

Township Cadres Construction: The Difficulties and Solution

——Based on the Investigation of X County, Sichuan Province*

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Abstract

Township cadres is the bridge to contact the people, the party and the government at the grassroots level. The construction of township cadres has a direct impact on the political stability and the overall situation of the development of the basic level. Investigation shows that X County Rural grassroots cadres exist some reality dilemmas, such as be short of scientific configuration in the overall structure, communication and promotion, material difficult to achieve, the ideal and the reality of "dislocation" out of touch and so on. Combining with the predicament, from perfecting the employment mechanism of the township cadres, improving the work treatment of township cadres, straightening out the management system and working mechanism, regularly carry out learning and training to reinforce the construction of township cadres and to improve the overall quality and ability of township cadres.

Key words: Township cadres; team construction; trouble; countermeasure analysis

* **Fund Project:** 2015 Sichuan Provincial College Students' Innovative Entrepreneurial Training Plan Project (Project Number : 201510638059) .

1. Introduction

The township government is the most grass-roots political organization of the administrative management system in our country, is our party's basic level. For a long time, the majority of township cadres who rooted in grass-roots, hard work, dedication, for the benefit of the people, has made important contributions, so all localities and departments must earnestly implement the central importance of grassroots, grassroots concern, support grassroots requirements, and strive to build a rural township cadres team which is sufficient quantity, reasonable structure, excellent quality, practical working style, competent and efficient, and be adapt to the needs.^[1] This is the party and the government recognize and praise the grass-roots working of the township cadres. "Weak foundation, a grassroots township the earth trembled and the mountains swayed" shows rural township cadres is important to the grass-roots work, after all the work is concretely implemented by the township cadres at the grassroots level. The quality of rural grassroots cadres directly affect the township's economic development and social stability, but also affect the party's and government's level image at the grassroots .

After the agricultural tax reformed, the township government go into the "no tax era", gradually lost finance and management rights, become a "floating regime". Township cadres work, living conditions and the stability of the situation before the reform has an obvious difference, the construction of township cadres has become the focus of attention of the community. Zou Yanqiu (2014) believes that the majority of the township cadres do a lot of work to ensure stability and promote development of rural grass-roots political power normally, and township cadres is facing with" dilemma that is no way out of the future, and is not implemented about the treatment". Wu Gaobo(2015) also explore the development and construction of township cadres from the township cadres exchange efforts, work pressure and other aspects of the factors. Cheng Wei (2014) believes that the township cadres does exist some problems in the work, ideas, ability, which restrict the construction of township cadres. As for some blind attack to township cadres in the current society, Li Changping (2009) believes that the township cadres are talented, "generalist", the current society credit out of the township cadres, township cadres misunderstanding behavior. And how to strengthen the construction of township cadres post tax era, Zhao Guangbi (2005) believes that the township cadres should establish a "small government, big service" concept, and strive to create a "four type" which include learning type, Service type, development type, entrepreneurial township cadres.

The author by visiting X County in Sichuan Province under the jurisdiction of the township, based on personal interviews and seminars, supplemented by way of questionnaire survey, found that the X County township cadres construction situation and X County economic and social development is not coordinated, and reflected on the X and County Township Cadres Construction and problems in the process. I selected X County as the research area, because the common features of X County in Sichuan province has the most counties, including economic development, agriculture accounts for a large proportion. X County is located in the central part of Sichuan basin, and the geographical position is superior. The transportation is convenient. At the same time, X County is also a kind of farming based agricultural big county, Sichuan is an important agricultural and sideline products production base county. In October 2016, Sichuan Provincial Bureau of statistics released in *2015 on the Release of Sichuan Province, the county Economic Comprehensive Evaluation of the Results of the Notification*. The data show that in 2015 the comprehensive evaluation of county economy of Sichuan province ranked 99, the economic strength in the province's 175

counties belong to medium.^[2] At present, X County has jurisdiction over 31 townships (including 15 townships, 16 towns), 1 Economic Development Zone, 495 administrative villages, 30 communities (including 9 urban area), the 4628 agency. According to the latest data show that the end of the county registered a total population of 718 thousand people. In addition to the Han nationality, minority nationality Yi, Tibetan and other 32 ethnic minority population, accounted for 0.5% of the total population of the county. The county has 345 township civil, 291 public participation staff.^[3]

2. The realistic predicament of the constructing the contingent of cadres in villages and towns

The research shows that the construction of cadres in X County has made certain achievements, but there are still problems in the construction of township cadres, due to the social complexity of China's grassroots in the new period and new stage and historical problems, policy etc. These issues not only put forward new challenges to the construction of township cadres, but also affect the dedication and sense of responsibility of cadres, which hinders the township's economic development and social stability.

