelihood as the service type government standard, not only improving Chongqing local people’s livelihood, but also expanding the development of the construction of regional public service type government, found a breakthrough path to construct public service-oriented government.

## 2. THE BASIC SITUATION AND EFFECT OF CHONGQING CITY PUBLIC RENTAL HOUSING’S CONSTRUCTION AND OPERATION

Chongqing City put forward People’s livelihood oriented policy, the public housing policy, and the “double-track” housing strategy. 30%-40% in low-income guaranteed by the government to provide public housing and shantytowns, resettlement housing, the addition of 60%-70% in the high-income bought the commercial housing provided by the market.

### 2.1 The Construction and Effect of the Chongqing City Public Housing

According to the arrangement of Chongqing City government, building 40000000 square meters (800000 sets) of public rental housing is to solve the housing problems of low-income city 2000000 from 2010 to next three years. On the basis of 2011 has started construction of 28000000 square meters, and “overweight” new 13500000 square meters. In construction of the Chongqing City public rental housing as shown in Table 1:

**Table 1**  
**2010-2011 Project Districts of the City and County Public Rental (Million Square Meters)**

2010		2011	
Central city	District and county	Central city	District and county
Nan an district chaYuan (200)	Wan zhou district(20)	Ba nan district longzhouwan (140)	Wan zhou district (60)
Sha ping ba district weidianYuan (180)	Fu ling district (44)	Ba nan district jieshi (85)	Fu ling district (16)

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2010		2011	
Central city	District and county	Central city	District and county
Sha ping ba district xiyong (147)	Qian jiang district (22)	Ba nan district taojia (105)	Qian jiang district (58)
Jiu long po district huayan (125)	Yong chuang district (22)	Ba nan district xipeng (72)	Yong chuang district (63)
North new district dazhulin (124)	Jiang jin district (50)	Da du kou district diaoyuzui (68)	Jiang jindistrict (80)
North new district Yuanyang (108)	He chuan district (42)	Jiu long po district jin feng (59.8)	He chuan district (98)
Bei bei district caijia (106)	Chang shou district (44)	Yu bei district muer (180)	Chang shou district (56)
—	—	Two rivers new district fuxing (164.5)	—
—	—	Two rivers new district longsheng (233.5)	—

Note: Chongqing central city includes nine districts: Yu zhong district, Nan an district, Jiang bei district, Jiu long po district, Yu bei district, Sha ping ba district, Beibei district, Da du kou district, Ba nan district. North new district includes six offices of the streets: Li jia, Ren he, Yuan yang, Da zhu lin, Tian gong dian, Cui yun. Two rivers new district includes Jiang bei district, Yu bei district, Bei bei district and north new district, except of nine central districts is district and county. In 2011 the county public rental construction data for 2011 and 2012 and the area. (Data sources: Public rental housing information network of Chongqing City).

Seen from the table, the city of Chongqing, eight districts have built public rental housing, the center city district has six regions, Changshou, Bishan, Qijiang District have built public housing, public rental housing has basically covered in the city's population. By the end of 2011, the city built 28710000 square meters of public rental housing, public rental housing construction has entered a crucial period in 2012. A large number of public rentals have been constructed and meet some of the housing difficult masses' needs, 82000 sets of rent were distributed through four times draw lots, plus the industrial park and the district rents, the city's public rental housing amounted to 110000 sets. By the end of 2012, 150000 families went into the houses in total. At the same time, the public rental housing's facilities were complete. In addition to housing, around the public rental housing there have the middle and primary schools, kindergartens, cultural and sports facilities, leisure square, community management, business premises, office buildings, garbage station, bus station, track traffic facilities, coupled with convenient transportation, the

pleasant environment, reasonable apartment layout, low rent public housing conditions obtaining a higher rental rate, there are 300000 people (The above data are from the public rental housing information network in Chongqing City) benefit from it, the needs of production and living of residents have been meet.

