

Modernization of Grassroots Governance from the Perspective of Collaborative Governance: Problems and Ways

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Abstract

China's grassroots governance modernization has achieved significant results under the effective coordination of many subjects and objects, but there are some problems: lack of professional governance talents; single governance subject; and limited governance fields. These problems are attributed to: the slow transformation of government functions; the imbalance between service capabilities and governance needs; and the governance environment needs to be improved. The ways to advance the modernization of grassroots governance are: optimizing government service processes; improving public service capabilities; creating a "multi-network integration" social governance model; establishing and improving an assessment mechanism.

Keywords

Collaborative Governance; Modernization of Grassroots Governance; Multiple Subjects.

1. Introduction

In recent years, China has rapidly promoted the process of governance modernization.[1] Grassroots governance modernization is an important part of this field. From the perspective of the situation in this field, although the central government has put forward this concept for a relatively short time, the practice in this field has long been practiced. Unfold and achieve significant results under the effective coordination of many subjects and objects. Of course, there are still some problems in this field, such as: lack of professional governance talents; single governance subject; and limited governance areas. These problems have a certain negative impact on the modernization process of China's grassroots governance.

Judging from the existing research results, many domestic and foreign researchers are conducting research on the theme of "governance modernization", and a small number of researchers have conducted research on the theme of "basic governance modernization", and have achieved some valuable research results, but they are extremely few. Few researchers have used the theory of collaborative governance to study examples of China's grassroots governance modernization. In view of this, it is necessary to analyze the grassroots governance practices of Town A in Yunnan Province from the perspective of collaborative governance, and explore the status quo, problems, causes and countermeasures of the modernization of grassroots governance.

2. The Modernization of Grassroots Governance from the Perspective of Collaborative Governance: Concept and Status Quo

(1) Concept

Governance modernization refers to the effective use of modern governance technologies, governance methods, and governance methods in the governance process, based on the

combined efforts of multiple subjects to effectively improve governance capabilities and the modernization level of governance systems. It includes two parts: modernization of governance capabilities; modernization of governance systems. The former refers to the modernization of the quality and methods of governors, and the latter refers to the modernization of the structure of the governance organization system. There is a connection between the two, and there are some differences. [2]

Collaborative governance means that multiple subjects and objects are based on certain systems, rules, etc., supported by the governance system, with the help of certain governance technologies, governance methods, and governance methods to carry out governance activities. This kind of governance activity involves both the governance subject and the governance object, and co-exists within the governance subject, within the governance object, and between the governance subject and object. The most concerned thing in the process of collaborative governance is the collaboration within the governance body.[3] Many researchers have conducted research on this kind of collaboration, and based on this, created the theory of collaborative governance.

(2) Current situation

First, effectively lead the full coverage of the "two no worries" policy and provide spiritual motivation for rural revitalization. The grassroots party organizations effectively lead the implementation of the "two no worries" policy, the most important of which is to lead the government and other entities to continuously carry out poverty alleviation actions in accordance with the principle of precise poverty alleviation, "strengths and weaknesses, make up for shortcomings," and household clearing actions, and increase Support for special groups such as the handicapped and widows and widows, and accurately formulate assistance plans in housing, medical care, education, industry, employment, ecology, and social security. At present, all the poor have been included in the subsistence allowance, and absolute poverty has already been included. eliminate. In rural governance, town A uses the power of role models to tell the stories of role models in the "moral lecture hall" and "civilized lecture hall", and give full play to the role of Xinxiang sages and moral models in moisturizing things when participating in village affairs. , Provide spiritual power for rural revitalization in the new era.

Second, strengthen education and medical security. In terms of compulsory education guarantee, the construction of education infrastructure has been strengthened. Since 2016-2020, a total of 184 people (including 85 people in the compulsory education stage) have been provided with education guarantee, and the "Rain and Dew Program" scholarship has been issued 250,000 yuan for 165 people. In terms of medical security, the impoverished population's participation rate has reached 100%, and all staff members have been filed and registered to ensure medical care and old-age care. Effectively increase the infrastructure construction of primary and secondary schools. Since 2016-2020, a total of 184 people have been guaranteed education (including 85 people in the compulsory education stage), 165 students have been granted a total of 250,000 yuan, and the school security rate for school-age children has reached 100%.

