

Community of primary-level: governance forming logic, realistic dilemma and construction paths-focus on less developed areas

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Abstract. One of the working principles of promoting the modernization of primary-level governance system and governance capacity is: "basing on collaboration, participation, and benefit sharing and fostering a community of primary-level governance in which responsibilities are shared and duly fulfilled, and achievements are enjoyed by all." Based on this, we deeply analyzed its profound connotation, forming logic and realistic predicament, put forward the practical path of building grassroots governance community, which aims to provide a framework explanation for cultivating a consciousness of grassroots community, condensing value consensus and promoting grassroots governance efficiency.

1 Introduction

The primary-level is the foundation of national stability, grassroots governance is also the cornerstone of national governance. "Promoting the modernization of the system and capacity for primary-level governance, which is an important work for building a modern socialist country in all respects. All regions and departments should deeply realize the importance of grassroots governance from the perspective of concerning the Party's governance foundation and the security of State power", according to a meeting of the Political Bureau of the Communist Party of China Central Committee held on January 28, 2021.^[1]In April 2021, the "opinions of the CPC Central Committee and the State Council on strengthening the modernization of grassroots governance system and governance capacity" put forward the term "grassroots governance community" for the first time, which clearly pointed out that "we should adhere to collaboration, participation, and benefit sharing and fostering a community of primary-level governance in which responsibilities are shared and duly fulfilled, and achievements are enjoyed by all"^[2]. The "resolution" of the sixth Plenary Session of the 19th Central Committee of the Communist Party of China pointed out that it is necessary to "enhance the Party organization-led urban and rural community governance system featuring a combination of self-governance, the rule of law, and the rule of virtue, and it has shifted the focus of social governance down to the community level"^[3]. In the context of governance modernization and urban-rural

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integration, the importance of improving the level of grassroots governance is self-evident. Especially in underdeveloped areas, we must embed the sense of governance community into the action process, build a practical path according to local conditions, so as to promote the modernization of primary-level governance.

2 The formation logic of primary-level governance community

The term "grassroots governance community" was established in the form of commune for the first time, which is inseparable from theoretical support and historical accumulation. So Clarifying generation logic and the essence of primary-level governance, which will be improve the efficiency of grassroots governance.

2.1 Historical logic

Marx and Engels believed that "everyone's free development is the condition to develop freely"^[4]. In their view, there be a "real community", but only in the Communist society. The book "Liyun-The Conveyance of Rites" said: "When the great way prevails, the world is equally shared by all.... It's called Great Unity". Since modern times, No matter Sun Yat-sen's ideal world or Kang Youwei's "Great Harmony", which did not touch the interests of the ruling class fundamentally, Fortunately they developed the modern community thought partly. Mao Zedong, Deng Xiaoping and the other leaders of the People's Republic of China have always practiced the lofty ideal of "All for one, one for all"; The 18th CPC National Congress clearly put forward the "community with a shared future for mankind", and the Fourth Plenary Session of the 19th Central Committee pointed out the need to "fostering communities of social governance in which everyone fulfills their responsibilities and shares in the benefits." So, as a whole, the community can be transformed according to the situation. Yu Jianxing, a domestic scholar, believes that "community is as a interrelated, mutually promoted and stable unity, which formed by individuals and some organizations based on similar values, goal and pursuit"^[5].....

To sum up,community is the unity of value community, interest community and action community essentially. They all refers to the process of multi subject's collective action to realize organizational goal, for collaboration, participation, and benefit sharing.

2.2 Value logic

In the context of governing the community, it can be said "one honors all, one damns all". "From the perspective of social interests, all kinds of communities are interest communities in the final analysis"^[6]. The essence of its value logic is to pursue common interests. After the disintegration of the unit system and the street residence system, the grass-roots society experienced from management to governance. The public's awareness of democracy and self-protection of rights have been greatly liberated, the Internet has brought the revolution of information technology.