## 2.2 Chongqing City Public Rental Housing Financing Channels and Its Effect

Chongqing City public rental housing planning area is large so that capital demand is big. According to the latest estimates, 40 million square meters public rental housing needs 120 billion Yuan, removing the government allocated land costs, about one hundred billion cash investment are also needed. If all by local finance to pay for it, it will account for the government's 20% budget income, then it will bring great pressure on the financial sustainability of capacity to pay. Chongqing needs to develop more financing channels, adopt comprehensive financing, raise pattern project comprehensive balance of funds, as well as the corresponding repayment mode. Specific see Table 2:

**Table 2**  
**Diagram of Public Rental Housing Financing and Repayment Mode in Chongqing City**

Public rental housing financing and repayment mode	2	Financial investment, including the central special, the fiscal expenditure, land allocation, tax cuts and subsidies
		For the rest of the commercial bank loans, provident funds, social security funds, insurance funds institutions, the central enterprises and other non-bank financing
3	3	According to the 10% supporting commercial facilities, about 40 billion Yuan of funds withdrawn from circulation
		After 5 years to sell the proportion of 1/3 limited property rights public rental housing, the recovery of funds of about 40 billion Yuan
		Rent, after deducting certain expenses earnings, can be used to balance the interest on loans

Public housing fund system takes "2+3" mode in Chongqing City. Financing, according to the financial investment and financing loan of 3:7 the proportion of financing. 30% from the central finance special, local fiscal expenditure, 30000 acres of state-owned land allocation, tax relief, tax return on investment and other forms, is the government investment of about 30 billion Yuan; the rest relies on social capital to solve, mainly through commercial bank loans, housing provident fund, financing of social security funds, insurance funds, the central enterprises, bonds and other means, and the

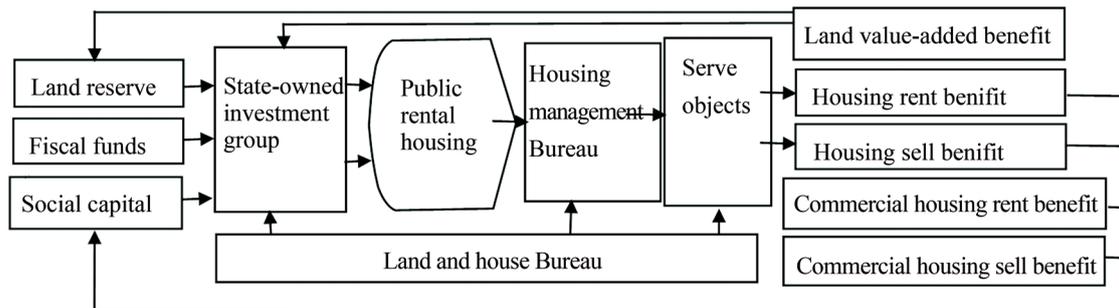
main commercial bank loans bring about 80 billion Yuan totally; also through covert alleviate the financial pressure to reduce development cost, making the public rental housing construction costs only 2500 Yuan / square meters. At the first half of 2010, the construction of public rental housing's land came from government's reservation, took direct allocation, using new land from urban land can cut tax, land value-added tax, reduce land use costing. In 2012, Chongqing won the central subsidy of 1.59 billion Yuan, the social security trust funds loans 4.5 billion Yuan, provident fund loans 3 billion Yuan for

solving the financing problems basically. Repayment terms, there are three main channels: the first is building 10% supporting commercial facilities for selling to residents at the market price, then it can withdraw more than 40 billion Yuan; the second is the public housing tenant can purchase the proportion of 1/3 of the limited property rights public rental housing after renting five years.(rent only repurchase by the government, not to the market sales),it can recover over 40 billion Yuan; the last is the monthly rent which the earnings after deducting certain expenses, it can be used to balance the interest on loans. The dynamic balance of public rental housing can be achieved in the whole financial system, public housing will get sufficient funds.

