



Collaboration, Participation, and Common Interests: Exploring the Path of Harmonious Labor Relations Governance in Local Government--Taking Xindu District of Chengdu City as an Example

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Abstract. With the continuous development of economy and society, labor relations, as an important part of production relations, has increasingly become one of the key factors of social harmony or not. How the government governs labor relations has become one of the core topics in the study of labor relations issues in China. Based on the governance experience of Xindu District, Chengdu City, in the comprehensive reform pilot project of deepening the construction of harmonious labor relations carried out by the Ministry of Human Resources and Social Affairs in 2019, this paper explores the strategic mechanism of the government in this area from the three aspects of multi-dimensional co-construction, linkage and co-rule and sharing of services, and translates the concept of "Collaboration, Participation, and Common Interests" into the path of the local government's harmonious labor relations governance, which is conducive to clarifying the path of harmonious labor relations governance in local governments. This will help to clarify the internal logic of harmonious labor relations governance and realize the rapid sharing of governance experience, thus providing a reference for other regional governments to build harmonious labor relations.

Keywords: collaboration, participation, and common interests; harmonious labor relations; government governance; Xindu District, Chengdu City.

1 Introduction

Labor relations are an important part of production relations, one of the most basic and important social relations; whether or not labor relations are harmonious has a bearing on the immediate interests of the majority of workers and enterprises, as well as on economic development and social harmony. In 2015, the Opinions on Building Harmonious Labor Relations issued by the CPC Central Committee and the State Council commented on the current status of China's labor relations, "Although generally main

taining harmony and stability, labor relations conflicts have entered a period of accentuation and recurrence"¹. Against this background, the study of the government's governance of labor relations has become one of the core topics in the study of the field of labor relations in China. Since the Fourth Plenary Session of the Sixteenth Central Committee of the CPC formally put forward the concept of "building a harmonious socialist society", it is widely believed that the construction of a harmonious socialist society urgently needs the harmony of labor relations, and that the construction of harmonious labor relations is the foundation of building a harmonious socialist society². The Nineteenth and Twentieth CPC National Congresses also pointed out, respectively, the need to create a social governance pattern of shared governance and the need to improve the social governance system of shared governance. Therefore, the integration of the social governance concept of "building and sharing" into the process of building harmonious labor relations can be said to be a watertight solution.

Xindu District, as one of the 8 pilots of the Ministry of Human Resources and Social Affairs to carry out comprehensive supporting reforms for building harmonious labor relations, has a long history of building harmonious labor relations with remarkable achievements, and was awarded the title of "Chengdu Harmonious Labor Relations Industrial Park" as early as 2007. Through long-term governance practices, it has fostered the first social organization for labor relations in the province, built the first multi-dimensional settlement and linkage disposal center in the province, and created the "three-tier" public service system of labor relations, which provides Xindu's experience of implementable, replicable, and extensible to deepen the building of harmonious labor relations for the country. Next, this paper discusses how to implement the harmonious labor relations governance of "collaboration, participation, and common interests" through research, taking the harmonious labor relations governance of Xindu District of Chengdu City as an example, so as to help reflect on the construction of the harmonious labor relations governance mechanism of our country while enlightening other local governments to carry out the harmonious labor relations governance.

2 Collaboration: building a synergistic governance system with the participation of multiple actors

Collaboration is the source of power for shared governance, and without the co-construction of multiple subjects, there is no way to talk about shared governance, and shared governance lacks a realistic foundation³. In the construction of harmonious labor relations. In the construction of harmonious labor relations, the participation of multiple parties in society means that government departments, market players and social organizations are integrated together to solve labor disputes and other problems that hinder the construction of harmonious labor relations in a single system. Collaborative governance is the process of reaching consensus between public institutions and non-public stakeholders through friendly negotiation⁴. Collaboration, therefore, is solving the problem of who should carry out the governance of harmonious labor relations.

