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# Innovative Exploration of Township Government in constructing a New System of Rural governance

(Based on the Survey Report of the Squatting Research in Hengli Town, Dongguan city, Guangdong Province, China)

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## ABSTRACT

Township governance is the foundation of national governance, related to the vital interests of ordinary people, affecting the stability and development of the country. At present, China's economic growth are entering adjustment after transformation, the development and changes of the economic foundation needs a new concept of social governance, grassroots governance must focus on the new era of new requirements, from a strategic height to grasp the law of development of the township governance, governance from the Angle of practice innovation, promote social governance system construction needs to insist on the guidance, this article through to the horizontal drain in the town of Dongguan city, Guangdong province in grass-roots community diversity co-government everybody is responsible for building, everyone is responsible for all the analysis of the community of social governance of exploration and practice, put forward to further improve township government countermeasures for establishing a new system of rural governance. In Hengli Town, positive measures are explored to improve the township level administrative management system and promote collaborative innovation of rural social governance in township governance capacity, providing reference for building a new system of rural governance and exploring the township level administrative management system.

**Keywords:** township government; rural governance; coordinated co-governance; institutional innovation; social governance community

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## I. Investigation background and problem analysis of the Squatting Research in Hengli Town, Dongguan City

National governance involves institutional arrangements in multiple fields and dimensions, including politics, economy, culture, society and ecological civilization. The social governance system is an important part of the national governance system. The third Plenary Session of the 18th CPC Central Committee clearly proposed to “promote institutional innovation in the social field and accelerate the formation of a scientific and effective social governance system”. On April 4, 2017, the party central committee and the State Council issued “on the strengthening and improvement of urban and rural

community governance of opinion” pointed out that to strengthen and improve the urban and rural community governance to the grass-roots party organization construction as the key, guided by the demands of residents, improve urban and rural community governance system, enhance the level of urban and rural community governance and swallow the urban and rural community governance, promote the party under the leadership of the government governance and social regulation, positive interaction pattern of residents autonomy, improve urban and rural community governance under the rule of law, scientific, fine level. The report to the 19th National Congress of the COMMUNIST Party of China (CPC) pointed out that we should strengthen the construction of social governance system, improve the social governance system featuring party committee leadership, government responsibility, social coordination, public participation and rule of law, and build a social governance pattern featuring joint contribution, joint participation and Shared benefits.

## **(I) The investigation background of Hengli Town in Dongguan city**

In recent years, Dongguan vigorously strengthen social management system and modernization of the social governance ability of practice and exploration, in January 2017, Dongguan city, introduced the Dongguan about raising the ability of social governance action plan, put forward to in 2018, to strengthen the village (community) working committee leadership role as the core, promote the reform of “political and economic separation”, perfect the pattern of diversity in subject collaborative work. Horizontal drain town in grass-roots community diverse work in recent years has made certain achievements, in Dongguan to enter “much starker choices-and graver consequences-in development plan” period, under the background of social economy enters the new normal, horizontal drain town in further explore in perfecting the township administrative system, deepening rural social governance collaborative innovation of rural grassroots governance ability to promote positive approach, to build a new rural governance system, explore the township administrative system to provide reference to the significance of which can be promoted.

Hengli Town is located in the east of Dongguan city. It covers an area of 50 square kilometers and governs 16 villages and 1 community. Hengli Town has a total resident population of more than 200,000, of which the registered population is only 39,000. The 17 villages (communities) in Hengli Town are generally characterized by large number of migrants, different residents’ backgrounds, different occupations and lifestyles, and low homogeneity of groups. In 2018, Hengli town’s gross domestic product (GDP) is preliminarily predicted to be 13.987 billion yuan, with a year-on-year growth of 7.8%. Hengli Town ranks 80th in the 2018 national comprehensive strength evaluation of 1,000 strong towns, ranking among the top 100 for three consecutive years. The basic conditions of Hengli Town are analyzed as follows<sup>1</sup>.

### *1. Have a good foundation of grassroots social governance*

In recent years, Hengli Town has been committed to promoting the innovation of social governance system and mechanism at the grassroots level, and implementing the collaborative innovation project of social governance. It has led at the level of the town government to drive social forces such as professional social organizations, public welfare businesses and universities to participate in the multi-governance, and accumulated practical work experience with initial results. In 2017, Hengli Town Social Governance Collaborative Innovation Center, a hub platform in the field of social

<sup>1</sup> 2018年全镇发展保持稳中有进 各项工作有序推进 · 2019-01-23. <http://zwgk.Dg.Gov.cn/007331531/0802/201901/b9c0921f2ece4d25a29b03759fad0ca9.shtml>

governance, began to operate. The Center launched the project of social business Alliance, providing a diversified resource link platform for further promoting community construction.

