

# Policy Innovation and Supporting Mechanism Research of Chongqing Rural Human Resources Development<sup>1</sup>

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## Abstract

*Chongqing as a "big city, big rural" social structure, the development of the rural human resources increasingly highlight the key position in the social and economic development. In this paper, many problems be found through comparative analysis of the present situation, such as the large population amount, low quality of population, and unreasonable configuration. The breakthrough point to solve these problems are how to solve the policy system obstacles, so as to build a "government-led, rural self-help, multivariate investment" trinity development mechanism. That view provides policy recommendations for Chongqing rural human resources development.*

**Key Words:** rural human resources development; Policy innovation; Mechanism design

## Introduction

Research on human resources development first appeared in the western human capital theory, William Petty with the first put forward "land is the mother of wealth, labor is the father of wealth" in 1676, established the decisive position of human resources in the production (Boisguilbert, 1984). The true embryonic formation of western human resources theory shaped in the latter half of the 18th century. Adam Smith believed that "the costs of learning (i.e., human capital investment) can be repaid, and bring revenue and profit for individuals and the society" (Smith, 2003), that emphasizes the improvement of people's production capacity demands intelligence development and quality education. Formal formation of human capital theory in the 1960s, representatives are Theodore W. Schultz and Gary S. Becker. Schultz thought that human capital is reflected in person with the capacity to work, and the capital expressed as a laborer's quantity and quality. It is formed by investment (Schultz, 1971). While Becker research from the perspective of human capital as a determinant of income distribution or the wage structure. The introduction of the human capital theories laid the foundation for China's human resources development research.

Agriculture development supporting economic growth, rural development promoting social stability, farmers improvement impacting national development. Our country is an agricultural state. Farmers and rural problems always been the fundamental issue of the Chinese revolution and construction. The development of rural human resources is not only the important talent security to realize the transformation and upgrading of agriculture and rural sustainable development, but also the basic power to realize Urban-rural Integration and the new socialist countryside construction. "The central committee of the Communist Party of China on further strengthening the decision of the agricultural and rural work", said: "without stability and overall progress in the countryside, it is impossible to have the stability and overall progress of society as a whole; no well-off farmers, there is no national well-off; without the modernization of agriculture, there can be no modernization of the whole national economy." Chongqing as a "big city, big rural" social structure, the rural human resources increasingly highlight the key position in its economic and social development.

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The strategic plan, which made by general secretary Hu Jintao, navigates the orientation for the further development of Chongqing. And after his proposal that named “314” overall arrangement on March 8, 2007, Chongqing was formally appointed as the national pilot zone for overall reform to seek a balanced and coordinated development between urban and rural areas on June 7, 2007.

In this context, the effectively development and utilization of rural human resources is playing a strategic, overall and fundamental role in social economic comprehensive development in Chongqing and even the western region. But Chongqing is lagged behind in the development of rural human resources, and there is still room for improvement on this aspect, so real efforts should be devoted to developing rural human resources in Chongqing in future. In other words, that needs to be based on policy innovation, and supported by related mechanism to construct system engineering of Chongqing rural human resources development.

### ***1. Present Situation and Cause Analysis of Chongqing Rural Human Resources Development***

Large amount and fast growth, low quality, and unreasonable talent resource configuration are the major problems of the present situation and characteristics in Chongqing rural human resources development. its development restriction factor mainly embodied in the policy system obstacle and imperfect mechanism design.

#### **1.1 Current Situation and Problems**

##### **1.1.1 Large Amount and Fast Growth**

Chongqing as the youngest direct-controlled municipality in our country, with known as the "city of farmers", there is a huge number of rural human resource. Human resources in a region include potential human resources and dominance human resources. As a result, the number of rural population is represented the whole dimensions of the rural human resources. In 2011, the city's permanent population is 29.19 million. The rural population is 13.1304 million, accounting for 45% of the total population in the city. Compared with other three direct-controlled municipalities, Chongqing is not only has the largest amount of population, but its number of rural population also greatly higher than that of Beijing, Tianjin and Shanghai (table 1).