In the meantime, network events occur frequently, profoundly affected the virtual netwo-rk community, real-life economic and political, which is very easy to resonate with the audience. Due to resource endowment, the economic foundation can not fully support the superstructure in underdeveloped areas, more than this, the people's psychological construction, cultural literacy, and civilization in underdeveloped areas are generally inferior to the people's in developed areas. Therefore, from the perspective of cultural development, the people of underdeveloped areas must have common value goal, only then, can a sense of community be formed.

2.3 Practical logic

If the common interest demand is a value element, the goal of governance through some governance methods is not only a tool element, but also a practical logic. In the logic of collective action, Mancur Olson expounds that interest is the first agent to induce collective action. Real collective action needs practical tools, such as systems, regulations, potential pressure and so on. The same is true for the collective action of grassroots governance community. Which has two most important aspects, on is the conversion of the values of community members, the other one is sharing of rights and responsibilities of community members.

To form a grass-roots governance community, we people need to have the logic of common action, that is, the spirit of serving the people wholeheartedly and the feeling of seeking profits for all genuinely. For avoiding hitchhikers, each individual of the grass-roots governance community must be both the subject and the object, the builder of the governance foundation, the promoter of the governance process, and the enjoyment of the governance results. the potential action logic is the sharing of rights and responsibilities in the pattern of collaboration and common interests. For example, ecological environment governance requires everyone of the community to maintain good ecology and bear the responsibility of destroying ecology spontaneously. This pressure is also one of the practical tools of grass-roots governance community.

3 The realistic dilemma of grassroots governance community

A grass-roots governance community was not build in a day. At present, under the influence of various factors, in order to form a concentric circle of governance, there are still many practical difficulties that can not be ignored.

3.1 The diversification of values leads to the differentiation of interests

After the reform and opening up, China's social environment has changed greatly. If you don't want to be eliminated, you must find some ways to enhance your ability and gain a firm foothold; At the same time, a variety of communication tools have flourished, the Internet has gradually developed. "By December 2021, the number of Internet users in China has reached 1.032 billion, and the Internet penetration rate has reached 73.0%"^[7]. People have more diversified and convenient ways to obtain information and knowledge. Social transformation and development promote the progress of social civilization, the main social contradictions have changed, and the Engel coefficient has increased significantly, That's shows our needs are broader. As you can imagine, it is difficult to integrate various interests and form a highly unified group effectively, the diversification of interest subjects increases the difficulty of forming a grass-roots governance community.

3.2 The lack of participation leads to the weakness of the main force

To enhance the Party organization-led urban and rural community governance system featuring a combination of self-governance, the rule of law, and the rule of virtue, we should stick to the principle of the Party's leadership, government should perform duties, all kinds of social organizations and the masses should participate, especially during the COVID-19. However, the power of participating in grass-roots governance is still weak because of manual, financial, material and some objective factors. Firstly, some grass-roots party organizations are weak and lax. The advantage of attracting talents in backward areas is weak. In addition, some village leading cadres are conservative, some of them have weak

organizational power, lack the entrepreneurial passion. Secondly, social forces are weak. Underdeveloped areas do not have great advantages in resource endowment, financial strength and scientific research talents, and the difficulty of attracting investment has further increased. The operation and development of many grass-roots autonomous organizations need financial support, while the channels of participation are not smooth, many social forces lack strong organizations, some young and middle-aged people in rural areas go out to work, the surplus labor force is insufficient, which increases the difficulty of coordinated governance of social forces objectively. Thirdly, the government functions are vacant from time to time. Some grass-roots governments pursue the concept of political achievements blindly, either hold the attitude of "not striving for performance, but avoiding mistakes". Sometimes which results in poor governance efficiency.

