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Abstract

Administrative reform is an important part of political reform and an important part of reform and development of China. Administrative reform includes evolution of administrative power structure, adjustment of administrative organization, administrative management systems, innovation of administrative means and so on. 40 years after China's reform and opening up efforts began, it seems that administrative reform has made significant achievement. This is somehow confirmed by reviewing the great course and valuable experience of administrative reform in China. Furthermore, studying and exploring the key issues to be addressed for continuous promotion of reform may have great significance for a profound understanding of the great achievements of reform and opening up, continuous deepening of the reform of the administrative system and coordinated promotion of the "Four comprehensive steps" strategy layout.

Keywords: *Administrative reform in China, administrative reform, social development, management system, modernization in government management, marketization and socialization of public service.*

1.1. Background of Administrative Reform in China

Administrative system is an important part of the national political superstructure. The social and economic system of a country and its development stage determine a certain administrative system. Therefore, the course and progress of administrative reform in China cannot be separated from the specific administrative traditions of China, deepening of economic and social reform and development of international administrative theory and practice.

1.1.1. *Administrative tradition of China and administrative system changes before the reform*

October 1, 1949, the People's Republic of China was founded. The establishment of socialist system in China has created the conditions for exploring the establishment of a new administrative management. In 1951, the Government Administration Council issued the *Decision on the Adjustment of Organizations and Reducing Staff (Draft)*, and conducted streamlining administration work for the first time after the founding of new China. In 1954, the First National People's Congress promulgated the first *Constitution*, selected the President and established the State Council, forming the basic administrative framework of the new China. From the end of 1954, it took more than one year to carry out a larger-scale simplification on the central and local authorities at all levels. In 1956, the authorization relation between the central and local authorities was adjusted again. The national system conference held this year proposed that: the first step in the improvement of national administrative system is to firstly divide the administrative functions and powers of the central government and provinces, autonomous regions and municipalities directly under the central government and expand the administrative rights of the local authority appropriately and then gradually divide the administrative functions and powers of province and county, county and township. This reform continued until 1960. In the early

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1960s, in order to meet the needs of the national economic adjustment, the “*Simplifying and Concentrating*” administrative system reform was carried out. In general, after the founding of new China, the construction of China’s administrative system has made significant progress: firstly, the administrative mode meeting the requirements of socialist country nature was initially constructed, secondly, the administrative system adapted to the planned economic system was created; thirdly, the experience in both positive and negative aspects of the Chinese administrative system construction was accumulated. It can be said that although there were many twists and turns in the development course of administrative system in this historical period, the authorization relation between the central and local authorities was explored, the streamlining administration was implemented, the government institutions were adjusted, the basic framework of the socialist administrative system was established and the economic and social development was promoted. The construction of the administrative system in this historical period has provided the basic premise and important reference for the reform of administrative system after the reform and opening up, of which, the most fundamental lesson is not to go beyond the economic and social development level and the corresponding objective conditions and to focus on adapting to the needs of development of the productive force and steadily adjust and change from the national conditions and actual situations.

1.1.2. Sustained rapid economic and social development, deepening of reform and opening up

Since 1978, China has opened the prelude to the great reform and opening up. From the countryside to the city, from the economic field to other fields, the process of comprehensive reform carries all before it. From opening of the inside world to the outside world, from the coast to the areas along the rivers and border, from the east to the Midwest, the process of opening up surges forward with great momentum. The great reform and opening up that has never occurred in the history has greatly stimulated the enthusiasm of hundreds of millions of people, greatly liberated and developed the social productivity and promoted the all-round progress of the society so that China has successfully achieved the great historical turn from the highly-centred planning economic system to vital socialist market economy system, from closed and semi-closed state to all-round opening state. The image of Chinese people, the image of socialist China and the image of the Communist Party of China has undergone historic changes. The comprehensive national strength of China has been greatly improved and international status and influence have been significantly improved, especially the sustained and rapid development of our economy at a rate rarely seen in the world. From the brink of collapse developed into the second one in the world, people’s lives developed from the lack of food and clothing to a comprehensive well-off level, which has made great contribution to the development of the world economy and the progress of human civilization. Sustained and rapid economic and social development and deepening of reform and opening up have provided the impetus and foundation support for the administrative reform in China.