### *2. Having a certain number of community social organizations*

The development of community social organizations in Hengli Town provides strong organizational support for community building. There are 117 community social organizations registered for the record. The 15 surveyed villages have community social organizations such as the disabled Persons' association, family planning Association, women's home, and volunteer service station. The women's Federation, The Commission of Customs and Work, the Youth League Committee and other departments have set up village-level organizations in each village, providing the community with an organizational foundation from town to village.

### *3. Has its own cultural foundation*

The century-old Niuxu culture of Hengli Town serves as the common cultural foundation of all villages in the community construction of Hengli Town. Through the in-depth exploration of historical buildings, cultural traditions and historical stories, the identity of people in Hengli Town to niuxu culture is enhanced, and its influence is expanded through various means and forms of publicity.

### *4. Have hardware facilities for community activities*

This is mainly reflected in the existing community sites, facilities and equipment, community service centers, activity centers for the elderly, and villagers' parks in each village. In particular, the village housing project in the village has formed a certain highlight. This provides necessary places for community construction, which can carry out corresponding cultural and community activities on a regular basis, and can serve as the reconstruction basis for community construction, integrating various representative village cultures and elements.

## **(II) The Proposal of the Investigation of the Squatting Research in Hengli Town, Dongguan City**

Horizontal drain township government in jinping new era the ideas of socialism with Chinese characteristics as a guide, fully implement the party's 19 big spirit, carry out Xi jinping visited Guangdong general secretary and other important speech spirit, according to the Dongguan 14th party congress and the 12th congress of the town of decision deployment, closely around the goal of full vigor town ecological civilization construction, carry out all work solidly. However, due to diverse residents' backgrounds, lives, cultures and needs, service resources are difficult to integrate and connect effectively, and most communities show obvious characteristics of "looseness" and "alienation". Learn basic management system of public administration of Guangdong province observation points of Dongguan horizontal drain research group (Mr. Cheung Tsing professor team leader) to "improve the township administrative system, deepening rural social governance collaborative innovation" the theme of the research, the horizontal drain 16 village, a community in the town of field visits and local village, village groups for discussion, the villagers, migrant workers.

Chose for a preliminary investigation, research group of horizontal drain town village, garden district, communities and society governance deeply on casing research collaborative innovation center, in order to understand the town of Dongguan horizontal drain the government organization structure, the village (house), observe the horizontal drain township government down to four of the specific content of social management

and public service items, horizontal drain township governments and organizations at all levels are discussed respectively in the work sharing pattern of social governance role.

From September 13 to 14, 2018, the town of horizontal drain (street or village) to carry out the “perfect the grass-roots government functions, establish a new system of rural governance sea-front research, mainly on the horizontal drain town village, garden district, collaborative innovation center communities and social governance research, understand the town of Dongguan horizontal drain the government organization structure, the village (house), observe the horizontal drain township government down to four of the specific content of social management and public service items, horizontal drain township governments and organizations at all levels are discussed respectively in the work sharing pattern of social governance role. A lot of basic information has been collected in the investigation and preliminary consideration has been given to the establishment of observation points.

Based on the observation of the current governance situation of Hengli Town, this paper continues to discuss the setting of observation points and the follow-up work, namely: First, the hierarchical management mechanism of Hengli Town government needs to be further rationalized, and the decentralized authority needs to be further improved to enhance the vitality of grassroots level; Second, the village committee (community work Committee), which is supposed to undertake the functions of village (community) management and service, is restricted by numerous administrative affairs and cannot extricate itself from a large number of affairs and guide the village to conduct village autonomy. Third, Ruikang Garden, as a model of Hengli Town Huayuan community, explores the solution to the problem of the owners of the community, the interests of the property companies and the government; In Hengquan Community, a large number of migrants and wealthy local villagers have put forward more and more demands for public services in the village (community). Fifth, the Collaborative Innovation Center for Social Governance is an innovative approach in fully integrating various resources, improving the effectiveness of social governance, and exploring a new path of multi-governance.

In the middle stage of the survey, a total of 1,608 questionnaires were issued and effectively collected from villages (communities). The proportion of male and female participants in this questionnaire is balanced, and the proportion of young, middle-aged and old people is appropriate. Besides, the participants are familiar with the situation of their village (residence), so it is believed that the data of this questionnaire survey is objective and can be used as reference.