2.1 Lack of scientific allocation of the overall structure of the team

The overall configuration of rural grassroots cadres lacks rationality, like misemployed. On the one hand, too many elderly people account for the township cadres, an obvious shortage of the subsequent talent reserve. The study found that X County has a few young cadres and the figure is much less than that of middle-aged and aged cadres, which means a lack of reserve forces. What's worse, there exists a phenomenon of empty position in part of the rural county. A random survey of 39 township cadres from the X County M and H Township, shows that: 4 people under the age of 30, 13 people between 31 ~ 40 years old, 16 people between 41 ~ 50 years old, and 6 people between 51 ~ 60 years old. Among them, a few people with "Systematic Training" (specialist), who are associate degrees with a bachelor's degree as their second diploma. In addition, in the administrative section, people are mainly clerk, with a few public service personnel. Only 2 voice-cadre township cadres of them who work at the grassroots level for nearly 30 years. In other areas of China, there exists the same problem: age echelon in township cadres team members is unreasonable. The aging phenomenon is serious in Township cadres. Disproportionality among township cadres is attribute to less young cadres and large proportion of the aged.^[4] In this situation, the overall force and functions of township cadres cannot be effectively operated. On the other hand, the phenomenon of staff temporarily transfer is serious, and lack of team member. In the survey of X county, individual rural grassroots cadres reflect that there is a long-term illegal transfer, seconded personnel in the superior departments (county level) and even some township cadres are "phantom employees". Because of highly educated and outstanding business ability, parts of the township cadres worked in County, but his/her establishment is in the grassroots township. The township grassroots cadres occupied the post while worked elsewhere, causing discordance between people and position and between people and work, which is a big risk of constructing township cadres.

2.2 Communication promotion, material satisfaction is difficult to achieve

(1) Communication is not enough, promotion opportunities are slim

County, township cadres low frequency communication is insufficient, and promotion chances plagued the construction of township cadres. In the X survey found that the county, township cadres had poor communication. Most of the township cadres can not enjoy the opportunity to exchange and appointment of the county and township governments, and the township government cadres testing exercise only exists in the high degree or ability between rural grassroots cadres with "background". While the county, the township government in the selection and appointment of personnel, use the main assessment of individual ability, achievement, social experience and work experience as reference targets, which social experience and work experience accounted for a large proportion of the selection. If not to the county level departments communicate appointment experience, it is difficult to promotion. The organization departments of the county township are in a leading position selection that is required to have the county departments exchange office experience. In the X County C Township survey, the township land and deputy director of the institute to work for 27 years, there are few opportunities to go out to study, but also the experience of the exchange of the County Department of work. He calculate that he can promote to director before their retirement.

(2) Low wages, barely subsistence

Township cadres generally low wages is the reality of China's township grassroots. The treatment of political, economic benefits and living standards and leisure environment treatment, and county (city, district) compared to the straight at the same level cadres, are quite different. Some poor villages and towns of bonuses, allowances, subsidies, etc still stay in the book which failed to deliver, and became a "negative lip-service" not to stimulate the working enthusiasm of township cadres. In the research, C Township has a deputy director of the seniority wage income totaled 42 thousand yuan (including the level of work, job wages, living allowances, work allowances).But only the human cost of a township expenditure up to 10 thousand yuan. His spouse is unemployed and the director of the year advanced in age, so wage income is the only source of family income, to maintain the daily household expenses. The other in total annual survey of C township cadres other wage income, the town party secretary, deputy mayor, in total year cadres wages were 66 thousand yuan, 45 thousand yuan, 32 thousand yuan (see table 1).The older township cadres need to assume all the expenses of the family, and new recruits cadres should prepare for new homes and marriage. "Tasteless abandon is a pity" is some township cadres currently working attitude.