Third, strengthen the construction of convenient services. Three party-mass service centers and nine convenient service stations have been completed in an all-round way. One window has been completed at one time, which maximizes the convenience for the masses to work in the window departments they need, and the government service capabilities are further improved. It has promoted the professional and refined development of government services, and effectively promoted the transformation of grassroots organizations from management to service in grassroots governance. The government and enterprises continue to promote the construction of rural drinking water safety consolidation and improvement projects, and complete the construction of 8 poverty alleviation drinking water safety projects from 2016 to 2020, effectively solving the drinking water safety problem of more than 5,000 people, and the

tap water quality compliance rate has reached 100%. Rural drinking water safety Be guaranteed. In addition, grassroots party organizations also lead the government, especially grassroots autonomous organizations, to strengthen the hardening of village (community) roads, and effectively solve the problem of electricity access in poor villages.

3. The Modernization of Grassroots Governance from the Perspective of Collaborative Governance: Problems

(1) Lack of professional management talents

At the end of September 2021, there are 103 people in Town A who have a bachelor degree or above, and 37 people have a college degree or below. Eight of them were transferred to the army, with low educational level and lack of professional knowledge. Looking at the statistics, the educational structure is not low, but in fact, excluding the leadership team and new recruits this year, there are only 11 people with university degrees left. Most of these 11 people have degrees obtained by correspondence courses later, and they don't have enough professional knowledge. deep. First, the work in towns and villages that involves agriculture, forestry, water, bidding and other matters needs professional talents, but the current lack of professional talents in town A, the cadre knowledge structure can no longer meet the development needs of rural revitalization in the new era. Second, since the 19th National Congress of the Communist Party of China, the country's requirements for grassroots social governance have become higher and higher, and there are fewer people engaged in social governance in towns and towns, and there is a lack of high-level and compound professionals, especially in agriculture, economics, social governance, and law. Professional technical personnel, the professionalism of talents restricts the degree of development of grassroots social governance work.

(2) Single governance subject

At present, the main body of town A's governance is the government. In China, the government is the main body that manages all social and economic affairs and public utilities. From ancient times to the present, the government has been a representative of the people and has absolute credibility. The method of government management is restricted by traditional thinking and hardware and software conditions. It has always adopted administrative orders and guidance. The village (community) has few staff and many things. It is not only busy in the village but also in production, and is playing an autonomous role. Those who have insufficient energy to get through and serve the masses. The masses want to participate in grassroots governance with a single channel and platform, usually through the Youth League Committee, the Party and the masses, and volunteers. The masses do not fully play the role of the main body of grassroots governance, and the main body of rural revitalization is single and does not play the role of the masses.

(3) The governance field is not wide

The township is the implementer of the higher-level government's policy, and it plays an important role in uploading and distributing it. It has to face both the higher-level agencies and the demands of the masses. Township work needs to manage all aspects of affairs, but due to the establishment of institutions, the substantive rights of townships are less than the responsibilities they bear. For example, market supervision, police stations and other dispatched agencies at higher levels and subordinates. The work they are responsible for is actually carried out. There are not many parts of the township government that have management powers. The management of these dispatched agencies has led to public security and safety issues in the entire jurisdiction. It can be said that the management of towns and villages in terms of supervision, supervision, medical care, education, etc. is absent. This has caused the scope of township governance to be not broad and does not cover all aspects of rural construction. The narrow governance scope also restricts rural revitalization.