**Table 1. Urban and rural population composition comparison for the four city of Beijing, Tianjin, Shanghai, Chongqing in 2011**

Areas	Total population( million)	urban population( million)	Rural population( million)	Proportion of rural population accounts for total( %)
Nationwide	1347.35	690.79	656.56	48.7%
Beijing	20.19	17.40	2.79	13.8%
Tianjin	13.55	10.91	2.64	19.5%
Shanghai	23.47	20.96	2.51	10.7%
Chongqing	29.19	16.06	13.13	45.0%

**Data sources:** China statistical yearbook 2012

From the view of population growth, according to the data of sixth national population census in 2010, the city's permanent population is 28.8462 million. With an increase of 256200 and the growth rate of 0.90% compared with the previous year, which is higher than the national average annual growth rate of 0.57%. And the population number of permanent residents keeps grow. As the sustainable growth of city's population, so does the rural population, and with the issue of " three-agriculture"(meaning the development obstacles of agriculture, farmers, and rural areas) increasingly prominent. In today's agricultural modernization development, how to maximize the development of rural human resources, and convert it into human capital advantage, is the inevitably choice of Chongqing’s achieving coordinated economic and social development at present .

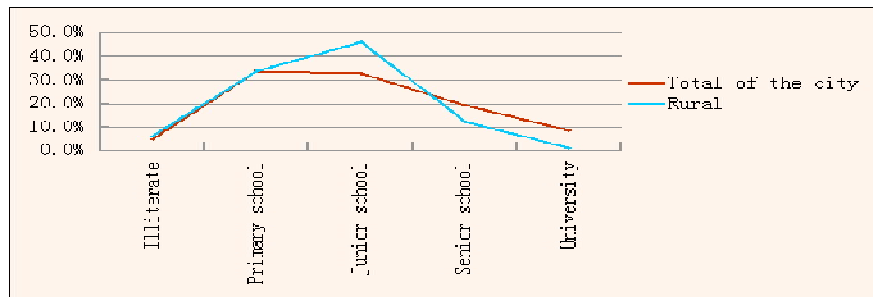
##### **1.1.2 Low Total Quality of Population**

The overall quality of human resources includes intelligent quality and physical quality(Jiang &Wang,2009). Intelligent quality mainly depends on the level of education. While physical quality mainly depends on medical and health care which effects on human health. In terms of intelligence quality, finances, teachers, professional structure, years of schooling and so on all affect the development of human resources. In recent years, the Chongqing government increased the investment of education, and would add 70% of education funding to the rural education. The education level and scale of workers were significantly improved.

However, compared to the constantly improved level of agricultural science and technology and the development of rural economy, the city’s development of rural human resource quality is slow.

In 2010, to the permanent residents in the city, the population proportion of university, high school and technical secondary school, junior high school, primary school, and the illiterate respectively were 8.6%, 19.5%, 33.0%, 33.8%, and 5.1%. While the rural labor's level of education were 1.5%, 12.2%, 46.3%, 33.6% and 6.4% (figure 1). Obviously, due to the low degree of rural human resource culture, they cannot maximize the role of knowledge and intelligence factor playing in economic development.

**Figure 1. The cultural composition proportion of Chongqing permanent population and the rural labor in 2010**



**Data sources:** Integration of the Chongqing survey yearbook 2012 and the sixth national population census data. In terms of physical quality, it is the basic condition of labor ability for a person. According to the Sports Administration reports on monitoring national constitutional condition in 2010, the general acceptance rate of national physique was 88.9%, of which the standard of urban people achieved "qualified" above 91.5%, but the country was only 84.7%. At the national level, the social security policy and health care financial investment is not enough, that cause something worrying to the rural workers most committed to the long-term physical labor. At the personal investment level, because of the low income and the restriction by the family economy, the ability and willingness to pay are lower. In 2012, the rural family average per person on health care spending is only \$482.24, accounting for 6.07% of the total, which compared with \$1101.56 for a urban, accounting for 6.65% of the total is varying widely (table 2). Farmers in remote areas even failed to solve the problem of food and clothing. Coupled with the effects of pernicious living environment, the chronic diseases, and infectious diseases are wanton spread. That all let the physical quality of the rural human resources problem worse.

