

The Construction of Administrative Standard System in China

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Abstract: With the acceleration of the construction process of service-oriented government in China, the construction of standardization in the field of public administration has become a key task of the government. Starting with the concept and characteristics of the administrative management standard system and the significance of the construction of the administrative management standard system in China, this paper combs the general rules and common techniques of the administrative management standardization based on the practice of standardization in the field of domestic administration, and probes into the construction of the administrative management standard system in China.

1. General Theory of the System of Administrative Standards

1.1. Concept of an Administrative Standard System

System, generally refers to a certain range or the same kind of things according to a certain order and internal relations combined into a whole, is a system of different systems. The systems of nature follow the laws of nature, while the systems of human society are much more complex. In addition to the natural development of human nature, the factors affecting this system are the development of human society's own understanding. Therefore, the so-called administrative management standard system is a whole composed of administrative management standards according to certain order and internal connection, and it is also a type of standard system itself, and different countries are very different in the standard system.

1.2. Analysis of Characteristics of Administrative Standard System

In his book "The Basic Development and Application of General System Theory ", Bertrand Faye, an Austrian American scientist, generalizes the connotation of system theory by means of " holistic approach or systematic approach ". According to the view of modern system theory, there are various systems in both nature and human society. Standards also have system attributes, and a variety of standard systems already exist[1].As a systematic whole, the administrative standard system has the characteristics of goal, set, level and openness.

(i)Target

The establishment of any standard system has a clear purpose or goal. The goal of the standard system is the desire and reflection of the people who create this system, which is the embodiment of human will. The goal of the standard system has the characteristics of concretization and quantification, which is the important reason why it has the function of management. The goal of establishing the standard system of administrative management is to promote the standardization of administrative management and improve the quality of administrative service.

(ii)Collectivity

Standardization is now characterized by a set of standards. As the process of socialization of production improves, so does the collectivity of standards. It is almost impossible for any criterion to exert its effects alone. It is for this reason that standardization rises from the individual level to the system level.

(iii)Hierarchy

Some of the standard systems are simpler, others are rather complex. The administrative management standard system is a relatively complex system, but the administrative management standard system is not disorderly accumulation, the structure of the whole standard system is orderly and hierarchical. Among them, the higher level of structure has a great constraint on the lower level of structure, and the lower level is the basis of the higher level and reacts on the higher level.

(iv)Openness

The administrative standard system is not closed or absolutely static. Because any standard system must always be in a certain environment, always have to interact with the environment, exchange information, and constantly eliminate the non-applicable elements, timely supplement the new elements, so that the standard system in the process of continuous evolution.

1.3. The Significance of the Construction of Administrative Standard System in China

(i)Enriching and making perfect the standardization theory system

The existing standardization theory, principles and methods are based on the practice of standardization in the field of industry and agriculture. Compared with the standardized objects in the service field, there are some common aspects between the administrative management and the standardization objects in industry and agriculture, but there are also essential differences. Therefore, neither the standardization methods in industry and agriculture, nor the standardization methods in the service industry, can be copied and used. Not only that, there are many fields and subdivisions of administrative management, which aspects can be standardized, which types of standards can be formulated still need in-depth research and demonstration.

(ii)To provide direction and methodological guidance in response to the standardization needs in the field of administration, such as the Outline of the Thirteenth Five-Year Plan for National Economic and Social Development and the National Standardization System Construction and Development Plan (2016-2020)

As mentioned earlier, the Outline of the Thirteenth Five-Year Plan for National Economic and Social Development and the National Standardization System Construction and Development Plan (2016-2020) all put forward clear needs for the standardization construction in the field of administration and government management during the 13th Five-Year Plan period. The construction of administrative management standard system can further clarify the mechanism and direction of standardization supporting administrative standardization on the basis of combing,

reflecting and summing up the existing standardization practice in the field of administration, and provide methods and paths for the implementation of standardization work in the field of administration.

(iii) Provide basic technical support for the transformation of government functions

With the continuous improvement of the modernization level of our country, the requirements of modernization, rule of law and scientization of government management are becoming more and more urgent. In the process of government governance, government functions are misplaced, offside and absent, and the concept of omnipotent government still occupies a dominant position. The government monopolizes the supply of public goods and public services, which leads to the expansion of government institutions, the inefficiency of administration and the prominent problem of waste. With the separation of government and enterprise, the separation of government and affairs, the separation of government and society, and the reform of administrative examination and approval license system, the disadvantages of this rigid administrative mode are becoming more and more prominent, such as bureaucracy, rough law enforcement and other undesirable phenomena have become an important factor affecting the image of the government. The transformation of government functions has always been the core issue of China's administrative reform. In-depth study on how to use standardized means in government management activities will help to scientifically locate government functions, promote the construction of responsible government and service-oriented government, and realize the modernization of governance.