4. The Modernization of Grassroots Governance from the Perspective of Collaborative Governance: the Cause of the Problem

(1) Slow transformation of government functions

First, township public affairs are heavy. Judging from the work of Town A in 2020, the focus will be on the prevention and control of the epidemic from January to April, the production of flue-cured tobacco and poverty alleviation from May to August, and the "7 Special Actions" for patriotic hygiene and village-level organizations from September to December. Every job is a major task and requires the participation of the cadres of the whole town, and the village cadres are not out of production. It requires the town cadres to spend a lot of energy in the process of going to the village, take the lead in completing the work in the village, and also fill in forms and reports. Materials, to meet government inspections at all levels, there is almost no time to do mass work. At the same time, due to the influence of various annual comprehensive assessments, more attention is paid to daily affairs, the work of mass services cannot be coordinated, and the thinking about rural revitalization is not deep enough, which restricts the improvement of township governance capabilities.

Second, the degree of departmental linkage is not high. After the institutional reform, the "three decisions" plan has further clarified the responsibilities of the departments, but Town A has not yet effectively straightened out the responsibilities of the departments. In actual work, a job arranged by the superior may involve multiple departments, which has led to the situation where the division of responsibilities and coordination between the leading department and other departments are not in place. For example, in the process of party building leading the modernization of grassroots governance, a lot of work involves the agricultural department, the rural revitalization leading group, and organization departments. This requires coordination and cooperation between departments. The reality is that the coordination and cooperation mechanism is not sound and the party building is leading the modernization of grassroots governance. Form a certain negative impact.

Third, the role of institutions is not in place. Currently, Town A has set up 5 internal offices and 7 public institutions. Compared with before the institutional reform, 2 units have been added but the establishment has not increased. This has caused problems such as insufficient government staff, fewer people and more tasks, and weakened party building. The effectiveness of leading the modernization of grassroots governance. In 2021, after the country established the Rural Revitalization Bureau, the country required all localities to set up corresponding agencies. Although Town A had established a regional development and rural revitalization office at the time of institutional reform in 2019, the current work is related to the rural revitalization work office. There is still a widening gap in the content of coverage, and it is difficult to effectively help party building to lead the modernization process of grassroots governance.

(2) The imbalance between service capabilities and governance needs

First, weakening of service functions. First, in recent years, although governments at all levels have weakened the requirements for the regional GDP index, a place must have an economic breakthrough in order to develop. Therefore, in recent years, Town A has focused on economic development, and industrial development, investment promotion, etc. This aspect has a high degree of attention, and the problem of inadequate performance of functions will arise in the process of party building leading the modernization of grassroots governance. Second, in the process of party building leading the modernization of grassroots governance, the work of governance entities has increased, especially key tasks such as poverty alleviation, ecological environmental protection, and rural revitalization, resulting in limited government service functions. The higher-level departments go to towns and towns to investigate various tasks. In order to prepare for the investigation, the grassroots need to arrange in advance, prepare

report materials, and arrange each link of the investigation process. Some investigations not only do not have a deep understanding of the work, the information is not accurate, and they cannot be done for the superiors. Scientific decision-making provides effective information. Third, in terms of agricultural production, skill training, policy guidance, information provision, and social services for farmers, the township government of A basically relies on relevant departments to complete daily work, and the thinking and overall planning are still insufficient, which has a certain impact on the modernization of party building and leading grassroots governance. Negative impact.

Second, the level of needs of the people has increased. The public products and public services provided by the government cannot meet the high-level needs of the people for public services. There is a large supermarket, a large farmer's market, a primary school, and a middle school within the town area of Town A. The daily necessities can be met. Special products that cannot be bought need to be purchased in the urban area. The development of the town of A The degree is far from satisfying the needs of the masses. However, the economic income of Town A depends entirely on the lower-level finances. The fiscal income is single and only enough to maintain the government's own operation. Due to financial difficulties, insufficient capital investment in public services and public management does not play a significant role in infrastructure construction. The township's economy cannot develop.