1.1.3. Theory and practice of international administrative reform

Since the 1970s, with the changes of the international situation, the theory and practice of international administrative reform have made positive progress and the government administrative reform theory represented by the new public management movement, public choice theory and governance theory appeared successively and made great success in the

United States, Britain, France, Australia, New Zealand and other countries. The main content and measures of the theory and practice of international administrative reform include: firstly, the optimization of government functions. Redefining the government functions is one of the key points of the government reform in the contemporary western developed market economic countries. In view of new public management movement, government is free from a large number of social matters and these functions are given or returned to the society, borne by the social and economic organizations or intermediary organizations. The government is responsible for formulating laws and regulations, supervising and executing the laws and regulations. Secondly, the marketization and socialization of public service, that is, the government takes full advantage of the power of market and society to promote the marketization and socialization of public service. Thirdly, the decentralization of government management functions. One of the goals of the administrative reform in the contemporary western countries is to decentralize the government management functions and narrow the scope of government administration. Therefore, it is necessary to implement decentralization and devolution of administrative power to lower levels. Fourthly, the introduction of modern management technology, especially that of private sector, for "Reinventing of the government" in order to realize the modernization of government management and establish a "Marketization" and "Entrepreneurial" administration. The theory and practice of administrative reform in China are made on the basis of the theory and practice of the latest international administrative reform. Although the reform path of administrative system between countries may be different due to the politics, history, culture and other reasons, we cannot indiscriminately imitate the international administrative reform mode. However, the theory and practice of international administrative reform has positive enlightenment significance for China to broaden its horizons and open ideas. In fact, the administrative reform in China is explored and deepened constantly based on the beneficial practices of theory and practice of international administrative reform, developing a road of administrative reform with Chinese characteristics.

1.2. Course of Administrative Reform in China

The Third Plenary Session of the 11th Central Committee of the Communist Party of China (CPC) was convened at the end of 1978, opening a new era of China's reform and opening up and socialist modernization construction. Nearly 40 years of reform and opening up has made our country successfully realize the great historical turn from the highly-centred planning economic system to vital socialist market economy system, from closed and semi-closed state to all-round opening state and economic and social development has made great achievement attracting worldwide attention. In this process, in accordance with the overall goal of building socialism with Chinese characteristics, according to the fundamental requirements of the superstructure adapting to the economic basis, liberating and developing the productive force, the administrative reform should be promoted unremittingly, new breakthrough and significant progress should be made continuously and the socialist administrative system with Chinese characteristics should be reformed and improved constantly. The administrative system reform in this period has experienced three stages generally.

1.2.1. Breaking the shackles of highly centred planning economic system (1978-1992)

From the Third Plenary Session of the 11th Central Committee of the Communist Party of China (CPC) to Fourteenth National Congress of the Chinese Communist Party, the main

mission is to break through the highly-centred planning economic system and administrative mode and explore the perfection of socialist administrative system with Chinese characteristics. In this stage, from 1982 to 1988, two centralized administrative system reforms were implemented. In 1982, the focus of the reform of the State Council institutions was to adapt to the shift of work focuses, improve the efficiency of government work and streamline and adjust organizations. After the completion of the reform of the departments and organizations of the State Council, the reform of local institutions was carried out and the focus was to streamline the bloated body, overcome the bureaucracy and improve the work efficiency. In 1988, a new round of administrative system reform was implemented. The task of the reform was to further transform the functions, straighten out the relationship, streamline institutions and personnel and improve the administrative efficiency. This reform put forward the key of grasping the transformation of functions for the first time and closely combined with the reform of the economic system; in accordance with the requirements of economic system reform and the separation of government and enterprises, specialized management departments were merged and reduced and professional institutions were established within the comprehensive departments; according to the scientific principles and ability to integrate organization establishment, it is appropriate to strengthen the decision-making consultation and regulation, supervision, audit, information departments, change the working mode of the comprehensive departments and improve the ability of the government to control the macro economy; the principle of simplification, unification and efficiency should be implemented; the administrative companies should be cleared up and rectified; the organizations established for the individual affairs should be revoked; the bloated departments and personnel should be cut; in order to consolidate the results of institutional reform and make the administration go on a legalized road, the way of using legal means to control the organization establishment and size of personnel force was proposed; it was the first time to implement "Three determinations" work of the determination of functions, organizations and preparation in the reform. On the whole, through this stage of the reform, our country has initially gotten rid of the fetter of administrative mode adapted to the highly-centralised planning economic system, stimulating the economic and social vitality and promoting the liberation and development of productive forces.

