

Analysis on Influencing Factors of Metropolitan Basic Public Services Unequalization from Historical, Social and Institutional Perspectives

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Abstract

With the gap of the social distribution is widening, the unequalization of metropolitan basic public services have become social ills of economic development. In order to solve unequalization problems and alleviate social contradictions, firstly we must identify the crux of unequalization issue. In the point of historical, social and institutional view, tracing the supply of basic public service system and practice, and integrating social demand structure, to analyse the influencing factors of metropolitan basic public services unequalization from the perspective of construction of the equalization system, thus improve the equalization system of basic public services to solve the problem of unequal society.

Keywords: basic public services, supply and demand, unequalization, metropolis

Introduction

The unequalization of basic public services in metropolis will lead to social injustice, and which is one of the major outstanding problems to create social conflict.

On the background of metropolitan development perspective, the problem of the unequalization of metropolitan basic public services, in the context of institutional transition, was mainly created by the imbalance of economic and social development. On one hand, although both significantly improved in the level of metropolitan economic development and the per capita consumption, a structural contradiction is, the economic and social development without increasing the supply of public resources synchronously. On the other hand, with metropolitan population continually surged, the relative shortage of basic public services caused by the unlimited expansion needs of community result in the imbalance contradiction between supply and demand.

Fundamentally speaking, the cause of the metropolitan non-equalization of basic public services including historical, social and institutional factors. From the historical point of view, it's caused by the public service system lagging constructed and historic defects. From the social point of view, it result from the continually interest differentiation among different social groups and policy discrimination. From the institutional point of view, is that transformation of government's public service functions are not in place, as well as the lack of common system supply performance.

1. Historical Perspective

From a historical perspective, the system construction of public services has gone from traditional to modern frustrations change. On one hand, during the planned economy time, Public Service swept style mechanisms provided by the Government, which is aim to protect the residents, are gradually broken. On the other hand, The institution of public supply service supported by the newly market public finance system has not been established, that Resulting in a transitional vacuum of public service supply system, during a transitional period from the planned economy time to modern market economy time (Lv Wei, Wang Weitong 2008).

For this reason, the construction and development of public service system in planned economy period is a historical source which on the influence of modern metropolis equalization of basic public services.

1.1 The Rigid System of Public Service in Planned Economy Period

Before the reform and opening up, China's public service system is rigid in long period of planned economy. Firstly, under the traditional planned economy background, due to rigidly administrative leadership and "Top-down" administrative planning mode, which directly restrains the motivation of many other market players to participate in the field of public service? Furtherly, many of social forces which could potentially share the responsibility to provide basic public services have been clamped. Lastly, the restriction has led the Supply of basic public services to a single channel and monotonous form.

In addition, on the influence of the thought of "absolute egalitarianism" during traditional planned economy period, Government often overemphasis "fairness" in the field of distribution. Thus the whole procedure of public production, supply and consumption has been strictly controlled by government. What's more, the social norms of normalization and standardization have been emphasized in distribution field, and the supply structure of public resources became to much flat and lack of efficiency, resulting in monopolic and ineffective supply system of basic public services.

1.2 Traditional Supply System of Public Service Non-Equalization Gap

In the traditional planned economy situation, it brings about "a partial equalization of the overall non-uniform", is caused by the division management of public service system. Government provides public services for supply target in a narrow range which affected from the traditional planned economy system, then urban workers generally enjoys better public services treatment than other social groups. Differential treatment among different social groups caused by the system Defects for long time, that have formed a systemic disparity of non-equalization of basic public service system.

For example, the early days publicly funded health care system has been implemented in government agency and social security system have put into practice in enterprise. Because of the narrow action range of supply system, which was beganing to cause Public service rights inequality In different social groups.

2. Social Perspective

From a social perspective, the differences and interests game of different social groups in large cities is the realistic reasons which led to the non-equalization of basic public services.

2.1 The Barriers of Household Registration System- Institutional Exclusion

As the traditional household registration system hindered in metropolis, foreign non-registered population are suffered institutional exclusion in the long-term (Chen Haiwei, Tian Kan.2007).

Supply of basic public services in large cities still rely mainly on household registration status, Foreign non-registered residents is difficult to enjoy the same treatment as the basic public goods and services in comparison with the local registered population. For example, Both the application and enjoyment of social security and public health, much inequable from two different social groups in terms of treatment to enjoy. And usually, such as the supply of community nursing homes, hospitals, thousands of people set number of beds, and medical fee waiver, guaranteeing payment distribution, public health supplies and other social welfare products, are still allocate household population as the main object. In addition, in comparison with The registered household residents, it is also difficult to obtain the same public service opportunities, involving employment support and social assistance and children's education to Foreign non-registered residents in urban.