(3) The governance environment needs to be improved

First, weak social organizations and low participation. First, affected by traditional management concepts, the masses neglect their own rights, obligations, and responsibilities, and believe that social governance is the responsibility of the government. For example, the masses believe that the government has hired cleaners and they pay the cleaning fee every year, so garbage should be littered everywhere, ignoring the role of village rules and people's agreements. The second is that grassroots social organizations cannot meet the actual needs of grassroots social governance in terms of quantity or quality. Some of the existing chambers of commerce, voluntary service organizations, associations and other social organizations in Town A have the problem of relying on the government for survival, and they have no practical use. The role of social organizations.

Second, the effect of publicity on the rule of law is not good. First, the general public is not very aware of the law, there are more illiterate people, and the publicity of the rule of law has not achieved the expected results. There are a large number of middle-aged and elderly people in rural areas, and many elderly people do not understand the legal provisions. The lack of vivid cases and grounded discourse in the propaganda has caused some villagers to have a weak awareness of the law. Therefore, in the specific work of leading the modernization of grassroots governance by party building, the masses are facing problems such as illegal land occupation, illegal construction, and deforestation. Second, the higher-level judicial organs failed to effectively perform their duties. For example, in the process of grassroots work, the masses generally believe that the party organization and government can solve all problems. Therefore, various neighborhood disputes and support issues require the party organization and government to resolve. The masses went to the higher-level judicial organs to prosecute but were not accepted, and the contradictions of the masses were not resolved. To a certain extent, this led to the imbalance of public capacity in the process of leading the modernization of grassroots governance by party building.

5. Modernization of Grassroots Governance from the Perspective of Collaborative Governance: Ways

Effectively promoting the modernization of grassroots governance requires not only effective coordination between the governance subject and object, but also the coordination of multiple measures. The specific ways are as follows:

(1) Optimize the government service process

First, continue to promote the "delegation of control and service" work. We will deepen the construction of "delegating control and service" and service-oriented government, and reform and innovate government service methods and methods. In the process of optimizing government services, the A town government should take "let the people do things well and do good things for the people" as the starting point, and continuously optimize the work process.

Second, improve the efficiency of government services. Establish a sense of service and build an agent system. In order to achieve convenient handling for the masses, we will give full play to the roles of government affairs hall staff, village task forces, rural revitalization task forces, Xia Village Bao village cadres and village group cadres, and build a government service agent assistance system. Provide intimate services to the masses. Shorten the service process, and with the goal of "everyone understands, and everyone will handle affairs", the "Government Service Item Template" is compiled so that the masses can handle affairs in one go.

Third, promote the construction of Internet + government services. Expand online and APP remote management methods to handle public affairs, realize one-stop operation and fingertip handling, realize more data traversal, let the masses less errands, and promote more standardized and standardized service sinking work. Create service sinking demonstration sites, establish demonstration sites through standardization, move the comprehensive acceptance window to the pilot village (community), implement the "village acceptance one window processing" model, and create grass-roots quality services.

(2) Improve public service capabilities

First, increase fiscal revenue. With the increasing pressure of social transformation, it is difficult for township finance to maintain its own operation. In the face of increasing demand for public services, township finances are overwhelmed, and they can only find ways to "source". In terms of the reality of financial county management, all government funds are transferred from superiors and can only be coordinated through project development. Town A basically has no taxes, activates state-owned and collective resources, and increases fiscal revenue through leases. The higher-level financial departments negotiated the share ratio to increase government funding for public infrastructure. Furthermore, the collective economy of the village can be expanded by recovering the collective resources of the village and building shops, and the income can be used to compensate for the expenditure on public services.

Second, optimize the allocation of resources. The superior distribution of public resources and the small space for autonomous decision-making in towns and villages. In order to avoid the growing gap in public services between urban and rural areas and reduce the level of differences in public services between urban and rural areas, we must re-optimize the allocation of public resources in our hands. Integrate existing projects in towns and townships, focus on the construction of a district as a demonstration site, and expand in the form of "point one line and one side", so as to attract more attention and win more resources. Focus on infrastructure construction in rural areas such as pollution, water supply, and roads.