1.2.2. Adapting to the socialist market economy system (1993-2012)

From the Fourteenth National Congress to the Eighteenth National Congress of the Chinese Communist Party, the main task was to promote the reform comprehensively in accordance with the requirements of development of socialist market economy and the reform of socialist administrative system with Chinese characteristics has made significant progress. From 1993 to 1998 in this stage, two centralized administrative system reforms were implemented.

In 1993, the main content of institutional reform of the State Council: the first is to transform the functions and adhere to the separation of government and enterprises, which requires that the power of the enterprises should be decentralized to the enterprises and the issues that shall be solved by the enterprises should be resolved by the enterprise so as to reduce the approval of specific business and direct management of the enterprises. The second is to straighten out the relationship. It's necessary to straighten out the relations between the State Council departments, especially the integrated economic sectors as well as the integrated

economic sector and professional economic sector, reasonably divide the duty and authority and avoid cross repeat. Straightening out the relations between central and local administrations and reasonably dividing the administration authority make the local administrations develop local economy and various social undertakings according to the local conditions under the guidance of the central guidelines and polices. The third is to streamline the institution preparation. Since 1993, the reform of local government institutions was carried out in the country. Taking the transformation of government functions as the key, the institutions and personnel have been streamlined greatly; especially the specialized economic management departments were streamlined greatly.

In 1998, the biggest reform of the administrative system was carried out. The main content of the reform: one is to adjust the functions of the department. According to the principle of equal rights and responsibilities, more than 100 functions were transferred between departments and the same or similar functions are undertaken by a department as far as possible. Function cross, multiple management, poor management or co-operation of different branches of an administration, unclear powers and responsibilities and other problems that have existed for a long time but not been solved have been greatly improved. The other is to streamline organization establishment. The main task is to streamline industrial economic departments greatly and the provincial, municipal, county and township institutions also have a corresponding reform.

Since the Sixteenth National Congress of the Chinese Communist Party in 2002, the main task of administrative reform is to promote the construction of service-oriented government and law-based government and comprehensively deepen the reform of socialist administrative system with Chinese characteristics. The key is to build the mechanism conducive to the promotion of scientific development and social harmony and focus on the innovation of institutional mechanisms and management methods. It mainly includes: more attention to people-oriented development and promote comprehensive, balanced and sustainable economic and social development and people's all-round development; pay more attention to the development of socialist democratic politics, vigorously promote the scientific and democratic decision-making, improve the decision-making information and intellectual support system and enhance the transparency of decision-making and public participation; pay more attention to the transformation and full implementation of government functions, strengthen social management and public service functions, accelerate the social construction focusing on the improvement of people's livelihood and public services and enhance the social creation vigour; pay more attention to regulating government behaviours, comprehensively promote law-based administration of government and accelerate the construction of a law-based government; pay more attention to the improvement of management methods, vigorously promote openness in government affairs and e-government affairs and explore the implementation of the administrative performance management system.

