

The Executive Ability of the Grass Roots Civil Servants Based on the Correlation Between Policy and Executive Ability

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Abstract

The executive ability of the grass roots civil servants is closely correlated with the correctness and feasibility of the policies. This paper sets it as the central argument, and regards the equally important position of the correctness and the feasibility of a policy as the logical starting point. Moreover, the executive ability of the grass roots civil servants is sensitive to the “adulteration” of the policy and “shrinkage” of the executive ability, which is the innovation element of this paper. Combining the correct formulation and implementation of policies, this paper aims to provide a new perspective and idea for the study and reinforcement of the executive ability of the grass roots civil servants.

Key words: Grass roots civil servants; Policy; Executive ability; Correlation

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INTRODUCTION

“We do not lack the strategists who possess the outstanding talents and tactics, but we do lack the executors who constantly strive for excellence; we do not lack various rules and regulations, but we do lack the execution of the rules and regulations to the letter. “The

best-seller several years ago, *Details determine success or failure*, has hit upon the truth. The grass roots civil servants stand forefront of the enforcement of our various principles and policies of the nation and government. Their executive ability is the key and foundation of the cause of our Party and state, and is the important embodiment of our Party’s and government’s executive ability. At present, our nation has entered a crucial stage for reform and development. During the process of modernization of the national governance system and governance prowess, the construction of the executive ability of grass roots civil servants plays an important role that cannot be ignored. Through further studies and analysis in the existing main problems and causes of the executive ability of grass roots civil servants, the writer find out that the previous researches on the executive ability usually only focused on the executive ability of an individual or a team, and ignored the correlation between the executive ability and policy. Therefore, from this perspective, strengthening the construction of the executive ability of the grass roots civil servants is expounded in this paper.

1. CONCEPTS OF POLICY AND EXECUTIVE ABILITY

1.1 Concept of Policy

Policy indicates that to realize the interests and will of the class or stratification of which they are on behalf, the organs of state power, Party organizations and other social and political groups stipulate the objectives, the guiding principles of actions, the clearly defined tasks, the working methods, as well as the general steps and concrete measures during a historical period of time, in the form of an authoritative and standardized manner. The essence of policy is the reflection of conceptualization, subjectiveness and practicalness of the class interests and it is featured with the class nature, the correctness

and incorrectness, timeliness, prediction etc. The policy referred in this paper indicates the specific tasks and measures formulated by the local party committees and governments, in the aim of realizing the objectives in a specific period of time. In addition, the subordinates are required to carry out these tasks and measures.

1.2 Concept of Executive Ability

The words, “executive ability”, were first popular in the foreign business community. The so-called executive ability means the speed, strength and degree of the execution of the correct policy. It is the capacity to execute the correct policy. In short, executive ability is the ability of “doing”, namely the ability to do things well when the enterprises “select the proper person to do the correct things”.

1.3 Meaning of the Government's Executive Ability

On March 5, 2006, the then-premier of the state Councilmen Wen Jiabao, in *the Report on the Work of the Government* of the Fourth Session of the Tenth National People's Congress clearly put forward that we should complete the administrative accountability system, and improve the government's executive ability and credibility. This is the first time when the word, “executive ability”, was contained in *the Report on the Work of the Government*, which marked that the construction of the government's executive ability was officially adopted in the categories of governance. The government's executive ability indicates the ability of the civil servants to implement the laws and regulations, the guidelines and policies, the programs and plans, as well as the decisions and decrees. It also means the systematic process in which the government executes the work objectives through strategic process, personnel's process and operating process (Xu,2007).

2. EQUALLY IMPORTANT POSITION OF CORRECT POLICIES AND EXECUTIVE ABILITY OF CIVIL SERVANTS

In Management, it is believed in Geruisite's law that “the outstanding tactics can work only with the excellent execution”. It demonstrates that the correct policies are the prerequisite while the strong executive ability is the key for the implementation of the policies, and the two have equally important position.