Combined with the actual needs of the research, and the comprehensive consideration and comparison of various research methods, the research team adopts the observation method, interview method, literature analysis method in qualitative research, as well as the questionnaire survey method and data analysis method in quantitative research to carry out this research. The application of each research method is as follows:

So, based on the horizontal drain township, village (fortuneteller mountain village), garden district (Rui Kang garden), communities (community) constant spring preliminary investigations, collaborative innovation center and social governance, and feedback the results of questionnaire survey, the following research questions: horizontal drain town and township administrative system and administrative organizations how to adjust the responsibility of the relationship between higher and lower make it adapt to the new era of grass-roots management system requirements? Explore the town level party and government offices to promote the reform of streamlining administration and strengthening town powers? How should the operation mechanism of township administration in Hengli Town provide effective support for grassroots social governance in transforming the functions of township government, strengthening social management and public services? In the rural governance system of Hengli Town, as the main body of govern-

ance center, what is the relationship between the township government and the governance bodies of all parties? How to realize the benign interaction between grassroots government governance, social adjustment and villager autonomy under the leadership of grassroots Party organizations? The respective roles of Hengli Town government and organizations at all levels in the social governance pattern of co-construction, co-governance and Shared benefits and how to further promote collaborative innovation of social governance?

### **(III) Investigation and analysis of the Squatting Research in Hengli Town, Dongguan City**

Developed towns in the Pearl River Delta have a high density of population and industries, and their economic and social size is equivalent to that of county-level cities in the central and western regions. They have a large number of service objects, mixed services and great difficulty in service. Although around the pearl river delta have already began to explore the strong town expansion, and has obtained certain achievements, formed some experience, but in the construction of simple and efficient basic level administrative management system, form the social governance pattern of work sharing as well as the basic management system and management ability of modern established these three aspects is not yet perfect, can not fully meet the needs of the people for a better life, embodies in the following five aspects of problems:

#### *1. Insufficient supply of resources in public services*

One is the shortage of human resources. Although public service halls have been set up in the town and village (community), which basically accomplish door-to-door service and town center service, they are generally reported to be understaffed. For example, Banxian Mountain Village has a total registered population of more than 1,900 and more than 3,000 migrants, but there are only 7 service staff in the service hall, who are responsible for 97 matters such as family planning, social security, civil affairs, land and municipal administration, among which dozens are related to the people and have large business volume.

**Second, the shortage of financial resources.** In recent years, Dongguan has made great efforts to reduce the burden on villages (communities), by subsidizing the public security, sanitation and administration funds of villages (communities) at both municipal and municipal levels, and integrating auxiliary police and sanitation workers, but the financial burden at the grass-roots level is still heavy. In Hengli, the government is responsible for 70% of the funds for public security, sanitation and administrative management, and the village level is responsible for 30%. In some villages, the internal security and sanitation and other links need to be arranged by special personnel, which requires a total expenditure of 400,000–500,000 yuan. In addition, the burden on the collective economy has not been fundamentally eliminated with the addition of expenditures such as the salaries of village cadres, social security subsidies for rural residents, and the operation of service centers. The public service fund input mechanism of community system has not been established completely. In Huayuan Community of Hengli Town, unstable factors such as public resources, space, facilities and equipment maintenance are frequent, and the property management cost is single and the use is tight. Constant spring community is horizontal drain of city community, the town or foreign household fall in this community, but in systems and mechanisms are still present rural characteristics, public service provision is not completely by the government investment, want to rely on 20 acres of collective economy property income as a source of self-raised, equal public service quality and has a big gap compared with the full community of urbanization. This is a common phenomenon in Dongguan and even the whole Pearl River Delta region, that is, from the perspective of landscape form and infrastruc-



ture, urbanization has been achieved, but in terms of organizational structure, administrative system, operation mode and public service, it is still the dual characteristics of urban and rural areas, and the fundamental urbanization has not been realized. The financial expenditure at the town level is also relatively large. The shortage of community staff, grid staff and hired staff is largely due to the limitation of funds. The salary of employees is maintained at a low level, which does not reflect equal pay for equal work and affects their work enthusiasm.

**Third, the shortage of power resources.** The evaluation of rural public services adopts the mode of “superior evaluation and self-evaluation”, while the villagers who serve as the service objects lack the right to evaluate. Villages (communities) express their demands through the way of “direct connection of residence points”. They lack formal supervision and evaluation power over public services at the town level, and they cannot observe and manage illegal phenomena such as environmental protection and safety supervision within their jurisdiction, so they can only report instead of dispatching relevant departments. In urban garden community, there are many internal management problems, and the functions of multiple subjects such as property management company, business committee and Party branch are not clearly defined, resulting in no response to the demands of residents in the community and difficulties in the reconstruction of harmonious neighborhood relationship.