The 2nd Plenary Session of the 17th CPC Central Committee put forward the reform goal of establishing the socialist administrative system with Chinese characteristics in 2020. After 2008, the administrative reform in China has made a new breakthrough. The transformation of government functions has made positive progress and the straightening of relations between departments has made an important breakthrough and the exploration in the implementation of giant department system with organic unity of functions has taken new

steps, intensively solving the problems in macroeconomic regulation and control, resources and environment, market supervision, culture and health and such over 70 items of cross departmental responsibilities and relationships.

1.2.3. Promoting the modernization of government administration (after 2013)

The main task of administrative reform at this stage is mainly to promote streamline administration and institute decentralization, combine the policy of delegating power and strengthening regulation and optimize services and other reforms. This period is the stage of promoting administration system reform to in-depth reform. After the 18th National Congress of the Communist Party of China, China entered the decisive stage of building a comprehensive well-off society. The Third Plenary Session of the 18th Central Committee of the CPC put forward that the general goal of comprehensively-deepening reform was to develop and perfect the socialist system and promote the modernization of national governance system and governance capacity. Concentrating on this general goal, administrative system reform accelerated the establishment of the administrative system of socialism with Chinese characteristics. The Third Plenary Session of the 18th Central Committee of the CPC proposed that, “we have to effectively change the government functions, deepen the administrative system reform, innovate the administrative management mode, enhance the credibility and executive ability of government as well as build a law-based government and service-oriented government”. The main line was to further promote the separation of government and enterprise, the separation of government and capital, the separation of government and public service units and the separation of government and community, continuously promote fast streamline administration and institute decentralization, combine the policy of delegating power and strengthening regulation and optimize services and other reforms as well as build a honesty and high efficiency and people-satisfied service-oriented government with scientific functions and optimized structure, providing support for adapting China’s economy, leading the new normal, realizing the medium and high speed growth and stepping into the middle and high-end level.

1.3. Main Contents of Administrative Reform in China

The China’s administrative reform after the reform and opening-up was the exploration process of continuously deepening the understanding and gradually promoting the nature, characteristic, law, relationship, goal and task of the administrative system under the circumstance of promotion of economic system reform, social system reform, cultural system reform and political system reform as well as the significant exploration process for building the law of socialism with Chinese characteristics. The practice showed that the reform and exploration at this stage made great success, which fundamentally abandoned the highly-centralized planned economic system and administrative management mode and basically built the administrative system in conformity with the development of the socialist market economy. The main contents are as follows:

1.3.1. Transformation of government functions

The transformation of government functions is inevitably necessary to the transformation from the traditional planned economy to socialist market economy. Transformation of government functions is not only the red line that runs through the China’s administrative reform process for nearly 40 years since the reform and opening-up, but also the core of the

China's administrative reform. The 14th National Congress of the Communist Party of China put forward that the fundamental way for transformation of government functions was to separate the government from enterprises. The 16th National Congress of the Communist Party of China clearly put forward that the government functions were mainly economic adjustment, market supervision, social management and public service. Since the 18th National Congress of the Communist Party of China, China's administrative reform grasped more tightly of the "the nose of an ox" of transformation of government functions and accelerated the transformation of government functions taking streamline administration and institute decentralization as breakthrough gap, which made the market play a decisive role in the resource allocation and give a better play to government functions, effectively promoted the transformation of government functions to creation of good development environment, offering of high quality public services and safeguarding of social fairness and justice. Through nearly 40-year administrative reform, the Chinese Government's intervention in micro-economics operation was significantly reduced, the status of the enterprise as the competitive subject in the market was determined, the decisive role of market allocation resource was obviously enhanced, the new type macroeconomic regulation and control system was gradually improved and the social management and public service functions were continuously strengthened.