2. Content of Domestic Administrative Standards

Domestic administrative standards are mainly public service standards, government service standards, administrative licensing standards.

2.1. Public Service Standards

At its third meeting, on 6 July 2018, the Central Committee for Comprehensive and Deepening Reform adopted the "Guidance on the Establishment and Improvement of the Standard System of Basic Public Service Standards", which proposed concrete measures for the establishment of the standard system of public service from three aspects: strengthening overall coordination, implementing relevant guarantees and strengthening responsibility, and defined a division of labour programme for key tasks to ensure the effective implementation of the standard system of basic public service. The guidance proposes the improvement of basic public service standards at all levels and types, and the construction of a basic public service standard system covering four levels of national, industry, local and grass-roots service institutions. To further clarify the quality requirements of the state's basic public services, and put forward the specific coverage and quality requirements of 9 aspects, such as education for young children, learning for education, work for work, medical treatment, care for the elderly, living for a living, living for a weak support, security of superior military services and security of sports and cultural services[2]. In April 2020, in accordance with the Circular of the Ministry of Finance of the State Development and Reform Commission of the General Administration of Market Supervision and Administration on the Pilot Work of National Standardization of Basic Public Services (No.144 of the National Municipal Supervision Standard Technology [2019]), the General Administration of Market Supervision, the State Development and Reform Commission and the Ministry of Finance have identified 51 pilot projects of national standardization of basic public services, and promulgated the Circular of the State Development and Reform Commission of the General Administration of Market Supervision

and Administration of the Ministry of Finance on the Pilot Project of National Standardization of Basic Public Services (No.49 of the National Municipal Supervision Standard Technology [2020]), All provinces and municipal units are required to combine the national list of basic public services and relevant industry standards and norms to sort out the basic public service items in their respective regions, compile basic public service standards and norms, establish long-term mechanisms such as monitoring and dynamic adjustment of basic public service standards, and continuously improve the standardized management level of grass-roots service institutions[3].

2.2. Administrative Service Standards

In 2015, the National Council of Standards approved the establishment of the National Administrative Hall Service Standardization Working Group and issued seven national standards in the field of government services. This is the first batch of national standards on the construction, management and operation of government service centers in China. It is suitable for service centers such as government affairs halls to use standardized means to carry out service standardization construction, and to realize the systematization, transparency and normalization of government affairs services. At present, the State has strengthened its efforts to build e-government service standards. In 2017, the General Office of the State Council issued the Circular of the General Office of the State Council on issuing guidelines for the construction of the technical system of "Internet + government services "(letter [2016]108), which requires all departments in various regions to promote the construction of online government service platforms in their respective regions in accordance with the requirements of the guidelines for the construction of the technical system of "Internet and government affairs services ", and to actively carry out the innovation of relevant institutional mechanisms and applied services in government affairs services in combination with the actual situation[4].In 2018, the State Council promulgated the "Guidance on speeding up the Construction of an Integrated National Online Government Service Platform "(Guofa [2018] No .27). In promoting the integration of government services, the State Council promoted the realization of the national standard unification of government service matters and the online processing of the whole process through four measures: standardizing government service matters, optimizing government service flow, integrating online and offline services and promoting mobile government service[5].In 2019," Some Provisions of the State Council on Online Government Service "(Decree No.716 of the State Council) explicitly promoted the unification of national standards for government service matters, the whole process of online processing, and the legal effect of electronic signatures, electronic seals, electronic certificates and electronic archives. It is clear that the state should speed up the construction of an integrated online platform, promote the unification of national standards and the whole process of online processing of government affairs services, promote cross-regional, cross-departmental, cross-level data sharing and business collaboration of government affairs services, and rely on the integrated online platform to promote the deep integration of government affairs services online and offline[6].