3.3 Imperfect system leads to governance difficulties

A good institutional system is one of the binding conditions for the community to govern spontaneously for the common interests. In some underdeveloped areas, many governance systems are ineffective and formal. In terms of the governance system of the "combination of three kinds of governance", first of all, although grass-roots mass self-government system has democracy, its democratic consciousness is relatively weak. Some work are formalised. Secondly, the grass-roots rule of virtue is uneven in practical characteristics. "Due to the relatively developed economic and cultural foundation, the rule of virtue has developed rapidly in the southeast coastal areas and individual areas of the central and western regions, the relevant policies are in place." ^[8] Especially in rural areas, human intervention are big influencing factors in selection of the township council's directors. Finally, the process of rule of law is also relatively slow in less developed areas. In some areas, the relevant laws and regulations just copy the upper-level laws and regulations simply without much consideration of the local actual situation. Moreover, there are no transitional policies and remedial measures between the old regulations and the new rules, which will inevitably sacrifice the vital interests of some people.

4 The construction path of grass-roots governance community

4.1 Cultivating public spiritual values and enhancing community awareness

4.1.1 Cultivating public spirit and value consensus

Public spirit refers to the behavior and thought without self-interest, Their characteristics are public, principled and Political [9].It is the noble embodiment of civic spiritual cultivation and ideological realm, the sublimation of civic morality and public virtue, and the value consensus of the development of social civilization to a certain extent. It is conducive to integrating different core interests and resolving various disputes. More Than This, it can resolve conflicts for building a harmonious society. Especially in underdeveloped areas, we should take improving the cultural literacy of grass-roots people as the long-term goal and very important governance content, effectively emancipate the mind and break the spiritual barrenness with the power of internal cultural constraints at the moral level.

4.1.2 Promoting and observing the core socialist values fully

At present, contradictions and conflicts occur frequently, various social attitudes are intertwined, values are diversified, class differentiation, income disparity and employment equity have become critical problems that can not be ignored. In this situation, socialist core values will be a good way to resolve contradictions and disputes and enhance value consensus undoubtedly. So we should promote and observe the core socialist values fully, play a leading role thoroughly, incorporate socialist core values into grass-roots governance, and become the assessment goal of grass-roots governance. carry out public initiatives to promote cultural and ethical advancement, carry out public initiatives to promote cultural and ethical advancement actively. Such as taking part in some voluntary labor and voluntary service, increasing the proportion of basic education.....through subtle cultural edification and practical practice,can the public spirit be cultivated, grass-roots governance community be set up.

4.1.3 Insisting on benefit sharing

The essence of value consensus is to pursue common interests. On the one hand, we must respect individual interests, visions and differences in values. Only by adhering to the correct concept of interests and respecting the basic interest demands of different groups, can we share development achievements. On the other hand, improving mechanism of appeal expression. First of all, we should broaden the channels of benefit expression, make full use of the advantages of the Internet and local government message boards to safeguard our legitimate rights and interests, unblock appeal expression channels, and publicize and copy typical examples. Second, deepening the development of grass-roots democracy. Considering and investigate the problems of grass-roots democracy deeply in underdeveloped areas, curbing the bad phenomena resolutely, such as "dictatorial style of work", "backroom politicking" and "fixed determination". And then, we can protect the rights and interests of the grass-roots public and eliminate the political ecological environment effectively.

4.2 Encourage the participation of multiple subjects and strengthen the responsibility

4.2.1 Strengthening the centralized leadership of Party organizations

In the face of the weakness and laxity of grass-roots party organizations, the most fundamental thing is to strengthen organizational leadership in thought and action. If encountering extremely serious problems, we should reconstruct the organization and leadership when necessary, strictly control the staffing and selection, scientifically set up democratic evaluation methods, strengthen daily supervision, and eliminate grass-roots formalism; As an organ of public power, the government should "steer" rather than "paddle", and perform its responsibilities as a "responsible person".

4.2.2 Promoting the collaborative participation of social organizations and citizens vigorously

On the one hand, we should strengthen and innovate community governance. As the basis of grass-roots governance, it is necessary to shift the focus of social governance to the community level, specially the community living environment, such as sewage discharge,

garbage pollution, straw burning and scattered burial. Moreover, supporting and encouraging volunteer Service Association and other similar organizations assisting in pandemic prevention; On the other hand, we should play the role of rule of virtue constantly in underdeveloped areas. From the perspective of historical practice, the rule of virtue has a long history in rural areas. There are some new organizational forms, such as "courtyard politics", "township Council" and "moral bank", which all enrich the forms of grass-roots governance and help to enhance the community awareness.