1.3.2. Adjustment of administrative division

The adjustment and optimization of administrative division is the important content of the China's administrative reform. Since the reform and opening up, China's administrative reform adapted to the needs of economic and social development, the urbanization development and the revolution of productivity. China successively carried out the reform attempts on a series of administrative divisions including the establishment of special zone, new provinces (municipalities directly under the central government), transforming area into cities, changing a county into a city, city governing county and changing a county into a district, etc., which greatly enriched the practical connotation of the China's administrative division. Affected by the urbanization process, spatial expansion of central city, agglomeration and growth of population, improvement of traffic and communication conditions and policy factors, the adjustment of the China's administrative division mainly included five main modes: organizational system change, division of administrative region, merging of administrative region, upgrade of organizational system and newly-established administrative region. Among them, the adjustment of administrative division of transforming county into cities (county level) was the one of the most important administrative division adjustment mode since China's reform and opening up. It had been carried out for about 19 years and temporarily ended from 1979 to 1997. During this period, due to the two-time adjustment of the standards for the establishment of the city by the central government, the whole process and cycle for the change of administrative division were greatly influenced.

1.3.3. Reform of government organizational structure

The organization is the carrier of functions and allocation of functions needs scientific organization establishment to perform. It is one of the important contents of China's administrative reform to reform the government organizational structure. Since the reform and opening up, China had successively carried out seven-time great reforms of government organizational structure and the general trend and requirements were to scientifically divide

and reasonably define the functions of various departments of government, further straighten out the relationship between vertical, horizontal administrative organization and departments as well as perfect the mechanism of coordination and collaboration between departments in accordance with the change of economic and social development and the requirements of full performance of government functions. Through reasonable adjustment of organization establishment and optimization of personnel structure, we not only solved the overstaffing problems in some departments and organizations, but also the problems of insufficient preparation and personal in some departments due to strengthening of functions, making the functions match with the organization and the task match with personnel preparation. One important characteristic of government institutions' reform in 2008 was to actively promote the reform of the major departments. This reform aimed to merge the institutions with the similar functions and decentralized management as well as to merge and adjust the institutions that had overlapping and repeated functions, disputed over trifles and had difficulty in coordination and resolution for a long term. At the same time, appropriately set up the institutions with too wide function range and excessively centralized power separately to change the imbalance of department structure and the phenomena of catching one and losing another in operation. The reform of government institutions in 2013 further optimized the department setup, coordinated the relationship between the departments, continuously improved the administrative operation mechanism that the decision-making power, executive power and supervision power were unified and coordinated with each other and built the government institutional framework focused on macro-control department, market supervision department and social management and public service department. The institutional setup and responsibility system tended to be reasonable. It could be said that each reform of government organizational structure was driven by economic system reform, so as to adapt to the development and take the improvement of demands of socialist market economy as goal as well as to carry out fundamental transformation and remodelling for the government management system.

1.3.4. Transformation of mode of government management

Since the reform and opening up, the government of China had taken the initiative to adapt to the requirements of domestic and international environmental changes and economic and social development. In addition, the government of China adhered to the principle of people-centred, made use of market mechanism, adopted modern scientific and technological achievements, simplified the administrative procedures, adjusted the management process and combined the government regulation, planning, public opinion guidance, economic incentive, information service and other various kinds of management methods and means together while improving and perfecting the existing administrative management methods to make the administrative management methods gradually transform to more scientific, humanized and simplified management methods: First was to innovate the way of macro-control. Facing with the situation that the economic downward pressure is bigger, we needed to actively innovate the way of macro-control, clearly maintain the steady growth, the lower limit of guarantee for employment and the upper limit of prevention of inflation as well as safeguard the reasonable range for economic operation; we needed to concentrate on transforming the way and adjusting the structure, duly and appropriately pre-adjust and finely adjust and improve the pertinence and coordination of macroeconomic regulation and control. The second was to transform the government management more from prior approval to mid and post-supervision, plug up supervision

gaps and loopholes, increase the intensity of punishment on law breakers and violators, strive to achieve “easy entering and strict management” and put effort into creating a market environment with fair competitions. The third was to promote the government’s purchase service and innovate the government functional ways. The fourth was to strengthen the construction of E-government affairs, strive to promote “Internet+ government affairs service” and make use of E-government platform to implement management and service, which enhanced the responsiveness of public demands, improved the administrative efficiency, reduced management costs and provided convenience for the masses.