### *2. Insufficient effectiveness of administrative law enforcement*

First, the coordination between horizontal departments is not smooth. Hengli Urban Management Branch is an agency of Dongguan Urban Management Comprehensive Law enforcement Bureau. The law enforcement against illegal phenomena often needs the support and cooperation of relevant departments. However, the examination and approval are separated from the law enforcement. It can be seen that from the inside of the government to the public awareness, there are unclear rights and responsibilities of administrative law enforcement, behind which is the failure to give full play to the core functions of party organization leadership and the dysfunction of government institutions.

**Second, the power and responsibility of the vertical upper and lower levels are unclear.** The organization that must want to establish cannot be established, if the construction project quality safety of town area supervises an organization, the town level can grasp the situation most, but have no organization and function. Part of the business volume is very small, and has little to do with the “convenience for the masses”, the technical requirements of the higher authority, devolved town street is very unreasonable, such as highway engineering related law enforcement business, originally all concentrated in the traffic bureau, the volume of business is very appropriate, now once decentralized, matters are scattered, may not be in the town for two or three years.

### *3. Lack of motivation under limited career development*

In the developed town economy, grassroots cadres and staff have heavy tasks and many jobs, but they are subject to the institutional constraints of small staffing and low level, so they are easy to meet the occupational ceiling and have unclear development prospects. Their status and salary are difficult to be equal to that of the municipal level, and there are also differences between different towns and streets. The assessment and promotion mechanism of town and street cadres is still very lack, the enthusiasm and initiative to participate in the work is not strong, the endogenous power is insufficient.

### *4. Insufficient autonomy under the Township Governance System*

As the collective economy is relatively developed and the cultural tradition is well preserved, the village level autonomous cultural activities are relatively rich. However, as

the focus of government management continues to move downward, village (neighborhood) committees still undertake a lot of administrative services and social management work. The responsibilities of village (neighborhood) committees are “administrated” and autonomous responsibilities are “marginalized”. Residents in urban garden communities are limited in their sense and ability of autonomy, and are susceptible to other social elements. At the same time, party and autonomous organizations are too busy dealing with administrative affairs to do mass work and cannot focus on their political functions and play their role as the core of leadership.

##### *5. Insufficient participation under the growth of foreign population*

There are a large number of migrants in Dongguan and the Pearl River Delta region, who form a huge group and have various public service needs and rights protection demands. Some towns, streets and villages (communities) in Dongguan have tried to select members of the “two committees” of non-household residents to carry out management services on behalf of the “two committees” of villages (communities). However, at present, the migrant population still lacks institutionalized and organized channels for participation. Although they live in villages (communities), they lack platforms for discussion and do not enter into the system of grassroots autonomy.

Anyhow, grassroots governance in the face of people, goods, content, lack of power, such is not smooth, power and responsibility does not match, such universal problems as the function is not complete, it's hard to say is evaluated integratedly and village (community) cadre's personal thoughts, are behind the grassroots administrative system, the structure of the economic and social reasons as well as the deep vertical relationship between the government. Therefore, we must seek solutions from the institutional mechanism.

## **II. The Government of Hengli Town of Dongguan city promotes the innovative exploration of social governance community**

Hengli Town has made some achievements in the multi-governance of grassroots communities. The establishment of Hengli community construction model has pushed the focus of grassroots social governance downward, which has produced good results in enhancing Hengli Town's social governance capacity and building a new social governance pattern of joint contribution and sharing by the whole people. This case and its successful practice are the epitome and exploration sample of grassroots social governance moving down the center of gravity, guiding and promoting community democratic autonomy, and providing “Hengli experience” for giving full play to the core role of grassroots Party organizations and building a pattern of social governance featuring co-construction, co-governance and Shared benefits. Hengli Town has mainly made the following innovative explorations:

**(I) Establish a collaborative innovation Center for social governance.** In 2014, the township party committee and the township government set up a collaborative innovation platform for social governance, coordinated with all social forces, integrated all resources, and promoted social co-governance and good governance. Since 2015, Hengli Town has innovatively implemented the collaborative innovation project of social governance, built a platform for the integration and docking of social resources, combined the support and guidance of the government, the vitality of social organizations, the thinking concept of professionals, and the power from the people and the masses, and took the lead in exploring a new path of multi-governance. With the construction of collaborative innovation center for social governance as the carrier, we will build “three sub-centers and four platforms” for social governance.”Three sub-centers” are wisdom center, resource center and coordination center of horizontal social governance. The “four platforms” are social governance talent training platform, social organization



cultivation and enhancement platform, social resources integration and docking platform and innovative social governance project platform.

**(II) Implementing the policy of social integration of floating population.** We strengthened policy support in terms of naturalization and improving the supply of public services, and initially formed a policy system for managing the floating population that includes services such as household registration and education, effectively promoting social integration and social integration. Through the targeted implementation of policies, to improve the quality of the floating population and promote social integration, the town's economic transformation, cultural development and social harmony have played an important role.