2.1 Policies and Tactics Are the Lifeblood of the Party

Policy is the code of conduct formulated by the state or the Party, in the aim of achieving the objectives of a historical period. Tactics is the collective name for methods of achieving the objectives and can be understood to be the executive ability. The reasons why Comrade Mao Zedong regarded policies and tactics as the lifeblood of the Party are as follows:

2.1.1 Policies and Tactics of the Party Are the Main Embodiment of the Purposes and Objectives

The masses recognize, judge and choose who to support or against, according to the policies. And the policies are also the source and basis of the executive ability of the grass roots civil servants. Any action of a party or a government at any level is related with the policies and aims at striving for implementing some policy, which applies for the revolution, the construction and particularly the reform and opening up.

2.1.2 Policies and Tactics of the Party Are the Representation of the Interests of the Party and the Masses

The correctness of the policies and tactics determines the correctness and effectiveness of the executive ability of the grass roots civil servants, and concerns whether the government can extensively and efficiently unite overwhelming majority of the people, so as to strive for the Party'd strategic objectives in each historical period.

2.1.3 Policies and Tactics Are the Guarantee of the Implementation of the Party's Lines and Principles, and of the Fulfillment of the Party's Tasks

Policies and tactics are the tools and methods served for the lines and strategic tasks. A party must formulate the general line, general task and general policy. But if no corresponding concrete policy or tactic is formulated, then none target can be achieved.

2.1.4 Policies and Tactics Concern Whether the Party in Power Can Achieve Unity of Will Throughout the Party

To form a strong core of leadership requires Party cadres to be educated with the right policies and tactics at any time, so as to achieve the Party's political and ideological unity and maintain the strong, powerful and concerted revolutionary ranks.

2.2 Importance of Executive Ability of Grass Roots Civil Servants

Generally speaking, “the decision-making accounts for thirty percent, while the implementation accounts for seventy percent” (Drucker, 2006). It is believed in the Modern Management that leaders' lack of execution is precisely the main cause of failure, and the executive leaders are required in modern society. Executive ability of civil servants directly concerns the Party and government's executive ability, and is the lifeblood for the government work. Its importance is listed as follows.

2.2.1 Performance of the Grass Roots Civil Servants Is “the Last Mile”

The last mile originally means the final stage of a long-distance journey. Later, the meaning was extended to the final and critical step in accomplishing something. Even the policy is correct, complete and concrete to the highest degree, it is in tatters without the performance of “the last mile” by the grass roots civil servants, and the

governing intention of the Party will fall short of success at the last stage.

2.2.2 The Execution of the Grass Roots Civil Servants Has a Broad Impact

Any system and the public servants of any state are in the form of the pyramid model, in which the grass roots civil servants are greatest in number, and the effects of their executive ability shall have a broad impact, as if “the drop of rain beats the beach leading to ten thousands of pits”.

2.2.3 The Grass Roots Civil Servants Serve as the Incarnations and Specific Performers of the Policies of the Party and Government

On the one hand, on behalf of the Party committees and governments, the grass roots civil servants are connected with them and are the incarnations and specific performers of the policies of the Party and governments. On the other hand, they are connected with the masses and react to the masses’ appeals. In the final analysis, only through the execution of the grass roots civil servants can the policies play their due role.

2.2.4 The Executive Ability of the Grass Roots Civil Servants Concerns the Realization of Reform Goal of the Administrative Management System

The executive ability of the grass roots civil servants is related to the most basic and specific issues of the reinforcement of the Party’s executive ability. It is also related to the goal of constructing the government ruled by law and the service government. And it is related to the construction of the administrative management system featuring standardized behaviors, coordinated operation, fairness and transparency, honesty and high efficiency.

2.3 Dialectic Relationship Between Policy and Executive Ability

The politician, Zhang Juzheng, in Ming dynasty said that “The legislation is not difficult in the world, whereas the difficulty comes from the enforcement of the laws.” Consequently, “Cadres are a decisive factor, once the political line is determined” (Mao, 1991). The political line can find its specific expression in the various policies of the Party and government. And that “the political line is determined” is the prerequisite of the executive ability of the grass roots civil servants. Therefore, policy is the norm and foundation of the executive ability, and there would be no foundation and necessity to execute without policy. And whether the policy is truly implemented and whether the expected goal can be achieved depend upon the executive ability of the grass roots civil servants, so “Cadres are a decisive factor”. This fully demonstrates the two are almost inextricably bound up with each other. Without the policies of the Party and government, the execution of the grass roots civil servants would be like a tree without roots, while without the powerful execution of the grass roots civil servants, the policies of the Party and government would be like the castle in the air.