1.3.5. Promotion of law-based government

The construction of law-based government was the great achievement for China’s administrative reform since the reform and opening up, of which one prominent sign was that the government had gradually realized the transformation from all-round government to limited government, regulation government to service government, the goals and requirements of law-based government had further clarified that the citizens’ right consciousness and concepts of rule by law were continuously enhanced and the construction of law-based government had made significant progress. The core of law-based government was to implement administration according to law. The *Administrative Procedural Law* that passed in 1989 was considered as a milestone in the course of the legal construction in China. In March 2004, the Government of China issued the *Enforcement Outline of Completely Advancing Administration according to Law* and clearly put forward to use ten years or so to basically achieve the goal of the construction of law-based government. After that, the government of China accelerated the construction pace of law-based government, issued and implemented *Administrative License Law, Administrative Procedural Law and Implementing Regulations of the Administrative Review Law* and other series of laws and regulations, the framework of legal system of law-based government in China had been basically established, the administrative laws and regulations system according to law had been constantly improved, administrative legislation, law enforcement and supervision had been further strengthened, the legalization and institutionalization of the government’s construction and administrative work had been accelerated and the government of China could effectively use the system to govern the rights, affairs and people. Through years of efforts, in 2015, a law-based government had been basically built, the administrative laws and regulations had been perfected continuously, the reform of administrative law enforcement system had been continuously deepened, the administrative law enforcement organization system had been more perfect, administrative law enforcement procedure and standardization level had been increased significantly, the construction of administrative supervision system had been strengthened as well as the legislation, standardization and openness of administrative power operation and implementation of administrative actions had been greatly improved.

1.3.6. Strengthening the civil servants’ corps

The construction of civil servants’ corps is the subject of the government management and the quality and ability of civil servants will directly affect the executive force and credibility of government. Since the reform and opening up, China had begun to establish a modern public servant system. In April 1993, the State Council approved and issued the *Temporary Regulation of Civil Servants* and implemented it in October that year, which marked the initial formation of system of public servants in China. After that, all regions throughout the country began to gradually build and implement the national public servants from top to

bottom and strengthen the construction of civil servants' corps. The laws and regulations system for management of civil servants had been gradually improved, including the basic establishment of access, incentive and withdrawal and other system of the national public servants with Chinese characteristics; the construction of work style of government and clean government had been promoted continuously and the overall quality and ability of civil servants had been obviously improved to form a civil servants of cherishing posts and devoting wholeheartedly to work, being loyal to their duties, having excellent quality, excellent working style and having honest and diligent spirit, laying a solid foundation for further establishment of perfect administrative system of socialism with Chinese characteristics.

1.3.7. Promotion of anti-corruption and establishment of clean government

Honesty is the bottom line of official morality and also the footstone of government credibility. Since three decades of reform and opening-up, especially entering the 21st century, the Government of China unremittingly promoted the construction of clean government and made important progress in investigating major cases, punishing corrupt officials, strengthening the system construction, strengthening the supervision of leading cadres, governance of commercial bribery and correction of the unhealthy tendency that caused damages to the interests of the masses and other aspects. The State Council held the working conference of clean government every year and made the deployment for construction of anti-corruption and clean government of the government system. All regions and departments in China had included the construction of anti-corruption and clean government into the overall planning of economic and social development and implied it into the various reforms and important policies measures. The second was to formulate a series of legal system to build a clean government, including formulating the *Law of Government Procurement of the PRC*, *Anti-monopoly Law of the People's Republic of China* and *Tendering and Bidding Law of the People's Republic of China*, standardizing the discretion in administration and playing the basic role of the market in the resources allocation to effectively prevent the occurrence of corruptive behaviours. The third was to build a clean government through the innovation of system and mechanism. We needed to promote the reform of the administrative approval system, the cadre and personnel system, the judicial system and working mechanism and the finance, investment, financial and resource and other system reforms, investigate and punish corruption cases according to laws, make great efforts to build clean and honest culture and actively carry out international exchanges and cooperation in anti-corruption construction. It is the common aspiration for all the people in the world to fight against corruption and build a clean and honest politics and also the common theme that all governments political parties around the world needed to face. China will play a positive role in the international and regional anti-corruption exchange and cooperation and make arduous efforts to build a fair and honest and beautiful world.