**(III) Encouraging social forces to participate in grassroots governance.** Horizontal drain town in guidance and management on the basis of the existing civil organizations and associations, targeted to support a batch of, foster a batch of, introduce a batch of, will the cultivation and development of social organization under the concept and category of "public interest", a clear public interest is a industrial chain, continuously activate new social organization, guiding support for its characteristic service, effectively meet the demand of residents different species in different levels. As a famous Hong Kong food enterprise rooted in Hengli, Jie Rong Group has long been committed to participating in various public welfare charities and fulfilling social responsibilities. In terms of innovative participation in social governance, the two sides agreed to cooperate in the field of social welfare and charity, to build an innovative and exemplary new model of government-enterprise cooperation by pooling the strength of the government, enterprises and society, to jointly promote the concept of public welfare and promote harmony and friendship in Hengli Town.

**(IV) Cooperate with colleges and universities to establish an off-campus comprehensive practice platform for teaching, scientific research and talent training,** carry out in-depth cooperation in the construction of community demonstration sites, collaborative innovation platform for social governance, social work service model and mechanism, and study new mechanisms of social governance at the grassroots level.

**(V) Take the lead in exploring township-level community foundations to create a good situation in which "everyone participates and everyone is responsible".** The purpose of community Foundation is to create a new pattern of social governance by co-construction, co-governance and Shared benefits. In accordance with the idea of "government guidance + social operation", the foundation is established by local residents to serve local private non-enterprises based on the most fundamental needs and concerns of the community. Governance in today's society, community foundation in response to the party and the government's advocacy plays a positive role in guiding, how to promote community involvement, stimulating community public welfare, integration of community resources, foster community social organizations, support community governance project, solve the problem of the community, and promote the harmonious development of community, has become an essential part of the community governance innovation path. Starting from 2018, Hengli Town will learn from the experience and practices of Shenzhen and Shunde and take the lead in exploring the participation of community development foundation in rural revitalization and driving diversified forces such as enterprises to participate in collaborative innovation of grassroots governance.

**(VI) To build the "small town big love" urban spirit brand.** Guide and attracted businesses, communities, social organizations, social celebrities such as the participation and support of social from all walks of life force, make the city spirit "small big love" brand, embodies social forces from Germany to carry forward the good social governance mechanism system innovation, formed based on love, dedication, responsibility, multivariate co-governmnet, collaborative management, self service social structure. Love concept to ensure the sustainable development of "Friendly Project".

**(VII) Promoting the construction of “dynamic cross-linking”.** Stimulate the town’s social organizations, the broad masses of the vitality of common development. Through a series of activities, it has strengthened the awareness of party members, cadres and masses in the town to be the first to strive for excellence and the passion of work dedication, formed a joint force to promote development, and better created a harmonious, stable, dynamic, and common development of a good situation;

**(VIII) Make every effort to promote civilization.** Hengli Town regards civilization creation activity as an important content of social governance, and takes “renovation work coverage, promotion work coverage, mechanism construction coverage, and all parties’ participation coverage” as the target. It highlights “linkage of towns and villages, linkage of cadres and the masses, and interaction of the outside world”, pooling strong working force. Through the participation of all parties in the joint governance, Hengli Town Zhenrong street appearance to achieve a fundamental change, civilization to create a new level;

**(IX). Integrating market supervision into social governance** Taking the reform of business system as the breakthrough point, Hengli Town has actively explored the construction of a new market supervision system, upgraded demand-oriented services, created an open and transparent business environment, boosted the venture investment of the migrant population, and promoted “mass entrepreneurship and innovation”. Through high-quality government services and market supervision, we have organically integrated the concept and thinking of innovating community-level social governance, further integrated community-level resources, and achieved new breakthroughs in breaking departmental limitations and improving administrative efficiency, so that the majority of venture investors can get, stay and develop well.

### **III. Suggestions for improving the grass-roots government to build a new system of rural governance**

Build a simple and efficient administrative management system at the grassroots level should be guided by cracking problems, with basic management system and management ability of modern general objective, to strengthen the overall leadership of the party as the core, such government based system design, implementation specifications division of labor, responsibilities matching, coordinated operation, information support, the pattern of the rule of law guarantee.

#### **(I) Clarify the longitudinal relationship between towns and villages**

**First, it is based on the establishment of the Qing Dynasty.** Take laws and regulations as the criterion, form a very specific and clear list, implement the access system of grassroots affairs, and define the responsibilities and powers between towns and villages in accordance with the principles of first-level administrative power, first-level financial power and first-level service. As for the developed areas in the Pearl River Delta, the functions and tasks of towns and streets are very complete in terms of economic development and social management. It is suggested to explore the full empowerment of towns and streets by referring to counties or county-level cities and to strengthen the coordination of major issues such as politics, economy, society, culture and ecological environment by the municipal government.