Table 1: C County X township cadres wage annual total income

	Town party committee secretary	Vice mayor of the town	The deputy director of the town	New cadres of the town
X County township cadres wages total revenue (10,000 yuan)	6.6	4.5	4.2	3.2

2.3 The ideal and the reality of "dislocation" out of touch

(1) The contradiction between stability and economic development

The township undertakes the grass-roots social management and public service function, but also bear the economic development of rural grassroots task. The township government social management, provide public services to rural grassroots environment stable and relatively "static" social status as a prerequisite. At the same time, to maintain social stability is a long term policy of the party and the country. While economic development will increase the township level of uncertainties and destabilizing factors, it must break the stationary state. The stability and development of rural economy is the contradiction between "the crux of the township government." such as the three session of the Seventeenth CPC Central Committee in 2008 through the *CPC Central Committee on rural reform and development Decision on major issues*, which clearly pointed out that decided to continue to promote the development of land consolidation reclamation of land to implement the first occupation. In the X County K Township research, the township government has to expropriate land for economic development, new rural construction, as performance. Land and mostly farmland, and township land did not take the replenishment policy, which is illegal land expropriation. So the landless peasants in accordance with the provisions of land expropriation against the government in order to protect their own interests lead that petitions occur frequently. The maintenance of stability and economic development cannot exist at the same time. Township cadres summed up the current situation of township as "two grasp blind".

(2) The contradictions between Service people and deal with inspection

Township is the basic point of serving the people, but also is the leadership at all levels to the grass-roots level of the reception. On the one hand, Superior leadership in the agency to stay too long, they need to go out to inspect the work, to increase the people's image, while the grassroots township is the preferred inspection point, but also reflects the leadership's hard, simple style. On the other hand, superior check is too much, which lead the basic level struggling to cope. Most of the senior examinations are engaged in formalism, no practical value. When visited X County C Township, the town party secretary reflected that superior examination frequently and is engaged in formalism, they just check the documents, financial statements and other materials that provided by township in accordance with the regulations, disregard the actual results of the work , the actual effect and the late continuing impact, which causes the villages and towns waste the most time to make each report material each day , to have no time and energy to serves the broad masses of people.

3. Analysis of causes of induced dilemma

In recent years, along with our country's deepen reform of development of economic, politic and culture etc, government external uncertain factors surge, and social structure rapidly decompose. Meanwhile new media develop rapidly, and incident frequency increase. Various contradictions intensified. Grass-roots management level and efforts to deepen reform result in construction of township cadres are also facing more with complexity and diversity.

3.1 Team building lack of a sound employing mechanism

According to the statistics by the end of 2015, there are 7 million 167 thousand civil servants of our country, of which nearly 90% civil servants are section cadres and following the section cadres most of them are rural grassroots cadres.^[5] In addition, our country's township and village cadres including the authorized civil servants, public institutions personnel, sanitation workers, and no preparation of the external staff (contract workers), the composition is complex, and some rural cadres of remote towns accounted for a larger proportion of township cadres. Faced with a large number of rural grassroots cadres, which constitute a complex composition, China has not formed a relatively complete system of rural cadres with the characteristics of the grassroots mechanism. According to the investigation of visit to X County, between towns and villages, because of the size of the area, the social, economic development level is different, which has its own actual situation, and not according to *Civil Law* form a unified and complete selection and appointment, assessment system, exchange and training of personnel system, but there are measures under the policy type general mechanism, selection and appointment of cadres, assessment selection is influenced by human factors with random variable, very dynamic.

3.2 Backward infrastructure and poor environment in rural

Township's backward infrastructure and poor environment is an important factor affecting the construction of township cadres, which is also the core elements of leading to the loss of rural cadres. In the investigation, except for the government of X County in other rural areas, the medical, transportation, water conservancy, sports equipment, office and other infrastructure is relatively backward. The environment of natural villages and towns is relatively poor, causing the life and working environment of cadres is poor, and it is also difficult to stimulate the enthusiasm of township cadres' working. Township and village areas in X County are difficult to see a doctor and travel that not only worried vast number of villagers, but also puzzled the township cadres' work and life. In addition, at the grassroots level, because the transportation, leisure and entertainment, and other infrastructure are mostly one-time investment with a long maintenance in the late period, it is easy to produce a "dirty" town environment, and even some part of the infrastructure maintenance lead to outdated infrastructure unattended in the late. The township cadres working, living in the township, all day they face of this kind of environment that is "when sunny, they are surrounded by soil , when rainy, they are surrounded by mud", it is difficult to make them safe for long-term service which is rooted in grass-roots Township. This is the reason why the township is unable to retain talent, and county township cadres make efforts for exchange department work.