**Table 2 the Chongqing average of family's health care spending Per person in 2012**

	Total expenditure/yuan	Health care expenditure/yuan	Proportion/%
Urban	16573.14	1101.56	6.65
Rural	7942.15	482.24	6.07

**Data sources:** Chongqing statistics yearbook 2013

### 1.1.3 Unreasonable Configuration Structure

The unreasonable of Chongqing rural human resource configuration is one of the important factors that leads to slow development of urban and rural areas as a whole. The trait is mainly pronounced on the imbalance of industry distribution and regional distribution. Unreasonable distribution of industry is mainly refers to the disproportion of rural human resources in primary industry, secondary industry and tertiary industry. Compared with urban and rural in each industry practitioner number by the end of the year in 2012, the employees of primary industry, secondary industry and tertiary industry in urban respectively are 0.3836 million, 3.6799 million and 4.4982 million. while in rural areas for the 5.5423 million, 0.5474 million and 1.68 million (table 3), the proportion of 71%, 7% and 22% respectively. According to the "Petty-Clark's Law", as continuous development of social economy in a country or a region, the employment trends of laborer should begin from primary industry to secondary industry and tertiary industry gradually.

Visibility, employment direction of the rural human resources in Chongqing are mainly composed of the primary industry. Meanwhile, the industrial distribution exist unreasonable phenomenon.

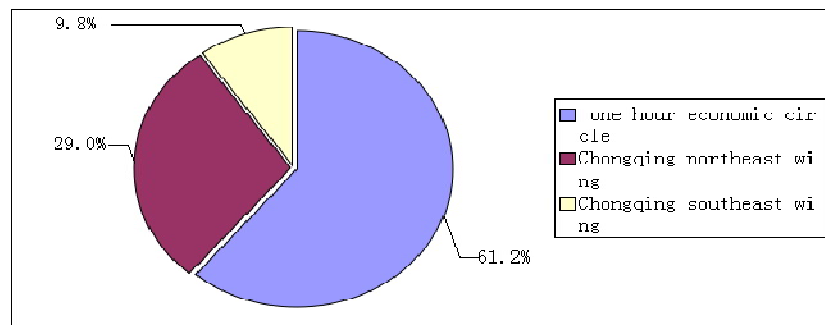
**Table 3. Chongqing each industry practitioner number by the end of the year in 2012**

Unit : people	Total	Urban	Rural
Construction			
Population	1633.14	856.17	776.97
primary industry	592.59	38.36	554.23
secondary industry	422.73	367.99	54.74
tertiary industry	617.82	449.82	168.00

**Data sources:** Chongqing statistics yearbook 2013

In terms of region distribution, Chongqing regional characteristics mainly embodies in the development of the "lap wings" structure. According to the sixth national population census data, one hour economic circle permanent population has 17.6449 million people, accounting for 61.17% of permanent residents population in the city. Chongqing northeast wing permanent population has 8.3654 million people, accounting for 29.00%; Chongqing southeast wing resident population has 2.8359 million people, accounting for 9.83% (figure 2). Therefore, Chongqing has more than half of the population distribute in one hour economy circle. From the point of each district and county of Chongqing, urbanization rate spreads unequal from the lowest 25.4% of Youyang to the highest 100% of Yuzhong District. Among the three different levels of economic development regions, the urbanization rate of 85.6% in developed urban economic circle is highest. While western Chongqing economic corridor was 50.7%, and the ecological economic zone of Chongqing Three Gorges Reservoir Region of 39.7%. Therefore, Chongqing rural human resources gathered in the hilly, with the priority to western Chongqing economic corridor and the ecological economic zone of Chongqing Three Gorges Reservoir Region, whose urbanization rate is lower than 55.0% of the city.

**Figure 2. Chongqing "lap wings" permanent population distribution**



**Data sources:** The sixth national population census data

In addition, the structure type of Chongqing rural human resource talent is also unreasonable. By the end year of 2009, the city's rural practical talent has total of 2.022 million , accounting for about 8.4% of rural population, and accounting for 14% of the rural labor force in the city. While farmers technician have only 121000 people, accounting for 6.0%. Obviously, Chongqing rural talent resource shortage is one of the important constraint to the development of science and technology in agricultural economy.