**Second, it is to take profession as safeguard.** For those functions with strong professionalism, obvious economies of scale, and the need to maintain a higher degree of coordination and unity, considering the small business volume of a single town and street, concentrated in the urban area and unable to radiate coverage, it can be considered to be set in a district-level under the municipal overall planning in a trans-administrative manner.

**The third is to strengthen the town street as the focus.** Evaluated integratedly party organization as the core, giving evaluated integratedly for city functional departments, head of the local agency personnel Kao He Quan and consent rights, planning, participation, comprehensive management, key projects and decision-making power, promote evaluated integratedly internal departments coordination and cohesion, and the government at a higher level of mutual evaluation, mutual supervision, and how, freely crisscross, fusion of complementary mechanisms.

**Fourth, grid and information support.** At the grassroots community partition size moderate, easy to management, leave blank geographic grid, based on grid member team, informatization technology to support, using the “+” Internet technology, build a unified party e platform, strengthen the leading role of grass-roots party building in the village governance, further enhance the level of grass-roots community public service, in the form of grid, the informatization reform the system of administrative law enforcement mechanism, can be in the public service, public administration, public security more refinement and Xiao Neng Hua.

## **(II) Straighten out the horizontal relations within the village (community)**

With the focus on improving organizational strength and giving play to political functions, the village Party organization’s core leadership role is strengthened to straighten out the four relations: first, the relationship between the party organization and the service center. After being elected by villagers, members of the village (community) two committees are employed as leading members of the community service center and enjoy the salary treatment under the overall financial planning. Second, the relationship between party organizations and collective economic organizations. At present, there are different modes of collective economic reform in Guangdong province, such as “separation of government and society” in Shunde, “separation of government and economy” in South China Sea, and “trinity” in Dongguan. All localities should be encouraged to continue to explore experience, but the core is to strengthen the leadership of party organizations and the right of supervision of rural residents. The third is the relationship between the party organization and villager autonomy. The village (community) shall guide and coordinate the work within the jurisdiction as well as various organizational activities, and guide the village (neighborhood) committee and the village (neighborhood) council to perform their functions. Fourth, different public affairs are governed by different categories. Public welfare and cultural affairs play an autonomous role and are directly organized by villagers. Collective economic affairs shall follow the principles of professional management, scientific decision-making, market priority and guarantee distribution. Party organizations play their political and service functions and effectively integrate all kinds of affairs and organizations in villages (communities).

## **(III) Improving the assessment mechanism**

To improve the assessment mechanism as the core, change the pattern of more responsibility to the top than to the bottom, for the construction of simple and efficient grassroots administrative system to provide the baton. Gradually abolish the veto system; Reduce unnecessary assessment items, so that township officials have more time to serve the masses, change the “nothingness” to “pragmatic”; To establish a mass evaluation system, the satisfaction of the masses with the implementation of policies can be assessed by the evaluation scores of the masses, and the trust of the masses to the cadres can be assessed by delivering a vote of confidence to the grassroots leading cadres.

#### (IV) Resources, services and management should continue to sink

We will strengthen social coordination, encourage multiple actors to participate in community governance, and develop new ways and methods for community-level governance. We will promote community autonomy and co-governance, and encourage resources to be distributed at the community level. We will make sure that community-level governments, communities and society fully interact with each other, so as to make the rural governance system more effective, more orderly, and better built.

**First**, the government coordinates basic public services in villages (communities). In the Pearl River Delta developed areas, it is suggested to continue to improve the public financial system. Further reduction of public expenditures borne by the collective economy can be considered, and the basic public services provided by grassroots governments will be covered by all villages (communities) on the principle of equalization.

**Second** is to clarify the resources sink channels. The superior supports the grassroots project fund resources, carries on the effective integration centralization, the bundle package to devolve, and implements in place with the grassroots party organization and the main channel, the overall plan USES, enhances the work effectiveness.

**Third**, we will strengthen the capacity of grassroots organizations. With the focus on resource conservation and information sharing, we will integrate village-level public service places, facilities and other resources, optimize their functions, focus on investment, and plan the construction of village-level public service facilities as a whole. To further enhance the power of grid, improve the mechanism of quick response and timely disposal.

**Fourth**, clear governance framework, the main division of labor, effective and reasonable. Horizontal drain town established residential area, for example, service and management team for the township government internal institutions, the lack of city level in the organizational structure of community governance, Suggestions of grassroots government, the village committee, property companies, the owners' committee, the party branch, etc as the main body of community governance, in accordance with the "big (administrative affairs and public affairs), small (community autonomous transactions and mutual transactions), private affairs (residents' personal affairs and marketing services)", combing the responsibility of the plural list, improve administrative efficiency and the quality of public service supply, ensure that according to individual, effective coordination, many ways.

