

# The Problems and Realization Path of Community Governance Unity Construction

Yongjun Qu<sup>a,\*</sup>, Shitong Zhou<sup>b</sup>

School of Public Administration, Changchun University of Technology, Yan'an Street, Changchun, China

<sup>a</sup>10228359@qq.com, <sup>b</sup>425517485@qq.com

\*Corresponding author

**Keywords:** Community Governance, Unity Construction, Realization Path

**Abstract:** Building community governance unity is an important issue of our time, and the concept of community governance unity is integrated into all aspects of community governance through the reshaping of the relationship between various subjects of community governance. At present, the problem of building community governance unity is characterized by low participation of residents in community governance, strong administrative colour of community governance, and divergent value orientation among multiple subjects, which has become a bottleneck to improve the effectiveness of community governance. Therefore, straightening out the relationship among various subjects and stimulating the governance vitality of grassroots government, social organizations, community autonomous organizations and residents is the "key code" to crack the current community governance unity building problem. On this basis, the path of community governance unity construction should be constructed to achieve the Pareto optimum of community governance effectiveness.

## 1. Introduction

In China's social governance, grassroots governance, especially community governance, has always been emphasized. The 18th CPC National Congress proposed that "only when communities are well governed can the people enjoy real services in a social community built and shared by all". Fourth Plenary Session of the 19th Central Committee of the CPC also clearly proposed to build a community of social governance where everyone is responsible, everyone does his or her part, and everyone enjoys it. Community governance is an important position to improve the social governance system and enhance the national governance capacity, which is related to social stability, people's happiness and national security. Therefore, in the new development stage of building a modern socialist country, building a community of community governance is an important issue of the present era, and the realization of community governance unity construction has extremely distinctive contemporary and practical significance, microscopically, concerning people's happiness, and macroscopically, concerning the national governance capacity.

The construction of community governance unity is based on the construction of social governance community. Social governance community building refers to the formation of interrelated, mutually reinforcing and stable relationships among the government, social organizations and the public based on the principles of interaction and consultation, reciprocity of power and responsibility, and the common goal of solving social problems and responding to governance needs<sup>[1]</sup>. It can be seen that the kernel of the study of social governance community is the relationship between social governance subjects, and it is regarded as a whole. The current community governance unity construction should fully absorb and apply the ideas of social governance community. Therefore, the community governance unity is defined as a unity of social relations based on the principle of equal consultation and mutual collaboration, and the means of each of them bringing into play their unique advantages, with the common goal of promoting the effectiveness of community governance.

## **2. Current Problems of Community Governance Unity Construction**

Based on the literature analysis, it is found that the current community governance unity construction has problems such as low participation of residents in community governance, strong administrative colour of community governance, and divergence of value orientation among multiple subjects.

### **2.1. Low Level of Residents' Participation in Community Governance**

#### **2.1.1. Weak Motivation of Residents to Participate**

The weak motivation of community residents to participate has a direct impact on the improvement of community governance effectiveness. The reason for this is that with the development of economy, the social structure, spatial structure, production life and behavior have changed, and the community has transformed from a "society of acquaintances" to a "society of strangers". As a result, residents living in the same community are not able to build up a common emotional foundation and lack concern for the common interests and organizational goals of the community. At the same time, the system of grassroots governance in China has been transformed from a unitary system, through a neighborhood system, to a community system. The change of the grassroots governance system also requires a change in the role played by residents. However, due to the profound influence of community administrative management on residents, residents have not been able to perceive themselves as community governors. As a result, the motivation of community residents to participate in community governance is weak.