## 1.2 The Analysis of Constraints of Rural Human Resources Development

Main reason of these issues above-mentioned in rural human resources development is the restriction of institutional and policy that our country has insisting long term and the imperfection of supporting development mechanism.

### 1.2.1 Obstacle of System Policy

One is the institutional obstacles. For a long time of dual economic structure in our country results in the socialist economic development mode coexisted with tradition and modern, backwardness and development. The structure system mainly manifests the transition of traditional agriculture to modern agriculture in the rural areas at this stage , leaving the urban and rural partition as the main form of regional governance in our country. However, dual household registration system, employment system and social security system of urban and rural segmentation caused the city and countryside disparity to enlarge gradually.

The issue of the "three-agriculture" increasingly prominent, and becomes the administrative barriers of free flow of rural human resources and mastering advanced technology.

The second is policy barriers. Through empirical research, the performance evaluation results of the rural human resources development is positively related to the implementation of the central government and local government policy or laws and regulations(Zhao&Li,2008). To speed up the development of modern agriculture, further enhance the vitality of rural development, and increase farmers' income, the Chongqing municipal government has established a number of guaranteed policies, such as "*Comment on Implementation of Millions of Rural Labor Transfer Employment Engineering*" in 2004, "*Notice of the Interim Measures on Chongqing Mechanism Reform of Ensuring Adequate Funding for Rural Compulsory Education*" in 2006. "*Comment on the Development of Labor Economy on Balancing Urban and Rural Development*" in 2007, and "*Chongqing Rural Practical Talent Team Construction Planning*" in 2011. These policies is of great significance for the transfer of rural labor force, balancing Chongqing urban and rural development, promoting rural education career and confirming the main task and target of rural practical talent. The degree of policy implementation is not enough, however, with the deepening of the market mechanism, the implementation of the policy has not changed the trend of the further widening of urban and rural gap.

### **1.2.2 Restriction of Development Mechanism**

Rural human resources development is a complicated social system engineering, requiring a series of overall coordination development mechanisms. Such as labor market operation mechanism for human resources allocation, the government leading mechanism, the incentive constraints mechanism, risk management mechanism, and personnel training mechanism, etc. However, Chongqing rural human resources development mechanism is defective, still in a low level stage with the characteristics of spontaneity and unproductive. There are many problems about poor circulation channels, unreasonable structure of the talent resources configuration, lack of government regulation, divorce between personnel use and training, that all lead to inefficiency of human resource utilization and serious erosion.

## **2. The Policy Innovation of Rural Human Resources Development**

Policy innovation is the breakthrough point for improving the efficiency of rural human resource utilization and productivity. Its aim is to turn population pressure into development Initiative. its content includes the household registration system reform, financial policy, education and training policy and social security policy.

### **2.1 household Registration System Reform**

Fundamental goal of household registration system reform is the realization of the free flow of population and the disintegration of the urban-rural dual structure. Meanwhile, it devote to realize the equal employment of urban and rural residents, and build system environment of rural human resources development.

Urban and rural household registration system under the planned economic system cause the widening of the gap between urban and rural areas and seriously restrict the development of rural economy and the improvement of population quality. Therefore, to realize urban and rural overall development, and to improve the quality of rural human resources, it is necessary to establish a unified urban and rural household registration system. this is equivalent to saying that census register should be something that is independent with employment, housing, education, social security and other basic rights. The standard of census register is related to a stable career and residence. To solve the problem of employment of rural surplus labor, we can develop small and medium-sized towns, transform hard Labor migration quantity control into the leading indicators, or overall adjust the Conditional rural urbanization, thus strengthening agricultural modernization and new rural construction, reducing the loss of rural human resources.

### **2.2 Financial and Revenue Policy**

Under the condition of market economy, the government "must broaden the investment channels, and build a diversified investment system. Construction of rural human resources development input mechanism should perfect the government leading, enterprise supporting, individual voluntary and community participation"(Sun,Jiao, Zhang & Jiang,2013).