1.4. Basic Experience of Administrative Reform in China

Since the reform and opening up, the reform of China's administrative management system not only had made remarkable progress, but also had accumulated valuable experience in practice. It mainly included the following six aspects.

1.4.1. Adhering to top-level design and overall planning

This is not only the valuable experience of the reform on administrative system in China, but also the basic conformance for deepening the reform on administrative system in the next period. Deepening of the reform on administrative system needs to be overall planned in the overall situation of the development of the party and the country. Under the unified leadership of the central government, we shall overall plan and deploy the reform on administrative system together with the reforms of other aspects, and conduct major reforms in a holistic way. In his *Party and State Leadership System Reform*, Deng Xiaoping pointed out "The purpose of reforming the system of party and state leadership and other systems is to take full advantage of the superiority of socialism and speed up China's modernization." "We should regularly sum up historical experience, carry out intensive surveys and studies and synthesize the correct views so as to continue the reform vigorously and systematically, step by step from the central level on down." The reform on administrative system in China is conducted through overall plan and coordination under the leadership of the Communist Party of China. Report of the Eighteenth National Congress of the CPC suggested "We should improve the mechanism for coordinating structural reforms and conduct major reforms in a holistic way according to the overall plan." This is of great significance in strengthening the top-level design, overall planning, coordinated progress and other aspects of the reform on administrative system. The Government of China always takes the administrative reform as a key part of comprehensively deepening reforms, studies the relationships between the administrative reform and the economic reform, the political reform, the cultural reform and the social reform, seizes the regularity of inter-adaptation and inter-supporting and the complexity of inter-constraint and interaction of reforms of all aspects, correctly handles the relationships among reform, development and stability, improves the scientific basis and authority of decision-making for system reforms, strengthens the coordination, matching and effectiveness of reform measures of all aspects and ensures the correct direction and the smooth progress of socialist reform.

1.4.2. Adhering to the strategy of gradual reform

The 40 years of reform and opening-up in China has pursued a successful path of gradual reform. The reform on administrative system is an important part in deepening the entire reform and the inevitable requirement for establishing and improving the socialist market economic system and developing the socialist democratic politics. Therefore, the administrative reform in China adheres to the path of gradual reform. The basic characteristics of the reform path is an orderly, exploratory and innovative self-improvement and development revolution of socialist administrative system under the premise of adhering to the political leadership of the Communist Party of China, and adhering to the basic institutional framework of socialism with Chinese characteristics. Orderliness means the administrative reform in China correctly handles the relationship among reform, development and stability, overall coordinates the intensity of reform, speed of development and national tolerance, and it is a reform for the administrative system on the basis of maintaining China's basic political system and regime. Exploration means the administrative reform in China correctly handles the relationship between socialism and market economy. It's an unprecedented career without reference, which shall be carried out all by "Crossing the River by Touching the Stones" and all by adapting to the needs of the socialist market economy. Each step of the reform shall be done correctly, accurately and firmly. Innovation means the administrative reform in China is not only a significant adjustment for the original structure of administrative power and interest pattern, but also a profound change of

concept and ideological revolution. We must run the spirit of innovation through the whole process and each link of the reform. The practice has proved that each progress of the administrative reform in China in the theory and practice is the result of adhering to emancipating the mind, seeking truth from facts, and advancing with time. To promote the administrative reform, we shall not only have long-term objectives and the overall planning and clear path and direction of reform, but also determine the key tasks of each period. It is impossible to accomplish the whole task at one stroke; we shall not only make full use of the favourable conditions of all aspects, seize the favourable opportunity, firmly and decisively push forward the reform measures and take large steps in some important areas, but also a comprehensively analyse the contradictions and risks that we face, fully consider the tolerance of all aspects and actively and steadily carry out the reform.