2.1 Leading the reform of internal mechanisms to provide source power for the governance of harmonious labor relations

Currently, in the construction of harmonious labor relations, Xindu District firstly makes efforts within enterprises, it has implemented three typical initiatives: First, it actively improves the consultation and coordination mechanism of enterprises, and explores and builds the "three-self" model of autonomous consultation on labor disputes, autonomous consultation on rights and obligations, and self-coordination on harmonious relations, which is aimed at safeguarding the dual interests of enterprises and workers, and allowing enterprises and workers to solve practical problems on their own. The second is to stimulate the enthusiasm of grassroots participation in governance, incorporate democratic management into the government's target assessment, make towns (streets) and industrial functional zones active, and implement measures such as guidance on occupational classification, standard guidelines, and refinement of the management process in accordance with the requirements of higher-level departments, and organize and carry out the "Publicity Month for Factory Affairs", symposiums on democratic exchanges, collective bargaining skills competition and other thematic activities, multi-form popularization of enterprise democratic management laws and regulations, in order to promote the standard management of the enterprise labor and employment. Thirdly, it encourages enterprises to actively participate in the construction of harmonious labor relations and improves the subjective initiative of core subjects. To this end, Xindu District has established the first local standard for the assessment and evaluation of harmonious labor relations in county economic areas, "Xindu District Harmonious Evaluation Norms of Labor Relations", which sets up qualitative or quantitative evaluation indexes from five dimensions, namely, external environment, institutional mechanism, operation and coordination, performance and output, and satisfaction, and implements standardized assessment and evaluation on the construction of harmonious labor relations in townships (streets), industrial functional zones, and villages (communities). It has also formulated 16 incentives in conjunction with a number of departments to positively influence and motivate more enterprises to participate in the work of building harmonious labor relations.

2.2 Guided by attracting external participation to provide support for harmonious labor relations governance

Social forces are participatory subjects of national governance, capable of participating in national governance in various forms and playing an active role in resource allocation and social services, on the one hand, and playing an important role in safeguarding social stability and resolving deep-rooted conflicts and problems⁵. On the other hand, it can play an important role in ensuring social stability and solving deep-rooted conflicts and problems⁶. Therefore, the participation of multiple forces in society is indispensable in order to build a harmonious labor relationship and maintain it in the long run. Xindu District has fostered and developed a number of social organizations in the field of labor relations, such as Modern Labor Relations Development Service Center, Harmonious Labor Relations Promotion Association, etc., and fully absorbed various

social forces such as human resources companies, law firms, scientific research institutions, etc. to gradually form the participation of five social forces, namely "government + university", "government + professional", "government + enterprises", "government + social organizations" and "community + social organizations", so as to assist the government in better responding to the needs of the labour relations sector with professional strength. Secondly, a database of human resources management personnel has been set up to include human resources managers, senior human resources managers and labor relations coordinators from enterprises in the region, who will be deployed through the Labor Relations Shared Service Platform, and guided to take an active part in activities such as mediation in labor relations, business training, and policy propaganda, injecting professional strength into the resolution of labor disputes. At present, Xindu District has guided more than 40 social forces to participate in the construction of harmonious labor relations. This kind of participation of multiple social professional forces can not only make up for the singularity of the government-led governance and promote the diversified governance of harmonious labor relations, but also, because all of them are the main bodies in the labor relations, they can precisely solve the problems of labor disputes and create a good and harmonious labor relations.

2.3 Guided by cultural demonstration and leadership, providing coupling force for harmonious labor relations governance

The reform of institutional mechanism and the absorption of multiple professional forces are the two-pronged governance initiatives of Xindu District Government, but how to firmly bond the two initiatives and two types of teams together to form a governance situation of "force to one place, strength to one place" also requires culture to lead the way. Culture has the functions of leading customs, educating people, serving the society and promoting development⁷. Therefore, Xindu District also attaches great importance to the construction of enterprise culture, firstly, according to the local conditions, from the actual culture of the region, with the help of Xindu's unique Sheng'an "family style" culture, "Hakka" culture, "three fragrances" (fragrance of books, flowers and Buddha) culture, carry out "enterprise style" cultural cultivation activities to create enterprise "family culture", such as exploring the establishment of a special "workers' home", and guiding enterprises to integrate cultural "soft power" into the construction of harmonious labor relations, so as to promote the formation of a good cultural atmosphere in which the enterprise cares for their employees and employees love their enterprises. Secondly, it is the first to create a procedure for identifying model enterprises with a harmonious culture of labor relations, and has continuously carried out activities to identify "model enterprises with a harmonious culture of labor relations", identifying them through self-declaration, preliminary examination of information, on-site interviews, and reexamination, and giving those identified as model enterprises with a harmonious culture of labor relations in the region policy care and support in such areas as reducing or eliminating the frequency of inspections, social security audits, training and guidance, and so on. Successful enterprises will be given policy care and support in terms of reduced monitoring frequency, social security audit, training and guidance, etc. Such culture-led initiatives are not only implemented precisely according to local

conditions, but also stimulate the participation initiative of enterprises and encourage them to actively create harmonious labor relations through multiple channels.

3 Participation: creating an organically linked "one-stop" joint governance mechanism

Participation, as an effective vehicle and means of realizing the common good, is the ongoing process by which various public or private institutions work together to manage their public affairs and reconcile conflicting or divergent interests and take joint action. It is a continuous process in which various public or private institutions manage their public affairs together and reconcile conflicting or different interests and take joint actions⁸. Based on this concept, Xindu District, under the system of multi-dimensional co-construction, takes the public sector as the leader, and adopts diversified governance mechanisms such as communication, consultation, mediation and cooperation, in order to realize the mode of co-governance of "government, society and citizens". Participation, therefore, is the solution to the problem of how to govern harmonious labor relations.