The government as the main investor of rural human resources development, Chongqing government should expand public finance investment on it. The first is to take the advantage of the policy. The government should strive for the central government disburses dynamics.

The second is to clarify the responsibilities of all levels of government. The district and county level should clear planning and investment projects. While village and township level should actively implement based on the actual and establish a transparent fiscal budget and supervision mechanism to guarantee funds usage in a way of impartiality and openness; The third is to enhance the policy advocacy and support for multiplex investment body. The government should actively give the family and individual, private organizations, township enterprises and social organizations instructions to invest rural human resources development by scientific and standardization. It is also important to broaden investment horizons and introduce foreign-investments; The fourth is to increase preferential of fiscal and taxation policy for human capital investment. Investment from the organizations such as private enterprises and individual should be given compatible subsidies and support, and also the support and guidance for rural financial reform and development. So that can enhance the initiative and enthusiasm of investment.

### **2.3 Education and Training Policy**

Farmer education is the key to rural development, agricultural modernization and farmers' income augment. In today's information comprehensive development, rural education has been changed to the multivariate situation, so as education pattern changed from phased education to lifelong education.

#### **2.3.1 Universal Basic Education, Strengthen Academic Education**

At present, the foundation education in Chongqing has not been fully popularization, even the impoverished mountainous areas are difficult in education. According to the sixth national population census data, illiteracies still have 1.2152 million people in Chongqing, with the rate of 5.1%. Johnson and Chow research on China's human capital returns according to Chinese individuals school education yield survey data in 1988, and estimate returns on the school education in rural areas in China at 4.02%, the rate of return on the city at 3.29% (Johnson & Gregory, 1997). Therefore, increasing the proportion of the education resources in rural is crucial. "The Decision about Some Major Problems of Promoting Rural Reform and Development" promulgated by the Communist Party of China in 2010 makes a direction role for the reform of rural education. The government should accelerate eliminating illiteracy, increasing the enrolment rate of rural basic education, popularizing high school education, and expanding secondary vocational education, so that can promote the balanced development of the urban and rural education.

On the other hand, the government should actively promote academic education for practical talents. According to the goals of "Chongqing Rural Practical Talent Team Construction Planning" in 2011, to the year of 2020 the degree education number of rural practical talent stands at 150 000, and the education duration of rural practical talent up to 10.5 years on average.

That requires village cadres, party members and cultivation of large engaged in the agriculture and rural work to carry on medium academic education which is given priority to correspondence, and implementation adult secondary vocational education certificate system. It is significant to increase preferential fiscal and policy support for education and training of rural practical talents.

#### **2.3.2 Perfect Vocational Education, Innovation Training Methods**

Rural vocational education is not only about farmer's employment problem, but also the source inspiration of rural economy development and agricultural modernization. Therefore, strengthening the status of vocational education in rural education and social development, and improving the vocational education and training system is the inevitable choice.

On the one hand, the government should strengthen the legislation, clarify the responsibilities of relevant departments, organizations and training schools, promote integrate agriculture training mode; On the other hand, the government should intensify policy support, and enhancement cultivation four kind of talent of "young head", "rich leader", "science and technology pacemaker" and "rural brokers".

Innovation training mode is the inevitable requirement of modernization science and technology rapid development. The use of network technology in the information age is an effective method for farmer education training.

The way of traditional education mode has been instead by the modern teaching methods with flexibility, feasibility and acceptability. For example, farmers remote education in advantage of network build the innovation of the rural education training forms.

According to the requirement of "Chongqing Party Cadres Modern Distance Education Priority" in August 2012, fish splash village south street in Tongliang County implement the Chongqing remote education demonstration terminal site construction projects. This will be the beginning of Chongqing rural into the information age.

