

Research on the Public Policy Participation Mode of Non-governmental Organizations in China

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Abstract

Due to the progress of the times and the development of democratic politics, public interest demands have gradually become the norm. Non-governmental organizations have become an important force in the pursuit of public interests. As a result of historical development, that actual situation of economic and social development and some factor existing in non-governmental organization, The mode of public policy participation of non-governmental organizations in China has encountered some problems in the process of operation. As a result, the participation procedure is complex and the effect is limited, so that the public interest demands can not be met. Based on the current situation of NGO's participation in public policy in China, This paper attempts to understand the current situation of non-governmental organizations in the mode of public policy participation in China. Based on this, this paper analyzes the internal and external problems faced by China's non-governmental organizations in the mode of policy participation. This paper analyzes the causes of the problem and puts forward some suggestions to improve the mode of NGO participation in public policy in China. Promote the democratization and scientificization of public policy.

Keywords

Non-governmental organizations; Public policy; Participation model.

1. Introduction

Under the background of globalization and information age, non-governmental organizations (NGOs) are an important part of social forces. Its participation in the field of public policy has attracted increasing attention. By virtue of their unique advantages of flexibility, professionalism and closeness to the people, non-governmental organizations in China have made great contributions to the development of non-governmental organizations in China. It plays an irreplaceable role in promoting policy innovation, promoting social justice and reflecting public opinion demands. The study of the public policy participation mode of NGOs in China will not only help us deepen our understanding of the role of NGOs, It can also provide valuable experience and enlightenment for optimizing the policy-making process and improving the efficiency of policy implementation. Therefore, this paper aims to explore the participation mode of non-governmental organizations in public policy in China. Its characteristics, effectiveness and challenges are analyzed in order to provide reference for relevant policy formulation and practice.

2. Status of NGO Participation Models in Public Policy

2.1. Status of the system of NGO participation

At present, the main bases in China are the Regulations on the Registration and Management of Social Organizations, the Regulations on the Management of Foundations, and the Regulations on the Registration of Private Non-Enterprise Units. The Provisional Regulations on the Administration of Records govern non-governmental organizations, and these three

documents are all administrative regulations. However, they do not rise to the level of national law, so they can not become legal documents governing non-governmental organizations. Moreover, even as administrative regulations, they are not perfect. Non-governmental organizations are bound by a dual management system, on the one hand, they are under the leadership of the registration management organ. On the other hand, it should be managed by the competent business units. It is not easy to deal with the relationship with the registration administration organ and the competent business unit at the same time. Due to the absence of the participation system of non-governmental organizations, the participation mode of non-public organizations in public policy is in a single state.

2.2. Status of NGO participatory capacity

According to incomplete statistics, there are about 400,000 registered non-governmental organizations in China. More than 90% of these non-public organizations have not received professional training. They do not have a deep understanding of the affairs in this field, and lack the professional knowledge and skills to deal with related affairs. As a result, they do not have sufficient capacity to participate in the formulation of public policies. The capacity of non-governmental organizations to raise funds is very limited. According to the survey, nearly 41.4% of non-governmental organizations said that the main problem facing the organization was lack of funds. With limited funds at their disposal, NGOs give top priority to fulfilling their own mandates. As a result, they are unable to participate in the formulation of public policies.

2.3. Status of NGO participation in culture

In our country, the government is the main body of public policy formulation, and it controls the absolute power of public policy formulation. The participation of non-governmental organizations in the formulation of public policies will inevitably pose a threat to the absolute power of the government. The formulation and implementation of public policy in China has the inertia thinking from top to bottom. Often, governments are reluctant to involve NGOs in public policy; Even if the government is willing, it may only involve non-governmental organizations in some minor matters. At the same time, it is difficult to accept the opinions and suggestions put forward by non-governmental organizations in a real sense.

3. The Problems and Reasons of NGO's Public Policy Participation Mode

3.1. Problems of NGO Public Policy Participation Model: External Perspective

3.1.1. Lack of clarity on the legal status and responsibilities of NGO participation

At present, there is still a big gap in the legislative work in this area in China. Most of the existing laws and regulations regulate a specific type of non-governmental organizations from an individual perspective. Or regulate a specific procedure in the course of its operation. However, the definition, legal status, establishment and management, basic rights and obligations, and legal responsibilities of non-governmental organizations are still. Once there is a conflict or vacuum between the provisions of these laws and regulations on the same matter, it will lead to difficulties for the management organs to deal with the problems, resulting in a situation where there is no way to start. Therefore, the construction of laws and regulations concerning non-governmental organizations in China is still far from perfect, and the existing legislation lacks uniformity. There is a great lack of clarity about the legal status and responsibilities of NGO participation in the public policy process. The provisions on the status of participation of non-governmental organizations are also fragmented and vague. As a result, the practice process of non-governmental organizations participating in public policy often has the characteristics of randomness and personalization.