3. THE EXECUTIVE ABILITY OF THE GRASS ROOTS CIVIL SERVANTS IS SENSITIVE TO THE “ADULTERATION” OF THE POLICY AND “SHRINKAGE” OF THE EXECUTIVE ABILITY

In the field of public administration, plenty of policies cannot reach the expected effect and the process of execution is beset with difficulties. And people usually cast their unsatisfied glances at the executive ability of the grass roots civil servants. It sounds reasonable to some extent, but it does not figure out the crucial point. In the writer’s opinion, that the “adulteration” of policy and the “shrinkage” of executive ability both exist is the crucial issue which affects the executive ability of the grass roots civil servants.

3.1 Main Manifestations of “Adulteration” of Policy

The so-called “adulteration” of the policy indicates that some policy is correct in general and has good intentions, but parts of the content is so adulterated that it is hard to perform it and reach its goal under certain circumstance. It is mainly presented in the following four aspects.

3.1.1 The High Norm With High Imprecision

In the practical work, in the pursuit of the so-called political achievements, some local party committees and governments unrealistically demand that the economic development should rise by a certain percentage points, some output value should exceed certain amount, some kind of crop should be planted with certain acres and the livestock should be raised with certain amount etc., which greatly deviate from the reality of the local development level of productive forces.

3.1.2 Increasing Quantitative Targets of Task at Various Levels

Once the higher authorities have determined the task, some localities and government departments will increase the quantitative targets when planning and arranging the task. They clearly know even though they rack their brains and exhaust their all kinds of skills, they still cannot finish the task. But they still do this, so as to expand the assurance coefficient, in the hope of finishing the task set by the higher authorities.

3.1.3 The Unrealistic “One Size Fits All”

It finds expression mainly in that the higher organizations impose uniformity on the decision-making, regardless of the local development foundation and level as well as other factors. For instance, in 2010, it was put forward in Chongqing that the per-capita net income of the farmers in the “two wing” region in Chongqing should double in three years. The task could not be finished even if the common people developed their latent force to the greatest extent and devoted all that they have, and the grass roots

civil servants worked overtime in execution even in the form of “day plus night” working day, and “five plus two” working day. In fact, it was a wrong decision that went against the objective laws and deviated from the reality of the local development level of productive forces at the present stage.

3.1.4 Pursuing High Efficiency Blindly

It is mainly expressed in the timeliness of the policy. In a relatively limited period, a growth rate should exceed certain percentage point, an income should increase to certain amount, a task should be fully finished etc.

3.2 Main Manifestations of “Shrinkage” of Executive Ability

The so-called “shrinkage” of the executive ability indicates the reduction, distortion and obstruction existing in the enforcement of the principles and policies set by the higher organizations and in completing tasks, namely “the issue of barrier lake which blocks the smooth implementation of government decisions”. It is mainly presented in the following four aspects.

3.2.1 Formalism and Mechanical Implementation of Policy

In the practical work, it means to go by the book, simply fetch a directive of a higher organ, and carry out it blindly and seemingly without any disagreement. It gives expression to talk without taking any action and engage in idle theorizing. The work is arranged without any implementation and programmed without any action. Even if there exist actions, they produce no result. The schedules are not inspected, and no tracking is carried out following the initiatives. “Those who are responsible for the execution would not plan for it, those who plan it would not implement it, those who implement it would not reinforce the momentum, and those who reinforce the momentum produce no result”, all these phenomena exist to various extent.

3.2.2 Subjectivism and Arbitrary Implementation of Policy

Some are opinionated and always put on the airs of a veteran during work. They have no democratic work-style and would not consult anyone when matter arises and everything hinges on one man. Some behave arbitrarily and capriciously in their decisions which are made in a hurry. There are always new designs about their program at each session. They would not listen to others’ advice and suggestions. They work without any consistence. These issues are particularly serious in the performance of the “top leaders”. Some work depending on their own preferences and moods. And they are not guided by the principles, and lack professionalism and sense of responsibility.