## **2.4 Social Security Policy**

The imperfect of social security system with low coverage is the most important dilemma of rural human resources development. "Social insurance law of the People's Republic of China" passed in 2010 plays an important role in establishing social security system of urban and rural overall development. Chongqing government should publish relevant laws, regulations and policies as soon as possible, so as to ensure the subsistence allowances mutual complementation with social insurance and commercial insurance complement, and to perfect the social security system with coexistence of diverse means. head of the government at all levels should take "people's livelihood project" to grasp the construction of social security system problems, using various channels to propagandize the importance of the medical insurance and pension insurance policy system, and increasing the coverage of insurance system. Perfect supervision mechanism at the same time to enhance the degrees of transparency justice, and standardize in the process of budget and its usage. So as to form a rural social security system Coordinated and complemented with each other.

## **3. The Mechanism Design of Rural Human Resources Development**

The effective implementation of policies needs to be based on a sound mechanism design. "role position, relationship placing, dynamic power" are not only the key to the rural human resources development mechanism design, but also a collection of forces to guarantee coupling effects produced by policies. Building the trinity mechanism of rural human resources development with "government-led, rural self-help, diversified investment" is the inexorable trend of current new rural construction and urban and rural overall development.

### **3.1 The Government Leading Mechanism**

The government playing a leading role in the rural human resources development is determined by the conditions of the rural economy in our country.

Known as "big cities with large rural", Chongqing rural economic development level is low. With labor liquid and restricted by production and living, market or farmers can't separate as the main body of human capital investment. As the public sector, the government is the provider of public goods and services, and also the organization bearing the rural basic education, health care, employment environmental protection. So establishing a government-led mechanism is the foundation of the realization of rural human resources development.

First, the government should establish laws and regulations to provide legal protection for the rural human resources development and management.

This involves many important aspects such as rural labor mobility, rights and interests maintenance and employment equality. Therefore, the government should change concept and establish a set of local laws and regulations suitable for the present situation of Chongqing rural human resources development, including the farmer education and training, social security, health care, employment fairness, etc.; Second, The government must be clear responsibilities of the department. Rural (agricultural) department, personnel department, science and technology of agriculture department, education department and financial department should be used to its fullest potential and coordinate actively so as to realize the strategic management of "department leading, centralized management, scientific planning, talents promotion"; Third, the government should establish organization mechanism of rural labor force transfer.

China's rural labor transfer has the "China path" (Wang & Zhang, 2011) because urbanization, industrialization and population mobility have been completed in phases. The urbanization lags behind the population mobility, and industrialization behind the urbanization. Therefore, to realize urban and rural overall development and social stability, inevitably requires the government's effective organization of rural surplus labor, and taking it into the control system; finally, the government should regard providing quality and efficient public services as the main responsibilities.

That is to say, the construction of a unified labor market and public employment service system are significant to provide a wide range of employment information in a timely manner, and to form a job-seeking prior-warning mechanism. The government should increase the rural public resources of hardware and software services at the same time, and guide peasants to learn science skills to revitalize the rural economy.

### **3.2 The Endogenous Development Mechanism**

Endogenous development mechanism refers to the rural human resources development in the way of farmers autonomous learning driven by rural grassroots organizations, farmers organizations and agricultural professional associations, township enterprises, and other forms of organization to enhance workers' skills of scientific and cultural quality and laboring. And by the individual or group learning arouses the enthusiasm of the entire region learning, thus forming the linkage development mechanism of from bottom to top, inside to outside. Endogenous development mechanism is the fundamental guarantee for rural human resources development.

Village branch is mainly responsible for the party's ideological education. various associations undertake professional personnel organization and management. Township enterprises take charge of talent training according to market needs. The endogenous development model is the sustained incentive for the rural human resources development which promotes the diversified development of rural culture, education structure and training content. Agricultural professional associations are the quasi-cooperative economic organizations between companies and farmers, and also the administrative auxiliary institutions. They make the rural labor force obtain professional employment skills by offering financial and technological aid to farmers. The total number of all kinds of rural cooperative economic organizations ending June,2005 in Chongqing are 23 695. Among them, specialized farmers cooperatives have 17 792, shares cooperatives 2 134; Rural comprehensive services have 2 312, association organizations 1 457, peasant households joined in the farmer cooperative organizations in the city reach 3.291 million.