3.1 Explore the establishment of a "one-stop" diversified settlement and joint disposal center

Resolving conflicts and disputes through diversified channels is an effective way to realize social governance at source, repair and ease social relations, and truly achieve the settlement of cases⁹. The government of Xindu District, integrates the functions of political law, court, human society, justice and labor unions, builds the first "one-stop" diversified settlement and disposal center for labor disputes in Sichuan Province. On the one hand, the labor inspection and law enforcement, mediation, arbitration, legal aid, judicial confirmation and other functions of organic convergence, the formation of trade unions, people's mediation, administrative mediation, arbitration mediation, judicial mediation, "five mediation linkage" mode of dispute resolution. On the other hand, the "1234" model of mediation and arbitration has been explored around the establishment of an intelligent arbitration information platform, the cultivation of two specialized teams of mediators and arbitration courts, the formation of a three-tier system for mediating labor disputes, and the innovation of four mediation and arbitration mechanisms. In addition, it also established the "New Law Cloud Court - Judicial Confirmation 5G Intelligent Participation Room", and took the lead in opening a special line for remote judicial confirmation of labor disputes in Chengdu City, so that the judicial confirmation of people's mediation agreements of labor disputes can be realized "remotely" and "immediately accessible". The establishment of this kind of diversified mediation center in Xindu District aims to improve a set of diversified linkage mechanism, cultivate a batch of professional mediation teams, build a set of operation guarantee system, highlight the common governance feature of "one-stop + diversified" linkage, and realize "one-stop" management, "one-window" handling and "one-stop" processing of labor disputes.

3.2 Establishment of a "step-by-step" processing system

With the linkage and disposal entity center, it is necessary to build a reasonable processing system to promote better local settlement of labor disputes in towns (streets), industrial functional parks, etc., so as to achieve labor dispute resolution at source. The government of Xindu District has made great efforts to promote the construction of "step-by-step" processing system, and promoted the construction of labor disputes joint processing mechanism with the mode of "1+3+9+N", and set up "one-stop" and "diversified settlement and joint processing system" for labor disputes. On the basis of setting up a "one-stop" center for diversified settlement of labor disputes, a "one-stop" sub-center for labor disputes has been established in three industrial functional zones and nine towns (streets), and "one-stop" workstations have been set up in villages (communities) and commercial complexes with a high concentration of enterprises, to create mediation rooms for labor disputes, and to build a "15-minute service circle for dispute resolution. The construction of this "step-by-step" system allows grass-roots departments to enjoy the resources of the platform and to deal with labor disputes at the source, which is conducive to consolidating the foundation for the independent resolution of labor disputes, and forming a system in which labor disputes do not go beyond the "factories, parks, and communities".

3.3 Improving the dynamic monitoring and early warning system for labor disputes

The report of the Twentieth Party Congress points out that it is necessary to improve the level of public security governance, adhere to the principle of prevention, and promote the transformation of the mode of public security governance towards ex ante prevention. Xindu District has firmly grasped this point and implemented a three-level warning system of "district-town (street)-village (community)" according to factors such as the scope of influence, degree of harm, and development trend of labor relations risks, and also piloted the establishment of enterprise monitoring stations. On the one hand, it integrates data and information from the departments of comprehensive governance, public security, letters and visits, and human resources and social services, and explores the establishment of a system of early-warning and monitoring indicators for general enterprises and construction projects based on the characteristics of industries and labor relations in different sectors, such as the unemployment rate, job turnover rate, the economic efficiency of enterprises, cases of unpaid wages, and cases of labor disputes, among other indicators. On the other hand, it is gradually improving the mechanisms for dynamic management of labor relations information, risk study and judgment, hierarchical treatment, and tracking and evaluation. According to the monitoring of labor relations risks, labor relations within the jurisdiction are classified into four levels: "fully harmonious, relatively fully harmonious, basically harmonious, and disharmonious", so as to accurately study and judge the risk situation of labor relations, realize the prevention in the first place, find out at an early stage, and dispose of the situation at a small stage, and make all-out efforts to eliminate the unstable factors in the field of labor relations.

4 Common Interests: Building an official platform for full coverage of public services for harmonious labor relations

Common Interests, as the target outcome of co-construction and co-management, is essentially the sharing of development results realized by the co-constructing subjects under the current stage of the system¹⁰. On the issue of harmonious labor relations governance, it is to deal with all the related work of the human resources system through one platform, including but not limited to labor disputes and disputes, policy consultation and guidance, labor contract signing, professional talent training and personnel recruitment services. Through the official platform, the regional government helps enterprises to build a standardized labor system, and provides comprehensive, precise and diversified feedback of the sharing results to the diversified subjects participating in the co-construction of harmonious labor relations, in order to complete the logical closed loop of collaboration, participation, and common interests, and to help realize the pattern of collaboration, participation, and common interests of social governance. Common Interests, therefore, solves the problem of who the governance of harmonious labor relations is for.