2.3. Administrative Licensing Standards

In 2015, the National Standards Commission approved the establishment of the National Administrative Examination and Approval Standardization Working Group, which is mainly responsible for the revision of the national standard system in the fields of general basis, condition construction, information construction, service standard, supervision and evaluation of administrative examination and approval. In 2016, the Guidelines for Standardization of Administrative Licenses (2016 Edition), which are applicable to all departments under the State

Council, were formulated. In March 2020, two national standards have been issued : "Administrative License Application and Acceptance Standard "and" Administrative License Review and Decision Standard ".

3. Construction of the Operational Framework of China's Administrative Standard System

The operational framework of administrative management standards is an activity system formed by the orderly combination of a series of processes and links, which describes the basic steps and different stages of administrative standardization. It is of great significance to construct a quality-driven operational framework of administrative standards, whether it is the research of administrative standardization theory or the development of practice. The operation process of administrative management standard is the process of concretizing and quantifying administrative service quality into service standard, implementing service standard, evaluating service quality according to service standard and improving quality based on evaluation result. Therefore, the establishment, implementation and effect evaluation of standards is the key link to manage and perfect the administrative management standard system.

3.1. Development of Administrative Standards

Establishing administrative management standard is the primary stage of constructing administrative management standard system. A system of administrative standards with adaptability, science and legitimacy is a prerequisite for continuous improvement in the quality of service. However, it is not easy to set administrative standards, it is not a direct application of its local administrative management standard system, nor is it the administrative service center based on subjective imagination behind closed doors. It requires the Administrative Service Centre to take all factors into account and to carry out standard-setting step by step. This paper attempts to propose a system decision-making model in the establishment of administrative management standards. A system decision model is proposed by David Easton and so on, and the formation process of general policy is analyzed from the perspective of system theory. The model holds that public policy is a reflection of the requirements of the surrounding environment, can also be said to be the output of the political system, and the authoritative distribution of social values. It focuses on the interrelation and interaction between the whole and the part, the whole and the structure, the system and the environment, etc. The basic basis for formulating administrative standards is law and national policy, and we must pay close attention to the relationship between law and policy, the pursuit of efficiency in administrative management and the needs of the people for high quality administrative services. Among them, administrative organs, administrative counterpart, interested parties are the basic subject, and the coordination of interests and needs between the basic subjects is a key index related to the perfection of the administrative standard system.

China's national standard-setting procedures are divided into pre-stage, project establishment stage, drafting stage, consultation stage, examination stage, approval stage, publication stage, review stage, annulment stage. Among them, the standard system and the revised project, which adopt international standard or foreign advanced standard, can go directly from the stage of project establishment to the stage of soliciting opinions and omit the drafting stage; the revised project of existing national standard or the transformation project of Chinese standards at other levels can go directly from the stage of project establishment to the stage of examination, the stage of drafting and the stage of soliciting opinions. The above procedural requirements must also be followed in the development of administrative standards. There is no essential difference except that the

opinions of administrative organs, administrative counterparts and interested parties must be absorbed.

Because the standardization of administrative license, the standardization of open government affairs and the standardization of government affairs service have been spread out in all levels of administrative organs in the whole country, in practice, there are many administrative standards called "standards" but do not meet the requirements of the Standardization Law on national standards and local standards. In fact, these "standards" in appearance and even the actual effect are closer to enterprise standards. Like the internal control standards of enterprises, there is also a mechanism of self-control within the administrative organs[7]. The administrative standard system is a new form of self-control and self-regulation of administrative organs.

3.2. Implementation of Administrative Standards

At the end of standard-setting, implementation becomes the central task of standardization, which is the key to the success of the standard and the achievement of its intended purpose. The implementation of the standard is to carry out the requirements stipulated in the standard through a series of concrete measures in production, construction and circulation. Only through the implementation, can we realize the standard-setting projects and give full play to the role of standardization. Therefore, the implementation of standards (commonly referred to as implementation of standards) is the most important part of the overall standardization activity.

Different from the implementation of national standards, local standards, enterprise standards and group standards, the implementation of administrative standards depends largely on the hierarchical supervision of administrative organs. It can be said that without the supervision and management of higher administrative organs or specialized organs such as the Office of Audit and Reform, the standards of administrative management are actually difficult to implement. Although the standardization of administrative management is also a way of self-control of administrative organs, the motive force of self-control of administrative organs is obviously insufficient in practice. To be able to achieve the rule of law (administration by law) has been a great progress, and further standardization, it is a challenge. Therefore, the internal supervision and control mechanism of administrative organs is particularly important. It can even be said that the internal supervision and control mechanism of administrative organs is directly related to the effect and success of administrative standardization.