The rapid development of rural cooperative economic organization is an important force to promote rural human resources development. Encouraging various kinds of new cooperative economic organizations development with "link between agriculture with supermarket, farmers and school, rural and social", is the main trend of current development (Chen,2012). Township enterprises, on the other hand, are mostly formed by rural self-employment. It's profit in the independent operation, but also led to the development of rural economy, and raise the farmers' skills and quality. Therefore,fitting the enterprise in the agricultural industry, and building rural entrepreneurship environment,is the effective way to improve the farmer's income and quality of rural labor.

### **3.3 The Market Operation Mechanism**

The establishment of rural talent market, realizing the rational flow of human resources, and playing the role of basic configuration elements in the talent market, are inevitable requirement to construct the networked labor market operation mechanism.

According to the statistics of national bureau, in the first half of 2013, year-on-year growth of rural residents cash income, household operation income, salary income, metastatic income and property income respectively are 9.2%, 7.6%, 16.8%, 14.4% and 22.6%. Following property income, the increase velocity of salary income was the fastest, and to the farmer's contribution rate is as high as 51.8%.

Obviously, non-agriculture employment is the leading power source of increasing farmers' income. Thus to build talent market operation mechanism of urban and rural overall development is the inevitable choice. Breaking the urban-rural binary partition system, practicing unified labor market and equal employment mechanism, quest to establish a fair and open talent exchange platform and the real-time information network with urban and rural connected and cross-regional. For the government,it is important to set a talent pool in a way of unemployment statistics and re-employment training; Fostering social intermediary organizations and its related industry chain is inevitable to building the supply and demand balance relations of labor market in the unit of employs and employees, talent mobility and career transition.

### **3.4 The Incentive-restricted Mechanism**

How to design the mechanism of providing incentives and constraints to the economic subject become an important subject of contemporary management.

labor incentive constraint mechanism is also an important content of rural human resources development mechanism design. It is a motive factor for facilitating the rural human resources development.

The Incentive-restricted Mechanism includes incentive mechanism and constraint mechanism. Incentive mechanism aims to arouse people's enthusiasm and creativity, mainly from the two factors of social environment and individual's psychological environment(Song & Peng,2011). Farmers' individual psychological environment mainly reflected on the internal incentives based on the demand.



The government, market, farmers and other organizations can give supply motivation, demand motivation and organization motivation by adding material income, advancement opportunities, honorary award and cultivating organization culture. Social environment factors relates to the level of social development, mainly reflected on the politics, economy, culture, social system and other external powers, and the government's policy support is the key point.

"Constraint mechanism as a reversed transmission, from the opposite direction to constraint and regulate people's behavior"(Hao,2012). This reversed transmission behavior needs rigid rules and regulations to regulate and coordinate. The mechanism which oriented by target take appropriate means and methods to make the main development body of human resource complied with the demand of environment, thus to increase the service efficiency of rural human capital. The government should strengthen the establishment of laws and regulations to monitor the market, at the same time in strict audit procedures. For specific institutions and organizations of rural human resources development should strengthen the binding effect of rules and establish a scientific evaluation index system and performance evaluation mechanism to rewards or punishments and improve innovation according to the result of evaluation.

### **Conclusion**

Large amount and fast growth, low quality, unreasonable talent resource configuration are the main characteristics of present situation in Chongqing rural human resources development. How to break the policy system obstacles and to build healthy institutions, is the the important breakthrough for realization of rural human capital effectively improvement, rural economy growth and urban and rural overall development. Generally speaking, the innovation of policy effectiveness and mechanism construction of Chongqing rural human resources development is mainly to build "the trinity" system which is the formation of the three-dimensional structure with mutual coordination and promotion of "government-led, rural self-help, diversified investment". In the rural human resources development, the government is the main body of development and investment, and also the external power for guiding the rural endogenous development; The rural areas is the main benefit body of human resource development, so that the ascension of economic effectiveness and the goal achievement of new countryside construction need to complete by their own booster; At the same time, under the condition of market economy, the rural human resources development needs the participation of diversification investors. The government should strengthen policy coordination and goal orientation to build investment and financing system with multi-channel and diversification.

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