2.2 Social Discrimination - Non-Institutional Exclusion

The another important reason is that, because of migrant workers' limitations and other conditions, the social discrimination to the large numbers of non-permanent resident population have suffered, have impeding foreign non-household population into urban and unequal access to basic public services. In the perspective of non-permanent residents from foreign cities, the most prominent problem is that many of migrant workers have subjected by non-institutional exclusion in housing and employment aspects. On the one hand, due to the difference of cultural quality, living habits, and the foreign workers, compared with household residents, lack of inherent social network support, thus they are difficult to enjoy the same living and working conditions which the origin of the residents have acquired. In addition, the unfamiliar with social environment and difficult to explore employment opportunities the migrant workers they are, so it is difficult to receive the actual useful employment information and enjoy the career guidance and employment services provided by the public sector.

Thus, to comprehensive social factors and practical reasons, resulting in non-permanent populations are vulnerable to suffer in social policy discrimination or non-discrimination policy.

2.3 Discriminatory Supply - Internal Institutional Discrimination Crowd outside the System Groups

The indisputable fact is, metropolis in crowded, of large mobility in population, and the most urgent need to deal with is the "new dual structure" issues such as Shanghai arise (Zhang Jianming, Liu Fang, Qiu Menghua.2011). Concentrated to import workers from outside the main urban non-household population, it has a significant population differences between the origin resident population and non-household population, such differences constitute a metropolitan society "new dual structure" features.

Table 1: List of the Shanghai Resident Population Growth Unit: Million

Year	The total population	The registered household residents	The proportion of the total population	Foreign non-registered population	The registered household residents
2007	2063.6	1378.86	66%	684.72	33%
2008	2140.7	1391.04	64%	749.61	35%
2009	2210.3	1400.7	63%	809.58	36%
2010	2302.7	1412.32	61%	890.34	38%
2011	2347.5	1419.36	60%	928.1	39%
2012	2380.4	1426.93	59%	953.5	40%

Data Source: Shanghai Statistical Yearbook

As of the 2012 resident population of 23,804,300, non-registered permanent population have reached a historic 953.5 million, it's accounting for 40 percent of Shanghai's total population. Obviously, the natural growth rate in non-registered permanent population increased every year. In recent years, the demographic trends in Shanghai are: Total population continues to expand, the number of non-household population will gradually approaches the household population. Based on Centralized import floating population, is making the future of Shanghai will hold half of No registration of "permanent residents" in the long-term life. Centralized import non-permanent foreign population to create the urgent need to enjoy equal treatment of basic public services with household residents. However, the city government will usually safeguards the interests of the registered household residents and gives priority to the interests of the demands of household residents in order to keep social stability and preserve the rule of power. Thus result in non-registered permanent population enjoys unfair treatment of basic public services. Above of all, the discriminatory supply among the two social groups is the direct cause of non-equalization of basic public services in metropolis in long time.

2.4 Cost-Sharing Uneven - The Basic Rights of Special Groups Impaired

In metropolis, The special groups consist mainly of rural migrant workers, urban unemployed, laid-off people and migrant workers, due to restricted by their own conditions, they are failure to take basic public services cost burden of responsibility under the same conditions as urban workers, thus they are not able to enjoy equal "identical treatment" (Xu Zengyang.2011).

Specifically, due to people employment in the organs and institutions and monopoly industries often have stable incomes, in general the work sections will assume more security responsibilities, so state employee have more abilities and opportunities to enjoy a relatively complete public service projects. However, the low-income groups represented by migrant workers, laid-off workers and migrant workers, are usually unable to bear the enjoyment cost of parts of the public services such as education and health care or other paid services, while the city government will often not take the cost of public services shared responsibility of its own accord, sometime it even failed to fully protect the low-income groups' right to "bottom line fair" of public services (Ma Guoxian.2007). Finally, the cost of many public services may unconsciously passed onto citizens, and virtually, the special groups may have lost them basic public benefits.

3. Institutional Perspective

From the perspective of system construction, under the economic transition influenced, our country is affected by institutional transition and national development strategies, the major cities committed to build economic development based institutional system.

Therefore, the imbalance between economic development level improved and social wealth distribution have become the root causes of supply non-equalization of basic public services in metropolis .

Specifically, the cause of the non-equalization of basic public services institutional factors as following:

3.1 The Weakening of the Government's Public Service Functions

Typically, a sound and sophisticated functions of government public service is an important source to increase effective supply. Improving supply capacity of basic public service is an effective way to accelerate the construction of public service-oriented government and furtherly enhance the government credibility and social governance effectiveness. But according to the current situation, the metropolitan government have appeared to public services incompetence when addressing social structural complex changes and resolving supply and demand contradiction of basic public goods. Specific performance of government functions is that the "absence" and "Offside" coexist in term of government public service duties, and poor supply chain and single supply means of public services. Government has even over-crowding out other social supply subject.