3.3. Evaluation of The Effectiveness of Administrative Standards

To evaluate the effect of administrative standard system on a regular or irregular basis is an important link to find out the loopholes of administrative standard system in time, a key step to perfect administrative standard system, and a main basis for judging the necessity and feasibility of administrative standard system. However, evaluating the effect of administrative management standard "kung fu is outside poetry ", the key is to evaluate the standardization degree of administrative management and the satisfaction degree of administrative counterpart after the implementation of administrative management standard.

For example, in the Administrative Licensing Law, the provisions related to the standardized evaluation of administrative licensing are the administrative licensing items evaluation system. "The system of periodic evaluation of administrative license is an important system to keep up with the social reality and realize the unification of establishment, reform and abolition. It is not a subjective judgment of a certain organ, but a comprehensive evaluation system combining evaluation of specialized organs with social evaluation[8]." Therefore, it is the core system

arrangement to carry out the standardized evaluation of administrative license (open government affairs, government affairs service, etc.) and the evaluation of administrative counterpart satisfaction. In 2017, the Office of Audit and Reform of the State Council specially commissioned the Secretariat of the National Working Group on Standardization of Administrative Examination and Approval to conduct a centralized evaluation of the implementation of the standardization of administrative licenses in 59 departments, basically finding out the current situation of the standardization of administrative licenses in central state organs, providing a basis for further improving the standards for administrative licenses, and also accumulating valuable experience for our future evaluation of administrative standards (systems).

4. Operational Suggestions for the Construction of Administrative Standard System in China

The research of administrative standard system of our country involves various administrative departments, involving a wide range of fields, a wide range of contents, and a complex situation. According to the content and frame of administrative management standard in our country, it is suggested that the construction and operation of administrative management standard system should be done well from three aspects: doing the top-level design work well, adhering to the principle of gradual progress and perfecting the linkage communication mechanism.

4.1. Doing a Good Job of Top-Level Design [9]

The construction of administrative management standard system should do a good job of top-level design. On the basis of studying the latest research results in the field of standardization at home and abroad, the professional staff of administrative departments at all levels formally issue the standard system of administrative management at all levels through the research and discussion of core departments and repeated argumentation. Only under the accurate top-level design command, the administrative organs at all levels can have scientific standard system reference in the process of administrative execution, and avoid subjective and arbitrary.

4.2. Adhere to the Principle of Gradualism

There are many kinds of administrative things and complicated procedures, so the establishment and perfection of a set of perfect administrative management standard system is not overnight. In the process of constructing administrative management standard system, we should treat the process of construction with comprehensive analysis and perspective. This process should follow the process from easy to difficult, from simple to complex, step by step, step by step.

4.3. Improving the Linkage Communication Mechanism

In order to test the results of the standardization framework, it is necessary to examine the work practice of the government's specific administrative standardization, so the national and local governments at all levels should perfect the linkage communication mechanism. From the vertical point of view, the upper government should not only strengthen the leadership and control of the standardization work of the lower administrative organs, but also do a good job in the construction of training and learning mechanism. To supervise the standardization work of the lower level organs in the practical operation link, doing a good job of scientific evaluation, and finding out the problems in time and correcting them are necessary. From the horizontal point of view, setting up the vanguard model in the practice of standardization of local administration, so as to provide other

departments at the same level for reference and study. Local governments at all levels should do a good job of close communication and sharing, be good at summing up the problems that appear in the process of practice, and work together to perfect the construction of our administrative standard system through mutual help.

5. Summary

The operating framework of the administrative standard system refers to the advanced experience of the relevant administrative organs, which may not be suitable for all the administrative organs and all the administrative fields in our country, so the concrete construction should be adjusted according to the need. In addition, the administrative standard system has the characteristics of goal, collection, hierarchy and openness, which means that there is no one-size-fits-all administrative standard system. Any specific administrative standard system in any region can only be a reference frame, according to the actual situation in various places, on the basis of extensive investigation combined with theory, to build a standard system in line with the actual situation of administrative management.

The construction of administrative standard system does not mean the whole work of administrative standardization. The fundamental goal of administrative management standardization is to realize the improvement of administrative service quality, which cannot be separated from the environment of service quality management and lacks any link in the process of quality management, so service standardization loses its significance and cannot play a role. Therefore, the construction of administrative standard system will be a key task of our government.

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