3.2.3 Egoism and Implementation of Policy With Profits-Before-Everything Mentality

In practical work, some put the interests of the enterprises and departments first about everything. Thus they rush

to do the work which can bring benefits, and push away the work without gains. As a result, those problems which are push around become more and more serious, and the simple conflicts are complicated. Some people make choices depending on their own individual interests without the spirit of devotion. They diligently seek for own profits and rush to settle those issues which benefit themselves and let things drift if they do not affect one personally. They may even seek personal gains and privileges by abusing their power, and would not do the job without any gains. They bargain for the price and ask for profits. Still some put the interests of the higher authorities first and have no concept of the mass upon their minds. They put the higher authorities first while they bully the lower. They regard the higher authorities and leader as the “Buddha”, worshiping them sincerely, running after them hurriedly and pleasing them in various ways. They do what the leaders like and say, regardless of the people’s rights.

3.2.4 Seeking Good Relations With All and Sundry at the Expense of Principle and Not Daring to Implement Policies

In the practical work, it means that some people are overcautious in everything. They hold back in their work and are not willing to offend others. When matter arises, they avoid the important and dwell on the trivial, and try to skirt round difficulties. They dare not manage the unhealthy trends and handle with the difficulties. There are a lot of civil servants who “are afraid of four things”, namely fearing of solving difficulties, stirring up trouble, losing votes and bearing any liability. And they are willing to be the “Mr. Nice Guy”.

3.3 The Roots of Problems

In the writer’s opinion, there are plenty of reasons for “adulteration” of the policy and “shrinkage” of the executive ability, including the subjective ones and the objective ones. To sum up, these reasons can be mainly classified into three aspects.

3.3.1 Deviation of Ideological Concepts

It consists in that parts of the grass roots civil servants have something wrong with their outlook on world, life, and political performance and mass. They regard the issues in a mechanical and subjective way. They insist on the primacy of power and are deeply affected by the ideology of the official standard. They are enthusiastic about the project for political career and image project. They deviate from the reality and people, and some even infringe on the people’s interests. Ironically, even though some targets are unrealistic and cannot be finished, the executive ability of the grass roots civil servants are so strong that they can complete the tasks or even exceed the targets. It is unable to find out how much we can trust their achievements or how useful their achievements are. More frighteningly, the government officials keep

their official position through the meaningless figures on their achievements, and some people do be promoted to a higher position due to the figures. Over time, the vicious circle, “the official position acquired from the meaningless figures-- the meaningless figures keeping the official position”, comes into being. Thus they lose people’s trust, hurt the people’s feelings and endanger the ruling foundation of the Party.

3.3.2 Inadequacy of Competency and Quality

On one hand, some civil servants do not pursue practical results, and focus on study in the aim of study. They cannot organically combine studying with improving their qualities and promoting their working. So what they learn can hardly serve the practical purposes, and they achieve a worse learning effect, which directly cause the slow growth in the promotion of the grass roots civil servants ‘comprehensive ability and quality which even go downhill gradually. And there appear panics into knowledge and skills. On another hand, in the contingent of the grass roots civil servants, there exist various problems to varying degrees, such as the shortage of the will and loyalty to the nation and people, the infirmity of public spirit, the weakness in the legal awareness, the lack of sense of responsibility and spirit of undertaking liability, the lack of impartial morality and modern public service concept and other issues, which inevitably lead to the reduction in the executive ability.

3.3.3 Inadequacy of Systems and Mechanisms

Due to arduous task of the administrative restructuring, the transformation of government functions is not yet fully completed, and the administrative enforcement has not followed a legal and institutionalized track. And the joint governance mechanism, in which the decision-making, execution, and supervision are coordinated and independent in a moderate degree, has not been formed. There are still short of the perfect motivation mechanism, the mechanism to evaluate the efficiency, and the liability investigating mechanism and so on. For instance, in the government institutions, there exist the phenomena of lack of attention to and concern about the grass roots, and there lacks harmony among duty, power and benefit. As for the choice and assignment system of cadres, dispatching the outstanding cadres to the grass roots have many cases, while not enough attention is paid to selecting, utilizing and training the grass roots cadres. In the motivation mechanism, the rewards are not consistent with the achievements, and the scientific and sound system of rewards and penalties does not exist. In the liability investigating mechanism, there lacks a sound system of assessment, supervision and accountability, which is the main reason why the executive body is subjective, arbitrary and irresponsible and why it is hard to efficiently carry out the policies.