3.1.2. Inadequate channels and mechanisms for NGO participation

With the rapid development of market economy and the continuous progress of democratic politics, the public's subjective consciousness and political consciousness are constantly strengthened. It also gradually gave birth to the demand and voice of non-governmental organizations to participate in the process of public policy. However, due to the existence of institutional obstacles, At present, there is a strong contradiction between the enthusiasm of citizens' political participation and the poor channels of communication and participation in real life. As a result, the public's interest demands are difficult to express. In particular, The public policy participation channel of our country's NGO mainly has the following three big kinds: First, to the related government department by the fixed system channel. Express opinions and suggestions and participate in the public policy process; The second is to make use of the human resources or identity background of the leaders of non-governmental organizations to participate in the NPC and CPPCC meetings. The third is to indirectly express interest demands to government departments through a wide range of mass media. From the point of view of the influence of non-governmental organizations, most of them focus on the process of social public welfare undertakings. In the aspect of political participation, it mostly involves the marginal areas of society with low political sensitivity and low content of power and interests. In the process of public policy participation, it is often limited to the feedback and transmission of policy information, with little impact.

3.1.3. Low social recognition of NGO participation

Compared with developed countries, there is still a big gap in the social recognition of non-governmental organizations in China. Influenced by feudal ideology for thousands of years, the existence of "official standard" ideology has hampered the development of non-governmental organizations. Therefore, the development of non-governmental organizations is congenitally insufficient, the social awareness of them is low, and their own voluntary failure, there are many problems. In addition, in recent years, the performance of non-governmental organizations themselves has been out of order, which has further vilified the public's views on them and intensified their distrust. Social organizations such as individual trade associations, foundations, public welfare organizations and intermediary service organizations. In the process of providing social public welfare services, scandals such as illegal operation, abuse of funds and covert operation have been frequently exposed. From the "Guo Meimei Incident" of the Red Cross Society of China to the "Shangde Fraud Donation Gate" of the China Charity Federation, Then to the "China-Africa Hope Project" of the China Youth Development Foundation, the storm of charitable trust has intensified. Most of the charitable organizations in our country have already become the "target of public criticism", and these disgraceful incidents have occurred. It greatly reduces the social recognition of non-governmental organizations. The public is also increasingly less supportive of or distrustful of the public actions of NGOs. It can be seen that at present, there is a widespread crisis of trust in non-governmental organizations in China, and the public's recognition of them is low.

3.2. Problems in the model of NGO participation in public policy: internal factors

3.2.1. Inadequate capacity of NGOs to participate

First of all, non-governmental organizations are not clear about the procedures and purposes of political participation. According to the survey, our citizens really have a sense of autonomy, and the proportion of voluntary participation in national political life is still not high. This situation often leads to the irrational participation of non-governmental organizations in public policy. Secondly, the relationship between non-governmental organizations and the government is not clearly divided. China's non-governmental organizations generally have the characteristics of "administration", which are either directly established by the government or

supervised by the government. Or they are directly transformed from government departments, which leads to the lack of autonomy and independence of non-governmental organizations. On the one hand, non-governmental organizations still depend to a large extent on government departments for various resources needed for their operation. As a result, non-governmental organizations are dependent on government departments. All aspects of public policy have become more complex, which requires a higher level of talent and expertise. However, the quality of NGO staff in China is generally low, the level of education and knowledge is not high, and there is a great shortage of professionals. This situation directly affects the service quality and political participation ability of non-governmental organizations. It seriously reduces the effect of its participation in public policy and the exertion of its functions.

3.2.2. Disorganization of the NGO participation process

As far as the current situation is concerned, most of the non-governmental organizations in China lack effective contact with the outside world. It is embodied in the following three aspects: First, China's non-governmental organizations have not established cooperative relations with government departments. The relationship between the two is more dependent and dependent; Second, the non-governmental organizations in our country have not established cooperative relations with the enterprise sector, and most of them are only the relationship between donation and donation; Thirdly, non-governmental organizations in China have not established cooperative relations with grass-roots communities. There are functional deficiencies in the provision of public services to the community. It is precisely because of the absence of cooperation mechanism between non-governmental organizations and the outside world that the sources of funds are narrow and seriously scarce. It also lacks the trust and supervision of the people, which limits the ability of non-governmental organizations to attract professionals to a certain extent. As a result, the lack of talents and professional strength seriously restricts the development of non-governmental organizations, which leads to the disorder of their operation process.

4. Reasons for the Problems in The Participation Model of Non-governmental Organizations in Public Policy

4.1. The construction of the legal guarantee system is lagging behind

Generally speaking, the construction of the legal system and the management system of the management of non-governmental organizations in China. As well as the management system of non-governmental organizations, but the process of legal construction is still very slow. This is manifested in its low level of legislation and weak links between relevant laws and regulations. Moreover, China has not yet promulgated a relatively perfect law related to the management of non-governmental organizations. In a sense, the relevant regulations in force can not be called NGO law. In addition, the imperfection of supporting laws and regulations is not conducive to the classification management of non-governmental organizations, which seriously hinders the development of non-governmental organizations in China. The status of non-governmental organizations in the field of public service provision lacks clear legal protection, and the public does not recognize their social status.