1.4.3. Adhering to public participation in the reform process

The public is the subject of reforms in China, so as the administrative reform in China. Serving the people wholeheartedly is the fundamental purpose of the Communist Party of China and the Government of China. Adhering to doing everything for the people and relying on them in every task is the fundamental starting point and the driving force to promote the various reforms. From the value goal of the administrative reform in China, since the opening-up, the administrative reform in China has always adhered to relying on the people, doing everything for the people and serving people, focused on adapting to the promotion of economic and social development, constantly improved the people's material and cultural life and promoted people's all-round development; the administrative reform in China adheres to respecting the dominant position of the masses and safeguarding the rights and interests of the masses; it fully reflects the interests and appeals of the broad masses and enable all the people to share the fruits of reforms and development. From the dynamic mechanism of the administrative reform in China, the administrative reform in China attaches great importance to the enthusiasm, initiative and participation of the public which enhance social economic vitality and creativity. The practice has proved that the only the administrative reform in China is in line with the interests of the people, reflects the voice of the people, firmly rely on the people and builds the government satisfying the people can it get the wholehearted support advocacy and strong support of the masses.

1.4.4. Adhering to the focus on the central task of development

China is a large developing country. Achieving sustained rapid and sound development of China's economy is not only the first priority of contemporary China, but also a great contribution of Chinese people to the world development. Therefore, focusing on economic development, serving economic development and adapting to the development are always the internal driving force of the administrative reform in China. The administrative system is the basic content of the national system. It is an important part of the Chinese political superstructure. It is the binding point of the economic system, the political system, the social system and other systems. It also has a close relationship with them. The administrative reform in China, especially the government institution setting and function adjustment, involves national economy, politics, culture and other aspects in social life. It also involves a series of important relationships between the central and local government, the government and the society, the government and the enterprises, the overall interests and local interests. Therefore, the reform on the administrative system must be overall planned in the overall situation of China's economic and social development; submit to and serve the demand of

promoting the economic and social development; adapt to the progress of improving the socialist market economic system, and be coordinated with the construction of socialist democratic politics and the improvement of national governance system.

1.4.5. Encouraging innovation, practicing with courage

Many of the major policies and practices of the Communist Party of China and the Government of China come from the innovation of the masses and the practice at basic levels. In the process of deepening the administrative reform, we should always encourage and support local governments and departments to proceed from the reality, adapt to local conditions, explore bravely, promote innovation and accumulate experience for deepening the reform. For example, in recent years, many local governments and departments have explored actively around the organization structure, hierarchy, management system, operation mechanism, service mode and other aspects of the government, including promoting the reform on super ministry system, exploring the reform on direct provincial management of counties (cities) and innovating the modes of administrative management, government service standardization, comprehensive reform on law enforcement system and so on. The relevant departments and local governments shall investigate, study and objectively evaluate the effect of these reform measures; carefully study and solve the problems appearing during the process of the reform; improve and promote the effective reform measures that have been proved in practice, and reflect them in the top-level overall planning and decision-making deployment.

1.4.6. Adhering to the combination of learning from and drawing lessons from international experience and conforming to China's reality

Opening-up is a basic state policy of China. Since the reform and opening-up, China has vigorously carried out administrative cultural exchanges between China and foreign countries in a more open mind, better mentality and broader perspective and make due efforts for promoting the progress of human civilization in learning from and drawing lessons from each other. The administrative reform involves the adjustment in the relationship of administrative power and the changes in organization structure of the government. The administrative reform in China not only is good at studying and drawing lessons from the beneficial results of international public governance and conforming to the trend of the development and changes of the times, but also doesn't blindly copy the foreign mode. Moreover, the administrative reform in China is also based on the vast territory of China, quite different situations between different regions, very uneven development, profound influence of traditional administrative concept and other realities. It not only proceeds from the overall situation and uniformly deploys, but also fully considers the characteristics of different regions, guides by categories and achieves the combination of learning from and drawing lessons from international experience and conforming to China's reality.

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