### 2.3 Operation and Management Situation of Chongqing City Public Rental Housing and Its Effect

Operating and managing public rental housing needs specialized institutions and personnel, Chongqing City leads multiple departments for operation and management of public rental housing. Chongqing City public rental housing takes “public ownership, building and managing separation” management mode. There are mainly related to two levels of land resources and the Housing Authority

(hereinafter referred to as the land and house Bureau), state-owned investment group and public rental housing management Bureau three units. Land and house Bureau is responsible for the formulation of housing security development planning policy, administration, supervision of the implementation of the state-owned investment group, public rental housing management Bureau and the security object. The state-owned investment group (including real estate group, the city investment group) is mainly responsible for public rental housing land reserves, fiscal and social financing, construction, operation and management tasks, before the completion of management rights transfer to the public rental housing management Bureau; it holds the public rental property. Public rental housing management Bureau set up under the land and house Bureau, mainly studying the drafting of public housing policy, doing public rental housing plan, annual plan, undertaking the supervision and management of public housing, public rental project application objects auditing with rent, statistics and analysis, guiding county public rental work. The three Factors strength and complete public rental construction, operation management, supervision according to the plan. The specific operation and management institutions and responsibilities as shown in figure 1:



**Figure 1**  
**Chongqing City Public Rental Housing Management Organization and Responsibility Chart**

### 3. THE PATH ON CONSTRUCTION OF PUBLIC SERVICE-ORIENTED GOVERNMENT OF CHONGQING CITY BASED ON PUBLIC RENTAL HOUSING

Accelerating the reform of the government, promoting economic and social development, improving local people’s livelihood, constructing public service government are the inevitable choice of the transformation of Chongqing City. In the integration of urban and rural, Chongqing City explored a characteristic of public service government construction path based on public rental housing.

#### 3.1 Making the Detailed Rules to Guide Construction of the Public Rental Housing

The construction of public rental housing in Chongqing City from strategic planning to the specific implementation forms a complete policy system. At the end of 2009,Chongqing City puts forward the plan for the next ten years, then in 2010 Chongqing City government introduced the “Interim Measures for public rental housing management” and “the implementation of public rental housing management rules” two legal documents firstly in China, putting forward the “low-end has a security, in the end there is a market, housing security high-end containment” the system construction principle, arrangement and concrete construction, operation, management mechanism. In June, 2010,

Chongqing City clarified the objectives of public rental housing construction and people's orientation, the district government formulated implementation rules, such as the 2010 August Qianjiang district developed "Interim Measures of Qianjiang area of public rental housing management". In 2011 February, Chongqing land and house Bureau formulated "the implementation of the Chongqing public rental housing management rules" that have ruled the detailed provisions from the application, configuration, rent and other operational level, acting with united strength of public rental housing construction in Chongqing City government agencies at all levels and departments, formulating strict complete rules from planning to the specific operation for the implementation of specific norms of public housing.

### **3.2 Establishing Specialized Agency for Public Rental Housing's Organization and Management**

Public rental housing involves large, heavy task and time, based on the original centralized management institutions land and house Bureau, Chongqing City sets up a special public rental housing management agency which is responsible for supporting policies related with information collection, analysis and statistics, and take charge of the district public rental housing management agencies. Establishing information platform for public rental housing management and for public rental housing applicants collecting and querying policy document, downloading public rental application materials are both for the convenience of the application and reduce the burden of public rental housing management agencies. Collecting the relevant information of the applicant through the network platform can avoid "loopholes" phenomenon in a certain extent. In each population city areas and public rental housing planning area, there are many dedicated public rental housing application sites that are responsible for public rental housing publicity work, application materials collection, reviewing, archiving, so it is convenient for people to submit materials. Chongqing City public rental housing through the specialized agencies and personnel responsible for the organization and management to improve efficiency and quality of public rental service, increased the fairness of public rental application and distribution.

