

Analysis about Rural Human Resource Development under the Perspective of the Employment Supportive Policies to Peasant-workers in Chongqing¹

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Abstract

Chongqing, the only municipality directly under the central government in the west area of China, was established as the pilot area of urban-rural comprehensive development reform in 2007, shows a sound momentum of development. However, the large amount of Chongqing rural population with low education level handicaps Chongqing's development and it needs to be urgently exploited. This article from the policy orientation that promotes the rural human resources development in Chongqing to analyzes the rural human resources development. And the policy orientation means the employment supportive policies to peasant-workers in Chongqing, which include strengthen the peasant-workers vocational training, encourage the peasant-workers realize self-employment or become self-employed, and stimulate the companies absorb the peasant-workers. Then analyzes the policy deficiencies, and provides the solutions from three aspects that include broaden the policy coverage, strengthen the efficiency of social organizations, and sound the government supervision mechanism.

Key Words: Chongqing, employment supportive policy, peasant-worker, rural human resources development

1. Introduction

Chongqing, the only municipality directly under the central government in the west area of China, was established as the pilot area of urban-rural comprehensive development reform in 2007, under the policy support of central government and the coordination of local government, has a sound momentum of development. However, it carries the burden of large population with low education, and this situation is obvious in rural areas. According to the China Yearbook Full-text Database, in 2011, Chongqing's permanent population is 29.19 million, the rural population is 13.1304 million, which accounts for 45% of the total population. According to Integration of the Chongqing Survey Yearbook 2012 and The Sixth National Population Census Data, 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 are 8.6%, 19.5%, 33.0%, 33.8%, and 5.1%. While the rural labor's level of education are 1.5%, 12.2%, 46.3%, 33.6% and 6.4%.

The current situation of large population with low education mismatches the requirements that include accelerate the pace of building a new type of agricultural management system, and endow the peasants more property rights, which proposed in the third plenary session of the eighteenth^[1]. The way to correct this mismatch is to translate the population pressure to human resources, that is to say, the rural human resources development. And employment, the final orientation, promotion and implementation of human resources development, is also the direct route of mismatch correction.

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To promote the rural human resources development, and increases the employment rate, the Chongqing Municipal Government issued and implemented a series of employment policies to peasant-workers. According the function of policy, we can divide these policies into employment protection policy and employment supportive policy.

The employment protection policy is a policy system that includes basic livelihood security, unemployment insurance, medical insurance and so on; the employment supportive policy is a policy system that includes vocational trainings to peasant-workers, encourage the peasant-workers to realize self-employment or become self-employed, stimulate the companies absorb the peasant-workers and so on^[2]. This article analyzes the rural human resources development from the perspective of employment supportive policy to peasant-workers in Chongqing.

2. The Content of Employment Supportive Policies to Peasant-workers in Chongqing

The employment supportive policies to peasant-workers in Chongqing make the vocational training as the entry point, the encouragement to peasant-workers as the strengthen point, the stimulation to companies as the joint point to improve the peasant-workers' employability, increase the channels of employment, and promote the rural human resources development.

2.1 Vocational Training

The final orientation of rural human resources development is employment, and the difficulty of peasant-workers' employment is a divorcement of their skills and the social development demands. Only through the vocational training to peasant-workers, can the difficulty be solved from the origin, and then we can achieve the aim of rural human resources development.

In 2009, the Notification about the Peasant-workers Employment Work of Chongqing Municipal Government Office pointed out that the vocational training should around the center of market to develop job-oriented training, classified training, rural labors transfer training, pre-employment training, enterprise training and so on, then establish the verification of professional technical ability and specific vocational ability assessment mechanism. In 2010, to implement the training institution of balance urban and rural and the vocational ability development plan, the Employment Promotion Regulation of Chongqing declared that the peasant-workers can choose the certified institutions to study according to their own needs, and the institutions should make reduction in training fees according to related stipulations, then apply the subsidy to the local Human Resources and Social Security Authority.

2.2 Encourage the Peasant-Workers to Realize Self-Employment or Become Self-Employed

The peasant-workers' initiative is the direct motivity to promote employment, it is also the direct drive that makes the peasant-workers actively involve in and cooperate with the rural human resources development projects. Their initiative can not only realize self-employment but also help other people's employment, for example the successful peasants can help their fellow-villagers, and it can form a benign circulation system of employment and human resources development.

In 2009, the Notification about the Peasant-workers Employment Work of Chongqing Municipal Government Office indicated that the city will build 10 startup communities for the peasant-workers, and the Municipal Finance Bureau will offer 50 million yuan to each community as subsidy. The startup companies can get tax exemptions and reductions, if they absorb 100 people with difficulties in finding jobs or these people accounted for 10% of the total staff number. And the related departments should offer the perfect consultation service for the self-employed workers. In 2010, the Employment Promotion Regulation of Chongqing stipulated that the peasant-workers can apply small-sum guaranteed loan to the related departments through the public employment service departments, and the government will help burden the interests. The city will foster a large number of social organizations to help and service the self-employed peasant-workers.

2.3 Stimulate the Companies Absorb the Peasant-Workers

In the fierce social competition, the peasant-workers' employment advantage is tiny even through the vocational trainings. So, the incline to the peasant-workers in employment supportive policy plays a security role to the effectiveness of the rural human resources development.

In 2009, the Notification about the Peasant-workers Employment Work of Chongqing Municipal Government Office proposed that to increase the peasant-workers' employment opportunity, our city should combine the economic development and industrial distribution to positive support the small and medium-sized enterprises, labor concentrated industry, and service industry. To the employment agencies, according to its signed labor contracts, the government would offer related subsidy.