3.3 The economic development is relatively falling behind and financial constraints

X County is a big county with a kind of farming based agricultural, but it belongs to underdeveloped area, which the economy is lagging behind, to form the financial difficulties of county and township. According to the latest data show that the first industry contribution to the county's economy is the highest, accounted for 37.6% of the county's GDP, the second, third industries accounted for 34.7%, 27.7%. From table 2, in 2014 , X county, Longquanyi economic development zone and Enyang District from the comparison table in the data show that ranked in the comprehensive evaluation of Sichuan province's county economy, X County GDP 106.6 billion in ninety-seventh place; In the hilly areas ,the comprehensive

evaluation of the county economy rank in the fifty-fifth place (see table 2). Thus X county's economic development is relatively backward, it's also means that the county's financial constraints. In addition, the welfare funds issued by the township government, the main source from the transfer payment funds, investment income of township collective assets, rental income and other commitments. By visiting and surveying the X County Township, I found that in addition to the seat of County Government and the town besides, some towns such as Q town due to geographical remoteness, traffic inconvenience or investment income or collective property rental income, the higher the transfer payment funds is the main source of most of the township fiscal revenue. But first of all, the transfer payment funds should do ensure the normal operation of the township government and township medical, health, infrastructure such as construction, bonuses to second township cadres, subsidies and other benefits. Township cadres face wide, large amount of miscellaneous things, heavy tasks, implementation of the "5+2", "white and black" working system. If finance is difficulty and do not guarantee the county, township cadres with fellow workers and pay, township cadres wages, treatment is low, and pay a disproportionate share of income, which will dampen the enthusiasm of the work of township cadres.

Table 2: In 2015, X County, Longquanyi district and Enyang district economic development comparison table^[2]

	GDP(billion)	Comprehensive evaluation of the county economy ranking	Comprehensive evaluation of economy in Hilly Region
Longquanyi District, Chengdu	100.21	1/175	1/69
X County	11.98	99/175	55/69
EnYang District, Bazhong	4.89	149/175	69/69

3.4 The contradiction between work orientation and policy

The main work of the township leading cadres contradictory positioning deviation and higher levels of government policy are the main factors causing the gap be and ought to be "misplaced". On the one hand, since the reform and opening up, great changes have taken place in Chinese rural society. The traditional social structure of the gentry and family governance has been completely replaced by the modern corporate governance system with the township party and government the village autonomy. The traditional gentry family authority is replaced the modern administrative authority.^[6] Township government had no objection to execute the long-term instructions. Governance of China's vast rural areas and China had a planned economy walk on the road. In this case, China has also formed a adapt to the economic system of government post Can system, which has highly concentrated, strong mandatory features.^[7] At present, China's local government especially the grassroots township is deeply affected by the planned economy, such as the township government instructions, policy influence, ideas and work behavior of township cadres with a clear plan of instruction type color, economic thinking curing, the inaccurate of the work positioning.

In addition, the temporary, assault, stage of work is more, but also contributed to the above one thousand lines, following a needle "township complex situation. On the other hand, China's reform has entered a period of attacking and deep-water areas, the party and the government always adhere to the "stability" put on the important agenda process, requirement of township government to safeguard social stability at the grassroots level, and the requirement of township government effectively lead the farmers well-off society, to get rich. "Maintaining stability" and economic development are difficult to both exist. Stability restricts the economic development in some aspects, but economic development break the township stability in some level. So some township government due to the lack of coordination of good stability and economic development of the focus of the work, are in contradiction of "stability" and economic development.

4. Countermeasures and suggestions on strengthening the construction of township cadres

Exposed in the construction of X County township cadres problems, governments at all levels should implement the multi-policies together, from the global to plan, strengthen the construction of township cadres, optimize the structure of the team, and strive to create hard battles and served as township cadres promising.