4.2. Obstacles of traditional political and administrative culture

It is a kind of "vassal political culture" formed on the basis of long-term pursuit of feudal autocracy. Its remarkable feature is that sovereignty belongs to the monarch rather than the people, and the basic principle of the people in political life is obedience. Such a traditional political culture has become a vassal consciousness of the masses and contributed to a humble mentality. As a result, the people's sense of political indifference is serious, which ultimately curbs the formation of the people's subjective consciousness. Because of the far-reaching

influence of traditional political culture on the public, the people's enthusiasm for political participation has been improved. However, the operational performance remains inadequate. In addition, during the long period from the early days of the founding of the People's Republic to the reform and opening up, China has implemented a highly centralized planned economic system. It still emphasizes traditional political concepts such as centralization and rule by man, which to some extent inhibits the political rights of ordinary citizens. It is difficult for the broad masses of the people to participate in political decision-making and various management activities. It has caused negative effects such as neglecting the rights of the people, being superior everywhere and political dependence. On the one hand, it leads to the gradual loss of public interest in political participation, on the other hand, it makes citizen participation a mere formality and ends in ineffectiveness.

4.3. Closure of operation process of public policy system

There are still many problems in the process of public policy operation in China. The most serious problem is that the current public policy operation mechanism is not transparent. First, the opacity in the process of policy generation. Because of the subjectivity and artificiality of policy issues, it is easy to be used by a small number of people. Through covert operation and other means to achieve their own interests, resulting in deviations in the confirmation of policy issues. As a result, the policy objectives may not represent the interests of the vast majority of people. Second, the opacity in the process of policy implementation. In the process of policy implementation, some government departments have serious pragmatism and utilitarianism. They often misinterpret and delete the policies of their superiors, and make public the parts that are in line with their own interests. The part that affects or is not conducive to their own interests is directly hidden. Third, there is opacity in the process of policy evaluation and policy termination. In the feedback link of policy information, after going through the process of transmission layer by layer, Due to artificial deletion and alteration, a large number of information is distorted and untrue.

5. Strategies to Improve NGO Participation in Public Policy

5.1. Promoting the independence of NGOs in the political life of the country

First of all, NGOs themselves should be fully clear about their role in the process of participating in public policy. There should be a good partnership between non-governmental organizations and government departments. Instead of becoming the "mouthpiece" or "administrative pawns" of some government departments. Non-governmental organizations can not "take the place of others" and replace government departments to implement decision-making; They can not "participate passively" and only participate in the policy process when the government departments need it. As a result, it loses its independence in policy formulation, implementation and supervision, and neglects the interest groups represented by the organization itself. Such dependent participation will gradually deprive non-governmental organizations of the ability to participate actively.

As the representative of the middle class of society, non-governmental organizations should strengthen their own construction and clear up the institutional obstacles. Strive to gain recognition from the public and the government. Finally, at present, the laws and policies concerning the participation of non-governmental organizations in social management are relatively weak, so we should improve the construction of laws and regulations as soon as possible. Clarify the legal status of NGOs. On the one hand, it clearly distinguishes the administrative subject status and civil subject status of non-governmental organizations. When NGOs exercise specific management functions, they should have the "power", "name" and "responsibility" of the administrative subject. That is, to exercise the responsibilities of the

administrative subject; when non-governmental organizations exercise other functions, they act as civil subjects. On the other hand, overall planning of the scope of functions of non-governmental organizations. To clarify which non-governmental organizations can accept the entrustment of administrative organs and the matters that can be entrusted; If government departments do not have the ability or need to manage matters, they can be handed over to non-governmental organizations to complete.

5.2. Promoting the Transparency of Public Policy Formulation and Implementation in China

From the perspective of government departments themselves, they should strengthen internal supervision and improve internal supervision in the process of public policy formulation and implementation. Make policy formulation and implementation legitimate and reasonable, and can be properly recognized and accepted by the public. From the perspective of external subjects, as an important part of social supervision, supervision by public opinion should play its role vigorously. The public, social organizations and mass media should actively use their own rights. Participate in the process of policy formulation and implementation through various channels, find problems in time, reflect problems and express opinions. We should maximize the positive role of public opinion supervision, achieve effective supervision and prevent the "alienation" of the media. So as to purify the environment of policy formulation and implementation, and make public policy run in the sunshine. Reduce the dark box operation and monopoly execution among governments, and prevent rent-seeking and corruption of power. We will further promote the transparency of the operation of public policies and realize a sunshine government.

6. Conclusion

In the participation of public policy, non-governmental organizations in China actively voice through diversified modes. It has effectively promoted the democratization, scientificization and transparency of policy formulation. However, it still faces challenges such as unclear legal status, insufficient funds, shortage of talents and limited channels of participation. Limiting the full development of its potential. In order to further enhance the effectiveness of policy participation of non-governmental organizations, it is necessary to strengthen the construction of relevant laws and regulations and broaden the sources of funds. Strengthen the construction of professional personnel, and constantly improve and optimize the policy participation mechanism. Looking forward to the future, with the continuous advancement of the modernization of the national governance system and governance capacity, non-governmental organizations will play a more important and active role in the field of public policy. To contribute to building a harmonious society and promoting national development.

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