### **3.3 Guiding Social Forces to Participate in Public Rental Housing's Construction and Supervision**

Chongqing City public rental housing's construction has invested a lot of human resources, material and financial resources. Public rental housing investment can not only rely on the government unilaterally budget, financial investment will not meet public's rental housing needs. Chongqing City pays attention to the various social forces to participate. In the fund raising, using more social funds,

commercial bank loans, social security funds, provident fund loans, and other forms of social capital, the real estate BT (Build Transfer) model strongly supports Chongqing City public rental housing's construction. Society is not only reflected in the capital, but also in public rental housing's supervision. Public rental housing as a public product to provide suitable conditions crowd, needs more supervision to safeguard their own interests, which is not damaged. Social residents through mutual supervision of public rental housing construction quality, public housing, public rental housing allocation applicant's income housing, public rental housing management to promote the project of great significance.

## **4. THE CHOICE OF PUBLIC SERVICE-ORIENTED GOVERNMENT'S CONSTRUCTION STRATEGY**

Chongqing City public rental housing construction started a livelihood of the people oriented public service-oriented government construction mode. China's affordable housing construction has a great reference example. To the livelihood of the people oriented way of constructing the public service government more worthy of summarizing and generalizing. The path of service-oriented government construction in Chongqing City is of great significance from the top-level design to the governance structure and supporting system arrangement, etc..

### **4.1 Planning Top-Level Design of Public Service-Oriented Government Construction: Strategic Arrangement**

The public service government construction of Chongqing City is the unified arrangement and elaboration with a unified and clear guiding ideology and strategic planning. From the conception of the construction of public service-oriented government occurred, Chongqing took established guidelines to promote public service-oriented government building. Three stages had different focuses and clear goals step by step; finally it came to the livelihood of the people road which promoted public service-oriented government's building. The path cleared construction of the target system, the public service-oriented government timetable and roadmap, and various specific arrangements. In the construction of public service-oriented government, considering the top-level design and overall guidance, and guided by the scientific outlook on development, balancing urban and rural development, improving people's livelihood actively. Constructing the public service-oriented government of Chongqing City's new path enlighten when building a public service-oriented government, we must do the top-level design.

#### 4.2 Improving the Governance Structure of Public Service-Oriented Government Construction: System Reform

A public service-oriented government is not only reflected in the top-level design in Chongqing City, but more reflected in the design of specific governance structure. The construction of public service-oriented government is not a department or an agency's duty, but the government's duty, belonging to each department. Improving the governance structure of public service-oriented government construction is the key. Governance structure that is responsible for the construction of a service-oriented government authority set up, operation and arrangement. Chongqing City is in the process of building a service-oriented government considers the complexity and integrity of the service-oriented government construction, setting up construction's organization reasonably and giving the corresponding power. Both municipal authorities and their departments and district level institutions and their departments are responsible for the division of duty, arranging its responsibilities in a variety of fields and dealing with the relationship well. Good governance structure is the system and mechanism security system to achieve the desired effect in the construction of a public service-oriented government.

#### 4.3 Lay-Outing the Supporting System of a Public Service-Oriented Government: Policy Implementation

The construction of a public service-oriented government is system engineering in Chongqing City, in addition to the macro guiding ideology, it also needs policies specific to support and to implement the work plan. The construction of supporting system of building a public service-oriented government reflected in all aspects in Chongqing City, from the administrative examination and approval system reform, the openness of government information, administrative officer asked responsible, public rental housing and other public products, services, they all have corresponding regulations or policies supporting documents. The details of these regulations further clarify the service type government construction's basis, the division of responsibilities, specific work procedures and other aspects. Supporting system to promote the implementation of the public service-oriented government construction is very important, it must be seriously considered, arranged and implemented.

#### CONCLUSION

Chongqing City construction of route choice of public service-oriented government is raised during the little progress, especially relates to the livelihood of the people in the public products and services, not the case planning design, so it has strong practice guidance significance

and value. Adhering to the construction of public service-oriented government's guidance not only enhances the ability of local government, strengthens the credibility of local government, improves the local government image, it also meets the needs of the people of the region to promote the realization of basic well-ordered governance. The government of the leading public rental housing as a public product and actively provided, not only can solve the housing problems of residents, but also explore a government to make up for market failure to promote the new path of social fairness and justice of public service government construction, belonging to an exploration of the public service of Chongqing City building path, providing the more significance of reference for constructing the Chinese public service-oriented government.

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