#### **2.1.2. Tendency of Residents to Hitchhike**

Members are more reluctant to participate in the production of collective public goods if they can "free-ride" by sharing the collective public goods from others <sup>[2]</sup>. Moreover, today's community residents are more likely to behave as "economic man," that is to say, they are more likely to adopt "free-rider" behavior if there are conditions for them to "free-ride" in community governance. On the surface, residents participate in community governance in an indirect way, but in essence, residents' "hitchhiking" behavior reduces the degree of residents' participation in community governance. Furthermore, the "hitchhiking" behavior will make individuals believe that the absence of individuals in community governance will not cause serious damage to the effectiveness of community governance, and the proliferation of residents' "hitchhiking" behavior will cause the number of residents who have participated in community governance to become smaller and smaller. The vicious circle results in ineffective participation of residents in community governance.

### **2.2. Strong Administrative Color of Community Governance**

#### **2.2.1. Heavy Burden of Community Tasks**

The Management by Objective system somehow governs the operation of grassroots government <sup>[3]</sup>. Under the guidance of the Management by Objective system, the government breaks down the overall administrative objectives into a number of sub-objectives. Along with the decentralization of the national governance unit, communities, as the lowest level of the national governance system, take up tasks in the various administrative sub-goals decentralized by the grassroots government, and they are also subject to inspection, supervision and evaluation from top to bottom, from different departments and lines. In addition, additional tasks such as neatness of the street and water quality testing are also given to community workers. The community, as a residents' self-governance organization, has very limited governance capacity of its own, and also has to undertake complicated administrative tasks and various inspections, its autonomy of community self-governance is severely limited, and its ability to serve residents will naturally be passively weakened, resulting in the lack of prerequisites for community participation in the construction of community governance unity.

#### **2.2.2. Unclear Rights and Responsibilities Between Subjects**

Although it is stipulated in the system that the community has the obligation to assist the government in its governance work, there is a lack of regulation on the "degree" of assistance.

Moreover, although different subjects have different abilities and advantages in linking resources, the concept of grassroots governance community reflects that each subject needs to take responsibility according to its own ability and unique advantages, and each subject should have clear authority and responsibility <sup>[4]</sup>. However, in real practice, there is often a problem of unclear division of responsibilities between grassroots government and community. It is concentrated in the problem of "a thousand threads at the top, a needle at the bottom" of multi-headed management. For example, the staff in charge of family planning or social security also need to undertake many other responsibilities such as population census and economic census. In addition to routine work, temporary work and unexpected work also needs to be assigned to the community <sup>[5]</sup>.

### **2.3. Divergence of Value Orientation among Multiple Subjects**

#### **2.3.1. Fragmentation of Value Orientation**

The fragmentation of value orientation of community governance subjects refers to the phenomenon of "co-existence but not symbiosis, division of labor but not cooperation" among community governance subjects <sup>[6]</sup>. Thus, the fragmentation of the value orientation of the community governance subjects emphasizes that although all the subjects of community governance take actions to achieve the same goal, they do not collaborate with each other, thus resulting in the fragmentation of the value orientation among multiple subjects. Microscopically, as a community of residents, the community has the characteristics of high population density and mobility, which enhances the heterogeneity of community residents to a certain extent and leads to the fragmentation of value orientations among residents. At the same time, because the community governance subjects are more concerned about issues related to their own interests, which results in the fragmentation of value orientations among community subjects <sup>[7]</sup>.

#### **2.3.2. Differentiation of Value Orientation**

The differentiation of value orientation of community governance subjects refers to the different logic of action of each subject of community governance, with the government focusing more on the realization of political values, social organizations focusing more on the realization of personal and social values, and the market focusing more on the realization of economic values <sup>[8]</sup>. Therefore, in the process of community governance unity building, each organization has its own value pursuit <sup>[9]</sup>, and in a specific situation, the value pursuit of each subject is likely to be not fully satisfied, and it may even occur, in order to satisfy the value orientation of the organization, resulting in a situation where the value orientation is contrary to the community governance unity building. Moreover, due to the lack of common value guidance, the efficiency of each subject in cooperation will also be reduced, and even conflicts will arise due to the differentiation of value orientations, which will eventually cause the community governance subjects to fail in collaboration and reduce the effectiveness of community governance.