Third, improve cultural service capabilities. Compile cultural programs that involve the spread of anti-cults, safe production, anti-criminal and evil, national unity, etc., and carry out cultural services to the countryside on a regular basis. Expand the cultural service function of the village (community), carry out the activities of entering the village of civilized forums, protect

traditional cultural resources such as folk customs and intangible cultural heritage, improve cultural activities venues, build Zhaoguan Baiyao Museum, Xinhezui Bronze Culture Museum, etc. Characteristic brands rich in "cultural heritage" enhance the influence of local cultural brands and better enrich the spiritual world of the masses.

(3) Create a "multi-network integration" social governance model

First, improve the rural "autonomous" system. The first is to improve and perfect the autonomy mechanism. Coordinate villager autonomy and grid management, encourage the development of associations and other autonomous organizations, improve the rural provincial management system, and promote the ability of farmers to manage according to law. The second is to promote open village affairs. It is necessary to strictly carry out open village affairs, ensure that village-level affairs are open, and through the whole process of supervision of the "four discussions and two openness" of village affairs, realize open, transparent and legal village affairs, enhance the sense of participation and supervision of the farmers, and raise the awareness of democracy. Consolidate the status of villagers as "masters".

Second, promote the "multi-network integration" of grassroots social governance. By seizing the pilot opportunity and leading by party building, we will increase our efforts on the basis of the original red armband public security patrol volunteer service and safety construction, and promote the establishment of party building, double innovation, comprehensive governance, policing, and national unity demonstration zones for grassroots social governance. "Multi-network integration" integrates the grassroots grid into a social governance grid to achieve "multi-network integration". Vigorously stimulate new momentum for social governance, and improve the level of social governance and public services in the whole village.

Third, create a situation of "multi-network integration, co-construction and co-governance". Effectively promote the deep integration of grid service management, police affairs, and party affairs, and further integrate party building, culture, comprehensive governance, law enforcement, social security and other grassroots social governance matters under the new grid management. Effectively integrate grid information resources, use "small grids" to form a group prevention and group governance grid to build a new pattern of social governance through co-construction, co-governance and sharing, resolve conflicts and disputes through grids, promote rural "big governance", and effectively improve society. The level of public security governance ensures the safe and orderly development of society.

(4) Establish and improve the assessment mechanism

First, establish clear assessment rules and regulations. The assessment objectives for cadres should be clear and scientific, and the assessment rules and regulations should be taken as the norm, so that the assessment and scoring have a basis. The assessment indicators in the rules and regulations need to be fair and reasonable. Considering the particularity of each position, it is not possible to establish a system for everyone to be assessed according to a set of indicators. The assessment indicators should be formulated in strict accordance with quantification and non-quantification. At the same time, in order to ensure the fairness and rationality of the assessment results, the scoring rules and results of the assessment plan must be disclosed to the public, to eliminate black-box operations, and to ensure that every cadre who accepts the assessment has the right to know.

Second, expand the assessment content. Combining the government's work tasks to expand the assessment content, not only the performance assessment should be carried out in conjunction with the rural revitalization work, and the assessment should be carried out with the purpose of people seeking welfare. The assessment content of cadres in the rural revitalization strategy work should include: work performance, people's satisfaction, innovative work methods for rural revitalization, personal modern governance capabilities, etc. The township assessment

team conducts assessments on cadres, and at the same time invites the masses to score assessments. Every cadre carries out a comprehensive assessment.

Third, establish a long-term assessment mechanism. Continue to improve the assessment mechanism to form a long-term mechanism, continuously improve the style of township cadres, and at the same time apply the results of the assessment to the selection and appointment of outstanding cadres in the assessment of township governance. The long-term evaluation mechanism should include daily evaluation and democratic evaluation. The democratic evaluation adopts a variety of scoring methods for members of the society. In order to highlight the role of long-term selection and use of talents, it is possible to increase the selection of cadre conversations, and to have a deep understanding of cadres from multiple perspectives. The management ability of cadres, finds the shining points of cadres, rationally adjusts positions, employs talents, improves administrative efficiency, and finally forms a long-term evaluation mechanism and mode.

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