4. CORRECTLY FORMULATING AND IMPLEMENTING POLICIES AND STRENGTHENING THE CONSTRUCTION OF THE EXECUTIVE ABILITY OF THE GRASS ROOTS CIVIL SERVANTS

The grass roots civil servants is the specific performer of the principles and policies of the Party and state, the direct implementers of various work, as well as the tie and bridge connecting the Party and government and the people. Their executive ability directly concerns whether the policies can play their due role and determines the relations between the Party and the masses as well as the relations between the cadres and the masses. It is the most direct embodiment of the executive ability of the governments at various levels. Therefore, it must be reinforced.

4.1 At the Premise of Correct Policies, the Executive Ability of the Civil Servants Should Be Improved

The correct policies are the primary prerequisite of improving the executive ability. Every decision in the work should both embody the implementation of various principles and policies of the Party, and concern people’s vital interests. Therefore, the formulation of correct policy seems to be of particular importance.

4.1.1 The World Outlook and Methodology of the Policy-Making Must Be Insisted On

Any policy should be a necessity for the practice, rather than the impulse of the political achievements. It should be the appeal from the masses, rather than the preference of the decision-makers. This is the world outlook and methodology of the policy-making, which should be insisted on. Therefore, we should establish a sound decision-making mechanism by which decision-makers will go deep among the people and get to know how they are faring, reflect their will, pool their wisdom and value their resources, which puts decision-making on a more legal, scientific and democratic basis, so as to ensure the correct content and direction of the policies and the policy-making featuring the scientific theoretical basis, strict logic relationship and scientific planning process.

4.1.2 The Fairness and Stability of the Policy-Making Must Be Guaranteed

The transparency of the policy-making process, in addition to the policy itself, should be increased. In addition to the wide and in-depth study, what matters more is that the grass roots civil servants and the representatives of masses should extensively participate in, so as to solve the issues of their rights to know the policies and their recognized degree to the policies. Based on this, the centralized argumentations of the experts are conducted and the decision of the concerned departments is final, which organically combines the scientific nature, democracy and fairness and efficiency of the policy-making. Thus, the

policy formulated can be in accord with objective laws, be operational and avoid capriciousness, so as to maintain the stability and continuity of the policy.

4.1.3 The Policy-Making Mechanism and Form Must Be Improved

The rules and processes for the major decision-making should be further improved. It requires establishing a system of keeping the public informed and a system of public hearings on major issues closely related to the interests of the people, perfect the expert consulting system and improving a verification system and a responsibility investigating system aimed at decision-making misplay, so as to prevent arbitrariness in decision-making. Trying to minimize the costs in decision-making and maximizing the decision-making efficiency helps reach better decision-making benefits.

4.2 At the Core of Fostering the Firm Ideal and Conviction, the Executive Ability of the Civil Servants Should Be Improved

The ideal and conviction is the “main switch” and “master control gate” of one’s individual ideology and behavior. Therefore, the core content and primary task is to strengthen the ideal and conviction education and firmly foster the value of “emphasizing the interests of people and exercising state power for the people”. In particular, the following awareness should be enhanced.

4.2.1 Political Awareness

At present, the most important thing is to learn the latest achievements of the Marxist theory to equip one’s brain with knowledge, utilize the series of important speeches of General Secretary Xi Jinping to achieve unity in thinking, use socialist core value system and a common ideal for socialism with Chinese characteristics to agglomerate consensus, assist the broad grass roots civil servants in building a solid ideological foundation and holding on the bottom line of theory, and further foster the confidence in the theory, path and system.

4.2.2 Aim Awareness

It needs to bear the aim of “serving the people” in mind, foster the correct views on political achievements, life and value, and establish a service concept of “there is no small matter regarding the interests of the masses, and no one should ask for gains when serving the people”. It requires that one should usually have the minds to serve people, think strategies to serve people and hold activities to serve people, and regard whether the people are satisfied or not as the starting point and standing point throughout the work, and truly solve the issues in ideology and behavior, such as “who is it for” “who should be relied on” and “who am I”.

4.2.3 Awareness of Overall Situation

“One who does not consider the overall situation is inadequate to be responsible for a certain field”. It needs to enhance the positive guidance, combine the lofty ideal

of communism with the completion of the tasks at present stage and the tasks of civil servants, and integrate the personal ideals and realization of one’s own values into the great practice of the realization of “Chinese Dream”. One should consider the overall situation for the planning and push forward the tasks within one’s own duty, and make these tasks to be “co-frequency resonance” with the overall work. One should never harm the overall interest for the interests of the individuals, departments and the part.