#### (V) Guiding governance in multiple ways

**First**, we will improve the community social welfare service system, expand the pool of public welfare mentors, introduce public welfare organizations and other social organizations to participate in community governance, and cultivate professional community workers.

**Second**, expand the scope of government purchase of public services. In villages (communities) where conditions permit, relying on community comprehensive service centers, explore the establishment of a public management platform for government purchase of services, and standardize the purchase of old-age assistance, social assistance, cultural services, community correction and other services.

**Third**, open channels for participation and provide services according to the needs of residents. Relying on information-based means, cultivating residents' participation spirit, soliciting public opinion extensively from the bottom up, and providing targeted infrastructure and public services according to residents' opinions to meet their needs.

**Fourth**, give full play to the advantages of grassroots Party organizations in mass work and the role of the Party working group of the owners' committee, cultivate community backbone members who actively participate in community management, drive owners to participate in self-management activities in an orderly manner, and establish a community governance pattern of co-construction, co-governance and sharing.

### **(VI) Encourage the participation of the migrant population**

We will encourage migrants to participate in grassroots governance and strengthen rights and interests protection services. We will sum up experience in a timely manner and promote the two-party committee system in the villages (communities) for the non-household population to more grass-roots units. In combination with the reform of joint-stock cooperation in the collective economy, the scope of affairs in which the non-registered population can participate shall be defined. They shall not participate in collective economic management, but shall participate in other autonomous affairs. We will encourage the establishment of social service organizations for migrants, provide them with a platform to integrate into urban society, enable them to enjoy the same rights and obligations as local residents, enable them to participate in the process of local social and economic development, and share the fruits of social and economic development.

In conclusion, to meet the people in the pursuit of a better life, the need to fully activate the community, the more sinking to the community service and management of resources, the resources of the government functional departments accurate subsidence, and bring more social resources in the community residents autonomy the benign interaction, integration of public resources, coordination, promote the modernization construction of the rural governance system of new era.

### **Appendix: Questionnaire on grassroots governance**

Hello! Thank you for filling out this questionnaire on grassroots governance. The questionnaire is anonymous. Please fill in the form according to your actual situation. There is no right or wrong answer. Your privacy and information provided are only for statistical analysis and will not be disclosed or used for other purposes. Check the answers to each question. If there is no explanation, the answers are single. Thank you for your cooperation!

#### I. Personal basic information

##### 1. Your gender:

- ◆ A male ◆ B female

##### 2. Your age:

- ◆ A to 29 years old. ◆ B 30 to 45 years old
- ◆ C 46 to 60 years old ◆ D 61 years and above

##### 3. Your education level:

- ◆ A primary school graduation ◆ B Junior high school graduation
- ◆ C high school, technical secondary school ◆ D junior college
- ◆ E Bachelor degree or above ◆ F other

##### 4. Your occupation:

- ◆ A Public servant ◆ B Public institution staff
- ◆ C Enterprise workers ◆ D social organization workers
- ◆ E self-employed, private owners ◆ F village cadres
- ◆ G farmer ◆ H retirees
- ◆ I unemployed / unemployed others

5. Your monthly income is:

- ◆ A less than rmb1000 ◆ B between RMB1000 and RMB2999
- ◆ C ¥3000 to ¥7999 ◆ D ¥8000 to ¥10000

More than 10 000 YUAN

Function orientation of township government

6. In your opinion, the following responsibilities of township governments should be listed in order of importance:

Develop the town economy, do a good job in social management, provide public services

We will maintain social stability, pay close attention to environmental sanitation, and carry out administrative law enforcement

7. In your opinion, the actual role of township governments in carrying out grass-roots governance and promoting rural revitalization and development:

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

8. At present, the work of township governments is mainly focused on: (civil servants, public institutions, please answer)

- ◆ A Developing regional economy
- ◆ B Doing a good job in social management
- ◆ C Providing public services ◆ D Maintaining social stability
- ◆ E To improve environmental sanitation ◆ F to carry out administrative law enforcement
- ◆ G for superior inspection ◆ H other

9. Do you think the towns and villages undertake the authority delegated by the county level? (Please answer if you are a civil servant or a public institution worker)

- ◆ A The delegated authority is urgently needed by the township administration
- ◆ B The devolved powers are urgently needed for township management
- ◆ C None of the devolved powers is urgently needed by township management
- ◆ D is not clear

10. What do you think the township government should delegate to the village residents? (Occupation is for village residents.)