4.1 Improve the mechanism for the use of township cadres, to protect the sustainable development of township cadres

As the saying goes "To rule the world by the people is only root, while others are branches and leaves". In X County, strengthening the construction of township cadres must adhere to the correct concept of selection and regulate the selection and appointment of cadres, to form a complete system, scientific and effective employment mechanism. The first is setting up post scientifically, and design, supplement staff according to authorized strength. X county and township area should be combined with the actual situation, combined with the functions of similar departments, scientifically set up post, prohibit township privately expand organization post, and strictly accordance with the county, township special post for the special purpose. To some empty series of impoverished villages, towns should be adjusted to reduce the phenomenon of policy, system requirements, to take the exam or social recruitment the introduction of talent etc. In addition, the township should strictly regulate the personnel management, reduce the number of new non permanent staff, the proportion of workers, and other staffs who have no authorized strength should be given in addition to wages in personnel recruitment, timely and appropriately put forward benefits. The second is the strategy to develop the region in line with the actual selection. On the one hand, the township should appoint personnel according to selection, pay attention to the training and selection of outstanding young cadres, the introduction of the reserve cadres, and scientific collocation of all ages cadres, to make township cadres age value show "oval" structure. On the other hand, when promote cadres more revolutionary, younger, professional knowledge. Government should set up focus on grass-roots employment oriented policy to promote the "grass-roots cadres of township to see the hope. Some outstanding cadres should be treated equally and fairly. The third is to standardize the exchange program of township cadres. X County township cadres should regulate the process of communication, explore the new mechanism of township cadres to prevent the reasons of "background", the higher and heavy work etc. to illegally transfer township cadres , thoroughly investigate the behavior of non legitimate reasons for not on

the post. The fourth is focusing on the three-dimensional assessment. For government, the most important thing is choosing a right person on post. The key to choose a right person is examining. County, township should formulate practical cadre evaluation system, such as the Organization Department of the County in the township party and government leadership positions aspiring candidates, according to the different conditions and leadership positions in the selection and appointment of cadres duty requirements, comprehensive study of the, ability, diligence, performance, honest.^[8] And township cadres at the grassroots level should consider the actual situation of the township, then focus on the assessment of their honest ,morality and performance.

4.2 Improve the treatment of township cadres, stimulate the power of township cadres to serve the people

Improving treatment is a source of power to stimulate the vitality of township cadres. One is to solve the finance problems of the township, improve the work and welfare of the township cadres, giving the township cadres subsidies to eliminate the worries of the township cadres. On the one hand, X County should be timely and effectively allocated funds transfer payments, transfer payments increase the amount of funds, especially for the poor villages in remote areas. Under the current tax system, rural finance is in the "dominated" status being the "empty shell" of finance. If the township financial problems can not be solved, that will directly led to the township government operate hard, and the benefits of township cadres become "lip-service". On the other hand, X County should promote rural economic development in order to improve the township cadres working off treatment and provide material guarantee. Wu Licai make a survey of township cadres in the 4 counties of Hubei Province (city), survey shows that reach up to 85% of the township cadres answer which is "develop economic". One of the reasons is based on the township's own financial difficulties and the consideration of the interests of the township cadres themselves.^[9]The second is to give the township cadres to provide spiritual rewards, humanistic care, strengthen the township cadres' self-confidence and a sense of belonging. Maslow's hierarchy of needs theory think if the low level physiological and safety needs are met under the condition of satisfying the higher levels of social needs, respect more incentive effect. Such as the construction of harmonious interpersonal relationship in villages and towns, for the outstanding performance of the township cadres awarded Medal of honor. The third is to improve the township cadres of medical treatment, the implementation of grassroots cadres and the basic medical insurance system. Especially the grassroots township from the county government is located far from the rural area. Working condition is difficult, and the environment is bad. The accident is more, and the task is arduous. X county should improve the medical treatment level of township cadres, implement of the basic medical insurance system of township cadres, such as regular health examination and mental health test for township cadres and workers organizations; specification of pooling funds of basic medical insurance management, earmarking; and reduce the personal account payment proportion, improve the government medic aid standards.