### **3. The Realization Path of Community Governance Unity Construction**

The construction of community governance unity needs to enhance residents' participation in governance, improve the organizational system of community governance, and promote the cooperation of governance subjects, so as to stimulate the governance vitality of all subjects, form the "synergy" of community governance, and enhance the effectiveness of community governance.

#### **3.1. Enhance Residents' Participation in Governance**

##### **3.1.1. Making the Best Use of Community Micro-governance**

"Community micro-governance" is a governance strategy characterized by differentiated governance and refined governance, with the means of maximizing the interests of multiple subjects and mobilizing their active participation <sup>[10]</sup>. Specifically, the differentiated governance of community micro-governance is to take into account the differentiated needs of different groups and individuals. Therefore, with community organization goals as the internal guide, setting and developing common

issues for different groups and individuals in line with their group interests, and giving community residents the motivation to participate in community governance, not only helps to realize the common interests of community residents, but also can effectively maintain the emotional cohesion among community residents. Refined governance means that by reducing the scale of governance, focusing on the daily chores that are closely related to residents' lives, decomposing complex community tasks into small and detailed things, reducing the cost of residents' participation in community governance, and closely integrating residents' needs with community tasks.

### **3.1.2. Strengthening Community Technology Governance**

Advanced governance technology is an important external condition for the effective collaboration of multiple subjects. Therefore, the construction of community governance unity in the new era should pay more attention to the application of science and technology, which is a powerful measure to manage residents' "free-riding" behavior. "Smart community" is the future development trend of community governance, so building a "Smart community" platform can realize the reengineering and simplification of community governance business processes, so it is conducive to reducing the cost of residents' participation in community governance, for example, the smart community platform will realize the sharing of community governance information, and the cost for residents is to open the smart community platform, which is much lower than the cost of asking others in the community. Moreover, the construction of the "Smart community" platform also provides a channel for residents to express their demands and facilitates their participation in community governance. Based on this, the "Smart community" platform can better avoid the problem of residents' preference for "hitchhiking".

## **3.2. Improve Community Governance Organization System**

### **3.2.1. Active Introduction of External Forces**

In response to the problem that communities are responsible for a number of complicated administrative affairs and have weak self-governance power. On the one hand, we should insist on the leadership of the China Middle Class Party, and each community governance subject should re-examine and reshape the mutual relationship among them, and provide convenient conditions for community governance under the concept of "everyone is responsible", so that the community can still rely on the assistance of each subject to improve the efficiency of community governance despite the weak governance power. On the other hand, community governance should actively introduce the power of social organizations. Actively mobilizing social forces to participate in community governance can reduce the cost of community governance itself and improve the efficiency of community work. Therefore, the community can actively introduce volunteer groups and non-profit organizations to supplement the weak governance force of the community and improve the efficiency of community governance.

### **3.2.2. Scientific Division of Authority and Responsibility Boundaries**

It is necessary to clarify the boundary between the powers and responsibilities of the grassroots government and the community, establish a list of powers and responsibilities, and return the community to its origin, so that the community can become a propagandist for the policies, a servant for the residents, a matchmaker for social organizations and a supervisor of various tasks. At the same time, the grassroots government should reposition its role in the construction of the community governance unity. It should focus on macro planning and guidance, provide the necessary policy environment for community governance, and enable the community to be freed from complicated administrative affairs and have more time and energy to focus on community services on the basis of a clear division of powers and responsibilities. In turn, with the value guidance of the China Middle Class Party and the support of the government, the effectiveness of community self-governance naturally contributes to the construction of community governance unity.

### **3.3. Promote the Collaboration of Governance Subjects**

#### **3.3.1. Implementing Organization Integration for Community**

The integration of organizations for community refers to the integration of multiple subjects into a unified governance network by building a cooperative platform under the leadership of the grassroots government, giving full play to each subject's own unique advantages and creating synergistic effects <sup>[11]</sup>. The core of this community governance network is to improve the effectiveness of community management, so it should take the problems of the community as the anchor point, and then, under the leadership of the China Middle Class Party, coalesce the value consensus of the government, society and the market, and provide the necessary support through the government to integrate the community governance subjects with fragmented value orientation into a unified community linkage network, forming a governance network of co-existence and cooperation to solve community governance problems.