- ◆ A The tasks delegated by A are all required by village administration
- ◆ B The tasks delegated are part of the needs of village housing management
- ◆ C delegated tasks are not required for village governance
- ◆ D is not clear

Third, the public service supply system

11. Your practical role in the provision of public services in township government offices (such as economic development offices and agricultural offices):

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

12. Your practical role in the provision of public services by township public service stations (such as social security centers and animal husbandry and veterinary stations):

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

13. Your practical role of community integrated service stations in the provision of public services distributed in villages (residences):

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

14. What do you think of the management system of township public institutions? (Please answer if you are a civil servant or a staff of public institutions)

◆ A township management as the main, the superior business department business guidance as A supplement

- ◆ B directly managed by the superior business department
- ◆ C is not clear



15. In your opinion, what aspects of public service supply should be strengthened in towns and villages (multiple choices):

- ◆ A education ◆ B Health ◆ C Culture
- ◆ D For the aged and disabled, infant and child care services
- ◆ E Town (Street) village (residence) environmental health
- ◆ F — other

16. How do you express and feedback the public service demands of the masses to the towns and villages (multiple choices):

◆ A The system of direct contact with the masses for leading cadres in towns and townships

◆ B Reports on deputies to the People’s Congresses and members of the Chinese People’s Political Consultative Conference (CPPCC), and Suggestions on the “through train” system

◆ C suggestion box, WeChat public number

◆ D other

◆ E has no channels for expression and feedback

17. Which problem do you think the current public service supply system needs to solve?

◆ A Poor planning for basic public services in urban and rural areas

◆ B Insufficient financial input in public services

◆ C The diversified supply mechanism of public services is not perfect

◆ D Weak regulatory mechanisms for public services

◆ E Four, the village is in charge of much yuan main body

18. What is the actual role of the village (residence) Party organization in the village (residence) grassroots governance process?

◆ A is very good. ◆ B is good. ◆ C is average

◆ D is bad. ◆ E is very bad. ◆ F is not clear

19. Do you think that branch members can play an exemplary vanguard role in the village governance process?

◆ A Yes ◆ B No

20. In what aspects do you think the branch members themselves mainly play a pioneering and exemplary role? (pops)

◆ A Firm ideal and faith ◆ B Serious attitude towards work

◆ C Good lifestyle ◆ D Good interpersonal skills

◆ E active performance of party obligations ◆ F strong sense of service

◆ G other

21. Village (residence) the party branch in the same level organization’s leadership role?

◆ A very outstanding ◆ B quite outstanding ◆ C general

◆ D is not very prominent ◆ E is not very prominent ◆ F is not clear

22. What is the actual operation of the village (residential) Committee as a mass organization?

◆ A is very good. ◆ B is good. ◆ C is average

◆ D is bad. ◆ E is very bad. ◆ F is not clear

23. What are the specific management tasks undertaken by the village (residence) Committee?

◆ A quasi-administrative management function, the implementation of “top-down” governance carrier

◆ B Social security function is a stabilizer for basic living of residents

◆ C Public management and service functions to maintain the stability and unity of rural communities

◆ D Cultural services to promote community identity and sense of belonging in rural communities

E other \_\_\_\_\_

24. What do you think is the most important factor affecting the function of the village committee?

- ◆ A Guidance and assistance from grassroots governments
- ◆ B The competence and status of the elites in the village (community)
- ◆ C Identification and participation of village (community) residents
- ◆ D Constraints within the organization of village (residential) committees

E other \_\_\_\_\_

25. What kind of We Chat groups are usually used by village (residential) committees in their actual work to carry out work or establish contacts?

- ◆ A Village (neighborhood) committee cadre group
- ◆ B town + village (neighborhood) committee cadre group
- ◆ C village (neighborhood) committee + village group cadre group
- ◆ D town + village (residence) + village group cadres group
- ◆ E villagers group
- ◆ F town + village (neighborhood committee) + village group + villagers group
- ◆ G other \_\_\_\_\_

26. What is the role of grid management in village (residence) governance?

- ◆ A is very effective. ◆ B has A better effect
- ◆ C effect is more general ◆ D effect is poor
- ◆ E does not have any practical use. ◆ F is unclear

27. In addition to village (residential) party organizations, what is the actual role of enterprises in the process of village community governance?

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

28. In addition to village (residential) party organizations, what is the actual role of social service organizations (such as volunteers) in the process of village community governance?

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

29. In addition to the village (residence) Party organization, what is the actual role of the villagers in the village (residence) community governance process?

- ◆ A is very good. ◆ B is good. ◆ C is average
- ◆ D is bad. ◆ E is very bad. ◆ F is not clear

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