4.2.4 Awareness of Responsibility

The executive ability comes from the sense of responsibility, and the sense of responsibility determines the executive ability. It is required to educate and guide the broad grass roots civil servants to always bear their identity and responsibility in mind, perform their duties in a low-key and pragmatic way and in a way of little more grip and little less lip. Also they should conduct the positive activities and dare to assume the liabilities.

4.3 At the Focal Point of Improving Competency and Quality, the Executive Ability of the Civil Servants Should Be Enhanced

At the current background of “information explosion” and “knowledge soars”, the efficient execution of a policy requires the grass roots civil servants be equipped with a wide range of knowledge and abilities.

4.3.1 The Grass Roots Civil Servants Must Be Equipped With Optimized Knowledge and Ability Structure, so as to Solve the Issue of “Knowing”

The civil servants’ professional and relevant knowledge of a policy determines the proficiency, complexity and efficiency in the operational tasks during the process of execution, and also determines their capacity for the collecting, screening, handling, and transmitting of the policy information and their sensitivity to the policy information in practical work. Therefore, the grass roots civil servants should strengthen their learning through various forms and ways, and receive hard job skill training, so that they can become experts at their own industry and job. They should also enhance their understanding of policies and capacity for the acquisition, recognition, learning and utilization of the extrinsic information, constantly increase their ability to perform their duty in job, serve people, and tackle tough problems.

4.3.2 The Grass Roots Civil Servants Must Develop a Strong Sense of Professionalism, so as to Solve the Issue of “Will”

Only when they have developed a strong sense of professionalism do they dare to undertake the liabilities, not palter with the problem and be good at innovation when they conduct their work, and can they improve their executive ability constantly in the practical work. They should conduct their behavior and complete the task stipulated by the policies in the spirit of being responsible both for the higher authorities and for the people. They

should try to adjust the standard, their mental condition and the measure to the optimal degrees, so as to ensure every job and task to be conducted effectively and excellently.

4.3.3 The Grass Roots Civil Servants Must Develop the Style of Seeking Truth and Being Pragmatic, so as to Solve the Issue of “Behavior”

At present, the reform has entered a crucial stage where critical problems need to be addressed. As there are a lot of contradictions and problems and the work is very difficult, the grass roots civil servants need the ability to crack “a hard nut”, namely the ability to perform the major tasks and tackle difficult issues. They should sincerely practice “Eight Provisions” stipulated by the central authority, further improve the style, and vigorously carry forward the spirit and style of seeking truth, being pragmatic, plain living and hard struggle. They should refuse to submit to the difficulties, be discouraged by the setbacks and give up in front of the failures. Instead, they should indomitably resolve the new conflicts and problems with perseverance, and create a new situation.

4.4 At the Starting Point of Building up the Atmosphere of the Administrative Secretary, the Executive Ability of the Civil Servants Should be Promoted

To enhance the executive ability of the civil servants, we must cultivate the grassroots civil servants’ spirits of self-reliance, innovation and creativity, and try to build up the human environment with principles of openness, equality, understanding, respect, support, trust, care and love. At present, we should straighten up the relation between the Government and the grassroots, as well as the relation between the departments and the civil servants. Also three “release” (Fang, in Chinese characters) should be implemented.

4.4.1 Daring to Delegate Powers to Lower Levels

Power is in the form of a hierarchy. One should do what is within his or her power and duty. If one tends to take full charge of any matter, then he or she oversteps his or her authority. At present, the grass roots powers have been weakened, and it is required to make the grass roots in charge of work and make them complete tasks. Therefore, the higher authorities must dare to and learn to delegate powers to lower levels and appropriately delegate powers to lower levels, so as to actively give play to the subjective initiative of the grass roots organizations and civil servants.

4.4.2 Daring to Adopt a Hands-Off Approach

Once the higher authorities delegate powers to lower levels, they should adopt a hands-off approach and let the sectors, grass roots organization and civil servants to boldly plan the work, venture on it and perform it. If a particular job is handed over to a particular person who should conduct it, the director or the leader in

charge should not inquiry each detail in the process of implementing work and should not intervene too much.