4.3 Straighten out the administrative system and working mechanism, and stimulate the initiative of the work of township cadres

The township is the political organization of the "nerve", X county should straighten out the county, township administrative system and working mechanism, improve and strengthen the coordination function of township planning, establish a sound operational mechanism, boost urban fine management, stimulate the township cadres work enthusiasm, initiative and creativity. One is to straighten a relation, clear responsibilities, carry out their duties. Township land, planning, finance and other departments in charge of the agency belongs to the county, and township administrative grade level, and have their own explicit responsibilities, and the township government must "command" or combine of these agencies, or over the functional authority of the dispatched office, in order to promote regional economic development. So we should straighten a relation, county departments delegated authority, prompt agency to township management, avoid between departments prevarication, constraints. Two is the county departments to set up comprehensive departments to deal with the policy contradictions. X County Department should lead the relevant departments to set up a comprehensive department, with superior departments contradictory policies, streamline work procedures, avoid township departments because of fear of an accident to carry out the work. Three is to coordinate the work of maintaining stability and economic development. The township should coordinate the stability and development of the economic work of weight, but can not only pay attention to the maintenance of stability to give up economic development, also can not only emphasize economic development to affect social stability. Towns in the economic development projects, such as the establishment of a collective enterprise, investment and other land acquisition should combine to carry out democratic forum, hearing, listen to public opinion, to take principle that minority interests obey to the interests of the majority of people, and protect the legitimate interests of a few people. Four is to reduce unnecessary checks to give the grassroots cadres enough time, space which service to the masses. X County Leading Cadres at county level should reduce the frequency of "inspection", stop the formalism Check, do not check the matter firmly that do not need to check, and fully respect for the freedom of rural grassroots cadres, give them sufficient time, space to service people.

4.4 Regularly carry out learning and training, improve the overall level of township cadres

If jade is not polished, it cannot become a thing of use; If a man be not educated, he can be a cream. Improving the comprehensive quality of the township cadres is the key to improve the overall level of the township cadres. It is conducive to the construction and development of the township grassroots to provide high-quality public services. X county Party committee, government by the continuous learning and training improve the township cadres ideological level, knowledge level, professional ability, morality, promote the township cadres in many aspects, the three-dimensional development. One is organizing township cadres to study political education, firm ideals and beliefs. Comrade Deng Xiaoping has repeatedly stressed: "why should we be able to struggle out of the past in very difficult circumstances, overcome numerous difficulties and dangers to the victory of the revolution? Because we have ideal, have Marx's belief, a belief in communism". We should improve the political quality of the township cadres", promote cadres of the township to the firm belief in communism, set up the spirit of the pursuit of service for the people.^[10]Two is carrying out theoretical knowledge and business knowledge training. In view of most of the township cadres'

cultural level is relatively low, such as business knowledge, business requirements is limited understanding, township cadres are in a passive mechanical absorption, in which they can not understand the business, policy, profound connotation. The X county Party committee, government should carry out the theory of knowledge learning activities to improve the cultural quality of the township cadres, strengthen business knowledge training, promote the township cadres from empiricism curing thinking, enhance the management level and business ability. Three is township Cadre should organize teaching and learning "morality". As the old saying goes, self-cultivation, regulating the family, administrating a country and the world peace, the basic is self-cultivation. X county Party committee and government should organize the township cadres to study Social morality, professional ethics, family virtue, personal moral character, enhance the public officer' ethics, strengthen the "public servant consciousness" and the spirit of dedication, and establish a good image of the civil service.

5. Conclusion

Township cadres are the backbone of township development and construction. The construction of township cadres is an important topic that can not be ignored by the government and scholars at the present stage. The problem of township cadres construction in X country is not a representative example in the construction of basic level area at present, but have universal representative, generally. It is the grassroots of township further development problems to be solved at the same time. How to strengthen the construction of township, how to promote the development of township economy is the problem of the party and the state, but after all is up to our country township grass-roots stem composed of thousands of the collective cadres to specifically address the grass-roots work. The grass-roots work, level and quality of service need to get people's satisfaction and recognition, need to stimulate enthusiasm, initiative, and creativity of grassroots cadres, need to strengthen the construction of township cadres, mobilize the grassroots to the construction of basic level. The construction of township cadres is a matter related to China's 600 million farmers "China dream", national development with the stable and completing system engineering of a well-off society.

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