4.1 Constructing a "three-tier" service platform to achieve equalization of service recipients

Client parity refers to fair and accessible access to broadly equal public services in labour relations for both enterprises and workers in the region, and is centred on the promotion of equality of opportunity¹¹. It is centered on the promotion of equal opportunities. In order to ensure that the subjects of labor relations have the opportunity to enjoy public services, the government of Xindu District has shared the fruits of harmonious labor relations to the grassroots level by creating the Harmonious Labor Relations Public Service Center at the district level, which covers the enterprises and factories in the whole district with the public services related to human resources, and at the same time, constructing the Harmonious Labor Relations Public Service Supermarkets in the towns (streets) and the industrial functional zones, and constructing the Harmonious Labor Relations Public Service Stations in villages (communities) and commercial complexes, in which there are more concentrations of enterprises, to build a three-tiered service platform, which provides public services to the end, and locally provides enterprises and laborers with services such as employment promotion, human resources services, vocational training, legal services, dispute mediation and hosting of small and micro-enterprises labor relations affairs. This enables the subjects of labour relations in the region to be effectively covered, and places farther away from the central region do not have to go to the central district-level service center for minor labour disputes, so as to achieve full regional coverage of public services for labour relations, and to do its best to achieve equalization of services for service recipients.

4.2 Formation of the "2123" standard system to realize the precision of service content

In addition to solving the problems of service objects, the government of Xindu District has also made efforts on service contents, and it has explored and formed the "2123" standard system of public services for building harmonious labor relations - "two main bodies and one demand, Two plates, one demand, three levels", i.e. taking employers and workers as the main body, designing, developing and providing public service products oriented to the actual demand for building harmonious labor relations, forming two plates of main and related public service products directly and indirectly related to labor relations, and setting up three levels of public service products, i.e. basic, high end and featured. This service concept has led to the formation of the Chengdu Harmonious Labor Relations Public Service Standard System. The formation of this standard system not only establishes the roles of the main service providers, clarifies the needs of the main service providers, builds up related products, sets up characteristic levels, and realizes the precision of service contents, but also provides the "Chengdu standard" for other local governments to build harmonious labor relations public services, which is conducive to the sharing and radiation of the governance experience.

4.3 Establishing online and offline two-way channels to diversify service means

In terms of service means, online, Xindu District makes use of "Internet+" thinking to carry out innovative "online 60-second fast-charging" service, i.e., after enterprises or laborers put forward labor relations related problems online, they can get to know a labor relations problem with a breakfast time through the official WeChat public number and the "Job Words" network platform, the subject of labor relations can learn about a labor relations issue in the time it takes to have a breakfast, which has gradually become the "Zhihu" for solving enterprise labor relations issues in the park. At the same time, the government has also implemented the reform of the special working hours management system, mainly optimizing the approval process of special working hours and developing the "Online Approval of Special Working Hours" applet, which reduces the number of declaration materials for enterprises, compresses the time for enterprises to handle the work, and facilitates services for the subjects of labor relations. Offline, the government has carried out the service activity of "offline 3-hour appointment", which is mainly to solve the problems through face-to-face personal docking and provide professional consulting or guidance services, so that when the staff receives the needs of the subject of labor relations, they can rush to the subject of service as soon as possible to solve the problems of labor relations for them. In addition, Xindu District also organizes and carries out professional training and publicity of laws and regulations and policies offline, so as to expand the legal knowledge of enterprises and laborers, in order to create harmonious labor relations between service subjects and them.

5 Conclusion

The Fourth Plenary Session of the 16th CPC Central Committee initially clarifying the concept of building a social governance of collaboration, participation, and common interests; the 19th National Congress further proposed the creation of a social governance pattern of collaboration, participation, and common interests, and the 20th National Congress went even further in proposing a sound social management system of collaboration, participation, and common interests. From the perspective of the direction of the Party Central Committee on social governance, the core has remained unchanged, and the direction of governance of harmonious labor relations, as can also be seen from the strategy of the local government, are carried out in accordance with the pattern of social management led by the Party Committee, the government is responsible for, the community coordinates, and the public participates in the development of the social management pattern. Therefore, exploring the Xindu District Government's experience in building harmonious labor relations from the perspective of collaboration, participation, and common interests values shows the internal logic of pluralistic co-construction, joint governance, and shared services, which is conducive to the other local governments' starting from the core concept in building harmonious labor relations and even social governance, so that the strategies can meet the overall direction and be tailored to the local conditions. The following are some examples of the strategies that have been adopted by other local governments.

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