4.2.3 Strengthening the sense of responsibility of community

Firstly, there should be a clear division of responsibilities. In the governance community, the governance subject should clarify the governance boundary, and the focus is to clarify the ambiguous governance content for avoiding that government departments shirk their responsibilities; Secondly, there should be a long-term accountability mechanism. Only by sharing responsibilities, can we build a barrier for collective action. For the general public, the situation, that the public can enter the investigation, should be set up to avoid too much discretionary space.

4.3 Establishing a sound system and relying on the rule of law

4.3.1 Improving the grass-roots governance system

One rule and one moment can form a circle, which shows the importance of constraints. The construction of grass-roots governance community is inseparable from certain constraints. Written constraints can be various rules and regulations, while unwritten constraints are morality and spirit. Therefore, the construction of institutional system must conform to modern governance, and there must be a sound institutional system. Firstly, increasing the credibility of system design. At the beginning of the establishment of the system, it should be reasonable, actionable and producible, and be adjusted appropriately according to the local situation; Secondly, it should be known that legislation is not difficult, but the implementation of the legal system. The main force of grass-roots governance community is relatively weak, and increasing the implementation of the system requires the coordinated participation. The Sixth Plenary Session of the 19th CPC Central Committee stressed the need to carry on and develop the Fengqiao model in promoting social harmony in the new era. Therefore, to resolve contradictions and disputes at the source, we need to learn from experienced practices, which is inseparable from the effective participation and implementation of the public.

4.3.2 Enriching the supervision mechanism of grass-roots governance

The principal-agent theory points out that the power of the government comes from the people. The people entrust their power to the public management department, and the public management department use their powers, so as to carry out economic, political and cultural management. Therefore, when exercising their functions and powers, public administration departments should meet the interests of the people. However, the public management department also has its own interests, and the interests are not exactly the same between the two. In order to prevent the public management department from abusing its power, the public power must be placed in a diversified supervision system with political parties as the core. With the development of network technology, the new supervision mode of "Internet plus supervision" is embedded in grass-roots governance,

effectively boost governance efficiency, and let the people play an important role as masters, which should be copied and popularized in time.

4.3.3 Improving the system feedback evaluation mechanism

Based on the government's fiduciary responsibility to citizens, citizens have the right to supervise and evaluate the service results. The members of grass-roots governance community are not only the governance subjects, but also the beneficiaries of development achievements. If the construction of people's livelihood, such as education, employment and medical treatment, is the governance achievement of various departments, then the audience is the best spokesman for development achievements. The feedback and evaluation of the spokesperson plays a catalytic role in improving the quality and level of grass-roots services. The improvement of the efficiency of grass-roots governance will benefit the subjects of grass-roots governance in turn. The satisfaction of the happiness, sense of gain and sense of experience of the subjects of governance will stimulate their inner value identity, and then enhance their community awareness and political emotion. For example, the government service evaluation system not only innovates the administrative supervision system, but also deepens the responsive mechanism of the "delegated power, improved regulation and upgraded services", optimizes the evaluation system in the process of governance and improves the efficiency of primary-level governance.

5 Conclusion

In a word, everyone should have a sense of ownership for Common purpose governance. China's modernization process is fast, and urbanization is also developing rapidly, but underdeveloped areas may not be. The reason why we emphasize the need to improve the level of governance in underdeveloped areas as soon as possible, that's because the history tells us that the faster civilization develops, the faster social progress. In many parts of China, the thought is still very backward, the sense of innovation is not strong, and the speed of progress is very slow. However, we must deeply realize that governance modernization is a comprehensive and progressive modernization, rural Revitalization can be regarded as rural governance modernization. Rural areas are the bottom of China. Only when the people at the bottom are rich can China become rich and strong. With the accelerated pace of governance.

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