In 2010, the Employment Promotion Regulation of Chongqing showed that when the government decides to invest or approve a great construction project, its stimulation to the peasant-workers employment should be made into consideration. And the bidding of projects should add in its employment opportunity prediction.

3. The Implement Achievements of the Employment Supportive Policies to Peasant-workers in Chongqing

Through the coordination of government, the hardworking of peasant-workers, and the cooperation of companies, the employment number of peasant-workers increased, the employment work of peasant-workers became norm, and the rural resources development has achieved initial success.

3.1 The Increase of Employment Quantity

According to the information that a journalist of Xinhua News Agency got from the Chongqing Municipal Human Resources and Social Security Bureau, the transfer employment regional construction of peasant-workers in Chongqing appeared a fundamental change in 2011, the employment of peasant-workers in local exceeded that in other cities, the number of returning peasant-worker employment was 36.9 million, the new increased self-employed number of returning peasant-workers was 36 million, and the companies offered 18.1 million jobs to returning peasant-workers^[3]. The promotion work to peasant-worker employment in Chongqing gets a remarkable achievement, and we can't ignore the function of the employment supportive policies, and the rural human resources development gains a virtual result.

3.2 The Formation of Main Body

The employment supportive policies in Chongqing form the main body of the rural human resources development, that is to say, the government, the peasant-workers, and the companies form a trinity operation mechanism. The government pays attention on the development plan and finance support to the peasant-workers employment, offers subsidy to the vocational training, and rewards the companies that help peasant-workers to employment. The peasant-workers take in different kinds of trainings actively according to their own needs and the market needs to be self-employment or self-employed. The companies cooperate with the government and combine their own characteristics to absorb peasant-workers. In addition, the three main bodies form a input and output mechanism in rural human resources development and employment, that is to say, the government coordinates the strength of rural human resources development and the supply degree of employment, the peasant-workers shorten the gap of employment requirements through vocational training, the companies develop themselves by cultivate and absorb workers.

3.3 The Regulation of Employment Work

In 2009, the Notification about the Peasant-workers Employment Work of Chongqing Municipal Government Office required to establish a sound peasant-workers statistical system to strengthen the dynamic monitoring and statistical analysis work. In 2010, the Employment Promotion Regulation of Chongqing stipulated that if the public employment service agencies and its workers gain profiteering in the rural human resources development work, they will face disciplinary sanctions, and if the case constitutes a crime, criminal responsibilities shall be affixed. The peasant-workers employment and the rural human resources development work are regulated from the level of technology and accountability.

4. The Policy Deficiencies of the Employment Supportive Policy to Peasant-workers in Chongqing

The employment rate of peasant-workers in Chongqing increased obviously, the main body of employment work formed definitely, and the peasant-workers employment developed regularly. However, there exist some deficiencies, such as, the policy coverage, the low efficiency of social organizations, and the supervision mechanism to government.

4.1 The Narrow Policy Coverage

The employment supportive policies mentioned in this article aim at the peasant-worker who is local registered residence and work in Chongqing, its core is the local peasant-worker's vocational training support, and the preferential policy to self-employed just limit in Chongqing. The local registered residence and work place become an invisible boundary to the policy implementation, so the policy appears a deficiency of narrow coverage.

4.2 The Low Efficiency of Social Organizations

The employment supportive work of peasant-workers needs the participation of social organizations, and the participation is not only rest on the financial support, but also the people's positive attitude to peasant-workers, the people should have a tolerant heart to them to make a better study atmosphere. In addition, the propaganda work of preferential policy needs the social organizations' help, because the government's power is limited, the organizations can detail explain the policies to peasant-workers with the words that they can understand. By doing so, the peasant-workers can get more useful information, improve their awareness of self-improvement and take part in the rural human resources development projects.

4.3 The Supervision Mechanism to Government

The government's employment supportive works lack the efficient supervision of non-government organization, even it has the accountability system, but the supervision subject is the government itself, that is to say, the accountability of the governments at the same level or the superior governments. When the work involves the benefit of the government and its workers, it is easily to make the mistake of "selfish departmentalism", which means cover up the errors, and then it may appear the situation of low work efficiency. That may harm the legitimate interest of peasant-workers, so there needs the supervision of non-government organizations as the third-party.

5. The Response to the Policy Deficiencies of Employment Supportive Policies to Peasant-workers in Chongqing

The efficiency of employment supportive policies to peasant-workers is undoubted, to fully achieve the policy goal and promote the rural human resources development, this article suggests the following suggestions. Firstly, broaden the policy coverage. Establish a sound peasant-worker statistical system, which includes the native peasant-worker who works in other cities to break the regional restriction, and pay attention on peasant-worker who is not native but works in Chongqing to break the residence registration restriction. The policies should earnestly safeguard the legitimate rights and interests of the peasant-workers to help their employment to support the rural human resources development, and realize the fairness in the process of rural human resources development. Secondly, strengthen the efficiency of social organizations. The social organizations almost exist in every field and region is the social groups that made up by the citizens themselves. The efficacy and efficiency of its propaganda is stronger than government, and it plays an important role in the peasant-workers awareness improvement. The peasant-workers need the respect and protection of the whole society, and they also need the society provide opportunity to their development, so that they can find the routes to contribute to society. Thirdly, strengthen the supervision of non-government organizations to government work. In the process of rural human resources development, except self-inspect, the government should face the supervision of non-government organizations to form a feedback mechanism that includes the suggestions from inside and outside. In addition, the government should solicit opinions from non-government organizations about the supervision field, supervisory authority, and monitor mode and so on, and then forms the related regulations according the real situation to establish the external evaluation mechanism, so that the non-government supervision is under the protection of legislation, and the peasant-workers legitimate interest can get a better protection.

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