4.4.3 Daring to Relax

The higher authorities should believe and trust the grass roots civil servants, and establish the sense of confidence between higher authorities and the lower one. In particular, the higher authorities should objectively regard the misplays of the civil servants who innovatively perform and perfect policies and achieve the policy target to the greatest extent according to the realities. The higher authorities should refuse to have a vacillating attitude due to the rumors from a few people. They should never stop their trust and begin to suspect the subordinate due to the subordinate’s small matters. Furthermore, they should never make groundless accusations and suspect the subordinate without any reason. Instead, they should take a clear-cut stand to encourage the performers who dare to take ventures and work.

4.5 At the Sticking Point of Establishing a Long-term Mechanism, the Executive Ability of the Civil Servants Should be guaranteed

As the old saying goes, “To perform requires a small amount of wisdoms, to utilize the talents requires a great amount of wisdom, and to legislate laws requires the greatest amount of wisdom” (Deng, 1994). The system is a fundamental, overall, stable and long-term issue. To improve the executive ability of the grass roots civil servants needs to strengthen the system building and achieve the legalization, institutionalization and standardization of the execution.

4.5.1 Conducting the Supervision and Assessment as Well as the Accountability Investigating From the Formulation and Implementation of the Policies

At present, some supervision and inspection systems only pay attention to the results regardless of the causes, only supervise and inspect whether the grass roots government and civil servants have completed the tasks and pay no attention to study whether the policy itself needs to be improved or even abolished. Some accountability investigating system only investigate the performer rather than the makers of the wrong policy, or show as high drama but end in soft treatment, which cannot reach the expected effects and even cause adverse effects. Therefore, both the formulation and implementation of the policies should regarded as the starting point to establish sound supervision, assessment and accountability investigating systems, which makes the two aspects penetrate into each link such of decision-making, execution and feedback. Then the correct situation and execution conditions of the major decisions should be the main basis for the political achievements assessment and the selection and appointment of leading cadres. Therefore, power comes with responsibility, exercise of power comes with supervision, infringement comes with compensation, and breach of law comes with investigation.

4.5.2 Performing the Official Duties in Strict Compliance With Law

The grassroots civil servants must intensify legal ideology, place the performance of the official duties in strict compliance with law throughout the whole process of the executive management and service, standardize the execution behavior, and improve the execution level and efficiency. They should inhibit blind and arbitrary administrative enforcement, so as to achieve rule of law rather than rule of man, people oriented rather than official standard, as well as service rather than control.

4.5.3 Utilizing the Sound Mechanism to Guarantee the Perfect Execution

Specifically, it is required to achieve the following five points (Wu Hua in Chinese). The first point is clarification of the implementation body. Every job and task should be clearly and specifically handed over to the particular person, so as to avoid shifting responsibility onto each other and kicking something back and forth like a ball. The second point is the segmentation of the department functions and responsibilities. As for the department responsibility, there should be clear norms and divisions, so as to avoid overlapping responsibilities and fighting against each other for shirking. The third point is specification of post responsibility. The responsibility of each job and link should be clarified. The fourth point is the clarity of the executive level. For whom the civil servants are responsible? Who is in charge of the execution? Who is in charge of the supervision? All this should be clear without any confusion. The fifth point is seamlessness of the execution chain. The process should be rigor, so as to prevent breaking and disjointing.

CONCLUSION

To sum up, the study of the executive ability of the grass roots civil servants must combine the effectiveness of the policies and the executive ability. None is allowed to take care of one matter while forgetting the other, and in addition it isn't an either-or question. In general, the condition of the infeasibility of a policy or the wrong policy can not last long and exist in a great number. Thus whether the policy is effective or not is crucially determined by the executive ability of the grass roots civil servants. Therefore, the grass roots civil servants should develop the sense of responsibility and mission to implement the policy. It is required to test the scientific nature of a policy and the effectiveness of the work through whether the policy can be carried out or not, judge the thinking style and working style of the grass roots civil servants through whether they implement the policy or not, and assess the executive ability of the grass roots civil servants through whether they will implement the policy or not. Thus improving the executive ability truly becomes the practical activity and goals of the grass roots civil servants, and a good atmosphere of resolute and energetic implementation is built up.

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