Anyway, the weakening of the government's public service functions of motropolics caused by lack of public service capacity and efficiency, and which ultimately lead to the non-equalization supply of basic public services .

3.2 The Defects of Demand Management System – Ignoring Public Preferences

Metropolitan Government to provide basic public services, both demand levels rarely distinguished among the different groups in society, and rarely considered the wishes of the different public needs ,and more even failed to respect citizens' freedom of choice (Chang Xiuze. 2007). Metropolitan government usually take a "one size fits all" supply mode that the randomness of supply forms and oneness of supply means to make the basic public service supply is too extensive to fits the public demand. Eventually, the supply non-equalization of basic public services has led public to non-equalization enjoyment, thus caused the "equal in form and inequal in fact".

Specifically, the current city government should focus on meet the basic needs of the public, especially in the survival needs of migrant populations, and to solve the most important public pension, health care, education, employment, housing and other livelihood issues, and government can't put aside the public demand to provide all types and levels which have no differentiation of public services .

3.3 The Reform Lag for Public Finance System

To promote the equalization of basic public services, not only to increase public financial investment, but more critical to reform the rigid public finance system and adjusting fiscal expenditure structure with emphasis in stages.

Table 2: 2012 Chinese Metropolitan Public Financial Revenue and Expenditure Table (Excerpts) Unit: 100 Million

Expenditure Public items	Public revenue	Public Expenditure Budget	General public services	Public Safety	Education	Science and Technology	Culture, Sports and Media	Social security and employment	Medical and health care	Energy and environmental protection	Urban and rural community affairs
Beijing	3314.93	3685.31	286.57	236.87	628.65	199.94	141.37	424.31	256.06	113.54	430.76
Shanghai	3743.71	4184.02	251.47	221.08	648.95	245.43	72.51	443.01	197.34	55.18	627.44

Data Source: National Bureau of Statistics of People's Republic of China 2013 National Statistical Yearbook

From the table we can see that, in 2012 Beijing and Shanghai public finance income is respectively to 331.493 billion and 374.371 billion, and the same year for the budget of public finance expenditure has reached 368.531 billion and 4184.02 billion respectively. Financial input for public services in obvious increase, has reached the situation of "living beyond its means.

But in combination with the reality, in view of the "education", "social security and employment", "health care" and "urban and rural community service" and other fields of people basic livelihood, the fiscal expenditure is insufficient that failed to solve the problem of the equal basic public services than. Therefore, governments should continue to increase investment in public finance and general transfer payments while inhance the strength of special transfer payments. Not only is to strive for more longitudinal central funds support, but also to fully mobilize local funds lateral Freemasons to promote reasonable transfer payment structure optimization.

3.4 The Unreasonable Performance Evaluation Mechanism for Government

At present, the performance of metropolitan governments often evaluated by the completion of economic indicators as the main considerations standard. It has not formed a evaluation mechanism in pursuit of social justice and residents' life satisfaction as the main evaluation criteria in a short time.

Specifically, the results of government investment in the field of basic public services is difficult to quantify the comparison, while the output of basic public services and the effect is difficult to quickly display. In view of this, city government generally considered to increase investment in social areas may not be able to bring significant results, for local government performance evaluation criteria mainly evaluated by economic indicators improvement. Consequently, metropolitan governments prefer to invest some industries which can significantly boost regional economic development. In that case, most of governments are more in pursuit of economic profit as the main goal. The performance evaluation mechanism that excessively emphasis on economic development and indifferently ignore the social construction has ultimately unable to stimulate the metropolitan government committed to the development of basic public services, in which resulting basic public goods insufficient in field of production, supply, consumption etc.

So the guidance error consist in currently evaluation mechanism of government performance have caused the basic public service supply of incompetence.

4. Conclusion

To sum up, under the background of institutional transition and social structure evolution, the non-equalization of basic public services in China metropolics was caused by the transformation of public services supply system around the condition of supply and demand imbalance, in which the intensely interests game among different social groups to form a kind of social norm. Firstly, it is influenced by economic system defects and structural contradictions in the field of social distribution during the specific historical period. Secondly, it is caused by social exclusion and policy discrimination that resulting in imbalance contradiction between supply and demand on the situation of interests game among different social groups. Thirdly, the direct factor that leads metropolitan basic public services to non-equalization is the imperfect system of government public administration and social distribution.

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