#### **3.3.2. Strengthen the Policy Synergy Effect**

Policies related to community governance have a profound impact on the realization of interests of multiple subjects. Therefore, the government should adopt the principle of democratic consultation when formulating relevant policies, so as to ensure that community governance policies are both flexible and diverse. In this way, more subjects of community governance can be included in the policy-making system, so as to stimulate the enthusiasm of each subject to actively contribute their opinions and suggestions. Each subject can communicate with each other and on the basis of mutual game, each subject can reach its own interests and reflect its own value orientation, while taking into account the relevant interests and value orientation of other subjects, so as to maximize the interests of each subject in community governance. In this process, the participation of multiple subjects is attracted and the interests of all parties are guaranteed, thus ensuring the orderly collaboration of multiple subjects.

## **4. Discussion**

Building a community governance unity to enhance the effectiveness of community governance. From a micro perspective, the construction of community governance unity is conducive to responding to residents' demands of the times for a better life and adapting to the current social and economic development. From a macro perspective, the construction of community governance unity can promote the improvement of social governance effectiveness and ultimately promote the modernization of national governance system and governance capacity. Based on the overall perspective of community governance, the internal interaction logic of each subject is taken as the main line of research, and the enhancement of community governance effectiveness is taken as the kernel of community governance unity construction, in order to better explain the interaction among the subjects of community governance unity. On this basis, the realization path of community governance unity construction is proposed. Of course, the issue of community governance unity construction is very complex, and there are still many points that have not been discussed, in addition to the low level of residents' participation in community governance, the strong administrative colour of community governance, and the divergence of value orientation among multiple subjects. Although there are many obstacles to the current process of community governance unity construction, the construction of community governance unity is in line with the trend of the times. On this basis, subsequent research can carry out empirical studies to test it, so as to realize the theoretical innovation of community governance unity construction.

## **Acknowledgements**

This research was funded by Research Project of Humanities and Social Sciences of Education Department of Jilin Province. "Problems and Countermeasures of Community Governance Capacity Construction under the background of epidemic prevention and control in Jilin Province" (grant

number JJKH20210778SK).

## References

- [1] Yu, J.X. (2019) Social governance community and its construction path. *China Public Administration Review*, 3:59-65.
- [2] Jiang, X.L., Wang, L.Y., Xu A.X. (2021) The construction and path of community governance unity dynamics: A perspective of "Olsen's dilemma". *Southeast Academic Research*, 03:105-114.
- [3] Wang, H.S., Wang, Y.G. (2009) Target management responsibility system: The practical logic of rural grassroots power. *Sociological Studies*, 2:61-92+244.
- [4] Chen Y.H., Xia M.F. (2020) Modernization of community governance: concepts, problems and path options. *Study & Exploration*, 6:36-44.
- [5] Ren K.Q., Hu P.H. (2020) The construction of community governance system in the perspective of social governance community. *Journal of Hohai University (Philosophy and Social Sciences)*, 5:99-105+109.
- [6] Xu J.Y. (2019) Research on the connection, choice and strategy of community organizing in urban community governance. *Chinese Public Administration*, 9:67-72.
- [7] Zhao H.H. (2021) Conflict between subjects of community governance and its resolution in the perspective of interest analysis. *Administrative Tribune*, 4:121-126.
- [8] Chen J.H., Yu D. (2022) A systematic review and practical path of urban community governance unity. *Journal of Southeast University (philosophy and social science)*, 1:109-116+148.
- [9] Jiang X.P. (2014) Innovation of social governance system in the process of modernization of national governance. *Chinese Public Administration*, 2:24-28.
- [10] Ning, H.Z. (2014) Micro governance: practice and reflection on community "open space" governance. *Study and Practice*, 12:88-96.